

Cabinet

Wednesday 15 January 2014 at 2.00 pm

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

The Press and Public are Welcome to Attend

Membership

Councillor Julie Dore	(Leader of the Council)
Councillor Leigh Bramall	(Business, Skills & Development)
Councillor Jackie Drayton	(Children, Young People & Families)
Councillor Isobel Bowler	(Culture, Sport & Leisure)
Councillor Ben Curran	(Finance and Resources)
Councillor Harry Harpham	(Deputy Leader/Homes & Neighbourhoods)
Councillor Mazher Iqbal	(Communities & Inclusion)
Councillor Mary Lea	(Health, Care & Independent Living)
Councillor Jack Scott	(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
15 JANUARY 2014**

Order of Business

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

Note: (a) Appendix 1 of Agenda Item 18 'Sheffield Drug and Alcohol Co-Ordination Team Commissioning and Procurement Plan' is not available to the public and press because it contains exempt information described in Paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972 (as amended) relating to the financial or business affairs of any particular person and (b) Part of Appendix 6 of Agenda Item 18 'Sheffield Drug and Alcohol Co-Ordination Team Commissioning and Procurement Plan' is not available to the public and press because it contains exempt information described in Paragraph 1 of Part 1 of Schedule 12A of the Local Government Act 1972 (as amended) relating to information about an individual.
- 4. Declarations of Interest**

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

To approve the minutes of the meeting of the Cabinet held on 18 December 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**

Report of the Director of Legal and Governance
- 9. Student Accommodation Strategy**

Report of the Executive Director, Place

- 10. School Places in Sheffield: Report Back From Consultation**
Report of the Executive Director, Children, Young People and Families
- 11. Designating an Area of Page Hall for a Selective Licensing Scheme**
Report of the Executive Director, Communities
- 12. The Page Hall Voluntary Registration Scheme**
Report of the Executive Director, Communities
- 13. Provisional Local Government Financial Settlement 2014/15**
Report of the Executive Director, Resources
- 14. Revenue Budget and Capital Programme Monitoring 2013/14 (Month 7) as at 31/10/13**
Report of the Executive Director, Resources
- 15. Sheffield Community Covenant Annual Report 2013**
Report of the Executive Director, Resources
- 16. Housing Revenue Account (HRA) Business Plan Update, HRA Budget and Rent Increase 2014/15**
Report of the Executive Director, Communities
- 17. Spital Hill Shop Frontage Improvement Scheme**
Report of the Executive Director, Place
- 18. Sheffield Drug and Alcohol Co-ordination Team Commissioning and Procurement Plan**
Report of the Executive Director, Communities

NOTE: The next meeting of Cabinet will be held on Wednesday 19 February 2014 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 18 December 2013

PRESENT: Councillors Julie Dore (Chair), Leigh Bramall, Jackie Drayton, Isobel Bowler, Ben Curran, Harry Harpham (Deputy Chair) and Mazher Iqbal

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1. APOLOGIES FOR ABSENCE

1.1 An apology for absence was received from Councillor Mary Lea.

2. EXCLUSION OF PUBLIC AND PRESS

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

3. DECLARATIONS OF INTEREST

3.1 There were no declarations of interest.

4. MINUTES OF PREVIOUS MEETING

4.1 The minutes of the meeting held on 20 November 2013 were approved as a correct record.

5. PUBLIC QUESTIONS AND PETITIONS

5.1 Petition in Objection to Proposals to build a School on Tinsley Park

A petition, containing 328 signatures, was submitted objecting to proposals to build a school on Tinsley Park. Muzafar Rahman, lead signatory to the petition, attended the meeting to make representations in support of the petition. He commented that the proposal to build a school would increase pollution in the area. He believed the consultation process had been unfair and had been undertaken only after the decision had been made. The park was the only green space in the area and this would deny the people of Tinsley a valuable resource. Mr Rahman had also been told that the petition was of no relevance to the decision by Clive Betts M.P.

In referring the petition to the Cabinet Member for Children, Young People and Families, the Leader, Councillor Julie Dore, commented that petitions were always relevant and would be taken into consideration. What the 'politician' may have said was that the submission of a petition did not automatically mean a decision would not be made or revoked.

Councillor Jackie Drayton, Cabinet Member for Children, Young People and Families further commented that consultation in respect of the proposal to build a school on Tinsley Park had been underway since October 2013 and Mr Rahman

had attended a number of meetings as part of the consultation. Councillor Drayton had attended a recent public meeting organised by Mr Rahman along with Clive Betts M.P.

Councillor Drayton commented that she had never stated didn't hear Clive Betts stating that a petition would be of no relevance and reassured Mr Rahman that the petition would, of course, be considered along with all the other responses to the consultation. The proposal was not to build the school on the entire park and it would be similar to the school built on the park in Sharrow, where there was dual use of the park by the school and the community. Following the end of the consultation a report would be submitted to Cabinet and after that a further 6 week consultation would take place.

Councillor Isobel Bowler, Cabinet Member for Culture and Leisure, reassured Mr Rahman that, although the need for a new school was accepted, officers from the Parks and Countryside service were challenging officers from the Children, Young People and Families portfolio to ensure that as much green space as possible was left untouched.

5.2 Public Question in respect of Stannington Library

Rosemary Telfer, representing the Stannington and District Library Group, referred to encouragement the Group had received from the Council in their attempts to keep the library open. The Group were now moving towards developing a business plan and therefore asked if the Council could provide any financial assistance to support the Group in developing the plan? Ms. Telfer also referred to comments made by local Ward Councillors that local funding had been removed and that they did not therefore have any funds to support the Group.

In response Councillor Mazher Iqbal, Cabinet Member for Communities and Inclusion, commented that, as part of the new Locality Working model, the 3 Ward Councillors have been given a ward pot to allocate which had to be allocated by 17 January. He pledged to make £400 available for initial advice to be provided to the Group by Voluntary Action Sheffield (VAS). Following that he would look at what further support could be provided to the Group.

5.3 Public Question in respect of Public Criticisms

Mr Martin Brighton referred to alleged insults made against him, both at a public meeting and on social media, by Labour Councillors. He therefore asked what leadership would be shown in respect of this?

5.4 Public Question in respect of Communications

Mr Martin Brighton referred to a pledge from a senior officer of the Council that he would provide information that Mr Brighton had requested but this has not been done a year later, despite reminders. He therefore asked what objections the Leader could have to publicly naming and shaming that senior officer?

5.5 Public Question in respect of Communications

Mr Martin Brighton asked the Leader to explain why a Council officer and Councillor can dictate to a third party who they can or cannot communicate with?

5.6 Public Question in respect of Freedom of Information

Mr Martin Brighton asked what the Leader proposed should happen in situations where Freedom of Information requests had been denied to due to alleged potential embarrassment for the Council in disclosing the information?

5.7 Public Question in respect of Freedom of Information

Mr Martin Brighton commented that he had recently been refused access to attend a review. He therefore asked what the Council was frightened of?

5.8 Public Question in respect of TARA Audit?

Mr Martin Brighton asked why the Council did not want to allow an independent and qualified authority to carry out an independent audit of the accounts of BNTARA?

In response the Leader of the Council commented that she would circulate Mr Brighton's questions to Cabinet Members. The questions made allegations against Councillors, Officers and referred to specific issues without giving specific information. She therefore could not provide the answer required when she didn't know what the specific information was. However, she would provide a written response by 5.00pm today.

6. ITEMS CALLED-IN FOR SCRUTINY

6.1 There were no items called-in for Scrutiny.

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>		
Eileen Denial	Administrative Officer	20
Christine Fleetwood	Deputy Headteacher, Nether Green Junior School	32

Paul Hancock	Data Manager, Forge Valley Community School	37
Sharon Hodgkins	Teacher, Bradfield School	34
Elizabeth Robb	Teacher, Acres Hill Primary School	34
Geraldine Ryan	Teacher, Bents Green School	25
Susan Wilkinson	Assistant Headteacher, High Green Primary School	37
Susan Wilson	Teacher, Oughtibridge Primary School	22

Resources

Elaine Nunn	Finance Manager	36
Stephen Turner	Bus Escort	24

(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. RAISING THE PARTICIPATION AGE - PROGRESS AGAINST THE SHEFFIELD PLAN

8.1 The Executive Director, Children, Young People and Families submitted a report in relation to increasing post-16 participation in education or training in Sheffield.

8.2 **RESOLVED:** That Cabinet:-

- (a) notes the new and statutory obligations to which the City Council was subject as a result of the Raising the Participation Age legislation;
- (b) notes the measures taken to date by the City's Learning to Life partnership to prepare for the Raising of the Participation Age;
- (c) approves the 2013-2020 post-16 participation targets set out in the report; and
- (d) requests a further report to be presented, by April 2014 seeking approval for the City's new 14-24 Strategy.

8.3 **Reasons for Decision**

8.3.1 The Raising of the Participation Age (RPA) legislation came into force in September 2013. As a consequence, young people must remain in education or training until age 17 from 2013 and until age 18 from 2015.

This paper sets out the new statutory responsibilities that fall to Sheffield City Council (SCC) as a consequence and the measures taken by the Children, Young People and Families portfolio (CYPF), with partners in the city, to prepare for these. RPA is statutory with new duties conferred on the local authority. No alternatives are available

8.4 **Alternatives Considered and Rejected**

8.4.1 RPA is statutory with new duties conferred on the Local Authority. No alternatives were available.

9. **ANNUAL EQUALITY AND FAIRNESS REPORT**

9.1 The Chief Executive, submitted a report providing Cabinet with:-

- An overview of our Equality Duties and progress on Equality, Diversity and Inclusion (EDI)
- A new set of Equality and Fairness Objectives for 2014 to 2018
- An outline of the areas of persistent inequality and challenges
- Recommendations for action

9.2 **RESOLVED:** That Cabinet:-

- (a) notes the report;
- (b) agrees the new Equality and Fairness Objectives (as set out in section 6.1 of the report);
- (c) notes the progress made on meeting the Council's statutory equality duties (as set out in sections 5 and 7, and good practice examples set out in the appendices);
- (d) agrees the Equality and Fairness Objectives action plan to help the Council meet its Equality duties, set out in Appendix 6 to the report;
- (e) agrees the Workforce Equality Action Plan, set out in Appendix 7 to the report;
- (f) notes the focus via the Tackling Poverty and Increasing Social Justice Board on being a guarantor of equality; and
- (g) agrees that the Strategic Equality Board should focus attention on:-
 - Ensuring we have joined up approaches with partners to equality, diversity and inclusion
 - Meeting our Equality Duties including via the Equality and Fairness

Objectives

- Oversight of the Equality and Fairness Objectives action plan
- Oversight of the action plan in relation to the Workforce Equality Review
- Developing a shared understanding of equality, fairness and inclusion that increases awareness and reduces inappropriate or unacceptable behaviour

9.3 Reasons for Decision

9.3.1 Our aim is to make Sheffield a fairer place to live and work and on an ongoing basis we will continue to meet the needs of our diverse customers. There is excellent work being undertaken across the Council in relation to equality, diversity and inclusion that will continue to make a difference to people's lives in the City.

9.3.2 However, alongside this work there are areas of persistent inequality in key areas across the Council that this report highlighted and undermines the good work in services. These areas should be recognised as priorities and addressed differently if we are to improve outcomes for everyone across the City.

9.4 Alternatives Considered and Rejected

9.4.1 The actions and recommendations noted are considered to be the best way to meet our Public Sector Equality duties, to address persistent long term inequalities and to help make Sheffield a fairer and more equal place to live and work.

10. NEIGHBOURHOOD PLANNING DECISIONS

10.1 The Executive Director, Place submitted a report informing Cabinet about the general principles of neighbourhood planning under the Localism Act, explain the role and legal obligations on the Council, and seek Members' approval for delegated powers to be given to officers, in consultation with the responsible Cabinet Member, to allow the new arrangements to be administered.

10.2 **RESOLVED:** That Cabinet agrees:-

(a) that the following neighbourhood planning decisions, as defined in the Neighbourhood Planning (General) Regulations 2012, be delegated to the Head of Planning, or in his/her absence, to the Forward and Area Planning Team Manager, such delegated authority be exercised in consultation with the relevant Cabinet Member responsible for Planning (currently the Cabinet Member for Business, Skills and Development):

- a) whether to accept an application for and designate a neighbourhood area or business area;
- b) whether to designate an organisation or body as a designated neighbourhood forum;
- c) whether an application for a neighbourhood development plan or order is valid and should be accepted;

- d) whether to decline or accept for a repeat proposal for a neighbourhood development plan or order; and
 - e) to appoint an examiner for a Neighbourhood Development Plan or Order;
- (b) that the following neighbourhood planning decisions are to be made by Cabinet:
- f) decisions as to what actions to take in response to an examiners report;
 - g) whether to modify neighbourhood development plans or orders;
 - h) to submit to Full Council to adopt or make a neighbourhood development plan or order following a successful referendum;
 - i) a decision that would ordinarily be taken by an officer pursuant to the delegations recommended in this report but where:-
 - any stage of the neighbourhood plan process has resulted in significant public objection and/or it is publicly contentious;
 - neighbourhood planning proposals are considered to be a Key Decision because they significantly affect two or more wards; and
- (c) that responsibility for any other aspects of the executive statutory function relating to Neighbourhood Planning be delegated to the Director of Regeneration and Development Services.

10.3 **Reasons for Decision**

- 10.3. To enable the Council to meet its duties under the Localism Act 2011, and
1 Neighbourhood Planning (General) Regulations 2012 with respect to Neighbourhood Planning.
- 10.3. To cover all of the procedural steps which are required to allow a Neighbourhood
2 Plan, Neighbourhood Development Order or Community Right to Build Order to progress to adoption by the Council.

10.4 **Alternatives Considered and Rejected**

- 10.4. The report recommends delegation of all decision making on neighbourhood
1 planning, up to the point of the examination of a neighbourhood plan, to the Head of Planning, or in his/her absence the Forward and Area Planning Team Manager. Each application and submission will be discussed with the relevant Cabinet portfolio and the views of Ward Members, and Local Area Partnership Chair will be taken on board; allowing for contentious applications or issues to be considered at a higher level should this be necessary
- 10.4. Alternative approaches that could be considered are:
2
- (a) Cabinet to always be the decision making body for all decisions about neighbourhood planning: this would have a number of implications:

- Slower and less responsive timescales for decision making for sometimes relatively minor and uncontentious issues.
- Increased volume of reports on Cabinet agendas as reports are

needed for each of the stages of decision making on neighbourhood planning.

- Increased costs in terms of officer and Member time in terms of meeting the requirements of the Cabinet process.

(b) Requesting the Leader to delegate all decisions about neighbourhood planning to the appropriate Cabinet Member: the implications of this would be:

- Increased volume of reports requiring Cabinet Member decision, as reports are needed for each of the stages of decision making on neighbourhood planning.

11. SHEFFIELD LOCAL PLAN

11.1 The Executive Director, Place submitted a report in relation to the Sheffield Local Plan.

11.2 **RESOLVED:** That Cabinet:-

- (a) agrees to commence work on a new Local Plan, given the Government's requirement to (a) increase housing land supply in order to demonstrate a 5 year supply of economically viable housing sites and (b) allocate sites for Gypsies and Travellers in the Local Plan;
- (b) agrees that work on the current emerging Local Plan City Policies and Sites document and Proposals Map should be incorporated into the new Local Plan and instructs the Head of Planning to notify the Planning Inspectorate and Secretary of State of the Council's decision to not submit the City Policies and Sites document for public examination;
- (c) endorses continued use of the Core Strategy 'saved' policies in the Sheffield Unitary Development Plan and the Pre-Submission Draft City Policies and Sites document for development management decisions, as appropriate, pending adoption of the new Local Plan;
- (d) requests the Executive Director, Place to draw up a project plan for a new Sheffield Local Plan (including review of the current adopted Core Strategy) and authorises the Cabinet Member to agree the timetable, funding and process for producing the new plan; and
- (e) authorises the Cabinet Member for Business, Skills and Development to agree interim responses to the representations made during the public consultation period on the Pre-Submission Draft City Policies and Sites document and proposals map.

11.3 Reasons for Decision

11.3.1 In light of the evidence from the Planning Inspectorate and decisions being taken by Inspectors on emerging Local Plans elsewhere in the country, there appears

to be little prospect of the City Policies and Sites document and Proposals Map being found sound. It is currently not possible to demonstrate a 5-year supply of deliverable housing sites and no Gypsy and Traveller Sites have been allocated. Both these factors mean the plan conflicts with national planning policies.

11.3. 2 The National Planning Policy Framework requires a 5-year supply of deliverable sites to be maintained, as well as a further supply of sites that are developable during the plan period. In theory, there is enough land available for housing in Sheffield to meet the housing target in the current adopted Local Plan Core Strategy. However, current market factors mean that not all of this land is economically viable to develop at the moment and it is unlikely it will all be developable during the period covered by the current Local Plan. A major increase in public subsidy for housing would be needed to enable all the sites to be delivered.

11.3. 3 Planning strategy needs to take the long view on the delivery of new homes. This accords with the Corporate Plan aim of having the right number of desirable homes in the right places to meet the future needs of residents. The Government's presumption in favour of sustainable development, together with its ambition to increase levels of house building, mean that where there is not a five year supply the presumption will be to allow appeals into refusal of permission for housing wherever they occur. In the current policy context, the lack of a five-year supply could mean the plan being found unsound.

11.3. 4 Objectors to the Pre-Submission documents have highlighted the lack of a 5-year housing supply and have questioned whether the housing target in the Local Plan Core Strategy is high enough, given the latest projections of household growth and Rotherham's decision to cut their housing target. Even though current market demand for new homes is suppressed by economic factors and a lack of affordable mortgages, Government planning policy does not allow this to be taken into account when deciding how much housing is needed. The Planning Minister has stated that, whilst local authorities can determine the location and type of housing built, the role of central Government is to make sure Council's allocate enough land to meet their objectively assessed need. It is also apparent from decisions on Local Plans elsewhere in the country that the Government's own household projections are given significant weight when Inspectors are reaching a view on overall housing needs.

11.3. 5 Options for allocating more housing land are heavily constrained by the policies in the Core Strategy and, consequently, the only way more land can be brought forward is to commence a comprehensive review. This would need to take place as part of a wider re-assessment of housing requirements and land supply across Sheffield City Region but would allow consideration of housing land allocation options which are more economically viable (and, therefore, more attractive to the market). It would also enable consultation to take place on options for Gypsy and Traveller sites.

11.4 **Alternatives Considered and Rejected**

11.4. Alternative policy options for the City Policies and Sites document and Proposals

1 map were fully considered and consulted on at the Emerging Options stage. The more strategic choices were largely determined by the Core Strategy and the choice with many of the policy criteria and allocations is whether to have them or not. However, there were alternative options for many of the criteria (e.g. a higher standard or a lower one than what is proposed) and choices about the required uses for allocation sites. These are detailed in the Background Reports which contain fuller evidence for the selection and rejection of options for policies and proposals.

11.4. Preparation of a revised Local Plan will allow more wide-ranging options for finding new housing land to be consulted on. These options should take account of new research into changes in nationally produced projections, assessment of local housing markets in the City Region, appraisals of the sustainability of additional site options and negotiations with neighbouring authorities.

12. REVENUE BUDGET AND CAPITAL PROGRAMME MONITORING 2013/14 (MONTH 6) AS AT 30/9/13

12.1 The Executive Director, Resources submitted a report providing the month 6 monitoring statement on the City Council's Revenue and Capital Budget for 2013/14.

12.2 **RESOLVED:** That Cabinet:-

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

(b) in relation to the Capital Programme:-

(i) approves the proposed additions to the Capital Programme, listed 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 the stage approval by Capital Programme Group;

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

(iii) the acceptance of the grants in Appendix 2 and to note the condition and obligations attached to them; and

(c) the latest position on the Capital Programme and the additions and variations approved under delegated authorities.

12.3 Reasons for Decision

12.3. 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.

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12.4 Alternatives Considered and Rejected

- 12.4. 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 Capital Programme.
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SHEFFIELD CITY COUNCIL Cabinet Report

Report of: Chief Executive

Date: 15th January 2014

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>Communities</u>		
Christine Appleby	Support Worker	31
Susan Brammall	Support Worker	28
Jane Clarke	Support Worker	30
Susan Clarke	Support Worker	33
Pauline Evans	Support Worker	24
Lynda Hanson	Support Worker	33
Julie Hawksworth	Support Worker	26
Denise Hutchinson	Support Worker	30
Janet Jackson	Support Worker	27
Jean Johnson	Support Worker	22
Kathleen Keir	Support Worker	28
Brenda Naylor	Support Worker	24
Janet Rigden	Support Worker	30
Gloria Rose	Support Worker	27
Ronnie Withers	Support Worker	26
Ann Woodhead	Support Worker	23
Pauline Wright	Support Worker	27

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.

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Cabinet Report

Report of: Simon Green, Executive Director of Place

Report to: Cabinet

Date: 18/12/2013

Subject: **Student Accommodation Strategy 2014 - 2019**

Author of Report: Anna Jones, 27 36915

Summary: The new 5 year student accommodation strategy will set out Sheffield City Council's (SCC) expectations for new and existing student accommodation provision in the city. The supporting action plan will span the 5 year period of the strategy, but will be refreshed annually to make it responsive to local and national policy and investment changes.

Reasons for Recommendations:

1. To enable the Council to set out a clear vision and delivery plan for student housing and related services which will help the Council to achieve its ambitions to create a Great Place to Live and for Sheffield to be a Competitive City.
2. The new student accommodation strategy will help our partners, funders and residents understand our ambitions for future student accommodation and related services provided for Sheffield's students and existing residents of the communities within which they live. In addition, it will enable them to consider and develop their own opportunities to deliver this shared vision.

Recommendations:

1. That Cabinet endorses the Student Accommodation Strategy 2014 – 19 as a statement of the council's expectations for new and existing student accommodation provision in the city.
2. That Cabinet approves the accompanying 2014 - 19 Student Accommodation Strategy Action Plan.
3. That Cabinet notes that the Cabinet Member for Homes and Neighbourhoods will agree the further development of the action plan following annual reviews and the development of other items referred to within this report, in accordance with the functions reserved to him in the Leader's Scheme of Delegation.

Background Papers:

The Student Accommodation Strategy 2014-19
The Student Accommodation Strategy Action Plan 2014-19
Student Accommodation Strategy Equality Impact Assessment

Documents detailed in the appendix

Category of Report: OPEN

Statutory and Council Policy Checklist

Financial Implications
NO Cleared by: Paul Schofield
Legal Implications
NO 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: Michelle Calow
Property implications
NO
Area(s) affected
Relevant Cabinet Portfolio Leader
Cllr Harry Harpham
Relevant Scrutiny Committee if decision called in
Is the item a matter which is reserved for approval by the City Council?
YES/NO
Press release
NO

Report to full Cabinet

REPORT TITLE

1.0 SUMMARY

- 1.1 The new 5 year student accommodation strategy will set out Sheffield City Council's (SCC) expectations for new and existing student accommodation provision in the city. The supporting action plan will span the 5 year period of the strategy but will be refreshed annually to make it responsive to local and national policy and investment changes.

Why the strategy was developed

Sheffield has a large student population, and the universities are key to the success of our city. This is the first time that we have gathered detailed data about students. The strategy summarises recent changes in Government policy which will enable us to predict what our future student population will be like and to prepare for changes in population. Stakeholder feedback told us that there was currently enough student accommodation and that students were moving away from traditional areas, but we needed evidence to prove this in order to inform planning policy.

The strategy describes the location and makeup of our current student population and predicts future changes. A wealth of data is referenced in the strategy and appended to it. This can be used to inform future planning and housing policy decisions and to provide an information pack for developers. This will enable us to be proactive in guiding the student housing market by providing a steer which is in keeping with our own aims and objectives.

How the strategy be delivered

To support our strategic ambitions we have developed a 5 year action plan. This plan sets out activity for the council and for our partners reflecting the current funding environment in which we are operating. Delivery of the key actions contained in the plan will be monitored through regular meetings of our steering group, which draws members from Council departments and our partners. We will continue to develop new projects in line with the ambitions of the strategy to respond to the ever changing policy and investment context and new opportunities which arise.

2.0 WHAT DOES THIS MEAN FOR SHEFFIELD PEOPLE

- 2.1 Our recent Sheffield Housing Market Assessment and other stakeholder consultation have established clear priorities for; Sheffield Residents, current students and those who deliver services to students. Based on these priorities, the Student Accommodation Strategy sets out how the

Council and the organisations we work with can best use investment and resources over the long term to bring maximum benefit to both students studying in the city and to Sheffield's longer term residents.

3.0 OUTCOME AND SUSTAINABILITY

3.1 The new Student Accommodation Strategy will ensure that investment of resources in relation to student accommodation will support the Council's strategic outcomes, in particular the Great Place to Live and Competitive City outcomes.

3.2 In developing this strategy, we have worked with our partners to better understand the student population changes along with emerging trends for future accommodation demand and supply. The monitoring and review of this strategy will encourage effective partnership working and information sharing to ensure we have a clearer understanding of our priorities, and the priorities of the students and of stakeholders operating in the city.

By establishing clear priorities for student accommodation and related services, the Student Accommodation Strategy helps to ensure that future resources will be targeted to bring about maximum impact and ensure future student accommodation provision is sustainable and responsive to the changing needs of Sheffield's community.

3.3 The consultation undertaken with key partners has helped to align the new student accommodation strategy with the activities of other organisations and to ensure this all contributes to the Council's strategic outcomes where possible.

4.0 THE STUDENT ACCOMMODATION STRATEGY 2014 - 2019

4.1 Context

Good knowledge-based institutions are crucial to building successful cities and a strong city and regional economy. Sheffield's student population has been expanding at a rapid rate over recent decades, and both of the city's universities retain ambitious plans for growth. However, Government recently made a raft of changes to admissions and funding policies, which will affect the number and demographic of future students living in our city. It is important that we understand the impact of these changes on our student community and that Sheffield City Council sets out a clear strategic approach for student accommodation and services in the future.

The purpose of this strategy is to gain a greater understanding of the demographic makeup of our student residents, their current housing needs and preferences, and how these will change over the coming years. The

information gathered to inform this strategy, will be used to guide future changes to our Planning and Housing policies and to help prospective developers accurately assess need for new accommodation provision.

The city's student population brings many benefits, including: adding life and vitality to the areas in which they live, supporting local businesses and benefiting inner city urban areas. This strategy discusses services which are provided by the council and our partners to support students and the communities within which they live. This strategy also sets out ways in which we and our partners are working to increase graduate retention to strengthen our city's workforce.

4.2 **What the strategy aims to achieve**

The objectives of the strategy are:

- Describe the current demographic makeup and location of existing students, with supporting evidence appended to the strategy.
- Explore the potential impact of the recent raft of national policy changes.
- Set out our expectations for new and existing student accommodation provision in the city.
- Assess the impact of the various types of accommodation and assess where our Planning policy needs to change to aid the creation of balanced communities.
- Identify actions to improve community cohesion and the quality of the public realm in areas with high concentrations of student accommodation.
- Look at how we can maximise the benefits students bring to the city in relation to both the economy and volunteering opportunities.
- Build on the strong reputation which Sheffield has as a welcoming student city and set out our intention to enhance the experience students have while they study here.

4.3 **Consultation**

A steering group including external stakeholders from the University of Sheffield, Sheffield Hallam University, both Student Unions, South Yorkshire Police and representatives from a number of internal departments including: Environmental Health, Waste Management, Forward and Area Planning, Safer Neighbourhood Team and the former Street Force. This was formed in July 2011 and regular meetings have taken place to identify and review priorities for the strategy. The group provides a valuable forum which ensures the council and key stakeholders are kept up to date with local and national initiatives in

relation to students, many of these are captured in the strategy and in the strategy action plan.

As part of our Housing Market Assessment, we consulted with a large number of Sheffield residents in relation to their current and future housing needs. This included a large number of the student population and included residents living in neighbours where large numbers of students live. The findings of this consultation have informed the strategy.

4.4 Content of the strategy

4.4.1 Student Profile

We now have a student population of around 60,000, which represents 18% of Sheffield's working age population. Nearly a fifth (9,132) of all students travelled here from outside the EU and the amount of students from countries such as China and Malaysia is predicted to continue increasing.

Following the increase in tuition fees and other policy changes, home student enrolments at the universities dipped in 2012/13 but they are expected to steadily increase in future years. International student numbers are currently rising quickly and it is predicted they will continue to do so.

In light of these changes, we believe there is real potential for the student housing market in Sheffield to polarise as more affluent and discerning students increase demand for higher quality private rented accommodation and others seek a more affordable means of studying

4.4.2 Student housing

The city has a mixed accommodation offer for students, with an increasing amount of Purpose Built Student Accommodation (PBSA). Whilst demand for PBSA is continuing to grow, particularly from the newer international student market, our existing stock is still not at full occupancy, and there is a risk that the provision of more PBSA will lead to over provision and older blocks falling empty.

We will review our planning policies as part of a wider review of Sheffield's Core Strategy to develop a tailored approach that provides flexibility and has sensibility to the densities of student accommodation particularly in the City Centre. We will also produce an information pack to help developers make informed decisions about future provision.

There has been a gradual migration out of some traditional student areas towards the city centre, meaning private landlords are recently struggling to rent properties in some area to students. The council will work with good landlords to increase the supply of private rented housing which is available to non-student households.

There are perceived quality issues in some of the existing privately rented accommodation and the council will work with the universities and private landlords to improve the quality and safety of accommodation which is let to students.

4.4.3 **Wider student issues**

Students who have a positive impression of the city upon graduating, are more likely to link with us in the future, boosting our reputation and business prospects. Conversely, the more positive an impression of students is held by our longer term residents, the more welcoming they are likely to be to future generations of students.

4.4.4 **The economy**

The universities are key contributors to the city's economy. Combined the universities employ around 9,900 staff and have an annual expenditure in excess of £658 million. A recent report estimated that international students currently spend £187.2 within the Sheffield economy.

Our ambition to improve the city's economic competitiveness requires that we continue to be successful in attracting students to Sheffield institutions, and that we are increasingly successful in retaining students in order to further develop our burgeoning knowledge economy and capitalise on future economic growth.

4.4.5. **Volunteering**

Volunteering activities promote cohesion between the student community and more permanent Sheffield communities. In 2012/13, 1,671 UoS students and staff volunteered a total of 32,496 hours through their Students' Union's 'Sheffield Volunteering' programme and were active in 77 different neighbourhoods in and around the city. Both universities have dedicated volunteering teams and will continue to promote volunteering opportunities to their first year students. A priority for this strategy will be to explore how the council can work with the universities to increase the range of volunteering opportunities available to students and to explore how volunteering can help the council deliver our priority outcomes.

4.4.6 **Neighbourhoods**

To Let signs, noise and badly managed waste disposal can often be a cause of tension between landlords, students and their neighbours and can have a detrimental effect on a neighbourhood. A future priority for this strategy will be to explore the potential to work with both universities and our partners to promote good housing management amongst student landlords and to promote positive behaviour to reduce conflict arising between students and their neighbours.

What we aim to do

We will implement the key actions detailed in the 5 year action plan. Progress against the plan will be monitored by the council and our partners through our Student Strategy Steering group. We will continue

to develop new projects in line with the ambitions of the strategy to respond to the ever changing policy and investment context and new opportunities which arise.

4.4.7 **Key actions will include to:**

- Create an information pack for potential developers of PBSA, detailing supply, demand and suggested design guidelines.
- Review the household projections for Sheffield to assess the contribution that students make towards household growth and, therefore, the implications for the future housing growth target in the new Local Plan.
- Work with the Universities to improve our understanding of local and commuting students.
- Review the information which we hold about existing HMOs in neighbourhoods which are popular with students.
- Investigate cases where it is suspected a house requires a mandatory HMO licence.
- Launch the Snug scheme which sets out minimum standards for privately rented properties.
- Review our planning policies.
- Work with universities to promote sustainable travel and limit traffic congestion.
- Explore how we engage with students and landlords to achieve large scale improvements to private rented accommodation.
- Promote volunteering and positive student interaction.
- Work with good landlords of privately rented accommodation to explore the potential for letting to low income

5.0 **ALTERNATIVE OPTIONS CONSIDERED**

5.1 Although local authorities do not have a statutory duty to produce a student accommodation strategy, previous government guidance has urged local authorities to take a more strategic approach to housing as part of their place shaping role.

Without a current student accommodation strategy, there will be no clear vision for Sheffield's student accommodation and services that can be shared with partners, residents, developers and funding bodies

Any benefit gained from not allocating resources to develop a strategy and monitor its action plan would be outweighed by the costs incurred through not developing a joined up strategic approach to housing policy and investment decisions. Progress updates of the strategy's action plan will also help to ensure that our priorities will be regularly monitored and that new opportunities to progress our ambitions are considered.

6.0 **FINANCIAL IMPLICATIONS**

This report does not commit the Council to any spending plans. Instead it will be used to inform the allocation of resources in the forthcoming Business Planning process for 2013-14 and beyond.

The strategy itself does not have any specific capital financial implications. It does have revenue implications as it assumes that existing posts in Housing Strategy and Policy, Private Rented Standards, Forward and Area Planning, Development Control, Environmental Protection, Waste Management and the Economic Team will continue to offer the current level of service. This will have to be delivered against a backdrop of continued pressure on Local Government finances and the services will need to prioritise demands and identify efficiencies to meet the challenge.

7.0 LEGAL IMPLICATIONS

There are no legal implications arising directly from this report or the Student Accommodation Strategy. Any legal implications arising from individual projects or activities set out in the Action Plan will be considered when they are reported for approval in accordance with the Leader's Scheme of delegation.

8.0 REASONS FOR RECOMMENDATIONS

- 8.1 To enable the Council to set out a clear vision and delivery plan for student housing and related services which will help the Council to achieve its ambitions to be a Great Place to Live and for Sheffield to be a Competitive City.
- 8.2 The new student accommodation strategy will provide a statement of recommendations to help our partners, potential funders and residents understand our ambitions for new and existing student provision in the city. Having this information available will help them to consider and develop their own opportunities to deliver this shared vision.

9.0 RECOMMENDATIONS

- 9.1 That Cabinet endorses the Student Accommodation Strategy 2014 – 19 as a statement of the council's expectations for new and existing student accommodation provision in the city.
- 9.2 That Cabinet approves the accompanying 2014 - 19 Student Accommodation Strategy Action Plan.
- 9.3 That Cabinet notes that the Cabinet Member for Homes and Neighbourhoods will agree the further development of the action plan

following annual reviews, in accordance with the functions reserved to him in the Leader's Scheme of Delegation.

Author Anna Jones
Job Title Policy Officer
Date 26.09.13

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Housing Strategy and Policy Team

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Appendix C Reports

Sheffield Strategic Housing Market Assessment 2013

Report 1. Home Truths Report

Report 2. Student and City Centres chapters. Summary of student responses.

Sheffield Hallam Students Union

Report 2. Community Audit Report – 2013

Sheffield City Council

Report 3. City Centre Masterplan – 2014

Ekogen

Report 4. Impact of the Sheffield Universities on the Sheffield City-Region Economy – December 2007

Oxford Economics

Report 5. The Economic Costs and Benefits of International Students – January 2013

UCAS

Report 6. End of Cycle Report, 2012

Appendix D Other

South Yorkshire Police

Other 1. Crime bulletin – 2013

University of Sheffield

Graduate Retention Information

Appendix E
Strategy, Policy and Standards

Sheffield City Council

- S, P & S 1. Housing Strategy 2013 - 2023
- S, P & S 2. Sheffield City Centre Masterplan, May 2013
- S, P & S 3. Sheffield Local Plan:
- S, P & S 4. Core Strategy, March 2009
- S, P & S 5. City Policies and Sites 2013 (pre-submission document)
- S, P & S 6. Standing up for Sheffield: Corporate Plan 2011 – 14
- S, P & S 7. The Sheffield City Strategy 2010 - 2020
- S, P & S 8. Housing Strategy 2013 – 2023
- S, P & S 9. Equalities Impact Assessment
- S, P & S 10. Snug scheme property and management standards document

Links

Sheffield City Council Snug Scheme website: <https://www.sheffield.gov.uk/in-your-area/housing-services/private-sector-housing/private-landlords/snug.html>

Sheffield Hallam University's Snug website <http://www.shu.ac.uk/accommodation/find/private-sector>



Student Accommodation Strategy 2014-2019



Strategy Measures

Strategy Outcome	Progress measure
Make neighbourhoods with high densities of students a better place to live for all residents	<ul style="list-style-type: none"> Improved satisfaction levels in SHU's annual Community Audit Report Increased number of red sacks distributed Increase in the number of former student landlords working with the Council to provide housing to low income households
Improve the quality of student housing	<ul style="list-style-type: none"> Increased membership of the Snug scheme Increase in the number of licensed HMOs
New student housing provision is sustainable	<ul style="list-style-type: none"> Reduced number of Planning applications for PBSA in unsuitable locations The number of neighbourhoods that have more than 20% density of HMOs is sustained or decreased. Number of Developer Information Packs requested
Increase the number of graduates who stay on in Sheffield after leaving university	<ul style="list-style-type: none"> Increased number of SMEs and graduates engaged with the RISE programme Increased number of graduates retained in the city (DLHE survey)
Student volunteering is promoted and increased	<ul style="list-style-type: none"> Increased number of student volunteers assisting on Council lead projects Increased number of student volunteers city wide



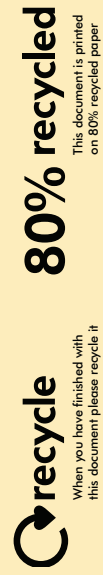
If you would like this document in another language or format,
please contact the Housing Strategy and Policy team:

Telephone: 0114 273 6915

Email: housingstrategy@sheffield.gov.uk

Write to: PO Box 1918, Sheffield S1 2XX

Sheffield City Council
www.sheffield.gov.uk



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Executive Summary

Good knowledge-based institutions are crucial to building successful cities and a strong city and regional economy. Sheffield's student population has been expanding at a rapid rate over recent decades, and both of the city's universities retain ambitious plans for growth.

However, Government has recently made a raft of changes to admissions and funding policies, which will affect the number and demographic of future students living in our city. This is the first strategy of this kind for the city and has been developed under the guidance of a steering group with members drawn from: relevant Council departments, the University of Sheffield, Sheffield Hallam University, the Student Unions, and South Yorkshire Police.

This strategy describes the current location and makeup of our student population, their current housing needs and preferences, and predicts future changes. It also enables Sheffield City Council to be clear about our aspirations for all student accommodation and neighbourhood services in the future to ensure that resources will be targeted to bring about maximum impact.

A wealth of data has been gathered for the strategy which is referenced and appended to it. This can be used to inform future Planning and Housing policy decisions and to provide an information pack for developers to help them accurately assess need for new accommodation provision. These measures will enable us to be proactive in guiding the student housing market by providing a steer which is in keeping with our own aims and objectives.

The city's student population brings many benefits, including: adding life and vitality to the areas in which they live, supporting local businesses and benefiting inner city urban areas. This strategy discusses the services which are provided by ourselves and our partners to support students and the communities within which they live and how we can encourage students to actively participate in their neighbourhoods. This strategy also discusses ways in which we and our partners are working to increase graduate retention to strengthen our city's workforce.

To support our strategic ambitions we have developed a 5 year action plan. This plan sets out realistic expectations for the activity which the council and our partners will engage in to deliver the aims of the strategy. We will continue to develop new projects in line with the strategy and to respond to the ever changing policy and investment context, taking advantage of new opportunities as they arise.

Key Messages

This strategy and the information appended to it will enable us, as a council, to take a proactive approach to the accommodation and service needs of our evolving student population.

Student Profile

Standing at around 60,000, Sheffield has one of the largest student populations in England, with students forming 18% of our working age citizens. The number of international students living in the city has increased by 30% over the last 5 years and they now make up a fifth of the student body.

Following the increase in tuition fees and other policy changes, home student enrolments at the universities dipped in 2012/13 but are expected to steadily increase in future years. International student numbers are currently rising rapidly and it is predicted they will continue to do so.

Term-time address data from the universities and our own Council Tax records show that students are located in neighbourhoods throughout the city with particular concentrations in: the

City Centre, Crookes, Broomhill, Walkley, Broomhall and Endcliffe neighbourhoods.

Student Housing

The city has a mixed accommodation offer for students, with an increasing amount of Purpose Built Student Accommodation (PBSA). Whilst demand for PBSA is continuing to grow, particularly from the newer international student market, our existing stock is still not at full occupancy, and there is a risk that the provision of more PBSA will lead to over supply and older blocks falling empty.

We will review our planning policies as part of a wider review of Sheffield's planning policies to develop a tailored approach that provides flexibility and has sensibility to the densities of student accommodation particularly in the City Centre. We will also produce an information pack to help developers make informed decisions about future provision.

There has been a gradual migration out of some traditional student neighbourhoods towards the city centre, meaning private landlords are recently struggling to rent properties in some areas to students. The council will work with good landlords

to increase the supply of private rented housing which is available to non-student households.

There are perceived quality issues in some of the existing privately rented accommodation and the council will work with the universities and private landlords to improve the quality and safety of accommodation which is let to students.

Wider Student Issues

Students who have a positive impression of the city upon graduating are more likely to link with us in the future, boosting our reputation and business prospects. Conversely, the more positive an impression of students is held by our longer term residents, the more welcoming they are likely to be to future generations of students. Many students make an invaluable contribution to the city through their volunteering and fundraising work.

Neighbourhoods

To Let signs, noise and badly managed waste disposal can often be a cause of tension between landlords, students and their neighbours and can have a detrimental effect on a neighbourhood.

A future priority for this strategy will be to explore the potential to work with both universities and other partners to promote good housing management amongst student landlords and to promote positive, responsible behaviour to reduce conflict arising between students and their neighbours.

The Economy

The universities are key contributors to the city's economy. Combined, the universities employ around 9,900 staff and have an annual expenditure in excess of £658 million. A recent report estimated that international students currently spend £187.2m annually within the Sheffield economy.

Our ambition to improve the city's economic competitiveness requires that we continue to be successful in attracting students to Sheffield institutions, and that we are increasingly successful in retaining students in order to further develop our

burgeoning knowledge economy and capitalise on future economic growth. Students who have a positive impression of the city upon graduation are more likely to continue to live here and to link with us in the future.

What we aim to do

We will develop a detailed 5 year action plan to deliver the objectives of this strategy. This will be delivered and monitored by ourselves and partners through our Student Strategy Steering group.





Chapter 1: The Context

Chapter 1: The Context

1.1 Introduction

Sheffield is one of the most popular destinations for students choosing to study in the UK, with two renowned institutions; The University of Sheffield (UoS) and Sheffield Hallam University (SHU). It has great transport links, and, with its location on the doorstep of the Peak District National Park, has developed a reputation as the number one destination for outdoor enthusiasts. It also boasts a wide array of night life, cultural events and leisure facilities, all of which, along with the low cost of living, are key draws for prospective students.

Good knowledge-based institutions are crucial to building successful cities and a strong city and regional economy. Sheffield's student population has been expanding at a rapid rate over recent decades, and both of the city's universities retain ambitious plans for growth.

However, Government has recently made a raft of changes to admissions and funding policies which will affect the number and demographic makeup of future students living in our city. It is important that we understand the impact of these changes on our student community and that the

council sets out a clear strategic approach for student accommodation and services in the future.

1.2 Strategic links

Sheffield's Corporate Plan describes the council's strategic ambitions for the city. Learning beyond school-age is an important feature of this, with the plan recognising that Sheffield has a strong offer for people looking to develop their skills and knowledge, with: The Sheffield College, two Universities, Sheffield Teaching Hospitals and numerous research and development companies in the city.

The plan concentrates on outcomes for Sheffield's people and identifies 8 areas where we will focus our efforts. We are aiming for Sheffield to be a 'Competitive City' and through this strategy we aim to create the environment to ensure that Sheffield is a destination of choice and to help the city to grow its economy and skilled workforce.

We also want Sheffield to be a 'Great Place to Live' and by this we mean to be a city that has successful places and sustainable communities with access to high quality housing, local services and

facilities. The Student Accommodation Strategy will support this ambition and the priorities of our Housing Strategy (2013 – 23) by ensuring that the student housing element is functioning to create balanced housing markets offering a range of good quality student accommodation in suitable locations.

1.3 Objectives of the strategy

There have been a number of national policy changes that have the potential to significantly affect the numbers and profile of students choosing to come to study in the city. This strategy will explore the potential impact of these changes on the existing and future accommodation provision in Sheffield. Our objectives are to:

- Gather new, robust information about the location and demographic makeup of university students studying in the city and the accommodation in which they live.
- Describe the current demographic makeup and location of existing students, with supporting evidence appended to the strategy.
- Explore the potential impact of the recent raft of national policy changes.

- Set out our expectations for new and existing student accommodation provision in the city.
- Examine the impact of the various types of accommodation and assess where our planning policy needs to change to aid the creation of balanced and sustainable communities.
- Identify actions to improve community cohesion and the quality of the public realm in areas with high concentrations of student accommodation.

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- Look at how we can maximise the benefits students bring to the city in relation to both the economy and volunteering opportunities.
- Build on the strong reputation which Sheffield has as a welcoming student city and set out our intention to enhance the experience students have while studying here.

We established a steering group to help us understand the key issues relevant to students living in our city and to the organisations which support them. This will continue to operate and has members drawn from a range of stakeholder organisations including: Sheffield Hallam University, The University of Sheffield, both universities' Student Unions, South

Yorkshire Police and a number of council teams. It is also worth noting that the city has significant numbers of students studying at Sheffield College and the NHS teaching hospitals, but this strategy will focus primarily on university students.

1.4 The universities

In 2012/13, there were approximately 59,000 students registered at Sheffield universities, making it the fourth largest student city in England (2011 Census data). Of these, around 48,000 were studying full time, the majority of whom will be living within the boundaries of Sheffield.

The University of Sheffield is a member of the elite Russell Group of Universities and has a strong academic reputation for both teaching and research. The Students' Union has been rated number one by the Times Higher Education Student Experience Survey for the past 3 years. It offers an extensive range of societies and activities, and is housed in a development which has recently undergone a £20 million improvement programme, with a focus on sustainability.

Sheffield Hallam University is the third largest higher education institution in

England, and a leading provider of health and social care courses. Both universities are popular, as evidenced by their high level of UCAS applications each year.

The UoS's buildings are clustered within walking distance of each other around the eastern edge of the city centre. SHU has its centrally located City Campus near to the train station and a second, which is a mile to the south west within the leafy suburbs. All are directly served by frequent public transport and within easy reach of a range of food outlets and numerous other purveyors of goods and services.

1.5 The universities and the economy

18% of Sheffield's current working age population are students which brings significant benefits to the city. The universities are key contributors to the city's economy, both as consumers and as part of our workforce. Combined, they employ around 9,900 staff and have an annual expenditure in excess of £658 million. In addition to offering employment to local people, they provide the environment needed to grow and develop our next generation of entrepreneurs, supporting the development of new small and medium enterprises (SMEs) in the city. Once they have graduated, former students who

remain in Sheffield form a key part of our workforce, with many making a valuable contribution to our knowledge sector. Our ambition to improve the city's economic competitiveness requires that we continue to be successful in attracting students to Sheffield institutions, and that we are increasingly successful in retaining students in order to further develop our burgeoning knowledge economy and capitalise on future economic growth.

1.6 Student accommodation

Sheffield is a cosmopolitan city that welcomes a diverse mix of people. Whilst we recognise the benefit that students bring to the city, we are also mindful that students often have different needs to non-student Sheffield residents, particularly in terms of accommodation. Students tend to choose a different housing pathway to other households, leading them to be a very transient community, often with several housing moves in a short period of time. Students are also more likely to live in shared accommodation in the private rented sector; either in houses rented from private landlords or in larger Purpose Built Student Accommodation blocks (PBSA) run by management companies or the universities.

1.7 Student neighbourhoods

The presence of large numbers of students living in our communities can have a significant influence on the number, type and nature of facilities and services available, such as the increase in provision of East Asian food and grocery outlets in the London Road area. The varied offer which this results in is often a positive and welcome occurrence, particularly when it brings life and vitality to areas which have previously been dominated by commercial buildings and non-residential uses.

However when the student to non-student ratio reaches a high level within previously established communities, it can cause a degree of tension between students and existing residents, which can heighten at key times throughout the academic year.

1.8 Delivery

Achieving our goals in an age of austerity will be challenging to say the least. The spending reduction required of local councils by Government, and the increase in demand for services has significant implications for how the council will allocate its resources in the coming years.

We recognise that we will not always be best placed to bring about the changes

identified in this strategy and that there will be aspects of the strategy where influence is outside of the council's control. Therefore we will show city wide leadership and develop our ability to influence developments, projects and initiatives. We will build on strong partnerships and work collaboratively with partners and stakeholders across all sectors, and with local people and communities. We will also seek to combine our resources with new funding streams and to lever in additional private sector funding to maximise opportunities as they arise.

Both universities are currently considering the redevelopment of sites within their campuses, shaping not only the university itself, but a large section of the urban fabric of Sheffield. This provides the opportunity for us to work closely with the universities to develop plans for campus buildings and the surrounding public realm, improving routes from student residential areas and between and within campus sites. We will also continue to work with the universities and other partners to develop and deliver a five year action plan to help us achieve the aims of this strategy. The action plan will be reviewed on an annual basis to monitor progress and address any new issues emerging.



Chapter 2: Student Profile

Chapter 2: Student Profile

2.1 Summary

The number and background of students coming to study in Sheffield will shape the amount and type of student accommodation which will be required in the future. The intake of students to both universities is around 24,000 each year. Although the two universities offer very different courses and study options, their recruitment patterns over the past 5 years have been very similar.

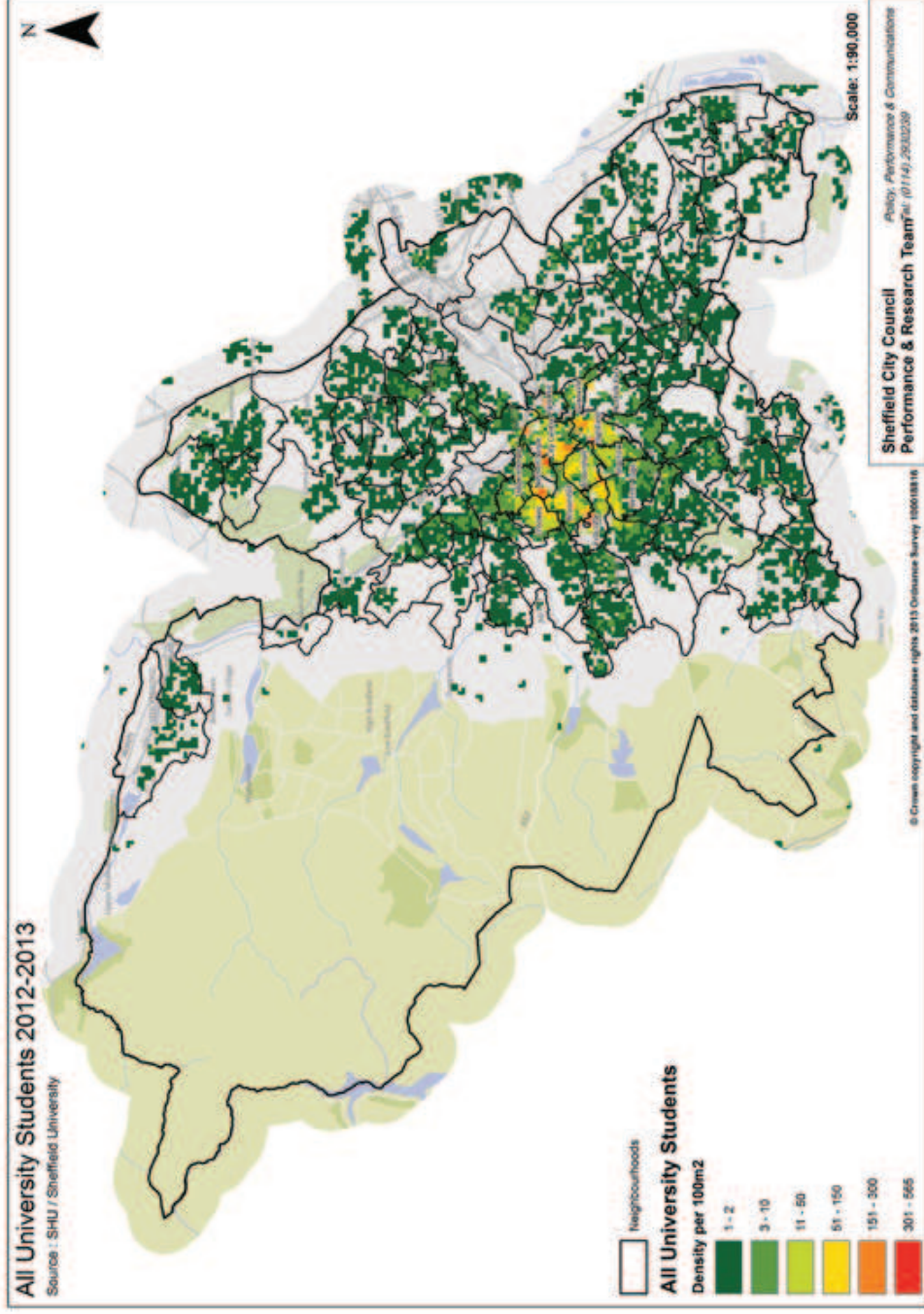
Both universities increased their student numbers steadily between 2008 and 2011, but in 2012, in line with national trends, both saw their numbers fall with more than 3,000 fewer students registered than in 2011. It is yet to be seen whether recruitment will recover to previous levels but early indications from a UCAS report of national applicant levels and through talking to the universities, suggests that student numbers will return to an increase post 2013.

There are a rapidly growing number of international students

studying at our universities, and we expect to see an increase in students already based in Sheffield and in those commuting

from outside our boundaries, as people look to reduce the costs of their studies.

Map 1



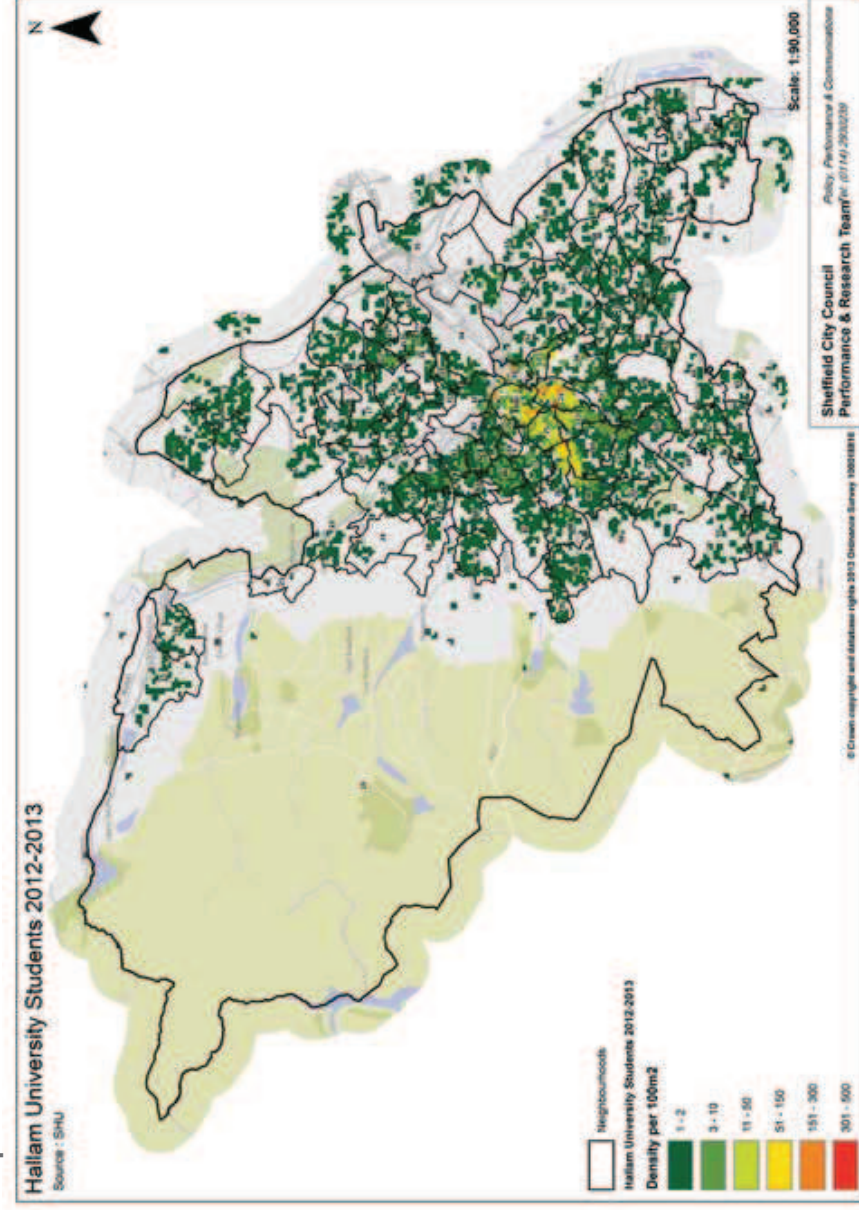
In the 2012/13 academic year, there were 34,720 students enrolled at SHU and 25,767 at UoS, 75% of whom were studying at undergraduate level. The number of international students has increased rapidly over recent years, and now, nearly a fifth of all students travel here from outside the EU, with 5,870 overseas students enrolled at UoS and 5,073 at SHU, representing over 125 countries.

Between 2008 and 2012, the universities saw a 39% increase in the number of international students enrolled. This is a trend which they expect to continue. In 2011/12, the trend for a majority of female to male students continued, with 54% and 46% respectively. Around a tenth of all students considered themselves to have a disability, some of whom may require specialist accommodation.

2.2 Location

Data from the universities and our Council Tax records shows that students live throughout the city, though some neighbourhoods have high concentrations while others have very few. The university that a student attends influences where they will chose to live (see maps 2 and 3).

Map 2



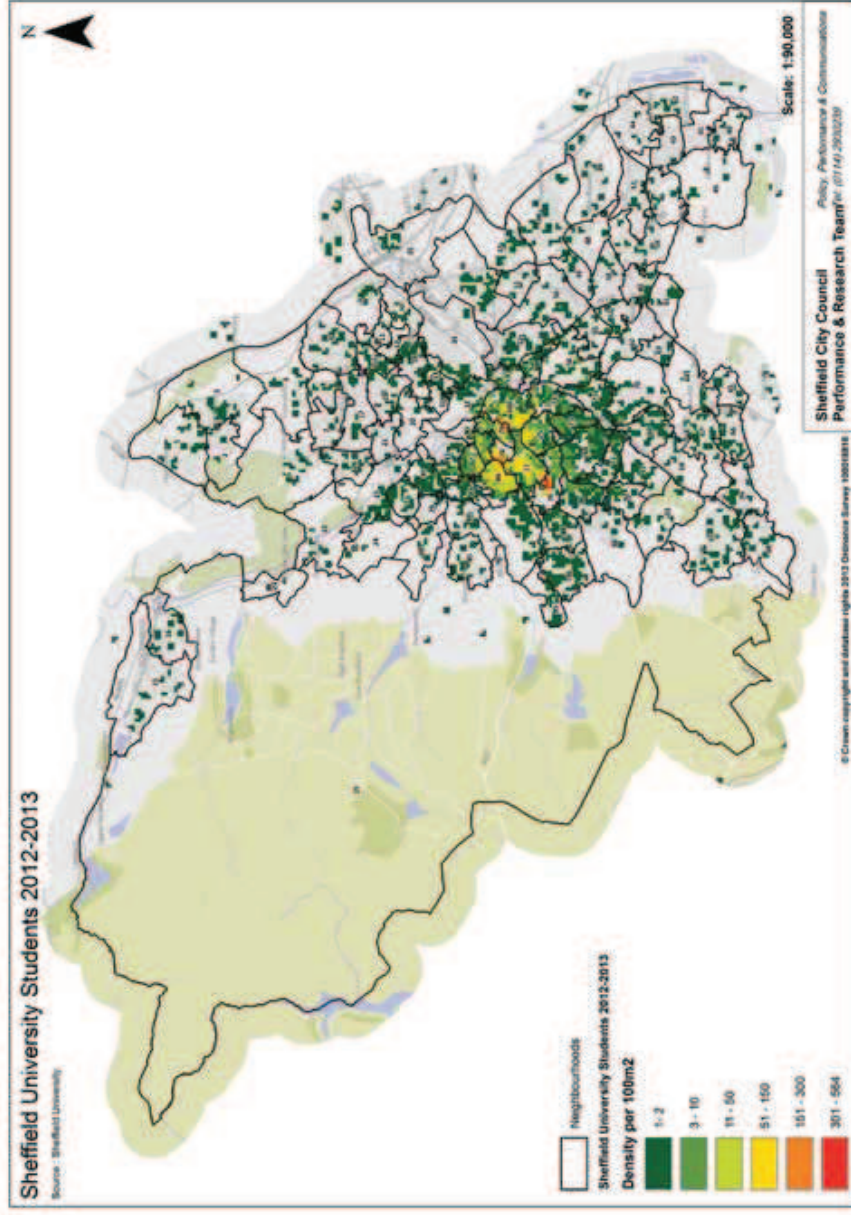
For example, traditionally UoS students have been located in the west of the city, mainly around the Crookes, Broomhill and Walkley neighbourhoods and SHU students have been located along Ecclesall Road into Nether Edge and in Sharrow and

Highfield. High densities of students are also to be found in the Broomhall, Endcliffe and Crookesmoor neighbourhoods. Students from both universities are increasingly choosing to live in the city centre.

Over the past 9 years, we have seen housing patterns change with students gradually moving out of the peripheries of traditional student areas, and migrating towards the city centre. We believe that there are a number of reasons for this, including: student lifestyle changes, the decommissioning of university buildings in outlying areas (e.g. SHU's Psalter Lane Campus), an increase in overseas students with a preference for city-centre living and the increasing provision of PBSA and city centre flats.

It is important that we understand the student housing market and exploring future patterns will form a key part of this strategy. The challenge will then be to ensure that future provision is meeting the changing needs and preferences of the student community.

Map 3





Chapter 3: Student Housing

Chapter 3: Student Housing

3.1 Current Housing

Sheffield has an excellent and blended range of student accommodation on offer. There is a choice in size and location of privately rented houses and an ample supply of purpose built flats. Students typically share accommodation, usually in groups of between 3 and 8, although sometimes up to 15. The private rented sector accounts for the vast majority of our student housing.

According to the 2013 Sheffield Strategic Housing Market Assessment (SHMA), 83% of student respondents live in this sector. Student accommodation within the private rented sector is mainly comprised of halls of residence (including university owned halls and purpose-built private

student accommodation) and general private rented accommodation (houses and flats). A small number of students (or their parents) purchase properties in Sheffield which they live in for the duration of their course and then either continue renting or sell on departure. The proportion of students who do this is so small that it will not be discussed further within this strategy.

3.2 Private Rented Houses

Most houses which students occupy in Sheffield are brick built terraces. They are generally more spacious than newly built flats, with larger bedrooms, separate cooking and eating areas, a distinct living room and bathroom/s. Many of the higher end properties also offer deluxe seating and televisions. Due to their layout, there is

often a greater amount of spare space in hallways and cellars and generally either a garden or tarmacked outdoor area. They are also often of a sturdier construction in comparison to newer properties, with substantial walls which reduce the level of noise transmitted between houses and internal rooms.

Privately renting a house is popular with students studying in their second year and beyond, often giving them their first real experience of independence where they generally have responsibility for arranging payment of all bills and ensuring that their property is kept clean and secure. It also gives students an opportunity to integrate with their local community which is not generally afforded in PBSA. On-going maintenance of and improvements to these

Table 1 - 2012/13 Average rental costs in wards which have high numbers of students

Ward	Average monthly rent (£)	Difference between average Ward & City rent	0 bed	1 bed	2 bed	3 bed	4 bed	5+ bed
Broomhill	759	1.23	430	568	690	811	1214	1648
Central	622	1.01	352	465	565	664	994	1350
Crookes	683	1.11	387	511	621	730	1092	1483
Nether Edge	737	1.19	417	552	670	788	1179	1601
City Average	618	-	350	462	562	660	988	1342

Student Accommodation Strategy | 2014 - 2019

Source Sheffield City Council's Private Rented Database

houses are usually carried out by local maintenance people, meaning that money is retained within the local economy and significant employment opportunities are provided to local people. Houses are usually let for a term of 12 months. The city average monthly rent for a property with 3 bedrooms is £660 and a 4 bed property is currently £988 (See Table 1).

Wards with high numbers of students have rental costs which are slightly higher than the city average, with prices for 3 and 4 bedroom properties significantly elevated in the Broomhill, Crookes and Nether Edge wards where the majority of shared student housing is located. The average price per person for a property in a student ward is: between £55 - £68 per week for a 3 bed and between £62 - £76 per week for a 4 bed. This amount is generally exclusive of all bills, but is still cheaper than rent levels in PBSA. In response to changing markets, many landlords now offer all inclusive packages.

3.2.1 Houses in Multiple Occupation (HMOs)

HMOs are generally defined as houses or flats which have 3 or more unrelated tenants sharing kitchen and bathroom

facilities. All HMOs must meet a national standard. Larger HMOs are deemed to be a higher risk to tenant safety and require a licence from the Local Authority. If the property has 3 or more floors and is lived in by 5 or more people, who are made up of 2 or more households (a single person or family).

To qualify for a licence, properties must be inspected by SCC Housing Inspectors to ensure compliance with our Sheffield Standards for licensable HMOs. These set out the minimum requirements for: heating, washing facilities, kitchens, refuse disposal provision, electricity, ventilation and space per person. It is a legal requirement that landlords meet this standard and we have a programme in place to identify landlords who fail to licence their properties, which can lead to hefty penalties.

The map overleaf (Map 4) shows areas of the city with high numbers of HMOs, many of which we already know have high concentrations of students.

Our stakeholders have told us that in some parts of the city, particularly high densities of student HMOs can cause concern for local residents about a range of things such as; anti-social behaviour, problems

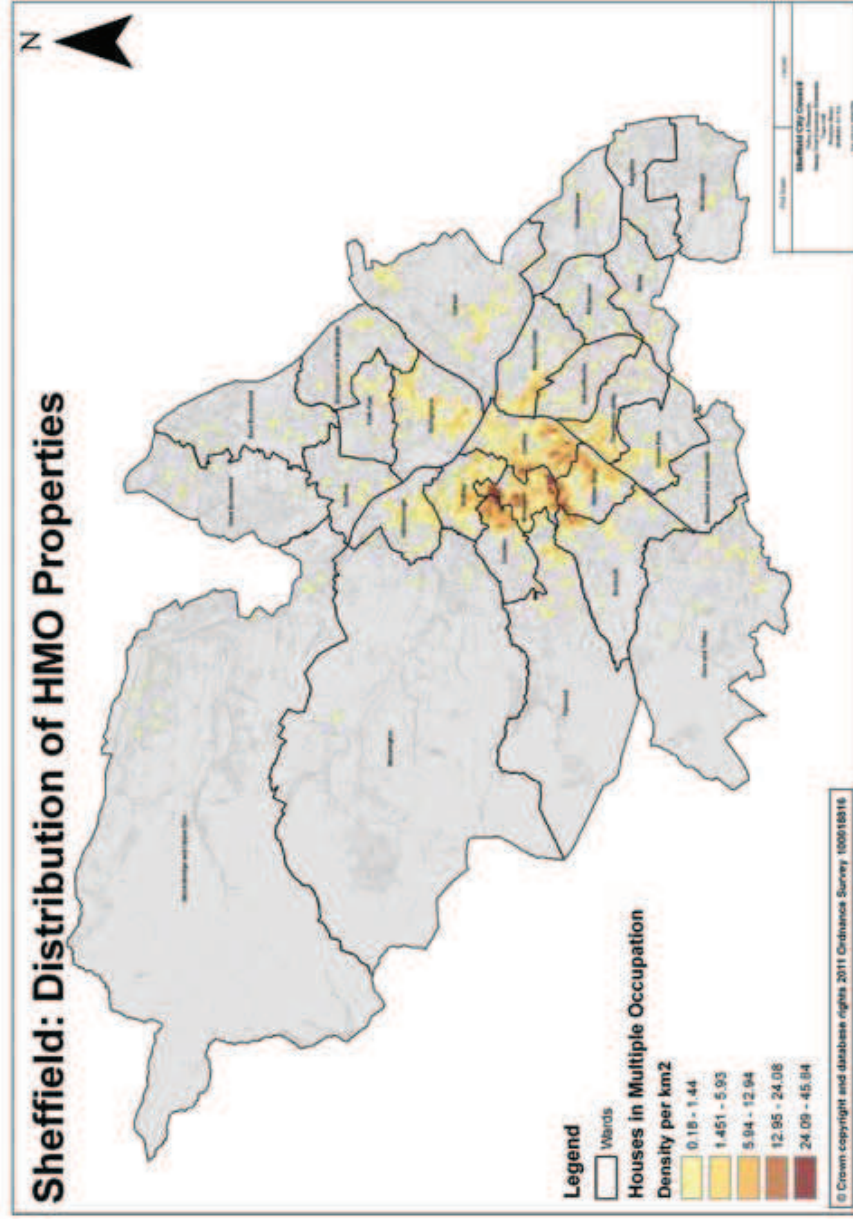
with parking, poor management of housing stock, the balance of communities and a loss of population outside term time. To limit high concentrations of HMOs within the city, we made use of our powers as the Local Planning Authority and created an Article 4 Direction. This applies to all properties within a set boundary and means owners of property within this area need to apply for Planning Permission to change the use of their house from family accommodation to a HMO use (3 or more unrelated residents). This enables us to assess whether a proposed HMO is in an area with a concentration of shared housing and whether it would create an imbalance.

A priority for us will be to review our database of HMOs in the city and ensure that the information used for planning decisions is as comprehensive and up to date as possible.

3.3 Quality of private rented accommodation

In Sheffield, we believe that the majority of private sector landlords take their responsibilities seriously, particularly in relation to the licensing of HMOs and to minimising serious health and safety

Map 4 - Houses in Multiple Occupation



apparent and landlords will face tougher letting conditions as further new build accommodation is provided.

We believe that many students live in private rented accommodation which is of a good standard. This was supported by our 2013 Strategic Housing Market Assessment findings (a survey of 3,363 Sheffield households, of whom 676 were student households), where 82% of students living in all types of private rented accommodation thought that their home was adequate for their needs compared to only 71% of other households in the wider private rented sector.

However, the survey also showed that students found flats more adequate than traditional houses, most of which we can assume to be PBSA due to the high number of respondents in their first year of study. Of the students who felt that their home was inadequate, three quarters stated that it was in need of improvements or repairs and over half said that it was too costly to heat.

Students in our focus groups told us that they had difficulty getting their landlords to carry out necessary or essential repairs

We are increasingly seeing properties in better condition as landlords in the city face a competitive market from the new PBSA. However, a mismatch between the private rented houses on offer and the expectations of modern students is still

hazards. We also believe that the private rented landlords who are in the student housing market are amongst our most experienced landlords, with many having provided accommodation to students in Sheffield for a significant number of years.

and maintenance, and did not feel that they were taken seriously by them, often having to involve their parents in disputes before action was taken. The advice centres at both universities offer help and support with housing issues, sign-posting students to our Private Rented Standards team where appropriate.

3.3.1 Quality of private rented houses

As described later in 4.3, most students move to Sheffield straight from their family home and begin their time here in university allocated Purpose Built Student Accommodation. The majority of these PBSA flats have been specifically built, or converted from other uses into student accommodation within the past 9 years. In contrast, many of the houses which students then proceed to rent in their second year are over 100 years old, so may not have the contemporary finish which they may have become accustomed to and prefer.

These older houses are more likely to become in need of repair and will be less energy efficient than modern flats, which may lead to lower perceptions of adequacy

amongst students. Landlords have told us that, although they feel the rental market is becoming increasingly competitive, they are confident that they will continue to be able to let properties which are of a high quality and at a price which reflects their distance from the university campuses. They also told us that they plan for varied and frequent repairs to their properties within the student market.

In our SHIMA focus groups, landlords told us that they felt demand from students for privately rented houses in Sheffield was decreasing and attributed this partly to an increase in PBSA and city centre flats in general and also to a rise in students opting to live at home and study at local universities.

SCC are working on a number of measures in partnership with the universities, unions and landlords to raise the quality of housing and the management of privately rented homes in the city. The newly launched Snug scheme deals specifically with student accommodation and commits us to ensuring that Sheffield can offer good quality and safe accommodation for students. It also provides a channel through which we can communicate with

landlords about our expectations and advise them of new initiatives and policies. The Snug property registration scheme is a partnership between SHU, SHU Union and ourselves. Landlords pay a small fee to register and agree to meet our property standards and management code. Our Housing Inspectors then visit each property to ensure that it meets our stipulations and meet the landlord to ensure they are a fit and proper person and understand the management requirements.

In May 2013, we had 1,712 licenced HMOs on our register. Not all HMOs are used for student accommodation, but the licensing standards help contribute towards the quality of student housing. In addition to the mandatory licencing of HMOs we also pursue legal action in cases where a serious hazard is present in a property and the landlord fails to rectify it. This has legal implications and, in a number of cases, has led to a landlord being successfully taken to court by our PRS team.

In 2013, SHU's Student Union carried out a Community Audit which asked the opinions of over 600 residents in student areas, including both students and non-students. One key issue which

this raised in relation to accommodation was students losing part of all of their deposits. The universities' advice centres offer students information about deposits. The Government has proposed increased regulation of the existing Deposit Protection Scheme.

Another key issue is that many students feel pressured to sign for accommodation for the following academic year in the previous November. As students' circumstances often change during the intervening year, they often wish to exit these contracts, but are unable to. SHU's 'Don't Panic' campaign encourages students not to sign for houses early in the academic year, and to make sure that they have thoroughly inspected a house before signing a contract. This message is reinforced through the Snug scheme's Property and Management Standards. UoS also promote the message to their students that they should not sign for accommodation early on in the academic year.

3.3.2 Sustainability of private rented houses

We know that many privately rented houses have very low energy efficiency, and

measures to improve this such as installing double glazed windows and external wall insulation, are costly for landlords to carry out.

The Government has recently introduced Green Deal funding, where loans for energy efficiency improvements to a house can be made available. These are then added as a charge to the property and re-paid as a proportion of future electricity bills. For this to take place, both the student tenant and landlord have to sign an agreement. The Energy Act 2011 include provisions to ensure that from 2016, private residential landlords will be unable to refuse any reasonable request from a tenant to make energy efficiency improvements to their house, where Government finance is available (either the Green Deal loan or ECO funding). Over the next few years, we will allocate resources accordingly to support tenants in ensuring that they receive the service to which they are entitled from their landlord.

We are currently mapping fuel poverty in the city and have already identified some neighbourhoods which have a high proportion of student households and very high levels of fuel poverty. It is our

intention to lever in ECO funding wherever possible to address fuel poverty issues on an area by area basis and we are in the process of commissioning ECO providers to help with this. We will be exploring how we engage with student households and landlords to achieve large scale community improvements.

3.4 Purpose Built Student Accommodation (PBSA)

PBSA has become increasingly popular over the past decade due to a number of factors including: the increase in students at the universities, the increase in PBSA supply, change in student life styles and higher numbers of wealthy international students with a preference for city centre living. This has facilitated the growth of Sheffield's universities by meeting both the changing preferences and the increasing demand for accommodation from today's diverse range of students. Most non-university owned PBSA is located within or close to the city centre, with a particularly high density of developments in the Edward Street area of Netherthorpe and in the vicinity of St Mary's Road in Highfield.

At a conservative estimate, there are at least 16,500 purpose built and converted

bed spaces within the city, which would accommodate about 28% of the current student population. PBSA is either arranged into clustered flats or self-contained studios. Flats typically consist of around 2 to 6 (although sometimes as many as 15) individual bedrooms with a shared room containing a kitchen and living area and shared bathroom facilities. Increasingly, they also have en-suite bathrooms. The flats are fully furnished and typically contain a single bed, although the size of rooms and beds can be upgraded for a premium. This modern semi-structured living environment is popular with first year and overseas students, as these groups are often living independently for the first time or, are more likely to be unfamiliar with the city when arranging their accommodation.

Modern PBSA blocks often have on site management offices with security staff and a range of facilities such as: high speed broadband connections, laundrettes, and common rooms (often containing pool tables and satellite television). Some PBSA developments also offer car parking, gym and swimming pool facilities, usually for an additional charge. The average rental cost for PBSA in the city is £99 per week. All utility bills and internet access are

generally included in the rent, with most being let on 42-44 week assured short hold tenancies.

UoS recently invested £160 million in the development of around 5,800 purpose built bed spaces, which they own and manage. These are made up of 'The Endcliffe' and 'Ranmoor' student villages which are located in the western Endcliffe suburb and some developments in the city centre. These developments all offer on-site facilities including food and drink outlets, 24 hour security, event organisation and welfare support. A place is guaranteed in UoS allocated accommodation for all of their first year under and post-graduate students who request one (by the given deadline). In 2012, 94% of their new intake undergraduates, 68% of international undergraduate students and 25% of postgraduate overseas students were housed in their accommodation. UoS had a lower occupancy rate of their accommodation in 2012/13 due to the unexpected change in student intake, but have returned to full occupancy in the 2013/14 academic year.

Sheffield Hallam University took a different approach in their accommodation strategy and chose to dispose of all the student



accommodation which they owned (including catered provision) over the past few years. They now work in partnership with a number of private providers of PBSA using nomination agreements, which they allocate predominantly to their first year and international students although all students can apply for their accommodation.

These properties are predominantly located to the south east of the City Centre. In 2012 – 2013, all 5,070 bed spaces in their portfolio were fully allocated to, with 19% being let to non-UK students and 10% to returning students.

There has been a surge in PBSA within the city over recent years, with an additional

2,438 dwellings created between 2004 and 2013. This development peaked at 628 in 2008/09 and has since tailed off dramatically.

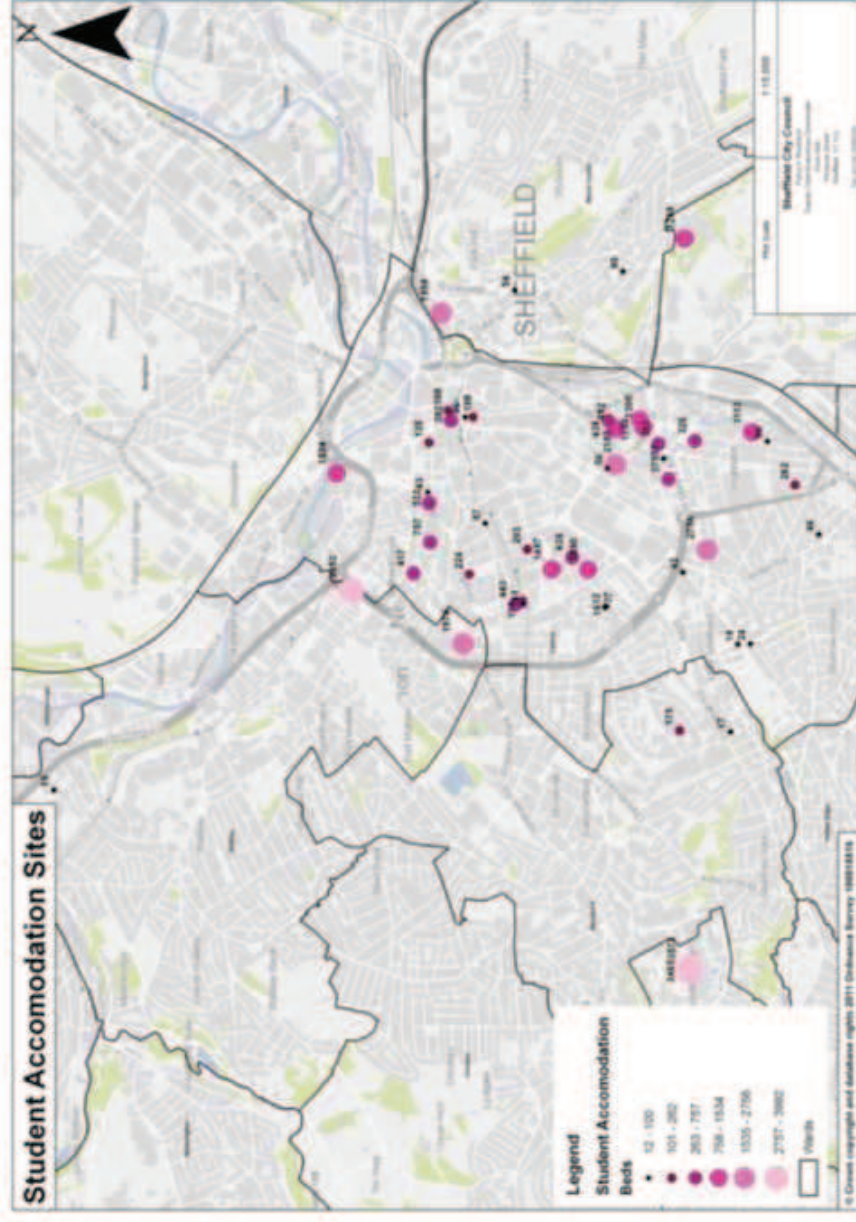
The 2012/13 increase shown in Graph 1 is largely due to the construction of a development comprised entirely of self-contained flats, which gives the impression that building returned to a steep increase. There are presently a number of approved planning applications for large PBSA blocks, and our Planners continue to receive a high number of pre-application enquiries, demonstrating a continued interest from developers. However, actual construction has not started on the vast majority of these sites, implying that it is currently commercially unattractive to develop PBSA.

We also know that some of the large student accommodation providers with older developments are still advertising vacancies during term-time (online and outside their buildings) for the current academic year. We were told anecdotally that they had high vacancies in 2012/13, suggesting that PBSA supply currently exceeds demand.

We also hear from housing professionals that a significant number of students, particularly those from overseas, are living in city centre flats which are not purpose

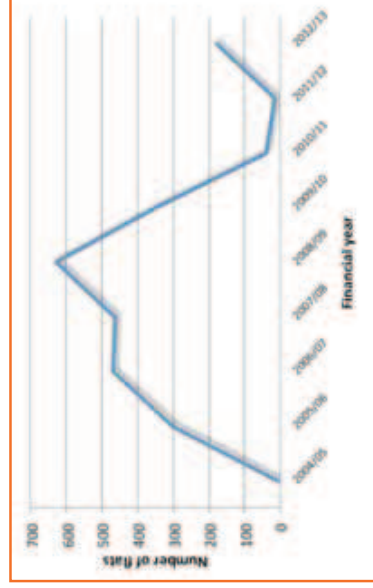
built for students. Our Council Tax records confirm that many of these flats are fully occupied by students. This means that they are not receiving a management

Map 5 - Location of known Purpose Built Student Accommodation in Sheffield



Source: Sheffield Hallam University Accommodation Office, 2013

Graph 1 – Completed Student Cluster Flats



Source: SCC Planning Completions

Service designed specifically for students, and that they are occupying general use flats whilst PBSA provision remains empty, which is not an efficient use of our housing stock. Some of the larger providers have a strong on-line presence abroad. To counter this and to encourage their students into accommodation more tailored to their needs, the universities carry out a lot of work to promote the properties which they allocate to.

3.4.1 Quality of Purpose Built Student Accommodation

Due to the recent construction or refurbishment of the buildings which house purpose built student flats, and

their recently installed interiors and fittings, they generally require fewer repairs than older accommodation. Due to the nature of PBSA, all flats contained within a building are owned by one provider, who will usually employ a dedicated management company for the whole development.

This often means that a dedicated repair line will be provided to students and that repairs are carried out quickly. This is reflected in our SHMA where ‘respondents reported a responsive maintenance service from PBSA unlike other city centre flats where each property may be owned by a different landlord’. However, some of the first generation privately owned PBSA is now becoming dated with the décor and facilities which they offer no longer being in keeping with the standards expected by modern students.

There is a risk that these will no longer have sufficient occupancy levels to remain financially viable and will fall empty. The development of newer PBSA which has a more contemporary finish may provide sufficient motivation for the owners of older flats to refurbish them to ensure that they do not lose out on prospective tenants.

Concerns about the build of PBSA were raised in our SHMA “That’s the thing with purposely built student housing, the walls are ridiculously thin” (Student focus group). Rooms in PBSA are often smaller than they would be in older shared houses and there isn’t always as much communal space as students may like and need in order to promote good health and wellbeing.

Design features are covered within our Local Plan policy CS64(f) which states that buildings must be designed to use resources sustainably, including designing buildings flexibly from the outset to allow a wide variety of possible future uses. We believe that to meet the changing needs of our population, building design should allow easy and affordable remodelling.

Therefore, we will continue to gather evidence and set out our expectations for the standard of new provision. We will also work with Planners to ensure that planning policy is applied effectively to future planning applications to encourage developments which are built to a standard which will be sustainable in the long term. Excess litter around PBSA is sometimes cited as a problem by local residents, to counteract this, our Environmental Officers

will work with the management companies of large blocks to ensure that the waste facilities provided are adequate and that regular communication to inform residents of their responsibilities takes place.

3.4.2 Converted student accommodation

Converted student accommodation in Sheffield makes use of a wide range of buildings including listed, historic, and industrial buildings as well as former office and retail accommodation. This is usually still classed as PBSA as interior adjustments are made to create accommodation specifically for students. Many of the rooms which SHU allocates to and which students choose beyond their first year are of this type. The majority of these rooms are to be found in and around the city centre, especially along West Street and in the Angel Street vicinity.

In recent years, the conversion of vacant upper floors of commercial buildings into residential space has added a life and vitality to areas formerly dominated by a retail offer. In the future we intend to explore the potential to make use of more existing buildings and utilise more upper floors of commercial buildings as part

of a sustainable approach to providing a wider accommodation offer in the city and reducing the number of vacant properties. We describe our plans for city centre accommodation in the City Centre Masterplan, which is due to be approved in 2014.

We will also review our planning policies as part of a wider review of Sheffield's Local Plan to develop a tailored approach that provides flexibility and has sensibility to the densities of student accommodation in the City Centre.

There is an emerging trend within the city for self-contained student flats which are aimed at the international student market. These are often serviced and decorated to a high quality specification and come equipped with all the household items a student may require. The Government has recently amended planning legislation to allow developers to convert offices into individual flats without needing to make a full planning application with the aim of increasing the supply of new housing.

However, this may lead to an over-provision of flats within the city centre. In creating great places to live we aim for new developments to create mixed and

balanced communities, we will therefore promote our developer information pack to help developers to make more informed decisions about the scale and location of these.





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Photo courtesy of Rebecca Tovey

Chapter 4: Factors Affecting Demand

Chapter 4: Factors Affecting Demand

Understanding how demand for accommodation will change over the coming years will help us to make informed choices about the volume, type and locations of new developments required. More specifically, the evidence contained within and appended to this strategy can help determine the level, scale and location of development of further PBSA required in the city.

Robust demand information will also help us plan for changes within the existing private rented market and to minimise the impact that reduced demand would have on current student areas, particularly in relation to empty properties and a reduced retail offer. It will also help us target the resources available to us to minimise high concentrations of student HMOs in residential areas, and to mitigate the effect that high concentrations of HMOs can have on community cohesion.

This chapter of the strategy will outline the key drivers of change in the size and demographic makeup of our student population. There are a number of changes that may have caused the drop in student numbers in Sheffield in 2012, which are likely to have long term implications for

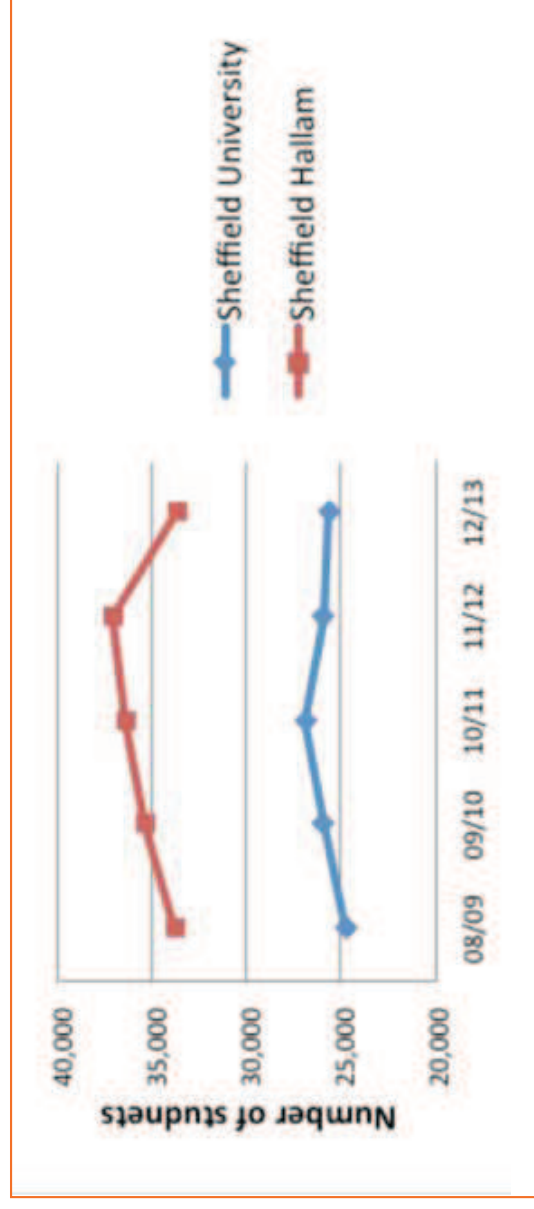
the universities and for the city, both in terms of accommodation provision and the economy. These are further explored in section 4.2.

In addition to the changes outlined below, Britain is currently experiencing challenging economic times, which will make it more difficult for some students to afford a university education.

4.1 Sheffield's student population

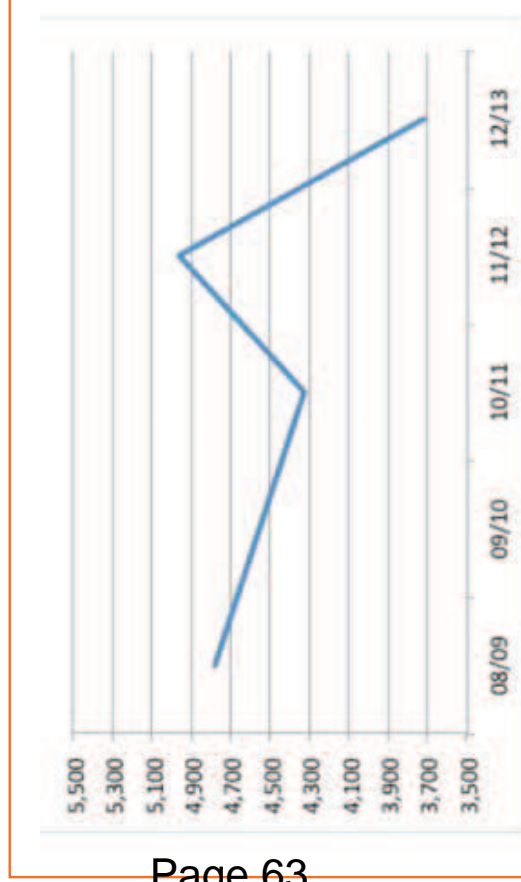
The below graphs illustrates the increase in student population at both universities and the subsequent drop in the 2012/13 academic year.

Graph 2 - Total Number of Students Enrolled at Sheffield Universities

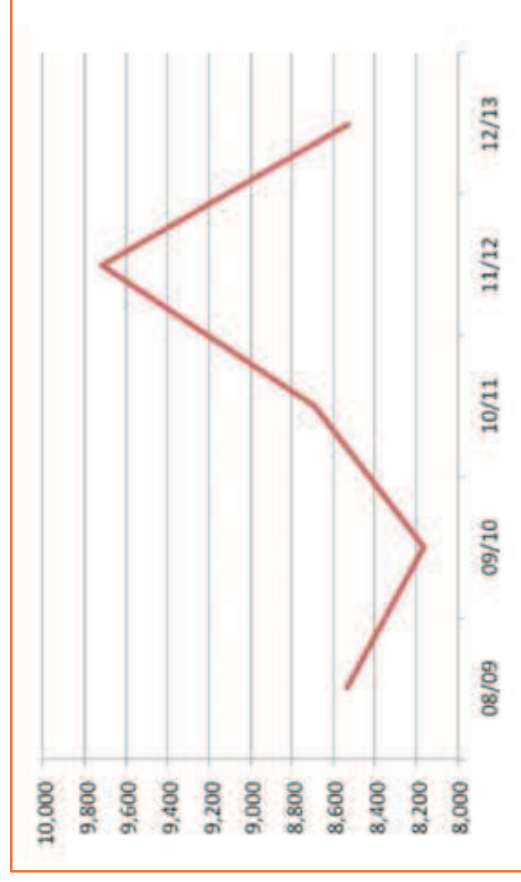


Graphs 3 and 4 show the effect of the various policy and economic changes on the number of home undergraduate students admitted to both universities.

Graph 3 – Number of new full time graduate enrolments at the University of Sheffield



Graph 4 – Number of new home undergraduate enrolments at Sheffield Hallam University



4.2 National Government Policy

In 2012, the Government amended a number of policies which will continue to have a significant impact on the number of students choosing to come to Sheffield to study in the future. Nationally, in 2012/13, there was a 10% reduction in take-up of

university places. It is difficult to attribute the fall in admissions to any particular policy, because several changes were made during the same year. In addition to this, demographic changes meant that there were a reduced number of 18 year olds living in the UK.

It is important to understand the detail of these policies to make informed predictions about the size and makeup of Sheffield's future student population and the accommodation which will be required to house them.

Due to the range of factors which will shape demand, and the interplay between them, we will need to monitor the effect which they have and regularly review our approach to student accommodation in the future.

4.2.1 Tuition fees

Due to a reduction in Government subsidy from September 2012, universities were required to increase the tuition fees which they charged students. The cap on tuition fees that universities could charge was raised from £3,375 per year to £9,000 per year. Both SHU and UoS have set their undergraduate fees for 2013/14 at the maximum £9,000.

A report by the Higher Education Funding Council for England (HEFCE) states that '60% more home students chose not to take a gap year in 2011/12 compared with the previous year', it suggests this was because they wished to avoid the higher fees due for introduction in 2012. This artificially high intake in 2011 means that it is more useful to compare data from 2010 with 2012, which shows that SHU experienced a decrease in the number of new students they admitted, for which they had planned, whereas UoS

saw a smaller decrease. Feedback from private landlords and letting agents in our SHMA suggests that they are expecting a reduced housing demand in the 2013/14 and 2014/15 academic years, which could result in reduced rents and an increase in the number of student properties which are empty, or an increase in other types of household living in the area.

Overseas students outside of the EU haven't been affected by the UK tuition fee changes as they are not entitled to UK government subsidy. 2013/14 annual international undergraduate fees at UoS range from £12,760 and £16,640 for most courses to £30,080 for clinical courses. At SHU, they are £10,320 and £11,520.

4.2.2 High Grades policy

Prior to 2012, there were a set number of Government funded university places which would be allocated across institutions by the HEFCE. The cap was set by central Government in order to control the budget for publicly funded student loans and grants for fees and maintenance.

In 2012, the Government announced that universities would be able to enrol

an unlimited number of students who gained grades AAB or above at A Level (or equivalent). The aim of this policy change was to allow Russell Group universities to expand their capacity to enable high achieving students to access their first choice universities, whilst ensuring that Government subsidy for fees and loans remains sustainable. The implementation of this policy change however, coincided with a substantial fall in the number of students achieving grade As at A Level and meant that many students were unable to take up the university place which they had been offered. This policy change did not have a large effect on SHU, but UoS, which generally requires higher UCAS scores, saw a reduction of 1,192 full-time students from 2011/12. The effect of the 2012 decreased intake will reduce demand for private rented houses and flats required in areas of the city popular with UoS students during the 2013-15 academic years.

The High Grades Policy requirements are adjusted annually. In 2013/14, universities are permitted to offer unlimited places to students achieving ABB+ grades (or equivalent), which is an increased pool of 35,000 students nationally. This could lead to a significant increase in intake for the

University of Sheffield. Universities which recruited above their allocated number of places were penalised by a reduction in the HEFCE grant they received. This caused universities to be cautious when offering places to prospective students, which further contributed to the fall in student numbers in 2012/13. It is a challenge for universities to recruit exactly their target amount of students, as they are reliant on factors beyond their control to convert accepted applications into admissions.

4.2.4 Visas & international students

Students from different countries often have differing accommodation preferences to home students. Understanding the factors which affect how many students will come to study here and from which country will be central to helping us plan appropriate future accommodation. International students also provide a significant financial boost to the city's economy. A 2013 Oxford Economics report found that international students contribute a net benefit of £120million per year to the city and up to £176million to the wider region. It is also known that international students who have a positive experience in the city are more likely to form business or

tourist links with us in the future. The Government introduced changes to the visa system for non EU students in 2012. It was widely predicted that the new entry procedures would mean a large drop in the number of students coming to the UK to study. This would be significant for Sheffield as an increasing proportion of the students coming to study here are from overseas.

Prior to 2012, students could be granted a visa to remain in the UK and work for the 2 years following their graduation. This right has now been revoked for all but a handful of post graduates. The opportunity to remain on in the UK and take up employment was a large draw for many international students from countries such as India, where work experience in the UK would enhance their employment prospects and often help repay the costs incurred when studying here.

Another reform affecting international students has been the tightening of UK Border Agency controls as part of a wider Government focus on achieving reduced immigration targets. This may have adversely affected the reputation which the UK previously held as a place which is welcoming of international students.



It is too early to say whether tighter border controls and the revoking of the right to stay on and work will significantly reduce numbers of international students choosing to study here, but while other countries such as Canada and the USA still offer the opportunity for students to stay on and work, prospective students may increasingly choose to study in these countries instead.

4.3 Housing pathways of home students

The traditional accommodation route for home students was to spend their first year within a hall of residence owned and managed by the university at which they

were studying, and then to migrate to shared housing for further years of study. Undergraduate students have tended to change accommodation at the beginning of each new year of study and then again after their final year of study, usually within the private rented tenure. This pattern is confirmed by our Strategic Housing Market Assessment, where 69% of respondents planned to move out of their current home within the next year, two thirds into private rented accommodation.

4.4 Housing pathways of international students

International students are crucial to the financial and academic success of both universities, making up almost a fifth of all students studying in Sheffield. Because their funding is not reliant on UK Government subsidy, there is not a Government cap on the number of students which universities can accept, and both universities actively recruit internationally. Over the past five years, there has been an increase of 3,093 international students and the accommodation offer in the city has evolved accordingly

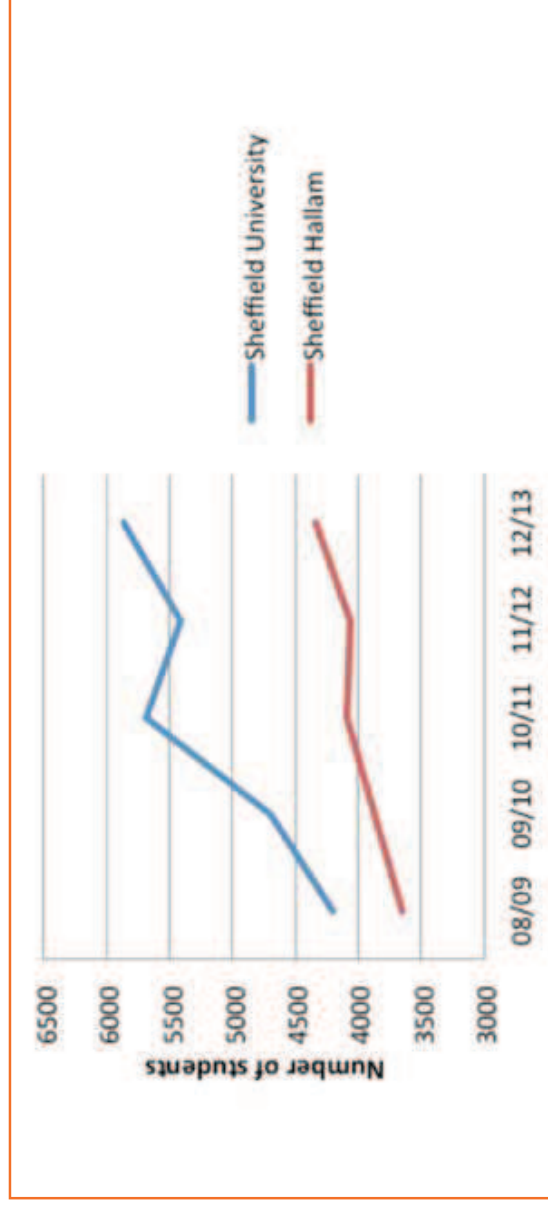
The universities Accommodation Officers have told us that the preference of many

affluent international students is to live in city centre flats which are close to their university and to other international students, and that modern, high rise, city centre accommodation is often viewed as a status symbol. Conversely, people coming to study from India often prefer to live in shared accommodation in areas of the city where accommodation is more affordable, to reduce the costs of obtaining their qualification.

PBSA appeals to international students, because it is possible to book on-

line in advance, enabling sign up to accommodation before arrival in the UK. Generally, it also offers modern facilities such as: high speed broadband, contemporary interiors, security measures and en-suite bathrooms. Consequently, a rise in this demographic should ensure that demand for good quality PBSA remains buoyant. However, less wealthy international students have said that they find the living and accommodation costs in the UK quite a stretch and some landlords are reporting an increase in rent arrears, particularly for a number of

Graph 5 – All enrolled overseas students



international students. The graphs 5 and 6 show the enrolment trends of the four most represented nationalities at each university. Both universities have experienced a steep increase in the numbers of Chinese students which they receive, with a 182% increase at UoS and a 98% increase at SHU over the last 5 years. SHU has also seen a significant increase in Malaysian students. One of the most dramatic changes is the decrease in Indian students enrolled at SHU, which fell from a peak of 1,029 in 2009 to just 259 in 2012. This may lead to a reduction in demand from students for lower priced private rented accommodation in areas such as Heeley and Sharrow.

4.5 Sheffield and Commuting Students

Figures for local and commuting students have not been gathered in the past, but we hope to work with the universities to establish a baseline and monitor any increase in these groups. Indications are that these groups have already begun to expand.

4.6 Future forecasts and how we intend to respond

Currently, both universities anticipate that they will experience a rise in the number of students they enrol, with more students in

Sheffield equating to a likely increase in demand for accommodation. UCAS figures for 2013/14 applications showed a national increase of 3.8% in full time university applications and in August 2013, the UoS had received a 16% increase in applications for 2013, compared to 2012. UoS's accommodation has returned to full occupancy in 2013/14 and SHU also expect that all the bed spaces to which they allocate, will continue to be filled.

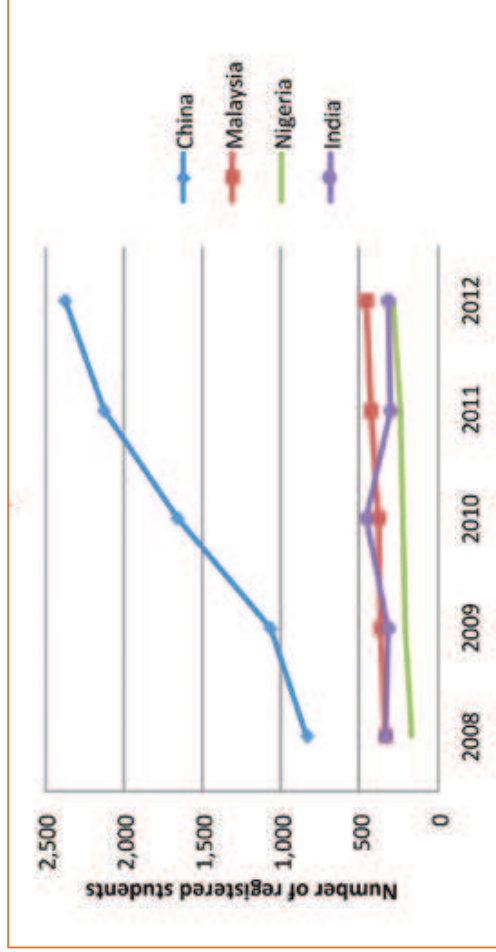
In addition to an increase in students in the city, there is likely to be a continuing change in the demographic makeup of the student population. The universities expect that domestic student numbers will return to an increase, although not as steep as previously, and that the international population will continue to grow over the coming years. A continued increase in students from Malaysia and China is predicted, which we anticipate is likely to sustain demand for city centre flats.

Newly introduced national planning legislation generally encourages local authorities to reduce the regulation of and requirements for planned new development. This will restrict the level of control which we are able to exert over new developments. Previously, our

Graph 6 – 4 top nationalities registered at the University of Sheffield



Graph 7 – 5 top nationalities registered at Sheffield Hallam University



3. Some students may simply borrow more money to cover fees and living costs. These, along with students from wealthier backgrounds, will ensure that they are living somewhere which they feel to be the best quality and which will maximise their academic chances whilst at university.

A rise in commuting students would reduce demand for first year PBSA and for houses in the private rented sector. We also expect that the increase in tuition fees, coupled with a potential reduction in overall home students in the city may reduce demand for private rented houses. As a result, we may start to see higher vacancy levels in private rented houses in neighbourhoods which are situated further from the universities. In response to this we aim to work with good landlords of shared houses and flats to explore the potential to utilise private rented accommodation for more vulnerable households.

In light of these changes, we believe there is real potential for the student housing market in Sheffield to polarise as more affluent and discerning students increase demand for higher quality private rented accommodation and others seek a more affordable means of studying.

subsequently reduce.

Increased tuition fees and living expenses and the current economic climate mean that most students will leave university in significant debt, currently estimated at £39,000 per person. This will most likely affect people's views about higher education and we anticipate that students may respond in 3 ways:

1. Some students may apply to local universities and commute from their home address to minimise living costs.
2. To reduce costs, others will seek the most affordable accommodation available.

responses to planning demands relating to student provision have been reactive. However, the evidence contained within and appended to this strategy, will enable us to take a proactive approach in future. We intend to introduce new planning policies relating to PBSA. Our data can be developed to evidence the current market and to provide an information pack for developers detailing current supply and demand alongside detail of our planning policies. Through our planning policies, we will identify the most appropriate locations for good quality new provision and to prefer applications for developments which can be adapted easily and affordably, should demand from students

A drive from students to cut the overall cost of attending university could lead to a rise in the provision of low quality, poorly managed private rented accommodation.

We will work with the universities and landlords to ensure that landlords are aware of their legal responsibilities to provide safe homes and to ensure that student tenants are aware of their housing rights. SHU have introduced mandatory membership of the Snug scheme as part of their private sector landlord registration process. We will encourage wide membership of our Snug scheme to ensure that student landlords provide safe and secure accommodation.

We expect that demand from wealthier students will continue to exert pressure on rent and occupation levels of student accommodation which is situated in prime locations. Our SHMA confirmed on-going demand from students for private rented accommodation in the south west, the city centre and city centre west.

This encompasses the existing student areas and some more suburban areas. We have the policy tools in place to limit the number of new HMOs that can be created in areas where large numbers of HMOs

already exist. We will look at the impact of this approach as part of our wider Local Plan review.

Students are currently included in Sheffield City Council's projections for an ageing population. Accounting for them more accurately may reduce the overall housing supply requirement. Looking at student housing separately has helped us begin to understand the scale and type of accommodation that will be required in the future by students whilst studying in Sheffield. Our SHMA confirms that turnover will continue to be high in the housing markets where students live.

Understanding the longer term impact of students on Sheffield's housing market is more difficult, particularly when trying to assess the numbers of graduates staying on in the city and the impact that these households have on Sheffield's future housing requirement. Reviewing long term student population projections will be a priority for us over the life of this strategy.

We will:

- Review the household projections for Sheffield to assess the contribution that students make towards household

growth and, therefore, the implications for the future housing growth target in the new Local Plan.

- Work with the universities to improve our understanding of local and commuting students.
- Review the information which we hold about existing HMOs in neighbourhoods which are popular with students.
- Launch the Snug scheme.
- Ensure licensable HMOs comply with statutory requirements.
- Identify preferred locations for future PBSA.
- Review our planning policies as part of the Local Plan Review, to ensure that future PBSA is of flexible design and in the right location.
- Create an information pack for potential developers of PBSA, detailing supply, demand and suggested design guidelines.
- Explore how we engage with students and landlords to achieve large scale energy efficiency improvements to private rented accommodation
- Work with good landlords of privately rented accommodation to explore the potential for letting to vulnerable / low income households.



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Chapter 5: Enhancing the Student Experience

5.1 Successful neighbourhoods

One of our key ambitions is that Sheffield is 'a city that has successful places and sustainable communities with access to high quality housing, local services, shops and jobs as well as having excellent parks, streets and other physical infrastructure' (SCC Corporate Plan, 2011 – 2014). In our Housing Strategy, we state our aspiration for everyone to live in welcoming, safe and inclusive communities. It is therefore crucial that students moving into accommodation within our city can successfully integrate with the communities within which they are living. Students who have a positive impression of the city upon graduating are more likely to link with us in the future, boosting our reputation and business prospects. Conversely, the more positive an impression of students is held by our longer term residents, the more welcoming they are likely to be to future generations of students.

This chapter explores the pressures and opportunities arising from the increasing numbers of students living in the city, and looks at the support available to the communities in which they live. It also considers what steps can be taken to ensure that students have the best possible

experience whilst living, studying, and working in Sheffield.

5.1.2 Noise

Our stakeholders have told us, and the findings of our SHMA confirmed, that there are often different behavioural expectations from students and from their neighbours about what is an acceptable level of noise and at what hour it can be made. This is partly because a significant number of students tend to lead different lifestyles to the general population. Many courses allow students more free time, due to study schedules being much shorter than the average working week, although many students use this time to engage in part time work.

It is common for the social activities of students to involve drinking establishments, many of which hold events targeted at students on week nights. Collectively, this pattern of activity often leads to them returning to their accommodation when their neighbours are sleeping, or making loud noise within their properties, which can cause disturbance.

Both the council and the universities take noise nuisance seriously and have taken steps to mitigate the impact of night time

noise. The council now has a night time noise service and is working closely with the police to respond efficiently to a range of incidents.

In response to this issue, UoS promotes their campaign 'Staying Up? Keep it Down' through flyers and on their website and Sheffield Hallam University promotes their 'Noise Annoys' message using similar communications with students. These endorse the benefits of being a considerate neighbour to their students, along with tips for how they may achieve this. UoS also employ 24 hour security staff, which neighbours of their students can call to intervene if they are being unreasonably disturbed by noise.

A future priority for this strategy will be to explore the potential to work with both universities to promote positive behaviour and reduce conflict arising from noise, between students and their neighbours.

5.1.3 Waste management

Badly managed waste disposal can often be a cause of tension between students and their neighbours and can have a detrimental effect on the appearance of a neighbourhood. Many students have only recently left their family home, so are more

likely to be unfamiliar with waste disposal and recycling practices, especially since each local authority takes a different approach as to how they achieve this. The tendency to live in larger shared houses whilst existing in the property independently may also mean that large amounts of waste are generated. All of these factors can lead to overflowing bins and, occasionally, incidences of fly-tipping, which can make the street-scene appear unsightly and upset neighbours.

To improve understanding of waste collection methods and times, representatives for the councils waste and recycling services annually attend a number of student events and call at houses in key student areas to make sure residents are aware of collection times and methods. Timed to coincide with the beginning of the academic year, cards showing how to use the bins and boxes and collection dates are delivered to all properties city-wide.

Towards the end of the summer university term, most university students leave their residences within the space of a few weeks. During this time, a large amount of unwanted items need to be disposed of. As bins become full, many of these items are left on the roadside in front of

vacated properties, which can lead to an accumulation of litter in areas with high densities of student accommodation. To counteract this, the council has developed, with partners, the Student Red Sack Scheme. Here, additional collections of waste presented in special red sacks provided to students are made on scheduled bin days. This scheme has been in operation for a number of years, and has greatly reduced excess litter in areas with high concentrations of students, with double the number of sacks being issued in 2013 than in 2012. During the departure weeks, Environmental Protection Officers and Housing Officers were present in key student areas to inform landlords and tenants of their responsibilities for leaving the exterior of their properties clear of household and building waste.

The described partnership approaches have been very effective, and our Waste Management team and partners plan to continue developing and delivering these over the coming years. In addition to this, both universities hold events in partnership with local charities during leaving weeks to help students recycle and reuse unwanted items such as clothing, books, DVDs etc. These items are collected from residences, university buildings and, in some instances, from the road-side.

5.1.4 'To Let' signs

A proliferation of 'To Let' signs outside properties affects the appearance of a street. To advertise their privately rented houses and flats, many landlords erect 'To Let' signs on the street facing side of their properties. A large proportion of landlords prefer to keep their property advertised even when it is occupied to ensure a rental for the following year. This means that in some neighbourhoods, boards regularly remain outside properties all year round. This is often a source of tension within communities, as people find the boards unsightly. They also identify houses as being occupied by students, which increases the risk of them being targeted by burglars.

In Sheffield we have reached an informal agreement with some landlords that they will remove signs within a given timescale and, where they have multiple properties on a street, will not put a sign on every property, thus reducing the visual impact. Making greater use of the internet for advertising can alleviate the proliferation of To Let signs on properties. We intend to encourage landlords to make further use of internet advertising as part of our Snug quality assurance scheme and through our other communications with landlords.



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Edward Street Open Space

Chapter 6:

Safety and Connectivity in the Community

6.1 Travel

The transport choices which students make have an impact on the wider community. If students choose to bring their car to Sheffield and use it for journeys to study, this can add to congestion during key commuting hours, and reduce the availability of road side parking outside houses and offices. If the numbers of students commuting to Sheffield from other cities were to increase, this would place a strain on the transport networks of the city and surrounding region.

Regular student travel is 'sustainable' relative to other types of journey made in Sheffield, e.g. general commuters. The most frequent of student journeys are those made from their accommodation to various campus locations. The majority of these are made by foot and few are made by car. The University of Sheffield travel survey found that 76% of their student's journeys are by foot, 14% by public transport, 4% by cycle and 5% by car (including 1% car share).

The distances between the areas in which students live and the campuses where they study are relatively short and can be travelled by foot, bicycle, bus or in

some instances, tram. Sheffield is one of England's least congested cities, meaning commutes are faster and less time is spent stuck in traffic jams. The universities allocate students to halls which are within reasonable walking distance of their campus of study and provide walking route maps for all their residences.

We have a range of projects in place to improve the travelling habits of students, and to promote information about road safety. These include providing equipment for cyclists campaigns, such as: awareness raising adverts, videos on road safety and workshops to influence student travel behaviour. We work with our partner Aamey to ensure the safety of routes popular with students, by taking measures to ensure that they are well-lit and have clear sight lines. This has reduced incidences of theft from students.

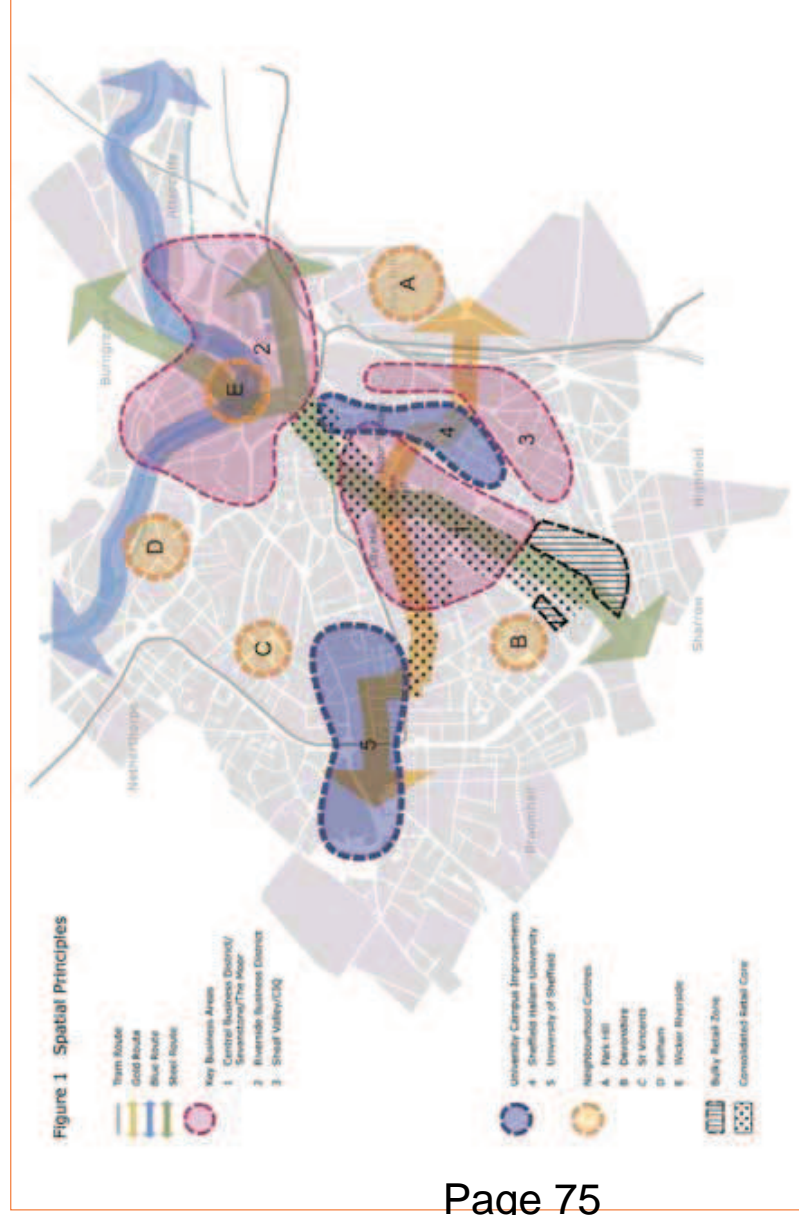
UoS has a dedicated Travel Planner and a Student Sustrans Society (affiliated to a national organisation which promotes sustainable transport). To reduce car journeys, a car-share scheme is provided through the UoS website for staff and students, as well as a social media based scheme which caters specifically for

students making the trip home at the end of term. The UoS's 'Cycle Hut' provides free repairs and maintenance advice to cyclists. They also offer discounted bikes in partnership with a local Social Enterprise Company alongside other cycling incentives. There are plans to introduce a bicycle rental scheme for students spending a shorter time at the university and a multi-site short term cycle scheme with immediately available bikes.

Sheffield Hallam University also encourage sustainable travel, most significantly by not providing on-campus parking spaces for students (except for disabled use), which limits journeys by car. Students at both universities benefit from heavily discounted bus fares which further incentivise sustainable travel.

Both universities are currently developing their Masterplans which will set out their vision for the development of their campuses and surrounding public realm including promotion of routes routes between student accommodation and campuses. Our own City Centre Masterplan spatial map clearly demonstrates the importance which the universities' campuses have to the

Fig 1 - From the City Centre Master Plan



6.2 Safety and Security

We need to ensure that students remain as safe as possible whilst living in and moving around our neighbourhoods. Young people in general are more at risk of experiencing crime, largely due to spending more time in public than other groups and a lack of life experience. Students in particular can be a target for robbery as it is expected that they will be carrying expensive consumer goods such as laptops and smart phones. Burglary can also be an issue with there often being lower levels of security in shared rented accommodation. It is often clear when a house is occupied by students, which can be attractive to burglars who are aware that there are likely to be multiple televisions and computers.

In our SHMA discussions, students described feeling unsafe in their neighbourhood and even in their own homes. Such perspectives were often informed by experiences of robbery and burglary, either of themselves or of acquaintances. However, many students are encouraged to study in Sheffield because of our reputation as a safe city. This was confirmed in the 2013 UK Peace Index report, which found that Sheffield is the safest large urban area in England,

continued improvement and success of our city centre.

Sheffield's central location means it has excellent road and rail connections to the rest of the UK. There are three international airports within an hour's drive and many more within an acceptable

travelling time. This is a significant selling point for the universities, as it enables home students to make straightforward journeys to visit family and friends and provides an unrivalled base for international students to explore Britain and Europe, as well as the ability to spend breaks in their home countries.

due to its' low levels of violent crime. Statistics from South Yorkshire Police issued in April 2013 state that Sheffield has the lowest rate of violent crime per 1,000 members of the population out of the 8 Core Cities in England. Crime also reduced significantly in 2012/13, bringing it to the lowest levels in 26 years. In our SHMA, students living in PBSA reported feeling safer than those in private rented houses, largely due to many flats having 24 hour security staff and gated entrances to the complex.

The universities work with their students to ensure they are aware of ways in which they can make themselves safer, including promoting specific routes to walk from their accommodation to university buildings and by providing discounted travel, late night transport for female students and the Sheffield Safe Taxi scheme. This enables students to use their University ID card as a deposit for their taxi fare in case they find themselves unable to pay for transport home.

South Yorkshire Police currently have a dedicated Police Constable who works with students to educate them about crime and the steps which they can take to avoid

it. This includes information campaigns for students to register their possessions on a national database and mark them in case of theft, and educating students about measures to increase the safety of themselves and their possessions. This is achieved by visiting groups of students newly arrived to Sheffield in their halls of residence, attending student events and using social media.

There are a number of issues which are of concern in relation to student health, but the university health professionals tell us that their main priority is alcohol consumption. When excessive drinking takes place, as well as having a detrimental effect on the wellbeing and studying capacity of students, it can impact on their safety and the community cohesion in the neighbourhoods in which they live.

Behaviour arising from excessive alcohol consumption by some students affects both the university communities and the wider Sheffield community. This can lead to late night noise after revellers leave drinking establishments or friends' houses, and other anti-social behaviour. It also leads to increased crime, such as phone

theft, as inebriation can affect judgement causing some students to find themselves in a more vulnerable position than they would be when sober. There are also serious long-term health effects which many students do not consider. To address this, the UoS set up an Alcohol Committee, which is attended by heads of department.

This group implemented various measures, including a minimum pricing policy for alcohol sold on UoS premises and the introduction of a scheme whereby students who engage in alcohol related anti-social behaviour on UoS premises are offered two substance misuse sessions. These are in conjunction with information, advice and other disciplinary measures.



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Photo Copyright Sheffield Students' Union

Chapter 7: Community Cohesion

7. Community Cohesion

In SHU Student Union's 2013 Community Audit (a survey of 559 residents of student areas), 84% of respondents said that they felt students had a 'good' or 'very good' impact on Sheffield. However, residents surveyed in areas with high numbers of students gave a less positive answer about the impact of students in their own area. This was reflected in our Home Truths report which found that the long term community found students 'very transient and therefore less likely to engage'.

This could be because most students change their accommodation at the beginning of each new year of study and undergraduates generally only live in their accommodation during term time. This can mean that relationships are not built between students and their neighbours and that those areas with high densities of students can feel empty during holidays. This impacts on local businesses and affects how safe residents feel in their area.

To address these issues, SHU Students Union have appointed a number of Community Reps whose role is to be both representative of the student population to community groups and partners, and also

to encourage local students to engage with their communities and to make a positive impact on the areas in which they live. As part of the Community Audit, residents were asked what their priority would be for SHU Union volunteers, and the majority chose community clean-up activities such as litter picks.

UoS also have a Community Rep scheme in place. Many events which students attend are targeted solely at students, so both universities are also looking into opportunities for events which will encourage interaction between students and the wider community.

The work being carried out by ourselves and our partners as described in Chapters 5, 6 and 7 will assist integration between both student communities and our longer term communities.

7.1 Volunteering

Volunteering activities promote cohesion between the student and more permanent Sheffield communities. All student volunteer work takes place within the wider community, meaning that students have the opportunity to touch the lives of non-student Sheffield residents, in a way that

many will remember positively. In 2012/13, 1,671 UoS students and staff volunteered a total of 32,496 hours through their Students' Union's 'Sheffield Volunteering' programme and were active in 77 different neighbourhoods in and around the city. In all, 199 local organisations benefitted from projects and volunteers. Numbers of student volunteers have been steadily on the increase, expanding by 31% over the last 5 years. In addition to this work, a significant amount of money was raised for local and national charities through Sheffield RAG (Raising and Giving).

SHU have embedded social entrepreneurship into their volunteering programme and have funded 17 social enterprise start-ups as a result. They use the expertise from their established Social Enterprise teaching programme to develop the skills of students and offer structured support to community groups.

Examples of university volunteering activities include: student-run projects involving people experiencing issues ranging from childhood bereavement to adult brain injury, schools outreach to raise aspiration and attainment, supporting

student societies to use their skills and helping voluntary organisations provide local services using student volunteers. The dedicated Volunteer Team at UoS plan to continue growing their volunteering activities by promoting their activities to first year students in welcome packs, social media and running regular volunteer fairs. SHU's Volunteering team will be promoting their work through their website, magazine and volunteer fairs.

Sheffield City Council is committed to enabling individuals and communities to have more of an influence, to get more involved and to have the responsibility and ownership for doing some of the things that need to happen in our city. This includes supporting student volunteering both within the Council and in the broader community.



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Chapter 8: Graduate Retention and the Economy

8. Graduate Retention and the Economy

The contribution that students make to Sheffield's economy is important not only during their time studying in the city, but also following their graduation. Our Economic Strategy (2013 – 20) states: 'The city's two universities are a source of competitive advantage for Sheffield city region's knowledge economy and are an integral part of the city's economic infrastructure.'

They contribute to the growth and competitiveness of the city through the creation and transfer of knowledge – producing world class research that attracts investment, leading edge scientific and technological development to drive innovation and quality graduates to bring fresh talent to the city's businesses'.

Student spending power is considerable and can influence local economies by dramatically increasing the range of retail and services on offer. A report commissioned by UoS in 2013 estimated that international students contribute £104.5 million in fees income to Sheffield based universities and spend a total of £187.2 million per year in the Sheffield economy. Furthermore, a 2012 Ekogen report estimated that a full time student in

Sheffield will spend an estimated £11,688 per year on living costs with further expenditure on leisure and non-essential goods.

Retaining university graduates within our city will help us to achieve the ambitions set out in our Economic Strategy of growing a skilled and productive workforce and increasing innovation in Sheffield's economy. Our focus in relation to students is on retention and utilisation of high level skills, both locally and from elsewhere. Information about student retention is limited but the Destination for Leavers in Higher Education survey can provide an indication of retention levels.

Of the employed graduates who responded to the survey in 2011/12, 19% of UoS students and 33% of ex Hallam students have taken their employment in Sheffield (6 months after graduation). Our ability to succeed in increasing student retention will depend on Sheffield developing a sufficient supply of suitable jobs for recent graduates and of graduate employment schemes in relevant sectors.

Our information indicates that only 18% of the City Region's small and medium

enterprises (SMEs) currently employ graduates, although these make up 95% of all businesses within Sheffield. There is a view amongst small businesses that students, though well educated, do not have as developed a business skill-set as other potential employees. We also found that SMEs do not have the structures in place to fully utilise graduates, contributing to a discrepancy between the skills on offer and the opportunities afforded to utilise them.

To address this we have developed the RISE pilot in partnership with local businesses and the universities. It has, amongst other measures, has created 30 graduate placements within Sheffield SMEs as part of our on-going commitment to address this discrepancy. In the future, we aim to establish the Sheffield City Region Skills and Employment Partnership and work with our SMEs to improve graduate utilisation in our SMEs.

Because both universities have an internationally respected reputation for research and specialist expertise in a number of fields, they are in a strong position to foster links with existing businesses to introduce fresh thinking.

One of the ways which they currently achieve this is through Knowledge Transfer Partnerships. Here skilled professionals and academics from the universities work in collaboration with local businesses to: develop new products, build new manufacturing processes, implement social policies and to find innovative solutions across a range of business areas including manufacturing and engineering, health care and low carbon. A large part of the work in these partnerships is carried out by recent graduates who may well find employment within the city as a result of this approach.

In addition to the city's job offer, graduates will be encouraged to stay on in Sheffield if their time in the city has been enjoyable and if they can access the homes and neighbourhoods of their choice. We know from our SHMA that many students planned to stay in Sheffield, at least in the short term.

Many expressed a desire to move within their existing neighbourhoods, though some also intended to move further north of the city centre, into neighbourhoods such as Hillsborough, Middlewood and Walkley Bank. Balanced and functioning housing markets will help provide more

choice for all of Sheffield's communities. In the future we will continue to identify opportunities to change the range of homes in neighbourhoods where the housing offer is limited and to ensure that we have the right mix of homes in the right places to support the city's existing communities and to attract and retain an appropriate level of skilled workers for Sheffield.

We will:

- Promote volunteering and positive student interaction, including exploring the potential to engage with the universities' volunteering teams.
- Work with both universities to promote positive behaviour and reduce conflict arising from noise.
- Work with the universities to promote sustainable travel and limit traffic congestion
- Work with South Yorkshire Police and the universities to educate students about safety and crime.
- We will work with the universities to ensure that the streets used by students moving in-between their neighbourhoods and campuses are safe and well-lit.

- Work with the universities and small and medium businesses to increase the number of graduate placements available.



SHEFFIELD CITY COUNCIL

Cabinet Report

Report of: Executive Director of Children, Young People & Families

Date: 15th January 2014

Subject: School Places in Sheffield: Consultation feedback

Author of Report: Joel Hardwick (ext 35476)

Summary: The report provides an update following consultation on providing additional school places in six areas of the city. It seeks permission to take the next steps in bringing forward proposals to increase places where necessary.

Reasons for Recommendations: Providing sufficient primary school places is a statutory duty of the Council. This will mean that Sheffield children reaching primary school age in 2014 and beyond will continue to have a school place in the area of the city in which they live.

Recommendations:

- (i) Approve the publication of statutory notices with regard to the proposed increases in places at Acres Hill (temporary), Greystones Primary, Hallam Primary and Wybourn Primary schools for September 2015. Cabinet would receive a further paper reporting on representations received and seeking a final decision in March/April 2014.
- (ii) Approve the publication of statutory notices on the proposals to bring together Tinsley Nursery Infant and Tinsley Junior Schools on the Tinsley Recreation Ground site to create a through school, through an increase to the age range of Tinsley Junior School and the closure of Tinsley Nursery Infant School. Cabinet would receive a further paper reporting on representations received and seeking a final decision in March/April 2014.
- (iii) Defer a final decision on additional places in the Firth Park area until a further review in autumn 2014.

Background Papers:

Category of Report: OPEN

Statutory and Council Policy Checklist

Financial Implications
YES Cleared by: Paul Schofield
Legal Implications
YES Cleared by: Nadine Wynter
Equality of Opportunity Implications
Cleared by:
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
NO
Area(s) affected
All
Relevant Cabinet Portfolio Leader
Cllr Jackie Drayton
Relevant Scrutiny and Policy Development Committee if decision called in
Children & Young People
Is the item a matter which is reserved for approval by the City Council?
NO
Press release
YES/NO

SCHOOL PLACES IN SHEFFIELD

1. SUMMARY

- 1.1 The report provides an update following consultation on providing additional primary school places. It seeks permission to take the next steps in bringing forward proposals to increase places in five areas of the city.

2. WHAT DOES THIS MEAN FOR SHEFFIELD PEOPLE

- 2.1 Providing sufficient school places is essential to the Council's focus on enabling children to have the best start, achieve their full potential and contribute to the success of the city. This programme is aimed at providing enough primary school places for all Sheffield children reaching primary school age in 2014 and beyond in the area of the city in which they live.
- 2.2 At the heart of the vision for increasing primary school places in Sheffield is the council's role in guaranteeing excellent education outcomes and equitable access for all.

3. OUTCOME AND SUSTAINABILITY

- 3.1 The outcome would be to provide enough primary school places in the right areas to meet demand in 2014 and beyond. This includes an assessment of whether the solution is sustainable in the long-term.

4. CONTEXT

- 4.1 Since 1977 birth rates in Sheffield have fluctuated, with a more recent peak of 6,805 in 1990/91, followed by a steady decline to 5549 in 2001/02. This downward trend was reversed in 2002/03 as Sheffield saw an increase in births, rising steadily to 6,602 in 2009/10, in some areas the increase in births rate is much higher than the City average. Recent data suggests the birth rate in Sheffield is, for the time being, sustained at this higher level. In addition to the population growth there has been a more recent rise in the number of pupils applying for places mid-year, after the normal point of entry. The local schools are usually full so this has led to an increase in children allocated to out of area schools and families with siblings split across different schools.
- 4.2 Over the last five years the Council has taken steps to address the growth in demand with the addition of over 2,500 places to the primary system to date, with approved plans for a further 1,000. All targeted at areas of the highest demand.

- 4.3 The Council approved the most recent of those proposals in November 2012 with a decision to create two new primary schools in the north east of Sheffield. Following a successful capital bid the Council is also in the process of commissioning a new 2-16 school in the Darnall/Attercliffe area. Overall, Sheffield is now operating in a tighter system as the reduced number of surplus places means reduced flexibility. This means that local population rises are more likely to require action to provide additional places.

5. RESPONSES TO CONSULTATION

- 5.1 In each area local discussions took place between October and December 2013. There were a wide variety of opportunities for local people to learn more about the issues and make comments through newsletters, discussions with parents and carers at the school gates, local drop-ins, and meetings with individual stakeholder groups. In each area a preferred solution was identified to allow for an informed discussion and opportunities to input alternative options were offered. **Appendix A** lists all events per area and gives a fuller account of the consultation responses, in addition copies of all responses received have been made available in the members' library.

Wybourn

- 5.2 Our starting point was that an additional 15 places per year are needed to answer the increased demand from within the Wybourn Primary catchment. The preferred option for discussion was therefore an increase to Wybourn Primary from 45 to 60 places per year.
- 5.3 Most people who responded understood and agreed with the overall proposal to provide additional places at the school. Many responses on the school gates and drop-ins agreed that if the local population is growing it makes sense to increase the number of places available at the local school. The one area of concern that was common to a number of responses was the impact on class sizes. At the moment the school is able to organise so that classes are below the normal size of 30. Some respondents felt that this was an important part of the school's current success. Taking 60 children in each year group is likely to mean the school organises on the basis of two classes per year with 30 children each. This means class sizes would increase, but would not go above 30 which is the norm for most schools. Some responses, including from some staff, proposed building extra classrooms in order to allow for the smaller classes to continue.
- 5.4 The school currently manages to organise on smaller classes within the resources for 315 children (7 year groups of 45). The extra 105 children (7 year groups of 60 = 420 pupils) would bring extra funding into the school. It would be for the school leadership to decide how this is spent, but we would anticipate that whilst class sizes may

increase, there would be an increase in staffing levels to match this that should ensure the school is able to continue offering the current level of support to each individual child. No alternative proposals were put forward during the process as respondents were generally supportive of the principle of providing the additional places locally.

Greystones

- 5.5 Greystones Primary has had a temporary increase with four out of the last five intakes being 90 places, compared to the historic norm of 60. The additional demand is now well established so our starting point was that 30 permanent additional places per year are needed to answer the increased demand from within the Greystones Primary catchment. The preferred option for discussion was therefore to permanently increase Greystones Primary from 60 to 90 places per year.
- 5.6 The majority of responses focussed on concerns about increasing the number of pupils and the size of the buildings on the site. This was familiar from the consultation on the temporary expansion. Some responses, particularly those from families with pre-school aged children, were positive about the proposal and the principle of increasing places within the catchment of population growth. There was a concern from some about the overall size of the school meaning that pupils could feel lost or not get the individual support they would currently. A further concern was about the practical aspects of increased buildings meaning that playspace could reduce, dining space may not be adequate, and other general spaces would be increasingly tight, and that ultimately this could have a negative impact on teaching and learning.
- 5.7 Some parents, whilst raising concerns, acknowledged that their children had continued to thrive since the temporary increase that means that four out of seven year groups are already at 90. We do not believe that teaching and learning have been adversely affected by the current additional pupils and that a permanent solution could offer a better overall environment that would minimise the impact on playspace. Some parents offered practical suggestions for how this might be managed, such as softening the outdoor space with planting and considering the use of the space currently occupied by the pre-school. Such suggestions would be considered at the next stage of design if going ahead.
- 5.8 The main alternatives that came forward during the process were to build a new school elsewhere within the local area or to expand the Ecclesall schools. Most people who put this forward understood that the Council were not in a position to afford to purchase a new site in the area and do not own a suitable local site. The only Council-owned site mentioned was the Bannerdale site. This is not within the immediate area of population growth, which is centred around Greystones Primary School. The Ecclesall Junior site is a small site

and already offers 90 places per year.

Crosspool

- 5.9 Our starting point was that an additional 30 places per year are needed to answer the increased demand from the Lydgate Infant/Junior and Hallam Primary catchment areas. The preferred option for discussion was therefore an increase to Hallam Primary from 60 to 90 places per year.
- 5.10 The response from parents was largely positive. Some parents were keen to ensure their younger children would be able to access a local school place so were supportive of the proposal. There were also positive responses about the potential improvements to the building. Some parents, and a number of local residents, had concerns over the current and future traffic issues at the start and end of the school day as well as the preservation of community green space. In terms of the traffic, the site has two main access points off neighbouring residential roads. It was felt that this is an existing issue with too many cars on small residential roads and that extra pupils would increase the problem. Some residents suggested parking restrictions could be one measure to ease this issue, along with any measures that might help encourage pupils to walk to school. The overall tone of consultation responses were supportive of the proposal but keen to ensure it was done sympathetically to pupils and local residents alike.
- 5.11 Most respondents understood the need for places and the concerns raised were not in objection to the principle of expansion, nor did alternative options come forward during the process. Those that did ask about alternatives understood the lack of available, Council-owned sites in the area and that the neighbouring Lydgate schools would not offer a better option.

Tinsley

- 5.12 Our starting point was that 90 places per year are needed to answer the increased demand from within the Tinsley area. The preferred option for discussion was to replace the existing Nursery Infant and Junior schools with a new 'through' primary school offering 90 places per year. The preferred site option stated was to expand the Tinsley Green building on Tinsley Recreation Ground.
- 5.13 Overall responses were very supportive of the principle of a new 90-place primary school for Tinsley. This came through in responses from parents and other local residents. Some parents, and a majority of the local residents that responded, had concerns over the use of Tinsley Recreation Ground. [This included a petition against using the Recreation Ground with 327 signatures.](#) The main concern was around losing this local amenity that is seen as a key green space for the local community. Most people understood that the site options were limited. One part of the discussion locally was around the Junior school site being turned to community green space should open green

space be lost on Tinsley Green. Some respondents noted that the air and noise pollution issues faced by the school would also apply to open green space. Some responses, mainly from local residents, stated a preference for using the Junior school site for the new school as a way of retaining Tinsley Green. Traffic was raised by some as another issue and there would need to be some consideration of the access points to a new school, were it to go ahead on the proposed site, to consider the impact of traffic on Norborough Road.

- 5.14 The key concern in the area was around the use of Tinsley Recreational Ground. Plans were discussed and developed through the consultation process in order to show the extent of the community green space that could remain alongside a school. There would be further work to do in this area to both develop a creative design for the new school that protects as much as possible the green space fully and maximises the use of shared school/community play areas and open space. Any future plans need to reassure members of the local community who feared that the new school would mean the entire park would be fenced off for a school, and to learn from the way the new Sharrow Primary School was built on the existing park. The alternative option of using the Junior site, whilst feasible from a building perspective, does not address the noise and air pollution issues of school sites next to the motorway. The Junior site would be returned to open green space, but the impact of noise and air pollution would not be equal to the current issues for pupils and staff at schools who are on the site for the entire school week.

Acres Hill

- 5.15 Due to population growth in the Darnall/Attercliffe area a new primary and secondary 2-16 school is to open in September 2015. In order to support access to local places in the meantime, parents and residents around Acres Hill Primary school were consulted on a temporary increase in places. The school has already taken an additional class into Reception in both the 2012/13 and 2013/14 school years (current reception and Y1 year groups). This has allowed more of the younger children in the area to go to school locally. An increase in applications into upper year groups locally means we now need to consider the possibility of making extra places available in upper year groups, from Year 2 to Year 5.
- 5.16 The overall response to consultation in this area was concern about the potential impact on the school and local roads. The concerns were raised by parents and carers at the school gate discussions and from a small number of people who attended the drop-ins. There was a general issue raised around the current traffic issues and the safety of pedestrians, particularly at pick up and drop off times. A number of parents were also worried about the potential impact on the existing pupils, for example if resources were stretched or diverted to the new pupils. A key concern for some parents was the perception that additional pupils would have low levels of English and this would divert

support and attention away from current pupils. The school has recently been inspected by Ofsted and was judged as requiring improvement. Some parents raised this as evidence that the school would not be able to manage the impact of the new pupils.

- 5.17 A small number of parents did accept the need for additional places and were reassured that the proposal at Acres Hill is a temporary solution in advance of the new school that is due to open in September 2015.

Firth Park

- 5.18 Population growth suggested additional primary school places may be needed in this area to meet local demand. The starting point for discussion was to provide extra places through a new primary school offering 30 places per year.

- 5.19 Most comments received supported the idea of a new school. The response from parents and the local community was generally low in Firth Park and very few responses were received from families other than those connected to Hucklow Primary or its catchment. Responses did not form any general themes, often being particular to the individual's circumstances. Those that did attend drop-ins had often been able to access a local school place although almost all saw a benefit in increasing the choice by adding a new school. The issues raised therefore often appeared to be more to do with the choices available to families and issues at the local schools rather than an overall lack of places due to population growth.

- 5.20 Those respondents that did see a need for more places relating to population growth were generally from the Hucklow catchment. Some mentioned the perception that it was harder for other families to get a local place, the difficulty in accessing nursery provision, and the increase in numbers in the Page Hall area. A number of questions and comments raised other subjects, for example individual issues at the local schools, the perception of a changing local population, provision for children with special needs, and nursery places.

6. RESPONSES TO ISSUES RAISED & NEXT STEPS

- 6.1 The following section describes the next steps proposed in each area.

Expansion Proposals (Wybourn, Greystones, Crosspool)

- 6.2 The overall response was supportive of the principle of providing additional school places. Concerns were raised in each area during consultation, although the majority of issues raised were around the practical arrangements and building works and these would need to be considered fully through the design process. Were a decision to proceed taken at the next stage, traffic and highways issues would also need to receive further consideration. This is particularly

important in the proposal relating to Hallam Primary School where the response from local residents strongly advocated action to alleviate their problems. These issues would also be picked up formally through the planning application process.

- 6.3 We believe that in each case there remains scope to alleviate the pertinent issues through the design process and, in the case of highways/traffic issues, through further consultation during the planning process. The next step therefore would be to publish legal notices stating details of each of the final proposals. Notices would be published at the individual school gates and in the local area. Publication triggers a 4-week period for the public to make written representations on the final proposal. Any representations received would then be reported back to inform a final decision by Cabinet (expected in March/April 2014).

Tinsley

- 6.4 There remains work to be done to address the main concerns around the proposed site. We need to develop a creative design for the school that uses as little of the open space as possible and maximizes the use of “shared” play space and facilities. The overall vision of a new school for Tinsley did gain widespread support. Further work to address the concerns will be continued during the next phase, prior to a final decision, and throughout the design process in order to realize that overall vision.
- 6.5 During the consultation period a Health Impact Assessment was commissioned to consider the potential impact of moving the schools to the Recreation Ground site. The findings were clear on the two key issues of air and noise pollution. The report states that, “the proposed new site is likely to experience a reduction in noise levels of up to 10dB, a subjective halving of current noise levels” and further, “it is likely that children attending the new school site will be exposed to lower levels of air pollution than children attending the current schools”. The Cabinet Member wrote to the Transport Minister to ask for support for the new school, creating noise and green barriers next to the motorway and to ensure local needs and issues are understood particularly in relation to any changes around the motorway.
- 6.6 Given the overall support for a new larger replacement school, the findings of the Health Impact Assessment, the recent Air Quality Monitoring of Nitrogen Dioxide for November 2013 (Appendix B) and the lack of viable alternative sites the recommendation is to proceed with the proposal on the Tinsley Recreation Ground site. The next steps in the legal process would be to publish proposals to create one new through primary school for Tinsley through an increase to the age range of Tinsley Junior School and the closure of Tinsley Nursery Infant School. The publication of proposals signals the start of a six-week period for written representations. Any representations received would then be reported back to inform a final decision by Cabinet

(expected in March/April 2014).

Acres Hill

6.7 The issue around traffic is currently being picked up and assessed through the planning permission process. The outcome of this, including whether any mitigating action is required, would be known and reported to Cabinet prior to the final decision. The confidence in the school to retain and continue improving teaching and learning is already being addressed. The school has drawn up a clear and effective action plan to address the issues raised by Ofsted and further to plan effectively for an increase in pupils. The Local Authority has supported this work through a number of measures. This has included the appointment of additional governors, support around individual elements of the action plan, brokering school-to-school support such as staff mentoring, and termly review meetings with the Local Authority. The school has also started working with the Tinsley schools to develop and learn from best practice around supporting a new intake, training has taken place on meeting the needs of bilingual learners, and the school is planning workshops for parents to help them understand and support the school's work.

6.8 The need for places remains if we are to offer local primary school places to children in this area ahead of the new school opening in 2015. There is confidence in the school leadership to manage the scale of the proposal and any requirements from the planning permission process around highways would be picked up following that process. A further update on both of these key issues would form part of the decision-making process at the next stage and therefore the recommendation is to proceed with the proposal.

Firth Park

6.9 The consultation response in Firth Park was very mixed. Although there was support for a new school, particularly from the Hucklow area, the responses did not indicate a major issue with families accessing local school places in the remainder of the area. Where population growth was raised this appeared to be towards the south around Hucklow and towards Fir Vale. The conclusion from consultation is that the number of school places in Firth Park remains tight and there is a link and crossover with the places shortage in Fir Vale, highlighted by the responses from Hucklow catchment families.

6.10 The new primary school is due to open in Fir Vale in September 2014. The new school will open with 60 Reception places and 15-30 places per year across upper year groups. Places in upper year groups could be increased to the full capacity of 60 per year if the demand is there from opening. The current proposal around admissions arrangements would be for the southern part of the Hucklow catchment to form part of the catchment for the new school. The recommendation therefore is that, whilst additional places in Firth Park are likely to be advisable, this should be reviewed in Autumn 2014 once the impact of the new

school in Fir Vale can be properly judged. A new school would therefore be delayed for opening in 2016 should the decision be taken to proceed following the review.

7. IMPLICATIONS

Legal

- 7.1 Local Authorities have a duty under section 14 of the Education Act 1996 to secure sufficient primary schools are available for their area. The proposals to reorganise school provision to meet this requirement, such as expansion, are governed by the procedures set out in the Education and Inspections Act 2006 and the School Organisation (Prescribed Alterations to Maintained Schools) (England) Regulations 2007, as amended. New school proposals are governed by the Education and Inspections Act 2006 as amended by the Education Act 2011 and the Academies Act 2010. The Council also has a duty to have regard to the statutory guidance.

Financial Implications

- 7.2 Capital: The Council receives an annual capital allocation from central government to provide school places known as 'Basic Need'. Most recently Sheffield has been allocated £13.2m to cover 2013/14 and 2014/15. The schemes described in this report would be funded as follows:

2013/14 / 2014/15

	Estimated Cost (000s)	CYPF Capital (000s)	TBN ¹ (000s)	S106 ² (000s)
Greystones	£2,500	£2,500		
Hallam	£1,400	£1,400		
Wybourn	£600	£450		£150
Acres Hill	£485	£485		
Tinsley	£6,500	£4,800	£1,700	
<i>Firth Park</i>	<i>£2,500</i>	<i>£2,500</i>		

¹ S106: a contribution towards local infrastructure from developers of new housing as a condition of planning permission

² Targeted Basic Need programme: as a result of a successful bid from the Council to this central government funding stream to support the increase of places in Tinsley

- 7.3 The latest school population projections, and consultation feedback, show a need to build 1 new school, with a possibility to add a second at Firth Park subject to review, and capacity extensions at 4 other schools. The estimated cost of this work is just under £14m.
- 7.4 The Council is already committed to a substantial programme of capital spending in schools. Assuming that current central government funding is not reduced, the Council can only balance the programme by delivering the forecast savings of £1.5m against the

Approved Budget and a small saving of less than £0.1m on the maintenance programme. This is a very difficult workload to predict because of the reactive nature of the work (e.g. responding to boiler breakdowns).

- 7.5 Although the programme would be balanced, the spend would need to take place ahead of receiving the grant. The maximum exposure the Council would be faced with is £6.9m in 2014/15. This is described in the table below, which includes the figures outlined above as well as all other capital spending in schools:

	2013/14 £k	2014/15	2015/16
b/fwd		(8,709)	6,910
Expenditure		39,407	5,152
Funding		(23,788)	(12,000)
Cumulative Exposure/ (surplus)	(8,709)	6,910	62

- 7.6 In making the above projections there are a number of risks and assumptions:

- The additional capacity can be built at the estimated cost;
- The Basic Need Formula Funding remains unchanged;
- The Basic Need Grant is £7m (broadly similar to today's level of £6.6m).
- The Capital Maintenance Grant is £5m (broadly similar to today's level of £5.1m)

- 7.7 In the event that the above assumptions were proved untrue and the risk did materialise, the Council would have to seek alternative funding by prioritising other capital expenditure or diverting other income streams.

Equality of Opportunity

- 7.8 The overall aim of this programme is to ensure that access to quality primary school provision is available to all children of primary school age across Sheffield.

Environmental & Sustainability

- 7.9 Providing additional local school places will increase the number of families who are able to go to their local school. This will reduce the number of longer journeys and should therefore increase the number of pupils who are able to travel to school in a sustainable way.

8. ALTERNATIVE OPTIONS CONSIDERED

- 8.1 The consultation process allowed for alternative proposals to come

forward. These are described in section five under the consultation responses for each area.

9. REASONS FOR RECOMMENDATIONS

- 9.1 Providing sufficient primary school places is a statutory duty of the Council. This will mean that Sheffield children reaching primary school age in 2014 and beyond will continue to have a school place in the area of the city in which they live.

10. RECOMMENDATIONS

- 10.1 Cabinet are requested to:
- (i) Approve the publication of statutory notices with regard to the proposed increases in places at Acres Hill (temporary), Greystones Primary, Hallam Primary and Wybourn Primary schools for September 2015. Cabinet would receive a further paper reporting on representations received and seeking a final decision in March 2014.
 - (ii) Approve the publication of statutory notices on the proposals to bring together Tinsley Nursery Infant and Tinsley Junior Schools on the Tinsley Recreation Ground site to create a through school, through an increase to the age range of Tinsley Junior School and the closure of Tinsley Nursery Infant School. Cabinet would receive a further paper reporting on representations received and seeking a final decision in March/April 2014.
 - (iii) Defer a final decision on additional places in the Firth Park area until a further review in autumn 2014.

APPENDIX A: CONSULTATION PROCESS & RESPONSES

In all areas newsletters were distributed through the local schools and in local venues. The newsletters described the issues, the context, the preferred options, and all routes for feedback including the timings of local consultation events. This included email and postal addresses for responses.

The individual events are listed under each area in this section. The school gates meetings involved two or more officers on the school gates talking to parents and carers as they dropped children off at the school and noting down comments and questions. The drop-ins were chances for stakeholders to call in and talk one-to-one or in small groups with officers. Schools local to each area had a session with pupils usually through the school council, were offered a session with the Governing Body, and letters were distributed to local Councillors, MPs, trade unions and other stakeholders.

A representative sample of points raised is included under each project area. The issues raised are direct quotes taken from conversations, emails, and letters.

WYBOURN

Meetings/events:

- Wybourn Primary School Gates (19th November from 2:45pm)
- Wybourn Primary Drop-in (23rd October 3:00 to 6:00pm)
- Wybourn Primary Drop-in (21st November 9:00 to 10:00am)
- Wybourn Primary Staff (19th November)
- Wybourn School Pupil Council (21st November)
- Wybourn Primary Governors (26th November)

In response to further discussions with the school leadership a consultation update newsletter was sent to parents at the mid-point in the consultation. This re-advertised the remaining consultation activities, updated on the response so far, and clarified an issue particular to Wybourn around the impact on class sizes.

Although there were some individual responses, there were broadly two themes during consultation, summarised as follows:

- Support for the proposal and the premise of providing good local school places
- Concern about the impact on class sizes and to a lesser extent the practical impact of the proposal on spaces within the school

The overall tone of responses was positive. Many parents on the school gates thought it was a good idea, were happy with the school at the moment, and had few, if any, concerns over the proposal. The Wybourn Primary governing body, school council, and staff all raised questions about the practical aspects such as dining, the size of spaces, and the current organisation into smaller classes.

Representative quotes from consultation:

- So long as there are extra resources and staff it sounds fine
- Seen the newsletter, looks fine, no problem
- I think the current smaller class sizes work and I would want to see these maintained.
- Any expansion should be done in a way which does not affect community space and break out space, including space for adult learning.
- Having more children at the school would be a good idea because it would give more people the opportunity to learn and we would have more choice of friends.
- There are too many pupils in a year group at the moment and the number of pupils at the school means it is difficult for all of them to get fed and through lunchtimes.
- Class sizes are the main concern and some children have challenging behaviour that can take up all the teacher's time
- So long as class sizes are kept below 30, I know classes have classroom assistants and such like so it shouldn't be a problem
- Better to get children in locally than make them travel

GREYSTONES

Meetings/events:

- Greystones Primary School Gates (24th October from 8:30am)
- Greystones Primary Drop-in (7th November 3:00 to 5:00pm)
- Greystones Primary Drop-in (21st November 6:00 to 7:30pm)
- Greystones Primary Governors (18th November)
- Greystones Primary Staff (21st November)
- Hunters Bar Junior Governors (14th November)

Although there were many individual responses, there were broadly three themes during consultation, summarised as follows:

- Concern about the practical aspects and how these must be addressed through the building
- Support for the proposal, mainly from families with younger children
- Opposition to the proposal on the basis of school size and the site

The school currently has a temporary increase in place with four year groups out of seven offering 90 places (the size proposed through this process). The previous consultation process around the temporary increase brought out a number of issues around the site and space. These issues were brought forward again. Some parents thought the extra children had been managed well by the school and this seemed to give more confidence in the proposal to make the increase permanent. Other parents felt the extra pupils had caused issues and were therefore concerned about the proposal to increase permanently. Governors at Greystones were very keen to get further details around the site plans and impact on space. They welcomed the initial work on this area. They also raised concerns

that Greystones was the only option under consideration and asked whether options around neighbouring schools had been considered fully.

Representative quotes from consultation:

- My concerns are the same as last time – space, both indoor and outdoor. The school is already too big, the sheer number will have an impact on children and may effect teaching and learning
- Enhancements to the playground, providing green areas and not just concrete could help to make it work
- We would definitely be in favour of the proposal to expand the Greystones school reception intake
- I am not convinced that options for alternative sites are limited; Ecclesall for example has lots of space
- Space, both indoor and outdoor is very limited and I would be concerned this will impact on pupils' experiences, particularly at play time and lunchtime.
- If expansion goes ahead I am concerned that there needs to also be investment to improve the existing provision. Worried about limited space. However expansion would benefit me in 2015 as I have now moved out of catchment and a younger sibling will be of reception age in 2015.
- There is increased pressure on teachers accommodating three forms of entry. There is no green space at the school. Children are already having staggered playtime and lunchtime.
- Greystones is already a large primary school. The staff and management do a marvellous job of keeping the school feeling small but it does seem as if this has been stretched to the limit
- There has been a continual aversion from the LA to look at the possibility of re-drawing catchment areas or of providing a new through school at the Ecclesall Infant site and although there has been some discussion in our meetings about this I do not feel that I have ever heard a convincing argument for why it is an impossibility.

CROSSPOOL

Meetings/events:

- Hallam Primary School Gates (6th November from 8:30am)
- Hallam Primary Drop-in (11th November 2:30 to 4:30pm)
- Hallam Primary Drop-in (20th November 6:00 to 7:30pm)
- Hallam Primary Staff (20th November)
- Tipton Family of Schools Meeting (29th November)
- St Thomas Crookes Pre-School (4th December 9:00 and 12:00)

In response to concerns raised early in the process, a letter was sent to residents neighbouring the Hallam Primary site to ensure they were invited to contribute. There was also an issue raised at one of the local pre-schools and additional drop-ins were arranged to talk to these parents.

Although there were a number of individual responses, there were broadly three themes during consultation. These can be summarised as follows:

- Parents seeking reassurances on practical aspects such as the impact on the building, how it could be improved, the potential benefits, disruption during the building period, impact on greenspace.
- Local residents, not generally objecting to the need for places at the school, but very concerned about the current traffic, parking and safety issues and the potential for these to increase with an increase in pupil numbers.
- Parents supportive of the proposal and the need to get extra places in local schools.

The main ideas or suggestions that came through in responses were around the traffic and parking concerns. These included encouraging pupils to walk to school, consideration of parking restrictions on some surrounding roads, a crossing patrol on Sandygate Road, re-opening a gate at the bottom of the site, signage around a voluntary one-way system at start/end of school day, and a number of responses requested the layby on Redmires Road be enhanced to create a drop-off/collection point. There were also requests that consultation with local residents is included in any further developments around the traffic, any impact on the public footpath, and the green space. Some of the local school Governing Bodies responded to consultation. Broomhill were concerned about the transfer arrangements into Year 3 locally and whether this would mean their children could no longer transfer into Year 3 at Hallam. Nether Green Infants thought the option of increasing places at the Nether Green schools should have been given more consideration as part of the consultation.

Representative quotes from consultation:

- My principal concern regarding any further expansion of the school is in regards to the already difficult traffic situation pertaining twice per day as parents arrive and depart with their children.
- I am writing to register my approval for Hallam Primary places to be increased. I currently have a daughter in Year 1 at Hallam Primary as we were unable to get into Lydgate Primary School and I am extremely happy with the education she is receiving.
- Dining provision is not big enough for the increased numbers
- Some days we are at gridlock already and there are some dangerous practices in existence.
- It's a good idea, we need to meet the need locally.
- Some park and leave their cars either partly or fully blocking access to our drives. Selfishness appears to be the order of the day. Our fear is that, if your proposal is accepted, and the project goes ahead, this problem will become many times worse. It is manifestly unfair that we should have to put up with this serious nuisance.
- The school grounds may be large enough to cope with the expansion, but the local area cannot cope with the extra traffic and parking.
- I've a general concern about the management of the building works during construction.
- If the population is growing locally then it's inevitable that the school should be expanded.
- We already have problems with parking, increase in traffic during the school runs, noise and litter, so as you can appreciate that it is a concern that you are proposing to increase these problems.

- The learning environment needs to be maintained during the building works. The impact on children needs to be minimised.
- I'm in favour of the overall proposal as have a sibling who will join the school in 2015.
- As prospective parents ourselves, we think young, primary school age children should attend a school where pupils are known individually, without being intimidated by large numbers of older pupils, and have a sense of community. We do not agree that enlarging the existing school will enable this to be done, but believe it better for new, smaller schools to be created to enable children to have a better, more personal education.
- Parking has always been a problem as it is with most schools and I don't think residents have any problem with this as we chose to live here and obviously like the area very much. However for a variety of reasons this has become a very serious problem over the last two or three years.

TINSLEY

Meetings/events:

- Tinsley Forum Meeting – item on the agenda (22nd October 7.00pm)
- Tinsley Nursery Infant School Gates (22nd October from 2:30pm)
- Tinsley Junior School Gates (23rd October from 2:30pm)
- Tinsley Nursery Infant Drop-in (5th November 2:30 to 4:00pm)
- Tinsley Junior Drop-in (6th November 2:30 to 4:00pm)
- Tinsley Green Centre Drop-in (13th November 3:30 to 5:00pm)
- Tinsley Library Drop-in (20th November 1:30 to 3:00pm)
- Tinsley Nursery Infant Staff (22nd October)
- Tinsley Junior Staff (23rd October)
- Tinsley Nursery Infant & Juniors School Pupil Councils (8th November)
- Tinsley Nursery Infant Governors (12th November)
- Tinsley Junior Governors (14th November)

In response to some of the matters raised around the sites, a letter was sent to residents neighbouring Tinsley Recreation Ground to ensure they understood the proposal and were invited to contribute.

Approximately 50-60 people attended the Tinsley Forum meeting, 50-60 parents/carers commented at the school gates, 30-35 people responded through the drop-ins or by phone/letter/email, and a petition was received opposing the use of the site containing 327 signatures. Although there were a number of individual responses, there were broadly two themes during consultation, summarised as follows:

- Support for the idea of a single local primary school with extra places
- Concerns over the proposal to use Tinsley Recreation Ground, with some opposition.

Of those that had concerns over the site, some put forward a preference for using the Junior School site. There was some discussion about how much of the Recreation Ground would be needed and further indicative site drawings were shared at the meetings and posted to

residents neighbouring the Recreation Ground. Some of the respondents that engaged with these drawings were positive about the potential to minimise the amount of space that would be lost although there were issues around how this would work that would need further engagement locally if the option is pursued. Some people asked about local services and whether these could be included in the new school. One idea was to include a community library service. The Governing Bodies of both local schools responded positively to the overall proposal.

Representative quotes from consultation:

- I strongly object. Where will children play if not in the park? They could end up on the streets. I went to school on those sites and it was fine.
- I think the proposed site is safer and because of this agree with the re-location.
- I wish to object about the proposal of building a new school on the recreation park. Personally I would prefer it to be built next to the junior school as I believe it will take up more of the park than you envisage.
- I'm 50:50, I like the idea of moving the school and think it is really important to keep the school in the centre of Tinsley but I would be concerned about losing space in the park.
- You want to build a school in the park and attract more pollution from cars in the access of over 200, 300 cars in and around the local park on a daily basis, and not to mention the already there, Tinsley green.
- Good idea but some concerns about using the park as a site.
- The current buildings don't have much to offer, a new bigger school will be much better.
- I understand that city council has the duties to provide new school for growing population of Tinsley. This is hugely important for our children's futures. But of equal importance the Park has had a strong influence on the families and children of Tinsley and should be kept as is
- The nursery centre (Tinsley Green) is a good site, away from the traffic and the buildings are nice.
- It frustrates one, to think you have plans to build a school in the park at whatever cost. You use the motorway as an excuse for the people and children being exposed to pollution. This petty excuse of yours was not apparent over 40 years ago or 10 years ago. A park loved by young and old is a symbol of the community and enjoyed as a green space for society.
- I'd like to oppose the proposal. It's taking away the park space and you could use the current school sites. St Lawrence Road is already used as a rat run. The traffic and noise will increase.
- I support in principle the new school plans for the Tinsley Green site, as clearly the best option within the significant constraints we are faced with. We need to do what is right for the children as they are the future of Tinsley
- It's a bad idea, I don't want to lose the park. The park is used by local women for walking and as a meeting place.
- We still need the park.
- I am opposed to the proposal for the new Tinsley primary school to be located at Tinsley Green. I am a local resident and believe that a considerable amount of traffic and pollution will be created.

- Great plan. I have a child at the Junior school as well and it will be much easier to collect from one site.
- Any new school should be built on the current Junior School site.
- This is a good idea and definitely needed.
- It's a good idea, we want the school at Tinsley green because it's closer than the Junior and Infant sites. We also still want our park.

ACRES HILL

Meetings/events:

- Acres Hill Governing Body (21st November)
- Acres Hill School Gates (9th December from 8:15am)
- Acres Hill Drop-in (10th December 6:30 to 7:30pm)
- Acres Hill Drop-in (11th December 2:30 to 3:30pm)
- Acres Hill School Gates (16th December from 2:45pm)

There were two very clear themes in responses to consultation, summarised as follows:

- Concern about the impact on traffic, highways, and safety
- Concern about the impact on current pupils

Representative quotes from consultation:

- Traffic and parking at the school are already an issues and it can be dangerous at the start and end of the school day. The situation is made worse because the road the school is situated on is the only access on or off the estate and this becomes congested at rush hour.
- Not in favour – this proposal will spoil the small school feeling of Acres Hill. It has always been a local community school serving the estate.
- No one locally is in favour of the proposal but they won't speak up. Residents feel they have been ignored and kept in the dark – they do not believe the council will listen even if they object.
- If there are more children in the school the Headteacher won't know them all by name – they will become just faces instead of part of the school community.
- Children already in the school have been crammed into spaces which are not really appropriate – like the IT suite and library.
- Happy for this to go ahead as long as traffic and parking issues are sorted out. Morning rush is awful and dangerous for children who do walk to school.
- I'm concerned about the quality of learning. How will the teachers focus on the English speaking children when they need to spend a large proportion of their time working with pupils who don't understand English?
- I can understand why you are proposing this, it just needs to be properly resourced and class sizes should not get any bigger.
- I feel this expansion would be a negative thing as I feel it may affect the schools ability to deliver an effective Gifted and Talented programme.

- A temporary expansion would feel permanent for my grandson as it would be in place throughout the whole of his school career.
- Ofsted said this school was 'Good' in 2011 but it has now been downgraded to 'Requires Improvement' in all areas except behaviour.
- The school's Ofsted is not very good. If the school expands the accommodation and staffing needs need to be resolved before the new children arrive.
- These proposals will affect younger pupils more and I don't think they should go ahead.

FIRTH PARK

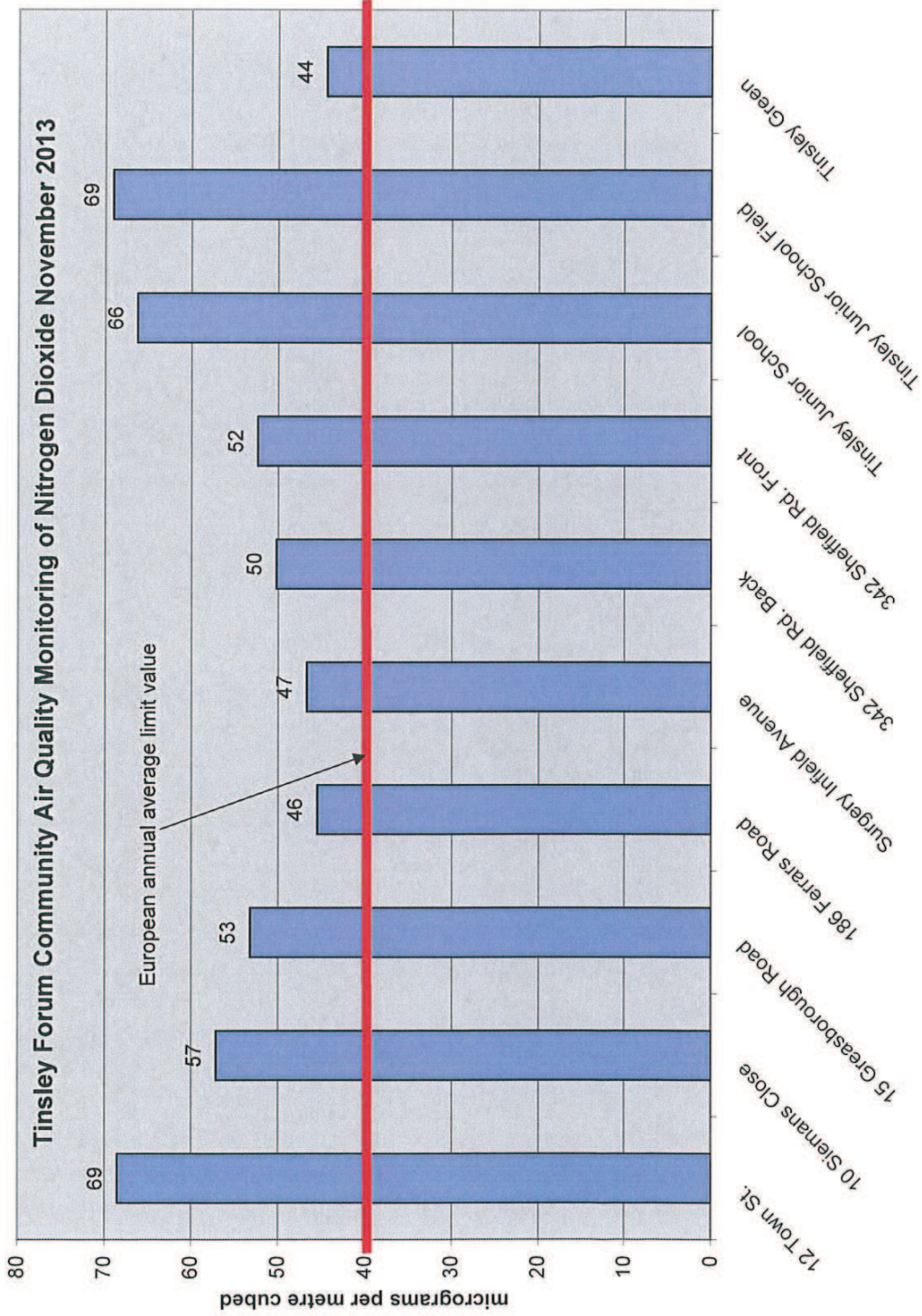
Meetings/events:

- Firth Park Library Drop-in (2nd December 9:30 to 11:00)
- First Start Children's Centre Drop-in (5th December 2:30 to 4:00)
- Firth Park Fair Access Panel – schools meeting agenda item (13th December)

Newsletters went out to every family across all the local primary schools and comments boxes were left in the library and First Start centre. The responses were largely individual and did not fit into any clear themes as the consultation progressed. The views collected at the drop-in sessions, particularly the one at First Start, were from Hucklow catchment families who supportive of the idea of a new school as they were aware places are tight at Hucklow Primary.

Representative quotes from consultation:

- There is pressure at Hucklow (which is the most 'local' school for families here). The new school at Skinnerthorpe Road may alleviate the pressure but the sense is there is a need for new provision at this end of the Firth Park area.
- I think another primary school is needed. I have been in the situation of having children at two different primary schools and found this difficult.
- Potentially [there is a need], I am aware that the local schools seem to be full
- The key focus is around Page Hall/Fir Vale, where there are a very large number of Eastern Europeans, who seem to have very large families. This is having an impact on the needs of the indigenous population.
- I would not want to see an expansion at an existing school. I think the schools in this area are already at capacity.
- Nursery provision is also needed. You need to provide this all in one space.





SHEFFIELD CITY COUNCIL Cabinet Report

Report of: **Richard Webb**
Executive Director, Communities

Date: **15 January 2014**

Subject: Designating an area of Page Hall for a Selective Licensing Scheme

Authors of Report: Michelle Slater Telephone 273 4214
John Corris Telephone 273 4680

Summary

The Page Hall area of Sheffield is undergoing rapid change as a result of significant and sustained inward migration. The majority of the newer residents in the area are Roma Slovak.

The scale and pace of the change, and the cultural differences between the newer residents and the established community, are causing community tensions and putting pressure on local services.

Members of the community and a range of public, private, and voluntary organisations are working together to reduce the negative impacts of the change on local residents (established and new) – but more needs to be done.

This report describes the impact that more responsibly managed private rented housing could make to the quality of life of both established and newer residents in Page Hall. The report proposes that a Selective Licensing scheme be introduced in the area to help achieve this.

The Selective Licensing scheme would apply to a defined geographical area of Page Hall, which is detailed later in this report. The area would include around 350 private rented properties. The scheme would run alongside a voluntary registration scheme which is the subject of an additional report to Cabinet.

A Selective Licensing scheme basically gives the Council more teeth to tackle the irresponsible management of private rental properties, which is contributing to the issues in Page Hall. The scheme would include support for landlords and tenants.

The overall aims of the proposal are to:

- **Improve the standard of private rented housing.** Increases in standards will result directly from enforcement action taken on specific properties, and landlords proactively improving their properties and tenancy management to comply with the new scheme
- **Break the cycle of low demand,** which sees house prices fall as the area is considered less desirable, established residents selling-up (or dealing with the stress of falling / negative equity), more houses being let irresponsibly, making the area less desirable, and so the cycle repeats
- **Reduce anti-social behaviour** - due to both the quicker identification and tackling of overcrowded, noisy and un-sanitary properties; and, increased support and advice for landlords, tenants and local residents

The Council has successfully bid for £145,000 of Government 'rogue landlord' funding to help support enforcement of the scheme. We are confident that a targeted approach of Selective Licensing, Voluntary registration and strengthened enforcement measures will result in positive and long term improvements in Page Hall.

Overall, we believe that the scheme would make a significant contribution to the general regeneration of the area in collaboration with other council departments, partner agencies and the voluntary sector.

The proposal has been through a comprehensive consultation process with residents, landlords and other stakeholders, which was approved by an Individual Cabinet Member decision report of 26 June 2013. This report, which is available on the [Council's website](#)¹, recommended that the Council:

- a) **Consult on the introduction of a Selective Licensing scheme in a designated area of Page Hall.** A Selective Licensing scheme imposes a legal requirement for all landlords in a designated area to register as a landlord, apply for a licence for each property they rent out in the area, and comply with various licence conditions. Selective Licensing would give the Council more teeth to tackle irresponsible letting of properties

REASONS FOR RECOMMENDATIONS

There is a high demand for private rented accommodation in Page Hall from new arrivals. This has led to some landlords letting their properties irresponsibly - e.g. not carrying out adequate tenancy management to support new arrivals to use local facilities appropriately and understand local cultural norms. We believe that better tenancy management support would help to tackle the related issues of anti-social behaviour and low housing demand, and, most importantly, improve the lives of local residents.

¹ <https://www.sheffield.gov.uk/in-your-area/housing-services/private-sector-housing/selective-licensing.html>

Council officers in many departments are experiencing referrals to streets and properties where there are large numbers of residents congregating, properties that have large numbers of people living in them, unsanitary conditions, property disrepair or lack of general maintenance, fly tipping and general household rubbish piled in yards.

The condition of properties and the local street scene is making the area less desirable. House prices are falling despite high demand for rental properties from the new arrivals, and most of the homes in the area are now privately rented. We believe that this imbalance in tenure, irresponsible letting practices, and a lack of integration from new arrivals is making the area a worse place to live. The proposed area for selective licensing is therefore an area of low housing demand.

We recognise that some private landlords operating in the area are professional and responsible. They co-operate and respond to the advice of housing and environmental officers. However, there are also a number of landlords that are reluctant to accept full landlord responsibilities and continue to refuse to meet their obligations to tenants and the local community.

The documents and evidence provided as part of the recent consultation made the case for a Selective Licensing Scheme for a specific area in Page Hall. We believe that this case still holds.

However, during the consultation we learned a lot about the local area and we listened carefully to the views of landlords and residents. We have therefore amended our proposal to focus on a smaller geographic area where challenges are most pronounced – with the rest of the proposed area being covered by the voluntary scheme that was the preferred choice of local landlords.

The additional enforcement activity – made possible in part by the Council's successful Government funding bid – will provide overall support and boost to the programme by ensuring that housing disrepair and tenancy mismanagement is dealt with strictly and quickly.

Recommendations:

It is recommended that the council:

- a) Approve the designation of the area referred to in this report and defined on the map set out in **Appendix A**, and the schedule of properties set out at paragraph 8.1 of the report as being subject to selective licensing, to come into force on 22 April 2014² and unless revoked beforehand, to remain in force for a period of five years from that date.
- b) Approve the Selective Licensing Scheme detailed in this report, including the Scheme Licensing Fees set out in **Appendix E** and the Scheme Standards set out in **Appendix D**.

² Date subject to change dependent on operations

- c) That the Director of Commissioning be authorised to amend the Scheme Licensing Fees and the Scheme standards as necessary for the successful administration of the scheme.

Background Papers: Individual Cabinet Member Decision

Category of Report: **OPEN/CLOSED***

Statutory and Council Policy Checklist

Financial Implications
<u>YES/NO</u> Cleared by: Karen Hesketh/Liz Orme
Legal Implications
<u>YES/NO</u> Cleared by: Brendan Twomey
Equality of Opportunity Implications
<u>YES/NO</u> Cleared by: Phil Reid
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
Burngreave Ward
Relevant Cabinet Portfolio Leader
Cllr Harry Harpham, Deputy Leader and Cabinet Member for Homes and Neighbourhoods
Relevant Scrutiny and Policy Development Committee if decision called in

Successful Neighbourhoods
Is the item a matter which is reserved for approval by the City Council?
YES/NO
Press release
<u>YES</u>/NO

DESIGNATING AN AREA OF PAGE HALL FOR A SELECTIVE LICENSING SCHEME

1 SUMMARY

- 1.1 The Page Hall area of Sheffield is undergoing rapid change as a result of significant and sustained inward migration. The majority of the newer residents in the area are Roma Slovak.
- 1.2 The scale and pace of the change, and the cultural differences between the newer residents and the established community, are causing community tensions and putting pressure on local services.
- 1.3 Members of the community and a range of public, private, and voluntary organisations are working together to reduce the negative impacts of the change on local residents (established and new) – but more needs to be done.
- 1.4 This report describes the impact that more responsibly managed private rented housing could make to the quality of life of both established and newer residents in Page Hall. The report proposes that a Selective Licensing scheme be introduced in the area to help achieve this.
- 1.5 The Selective Licensing scheme would apply to a defined geographical area of Page Hall, which is detailed later in this report. The area would include around 350 private rented properties. The scheme would run alongside a voluntary registration scheme which is the subject of an additional report to Cabinet.
- 1.6 A Selective Licensing scheme basically gives the Council more teeth to tackle the irresponsible management of private rental properties, which is contributing to the issues in Page Hall. The scheme would include support for landlords and tenants.
- 1.7 The overall aims of the proposal are to:
 - **Improve the standard of private rented housing.** Increases in standards will result directly from enforcement action taken on specific properties, and landlords proactively improving their properties and tenancy management to comply with the new scheme
 - **Break the cycle of low demand,** which sees house prices fall as the area is considered less desirable, established residents selling-up (or dealing with the stress of falling / negative equity), more houses being let irresponsibly, making the area less desirable, and so the cycle repeats
 - **Reduce anti-social behaviour** - due to both the quicker identification and tackling of overcrowded, noisy and un-sanitary properties; and, increased support and advice for landlords, tenants and local residents

- 1.8 The Council has successfully bid for £145,000 of Government 'rogue landlord' funding to help support enforcement of the scheme. We are confident that a targeted approach of Selective Licensing, Voluntary registration and strengthened enforcement measures will result in positive and long term improvements in Page Hall.
- 1.9 Overall, we believe that the scheme would make a significant contribution to the general regeneration of the area in collaboration with other council departments, partner agencies and the voluntary sector.
- 1.10 The proposal has been through a comprehensive consultation process with residents, landlords and other stakeholders, which was approved by an Individual Cabinet Member decision report of 26 June 2013. This report, which is available on the Council's website³, recommended that the Council:
- b) **Consult on the introduction of a Selective Licensing scheme in a designated area of Page Hall.** A Selective Licensing scheme imposes a legal requirement for all landlords in a designated area to register as a landlord, apply for a licence for each property they rent out in the area, and comply with various licence conditions. Selective Licensing would give the Council more teeth to tackle irresponsible letting of properties

³ <https://www.sheffield.gov.uk/in-your-area/housing-services/private-sector-housing/selective-licensing.html>

2 WHAT DOES THIS MEAN FOR SHEFFIELD PEOPLE?

- 2.1 If the recommendations are approved, a specified area of Page Hall will be designated as a Selective Licensing area. This means that landlords of privately rented properties in the designated area will have to comply with tougher standards.
- 2.2 There will also be an increase in landlord enforcement activity in Page Hall to support the scheme, funded by the council's successful bid to Government. We are confident that the introduction of the scheme and associated enforcement activity will lead to a long term improvement in the quality of private rented housing in the area.
- 2.3 Increased support for landlords and their tenants (e.g. on how to use local services appropriately), and improved management of properties more generally, should also lead to a reduction in anti-social behaviour associated with overcrowding, noise, litter and inappropriate use of sanitation.
- 2.4 Increased regulation and enforcement will also demonstrate to landlords and the public across the city that the Council is prepared to take firm action to improve poor property and management standards of private rented housing in Sheffield. We expect this to have a knock-on effect on the quality of private rented housing more generally across the city.

3 OUTCOME AND SUSTAINABILITY

- 3.1 The main outcome of this proposal will be an improved quality of life for residents in Page Hall and the surrounding areas as a result of:
 - **Improved standard of private rented housing** as a result of increased enforcement activity, and through the introduction of Selective Licensing. Increases in standards will result directly from enforcement action taken on specific properties, and landlords proactively improving their properties and tenancy management to comply with the new scheme
 - **Breaking the cycle of low demand**, which sees house prices fall as the area is considered less desirable, established residents selling-up (or dealing with the stress of falling / negative equity), more houses being used for low-value private rental, which makes the area less desirable, and so the cycle repeats
 - Reduced **anti-social behaviour** - particularly due to the quicker identification and tackling of overcrowded, noisy and un-sanitary properties, and the support and advice that landlords, tenants and local residents will get as a result of the scheme

3.2 The Council's Corporate Plan⁴ 2011-14 sets out the Council's strategic direction and priorities for the next three years and how the Council plans to achieve them. If approved, the proposals in this report would contribute to a number of these outcomes. For example:

- **Tackling Poverty and Social Justice:** People using and living around private rented sector housing in Page Hall are generally on low incomes. The Council is committed to supporting people that need additional help and support, and this proposal is absolutely in keeping with this commitment
- **Better Health and Wellbeing:** Irresponsible letting of poor quality properties in the Page Hall area is probably having a negative impact on the physical and mental wellbeing of residents both existing and new
- **Great Place to Live:** The Council wants to create more 'desirable homes'. This requires private landlords to fulfil their duties to their tenants and the local community, and private rented tenants to understand their legal and moral obligations towards their neighbours
- **Safe and Secure Communities:** The Council wants communities to be safe and secure and to feel safe and secure. This proposal should help to contribute to a reduction in incidents of anti-social behaviour and should also help to improve community cohesion

3.3 The proposals are also in line with our Housing Strategy Action Plan, which states that we will:

- Develop a **register of privately rented homes and landlords** where there are high concentrations of poor quality properties so that we can target education and enforcement measures

⁴ Sheffield City Council Corporate Plan 2011-2014

- 3.4 The scheme is an integral part of an overall approach to improving the quality of life of people living in Page Hall. This overall approach is being taken forward by a new collaboration of senior officers from the Council, South Yorkshire Police and other agencies. This collaboration has been set up to ensure a coherent and focused approach in Page Hall to dealing with crime and disorder, pressures on local services, public health, and safeguarding.

4 WHAT IS A SELECTIVE LICENSING SCHEME?

- 4.1 Selective Licensing is a regulatory tool provided by the Housing Act 2004. It allows councils to introduce Selective Licensing in areas that are suffering from either low housing demand and / or significant and persistent anti-social behaviour. This report demonstrates that Page Hall is an area of market weakness, with house prices still falling, and lack of demand from private rented tenants other than new arrivals.
- 4.2 The scheme enables the Council to impose a legal requirement on all landlords in the designated area to **register as a landlord, apply for a licence** for each property they rent out in the area, and **comply with specific licence conditions**. Selective Licensing would basically give the Council more teeth to tackle irresponsible letting of properties in the designated area. Further background information on Selective Licensing is available on the [Council website](#)⁵.
- 4.3 The Council proposed the introduction of Selective Licensing in a specific area of Page Hall on the grounds of **low housing demand**, and stakeholders were consulted on this basis. A summary of the evidence to support the Council view that the area is suffering from low demand is provided at Appendix C.

5 CONSULTATION – BACKGROUND AND APPROACH

- 5.1 The Cabinet Member for Homes and Neighbourhoods (Cllr Harry Harpham) approved a proposal to consult on the introduction of a Selective Licensing Scheme in a defined area of Page Hall in June 2013.
- 5.2 The consultation was launched on 10th July 2013 and closed on 18th September 2013.
- 5.3 The aim of the consultation was to find out what residents, landlords, local businesses and other stakeholders in the area thought about the proposal. The consultation focussed on key issues associated with selective licensing and the Council committed to listening to all views and issues raised.
- 5.4 All residential properties in the area were visited by council officers to establish tenure and landlord details (for rented properties).

⁵ <https://www.sheffield.gov.uk/in-your-area/housing-services/private-sector-housing/selective-licensing.html>

- 5.5 A questionnaire, information leaflet, letter, and free post reply envelope were hand delivered to all home owners and private tenants in the area. The information was also posted to all known landlords, managing agents and business owners within the consultation area. The information included a detailed explanation of the proposed scheme – including key benefits and disadvantages.
- 5.6 Members of the public were invited to attend public meetings and ‘drop-in sessions’ over the ten week consultation period. These meetings provided an opportunity for people to speak to council officers, ask questions, raise concerns and make comments. Meetings were also held with local landlords.
- 5.7 Council officers visited every home to check that residents had received and returned their questionnaire. Council officers used the doorstep visit to answer questions, take verbal comments, and encourage people to complete questionnaires. Arabic, Urdu and Slovak interpreters were provided to improve the quality and breadth of information collected from residents. Council officers also visited every business premise within the proposed area.
- 5.8 A copy of the information leaflet “Tell us what you think” and questionnaire were available as a link on the council’s website, together with FAQs and a map of the proposed area.

6 CONSULTATION - RESPONSES

6.1 Overall response

- 6.1.1 Two out of every three residents that responded (66%) said that they were in favour of Selective Licensing, with only 12% not in favour (the remaining 22% either did not respond to that question or answered ‘don’t know’)
- 6.1.2 Around 75% of landlords, who responded to the survey, were not in favour of the introduction of Selective Licensing, with only 9% in favour.
- 6.1.3 It is fair to assume from the consultation that the scheme was widely supported by residents but opposed by the majority of landlords.
- 6.1.4 A detailed analysis of the consultation questionnaires and responses can be found at Appendix B. A summary of some of the key themes identified during the consultation is included below.

6.2 Tensions during the consultation

- 6.2.1 A group of particularly vocal local landlords tended to dominate the public meetings. Occasionally, as feelings ran high, some of the landlords became abusive and aggressive and the police were called to attend. Aggressive behaviour by local landlords was also experienced by officers consulting with residents on the streets of Page Hall.
- 6.2.2 Unsurprisingly, residents told us that they felt intimidated and unable to contribute to the discussions at the public meetings. Some residents also reported that their landlord had taken their consultation questionnaire off them before they were able to complete it.

6.3 Landlord Views

- 6.3.1 Landlords were the most outspoken stakeholder group throughout the consultation period.
- 6.3.2 Some of the responses and points made at public meetings suggested that some local landlords were not aware of their legal responsibilities – suggesting that further support is required in this area.
- 6.3.3 There was a general objection that it was unfair to target good landlords for the irresponsible actions of the minority. Some landlords came forward with examples of good practice and alternative ways of working. A number of landlords indicated that they would be happy to sign up to a voluntary registration scheme, which included help, training and support for landlords.
- 6.3.4 The biggest issue raised by landlords, managing agents and some residents, related to the cost of applying for the Selective Licences. The general feeling was that the licence fee and the cost of bringing properties up to repair standards would be passed on to tenants. This is worrying when properties should already up to repairs standards.
- 6.3.5 It was expressed that there was a lack of evidence of the link between landlords and anti-social behaviour, and that it was not the landlords' job to deal with anti-social behaviour. A significant number of landlords told us that they did not feel responsible for any the anti-social behaviour caused by their tenants and that the council, police and others should deal with this problem and not impose a burden on landlords.
- 6.3.6 Some landlords said they had evidence that buy to let mortgage lenders were refusing to advance money to landlords with homes in areas covered by Selective Licensing schemes, thereby potentially having a negative impact on the property market and housing provision.
- 6.3.7 It was raised that the licence fees along with a perception of the area being deemed as “bad” would drive out good landlords, make it more difficult to secure mortgages, re-mortgage or loans to invest in properties. It was felt that this “red lining” of Page Hall would create more empty properties resulting in a crash in the market.
- 6.3.8 The council received two petitions objecting to the introduction of Selective Licensing. The first was submitted by a representative from a local action group and objected to the introduction of Selective Licensing. There were 725 signatures. A second petition was submitted to local members, again objecting to Selective Licensing.
- 6.3.9 The National Landlords Association submitted a response which argued against the introduction of Selective Licensing. The response appears to have been instigated at a National, rather than local level, as it did not appear to be knowledgeable about the specific issues in the neighbourhood.

6.4 Resident views

- 6.5 Although residents believe that landlords are not tackling the problems in the area, they also think that the council and police need to do more. They were often upset and angry that their neighbourhood was facing such problems and tensions.
- 6.6 A significant number of Page Hall residents have complained to the Council about the new arrivals overcrowding the privately rented houses and the related anti-social behaviour (e.g. excessive noise, litter, inadequate use of sanitation facilities). These formal complaints are supplemented by anecdotal reports from local community workers, residents and the council's own enforcement officers.
- 6.7 Cultural issues were discussed as residents attempted to explain why there had not been a high level of integration. Residents embraced the area as one always having a multicultural dynamic, but that the speed and number of new arrivals with a vastly different culture could not be absorbed.
- 6.8 Local people tell us that there are significant issues in the area relating to anti-social behaviour. Tackling anti-social behaviour will help to improve the area both in terms of quality of life for local people, as well as helping to improve demand for the area, which in the longer term will benefit property values and rental income.

6.9 Views shared by some landlords and residents

- 6.9.1 Some residents and landlords raised concerns about the need to take up references for new tenants. Specifically, landlords said this would penalise those new arrivals that would be unable to provide references or that references may be falsified.
- 6.9.2 Local residents and responsible landlords have told us that they are angry that irresponsible landlords are profiting from renting out their houses without properly considering their duties to tenants or the local community. The local community (established and new) wants action to be taken to compel local landlords to let their properties more responsibly.

7 CONSULTATION – COUNCIL RESPONSE

- 7.1 It is clear that the majority of local residents support the proposed scheme on the grounds that more responsible management of private rented properties should contribute to improvements in the neighbourhood and alleviate some of the antisocial behaviour caused by private rented tenants. We support the view of residents.
- 7.2 Unsurprisingly, it is equally clear from the consultation that the majority of landlords oppose the scheme and a number of concerns have been raised. Our response to the key areas of concerns is set out below.

7.3 Anti-social behaviour of tenants is not the landlord's problem

7.4 Residents have every right to expect landlords to take action if their tenants are being anti-social. The fact that some landlords in Page Hall do not recognise this responsibility is evidence that action is required. Further support for landlords and tenants will be a key feature of the scheme.

7.5 The scheme is unfair to good landlords

7.6 We recognise that there are landlords in Page Hall who let their properties responsibly. However, we believe that the consultation has shown that the irresponsible letting of properties in this specific area is a significant issue. The scheme will help us tackle this.

7.7 We should introduce a voluntary scheme

7.8 Feedback from landlords and residents, and further analysis of house prices during the consultation period, has helped us recognise that the challenges in the area are more pronounced in a specific geographical area, which is smaller than the area originally proposed for the scheme.

7.9 This report therefore proposes that we reduce the geographical area to be covered by Selective Licensing. However it is also proposed that we introduce a **voluntary scheme** in the rest of the area (see map at Appendix A). This voluntary scheme is the subject of a separate Cabinet report.

7.10 This change will reduce the impact of the scheme on landlords and mean that a proportion of the properties originally in scope of the scheme will instead be covered by a voluntary scheme preferred by landlords.

7.11 However, we are proposing to continually review take-up and effectiveness of the voluntary scheme and we will not rule out proposing an expansion of the Selective Licensing scheme to the wider area in the future.

7.12 The scheme will cost too much / costs will be shifted to tenants

7.13 The costs of the scheme to landlords over the 5 years lifetime of the scheme will work out at about £12 per month per property⁶. Our understanding of the local property market, market rent levels, and typical buy-to-let mortgage rates, suggests that the majority of landlords will be able to absorb this cost without increasing rent levels.

7.14 For example, the average property price in the proposed Selective Licensing scheme area is around £49,000. If £6,000 is allowed for work to bring the property up to rental standards, and we assume a rental income of £455 per month for a 2-bedroom house (less the licence fee of £12 per month), the calculated rental yield will still be around 9%. This yield value compares very favourably with other areas of the city and the calculated yield value would be even higher for a 3-bedroom house, which can be rented out at closer to £500 per month. This also demonstrates that the rental market in the area is sustainable and should continue to attract landlord investors.

7.15 It will cost too much to bring homes up to the required standards

⁶ £750 fee for landlords that sign up on time divided by 60 months

7.16 It is important to clarify that all properties being rented out should already meet legal standards. For those that aren't, we will allow time and provide expert support to help landlords to understand and implement any required improvements. However, we will take robust action where properties are not brought up to standard. The additional enforcement activity will further boost this.

7.17 It will be too difficult to get references for some tenants

7.18 We recognise this will prevent some tenants easily gaining accommodation. However, it is a legal requirement, so isn't something we have the power to avoid. However, we have fully considered this, and have worked with the Council's legal team to decide how we will monitor the compliance of this. For example, we may develop an option more akin to a 'mediation' session where landlords and tenants attend a tenancy signing up session, with interpreters if necessary. Rights, responsibilities and expectations will be fully stated at this session to ensure all parties are clear on their rights and duties. The mediator may then provide the references.

7.19 The scheme will reflect poorly on Page Hall, reduce mortgage availability, and lead to more empty housing

7.20 We believe that the scheme will help us improve the longer term quality of private rented housing in Page Hall, provide targeted support for new arrivals, and ultimately help to arrest the decline in property values. We believe that professional landlords will be able to successfully manage private rental properties in the designated area and yield values should remain high enough to attract both investment and finance. It is also acceptable and expected that any short term negative points will disappear as longer term regeneration occurs.

7.21 We will monitor the situation in relation to empty properties, which can result from poor financial planning and management by landlords (e.g. income from properties is spent without making allowance for the costs of repairs). We will intervene where appropriate if properties are left empty in poor repair. We will, for example, be exploring options for taking over the management of properties left empty, carry out repairs, and recoup our costs from rental income.

7.22 Summary

7.23 The comments and views of stakeholders have been fully considered by officers and, where considered appropriate, have led to revisions to the scheme. The revised proposal for the scheme is set out below.

8 THE PROPOSED SCHEME

8.1 The proposed scheme will see Selective Licensing introduced into a designated area consisting of approximately 350 private rented properties (see map at Appendix A). The properties comprising the designated area are set out below:-

Willoughby St All properties	Wade St All properties	Lloyd St All properties
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Robey St All properties	Popple St All properties	Hinde St All properties
Page Hall Road 53-135 (odd numbers) and 52- 118 (even numbers)	Hinde House Lane 31-125 (odd numbers) and 34- 102 (even numbers)	Lauder St All properties

8.2 Scheme requirements

8.3 The proposed Scheme is expected to run for 5 years. The following provisions would apply under the Scheme:

- A landlord would need to apply for a licence for each house or flat they own. The scheme would be run by administrative officers in the Council who would process applications and payments, issue repairs schedules and licences, and ensure payment is received and processed. They would escalate cases to a licensing enforcement officer who would take action for breach of the licence / non-payment and complete court paperwork if necessary
- The licence holder would be the subject of a 'fit and proper' test which means giving consideration to any previous history like criminal convictions or failure to comply with landlord and tenant duties.
- The licence would have conditions attached – some which are set in legislation, and some set by the Council. Conditions may relate to the management, use and occupation of the property. For example, the landlord would be required to have better management practices in place, with support and training from the council, to deal with tenants that are causing anti-social behaviour in or directly around the home. Landlords must comply with these conditions or they could be fined
- Letting a property without a licence is an offence liable to a fine up to £20,000 on conviction. Failure to comply with licence conditions is also an offence liable to a fine of up to £5,000 per breach.
- The Scheme standards and conditions can be found at **Appendix D**
- Each licensed property would be the subject of a thorough inspection to ensure compliance with the scheme standards. Informal advice will be provided on how to rectify hazards in the quickest and most cost effective way. Further inspections would be carried out on receipt of a complaint. Where it is found that the property does not meet the scheme standards, the licence may be revoked

- 8.4 The licensing staff will be supplemented by housing enforcement staff, working in the community, who would deal with disrepair and tenancy management issues. They will inspect properties and take enforcement action – e.g. door knocking to identify houses being rented out without a licence. There will be more enforcement, more checks and more information collected.
- 8.5 We will continue to work closely with other council services, other public services such as the police, as well as the voluntary sector to provide a package of support for tenants in the area.
- 8.6 Costs of the scheme**
- 8.7 Councils can recover costs associated with administering and enforcing a Selective Licensing scheme. A Local Government Cost calculator assists authorities in determining costs and charges.
- 8.8 The cost of administering the licensing scheme has been calculated at just over £238,000 over the 5 year licensing period (detailed calculations are set out in Appendix E).
- 8.9 The licence fees have to be calculated with a view to recovering this cost over the 5 year period. Councils are not allowed to ‘make a profit’ from licence fees, or use it for other purposes.
- 8.10 There are approximately 350 private rented properties in the area that would be subject to the licence fee. The licence fees have therefore been calculated to generate funding to meet costs whilst ensuring that the Council does not subsidise or gain from the scheme.
- 8.11 It is proposed that landlords who make their applications on time should be eligible for a lower charge than those landlords who do not comply in time.
- 8.12 An assumption has been made that there will be 90% compliance, and that the vast majority of landlords will apply early to get the benefit of the cheaper fee.
- 8.13 As licensing is property specific, there is no scope to introduce proportional fees for landlords with multiple properties as the same amount of work has to be carried out for each property.
- 8.14 The licence fee will last for the 5 year period. The calculation results in the following fees being required to cover the costs of the scheme over that period;
- Applications made within the 3 month Notice period £725
 - Applications made after the 3 month notice period £1,000
 - Applications made after pursuit for non-licensing £1,200

- 8.15 We have checked with other authorities to see if our fee levels are broadly consistent. The costs of licences in other Local Authority areas range considerably – between £500 and £1500 per property. The cost of our current Houses in Multiple Occupation (HMO) licence is around £750.
- 8.16 Given that other authorities report that they make a ‘loss’ on Selective Licensing schemes, we believe that we have set our fees levels to allow a good chance of recovering costs whilst not placing too high a financial burden on landlords.
- 8.17 We suspect that some landlords are currently operating illegally and will attempt to stay ‘beneath the radar’. During the consultation period, we have gathered data on every property in the area and this will be used target landlords that are not complying with the scheme. We expect most prosecutions to be within the early stages of the scheme.

9 FINANCIAL IMPLICATIONS

9.1 Cost recovery and cash flow

- 9.2 The recommendation to implement Selective Licensing has financial implications for the Council in terms of cash-flow. The majority of the costs are new and not within existing budgets.
- 9.3 The law allows local authorities to recover the costs of performing the function of a Selective Licensing scheme, through licence fees. It is not allowed to use the income to subsidise other work and must not ‘make a profit’ from it.
- 9.4 The costs we can recoup may include;
- Administering the Scheme
 - Land Registry checks and legal costs connected with prosecutions
 - Translation and other miscellaneous costs. We cannot include the costs of additional housing inspection staff who enforce disrepair for example

9.5 The scheme will generate income from fees which will be received mostly in year 1. This funding will be needed to fund the management of the Selective Licensing scheme over the full five year period. This requires accounting procedures to be developed, including the setting up of separate budget codes to ensure the income and expenditure is transparent and accountable and can be rolled over into future years. The Council's finance department are working on this.

9.6 Assumptions

9.7 The estimated costs of the scheme have been informed by the local government cost calculator, experience of other local authorities running selective licensing schemes, and our own experience of running the licensing scheme for Houses in Multiple Occupation (HMOs).

9.8 It is assumed that the set-up of the scheme will be from January 2014 to the end of March 2014.

9.9 We expect the costs to be higher in the first two years, with reductions over years 3 and 4, and no *additional* costs in year 5 on the basis that the team will have the resources to absorb any outstanding administration.

9.10 An assumption has been made that there will be 90% compliance overall, and that the vast majority of landlords will apply early to get the benefit of the cheaper fee. Any variance will affect the income but should balance with expenditure.

9.11 As licensing is property specific, there is no scope to introduce proportional fees for landlords with multiple properties as the same amount of work has to be carried out for each property.

9.12 The staff working on the scheme will also be responsible for other team tasks. An assumption has therefore been made about the proportion of time they will spend on licensing. As this will be flexible throughout the period to meet fluctuations in demand, the salary costs are rounded rather than exact.

9.13 As the budget is based on assumptions, it must be closely monitored over the period of the programme. As the majority of the fee income should be received in year one a 'Trading Account' approach will be taken – drawing down income each year as required over the five year time span. Should licence applications fall short of the number anticipated, costs will need to be reduced to ensure the shortfall of income does not create an overspend in the operating budget.

9.14 If we do not receive the anticipated number of licence applications in advance, licensing staff will turn their attention towards the processing of court applications for prosecutions. Landlords are legally required to licence their properties if the recommendation is approved – so the prosecution process is relatively straightforward.

9.15 Introducing the scheme will **come with a level of financial risk to the Council**. This is inevitable given the number of assumptions we have had to make to determine costs, fee levels, and the likely income profile. However, we believe that the level of risk is manageable and proportionate to the potential gains for the local area and its residents.

10 LEGAL IMPLICATIONS

- 10.1 The Housing Act 2004 provides that for a local authority to designate an area for Selective Licensing it must be satisfied that at least one of the two sets of general conditions are met. The set of conditions the Council relies upon in respect of these proposals is that the area is one which is experiencing (or is likely to experience) low housing demand and the local housing authority is satisfied that 'designating' an area will, when combined with other measures, lead to improved social and economic conditions in the area.
- 10.2 The Council considers that in respect of the designated area, as demonstrated in this report, this set of conditions are met. The Council therefore may designate that the designated area as being subject to the selective licensing scheme detailed in this report.
- 10.3 The Act further provides that the proposed Selective Licensing scheme needs to be consistent with the Council's housing strategy. The Council must also seek to adopt a coordinated approach in connection with dealing with homelessness, empty properties and anti-social behaviour, as regards combining licensing with other courses of action or measures taken by the Council and external organisations. The Council must also not implement a selective licensing scheme unless they consider other courses of action available to them that might provide effective methods of achieving the scheme's objectives and the Council considers that the scheme will significantly assist in achieving those objectives. The Council considers that in respect of the designated area, as demonstrated in this report, these additional statutory requirements are met.
- 10.4 The Act provides that private sector let properties falling within the designated area for a Selective Licensing scheme are required to be licensed. The relevant local authority is required to consider applications, deciding whether to approve and issue a license or to refuse to issue a license. The authority must impose some statutory licence conditions. In addition, the authority may impose other conditions relating to the management, use and occupation of the property. Further the authority must consider whether the proposed license holder is a fit and proper person to hold a license and whether the proposed management arrangements are satisfactory. Also the authority may charge a license fee reflecting the administration costs of the scheme. The Council is therefore empowered to implement and administer the Selective Licensing scheme detailed in this report.

- 10.5 The maximum period that an area may be designated as subject to selective licensing is five years. The Council intends that the selective licensing scheme detailed in this report shall run for five years. However the Council shall keep the Scheme under review and if it considers it appropriate to revoke the Scheme; it may do so at any time.
- 10.6 The Act provides that before making a selective licensing designation a local housing authority must take reasonable steps to consult persons who are likely to be affected by the designation and consider any representations made in accordance with the consultation. The Council, in its consultation process, and the regard had by it to the consultation responses when deciding the proposals, as detailed in this report, has complied with this requirement.
- 10.7 The Act requires that a selective licensing scheme cannot come into force unless it is confirmed by government or a general approval has been issued. In 2010, the government issued a general approval giving all local housing authorities in England approval to designate an area as being subject to selective licensing. The general approval is subject to the condition that the local housing authority undertakes a consultation process of no less than 10 weeks. The Council has complied with that condition. The Council therefore has authority to designate the designated area as being subject to selective licensing and it not required to seek specific confirmation of the designation.

11 HUMAN RESOURCE IMPLICATIONS

- 11.1 Additional staff would be required to administer the scheme. The licence fees will pay for the extra resources. It is essential that staff are recruited as soon as a decision is made to ensure the lengthy process of preparation begins immediately. It is proposed that staff are recruited initially from the existing team to ensure they already have skills and knowledge of the legislative process. Any vacancies arising would be filled using the usual Recruitment and Selection policies of the Council.

12 EQUALITIES IMPLICATIONS

- 12.1 An equalities impact assessment can be found at **Appendix F**.

13 ALTERNATIVE OPTIONS CONSIDERED

- 13.1 Stay as we are

13.1.1 We could continue with the current regulatory approach and address a limited number of service requests on that basis. The approach would have some impact, but not in a forceful and targeted way.

13.1.2 Over the last decade there has been significant investment in the area, which has included Housing Market Renewal funding. However, despite this, the area has failed to see any improvements in the housing market in terms of demand and house prices. The Migration Impact Funding did have limited positive effect, although this was not provided for long enough to establish sustainable changes.

13.1.3 Our current reactive approach cannot focus enough on developing effective partnerships with other services, the voluntary sector and landlords. The investment in 'on the ground' support as a result of the scheme will help us take a more proactive approach.

13.2 Introduce Selective Licensing within the whole of the designated area of Page Hall where consultation took place

13.2.1 There is the option and general support from the community to introduce Selective Licensing across the whole area. This would result in around 900 private rented properties being required to licence.

13.2.2 But it was also clear throughout the consultation that landlords and residents felt that the majority of the problems occurred in the roads in the grid to the left hand side of Page Hall Road. This is backed up by the higher level of interventions from Private Housing Standards than anywhere else in the consultation area.

13.2.3 Demand for properties and house prices are also slightly better in the area outside the proposed Scheme area. It is anticipated that the proposed Voluntary Registration Scheme for this area will see further improvements. It will be reviewed and may be considered for Selective Licensing at some point in the future. The housing market will also be monitored to establish if prices are falling compared with other areas in the city.

14 REASONS FOR THE RECOMMENDATIONS

14.1 There is a high demand for private rented accommodation in Page Hall from new arrivals. This has led to some landlords letting their properties irresponsibly - e.g. not carrying out adequate tenancy management to support new arrivals to use local facilities appropriately and understand local cultural norms. We believe that better tenancy management support would help to tackle the related issues of anti-social behaviour and low housing demand, and, most importantly, improve the lives of local residents.

14.2 Council officers in many departments are experiencing referrals to streets and properties where there are large numbers of residents congregating, properties that have large numbers of people living in them, unsanitary conditions, property disrepair or lack of general maintenance, fly tipping and general household rubbish piled in yards.

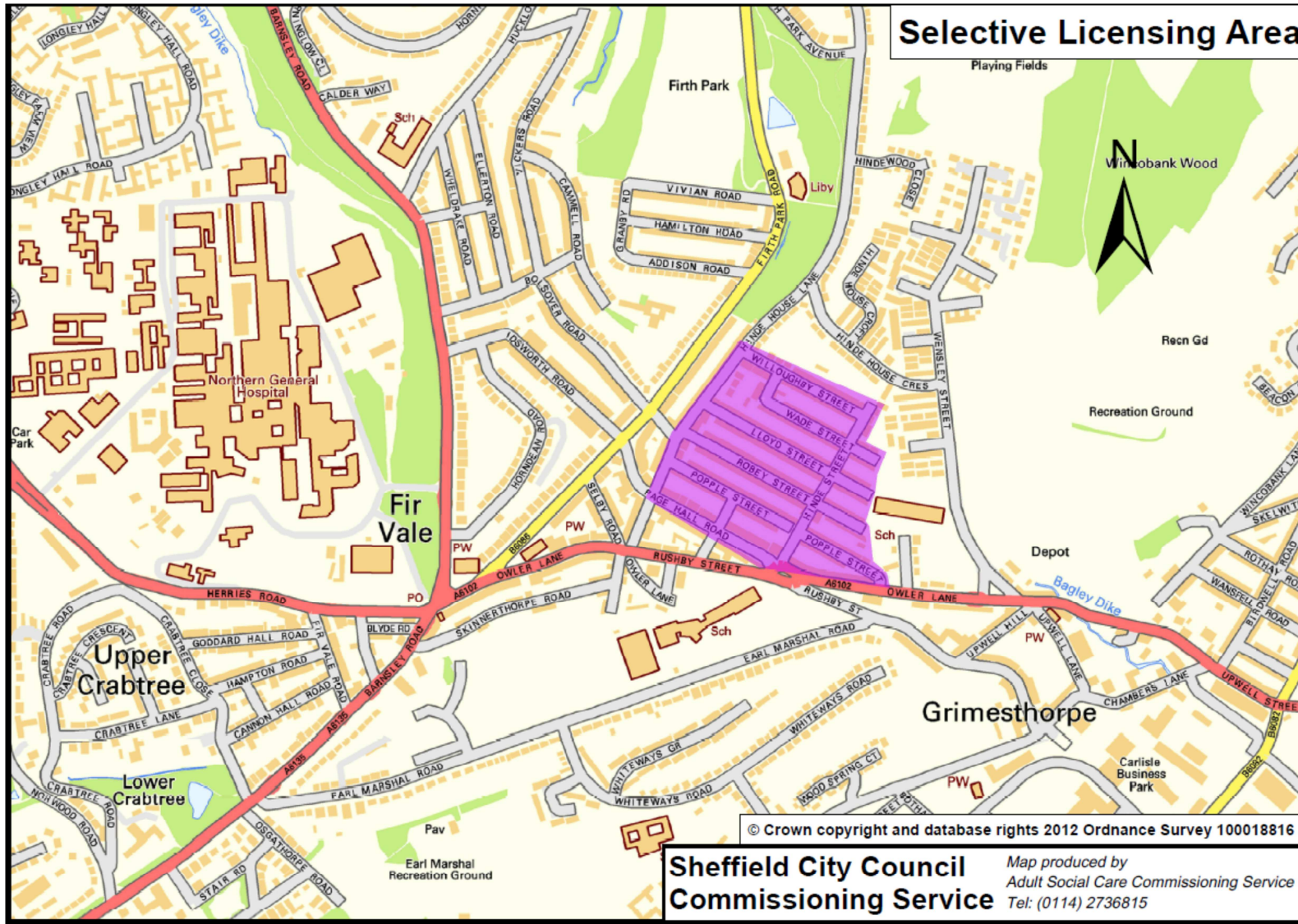
14.3 The condition of properties and the local street scene is making the area less desirable. House prices are falling despite high demand for rental properties from the new arrivals, and most of the homes in the area are now privately rented. We believe that this imbalance in tenure, irresponsible letting practices, and a lack of integration from new arrivals is making the area a worse place to live. The proposed area for selective licensing is therefore an area of low housing demand.

- 14.4 We recognise that some private landlords operating in the area are professional and responsible. They co-operate and respond to the advice of housing and environmental officers. However, there are also a number of landlords that are reluctant to accept full landlord responsibilities and continue to refuse to meet their obligations to tenants and the local community.
- 14.5 The documents and evidence provided as part of the recent consultation made the case for a Selective Licensing Scheme for a specific area in Page Hall. We believe that this case still holds.
- 14.6 However, during the consultation we learned a lot about the local area and we listened carefully to the views of landlords and residents. We have therefore amended our proposal to focus on a smaller geographic area where challenges are most pronounced – with the rest of the proposed area being covered by the voluntary scheme that was the preferred choice of local landlords.
- 14.7 The additional enforcement activity – made possible by the Council's successful Government funding bid, will provide overall support and boost to the programme by ensuring that housing disrepair and tenancy mismanagement is dealt with strictly and quickly.

15 RECOMMENDATIONS

- 15.1 It is recommended that the council:
- a) Approve the designation of the area referred to in this report and defined on the map, set out in Appendix A, as being subject to selective licensing, to come into force on 22 April 2014 and unless revoked beforehand, to remain in force for a period of five years from that date.
 - b) Approve Selective Licensing scheme detailed in this report, including the Scheme Licensing Fees set out in **Appendix E** and the Scheme Standards set out in **Appendix D**.
 - c) That the Director of Commissioning be authorised to amend the Scheme Licensing Fees and the Scheme standards as necessary for the successful administration of the scheme.

Appendix A – DESIGNATED SELECTIVE LICENSING AREA (shaded pink on the map)



Appendix B – CONSULTATION REPORT

Introduction

Context

Sheffield Council is considering designating the Page Hall area of Sheffield as a Selective Licensing area to tackle low demand for housing and anti-social behaviour.

This report details the results of a survey which was part of a wider consultation, carried out between 10 July and 18 September 2013. The consultation involved all residents, businesses and landlords in the area, as well as stakeholders, and focused on what respondents thought of the proposal and the area as whole.

What is Selective Licensing?

Selective Licensing was introduced in the Housing Act 2004, and is a tool that enables Local Authorities to designate areas for Selective Licensing that suffer from either low demand for housing and/or significant and persistent anti-social behaviour.

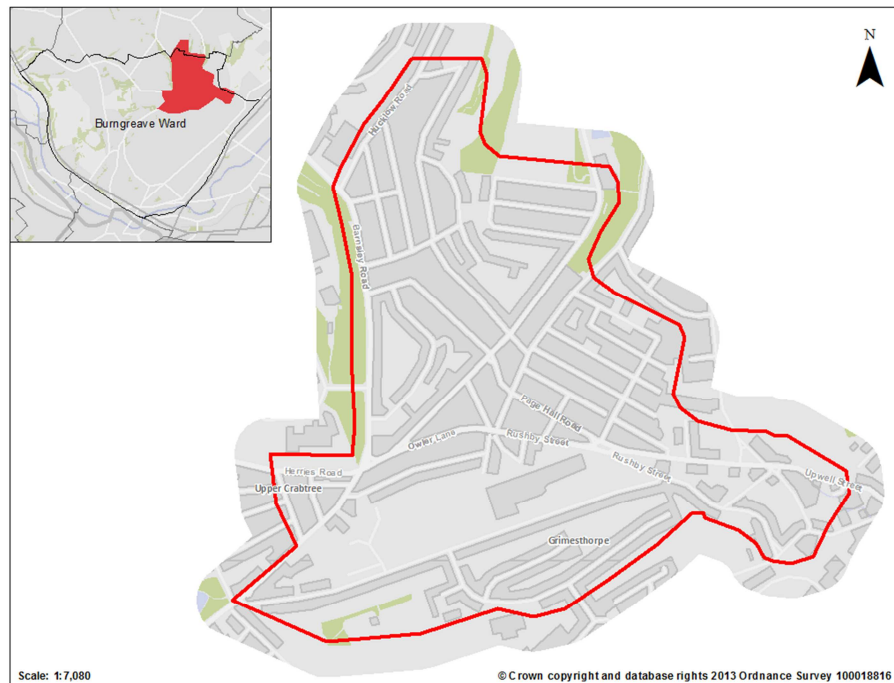
If the Selective Licensing area is approved:

- All private rented properties in the area (excluding “tied” accommodation that is linked to the job the person is doing) will require a licence
- The licence holder will be required to comply with conditions relating to the management of the property, fire safety and anti-social behaviour in addition to undertaking checks on potential new tenants and providing references for tenants wanting to rent their properties;
- Landlords or their agents will also be required to prove they are ‘fit and proper persons’ to obtain and hold a licence.

If introduced successfully, Selective Licensing can ensure that landlords are ‘fit and proper persons’, tenancy relations are managed fairly, vulnerable tenants are protected from the worst housing conditions and from bad landlords. Additionally, landlords will be supported to participate in the regeneration of an area, tackle anti-social behaviour, and improve the housing stock to achieve minimum housing standards within their properties.

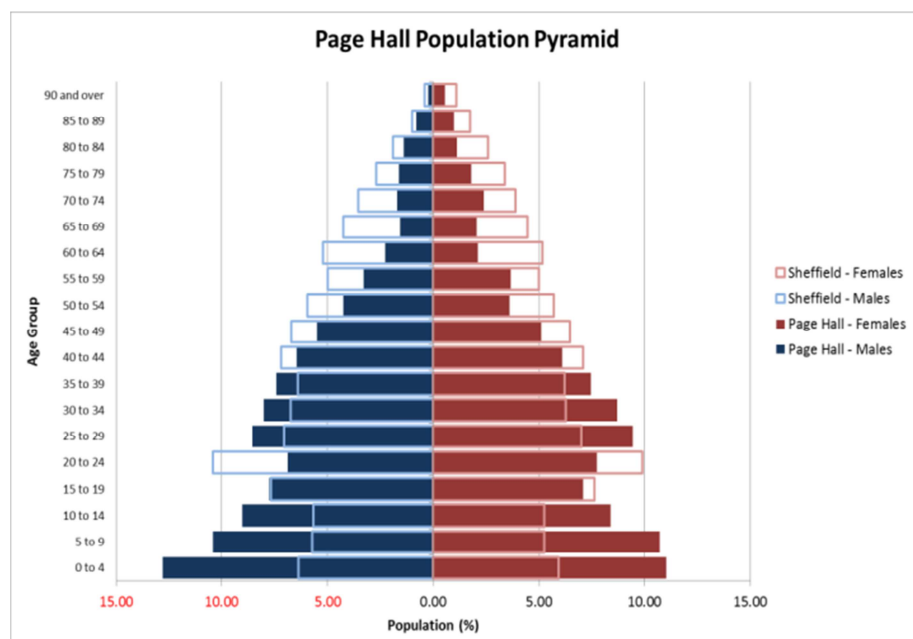
Page Hall Profile

The Page Hall area is located in the North East of the City, predominantly in the Burngreave ward, with a small section around Hucklow Road in Firth Park ward.



Demographics

The total population of the defined Page Hall area is 6,161 according to the 2011 Census.



The profile of the population differs from Sheffield as a whole, with more children aged 0-14 in and more aged 25-34. However, there are fewer people aged 40 and

over and fewer 15-24 year olds although Sheffield as a whole has a high proportion of 15-24 year olds due to the large number of students.

Deprivation

The whole of Page Hall is ranked within the top 20% most deprived areas in England, with one area from Willoughby Street to Page Hall Road ranking in the top 10%. This small area ranks in the top 1% nationally on Living Environment deprivation. (Indices of Deprivation 2010

www.gov.uk/government/publications/english-indices-of-deprivation-2010)

Unemployment

Unemployment in Page Hall is around double the Sheffield average. Male unemployment is around 15% but has fallen a little in the last year. Female unemployment, although lower at 6%, has increased. This is consistent with the city as a whole (NOMIS www.nomisweb.co.uk).

Housing Benefits

Nearly 40% of households in Page Hall are receiving Housing Benefit and/or Council Tax Benefit. These 844 households include 957 dependent children aged 0-17. More than 28% of households were also receiving higher level benefits like Income Support, Job Seekers Allowance and Pension Credits (ibid)

Housing

There are 2,227 properties Page Hall area. In January 2012 there were 152 vacant dwellings, 6.7% of the total.

The number of properties that have a different Council Tax payer from one year previously provides a reasonable indication of the amount of turnover in an area. In Page Hall, 23.5% of properties had changed Council Tax payer during the previous year. Some of these may have changed residents more than once in that time (SCC – council tax register).

Households

There are 2,042 households in Page Hall. The average household size in the area is 3.2 people, in comparison to 2.3 citywide (Census 2011)

Household Composition

The majority of these are families, with single person households only accounting for around 1 in 5 compared to a third citywide. A quarter of all households are married or same sex civil partnership couples with dependent children, the most common household type in Page Hall¹.

Tenure

Although the majority of households are owner occupiers (55%), there are proportionately less than there are citywide. On the other hand, the private rented

sector is nearly twice as large as Sheffield as a whole, applying to 28% of households in the area. Only 14% of rent from a social landlord (Census 2011).

Overcrowding

The 2011 census identifies whether households have sufficient numbers of rooms and bedrooms based on the household size. Considering that the average household size is above average in Page Hall, these occupancy rating figures suggest that overcrowding is a slight issue in the area, as 15% of households have fewer rooms and 14% have fewer bedrooms than they require. By comparison these figures citywide are 9% and 5%, respectively.

Your Views: a summary of key findings

About You

In total, 3,202 surveys were sent out to residents, landlords and businesses in Page Hall. From this, 863 replies were received, a response rate of 27%. Individual surveys received the following responses:

- Residents – 731 (29%)
- Landlords – 107 (21%)
- Business – 26 (19%)

Each questionnaire asked specific questions about the respondents in order to find out more about residents, landlords and businesses in the area.

Tenants

Private tenants comprise of around 26% of respondents. This is consistent with the 2011 Census figures on housing tenure, suggesting this group is fairly represented in the survey results. However, looking at the remaining respondents in more detail suggests owner occupiers are over-represented, comprising of 69% of respondents but only 55% of households in the area, according to the Census.

Assuming that the survey is a representative sample of the population of Page Hall as a whole, the most common type of property in the area is a three bed semi-detached house, comprising of 31% of respondents. This compares with only 19% citywide, according to the 2011 Census.

Overall, 60% of respondents lived in terraced properties as a whole, twice the citywide figure, and nearly a third in semi-detached accommodation. 57% of respondents were in 3 bedroom properties.

On the whole, assuming the respondents to the survey are a representative sample of the population in the area, it would appear that Page Hall is predominantly a well-established, settled community with around a third of people having lived in the area for at least 10 years. Only 8% of respondents had lived in Page Hall for less than 6 months at the time the survey was carried out. In addition to this, 58% of people had lived in their current home during this same period as well.

Looking to the future, 58% of people were unsure how long they planned to stay in the area, 20% stated that they planned to remain for at least another 10 years.

Respondents were also asked a series of questions about themselves. It should be noted that these questions did have a fairly high rate of non-responses. From those that did respond, 37% identified themselves as Black or Minority Ethnic (BME), significantly higher than the 19% citywide average. 11% were Pakistani, the single largest BME community who responded to the survey.

In addition to this the majority of respondents were female (46%) and aged between 40 and 64 (22%). 16% considered themselves to have a disability.

Landlords

95% of responses were received from property landlords, with letting and management agents comprising of only a very small proportion.

From these responses, the majority of landlords (44%) own just one property in the Page Hall area. However, half of respondents stated that they also owned properties in other parts of the city. Terraced accommodation comprises of 60% of properties rented out by landlords who responded, a figure consistent with responses from residents.

43% of landlords who responded were BME, more than double the Sheffield average. Again, the Pakistani community represented the largest single BME group, 13% of all respondents.

Around 55% of landlords were male, 16% female, and again the 40-64 age group was the most represented, with 23% of all respondents.

Businesses

Just over half of respondents to the business survey owned their own premises. A further 35% rented with the remaining 13% leasing their business premises.

Looking at the types of businesses in the area, there was some variety amongst respondent, although most were from the retail sector. With two responses each, hair dressers and travel agents were the most common type of businesses who responded.

In terms of the demography of resident respondents, 23% identified themselves as BME, slightly above the 19% citywide average. 15% were Pakistani, the single largest BME community who responded to the survey.

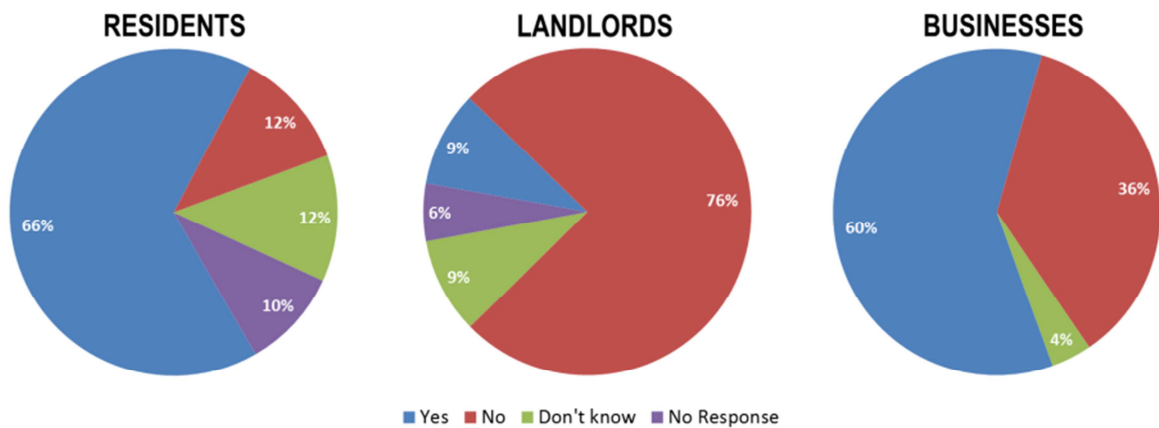
Additionally, two thirds of business owners were male, 19% female, with nearly half aged between 40 and 64.

Selective Licensing

A key element of the survey was whether or not the residents, landlords and businesses would support the introduction of Selective Licensing in the Page Hall

area. The graph below shows how each of the three groups responded to this question.

Do you support the introduction of Selective Licensing?



When asked whether they supported the introduction of Selective Licensing 66% of residents were in favour of Selective Licensing, with only 12% not in favour. The remainder were unsure or did not respond to the question.

In addition to this, half of all residents would still be in favour of the proposals even if this meant an increase in their rents. It is important to note, however, that as only 26% of respondents were in private rented accommodation, it is likely that many of those who agreed with an increase in rent were unlikely to be directly affected by this proposal.

"Licensing will improve calibre of tenants in area and make it a better place to live"

"Selective Licensing...will be bad for [the] area."

Page Hall residents

"I appreciate that selective licensing [is a] way [to] help improve the area. However, it seems unfair for responsible landlords to bear the cost of problems caused by others, particularly in a part of the city where it is hard to make letting profitable anyway."

Landlord

Business owners were also in favour of the introduction of Selective Licensing, on the whole, with 60% of respondents supporting this view. 36%, on the other hand, disagreed.

In contrast to this, around three quarters of landlords who responded to the survey, were not in favour of the introduction of Selective Licensing, with only 9% agreeing with the idea.

Anti-social Behaviour

One of the key impacts on low house prices is anti-social behaviour (ASB) in the target area. The survey focused specifically on experiences of anti-social behaviour from residents, businesses and landlords.

46% of residents in Page Hall have witnessed or have been a victim of ASB, with a further 32% of business owners and 18% of landlords. It should be noted that many landlords may not live or spend a significant amount of time in the Page Hall area, compared with residents and business owners, which could account for the lower figure.

Anti-social behaviour

"I am pleased the Council are finally taking action against rogue landlords and anti-social tenants. It's about time."

"More action should be taken to reduce anti-social behaviour"

"Thank you for this effort to improve our community. It seems to me though that the tenants should be the ones held to account... I'm not sure it's fair to make the landlord responsible for someone else's behaviour"

To put this into context, the 2011/12 Crime Survey for England and Wales (CSEW) stated that nationally, around 29% of respondents stated they had experienced or witnessed ASB, whilst in South Yorkshire this figure was 20%ⁱⁱ. This suggested that more residents and business owners have experienced ASB in the Page Hall area than both the national and sub-regional averages.

When asked specifically whether they had witnessed ASB from tenants of private rented properties, 56% of residents and a further 40% of business owners said they had. In contrast, only 10% of landlords said they were aware of any incidents of ASB from their tenants, suggesting that a significant number of landlords are unaware of any issues that are occurring. Interestingly, however, 47% of landlords believed that anti-social behaviour was an issue in the Page Hall area as a whole.

When asked, 52% of residents and 67% of businesses also felt that landlords did not take any action against tenants causing ASB, although the lack of awareness highlighted previously could be a possible reason for this.

Finally, landlords and businesses were specifically asked to rate out of 10 how effectively they thought the council was dealing with anti-social behaviour in the Page Hall area. Businesses responded with an average score of only 3.6 and landlords a marginally higher 4.0. Asked the same question of the police, businesses and landlords responded with average scores of 4.0 and 4.8 respectively.

Demand

Landlords were asked to identify the level of demand for their properties from existing and potential tenants. Three quarters of landlords stated that they could

usually rent their properties quickly, although there was no waiting list. 16% of landlords stated that they were experiencing difficulties finding new tenants.

The majority, 38% of respondents, felt that demand for properties had increased in the last 2 years, whilst 19% felt it had declined and a third that it had remained the same during this time. Interestingly, immigration was cited as the top reason for all three of these circumstances, with comments specifically identifying immigration from Eastern Europe.

References

One requirement that will come into play with the introduction of Selective Licensing is the requirement to undertake checks on new tenants and provide references for those leaving their properties. At present, around a fifth of landlords do not request references, with reasons ranging from a lack of time, to a lack of understanding of the concept. Most commonly, however, landlords will only let properties to people they knew or had been informally referred to them, for example by a friend.

1.1 "Potential tenants in this area don't give references even if asked for. If we don't let property because of [a lack of a] reference, it will be empty for years leading to further damage to property by people in the neighbourhood"

What Do Residents Most Like About Living in Page Hall?

Residents were asked what they most liked about the Page Hall area, based on a list of common factors and given the opportunity to provide additional answers if necessary. Nearly half of all respondents said that public transport was what they most liked about Page Hall.

Also popular amongst respondents were the local shopping facilities, parks and open spaces and health services. On the other hand, very few respondents liked the activities for teenagers in the area.

Other suggestions for what people liked most about Page Hall included the close proximity to family and friends, the local people and community, access to places of worship, the multi-cultural nature of the area, as well as more general positive comments about the area as a whole. It should be noted, however, that 14% of residents responded with 'nothing', or words to that effect, making this the most popular answer to this question.

What Most Needs Improving?

Residents were also asked what most needs improving about the Page Hall area. The most significant issue was clearly



A word cloud of factors residents like about living in Page Hall. The most prominent words are 'PUBLIC TRANSPORT', 'HEALTH SERVICES', 'PUBLIC EDUCATION', and 'SPORTS AND LEISURE'. Other visible words include 'CLEAN STREETS', 'PARKS AND OPEN SPACES', 'CULTURE', 'ACCESS TO NATURE', 'JOB PROSPECTS', and 'WELLBEING FACILITIES'.



A word cloud of factors residents think need improving. The most prominent words are 'LITTER', 'ROADS', 'CRIME', 'ACTIVITIES FOR TEENAGERS', and 'POLLUTION'. Other visible words include 'PARKS AND OPEN SPACES', 'PUBLIC TRANSPORT', 'HOUSING', 'HEALTH', 'CULTURE', 'EDUCATION', 'JOBS', 'SHIPPING', and 'ACCESS TO NATURE'.

litter, identified by 78% of respondents. Also high was the number of people who listed crime, road and pavement repairs, traffic congestion, pollution, job prospects and activities for teenagers.

Corresponding with the previous question, the fewest number of respondents felt public transport most needed improving, only 10% of the total. Indeed, generally, there were few contrasting issues between what people liked and disliked about Page Hall.

Amongst the additional comments, 2.2% of respondents replied that ‘nothing’ needed to improve, however 1.5% people said ‘everything’ to the same question.

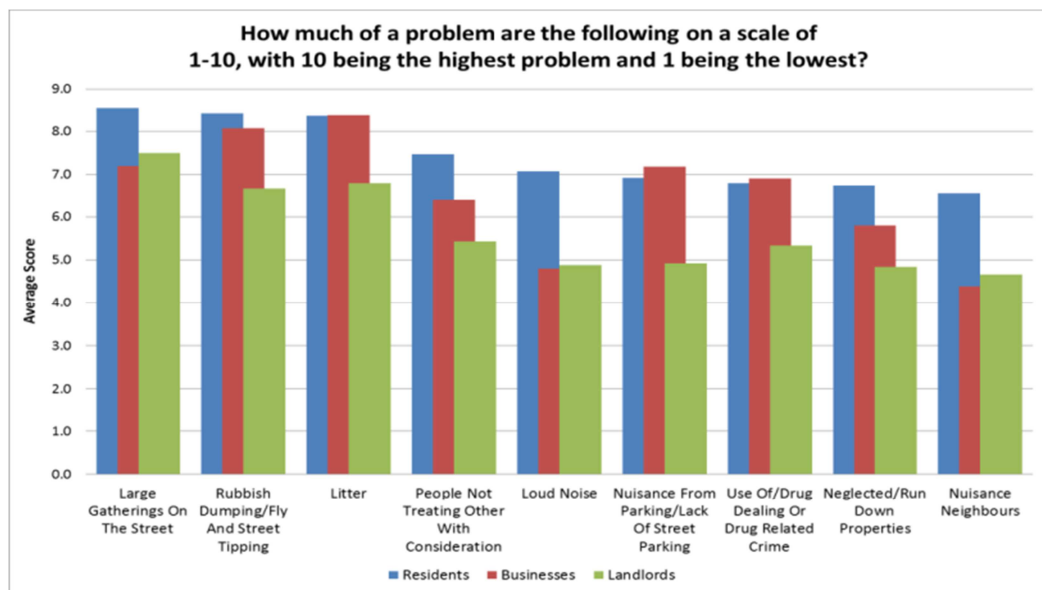
Litter

“It used to be a nice area to live in [but] rubbish is thrown out everywhere. People are selling their houses because they cannot put up with it anymore”

“Landlords do not make tenants keep...free of rubbish it's a disgrace”

Page Hall residents

Residents, businesses and landlords were also asked to rank some key issues in the area in terms of the significance of the problem. The graph below shows the average score for how each group responded to each issue.



Although there are some variations, generally speaking large gatherings on the street was seen as the most important issue, followed by rubbish dumping/fly and street tipping and litter. Residents identified loud noise and nuisance neighbours as a much more significant issue than it was for landlords and businesses; however the latter group found that a lack of parking and drug dealing/drug related crime was more important to them than the other two groups.

Large Gatherings of People on the Streets

“Large gatherings of children on the street causes a risk to drivers”

“Large gatherings of people on streets are intimidating; kids shouldn’t be out late unsupervised”

“This area has too many noisy [people] gathering outside which is very intimidating and very disturbing.

Page Hall residents

Living Conditions

Only 21% of residents and 35% of business owners, felt landlords maintained their properties to a good standard, while 32% of residents felt that few or none of landlords in the area acted responsibly in letting, managing and maintaining their properties.

Overcrowding is an issue that the survey frequently raises amongst residents, although the data from the 2011 census did not identify as a significant issue. Additionally, the resident’s survey identifies that only 5% of respondents live in properties with two or more families living in them and only 16% with more than 2 adults. However, there is enough anecdotal evidence to suggest that there is perhaps a hidden issue that the data is not identifying.

Overcrowding

“There appears to be acute overcrowding in the rented properties”

“A house nearby has at least six adults and five children living in it. In my opinion this is grossly overcrowded”

“Landlords should only let out homes to one family not two [or] three...living [in the] same house”

Page Hall residents

“[Reducing] overcrowding...would significantly reduce most of the issues outlined in this questionnaire”

Landlord

Conclusion

This report has studied the views of residents of Page Hall as well as local businesses and landlords and highlighted some important messages.

In summary, reviewing the evidence, it is clear that the results show that the community recognise the challenges in the area and are supportive of a local authority intervention.

Sources

Appendix C – EVIDENCE TO SUPPORT THE INTRODUCTION OF SELECTIVE LICENSING

The Council believes that there is a case for Selective Licensing on the grounds of LOW DEMAND.

Low house prices

Page Hall has a high number of privately rented Victorian terraced houses offered at low rent. In some streets, more than half of the houses are private rental properties. The very low house prices and the amount of housing benefit available, means that a good yield is possible for landlords renting to households claiming benefits.

By nature of the age and design of the properties, and the fact that they are very much at the value end of the market, the quality of rented housing is generally poorer with a higher than average likelihood of health and safety hazards.

Landlords and owner occupiers who bought several years ago are now likely to be in negative equity and some cannot afford to maintain or update their properties. Local residents have told officers that they would like to move out of the area but are trapped by negative equity.

There is a general downturn or 'standstill' in house prices in the Page Hall area, although the larger semi-detached and 'villa' style properties in the proposed voluntary scheme area are clearly still more desirable than the inner terraces and continue to achieve slightly higher prices. In fact, some of the properties in the voluntary scheme area are attracting much higher prices.

The number of interventions from the Council's Private Housing Standards team, in the voluntary scheme area is lower than the Selective Licensing area; however they are still higher than the city average.

Increased community tensions, overcrowding of properties, housing in poor sanitary condition, and increased antisocial behaviour are making this area a less desirable place to live. This is keeping house prices down.

House prices in the Selective Licensing area, are persistently low and have reduced in recent years. House prices are falling, whereas they are slowly increasing in the rest of the area where we carried out consultation. We have also found a significant number of properties offered for sale by auction.

The situation in Page Hall has changed dramatically in recent years with a range of sources suggesting that property prices for terraced properties in this area have fallen from £65 - £70k to £35 - £40k.

Properties currently being sold through auction are generally newly-empty, ex-rental properties in need of improvements. Auctioneers tell us that all properties are being bought by landlord investors. The properties have been put into auction to facilitate a quick sale as owners feel that the property will take much longer to sell if it goes on the open market. This suggests that: sellers are keen to sell properties very quickly,

even if it attracts a lower price; and, that the turnaround time of properties is very low.

We are told that the market has also changed in that traditional first time buyers are not investing in the area – purely investors. And, that families appeared not to be passing on properties to family members as much, which questions sustainability and stability in property ownership⁷.

Summary of auctioned properties within the Selective licensing designated area over the last 3 years:

2013

8 properties ranging from a minimum of £38,000 to a maximum of £48,500. 6 properties in the September auction were withdrawn or unsold.

2012

6 properties ranging from a minimum of £36,000 to a maximum of £50,000

2011

10 properties ranging from a minimum of £28,000 to a maximum of £41,000

The average overall sale price of a house in a typical street in the proposed Selective Licensing area is now around £49,000. The average sale price of a house in a typical street in the whole of the consultation area is now around £69,500⁸

⁷ Mark Jenkinson & son auctioneer

⁸ Source: Zoopla October 2013

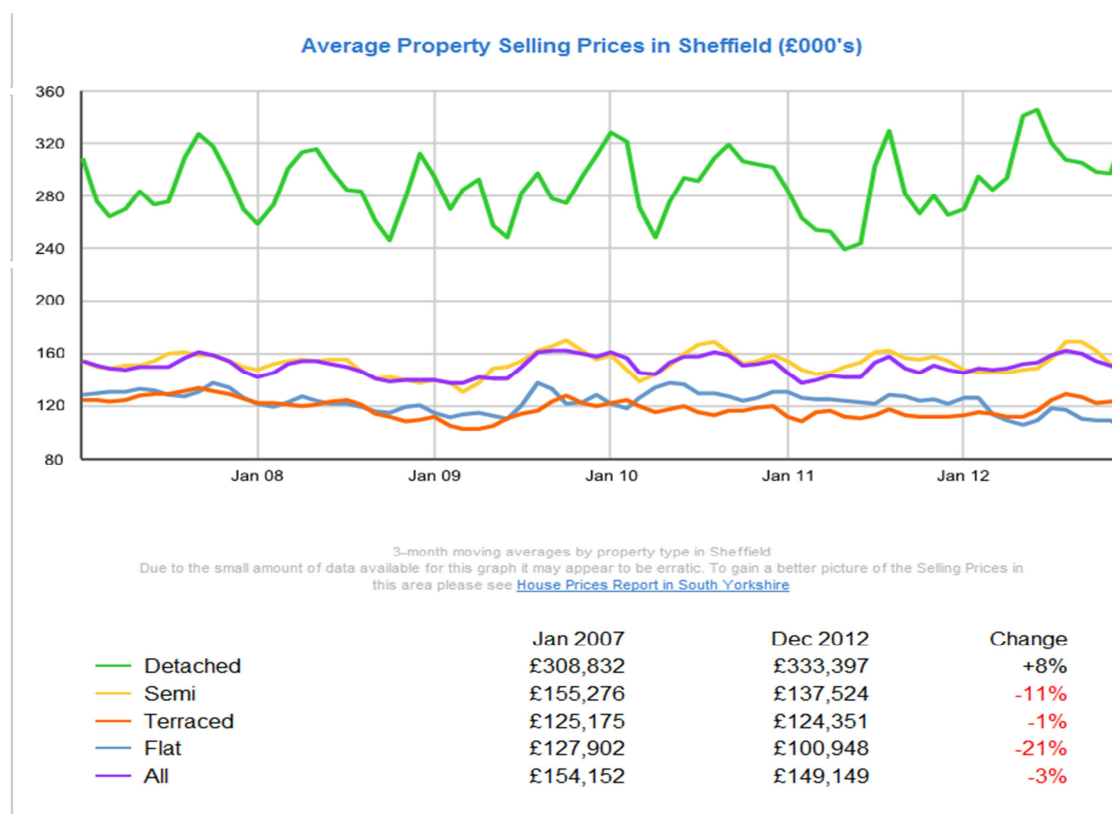
Page Hall House Price Average Comparison



As the graph above shows, the average sale price of housing that is typically offered for rent in the Selective Licensing area has fallen by around 21% between 2010 and 2013, compared with a fall of around 16% over the same period for similar housing in the Voluntary Registration scheme area.

It is reasonable to conclude from the data, that there are specific streets in Page Hall, located in the Selective Licensing Area, that have seen large reductions in house prices over recent years – **clear evidence of low demand**.

This considerable reduction compares to a much more stable picture across Sheffield where terraced housing prices are selling for broadly the same price as they were in 2007 – as shown in the table below.



Average Rent in Page Hall

The average **rent** for the Burngreave Ward, which Page Hall falls into was £507 in 2012 compared to £623 citywide. The average rent value in Burngreave and Page Hall is effectively at floor level because it is influenced heavily by the amount of housing benefit that can be claimed by tenants. This is illustrated clearly by the level of rent levels in the ‘no DSS’ private rented housing market in Page Hall, which are actually much lower at around £400 per month (for a 2-bedroom terrace in good condition with a reputable landlord). This gives a much better indication of just how low the ‘real’ rental market value is in Page Hall. However, anecdotal evidence suggests that some landlords are commanding much higher rents from new arrival tenants who are willing to pay what is being asked to gain accommodation.

Vacancy and turnover rates

In January 2012, 152 (6.7%) of the properties in the Firvale area were vacant⁹. However, there are very few empty properties in the private rented sector in the Page Hall area as a result of high demand from new arrivals for rental property. Properties that are vacant are generally in a poor state of repair – sometimes because landlords bought when the market was buoyant but now find themselves in negative equity and not able to afford repairs.

Evidence of our visiting officers' experience is that there is a high turnover of tenancies in the area from the Slovak Roma community occupying properties. This may be the insecurity of tenancies or general transient nature of the community and their economic status. As the consultation report states (Appendix B), the number of properties that have a different Council Tax payer from one year previously provides a reasonable indication of the amount of turnover in an area. In Page Hall, 23.5% of properties had changed Council Tax payer during the previous year. Some of these may have changed residents more than once in that time (SCC – council tax register).

However, demand for housing remains high as a result of landlords buying up houses at low prices and renting them to new arrivals. In a completely free market, the high demand for rented housing would lead to constrained supply and increased prices over time. Whilst we are seeing constrained supply, the maximum level of housing benefit available effectively caps the rental price. Feedback from new arrivals suggests that landlords have found ways of using the constrained supply (and the power this gives them over unsupported tenants) to increase their profits. For example, some tenants tell us that they are expected to carry out their own repairs and that bonds are very rarely given back at the end of tenancies. Selective Licensing would enable us to tackle these issues specifically through setting specific conditions.

Lack of mixed communities in terms of tenure

There are up to 60% of private rented housing in the central streets of the Page Hall area and this figure will increase further if action is not taken to address the underlying causes of low demand from owner-occupiers.

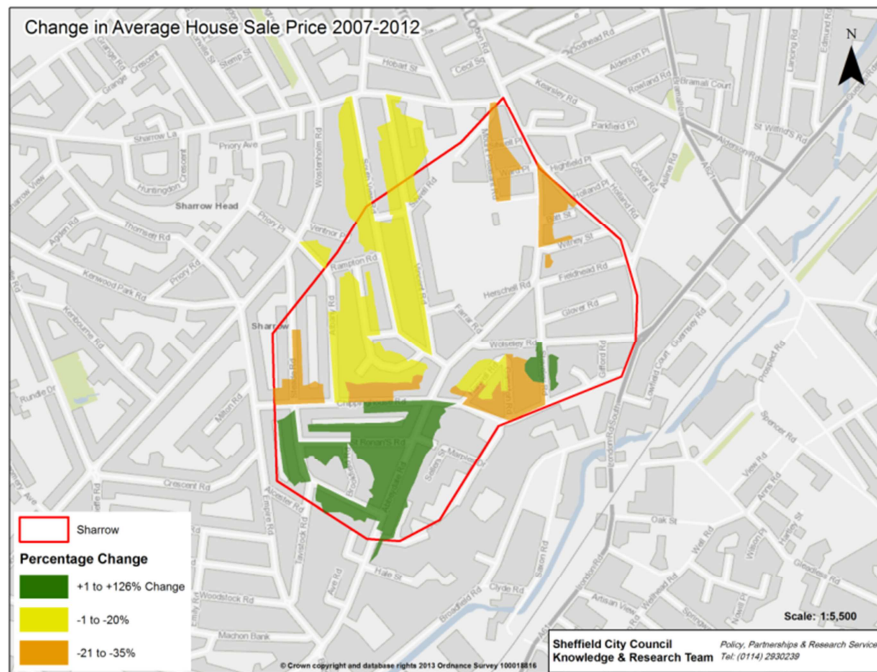
As there is a high proportion of lower quality private rented properties in the area, it poses a problem in terms of tenure balance and creating a sustainable community. The irresponsible letting of private rented property in Page Hall is leading directly to increased anti-social behaviour and a continued decline in property condition.

⁹ Page Hall Profile by Corporate Policy and Research Team 2013

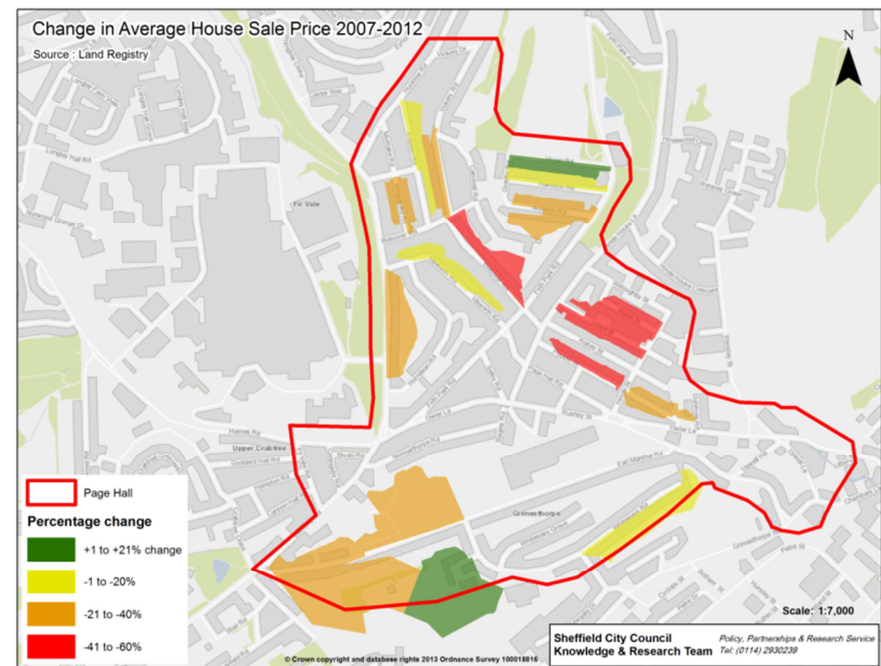
The maps below compare the changes in house prices between Page Hall (right) and Sharrow (left). Sharrow and Page Hall have until recently shared similar characteristics in terms of socio – demographic and economic position, property type and cultural diversity. However, Page Hall has seen changes in recent years due to the significant number of migrant new arrivals who have been attracted to the area. This may be because of the supply of private rented housing and also because they have existing family or friends in the area.

The colour coding demonstrates how house prices have either risen, been similar or decreased over the 5 year period. The Page Hall map clearly shows the Selective Licensing designated area in red; meaning there has been a decrease in price of between 41 and 60%

SHARROW

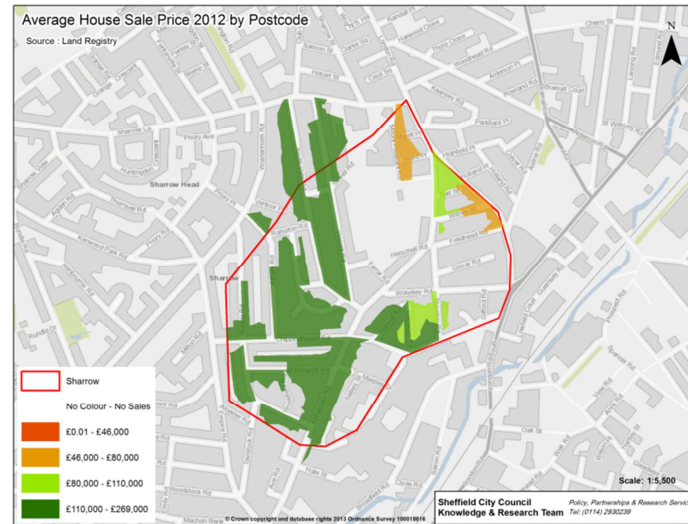
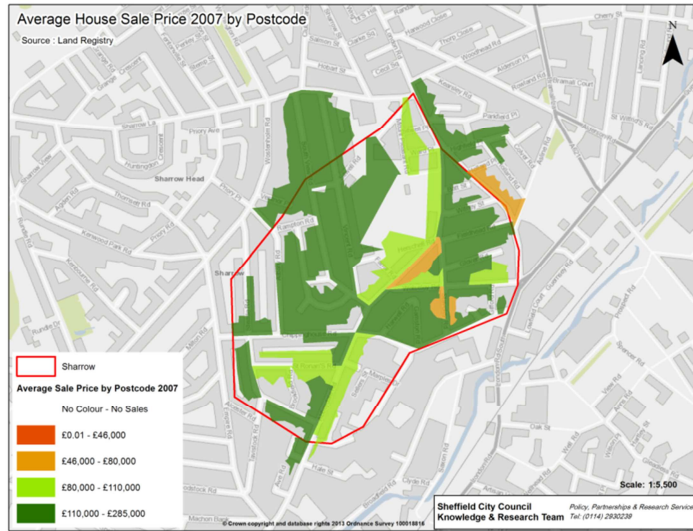
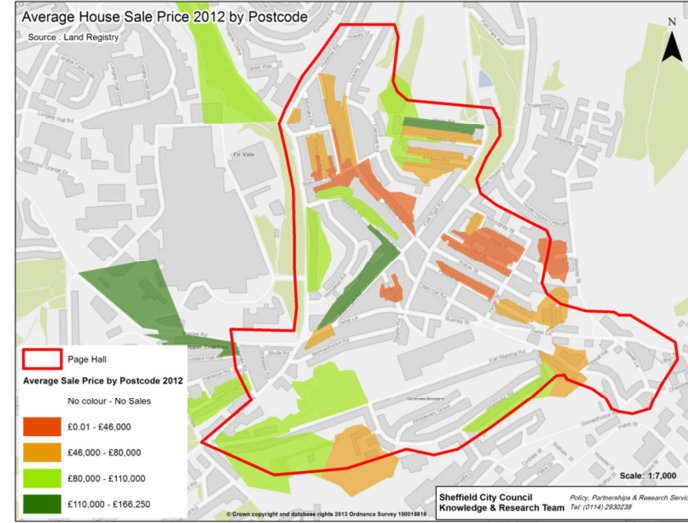
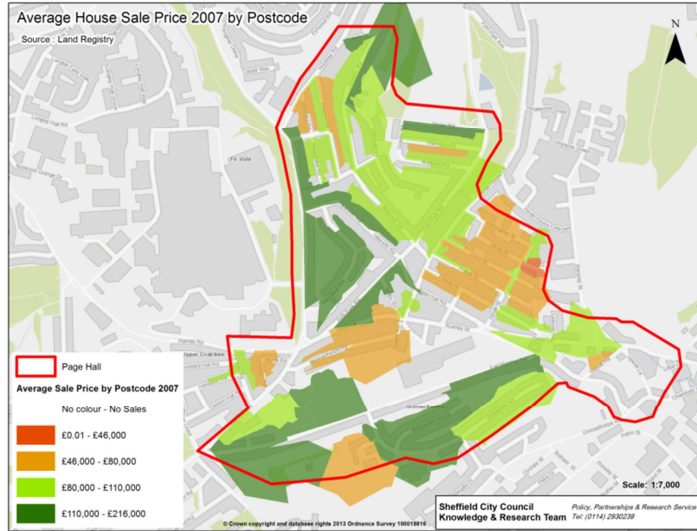


PAGE HALL



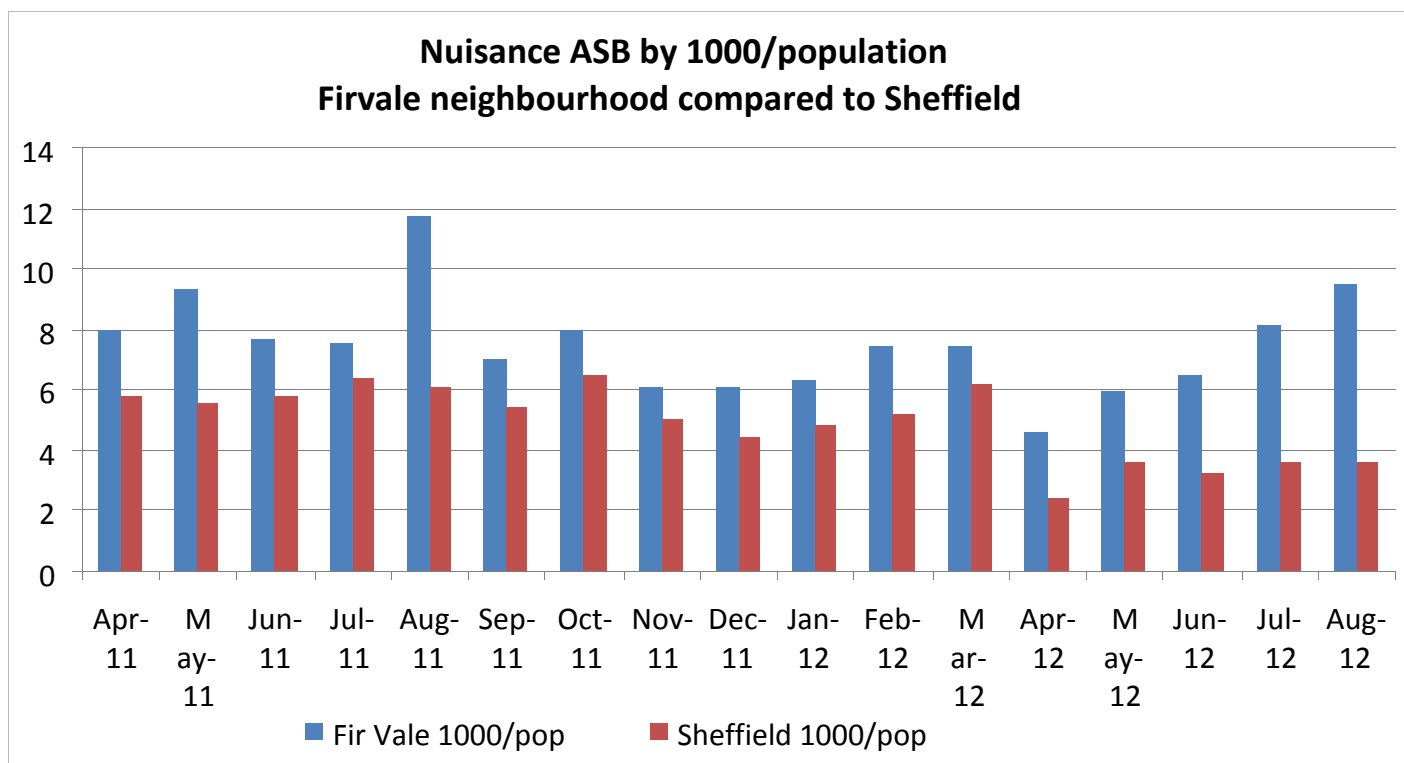
The maps below shows the actual sale prices in Page Hall in 2007 and 2012 – making it very clear, when brought together with the

maps and data above, that the area is experiencing market weakness. This correlates with the perceptions and experience of residents and workers on the ground. The comparable analysis for Sharrow is shown as well.



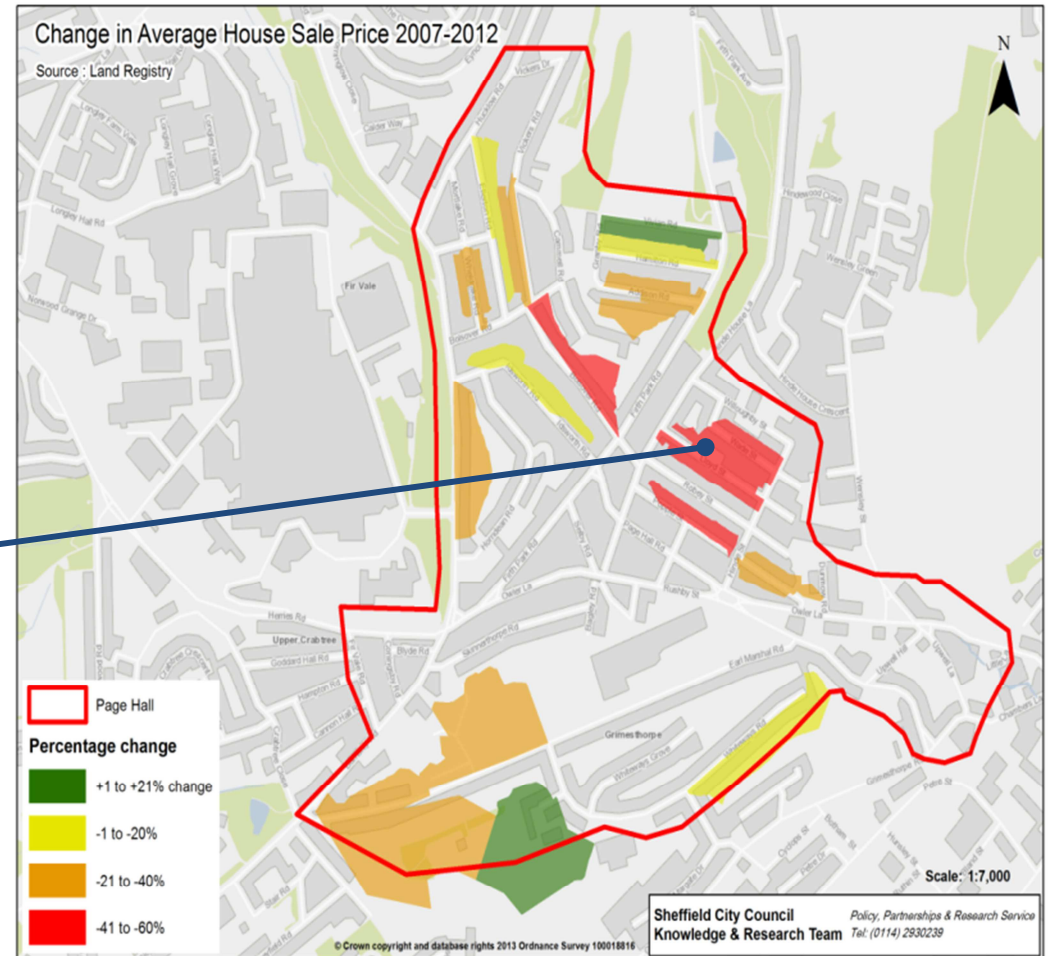
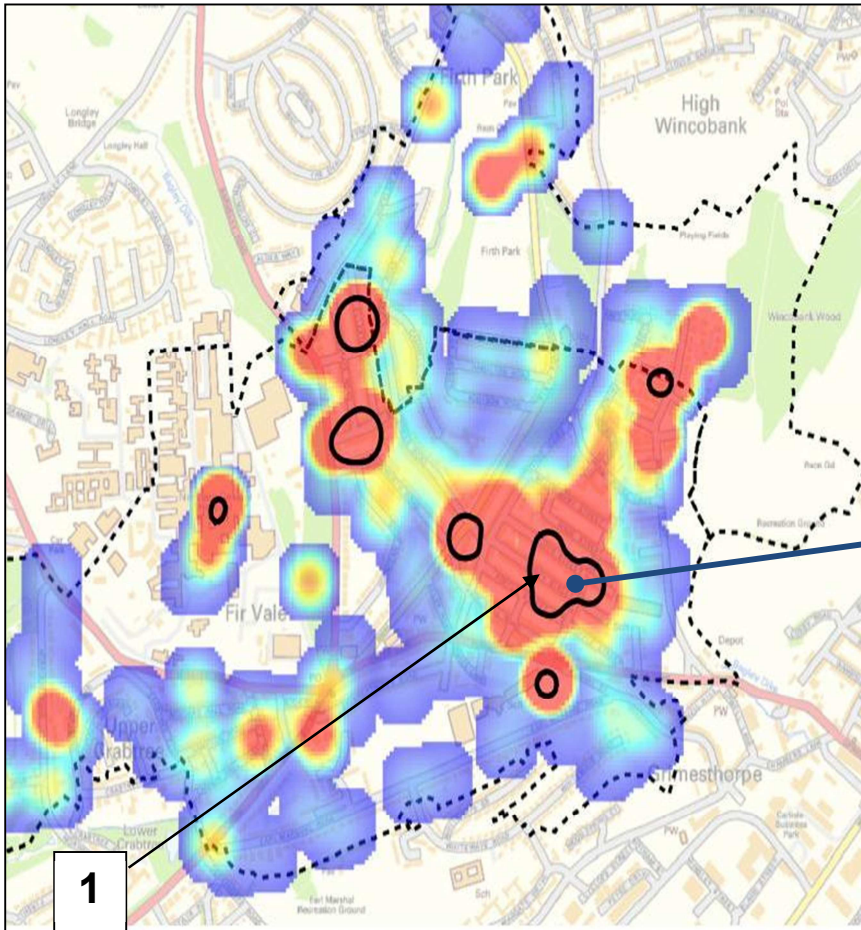
ANTI SOCIAL BEHAVIOUR

The area is experiencing a significant and persistent problem caused by anti-social behaviour, which can be seen in the graph provided by South Yorkshire Police below.



Also provided by South Yorkshire Police; the 'heat map' below shows the concentration of anti-social behaviour incidents in Page Hall.

ASB Hotspot Map



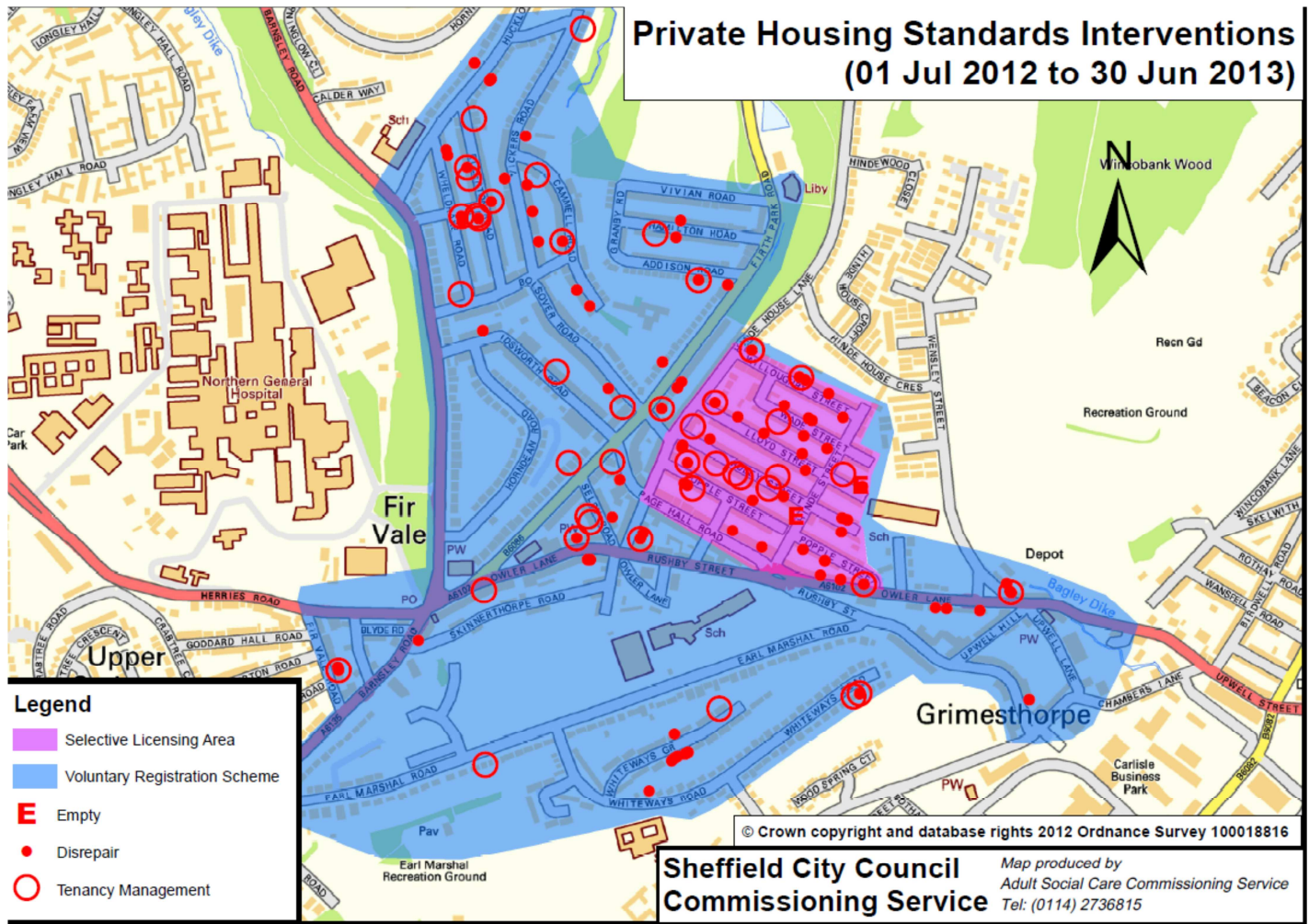
Arrow number 1 points to the Selective licensing area. This is where the highest concentration of private rented properties are, and where the Private Housing Standards team has most activity and interventions (see appendix A). This is the area we are recommending to introduce Selective Licensing.

Tenants *fly-tipping* and dropping *litter and waste* in the street or shared open spaces is a particular issue for the local community. This was borne out in the feedback from the consultation. The experience of our Officers working in the area suggests that some private rented landlords who have let premises in the area are *failing to take appropriate action to combat this problem* – e.g. providing advice to tenants on the use of local services. This is putting additional pressure on public services so it is essential that landlords take more responsibility for this. We know that last year alone, there were 667 responses to fly tipping complaints by Environmental Services. 11.5% of those were in the Page Hall/Fir Vale area alone. Throughout the summer in Fir Vale/Page Hall – they needed to carry out a ‘deep clean’ up to 3 times every week.¹⁰ Clearly this was not sustainable and has been reduced to the normal level.

Increased enforcement and Selective Licensing will enable the Council to specify conditions of tenancy and that will compel landlords to take action. This, when combined with other measures being taken by the Council and partners in the area, will help to reduce anti-social behaviour.

¹⁰ Locality Management Department SCC

The following map shows the levels of interventions by the private housing standards team in the proposed Selective licensing area, and the proposed voluntary registration area. It aligns with the house price information to show that the concentration of interventions are in the Selective licensing area. However – there are still significantly more in the voluntary scheme area than in the rest of the city.



Page Hall Selective Licensing

Please read this carefully. It talks about what you must do to comply with Selective Licensing.

Section 1	Licence Conditions	Page
Section 2	Property Standards	Page
Section 3	The training	Page
Section 4	Tenancy Management	Page
Section 5	Overcrowding	Page
Section 6	The Fit and Proper test	Page

Section 1

Licence Conditions

Here are the conditions that you are required to meet for each of the properties you let out in the Selective Licensing area.

Please make sure you read these conditions carefully. If you breach any of them – we can prosecute you for a breach of the conditions, which could incur a fine of £5,000 per breach.

1. All properties must be brought up to and kept up to the property standards detailed in Section 2 of this document
2. You must attend an approved training course within 12 months of the start of Selective Licensing
3. You must always be aware of your tenancy management responsibilities and keep to the tenancy management expectations detailed in Section 4 of this document
4. You must explain to your tenants in a way that they can understand, how to use the property's facilities; such as gas and electrical appliances and sanitation facilities
5. You must explain to your tenants in a way that they can understand, how to store and dispose of waste properly
6. You must make sure your tenants are aware of their responsibilities to be good neighbours and not to cause nuisance, annoyance or anti-social behaviour in or around their home
7. You must not allow your property to become over- crowded. We have made it clear what the permitted numbers are for different house types in Section 5
8. You must make the authorities aware of any situation where you are concerned there may be any abuse or exploitation or criminal activity taking place in or around your property
9. You must undergo and pass the 'Fit and Proper' test as attached

Section 2

Property Standards

Here are the standards that each of your properties must meet.

Sometimes, your property might require additional measures – such as if it is a House in Multiple Occupation (HMO), or a licensable HMO. Please check with us if you think this applies to you.

Properties should generally be in reasonable repair with internal layouts that allow for the safe use of the property and reasonable escape in case of fire.

They must not have more people living or staying there, than we permit.

General

1. Access to gas and electric meters, fuse boards, Gas and Water stop taps should be accessible to all occupants at all times without having to pass through other accommodation or through a shop. Where this is not possible due to security problems, tenants must be able to shut off gas and electrics from within the accommodation
2. Any gas or electric supply that requires frequent checking or feeding of the meter must be readily accessible. This excludes hatch access to a cellar area

Gas and Solid Fuel Safety

3. Gas supplies must be safe and regularly serviced. Appliances must be safe and serviced in line with the manufacturer's requirements. A photocopy of the latest servicing certificate for the supply and appliances, no more than 12 months old, must be displayed inside the property or in the tenant information pack. The landlord must supply a copy of the gas safety certificate with the application and on demand.
4. All gas installations must be covered by a current Landlord Gas Safety Certificate (eg a CP12) issued by a Gas Safe registered engineer. All works to gas installations must comply with Gas Safety (Installation & Use) (as amended) Regulations 1998
5. A Carbon Monoxide alarm is required for any property with a gas or solid fuel appliance, such as a boiler, gas fire or gas oven / hob. This should be to BS EN 50291:2001. It should be fitted to a suitable location, following the manufacturer's specific fitting instructions, usually at least 3m away from the gas appliance. Where there are multiple gas appliances additional detectors should be positioned in accordance with manufacturer's instructions. The whole detector (not just the battery) must be tested quarterly, using the manufacturer's instructions

Electrical Safety

6. The electric supply and appliances provided by the landlord must be in a safe working condition. All appliances provided shall have operating guidance supplied.
7. The fixed electrical wiring and installations must be certified as safe by an electrician qualified to undertake the test at least every five years, unless otherwise indicated on the previous inspection to be sooner, and must be to a 'Satisfactory' standard. This will usually be a domestic electrical installation condition report. The landlord must supply a copy of the electrical condition report with the application for licensing. Where there is no existing report then one shall be provided within 1 year of the commencement of selective licensing. Where an application for selective licensing is not made in advance, then a copy of the electrical condition report shall be submitted with the application.
8. Any alterations or additions to the electrical installations must be carried out by an electrician registered under Building Regulations Part P and the installation left in a safe condition and proper working order.
9. Sockets should be located where appliances can be used safely without flexes causing a trip hazard. There should be a minimum of two double sockets in all habitable rooms. Large rooms may require more.
10. Each fixed electrical appliance shall have its own dedicated electrical socket. In addition to sockets dedicated for appliances, a minimum of two double sockets above the work top are to be provided in each kitchen. Sockets should be located away from sinks, in a position where appliances can be used safely
11. Light switches should be in a suitable location where they are easy to use. Light fittings should have low energy light bulbs where appropriate

(There is a link to the Landlords Guide to Electrical Safety published by the Electrical Safety Council on the Councils web page at www.sheffield.gov.uk/phs)

Doors and Frames

12. Doors and frames should be sound and well fitted and doors should be able to be latched closed. Some doors may need to be solid doors or fire doors in HMOs or where there are other high fire risks (See the section on fire safety)
13. Locks with a thumb turn mechanism to allow escape from the property without the use of a key are required. On the external side of the door barrels of locks should not protrude from the face of doors.
14. Any bedrooms fitted with locks must allow escape without the use of a key
15. Any glazing in doors shall be safety glazing to BS6206

Windows

16. All windows should be sound and well fitted, and opening lights should be able to be readily opened and securely closed. Windows shall not be louvre windows.

17. Window locks and keys should be provided to ground floor windows and any other windows accessible without the use of a ladder
18. Any opening escape windows should not have grills, mesh or roller shutters fitted that prevent them opening, including during a power failure
19. Any windows with glass 800mm from the floor will require safety glass to BS 6206

Fire Safety

20. If your property is a Licensable HMO – it must meet the fire standards for HMO licensing see www.sheffield.gov.uk/hmo
21. Other HMOs that are two or three storeys must meet the fire standards for Non licensable HMOs

Family houses must meet the following minimum fire safety standards:

22. Smoke alarms must be fitted to each hallway and landing ceiling. A mains powered interlinked system is installed with a heat detector in the kitchen as these are more reliable and more tamper resistant than independent detectors. A radio linked system is satisfactory. Existing 10 year lithium battery type detector is the minimum requirement for family accommodation for houses with a direct means of escape. They are recommended to be interlinked. Where no existing detection is in place and where there is no direct means of escape hard wired alarms are to be fitted, installed by an electrician certified in accordance with BS 5839.
23. There must always be a clear escape route in the property that leads directly to a place of safety outside of the building. All exit routes in control of the landlord, should be kept clear and unobstructed at all times
24. Where there is no direct escape from the staircase to the outside without passing through another room then these properties will need to be individually assessed unless they fit into the following two categories:
 - 25.1 The works for a **2 storey house with the staircase descending into the kitchen** with no secondary means of escape are:

- to create a half hour fire resisting lobby at the foot of the staircase to separate the staircase from the kitchen. The new fire door shall open up against the staircase and an existing door on the staircase removed. It shall be fitted with intumescent strips (but NOT cold smoke seals).
- hard wired detection (which can be radio linked) covering the new landing area, the first floor landing and the cellar close to the meters (if any)

For three storey houses with the same arrangement the doors at first floor level will need to be sound and if the attic door is situated on the staircase it needs to be sound and well fitting into the frame. If there is no attic door then a new door and frame need constructing in the attic.

- 25.2 The works for a **two storey family house with two alternative routes at ground level** are:

- Renew any ground floor doors that are not substantial and well-fitting with well-fitting fire doors.
 - hard wired detection (which can be radio linked) covering the two landing areas and the cellar close to the meters (if any)
 - Three storey properties with the same arrangement the doors at first floor level shall be sound construction and if the attic door is situated on the staircase it needs to be sound and well fitting into the frame. If there is no attic door then a new door and frame need constructing in the attic.
25. A fire blanket is to be provided in the kitchen. This should meet BS EN 1869:1997. It should be wall mounted but not close to the cooker, or positioned where a tenant would need to pass the cooker to reach it in an emergency
26. External doors should have thumb turn locks to allow easy escape
27. There should be no polystyrene, such as ceiling or wall tiles in the property
28. Where practical, escape windows should be provided when new windows are being fitted
29. Cellar ceilings under escape routes should provide 30 minutes fire resistance. Cellar ceilings in good condition will be accepted as will infill with mineral fibre insulation and chicken wire support

Internal Stairs

30. Handrails or grab rails are required to all stairs. There should be adequate guard rails around stair wells and safe access to any cellar
31. There should not be any horizontal balustrade rails and no gaps wider than 100mm between spindles
32. Stairways should be well lit to allow for their safe use

Furniture

33. If furniture, curtains, blinds and soft furnishings are provided, they must be compliant with the Furniture & furnishings (Fire Safety) Regulations 1993

Cellars

34. If a coal chute exists, it must be made safe and secure to prevent access from outside

Heating

35. You should provide a form of heating to all habitable rooms which can be controllable by the tenants. Heating should be capable of providing the following temperatures in each room:

Bedrooms only	18 C
Living Room	21 C

Study / Bedroom 21 C

Bathroom/ WC/ Dining Kitchen 21 C

36. Temperatures must be achievable when the external temperature is $-1.^{\circ}\text{C}$

37. No bottled gas, paraffin or halogen heaters are permitted within the property. and any new tenancy agreement must incorporate this standard.

Water

38. The hot water systems must provide a constant controllable supply of hot water to baths, sinks, showers and wash hand basins and cold water would be available to these appliances and to the water closet.

Kitchen

39. The kitchen should be laid out in such an arrangement as to allow for its safe use and be easy to keep clean and hygienic by the tenant.

40. A piped hot and cold water supply is required to the kitchen sink.

41. In furnished accommodation a refrigerator of appropriate size for the number of occupants in the property, including freezer space should be provided in the kitchen or immediately adjacent to the kitchen and in unfurnished accommodation a space for a fridge is required in the same location.

42. In furnished accommodation a 4-ring cooker, oven and grill located with a work top of at least 300mm either side must be provided and in unfurnished accommodation a space for a cooker must be provided with either a gas or electric supply and with work surface of at least 300mm to both sides of the . The cooker or the space for the cooker shall be positioned away from any door openings. 2 or 3 rings may be acceptable for small 1 or 2 person flats and studios, where space is limited.

43. There must be adequate food and utensil storage in the kitchen. 1 standard single storage cupboard per adult is adequate. The space in the sink base unit is not suitable for food storage

44. A minimum 1 linear metre of dedicated free worktop space for food preparation is required in the kitchen, with a minimum depth of 500mm

45. Where the property is furnished, a washing machine shall be fitted and in unfurnished properties there must be space for a washing machine. In both cases there must be plumbing provision and a dedicated electrical socket

46. Tumble driers are recommended to help reduce condensation problems. If provided they must be either the condensing type or the extract hose must be properly connected to a wall vent. Combined washer/driers complying with these conditions are acceptable.

47. There must be an extractor fan controlled by a humidistat with a manual over-ride are recommended.

48. Trickle ventilators in windows are recommended to allow for background ventilation. These can be in the frames of windows or by the provision of airbricks with controllable ventilators.

Bathroom/toilet Facilities

49. Bathrooms and water closets must have adequate space to ensure their safe use. Any alterations to the bathroom and water closet need to comply with Building Regulation standards
50. A suitable method of ventilation should be fitted to all rooms. In bathrooms it is recommended to fit a humidity controlled extractor fan, Where the rooms are not on an external wall then this shall be fan that will extract through ducting and be of appropriate size.is required
51. An internal water closet has to be provided with a wash hand basin with a hot and cold water supply
52. A shower and or a bath, and wash hand basin are required each with a tiled, or equivalent, splash back area
53. Any shower should have a waterproof surround and a shower screen/curtain
54. If a shower is situated in a bath, tiles or equivalent shall extend 1.5m from the shower head down the length of the bath, 150mm over the top of the shower head and 150mm past the side of a shower curtain to prevent damage to plasterwork

Decoration

55. The decoration of the interior and exterior of the property should be clean and sound at the commencement of tenancy.
56. Walls and ceilings must be in a sound condition throughout the tenancy.
57. Floor coverings must be provided and be clean, level, sound, well secured and easy to clean, with no frayed areas, to minimise trip hazards (particularly to stairs and landings). In bathrooms and kitchens with vinyl or tiled floor coverings, the edges should be sealed to minimise water ingress

Security

58. Where burglar alarms are provided, they should be fitted with an automatic cut out device that prevents the alarm for ringing for more than 20 minutes. Full operating instruction should be given and the contact details of the service engineers. The equipment should be serviced regularly and replaced if unreliable
59. The burglar/fire alarm key holder must be registered with environmental services – to avoid expensive costs of silencing alarms causing nuisance.

Gardens/Yards

60. Gardens and yards should be clean and tidy, free from rubbish and safe at all times during the tenancy
61. You must not allow any dumping of rubbish in the garden and/or yard and you must make sure there are no health hazards associated with domestic, animal or human waste
62. Access steps, handrails, pathways, sheds and gates must be maintained in good condition
63. External access steps and pathways should be maintained and free from tripping hazards. Handrails should be fitted to external steps where there are 3 or more steps and to steep sloping paths
64. Where the drop from the side of a staircase is greater than 600mm handrails shall be fitted with a vertical balustrade with no gaps wider than 100mm between spindles
65. External redundant buildings should be demolished if unsafe, or maintained in a safe condition.
66. Access to the rear of properties should be gated where practical
67. External lighting controlled by passive PIR dusk to dawn sensors should be provided and maintained for rear and side entrance doors and for access passageways. Light fittings should be positioned below first floor windows and the lighting shall be directed downwards to avoid causing disturbance to neighbours)

Rubbish / Dustbins

68. You must make it clear to your tenants that waste should be stored and disposed of properly. You must advise them of the bin collection days.
69. One standard 240 litre wheeled bin for up to 5 people, and any other recycling bin / bags as required in the area, should be provided on a hard standing area away from ground floor windows and not within any passage.
70. Other recycling facilities should be maintained to the Council's requirements. Tenants should be encouraged to recycle as much as possible through the use of Council provided recycling bins, boxes or bags

Rainwater goods

71. Roofs, gutters, drains and down-pipes must be in a good state of repair and be securely fitted.

Energy efficiency

72. Roof/loft spaces must be insulated where they are accessible from the house. A minimum of 270mm loft insulation, or equivalent including any upright stud walls in attic loft spaces, where accessible. Dormer windows

and roof slopes can be over-boarded with insulated plasterboard to obtain greater energy efficiency if no insulation is evident

73. Hot water tanks and exposed hot water supply pipes house must be insulated
74. There should be cellar insulation between the ground floor joists, where accessible, fixed in place with chicken wire or other suitable arrangements. (Mineral fibre insulation is recommended for its fire protection qualities)
75. Any appliances included in the tenancy shall have an energy efficiency rating of 'A' or 'A+' .
76. An Energy Performance Certificate (EPC) is required. Properties should have a certificate with an D rating or ideally higher

Space Standards

77. Houses of up to 3 bedrooms shall have a minimum of one living room – minimum 13m² free from cooking facilities that is not used for sleeping. This will increase by 1m² for each bedroom over 3.
78. Bedrooms of 10.2m² or above can be occupied by a maximum of 2 adults or children over 10 years old (hereafter an adult is anyone over the age of 10 and children are between 1 and 9 inclusive) , 1 adult and two children or 4 children
79. Bedrooms of between 8.35m² and 10.2 m² shall be occupied by no more than 1 adult and two children or 3 children
80. Bedrooms of between 6.5m² and 8.35m² shall be occupied by no more than 1 adult or two children
81. Bedrooms of between 4.65m² and 6.5m² shall be occupied by no more than one child. Rooms of less than 4.65m² are not to be counted as bedrooms

Section 3

The Training Course

We feel that all landlords should receive adequate training which will help them to understand and carry out their legal and moral obligations properly. It will also help the private rented sector make a positive contribution to the local community.

You must supply us, within 12 months of the start of Selective Licensing with information demonstrating that you have attended a landlord training course approved by the Council, within the last 5 years.

The course could have been;

- run by another local authority in an area where you also have properties
- a National Landlords Association course
- A Residential Landlords Association course
- The Landlords for Excellence course that was run by the Council with Sheffield Hallam University

If you have not already attended one of these, we are running a training course in association with the Residential Landlords Association which you will need to attend. We will provide you details and dates of these courses when you apply.

Section 4

Tenancy Management Standards

As well as making sure you comply with repairing responsibilities – we are encouraging landlords to give greater consideration to tenancy management too. This is so that we can make sure tenancies are managed well, and help people from all communities integrate into their neighbourhood.

In particular, you shall deal with anti-social behaviour at the earliest opportunity and where they become aware of child safety and vulnerable adult safety – relating to sexual, mental or physical abuse or exploitation they shall report them to the appropriate authorities

In the next section, we have highlighted some things that will help us all to have more successful private rented housing in the city. We expect all parties to respect this so that scheme officers and landlords are not brought into disrepute.

In general, you must be compliant with, and be aware of all, relevant statutory provisions and other legal requirements to do with privately rented houses. An overview of the law private landlords need to be aware of, can be found in the Landlord Information Pack (paper copies available on request from Private Housing Standards or on line at www.sheffield.gov.uk/tro) and on line at www.sheffield.gov.uk/psh. Landlords must ensure that they are aware of, and understand this information.

Equal opportunities

- You must make sure that in all dealings with tenants and prospective tenants, no people or groups of people are treated less favourably than any other person, for example, because of their race, age, gender, disability, nationality, sexuality, gender reassignment, religion or belief.
- Before the start of new tenancies, you will be required to meet with prospective tenants, along with an advisor and/or translator. The meeting will make sure that the tenants understand their responsibilities and obligations, and so that you can provide them with all the information they need about the property

Tenancy Agreements

- You must provide your tenants with a written tenancy agreement which complies with the Guidance on Unfair Terms in Tenancy Agreements published by the office of Fair Trading and with the Unfair Terms in Consumer Contracts Regulations 1999. The tenancy agreement must not contain any terms or conditions which are contrary to any English law relating to the rights and responsibilities of private landlords and tenants and shall include amongst other things, the following points:
 - (a) the name and address of the landlord and name and address of any agent authorised by the landlord

- (b) where only part of a property are being rented to a tenant, e.g. a room in a shared house, the part of the property being let will be identified in the agreement by a room number or by its location in the property e.g. 1st floor back bedroom
- (c) the arrangements for using any shared areas i.e. what parts of the premises the tenant is going to have shared use of and how many other tenants they will be sharing with
- (d) the full name of the tenant and their date of birth
- (e) In shared the houses, a clear explanation of who will be responsible for paying fuel and water charges, how the amount will be calculated and how it will be paid
- (f) the amount of rent, any service charges, and when and how it is to be paid
- (g) the maximum numbers of people to be able to occupy the building based upon the space standards.
- a requirement on the tenant to dispose of rubbish properly including appropriate use of the door to door recycling facilities provided by the Sheffield City Council and a prohibition on illegally burning or fly tipping waste from the property
- (h) tenancy conditions allowing you to evict your tenant before the end of the fixed term contract through the Courts (using the appropriate grounds in schedule 2 of the Housing act 1988) in the event of rent arrears, anti-social behaviour, using the property for immoral or illegal purposes, causing the property to be overcrowded or damage to the property
- (i) a tenancy condition stating that Notices served by the landlord on the tenant will be properly served if left at the premises rented to the tenant

You should make a copy of the tenancy agreement available in advance of the letting so that tenants can read it before being asked to sign and should give prospective tenants the opportunity to get independent advice before signing. Additional copies of the tenancy agreement should be made available if the tenants request it

The tenancy agreement should make it clear whether it's a joint tenancy or an individual tenancy

Deposits and rent in advance

- You must not demand any money for Tenancy deposits or rent prior to the tenants signing and exchanging the tenancy agreement.
- Reservation or holding deposits can be accepted providing they are not excessive. A receipt should be issued stating clearly what this money is for and the grounds for a refund. The holding deposit should be taken off the first month's rent/deposit, if the tenant signs the agreement

- When you or a letting agent takes a deposit from an Assured Shorthold tenant, the deposit must be protected in a government-authorised tenancy deposit scheme and then give the tenant the 'prescribed information' about the deposit within the required timescales
- In addition to giving the prescribed information to the tenants, you, or your agent must keep a record of having given this information such that they have clear evidence of the information having been given to the tenant.

Other Information to be given to tenants at the start of the tenancy

You must give your tenants an information pack which contains

- a copy of the gas and electrical certificates,
- tests for smoke alarms and fire detection systems
- Emergency contact numbers.
- instructions for using the heating system, alarms, fire detection systems, the washer and other gas and electrical appliances
- refuse/ recycling requirements, such as collection days and what materials should be recycled.
- clear instructions for turning off and restoring hot and cold water supplies and central heating for periods of absence during winter,
- instructions for the safe and efficient working of any other appliances in the house.
- You should inform tenants who the utility suppliers are, if you know.
- Before a tenancy agreement is signed, you must advise your tenants about the grounds on which they can apply to court to end the tenancy and the importance of not allowing antisocial behaviour or overcrowding and of disposing rubbish and recycling properly.

Inventories

- An accurate, detailed and agreed inventory of furniture, fixtures and equipment, including the condition of the property and its contents, shall be provided at the start of each tenancy. Tenants should be given the opportunity to record any points about the inventory that they disagree with.

References

- You must require at least 2 satisfactory references from prospective tenants. These references must provide testimony as to the tenants past record of adhering to tenancy conditions and not committing anti-social behaviour, or provide other genuine and significant evidence as to the likelihood of them adhering to tenancy conditions and not committing anti-social behaviour such as the advice meeting mentioned above.

Insurance and permission to let

- You must have current Buildings and Public Liability Insurance, and permission obtained from any mortgage company and/ or the freeholder, to let the property.

Rent and other charges

- You must give written receipts to tenants for rent paid in cash at the time the rent is paid.
- Where rent is paid weekly it is a legal requirement to provide a rent book or similar document which must be kept updated
- During the fixed term of the tenancy agreement, you must not make any attempt to increase the rent or make extra charges other than what is allowed for in the tenancy agreement. At a time when the tenancy is periodic (there is no fixed term eg the tenancy is running on after the contract has run out) any rent increase will be proposed through the appropriate legal procedure (currently Housing Act 1988 s.13)

Managing your repairing obligations

- You must make sure that your tenants have a simple and straightforward way of reporting repairs to you. Ideally this should be in writing – except in an emergency
- Relevant non-emergency repair and emergency repair telephone numbers should be provided to tenants at the start of each new tenancy and within 3 months of the commencement of selective licensing for existing tenants.
- You must respond to repairs which you identify yourself, or reported by the tenants during the course of the tenancy as follows:
 - It is expected that a repair will be completed within the times stated below in the majority of cases. It is however recognised that there may be circumstances where this may not be achievable, and Landlords should advise tenants of anticipated completion dates for repairs where target dates cannot be met, and make any necessary arrangements to address health and safety issues until the repairs are completed.

Category - A (emergency)

All repairs endangering the safety, health or security of the residents or the structure of the building e.g. gas leaks, major electrical faults, blocked WCs, major water leaks.

Response time: *Not more than within 24 hours of notification.*

This should include a response to burglary damage boarding/ repair of any insecure door or window within 12 hours.

Category - B (urgent)

Eg. Complete breakdown of heating/hot water systems and serious lighting faults.

Response time: *Within 48 hours of notification.*

Category – C

All other urgent repairs affecting the structure and services but not regarded to be prejudicial to the safety, health or security of the residents or the structure of the building, e.g. direct water penetration, refrigerator breakdowns and major cooker faults.

Response time: *Within seven working days of notification.*

Category – D

All other repairs reported but which do not affect the safety, health or security of the residents or the structure of the building and are services, which do not prevent reasonable occupation of the accommodation. Examples are plasterwork and minor furniture repairs.

Response time: *Within three weeks of notification.*

Access to carry out repairs

- You must make all reasonable efforts to agree a mutually acceptable time of access with the tenants so that you can carry out repairs. (In an emergency situation, tenants should co-operate as fully as possible with the landlord. If the tenants have individual tenancies, rather than a joint tenancy, then legally you don't have to give 24 hours written notice to enter the common parts, however it is courteous to do so)
- You must make sure that planned programmes of repair, servicing and those improvements that a landlord is entitled to do, are carried out with due regard to the convenience of the occupants and that the tenant's permission has been obtained.
- You must advise your tenants as far as possible as to how long repairs are going to take and any disruption or inconvenience that may be caused.
- You must take reasonable steps to carry out repairs in a way which minimises discomfort and disruption to tenants and is considerate to the tenant's circumstances
- Ensure that all contractors and tradespersons carry relevant Identification, which should be shown to tenants on demand and can be checked. Alternatively, the tenants should be notified who will be coming and when.

- You must make sure that all redundant components and debris is removed from the property and exterior on completion of works. Contractors should behave in a professional and courteous manner at all time

General Safety

- You must make sure that smoke / fire detection systems and firefighting equipment is serviced / tested - in line with local authority regulations. Investigate any reports of false alarms. Records should be kept of these inspections. Tenants should be advised if they are responsible for routine tests.
- Where gas is supplied to the house, you must have an annual gas safety check carried out by a Gas Safe registered installer. A copy of the certificate must be given to the tenants, and a copy sent to the Council.
- Any furniture provided must comply with The Furniture and Furnishings (Fire Safety) Regulations 1988,1989,1993

Anti-social behaviour

- Anti-social behaviour is defined as being “behaviour that causes nuisance, annoyance, harassment, alarm or distress to one or more people living nearby”. This can include (but is not limited to), leaving rubbish and litter, vandalism, noise nuisance, harassment and intimidation, abusive behaviour, and drug and alcohol abuse.
- You should deal fairly with all parties and take account of the advice about dealing with anti-social behaviour in the Landlord Information Pack we will give you.
- Where you receive a complaint about alleged anti-social behaviour by one of your tenants or their family or guests, you should take reasonable steps to get details of the complaint, make enquiries of anyone else that may have information about the problem and then talk to the alleged perpetrator about their behaviour. You should do this within 7 days of the complaint
- If there is reason to think the initial complaint against the tenant or their family may be justified, you will make the tenant aware of the effect of the behaviour on others and that you will take steps to end their tenancy and recover the costs of the legal action from them if the problems continue.
- Where you suspect that the behaviour may amount to a criminal offence, this should be reported to the Police.
- Where the service of Notice does not act as an effective deterrent, you will give reasonable consideration to ending the tenancy by the proper legal proceedings, including getting legal advice where appropriate.

Respect for privacy and right to ‘Quiet Enjoyment’ and unlawful eviction

All tenants have the right to 'Quiet Enjoyment' in their home. This is the right to live in the property free from interference and disturbance by their landlord or anyone acting for the landlord. This right must be respected by the landlord, and agent and, in the event of any concerns from the tenant, they must take all reasonable steps to ensure that their family, business associates and anyone else who may have had contact with the tenant, is aware of the importance of respecting this right.

Where the landlord wants to take possession of the premises (evict the tenant), the proper legal procedure will be followed, with the correct legal Notices being given and the correct Court procedures followed.

Section 5

Overcrowding

- You must not allow anyone to live or stay in your property if it is going to make it overcrowded
- If you suspect that the house has become overcrowded, you must make the tenant immediately aware that this is an offence. The Council can prosecute landlords and tenants who cause overcrowding.
- Where there is evidence that the tenants have caused overcrowding, you will be firm in making it clear to the tenants that you will take reasonable steps to end the overcrowding including taking possession action through the Courts
- The permitted numbers of people are shown below
 - Property with One bedroom – 2 people
 - Property with Two bedrooms – 4 people
 - Property with Three bedrooms – 6 people
 - Property with Four bedrooms – 8 people

(Babies under the age of one year do not count as a person)
- You must not exceed these at any time – and your tenants must be told that they must not allow guests to sleep in their home if it will exceed these numbers

Section 6

The Fit and Proper test

You will be required to pass the Fit and Proper test, as defined by the

Housing Act 2004 which provides for a judgement about whether the relevant person is Fit and Proper.

Appendix E - COSTS AND CASH FLOW FOR SELECTIVE LICENSING

Costs and cashflow for Selective Licensing Scheme								
Expenditure		Set up Jan- March 2014	Yr 1 2014_15	Yr 2 2015_16	Yr 3 2016_17	Yr 4 2017_18	Yr 5 2018_19	5 YR TOTAL
Staffing	Grade							
Housing Trainee	2	1,938	7,750	7,750	6,200	6,200	0	
Licence Administrator	4	4,400	17,600	17,600	13,200	13,200	0	
Licence Enforcement Officer	5	4,125	16,500	16,500	22,000	22,000	0	
Non staff								
Translation and Comms		1,250	5,000	5,000	3,000	3,000	0	
Overheads, legal etc		2,616	10,463	10,463	10,350	10,350		
Total Expenditure		14,328	57,313	57,313	54,750	54,750	0	238,453
Income	Fee £							
Applications in advance	725	206,625						
Applications after 'go live' date	1,000		20,000					
Applications after chasing	1,200				12,000			
Total Income		206,625	20,000	0	12,000	0	0	238,625
Cashflow		192,297	-37,313	-57,313	-42,750	-54,750	0	172
Cumulative cashflow		192,297	154,984	97,672	54,922	172	172	172

Fee Structure

There are 3 different levels of fee for a licence. During the 3 month notice period, we will encourage landlords to pay earlier and receive a discounted fee.

When the scheme becomes formally operational, expected to be 22 April 2014¹¹, licence fees will increase.

Those landlords who have to be pursued for non-payment will be subject to a higher fee.

Description	Cost per property
Applications made in advance	£725
Applications made after 22 April 2014 ¹²	£1,000
Applications that have to be pursued	£1,200

¹¹ This date may change due to operational circumstances

¹² This date may change dependent on operational circumstances

Appendix F – EQUALITIES IMPACT ASSESSMENT

15.2 Sheffield City Council

15.3 Equality Impact Assessment

15.4

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Name of policy/project/decision:

- a) Introduction of Selective Licensing in an area of Page Hall, Priority Area 1, comprising approximately 350 private rented properties
- b) Introduction of a Voluntary Registration scheme in the rest of the area of Page Hall selected for consultation (Area 2), comprising approximately 520 private rented properties

Status of policy/project/decision: New

Name of person(s) writing EIA: Claire Briddock

Date: 16/12/13

Service: Community Services /

Commissioning

Portfolio: Communities

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

To introduce Selective Licensing and a Voluntary Registration scheme in Page Hall, to improve the quality of private rented accommodation and standard of tenancy management. A Selective Licensing scheme lasts for up to 5 years.

Are there any potential Council staffing implications, include workforce diversity?

Additional staff will be needed to administer the licence and carry out the necessary enforcement activity to make any selective licence effective. It is envisaged that a significant part of the cost associated with this will be met from the licence fee itself. Any additional / new staff will be recruited by following the Council's usual recruitment processes.

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	High	The total population of the defined Page Hall area, according to the 2011 Census, is 6,161. The profile of the population differs from Sheffield as a whole, with more children aged 0-14 in and more aged 25-34. However, there are fewer people aged 40 and over and fewer 15-24 year olds, although, Sheffield as a whole, has a high proportion of 15-24 year olds due to the large number of students. The inward migration of people over the last few years, into the Page Hall area from European Accession countries, has resulted in a significant

Areas of possible impact	Impact	Impact level	Explanation and evidence (Details of data, reports, feedback or consultations. This should be proportionate to the impact.)
			increase in the number of children living in the area. This will impact on local schools and health provision in the area. Service providers in the area, including NHS and Education have increased service provision in the area to reflect this change in demand for services.
Disability	Positive	Medium	The demographics are similar to elsewhere in the city, so there is no disproportionate impact. However, if properties are made safer this could impact on people with a disability.
Pregnancy/maternity	Positive	Medium	See above under age
Race	Negative	High	
Religion/belief	-Select-	-Select-	No disproportionate/negative impact anticipated for this group
Sex	-Select-	-Select-	No disproportionate/negative impact anticipated for this group
Sexual orientation	-Select-	-Select-	No disproportionate/negative impact anticipated for this group
Transgender	-Select-	-Select-	No disproportionate/negative impact anticipated for this group
Carers	-Select-	-Select-	No disproportionate/negative impact anticipated for this group
Voluntary, community & faith sector	Negative	Medium	VCF organisations in the area are already working with an increase in demand due to the number of people, predominantly Roma slovak, moving into the area. The introduction of Selective Licensing in the area has the potential to put additional pressure on VCF services in the area through the need for advice and guidance.
Financial inclusion, poverty, social justice:	Negative	High	Page Hall and the people that live within it are generally experiencing high levels of deprivation compared to the City average. We know that Page Hall is at the lower end of the rental market which attracts those on lower incomes who may be vulnerable. Selective Licensing has the potential to inadvertently lead to an increase in evictions and increasing vacant properties in the area as 'bad' landlords move to other areas. This also has the potential to impact on homelessness and / or overcrowding if tenants are evicted as part of this process. Part of the work to mitigate against this is to engage landlords early on in the process, undertake the public consultation and engaging with the local community, and putting advice and support in place if the licence is put in place in conjunction with joint working with other services this may impact on e.g. Housing Solutions. The EIA will be reviewed throughout the project including additional EIAs to be

Areas of possible impact	Impact	Impact level	Explanation and evidence (Details of data, reports, feedback or consultations. This should be proportionate to the impact.)
Cohesion:	Negative	High	<p>produced before and after the public consultation.</p> <p>Page Hall is an area which is already experiencing problems with community cohesion. Selective licensing has the potential to cause further tension between landlords and tenants living in the area. To mitigate against this we will need to work closely with partners working in the area and work with both the local community and landlords to support and advise them if the licence is put in place. The EIA will be reviewed throughout the project including additional EIAs to be produced before and after the public consultation.</p> <p>The new arrivals that have moved in significant numbers into private rented housing often do not understand cultural norms or how local services work. Their support needs are therefore particularly acute. Yet they are unlikely to receive the tenancy direction or management support by their landlord in the way that we would want. This is working against the successful integration of new arrivals into the Page Hall area. Residents have recently highlighted concerns about antisocial behaviour to local police. As a direct result, South Yorkshire Police and Sheffield City Council jointly agreed that a Section 30 Dispersal Order should apply in the area. This came in to place on 12th August 2013 and lasted for 3 months. This was the second such order in twelve months. Recent reports suggest that this hasn't been effective, with groups of people returning soon after being moved on.</p>
Other/additional:	Negative	High	<p>Potential impact on other services in addition to the VCF as outlined above e.g. increases in homelessness presentations or children moving schools. This means engaging with other services and providers which the proposal may impact on early on within the process to identify ways to minimise / prepare for potential impact in other service areas. The project also has the potential to move problems to another area in the city. Again we will be working with partners and other services to minimise / prepare for this as a indirect potential outcome of the project</p>

Overall summary of possible impact

A key feature of the strategy is to work with a community that has a higher percentage of BME and in particular has seen a significant increase in inward migration from European Accession countries in the past few years.

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 race, the elderly, disabled people, young people and the less well off.

There is a risk that Selective Licensing may initially have a negative impact on all groups, as landlords could leave properties empty rather than pay for a licence, which may result in more homeless cases and overcrowding.

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

Review date:

Q Tier Ref

Reference number:

Entered on Qtier: -Select-

Action plan needed: Yes

Approved (Lead Manager): John Corris

Date: 16/12/13

Approved (EIA Lead person for Portfolio):

Date:

Does the proposal/ decision impact on or relate to specialist provision: no

Risk rating: Medium

Action plan

Area of impact	Action and mitigation	Lead, timescale and how it will be monitored/reviewed
All groups	<p>Further EIAs to be produced throughout the schemes to ensure that equality implications are being properly considered and addressed.</p> <p>A further EIA will be required for the implementation of the licence if this is agreed by Cabinet, to cover licence terms</p>	<p>John Corris</p> <p>The EIAs and associated action plan will be monitored and reviewed as the project progresses</p>

Area of impact	Action and mitigation	Lead, timescale and how it will be monitored/reviewed
	and conditions, to ensure both tenants and landlords are adequately informed and supported to comply with the licence. This will also include consideration of payment terms, and potential discount schemes to encourage landlords to comply	
All groups	Selective Licensing and a Voluntary scheme, does have certain risks attached. Over the 5 years of the scheme it is hoped that the neighbourhood will become much more balanced and stable. In the short term landlords may decide to leave the area, which may result in fewer properties being available to rent. However, as the quality of accommodation improves, this will attract landlords to invest in the area.	John Corris The EIAs and associated action plan will be monitored and reviewed as the project progresses
Race	<p>The licence holder is required to demand references from persons who occupy the property. This may have a negative impact on new migrants, in particular those arriving from European Accession countries. This may result in an increase in homeless cases and overcrowding.</p> <p>Although this is a Legal Requirement as stated in the 2004 Housing Act we recognise that this can be unrealistic for new arrivals. We will therefore be setting up a tenancy sign up service including Landlord's, Council Officers and potential tenants to help address this issue. Landlords will need to evidence that they have taken all reasonable steps to obtain a reference with the understanding that this may not be achievable in all cases. We will also waive the need for Landlords to require references from current established tenants where one has not already been provided.</p>	John Corris The EIAs and associated action plan will be monitored and reviewed as the project progresses
Race	A lot of good work has already been carried out in the area. The most effective was as far back as 2008/9 the Migration Impact Fund (MIF) enabled the development of strong partnerships to address the impact of migration from the A8 countries. Following on from the success of the MIF partnership, the Page Hall Tasking Group has met weekly to further develop partnerships with the Council, SY Police and the local advice centre. However, it is recognised that this has not resulted in a strategic and	John Corris The EIAs and associated action plan will be monitored and reviewed as the project progresses

Area of impact	Action and mitigation	Lead, timescale and how it will be monitored/reviewed
	<p>decision making collaboration. Fortunately, the Gold and Silver command structure is now in place to head up the future plans to aid the integration of the Roma Slovak community. In particular advice on how to use services, help with completing forms, advice on the correct usage of waste disposal receptacles etc. Local links with the advice centre and local workers are already well established, and will continue to be supported. However, it needs to be noted that the pressures already placed on existing resources will make it very difficult to cope with the increasing demands placed on them.</p>	
All groups	Early engagement and ongoing work / communication with other services and partners including the VCF that are working within the area or may be impacted on by the proposal	<p>John Corris</p> <p>Will be monitored through engagement activities</p>
All groups	Integration of Selective Licensing approach into other relevant service plans, and strategies including the Housing Strategy and Corporate Plan. This will be to ensure Selective Licensing is not undertaken in isolation but is part of a wider range of activities and regeneration in the area	<p>John Corris</p> <p>Evidence of selective licensing integrated into other plans and strategies</p>
Other	Information package to be developed including, leaflets about common repair issues, landlord information pack which includes standard letter templates for use in their tenancy management This will be important in terms of the council supporting landlords throughout the licence process and ensuring a key and consistent message	<p>John Corris</p> <p>Production of information package and training materials</p>
All groups	This also has the potential to impact on homelessness and / or overcrowding if tenants are evicted as part of this process. Part of the work to mitigate against this is to engage landlords early on in the process, undertake the public consultation and engaging with the local community, and putting advice and support in place if the licence is put in place in conjunction with joint working with other services this may impact on e.g. Housing Solutions. We envisage this to be a short term issue, and as the neighbourhood improves this should in turn improve.	<p>John Corris</p> <p>The EIAs and associated action plan will be monitored and reviewed as the project progresses</p>
Cohesion	To mitigate against this we will need to work closely with partners working in the area and	John Corris

Area of impact	Action and mitigation	Lead, timescale and how it will be monitored/reviewed
	work with both the local community and landlords to support and advise them if the licence is put in place.	The EIAs and associated action plan will be monitored and reviewed as the project progresses
-Select-		
-Select-		
-Select-		

Approved (Lead Manager):

Date:

Approved (EIA Lead Officer for Portfolio):

Date:

ⁱ Census 2011

ⁱⁱ Census 2011

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SHEFFIELD CITY COUNCIL Cabinet Report

Report of: **Richard Webb**
Executive Director, Communities

Date: **15 January 2014**

Subject: **The Page Hall Voluntary Registration Scheme**

Authors of Report: Michelle Slater Telephone 273 4214
John Corris Telephone 273 4680

Summary

The Page Hall area of Sheffield is undergoing rapid change as a result of significant and sustained inward migration. The majority of the newer residents in the area are Roma Slovak.

The scale and pace of the change, and the cultural differences between the newer residents and the established community, are causing community tensions and putting pressure on local services.

Members of the community and a range of public, private, and voluntary organisations are working together to reduce the negative impacts of the change on local residents (established and new) – but more needs to be done.

This report proposes to introduce a Voluntary Registration Scheme in a defined geographical area of Page Hall to the north of the city. The scheme would run alongside a Selective Licensing scheme in another part of Page Hall that is the subject of an additional report to Cabinet.

An Individual Cabinet Member decision report of 26 June 2013; available on the [Council's website](#)¹, recommended that the Council:

- a) **Consult on the introduction of a Selective Licensing scheme in a designated area of Page Hall.** A Selective Licensing scheme imposes a legal requirement for all landlords in a designated area to register as a landlord, apply for a licence for each property they rent out in the area, and comply with various licence conditions. Selective Licensing would give the Council more teeth to tackle irresponsible letting of properties

¹ <https://www.sheffield.gov.uk/in-your-area/housing-services/private-sector-housing/selective-licensing.html>

The proposal is in response to that consultation. It takes account of the views of landlords and residents. Rather than continue with the original proposal to Selectively Licence the whole of the Page Hall area, which was the subject of the consultation, this report recommends that for the larger part, we develop a voluntary solution instead.

The voluntary registration scheme area which is detailed later in this report includes around 520 private rented properties. Landlords will be asked to register with the Council. They will be provided with property and management standards and asked to assess their properties and tenancy management against these standards. The standards are set out at **Appendix D** of this report. This will allow for landlords to recognise where they may fall short and be more open to advice and assistance. By joining the scheme they are demonstrating their willingness to co-operate with us to improve the properties, the neighbourhood and clearly, their assets.

Over the two year period of the registration scheme, all properties will be inspected by a qualified council officer. It is hoped that by the time of the inspection, landlords will have had time to carry out repairs and improvements on our advice. Where the property and management is assessed as meeting the scheme standards, they will receive a certificate that can be used as a marketing tool and will demonstrate more widely that they are a more competent landlord. Undoubtedly, if problems are encountered after the certificate is issued, it may be revoked.

We are fully aware that there is a strong link between the condition of the homes and the health of occupants and neighbours. So there will be a strong focus on **removing Category 1 hazards** and educating landlords and tenants about keeping their homes healthy.

The aims of the proposal are to:

- **Educate private landlords and tenants** about improving property condition, improving management practices and tenancy support so that tenants will understand their rights and also their obligations
- **Improve the standard of private rented housing in Page Hall.** With a more collaborative working relationship; landlords with support from council officers will drive up the standards of their assets, over time improving the perception of the area and reducing the tensions that are currently being faced in the community

We are confident that a successful voluntary scheme, along with a Selective Licensing scheme and extra enforcement will make a significant contribution to the wider problems of low demand and market weakness, and unacceptable levels of nuisance and anti social behaviour caused by tenants who are unaware of their social responsibilities

Overall, we believe that the scheme would make a significant contribution to the general regeneration of the area in collaboration with other council departments, partner agencies and the voluntary sector.

Reasons for the Recommendations:

There is a high demand for private rented accommodation in Page Hall from new arrivals. This has led to some landlords letting their properties irresponsibly - e.g. not carrying out adequate tenancy management to support new arrivals to use local facilities appropriately and understand local cultural norms. We believe that better tenancy management support would help to tackle the related issues of anti-social behaviour and market weakness, and, most importantly, improve the lives of local residents.

Council officers in many departments are experiencing referrals to streets and properties where there are large numbers of residents congregating, properties that have large numbers of people living in them and associated noise nuisance, unsanitary conditions, property disrepair or lack of general maintenance, fly tipping and general household rubbish piled in yards.

The condition of properties and the local street scene is making the area less desirable. House prices are falling despite high demand for rental properties, and most of the homes in the area are now privately rented. We believe that this imbalance in tenure, coupled with irresponsible letting practices, is making the area a worse place to live.

We met some private landlords operating in the area that were experienced, professional and responsible. They co-operate and respond to the advice of housing and environmental officers. But again, there were some that were reluctant to accept full landlord responsibilities and continue to refuse to meet their obligations to tenants and the local community.

During the consultation we learned a lot about the local area and we listened carefully to the views of landlords and residents. It became clear there was a smaller defined area that had the most concentrated problems but some streets in the surrounding area also had issues – although less serious and not so highly concentrated. At **Appendix E**, the map of interventions by the Private Housing Standards team shows the levels of activity in the Selective Licensing area, and the voluntary scheme area. For this reason our response is a twin track approach that proposes, alongside the legally enforceable Selective Licensing scheme proposed in another report on today's agenda, a voluntary registration scheme in the remainder of the defined area.

The voluntary scheme was suggested by a number of landlords who were open to receiving education and advice about landlord responsibilities. This is an opportunity to deliver widespread training and advice programmes so that landlords build up a more open dialogue with the council's housing inspection officers to improve their asset and their management abilities. It is anticipated that this will also help to drive up standards and improve the housing market in the whole of the area.

Recommendations:

It is recommended that;

- a) The voluntary registration scheme detailed in this report be approved
- b) The fee structure set out in paragraph 6.8 of this report, and the scheme standards set out in Appendix D are approved
- c) The Director of Commissioning is authorised to amend the scheme standards and fee structure as appropriate

Background Papers: Individual Cabinet Member Decision

Category of Report: *OPEN/CLOSED**

Statutory and Council Policy Checklist

Financial Implications
<u>YES/NO</u> Cleared by: Karen Hesketh/Liz Orme
Legal Implications
<u>YES/NO</u> Cleared by: Brendan Twomey
Equality of Opportunity Implications
<u>YES/NO</u> Cleared by: Phil Reid
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
Burngreave Ward
Relevant Cabinet Portfolio Leader
Cllr Harry Harpham, Deputy Leader and Cabinet Member for Homes and Neighbourhoods
Relevant Scrutiny and Policy Development Committee if decision called in
Successful Neighbourhoods
Is the item a matter which is reserved for approval by the City Council?
YES/NO
Press release
<u>YES/NO</u>

THE PAGE HALL VOLUNTARY REGISTRATION SCHEME

1. SUMMARY

- 1.1 The Page Hall area of Sheffield is undergoing rapid change as a result of significant and sustained inward migration. The majority of the newer residents in the area are Roma Slovak.
- 1.2 The scale and pace of the change, and the cultural differences between the newer residents and the established community, are causing community tensions and putting pressure on local services.
- 1.3 Members of the community and a range of public, private, and voluntary organisations are working together to reduce the negative impacts of the change on local residents (established and new) – but more needs to be done.
- 1.4 This report proposes to introduce a Voluntary Registration Scheme in a defined geographical area of Page Hall to the north of the city. The scheme would run alongside a Selective Licensing scheme in another part of Page Hall that is the subject of an additional report recommendation to Cabinet.
- 1.5 1.2 An Individual Cabinet Member decision report of 26 June 2013; available on the [Council's website](#)², recommended that the Council:
 - b) **Consult on the introduction of a Selective Licensing scheme in a designated area of Page Hall.** A Selective Licensing scheme imposes a legal requirement for all landlords in a designated area to register as a landlord, apply for a licence for each property they rent out in the area, and comply with various licence conditions. Selective Licensing would give the Council more teeth to tackle irresponsible letting of properties
- 1.6 The proposal is in response to that consultation. It takes account of the views of landlords and residents. Rather than continue with the original proposal to Selectively Licence the whole of the Page Hall area, this report recommends that for the larger part, we develop a voluntary solution instead.
- 1.7 The area which is detailed later in this report includes around 520 private rented properties. Landlords will be asked to register with the Council. They will be provided with property and management standards and asked to assess their properties and tenancy management against these standards. The standards are set out at Appendix D of this report. This will allow for landlords to recognise where they may fall short and be more open to advice and assistance. By joining the scheme they are demonstrating their willingness to co-operate with us to improve the properties, the neighbourhood and clearly, their assets.
- 1.8 Over the two year period of the registration scheme, all properties will be inspected by a qualified council officer. It is hoped that by the time of the inspection, landlords will have had time to carry out repairs and improvements on our advice. On passing, they will receive a certificate that can be used as a marketing tool and will demonstrate more widely that they are a more competent landlord.
- 1.9 We are fully aware that there is a strong link between the condition of the homes and the health of occupants and neighbours. So there will be a strong focus on **removing**

² <https://www.sheffield.gov.uk/in-your-area/housing-services/private-sector-housing/selective-licensing.html>

Category 1 hazards and educating landlords and tenants about keeping their homes healthy.

1.10 The aims of the proposal are to:

- **Educate private landlords and tenants** about improving property condition, improving management practices and tenancy support so that tenants will understand their rights and also their obligations
- **Improve the standard of private rented housing in Page Hall.** With a more collaborative working relationship; landlords and with support from council officers will drive up the standards of their assets, over time improving the perception of the area and reducing the tensions that are currently being faced in the community

1.11 We are confident that a successful voluntary scheme, along with a Selective Licensing scheme and extra enforcement will make a significant contribution to the wider problems of low demand and market weakness, and unacceptable levels of nuisance and anti social behaviour caused by tenants who are unaware of their social responsibilities.

1.12 Overall, we believe that the scheme would make a significant contribution to the general regeneration of the area in collaboration with other council departments, partner agencies and the voluntary sector.

2. WHAT DOES THIS MEAN FOR SHEFFIELD PEOPLE?

2.1. If the recommendation to introduce the scheme is approved, landlords will have an opportunity to voluntarily gain more help and advice from the Council to improve their property and management standards. They will get advice packs, access to training and form a closer working relationship with the Council. Page Hall residents will see an increase in activity in the streets of Page Hall and will notice a much stronger visible presence.

2.2. Page Hall landlords who do not co-operate and refuse to accept their legal obligations will receive much stronger and stricter enforcement measures. We are confident this will contribute to an improvement in the quality of private rented housing in the area:

2.3. Increased support for landlords and their tenants (e.g. on how to use local services appropriately), and improved management of properties generally, should also lead to a reduction in anti-social behaviour associated with overcrowding, noise, litter and inappropriate use of sanitation.

2.4. The scheme was suggested by a number of landlords who were open to receiving education and advice about landlord responsibilities. This is an opportunity to deliver widespread training and advice programmes so that landlords build up a more open dialogue with the council's housing inspection officers to improve their asset and their management abilities.

2.5. As part of the discussions and consultation, landlords have come forward with examples of good practice and alternative ways of working. A number of landlords have indicated that they would be happy to sign up to the scheme, which included help, training and support from the council.

3. OUTCOME AND SUSTAINABILITY

3.1 The main outcome of this proposal will be an improved quality of life for residents in Page Hall and the surrounding areas as a result of:

- **Improved standard of private rented housing** as a result of stronger collaboration between the landlords and the Council. Increases in standards will result from landlords proactively improving their properties and tenancy management to co-operate with the new scheme
- **Breaking the cycle of low demand**, which sees house prices fall as the area is considered less desirable, established residents selling-up (or dealing with the stress of falling / negative equity), more houses being used for low-value private rental, which makes the area less desirable, and so the cycle repeats
- **Reduced anti-social behaviour** - particularly due to the quicker identification and tackling of overcrowded, noisy and un-sanitary properties, and the support and advice that landlords, tenants and local residents will get as a result of the scheme.

3.2 The Council's Corporate Plan³ 2011-14 sets out the Council's strategic direction and priorities for the next three years and how the Council plans to achieve them. If approved, the proposals in this report would contribute to a number of these outcomes. For example:

- **Tackling Poverty and Increasing Social Justice:** People using and living around private rented sector housing in Page Hall are generally on low incomes. The Council is committed to supporting people that need additional help and support, and this proposal is absolutely in keeping with this commitment
- **Better Health and Wellbeing:** Irresponsible letting of properties in the Page Hall area is probably having a direct negative impact on the physical and mental wellbeing of residents both existing and new.
- **Great Place to Live:** The Council wants to create more 'desirable homes'. This requires private landlords to fulfil their duties to their tenants and the local community, and private rented tenants to understand their legal and moral obligations towards their neighbours
- **Safe and Secure Communities:** The Council wants communities to be safe and secure and to feel safe and secure. This proposal should help to contribute to a reduction in incidents of anti-social behaviour and should also help to improve community cohesion

3.3 The proposals are also in line with our Housing Strategy Action Plan which states that we will:

- Develop a **register of privately rented homes and landlords** where there are high concentrations of poor quality properties to target education and enforcement measures

4. THE CONSULTATION

4.1. The Cabinet Report on Selective Licensing provides details relating to the consultation that has informed these proposals.

³ Sheffield City Council Corporate Plan 2011-2014
Page 7 of 33

5. THE HOUSING MARKET

- 5.1 There are a set of distinct factors relating to housing in this area that are combining to have an adverse impact on the local community. The graph at **Appendix B** illustrates the house prices. Whilst the area being proposed for Selective Licensing is seeing house prices reducing, the properties subject to this proposal are steadier. However, in comparison with the rest of Sheffield, they are still very low and are not attracting the number of buyers for owner occupation that other areas have.
- 5.2 To sustain the market in this area, we are asking private landlords to volunteer, where necessary, to improve their property and tenancy management standards and in doing so to help raise perceptions of the area.

6. THE SCHEME

- 6.1 The Scheme will run in conjunction with the Selective Licensing scheme in Page Hall proposed in a separate report to Cabinet.
- 6.2 Whilst the Selective Licensing scheme is mandatory – this one relies on landlords volunteering to come forward with their property details. They will receive help and advice from qualified officers about how they can improve their properties. They will receive lots of information about technical issues as well as helpful advice about the easiest and most cost effective way to remedy problems.
- 6.3 Whilst inspecting officers will work in the community, advising landlords how to improve their properties in the most practical way, tenancy relations officers can provide the legal advice about tenancy management along with helpful documents like standard letters and tenancy agreements.
- 6.4 The scheme will complement the Council's work to tackle and minimise empty homes. We are also exploring taking over the management of some empty homes which will help in the prevention of homelessness and provide some stability in the rental market.
- 6.5 Who would it apply to?
- The scheme would apply to private rented properties falling within the area as detailed on the map at **Appendix A**.
- 6.6 What does the scheme include?
- **Registration** - Landlords will be asked to register with the Council on a registration form. They will be asked to assess their properties and tenancy management against the scheme standards. This will allow for landlords to recognise themselves where they may fall short and be more open to advice and assistance. The registration will last for two years
 - **Inspection** – Over the period, a thorough inspection of the property will take place along with informal advice on how to rectify hazards in the quickest and most cost effective way. The property and management will be assessed against the scheme standards. Properties that pass the inspection and can evidence appropriate management will receive a certificate. If we have concerns following the issue of the certificate, it may be revoked

- **Education** – Landlords will be offered access to 2 days training with emphasis on tenancy management and identifying hazards. This training also provides landlords with a networking opportunity to share good practice
- **Advice** – A landlord information pack which contains access to advertising, leaflets about common repair issues, standard letter templates to use in their tenancy management and general good practice about tenancy management. A quarterly newsletter with updates on new policies and procedures, new products etc.
- There will be a focus on **removing Category 1 hazards** in the homes as we are aware that housing conditions have a strong link with health conditions.

6.7 We will advise on the required minimum property and tenancy management standards. The general principles being that homes should be made and kept safe, tenants should be clear on the terms of the tenancy, they must be provided with a tenancy agreement and receipts for their rent payments. The standards are therefore the minimum legislative standards, but will also include good practice in tenancy management too

6.8 What does it cost to register?

- The Registration Fee will be £125 per property. If landlords have 3 or more properties, there will be a reduction to £100 per property.

6.9 The Council sees this as an opportunity for landlords to show their co-operation and demonstrate that they are willing to improve their practices with advice. However, the Council will review the effectiveness of the scheme within the first few months of its operation. If there is a low take up, the Council will begin considering other options including seeking authority to introduce Selective Licensing scheme in this area too.

7. FINANCIAL IMPLICATIONS

7.1 The recommendation to implement a voluntary registration scheme has financial implications for the Council. Most of the costs are new, therefore not being part of any existing budgets or business units. Additional income will be generated from registration fees which will be received over one or two years, which must fund the programme. Accounting procedures are to be developed, including the setting up of separate budget codes to ensure the income and expenditure is transparent and accountable. The Council's finance department are working on this.

7.2 As this is a voluntary scheme, the assumptions for landlord applications and expenditure are more flexible, so we can tailor the scheme to suit the needs of the applicants. No additional staff costs will be incurred by the Council which are not covered by either the additional income from this voluntary scheme or the agreed maximum of £53,500 public health funding.

7.3 It is important to point out there is an expectation for large numbers of landlords to volunteer for the scheme straight away. If there appears to be little taking up, officers will present recommendations to Cabinet for an alternative scheme, most likely Selective Licensing.

7.4 This close monitoring of the scheme take up rate will prevent any unnecessary expenditure on staffing and scheme costs which would require additional funding contributions from other budgets.

- 7.5 Staff costs, training and other materials will all be used flexibly throughout both schemes as well as the Houses in Multiple Occupation (HMO) licensing work also carried out by the team. This provides flexibility for peaks and troughs in the work and minimises recruitment costs and staff overheads.

Assumptions

- 7.6 The estimated costs of the scheme have been informed by our knowledge of administering licensing Houses in Multiple Occupation and also carrying out the former voluntary Responsible Landlord Scheme between 2003 and 2011.
- 7.7 The scheme is an educational and encouragement tool, so includes costs of landlord training, advice materials, a full property inspection so the landlord can be advised of the best and most cost effective way of improving their properties.
- 7.8 The costs will be higher in the first year as the training and inspections will be prioritised.
- 7.9 The total cost of implementing the scheme over the 2 year period is expected to be £106,550.
- 7.10 There are approximately 520 private rented properties in the area for which a landlord could potentially apply to join the scheme.
- 7.11 An assumption has been made that 90% will come forward, creating an income of £53,050.
- 7.12 As this is a voluntary scheme, and we are committed to working positively with the landlords, we want to keep the cost as low as possible. A decision has, therefore, been made to fund the gap between income and costs from the existing business unit.
- 7.13 There are clear justifications for doing this. We are committed to reducing the number of homes with hazards prejudicial to health. The scheme would provide a pro - active programme of property inspections, where we know there are likely to be high numbers of Category 1 (serious) hazards. This is also likely to lead to savings in the costs of other activity as the number of reactive inspections should reduce over the medium to longer term.
- 7.14 There are clear links between housing condition and health and wellbeing. The scheme would contribute towards health improvements and support the Health and Wellbeing agenda. Additional public health funding expected to be allocated to support improvements in health and safety in private rented housing will be utilised to fund the gap between costs and income. The table of income and expenditure, with a 2 year cash-flow forecast is detailed at **Appendix C**.
- 7.15 Introducing the scheme will **come with a level of financial risk to the Council**. This is inevitable given the number of assumptions we have had to make to determine costs, fee levels, and the likely income profile. However, we believe that the level of risk is manageable and proportionate to the potential gains for the local area and its residents.

8. LEGAL IMPLICATIONS

- 8.1 The Localism Act 2011 provides local authorities with a “general power of competence” which enables them to do anything that an individual can do as long as

the proposed action is not specifically prohibited. A purpose of the Act is to enable local authorities to work in innovative ways to develop services that meet local need. The proposed Scheme falls within the general power of competence. In addition, there is no specific statutory prohibition, preventing the Council from implementing the proposed scheme. The Council therefore is empowered to produce, implement and administer the Scheme detailed in this report

9. HUMAN RESOURCE IMPLICATIONS

- 9.1 Additional staff would be required to administer the scheme. The licence fees will pay for the extra resources. It is essential that staff are recruited as soon as a decision is made to ensure the lengthy process of preparation begins immediately. It is proposed that staff are recruited from the existing team resource to ensure they already have skills and knowledge of the legislative process. Any vacancies arising out of this would be followed using the usual Recruitment and Selection policies of the Council

10. EQUALITIES IMPLICATIONS

- 10.1 The equalities implications are detailed in the Equalities Implications Assessment appended to the Page Hall Selective Licensing Cabinet Report.

11. REASONS FOR THE RECOMMENDATIONS

- 11.1 There is a high demand for private rented accommodation in Page Hall from new arrivals. This has led to some landlords letting their properties irresponsibly - e.g. not carrying out adequate tenancy management to support new arrivals to use local facilities appropriately and understand local cultural norms. We believe that better tenancy management support would help to tackle the related issues of anti-social behaviour and market weakness, and, most importantly, improve the lives of local residents.
- 11.2 Council officers in many departments are experiencing referrals to streets and properties where there are large numbers of residents congregating, properties that have large numbers of people living in them and associated noise nuisance, unsanitary conditions, property disrepair or lack of general maintenance, fly tipping and general household rubbish piled in yards.
- 11.3 The condition of properties and the local street scene is making the area less desirable. House prices are falling despite high demand for rental properties and most of the homes in the area are now privately rented. We believe that this imbalance in tenure, coupled with irresponsible letting practices, is making the area a worse place to live.
- 11.4 We met some private landlords operating in the area that were experienced, professional and responsible. They co-operate and respond to the advice of housing and environmental officers, but again, there were some that were reluctant to accept full landlord responsibilities and continue to refuse to meet their obligations to tenants and the local community.
- 11.5 During the consultation we learned a lot about the local area and we listened carefully to the views of landlords and residents. It became clear there was a smaller defined area that had the most concentrated problems, but some streets in the surrounding area also had issues – although less serious and not so highly concentrated. At Appendix E, the map of interventions by the Private Housing Standards team shows the levels of activity in the Selective Licensing area, and the voluntary scheme area.

For this reason our response is a twin track approach that proposes, alongside the legally enforceable Selective Licensing scheme proposed in another report on today's agenda, a voluntary registration scheme in the remainder of the defined area.

- 11.6 The Voluntary Scheme was suggested by a number of landlords who were open to receiving education and advice about landlord responsibilities. This is an opportunity to deliver widespread training and advice programmes so that landlords build up a more open dialogue with the Council's housing inspection officers to improve their asset and their management abilities. It is anticipated that this will also help to drive up standards and improve the housing market in the whole of the area.

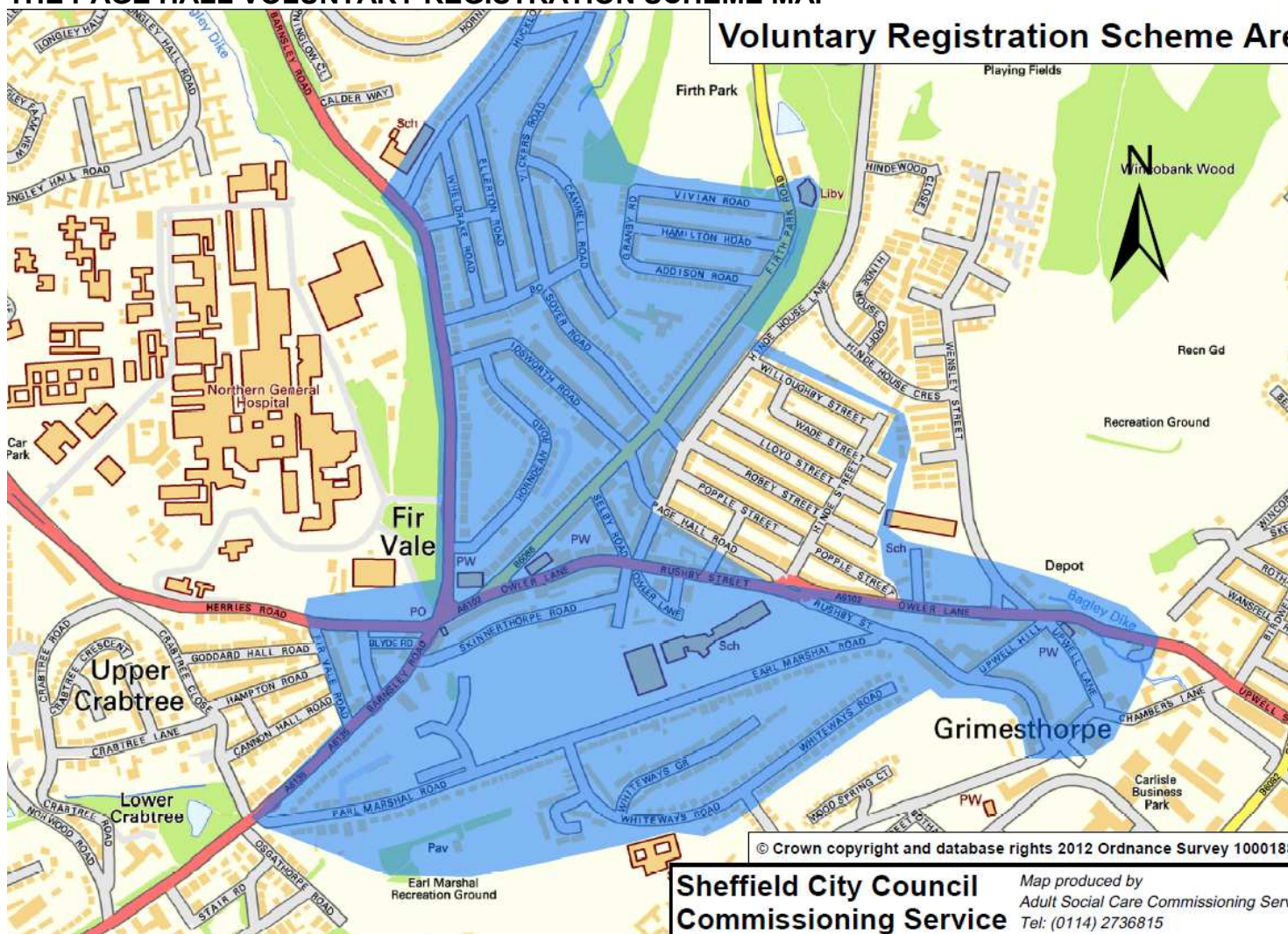
12. RECOMMENDATIONS

12.1 It is recommended that;

- a) the voluntary registration scheme detailed in this report be approved
- b) The fee structure set out in paragraph 6.8 of this report and the scheme standards set out in Appendix D be approved
- c) The Director of Commissioning is authorised to amend the scheme standards and fee structure as appropriate

Appendix A

THE PAGE HALL VOLUNTARY REGISTRATION SCHEME MAP



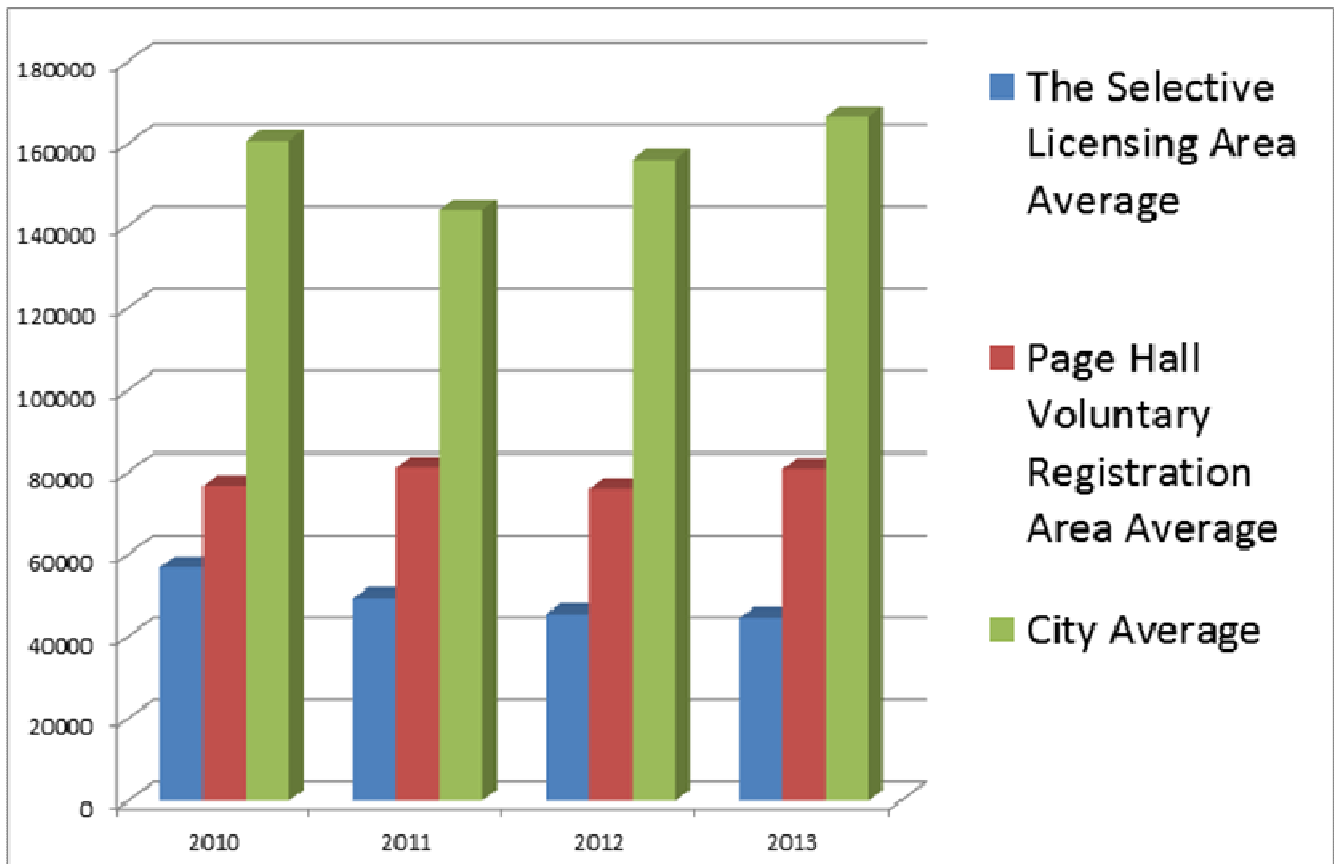
STREETS TO BE INCLUDED:

ADDISON ROAD	1 - 49, 2 - 66
BAGLEY ROAD	124,
BARNSELY ROAD	463 - 509, 308 - 674
BLYDE ROAD	4-14,
BOLSOVER ROAD	1 - 145, 2 - 136
BOLSOVER ROAD	
EAST	1 - 4,
CAMMELL ROAD	1 - 95A , 2 - 118
CANNON HALL ROAD	75,
CONINGSBY ROAD	1 - 25, 10 - 22
CHAMBERS LANE	1,
DUNMOW ROAD	1 - 5, 2 - 16
EARL MARSHAL ROAD	1 - 435, 40 - 600
ELLERTON ROAD	1 - 103, 4 - 106
FIR VALE ROAD	23 - 25, 14 - 52
FIRTH PARK ROAD	21 - 237, 22 - 258

GRANBY ROAD	5 - 43, 4 - 18
GRIMESTHORPE ROAD	925 - 969,
HAMILTON ROAD	1 - 65, 2 - 80
HERRIES ROAD	47 - 75A
HINDE HOUSE LANE	1-29, 8-26
HORNDEAN ROAD	1 - 95, 8 - 68
HUCKLOW ROAD	17 - 69, 2 - 58
IDSWORTH ROAD	27 - 87, 4 - 110
LINDLEY ROAD	1, 2
MORTLAKE ROAD	7 - 9, 8 - 14
OWLER LANE	45 - 315, 2 - 322
PAGE HALL ROAD	1-25,10-32
RUSHBY STREET	9 - 61,
SELBY ROAD	13 - 31, 4 - 40
UPWELL HILL	25 - 51,
UPWELL LANE	43 - 47, 2 - 40
UPWELL STREET	3 - 23,
VICKERS DRIVE	4 - 16,
VICKERS ROAD	1 - 129, 2 - 138
VIVIAN ROAD	1 - 69,
WENSLEY STREET	2 - 22,
WHELDRAKE ROAD	7 - 93 , 2 - 104
WHITEWAYS CLOSE	1 - 27, 2 - 26
WHITEWAYS DRIVE	15 - 17, 14 - 16
WHITEWAYS GROVE	1 - 61, 4 - 90
WHITEWAYS ROAD	1 - 117, 2 - 118

Appendix B –VOLUNTARY REGISTRATION SCHEME HOUSING DEMAND

Page Hall House Price Average Comparison



Source: Zoopla Oct 2013

Appendix C – COSTS AND CASH FLOW FOR VOLUNTARY REGISTRATION

Costs and cash flow for Voluntary Registration Scheme				
Expenditure			Yr 1 2014_15	Yr 2 2015_16
Staffing	Grade			
Register administrator	4		22,000	11,000
Inspecting Officer	7		35,000	17,500
Non staff				
Overheads, Land reg etc			5,700	2,850
Landlord Training			5,000	2,000
Translation, Comms			3,500	2,000
Total Expenditure		0	71,200	35,350
Income	Fee £			
Fees per property	125		31,250	
Reduction per prop for 3 or more	100		21,800	
			0	
Total Income		0	53,050	0
Cash flow		0	-18,150	-35,350
Cumulative cash flow		0	-18,150	-53,500
Public Health match funding required				-53,500

Appendix D – Draft voluntary scheme standards

Page Hall Voluntary Registration Scheme

Section 1	Property Standards	Page
Section 2	About the training	Page
Section 3	Tenancy Management	Page
Section 4	Preventing overcrowding	Page

Section 1

Property Standards

Here are the standards that your properties should meet. If you are unsure about any of these, please let us know so that we can advise you.

Sometimes, your property might require additional measures – such as if it is a House in Multiple Occupation (HMO), or a licensable HMO. Please check with us if you think this applies to you.

Properties should generally be in reasonable repair with internal layouts that allow for the safe use of the property and reasonable escape in case of fire.

General

1. Access to gas and electric meters, fuse boards, Gas and Water stop taps should be accessible to all occupants at all times without having to pass through other accommodation or through a shop. Where this is not possible due to security problems, tenants must be able to shut off gas and electrics from within the accommodation
2. Any gas or electric supply that requires frequent checking or feeding of the meter must be readily accessible. This excludes hatch access to a cellar area

Gas and Solid Fuel Safety

3. Gas supplies must be safe and regularly serviced. Appliances must be safe and serviced in line with the manufacturer's requirements. A photocopy of the latest servicing certificate for the supply and appliances, no more than 12 months old, must be displayed inside the property or in the tenant information pack. The landlord must supply a copy of the gas safety certificate with the application and on demand.
4. All gas installations must be covered by a current Landlord Gas Safety Certificate (eg a CP12) issued by a Gas Safe registered engineer. All works to gas installations must comply with Gas Safety (Installation & Use) (as amended) Regulations 1998
5. A Carbon Monoxide alarm is required for any property with a gas or solid fuel appliance, such as a boiler, gas fire or gas oven / hob. This should be to BS EN 50291:2001. It should be fitted to a suitable location, following the manufacturer's specific fitting instructions, usually at least 3m away from the gas appliance. Where there are multiple gas appliances additional detectors should be positioned in accordance with manufacturer's instructions. The whole detector (not just the battery) must be tested quarterly, using the manufacturer's instructions

Electrical Safety

6. The electric supply and appliances provided by the landlord must be in a safe working condition. All appliances provided shall have operating guidance supplied.
7. The fixed electrical wiring and installations must be certified as safe by an electrician qualified to undertake the test at least every five years, unless otherwise indicated on the previous inspection to be sooner, and must be to a 'Satisfactory' standard. This will usually be a domestic electrical installation condition report. The landlord must supply a copy of the electrical condition report with the application for licensing. Where there is no existing report then one shall be provided within 1 year of

the commencement of selective licensing. Where an application for selective licensing is not made in advance, then a copy of the electrical condition report shall be submitted with the application.

8. Any alterations or additions to the electrical installations must be carried out by an electrician registered under Building Regulations Part P and the installation left in a safe condition and proper working order.
9. Sockets should be located where appliances can be used safely without flexes causing a trip hazard. There should be a minimum of two double sockets in all habitable rooms. Large rooms may require more.
10. Each fixed electrical appliance shall have its own dedicated electrical socket. In addition to sockets dedicated for appliances, a minimum of two double sockets above the work top are to be provided in each kitchen. Sockets should be located away from sinks, in a position where appliances can be used safely
11. Light switches should be in a suitable location where they are easy to use. Light fittings should have low energy light bulbs where appropriate

(There is a link to the Landlords Guide to Electrical Safety published by the Electrical Safety Council on the Councils web page at www.sheffield.gov.uk/phs)

Doors and Frames

12. Doors and frames should be sound and well fitted and doors should be able to be latched closed. Some doors may need to be solid doors or fire doors in HMOs or where there are other high fire risks (See the section on fire safety)
13. Locks with a thumb turn mechanism to allow escape from the property without the use of a key are required. On the external side of the door barrels of locks should not protrude from the face of doors.
14. Any bedrooms fitted with locks must allow escape without the use of a key
15. Any glazing in doors shall be safety glazing to BS6206

Windows

16. All windows should be sound and well fitted, and opening lights should be able to be readily opened and securely closed. Windows shall not be louvre windows.
17. Window locks and keys should be provided to ground floor windows and any other windows accessible without the use of a ladder
18. Any opening escape windows should not have grills, mesh or roller shutters fitted that prevent them opening, including during a power failure
19. Any windows with glass 800mm from the floor will require safety glass to BS 6206

Fire Safety

20. If your property is a Licensable HMO – it must meet the fire standards for HMO licensing see www.sheffield.gov.uk/hmo
21. Other HMOs that are two or three storeys must meet the fire standards for Non licensable HMOs

Family houses must meet the following minimum fire safety standards:

22. Smoke alarms must be fitted to each hallway and landing ceiling. A mains powered interlinked system is installed with a heat detector in the kitchen as these are more reliable and more tamper resistant than independent detectors. A radio linked system is satisfactory. Existing 10 year lithium battery type detector is the minimum requirement for family accommodation for houses with a direct means of escape. They are recommended to be interlinked. Where no existing detection is in place and where there is no direct means of escape hard wired alarms are to be fitted, installed by an electrician certified in accordance with BS 5839.
23. There must always be a clear escape route in the property that leads directly to a place of safety outside of the building. All exit routes in control of the landlord, should be kept clear and unobstructed at all times
24. Where there is no direct escape from the staircase to the outside without passing through another room then these properties will need to be individually assessed unless they fit into the following two categories:
- 25.1 The works for a **2 storey house with the staircase descending into the kitchen** with no secondary means of escape are:
- to create a half hour fire resisting lobby at the foot of the staircase to separate the staircase from the kitchen. The new fire door shall open up against the staircase and an existing door on the staircase removed. It shall be fitted with intumescent strips (but NOT cold smoke seals).
 - hard wired detection (which can be radio linked) covering the new landing area, the first floor landing and the cellar close to the meters (if any)
1. For three storey houses with the same arrangement the doors at first floor level will need to be sound and if the attic door is situated on the staircase it needs to be sound and well fitting into the frame. If there is no attic door then a new door and frame need constructing in the attic.
- 25.2 The works for a **two storey family house with two alternative routes at ground level** are:
- Renew any ground floor doors that are not substantial and well-fitting with well-fitting fire doors.
 - hard wired detection (which can be radio linked) covering the two landing areas and the cellar close to the meters (if any)
 - Three storey properties with the same arrangement the doors at first floor level shall be sound construction and if the attic door is situated on the staircase it needs to be sound and well fitting into the frame. If there is no attic door then a new door and frame need constructing in the attic.
25. A fire blanket is to be provided in the kitchen. This should meet BS EN 1869:1997. It should be wall mounted but not close to the cooker, or positioned where a tenant would need to pass the cooker to reach it in an emergency
26. External doors should have thumb turn locks to allow easy escape
27. There should be no polystyrene, such as ceiling or wall tiles in the property
28. Where practical, escape windows should be provided when new windows are being fitted

29. Cellar ceilings under escape routes should provide 30 minutes fire resistance. Cellar ceilings in good condition will be accepted as will infill with mineral fibre insulation and chicken wire support

Internal Stairs

30. Handrails or grab rails are required to all stairs. There should be adequate guard rails around stair wells and safe access to any cellar
31. There should not be any horizontal balustrade rails and no gaps wider than 100mm between spindles
32. Stairways should be well lit to allow for their safe use

Furniture

33. If furniture, curtains, blinds and soft furnishings are provided, they must be compliant with the Furniture & furnishings (Fire Safety) Regulations 1993

Cellars

34. If a coal chute exists, it must be made safe and secure to prevent access from outside

Heating

35. You should provide a form of heating to all habitable rooms which can be controllable by the tenants. Heating should be capable of providing the following temperatures in each room:

Bedrooms only	18 C
Living Room	21 C
Study / Bedroom	21 C
Bathroom/ WC/ Dining Kitchen	21 C

36. Temperatures must be achievable when the external temperature is $-1.^{\circ}\text{C}$
37. No bottled gas, paraffin or halogen heaters are permitted within the property. and any new tenancy agreement must incorporate this standard.

Water

38. The hot water systems must provide a constant controllable supply of hot water to baths, sinks, showers and wash hand basins and cold water would be available to these appliances and to the water closet.

Kitchen

39. The kitchen should be laid out in such an arrangement as to allow for its safe use and be easy to keep clean and hygienic by the tenant.
40. A piped hot and cold water supply is required to the kitchen sink.
41. In furnished accommodation a refrigerator of appropriate size for the number of occupants in the property, including freezer space should be provided in the kitchen or immediately adjacent to the kitchen and in unfurnished accommodation a space for a fridge is required in the same location.
42. In furnished accommodation a 4-ring cooker, oven and grill located with a work top of at least 300mm either side must be provided and in unfurnished accommodation a

space for a cooker must be provided with either a gas or electric supply and with work surface of at least 300mm to both sides of the . The cooker or the space for the cooker shall be positioned away from any door openings. 2 or 3 rings may be acceptable for small 1 or 2 person flats and studios, where space is limited.

43. There must be adequate food and utensil storage in the kitchen. 1 standard single storage cupboard per adult is adequate. The space in the sink base unit is not suitable for food storage
44. A minimum 1 linear metre of dedicated free worktop space for food preparation is required in the kitchen, with a minimum depth of 500mm
45. Where the property is furnished, a washing machine shall be fitted and in unfurnished properties there must be space for a washing machine. In both cases there must be plumbing provision and a dedicated electrical socket
46. Tumble driers are recommended to help reduce condensation problems. If provided they must be either the condensing type or the extract hose must be properly connected to a wall vent. Combined washer/driers complying with these conditions are acceptable.
47. There must be an extractor fan controlled by a humidistat with a manual over-ride are recommended.
48. Trickle ventilators in windows are recommended to allow for background ventilation. These can be in the frames of windows or by the provision of airbricks with controllable ventilators.

Bathroom/toilet Facilities

49. Bathrooms and water closets must have adequate space to ensure their safe use. Any alterations to the bathroom and water closet need to comply with Building Regulation standards
50. A suitable method of ventilation should be fitted to all rooms. In bathrooms it is recommended to fit a humidity controlled extractor fan, Where the rooms are not on an external wall then this shall be fan that will extract through ducting and be of appropriate size.is required
51. An internal water closet has to be provided with a wash hand basin with a hot and cold water supply
52. A shower and or a bath, and wash hand basin are required each with a tiled, or equivalent, splash back area
53. Any shower should have a waterproof surround and a shower screen/curtain
54. If a shower is situated in a bath, tiles or equivalent shall extend 1.5m from the shower head down the length of the bath, 150mm over the top of the shower head and 150mm past the side of a shower curtain to prevent damage to plasterwork

Decoration

55. The decoration of the interior and exterior of the property should be clean and sound at the commencement of tenancy.
56. Walls and ceilings must be in a sound condition throughout the tenancy.
57. Floor coverings must be provided and be clean, level, sound, well secured and easy to clean, with no frayed areas, to minimise trip hazards (particularly to stairs and

landings). In bathrooms and kitchens with vinyl or tiled floor coverings, the edges should be sealed to minimise water ingress

Security

58. Where burglar alarms are provided, they should be fitted with an automatic cut out device that prevents the alarm for ringing for more than 20 minutes. Full operating instruction should be given and the contact details of the service engineers. The equipment should be serviced regularly and replaced if unreliable
59. The burglar/fire alarm key holder must be registered with environmental services – to avoid expensive costs of silencing alarms causing nuisance.

Gardens/Yards

60. Gardens and yards should be clean and tidy, free from rubbish and safe at all times during the tenancy
61. You must not allow any dumping of rubbish in the garden and/or yard and you must make sure there are no health hazards associated with domestic, animal or human waste
62. Access steps, handrails, pathways, sheds and gates must be maintained in good condition
63. External access steps and pathways should be maintained and free from tripping hazards. Handrails should be fitted to external steps where there are 3 or more steps and to steep sloping paths
64. Where the drop from the side of a staircase is greater than 600mm handrails shall be fitted with a vertical balustrade with no gaps wider than 100mm between spindles
65. External redundant buildings should be demolished if unsafe, or maintained in a safe condition.
66. Access to the rear of properties should be gated where practical
67. External lighting controlled by passive PIR dusk to dawn sensors should be provided and maintained for rear and side entrance doors and for access passageways. Light fittings should be positioned below first floor windows and the lighting shall be directed downwards to avoid causing disturbance to neighbours)

Rubbish / Dustbins

68. You must make it clear to your tenants that waste should be stored and disposed of properly. You must advise them of the bin collection days.
69. One standard 240 litre wheeled bin for up to 5 people, and any other recycling bin / bags as required in the area, should be provided on a hard standing area away from ground floor windows and not within any passage.
70. Other recycling facilities should be maintained to the Council's requirements. Tenants should be encouraged to recycle as much as possible through the use of Council provided recycling bins, boxes or bags

Rainwater goods

71. Roofs, gutters, drains and down-pipes must be in a good state of repair and be securely fitted.

Energy efficiency

72. Roof/loft spaces must be insulated where they are accessible from the house. A minimum of 270mm loft insulation, or equivalent including any upright stud walls in attic loft spaces, where accessible. Dormer windows and roof slopes can be over-boarded with insulated plasterboard to obtain greater energy efficiency if no insulation is evident
73. Hot water tanks and exposed hot water supply pipes house must be insulated
74. There should be cellar insulation between the ground floor joists, where accessible, fixed in place with chicken wire or other suitable arrangements. (Mineral fibre insulation is recommended for its fire protection qualities)
75. Any appliances included in the tenancy shall have an energy efficiency rating of 'A' or 'A+' .
76. An Energy Performance Certificate (EPC) is required. Properties should have a certificate with an D rating or ideally higher

Space Standards

77. Houses of up to 3 bedrooms shall have a minimum of one living room – minimum 13m² free from cooking facilities that is not used for sleeping. This will increase by 1m² for each bedroom over 3.
78. Bedrooms of 10.2m² or above can be occupied by a maximum of 2 adults or children over 10 years old (hereafter an adult is anyone over the age of 10 and children are between 1 and 9 inclusive) , 1 adult and two children or 4 children
79. Bedrooms of between 8.35m² and 10.2 m² shall be occupied by no more than 1 adult and two children or 3 children
80. Bedrooms of between 6.5m² and 8.35m² shall be occupied by no more than 1 adult or two children
81. Bedrooms of between 4.65m² and 6.5m² shall be occupied by no more than one child. Rooms of less than 4.65m² are not to be counted as bedrooms

Section 2

About the training

All landlords will benefit from our training course. It will help you to understand and carry out your legal and moral obligations properly. It will also help the private rented sector make a positive contribution to the local community.

The cost of this training is included in your registration fee.

We are running the courses in association with the Residential Landlords Association. We will provide you details and dates of these courses when you apply.

Section 3

Tenancy Management Standards

As well as making sure you comply with repairing responsibilities – we are encouraging landlords to give greater consideration to tenancy management too. This is so that we can make sure tenancies are managed well, and help people from all communities integrate into their neighbourhood.

In particular, you shall deal with anti-social behaviour at the earliest opportunity and where they become aware of child safety and vulnerable adult safety – relating to sexual, mental or physical abuse or exploitation they shall report them to the appropriate authorities

In the next section, we have highlighted some things that will help us all to have more successful private rented housing in the city. We expect all parties to respect this so that scheme officers and landlords are not brought into disrepute.

In general, you must be compliant with, and be aware of all, relevant statutory provisions and other legal requirements to do with privately rented houses. An overview of the law private landlords need to be aware of, can be found in the Landlord Information Pack (paper copies available on request from Private Housing Standards or on line at www.sheffield.gov.uk/tro) and on line at www.sheffield.gov.uk/psh. Landlords must ensure that they are aware of, and understand this information.

Equal opportunities

- You must make sure that in all dealings with tenants and prospective tenants, no people or groups of people are treated less favourably than any other person, for example, because of their race, age, gender, disability, nationality, sexuality, gender reassignment, religion or belief.
- Before the start of new tenancies, you will be required to meet with prospective tenants, along with an advisor and/or translator. The meeting will make sure that the tenants understand their responsibilities and obligations, and so that you can provide them with all the information they need about the property

Tenancy Agreements

- You must provide your tenants with a written tenancy agreement which complies with the Guidance on Unfair Terms in Tenancy Agreements published by the office of Fair Trading and with the Unfair Terms in Consumer Contracts Regulations 1999. The tenancy agreement must not contain any terms or conditions which are contrary to any English law relating to the rights and responsibilities of private landlords and tenants and shall include amongst other things, the following points:
 - (a) the name and address of the landlord and name and address of any agent authorised by the landlord
 - (b) where only part of a property are being rented to a tenant, e.g. a room in a shared house, the part of the property being let will be identified in the agreement by a room number or by its location in the property e.g. 1st floor back bedroom
 - (c) the arrangements for using any shared areas i.e. what parts of the premises the tenant is going to have shared use of and how many other tenants they will be sharing with

- (d) the full name of the tenant and their date of birth
- (e) In shared the houses, a clear explanation of who will be responsible for paying fuel and water charges, how the amount will be calculated and how it will be paid
- (f) the amount of rent, any service charges, and when and how it is to be paid
- (g) the maximum numbers of people to be able to occupy the building, based upon the space standards.
- a requirement on the tenant to dispose of rubbish properly including appropriate use of the door to door recycling facilities provided by the Sheffield City Council and a prohibition on illegally burning or fly tipping waste from the property
- (h) tenancy conditions allowing you to evict your tenant before the end of the fixed term contract through the Courts (using the appropriate grounds in schedule 2 of the Housing act 1988) in the event of rent arrears, anti-social behaviour, using the property for immoral or illegal purposes, causing the property to be overcrowded or damage to the property
- (i) a tenancy condition stating that Notices served by the landlord on the tenant will be properly served if left at the premises rented to the tenant

You should make a copy of the tenancy agreement available in advance of the letting so that tenants can read it before being asked to sign and should give prospective tenants the opportunity to get independent advice before signing. Additional copies of the tenancy agreement should be made available if the tenants request it

The tenancy agreement should make it clear whether it's a joint tenancy or an individual tenancy

Deposits and rent in advance

- You must not demand any money for Tenancy deposits or rent prior to the tenants signing and exchanging the tenancy agreement.
- Reservation or holding deposits can be accepted providing they are not excessive. A receipt should be issued stating clearly what this money is for and the grounds for a refund. The holding deposit should be taken off the first month's rent/deposit, if the tenant signs the agreement
- When you or a letting agent takes a deposit from an Assured Shorthold tenant, the deposit must be protected in a government-authorised tenancy deposit scheme and then give the tenant the 'prescribed information' about the deposit within the required timescales
- In addition to giving the prescribed information to the tenants, you, or your agent must keep a record of having given this information such that they have clear evidence of the information having been given to the tenant.

Other Information to be given to tenants at the start of the tenancy

You must give your tenants an information pack which contains

- a copy of the gas and electrical certificates,
- tests for smoke alarms and fire detection systems

- emergency contact numbers.
- instructions for using the heating system, alarms, fire detection systems, the washer and other gas and electrical appliances
- refuse/ recycling requirements, such as collection days and what materials should be recycled.
- clear instructions for turning off and restoring hot and cold water supplies and central heating for periods of absence during winter,
- instructions for the safe and efficient working of any other appliances in the house.
- You should inform tenants who the utility suppliers are, if you know.
- Before a tenancy agreement is signed, you must advise your tenants about the grounds on which they can apply to court to end the tenancy and the importance of not allowing antisocial behaviour or overcrowding and of disposing rubbish and recycling properly.

Inventories

- An accurate, detailed and agreed inventory of furniture, fixtures and equipment, including the condition of the property and its contents, shall be provided at the start of each tenancy. Tenants should be given the opportunity to record any points about the inventory that they disagree with.

References

- You must require at least 2 satisfactory references from prospective tenants. These references must provide testimony as to the tenants past record of adhering to tenancy conditions and not committing anti-social behaviour, or provide other genuine and significant evidence as to the likelihood of them adhering to tenancy conditions and not committing anti-social behaviour such as the advice meeting mentioned above.

Insurance and permission to let

- You must have current Buildings and Public Liability Insurance, and permission obtained from any mortgage company and/ or the freeholder, to let the property.

Rent and other charges

- You must give written receipts to tenants for rent paid in cash at the time the rent is paid.
- Where rent is paid weekly it is a legal requirement to provide a rent book or similar document which must be kept updated
- During the fixed term of the tenancy agreement, you must not make any attempt to increase the rent or make extra charges other than what is allowed for in the tenancy agreement. At a time when the tenancy is periodic (there is no fixed term eg the tenancy is running on after the contract has run out) any rent increase will be proposed through the appropriate legal procedure (currently Housing Act 1988 s.13)

Managing your repairing obligations

- You must make sure that your tenants have a simple and straightforward way of reporting repairs to you. Ideally this should be in writing – except in an emergency
- Relevant non-emergency repair and emergency repair telephone numbers should be provided to tenants at the start of each new tenancy and within 3 months of the commencement of selective licensing for existing tenants.
- You must respond to repairs which you identify yourself, or reported by the tenants during the course of the tenancy as follows:
 - It is expected that a repair will be completed within the times stated below in the majority of cases. It is however recognised that there may be circumstances where this may not be achievable, and Landlords should advise tenants of anticipated completion dates for repairs where target dates cannot be met, and make any necessary arrangements to address health and safety issues until the repairs are completed.

Category - A (emergency)

All repairs endangering the safety, health or security of the residents or the structure of the building e.g. gas leaks, major electrical faults, blocked WCs, major water leaks.

Response time: *Not more than within 24 hours of notification.*

This should include a response to burglary damage boarding/ repair of any insecure door or window within 12 hours.

Category - B (urgent)

Eg. Complete breakdown of heating/hot water systems and serious lighting faults.

Response time: *Within 48 hours of notification.*

Category – C

All other urgent repairs affecting the structure and services but not regarded to be prejudicial to the safety, health or security of the residents or the structure of the building, e.g. direct water penetration, refrigerator breakdowns and major cooker faults.

Response time: *Within seven working days of notification.*

Category – D

All other repairs reported but which do not affect the safety, health or security of the residents or the structure of the building and are services, which do not prevent reasonable occupation of the accommodation. Examples are plasterwork and minor furniture repairs.

Response time: *Within three weeks of notification.*

Access to carry out repairs

- You must make all reasonable efforts to agree a mutually acceptable time of access with the tenants so that you can carry out repairs. (In an emergency situation, tenants should co-operate as fully as possible with the landlord. If the tenants have individual tenancies, rather than a joint tenancy, then legally you don't have to give 24 hours written notice to enter the common parts, however it is courteous to do so)
- You must make sure that planned programmes of repair, servicing and those improvements that a landlord is entitled to do, are carried out with due regard to the convenience of the occupants and that the tenant's permission has been obtained.
- You must advise your tenants as far as possible as to how long repairs are going to take and any disruption or inconvenience that may be caused.
- You must take reasonable steps to carry out repairs in a way which minimises discomfort and disruption to tenants and is considerate to the tenant's circumstances
- Ensure that all contractors and tradespersons carry relevant Identification, which should be shown to tenants on demand and can be checked. Alternatively, the tenants should be notified who will be coming and when.
- You must make sure that all redundant components and debris is removed from the property and exterior on completion of works. Contractors should behave in a professional and courteous manner at all time

General Safety

- You must make sure that smoke / fire detection systems and firefighting equipment is serviced / tested - in line with local authority regulations. Investigate any reports of false alarms. Records should be kept of these inspections. Tenants should be advised if they are responsible for routine tests.
- Where gas is supplied to the house, you must have an annual gas safety check carried out by a Gas Safe registered installer. A copy of the certificate must be given to the tenants, and a copy sent to the Council.
- Any furniture provided must comply with The Furniture and Furnishings (Fire Safety) Regulations 1988,1989,1993

Anti-social behaviour

- Anti-social behaviour is defined as being "behaviour that causes nuisance, annoyance, harassment, alarm or distress to one or more people living nearby". This can include (but is not limited to), leaving rubbish and litter, vandalism, noise nuisance, harassment and intimidation, abusive behaviour, and drug and alcohol abuse.
- You should deal fairly with all parties and take account of the advice about dealing with anti-social behaviour in the Landlord Information Pack we will give you.
- Where you receive a complaint about alleged anti-social behaviour by one of your tenants or their family or guests, you should take reasonable steps to get details of the complaint, make enquiries of anyone else that may have information about the problem and then talk to the alleged perpetrator about their behaviour. You should do this within 7 days of the complaint

- If there is reason to think the initial complaint against the tenant or their family may be justified, you will make the tenant aware of the effect of the behaviour on others and that you will take steps to end their tenancy and recover the costs of the legal action from them if the problems continue.
- Where you suspect that the behaviour may amount to a criminal offence, this should be reported to the Police.
- Where the service of Notice does not act as an effective deterrent, you will give reasonable consideration to ending the tenancy by the proper legal proceedings, including getting legal advice where appropriate.

Respect for privacy and right to 'Quiet Enjoyment' and unlawful eviction

All tenants have the right to 'Quiet Enjoyment' in their home. This is the right to live in the property free from interference and disturbance by their landlord or anyone acting for the landlord. This right must be respected by the landlord, and agent and, in the event of any concerns from the tenant, they must take all reasonable steps to ensure that their family, business associates and anyone else who may have had contact with the tenant, is aware of the importance of respecting this right.

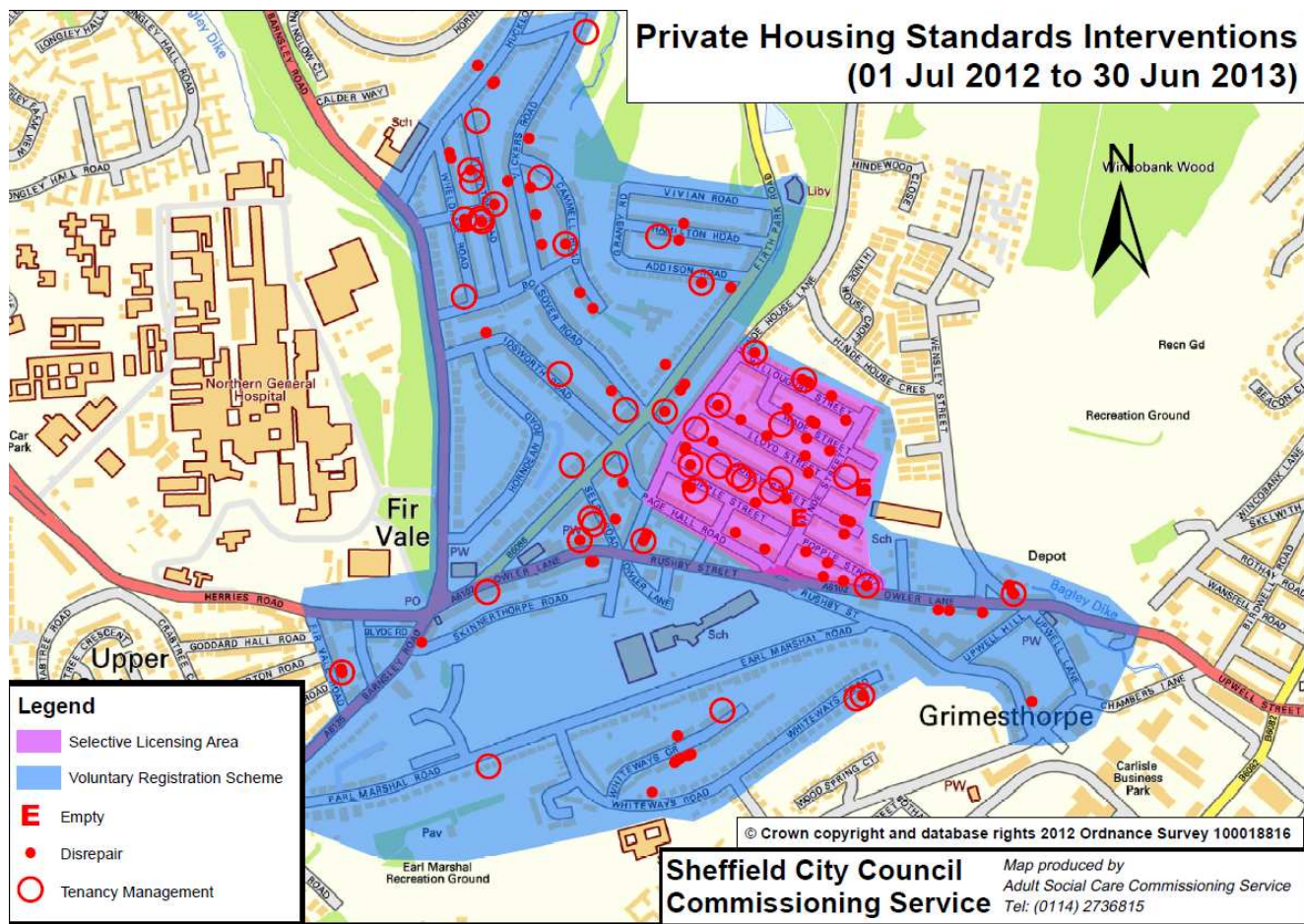
Where the landlord wants to take possession of the premises (evict the tenant), the proper legal procedure will be followed, with the correct legal Notices being given and the correct Court procedures followed.

Section 4

Preventing overcrowding

- You must not allow anyone to live or stay in your property if it is going to make it overcrowded
- If you suspect that the house has become overcrowded, you must make the tenant immediately aware that this is an offence. The Council can prosecute landlords and tenants who cause overcrowding.
- Where there is evidence that the tenants have caused overcrowding, you will be firm in making it clear to the tenants that you will take reasonable steps to end the overcrowding including taking possession action through the Courts
- We are asking you to comply with the following permitted numbers of people living in your properties;
 - Property with One bedroom – 2 people
 - Property with Two bedrooms – 4 people
 - Property with Three bedrooms – 6 people
 - Property with Four bedrooms – 8 people(Babies under the age of one year do not count as a person)
- Please make sure you tell your tenants that they must not allow guests to sleep in their home if it will exceed these numbers

Appendix E – Map of interventions



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SHEFFIELD CITY COUNCIL Cabinet Report

Report of: Eugene Walker

Date: 15 January 2014

Subject: PROVISIONAL LOCAL GOVERNMENT FINANCE
SETTLEMENT – 2014/15 & 2015/16

Author of Report: Allan Rainford; 35108

Summary:

The overall impact on the City Council as a result of the Finance Settlement is as follows:

- The reductions in SFA for 2014/15 and 2015/16 are as reported in the Medium Term Financial Strategy
- The principles on which a council tax increase will be regarded as “excessive” and therefore trigger a referendum will not be announced until the new year although the wording of the Statements suggest that a council tax increase of less than 2% may be the level that triggers a referendum.
- There continues to be uncertainty surrounding the treatment of levies in the calculation of the variation in council tax and this therefore carries a significant risk for the Council.
- As expected, the reductions in funding for 2015/16 are significantly higher than in 2014/15 with reductions in RSG of £45m or 29%.

Reasons for Recommendations : To formally record the financial impact of the provisional local government finance settlement for 2014/15 & 2015/16.

Recommendations: To note the financial impacts set out in this report as a result of the provisional local government finance settlement announced on 18th December 2013.

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

PROVISIONAL LOCAL GOVERNMENT FINANCE SETTLEMENT: 2014/15 & 2015/16

Purpose of the Report

1. The purpose of the Report is to provide Members with details of the Provisional Local Government Finance Settlement for 2014/15 and 2015/16.

Recommendation

2. It is recommended that the position regarding the Local Government Finance Settlement is noted.

Headlines

3. The headlines from the Settlement are as follows:
 - Settlement confirms the Autumn Statement position (in broad terms) that the funding for next year is no worse than already announced i.e. no FURTHER cuts but the existing planned cuts in 2014/15 and 2015/16 remain
 - The capping of business rate uplifts (to 2% rather than RPI) are being funded for 2014/15 but concerns remain as to whether this will be sustained in 2015/16
 - The details of specific grants are not yet fully announced and there could still be surprises here: for example, the announcement that Government would compensate Council's for lost business rate income due to small business relief does not appear in the spending power figures and requires clarification from DCLG.
 - There are concerns as to whether some further cuts to specific grants (Local Welfare Provision Grant and Housing Benefits Administration Subsidy) totalling over £5m are hidden in the detail of the Settlement for 2015/16.
 - There are hints that the Government may reduce the 2% council tax referendum cap. The rules on excluding the ITA levy from the referendum are still not certain or agreed by Parliament (£3m of savings are at risk on this)
 - There is some potential for a small increase in RSG but we still need to clarify how real this is, given the uncertainties highlighted above.
4. In terms of how this affects the Council's budget for 2014/15, the approach adopted has been to secure savings of 15% from each Portfolio/Outcome area and this remains the position: effort needs to be made to ensure that this level of savings are identified in each Outcome area. The Medium Term Financial Strategy (reported to Cabinet in September 2013) indicated that one of the major challenges in 2014/15 concerned the funding of the pension costs following the 2013 Actuarial review: this continues to be a challenge although there is the potential to utilise up to £4m of capital financing savings to meet some of these costs.

5. Any betterment in RSG (if real) needs to be reviewed in the context of the following:
 - The risk of further reductions in specific grants of potentially £5m in 2015/16
 - Uncertainty surrounding the small business rates relief funding of £2m
 - The position being taken on the £4m corporate savings (given that pension costs remains a significant risk and will involve an increasing cost in 2015/16 when we face an even higher reduction in grant than in 2014)
 - The potential for the £3m ITA levy savings to be at risk because of uncertainty regarding the council tax referendum rules
 - The risk of delivering adult social care savings in 2014/15 given the measures taken in 2013/14 to reduce the forecast overspend
 - The medium term context starting in 2015/16 when the Council faces an even higher reduction in grant than in 2014/15.

Background

6. With the introduction of the business rates retention scheme in April 2013, the Government introduced a new term to describe the level of funding available to a local authority not including council tax: the Settlement Funding Assessment (SFA). The level of SFA for a local authority is arrived at using the following
 - A formula funding allocation that is based on complex formulae to reflect the relative needs and resources of individual local authorities. (The application of the formula does have some distributional impacts which act against northern city councils). This formula involves data sets that include 2011 based population projections and council tax projections. A floor damping mechanism exists to limit the impact that movements in data and formulae have on individual authorities.
 - Grants that are to be transferred into funding allocations from April 2013. These are amounts that were previously allocated as Specific Grants and which the Government announced in May 2012 would form part of the funding allocations. This change was being introduced in order to provide the facility for the Government to make the overall CSR reductions in local government funding.
7. Having arrived at an overall SFA for a local authority, the allocation of that SFA amount to an individual local authority involves a combination of:
 - A Revenue Support Grant (RSG); plus
 - A Business Rates Baseline. This is the Governments assumption of the level of retained business rates (the 49% that the City Council retains) together with business rates top up grant where applicable.

December 2012 indicative figures

8. In December 2012 as part of the Local Government Finance Settlement for 2013/14, the Government issued an Illustrative Finance Settlement for 2014/15. For Sheffield, the SFA was shown as reducing by approximately £29m (or 10%) compared to 2013/14: from £316.6m to £287.5m. This included a £33m (or 17%) reduction in RSG. The difference between the two figures was due to an increase of £3m in the local share of business rates. This was a Government assumption which required closer examination to determine the actual movement in business rates income for the City Council. A further feature of the position for 2014/15 was that funding for the Council Tax Support Scheme (of £36m in 2013/14) was subsumed within other elements of the RSG formula and was no longer separately identifiable.

July 2013 exemplification figures

9. In July 2013 the Secretary of State issued further details of the impact of the Spending Review on local authorities. This indicated that the funding position for Sheffield would worsen with a further reduction in SFA of £3m (or 1.1%) compared to the December 2012 figures. This brought the overall SFA level down from £316m in 2013/14 to £284m in 2014/15. This reduction almost entirely resulted in a further cut in RSG. At this time the Government also issued exemplifications for 2015/16 which showed a more significant reduction in RSG of £45m (or 30%).
10. The Medium Term Financial Strategy (MTFS) was reported to Cabinet on 18 September 2013. The MTFS included the figures announced in July 2013 and the reductions in RSG of £36m in 2014/15 and a further £45m in 2015/16 were a significant part of the overall forecast revenue shortfall of £37m and £41m for 2014/15 and 2015/16 respectively.

December 2013 Provisional Finance Settlement for 2014/15

11. On 18 December 2013 the Minister for local government announced the provisional local government finance settlement for 2014-15 in Parliament. The figures announced are broadly in line with the exemplifications issued in July 2013. The Government has decided to “roll up” the Council Tax Freeze Grant for 2013/14 into RSG for 2014/15. This has meant that the expected SFA of £284m has increased by £1.9m to £286m. Whilst the Settlement suggests that the Freeze Grant will continue to be included in future funding allocations to what extent this will continue indefinitely cannot be determined.
12. This means that the overall reduction in SFA from 2013/14 to 2014/15 is £30.2m (or 9.5%). Once the inclusion of Freeze Grant has been taken into account – this was previously a specific grant – on a like for like basis the actual reduction in SFA

since 2013/14 is £32.1m which was the level of reduction included in the MTFS report.

	SETTLEMENT	PROVISIONAL	Difference
	2013/14	2014/15	
	£000	£000	£000
Revenue Support Grant	190,105	157,422	-32,683
Baseline Business Rates Funding			
Local Share of Business Rates	98,672	100,593	1,921
Top Up Grant	27,800	28,342	542
Settlement Funding Assessment	316,577	286,357	-30,220

13. Although the overall level of reduction in SFA is as expected, there are variations within the components:
- The business rates baseline is £1.7m less than reported in July. This is due to the capping of the increase in the multiplier to 2% rather than the full amount of inflation.
 - The level of RSG is slightly higher than reported in July although there is meant to be funding in here for parish councils (referred to later in this report) and there may be other (as yet) unanticipated consequences of this slight improvement.
14. As in 2013/14 a feature of the Settlement is that, with the introduction of the business rates retention scheme, amounts that were previously specific grants and are now included in SFA, are split between RSG and Business Rates Baseline. This means that the full amounts are no longer funded by grants and local authorities will only receive that proportion included in Baseline by achieving their target business rates figure. This applies to the Freeze Grant for 2011/12, Early Intervention funding and Learning Disability and Health Reform funding. The full build-up of the 2014/15 SFA is shown below. The “returned funding” element relates to funding that the Government had taken from the overall allocation for local government for initiatives such as capitalisation and which is now being reallocated to authorities because the full amount was not required by Government.

	RSG	Baseline	TOTAL
	2014/15	2014/15	2014/15
	£000	£000	£000
Upper Tier Funding	113,942	95,360	209,302
Lower Tier Funding	20,058	18,156	38,214
Grants rolling in:			
Council Tax Freeze Grant 2011/12	2,893	2,003	4,896
Early Intervention funding	9,158	7,240	16,398
Homelessness	299	210	509
Lead Authority Flood	78	55	133
LD & Health Reform	8,740	5,911	14,651
Council Tax Freeze Grant 2013/14	1,914	0	1,914
Returned Funding	340	0	340
TOTAL Settlement Funding Assessment	157,422	128,935	286,357

Specific Grant allocations

15. The details of the allocation of specific grants to the City Council are incomplete and further announcements by individual Government departments are expected later in respect of some grants such as the Education Services Grant. The Spending Power figures issued by the DCLG provide an indication of the likely final grant allocations and on this basis the allocations to the Council may be as follows:

	2013/14	2014/15	Movement
Specific Grant allocations	£m	£m	£m
Compensation for business rates capping	0.000	1.369	1.369
Less Council Tax Support Funding for Parishes	-0.085	-0.085	0.000
Lead Local Flood Authorities	0.086	0.086	0.000
Community Right To Challenge	0.009	0.009	0.000
Community Right To Bid	0.008	0.008	0.000
Local Welfare Provision Grant	2.509	2.472	-0.037
New Homes Bonus	4.595	5.954	1.359
New Homes Bonus: returned funding	1.072	0.443	-0.629
Housing Benefit Administration Subsidy	4.060	0.000	-4.060
Local Council Tax Support and Housing Administration Subsidy	0.000	3.868	3.868
Council Tax Support New Burdens Funding	0.351	0.270	-0.081
Local Health Reform and Community Voices DH grant	0.474	0.489	0.015
Public Health Grant	29.665	30.748	1.083
NHS funding to support social care	9.683	12.399	2.716
Estimated Specific Grants	52.427	58.030	5.603

16. An assessment of the impact of these specific grant levels on the City Council requires further work. Some of the increases shown above have already been assumed in the Council's financial position for 2014/15 (e.g. the increases in NHS funding and Public Health Grant). In terms of some of the other grants/funding:
- The compensation for business rates capping relates to the Autumn Statement measure to limit the uplift in the business rates multiplier to 2%. The impact of this measure needs to be assessed against the overall level of business rates for 2014/15.
 - The New Homes Bonus allocation has been increased by £0.7m. The Council has used these allocations to create a Local Growth Fund and support capital spending initiatives.
 - There is a reduction of £0.2m in the subsidy for benefit administration. The implications of this on the benefits administration service will require further work.

Council Tax Freeze Grant and referendum issues

17. The Settlement emphasises that funding is being made available to assist local authorities in not increasing the council tax. The spending power figures for 2014/15 for Sheffield include an indicative Freeze Grant of £1.9m, being the equivalent of a 1% increase in council tax. The Government has also confirmed that Freeze Grants for 2014/15 and 2015/16 will be "built into the spending review baseline" and that this overcomes the "cliff edge effect from the freeze grant disappearing in due course". To what extent these grants will continue indefinitely is unclear.
18. There is confirmation that an announcement will be made later as regards the Council Tax referendum threshold principles. In previous years the principles have not been announced until February and are subject to approval by Parliament. Although previous statements by the Secretary of State have suggested that a referendum would be required if council tax increases exceeded 2%, the Finance Settlement includes the following ominous paragraph:
- "We are particularly open to representations suggesting that some lower threshold be applied to all or some categories of authorities, given the strong need to protect taxpayers wherever possible from unreasonable increases in bills, and given next year's elections on 22 May across the country allow for referendums to be held at minimal cost. We should trust the people".
19. It has been confirmed that the regulations regarding the treatment of levies in the calculation of "excessive" council tax increases will depend on the approval by

Parliament of the Local Audit and Accountability Bill. This therefore remains an area of doubt and has the potential for the 2013/14 rules to still apply and for a reduction in the ITA levy to require a reduction in the council tax. Until any revised regulations become available, the following statement by the Local Government Minister cannot be interpreted clearly:

“The principles will include levies and will therefore be based on the level of Band D Council Tax. This will mean the principle will relate to the actual increase which appears on people’s bills – again reducing costs for taxpayers”.

Parish councils and local Council Tax support

20. With the introduction of Council Tax Support Schemes from April 2013, the Finance Settlement for 2013/14 included amounts to compensate local authorities, including parish councils, for the lost council tax income as a result of the reduction in the tax base: i.e. the reduction in the number of homes that pay full council tax because of the introduction of new discounts. Although no specific funding can be identified in the RSG allocation for this, the Statement made by the Local Government Minister makes reference to there being “an element that is there specifically to reflect reductions in the council tax base and we expect billing authorities to carry on passing on support to town councils and parishes”. It is recognised that funding is “not separately identified because it is not ring-fenced and as caseloads change and schemes evolve, the amount that different parishes need will change”. Part of the RSG allocation may therefore need to be paid to parish councils although the precise amounts are not clear at this time.

December 2013 Illustrative Finance Settlement for 2015/16

21. The Government has also released details of the Illustrative Finance Settlement for 2015/16. Although full details will not be known until December 2014, the illustrative information reflects Government plans as to how the further reduction in grant funding of 10%, as announced in the Spending Review, are to be achieved. The position for 2015/16 was expected to be more severe than that for 2014/15.
22. The reduction in RSG amounts to £45m (or 29%) compared to the level for 2014/15. Adjusting for the loss of specific grant due to the rolling-up of 2013/14 Freeze Grant into SFA, a like for like comparison gives a reduction of over £47m: a slightly worse position than that forecast in the MTFS.

		PROVISIONAL	ILLUSTRATIVE	Difference
		2014/15	2015/16	
		£000	£000	£000
Revenue Support Grant		157,422	112,088	-45,334
Baseline Business Rates Funding				
	Local Share of Business Rates	100,593	103,370	2,777
	Top Up Grant	28,342	29,124	782
Settlement Funding Assessment		286,357	244,582	-41,775

23. Details of the Illustrative Spending Power calculation for 2015/16 also suggest that there will be reductions in the level of specific grants. The figures released do not include funding for the Council Tax Support and Housing Benefit Subsidy: for the present time it is assumed that this is an oversight by the DCLG. One grant that has been intentionally removed is the Local Welfare Provision Grant (£2.4m in 2014/15). This was introduced in April 2013 and currently supports the Council's local assistance scheme.
24. The calculations of spending power by the DCLG also include an estimated £37.7m in 2015/16 in respect of the new Pooled NHS and Local Authority Better Care Fund. The extent to which this will be available to the Council is questionable as it is part of the NHS funding allocation. This funding replaces the £10m of "NHS Funding to support social care" that is available in 2014/15 and there is also a reduction of £9m in the "Adult Social Care New Burdens" funding.

Consultation period

25. The announcement of the Finance Settlement marks the start of a period of statutory consultation. Consultation closes on 15 January 2014 and the Final Settlement will therefore be announced after this date although the details are not expected to be different from the Provisional Settlement.

Summary

26. The overall impact on the City Council as a result of the Finance Settlement is as follows:
- The reductions in SFA for 2014/15 and 2015/16 are as reported in the Medium Term Financial Strategy
 - The principles on which a council tax increase will be regarded as "excessive" and therefore trigger a referendum will not be announced until the new year although the wording of the Statements suggest that a council tax increase of less than 2% may be the level that triggers a referendum.

- There continues to be uncertainty surrounding the treatment of levies in the calculation of the variation in council tax and this therefore carries a significant risk for the Council.
- As expected, the reductions in funding for 2015/16 are significantly higher than in 2014/15 with reductions in RSG of £45m or 29%.



SHEFFIELD CITY COUNCIL Cabinet Report

Report of: Eugene Walker

Date: 15 January 2014

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

Author of Report: Allan Rainford; 35108

Summary: This report provides the month 7 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 99 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 OCTOBER 2013

Purpose of the Report

- This report provides the Month 7 monitoring statement on the City Council's Revenue Budget and Capital Programme for October. The first section covers Revenue Budget Monitoring and the Capital Programmes are reported from paragraph 70.

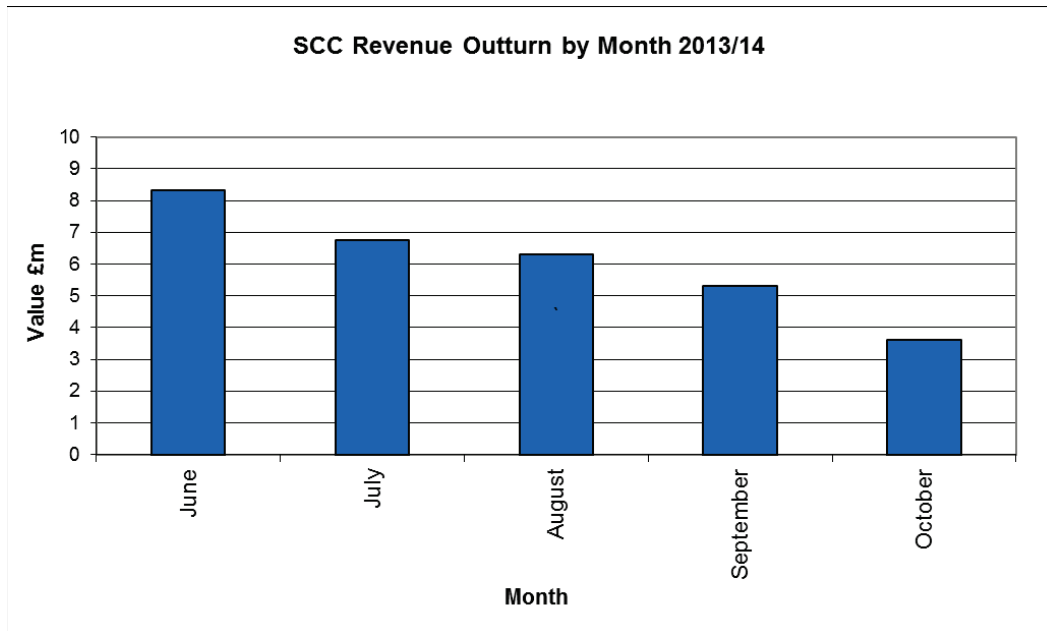
Revenue Budget Monitoring

Summary

- The budget monitoring position at month 6 indicated a forecast overspend of £5.3m, based on expenditure incurred to date and forecasted trends to the year end. The latest monitoring position at month 7 shows a forecast overspend of £3.6m to the year end: i.e. a forecast improvement of £1.7m since last month. This is summarised in the table below:

Portfolio	Forecast Outturn £000s	FY Budget £000s	FY Variance £000s	Movement from Month 6
CYPF	88,649	88,629	20	↔
PLACE	181,518	181,040	478	↔
COMMUNITIES	181,450	170,742	10,708	↓
POLICY, PERFORMANCE & COMMUNICATION	2,679	2,617	62	↔
RESOURCES	62,301	63,816	(1,515)	↓
CORPORATE	(512,974)	(506,844)	(6,130)	↔
GRAND TOTAL	3,623	-	3,623	↓

- The forecast outturn shows a reducing overspend from the £8.3m overspend reported in month 3 to £3.6m in month 7. This improvement reflects Portfolios attempts to reduce spending but also the use of one-off grants to offset the significant pressures with the Communities portfolio. Further work is being undertaken to deliver a balanced position at year end. The position month by month is shown in the following chart:



4. In terms of the month 7 overall forecast position of £3.6m overspend, the key reasons are:

- Place are showing a forecast overspend of £478k, due to an estimated £317k associated with contract negotiations to deliver the waste management savings, additional forecast costs within commercial estate of £164k, a reduction in anticipated markets income of £270k and a potential deficit arising from difficult trading conditions within Sheffield International Venues of £800k . These overspends are partly offset by reductions in forecast spend on the contract and street lighting costs within the Highways Department of £679k.
- Communities are showing a forecast overspend of £10.7m, due predominately to a £8.7m overspend in Care and Support relating to Learning Disability Services and the purchase of Older People's care and a £3m overspend on Mental Health purchasing budgets.
- Resources are showing a forecast reduction in spending of £1.5m, due to £1m savings on the housing benefits subsidy adjustments, £1m of insurance fund savings and £224k 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 £467k overspend in Business Information Solutions ICT costs, £303k of unfunded E-Business project costs and a £226k overspend within HR on employee costs.

- Corporate budgets are showing a forecast reduction in spending of £6.1m, due predominantly to savings against the redundancy budget of £2m and the receipt of additional grant income totalling £3.7m.
5. The key reasons for the movement from month 6 are:
- Communities are forecasting an improvement of £1.2m, due mainly to £945k additional income received from the Health Clinical Commissioning Group (CCG). This includes recognition of full life costs of the residential placements made under Home of Choice as well as reapportionment of costs previously funded by Sheffield City Council for care packages.
 - Resources are forecasting an improvement of £397k, due mainly to a reduction in spending on supplies and services of £115k within Commercial Services and a £84k improvement in NNDR reliefs due to the change in status of Don Valley Stadium.

Public Health

6. Public Health activity transferred from the CCG is covered by a ring-fenced grant. The total grant in 2013/14 is £29.7m and the current forecast commitments against this grant are £27.6m, £2.1m underspent.
7. The grant conditions state that any underspend on the grant should be carried forward into the following year. However there is activity currently funded from general fund that contribute towards the public health agenda, and it is recommended that the £2.1m underspend is applied in 2013/14 to cover these costs. The allocation of this will be considered as part of the Month 8 report.

Individual Portfolio Positions

Children Young People and Families (CYPF)

Summary

8. As at month 7 the Portfolio is forecasting a full year outturn of an overspend of £20k and is shown in the table below. The DSG forecast is an overspend of £247k. These forecasts are consistent with the month 6 position. The key reasons for the forecast outturn position are:
- **Business Strategy:** £184k forecast reduction in spend, due to a £372k forecast overspend in Children's Public Health, offset by increased income of £630k on the Education Services Grant (ESG).

- **Children and Families:** forecasting an overall net balanced budget, which includes £363k forecast overspend in legal fees, £318k forecast overspend on residential homes, £130k overspend in Adoption, £400k forecast underspend on fieldwork services and £416k forecast underspend on Placements.
- **Inclusion and Learning Services:** £184k forecast overspend, due to £120k forecast overspend on faith travel passes, £260k forecast overspend on travel passes due to an increase in demand. Offset by a forecast reduction in spend of £47k in the Learning and Achievement Service and a forecast reduction in spend £71k in Inclusion and Targeted Services.

Financials (Non – DSG activity)

Service	Forecast Outturn £000s	FY Budget £000s	FY Variance £000s	Movement from Month 6
BUSINESS STRATEGY	4,442	4,626	(184)	↔
CHILDREN & FAMILIES	67,097	67,077	20	↔
INCLUSION & LEARNING SERVICES	5,181	4,997	184	↔
LIFELONG LEARN, SKILL & COMMUN	11,929	11,929	0	↔
GRAND TOTAL	88,649	88,629	20	↔

Commentary

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

Non DSG Budgets

Children and Families

10. As at month 7, the overall position for Children and Families is consistent with the month 6 position. However, there have been some significant movements in individual budget areas as follows:

- **Legal Fees:** adverse movement of £114k from the month 6 position. This reflects the spend profile to date on legal fees. Work is ongoing with legal service to review the legal charges and identify if there are possible efficiencies within the existing practices to manage costs.
- **Adoption:** adverse movement of £126k on inter-agency fees as a result of using longer term care arrangements outside Sheffield.
- **Placements:** Leaving Care budget – an adverse movement of £348k from the month 6 position. This is particularly in relation to costs per individual placements which are greater than budgeted. The service are currently investigating the current level of spend in this area and

to assess the demand for the remainder of the year. Independent Residential Block Placements – a forecast reduction in spend of £614k, an improvement of £399k from the month 6 position. This is mainly due to demand for these placements being lower than anticipated.

DSG Budgets

11. As at month 7, DSG is forecast to overspend by £247k, which is consistent with the position reported at month 6.

Place

Summary

12. As at month 7 the Portfolio is forecasting a full year outturn of a £478k overspend, an adverse movement of £66k from the month 6 position.

The key reasons for the forecast outturn position are :

- **Business Strategy & Regulation:** £317k 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.
- **Culture and Environment:** £553k forecast overspend due to the position now including provision for a potential deficit arising from difficult trading conditions within Sheffield International Venues of £800k, offset to some extent by savings across the overall service area of £247k.
- **Capital & Major Projects:** £418k forecast overspend arising from additional cost and income pressures within the markets service of £270k and additional forecast costs within commercial estate of £164k.
- **Regeneration & Development Services:** £830k forecast reduction in spend on the contract and street lighting costs within the Highways Department of £679k.

Financials

Service	Forecast Outturn £000s	FY Budget £000s	FY Variance £000s	Movement from Month 6
BUSINESS STRATEGY & REGULATION	29,371	29,054	317	↔
CAPITAL & MAJOR PROJECTS	1,217	799	418	↔
CREATIVE SHEFFIELD	3,658	3,662	(4)	↔
CULTURE & ENVIRONMENT	54,720	54,167	553	↑
MARKETING SHEFFIELD	924	900	24	↔
PLACE PUBLIC HEALTH	(0)	0	(0)	↔
REGENERATION & DEVELOPMENT SER	91,628	92,457	(830)	↓
GRAND TOTAL	181,518	181,040	478	↔

Commentary

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

Business Strategy & Regulation

14. The current forecast for this activity is a £317k overspend, an improvement of £72k this period. The improvement arises from a further relatively small reduction in net waste contract management costs, largely attributable to lower than planned waste treatment volumes.
15. The key risk is in 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 resolution.

Culture & Environment

16. The current forecast for this activity is an overspend of £553k, an adverse movement of £688k this period.
17. The forecast position now includes provision for a potential deficit within Sheffield International Venues (SIV) arising from difficult trading conditions of £800k, offset to some extent by savings across the overall Culture and Environment service of £247k. The position is under review and the Director is working with SIV to confirm / develop a mitigation plan to address this potential deficit.

Regeneration & Development Services

18. The forecast for this activity is a £830k reduction in spending, an improvement this period of £510k. The improvement is due to further forecast spend reductions in street lighting costs of £200k and transport costs of £200k and local growth funded projects.

Communities

Summary

19. As at month 7 the Portfolio is forecasting a full year outturn of £10.7m overspend, an improvement of £1.2m from the position in September.

The key reasons for the forecast outturn position are:

- **Business Strategy:** forecast reduction in spend of £347k. Executive and Portfolio-Wide Services report a forecast £94k reduction in spend mainly due to reduction in pay costs but also due to some restrictions on non-pay expenditure. Improvement and Development Services report a forecast £94k reduction in spend due to holding of staff vacancies. Quality and Safeguarding is forecasting reduction of spend of £159k mainly due to reduced costs of the Moorfoot Learning Centre.
- **Care and Support:** significant overspend forecast of £8.7m. 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 2012/2013 activity, and anticipated continued growth in 2013/2014. 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 £3m, as a result of 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 £48k. 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. These are, to some degree, offset by the target underspend of £462k on Housing Related Support Programme (formerly Supporting People) and net underspends on Social Care and Housing Commissioned Services of £390k as a result of termination of third party contracts, maintaining staff vacancies, restrictions on non-pay spend and commission income from collection of water rates from Council Tenants.

Community Services: forecast overspends of £71k. Community Safety reports a forecast reduction in expenditure against budget of £72k due, primarily, to staff vacancies. Locality Management shows an over spend of £148k, due to part year (rather than full year) implementation of the Community Assemblies budget saving.

20. There are a range of actions being taken to reduce the forecast over spends 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	Forecast Outturn £000s	FY Budget £000s	FY Variance £000s	Movement from Month 6
BUSINESS STRATEGY	11,636	11,983	(347)	↑
CARE AND SUPPORT	122,397	113,709	8,689	↓
COMMISSIONING	36,889	34,594	2,295	↔
COMMUNITY SERVICES	10,528	10,457	71	↔
GRAND TOTAL	181,450	170,742	10,708	↓

Commentary

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

Business Strategy

22. A forecast £347k reduction in spend against budget. This is an adverse movement of £115k compared to the previous month and is mainly due to additional cost to the Portfolio vacancy and controlled spend budget and staff costs transferring into this Service from other areas.

Care and Support

23. A forecast £8.7m overspend. This is an improvement of £1.2m from the previous month which is due predominantly to:
- **Older People:** £558k is due to additional income received from the Health Clinical Commissioning Group (CCG) in recognition of full life costs of the residential placements made under Home of Choice. We are still in discussions with the CCG re the nursing element. In

addition there was an improvement in the packages and vacancy forecasts.

- **Contributions to Care (income):** Quarter 2 invoices to CCG for placements procured on their behalf have now been raised. The value of these invoices totalled £387k more than previously forecast as a result of the reassessment and subsequent reapportionment of some care cost. Some invoices relate to 2012/13 placements and will not be repeated in 2014/15.
- **Joint Learning and Disability Service:** £64k due to small improvements across a number of budget heads and the purchasing budget has stabilised.
- **Provider Services:** £53k due to a continued downwards forecast on adult family placements plus improvements on front line services.

Resources

Summary

24. As at month 7 the Portfolio is forecasting a full year outturn of a reduction in spending of £1.5m, an improvement of £397k from the month 6 position. The key reasons for the forecast outturn position are:

- **Business Information Solutions:** £467k overspend due in the main to reduced income from project recharges of £326k.
- **Commercial Services:** £161k overspend due to E-Business project costs of £303k, offset by vacancy management savings and savings income.
- **Human Resources:** £226k overspend due to forecast overspend in employee costs due to delayed MER.

Offset by:

- **Housing Benefit:** approx. £1m reduction in spending.
- **Central costs:** £1.1m reduction in spending owing to a transfer of £1m from the Insurance Fund.
- **Finance:** £224k reduction in spending in Finance as a result of early staff savings for the 2014/15 budget.

Financials

Service	Forecast Outturn £000s	FY Budget £000s	FY Variance £000s	Movement from Month 6
BUSINESS INFORMATION SOLUTIONS	1,220	753	467	↔
COMMERCIAL SERVICES	799	638	161	↓
COMMERCIAL SERVICES (SAVINGS)	(820)	(820)	0	↔
CUSTOMER FIRST	3,057	3,057	0	↔
CUSTOMER SERVICES	2,837	2,793	44	↔
FINANCE	1,984	2,208	(224)	↔
HUMAN RESOURCES	1,118	892	226	↔
LEGAL SERVICES	5,159	5,235	(76)	↔
RESOURCES MANAGEMENT & PLANNING	1,246	1,219	27	↔
TRANSPORT AND FACILITIES MGT	32,715	32,785	(70)	↔
TOTAL	49,315	48,760	555	↓
CENTRAL COSTS	12,983	14,054	(1,071)	↓
HOUSING BENEFIT	3	1,002	(999)	↔
GRAND TOTAL	62,301	63,816	(1,515)	↓

Commentary

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

Business Information Solutions

26. A forecast £467k overspend. This is an improvement £78k from the previous month. The improvement this month is due to £47k improvement in traded income for BIS core business and the transformation team and £31k due to vacancy management.

Commercial Services

27. A forecast £161k reduction in spending. This is an improvement of £115k from the previous month due to a reduction in supplies and services forecast following a review of spend. Additional £30k savings income from Commercial Services (savings) has been used to offset the costs of the E-Business project.

Central Costs

28. A forecast £1.1m reduction in spending. This is an improvement of £118k from the previous month due to £84k improvement in NNDR reliefs due to the change in status of Don Valley Stadium.

Policy, Performance and Communications

Summary

29. As at month 7 the Portfolio is forecasting a full year outturn of an overspend of £62k, an improvement of £44k from the month 6 position. This overspend is due to increasing Election canvassing costs.

Financials

Service	Forecast Outturn £000s	FY Budget £000s	FY Variance £000s	Movement from Month 6
ACCOUNTABLE BODY ORGANISATIONS	0	0	0	↔
POLICY, PERFORMANCE & COMMUNICATION	2,814	2,752	62	↔
PUBLIC HEALTH	(135)	(135)	0	↔
GRAND TOTAL	2,679	2,617	62	↔

Commentary

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

Policy, Performance and Communications

31. A forecast £62k overspend. This is an improvement of £44k from the previous month due to favourable movement in the Communications forecast outturn due to revisions in forecast income and external spend on communication activity.

Corporate items

Summary

32. The month 7 forecast position for Corporate budgets is a £6.1m reduction in spending which is an improvement of £88k on the month 6 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
	£'000	£'000	Variance
			£'000
Corporate Budget Items	55,352	57,745	-2,393
Savings Proposals	-450	-450	0
Income from Council Tax, RSG, NNDR, other grants and reserves	-567,875	-564,139	-3,736
Total Corporate Budgets	-512,974	-506,844	-6,130

33. Corporate Budget items are showing a forecast reduction in spending of £2.4m, due mainly to the reassessment of the budget requirement for redundancy cost of £2m, other miscellaneous income of £258k 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 6 position.
34. Additional income accounts for the remaining £3.7m underspend. This additional income includes a £1.1m RSG refund, £1.4m LACSEG refund, £271k additional Council Tax Freeze grant, and two un-ringfenced grants including £947k adoption grant and £98k from the Department of Health (DoH). This forecast is consistent with the month 6 position.

Local Growth Fund

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

LOCAL GROWTH FUND

		£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 7	1.1
	Forecast to Year End	4.3
	Future Years' Commitments	3.4
	Total Expenditure	8.8
	Funding Requirement	1.1

36. Expenditure of £200k in the period predominantly on planning works associated with developing places to live.

Housing Revenue Account

37. As at month 7 the full year outturn position is a forecast in-year surplus of £9.9m. At this stage, this represents a projected improvement of £4m 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.
38. The main reason for the variation in the overall improved position reported above relates to a predicted reduction in capital financing costs of £2.5m. This is primarily a result of reduced interest costs arising from the Councils on-going active Treasury Management Strategy.
39. 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.
40. Other main areas contributing to the yearend forecast position include a revised forecast re service charge income of £396k and a £1.9m forecasted reduction in running costs mainly as a result of staff vacancies and various underspends on other budget heads. This is offset by a forecast increase of £614k in the cost of council tax on vacant properties and provision for rent arrears and a £255k reduction in overall rental income.

HOUSING REVENUE ACCOUNT	FY Outturn £000's	FY Budget £000's	FY Variance £000's
1.RENTAL INCOME	(142,324)	(142,579)	255
2.OTHER INCOME	(5,157)	(4,761)	(396)
3.FINANCING	52,098	54,581	(2,483)
4.OTHER CHARGES	3,778	3,164	614
5.REPAIRS	33,006	33,091	(85)
6.TENANT SERVICES	48,693	50,647	(1,954)
Grand Total	(9,906)	(5,857)	(4,049)

Community Heating

41. The budgeted position for Community Heating is a draw down from Community Heating reserves of £670k. Due to a reduction in energy consumption compared to budget and a reduction in the number of vacant properties, the required contribution from reserves has reduced to £360k, an improvement of £310k. The use of reserves in the District Heating account is to ensure a smoothing of heating costs for tenants.

COMMUNITY HEATING	FY Outturn £000's	FY Budget £000's	FY Variance £000's
INCOME	(3,515)	(3,548)	33
EXPENDITURE	3,875	4,218	(343)
Grand Total	360	670	(310)

Year to Date

42. We are constantly challenging Services to review budgets and budget profiles so that there is a clearer relationship between the position to date and the forecast outturn.

Corporate Financial Risk Register

43. 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.

Corporate

Medium Term Financial Position

44. In the future the Council's financial position will be significantly determined by the level of Business Rates and Council Tax income. Each of these may be subject to considerable volatility and will require close monitoring. Based on the Spending Review in June, the funding position is especially difficult from April 2015 and will require a focus on delivering economic growth to increase our income and on delivering outcomes jointly with other public sector bodies and partners.

Pension Fund

45. Following the triennial valuation of the South Yorkshire Local Government Pension Scheme, current estimates are that the increase required in 2014/15 for deficit payments may be over £12m (in addition to the £5m which has already been assumed in the Medium Term Financial Strategy) on top of £3.6m for ongoing pension costs i.e. £17m in total. Negotiations with SYPA are continuing as this figure is something of a surprise to all South Yorkshire Councils. In addition, a surplus on the Kier pension pot set up to manage pension risk may be available at the contract end to smooth the impact to some extent.
46. 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.

Contract Spend

47. 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

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

Trading Standards

50. 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

51. The Council utilises many different grant regimes, for example central government and EU. Delivering projects that are grant funded involves an element of risk of grant claw back where agreed terms and conditions are not stringently adhered to and evidenced by portfolios. Strong project management skills and sound financial controls are required by project managers along with adherence to the Leader's Scheme of Delegation in order to minimise risk.

Treasury Management

52. The ongoing sovereign-debt crisis continues to subject 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 risk that the Eurozone crisis will impact upon the UK's recovery and would in turn lead to higher borrowing costs for the nation. Whilst this is still a possibility, the UK recovery is beginning to take hold and the associated risk is beginning to ease.
53. The Council is mitigating counterparty risk through a prudent investment strategy, placing the majority of surplus cash in AAA highly liquid and

diversified funds. Ongoing monitoring of borrowing rates and forecasts will be used to manage our interest-rate exposure.

54. Over the next few months, we will be developing the Treasury Management and Investment Strategies, as part of the 2014/15 budget process, and will be discussing our risk appetite with members and senior officers as part of this process. This will include a review of our counter-party risk to ensure it is reflective of the relative risks present in the economy without being unduly conservative for the improving UK economic position.
55. The Co-op Bank have notified us that they will be withdrawing from the Local Authority banking market with effect from the ending of their contract with us, which is due to end in March 2015. Despite the well-publicised issues with the bank, we do not believe, given the above timescales, there is anything preventing a full and proper tender process being undertaken. Work has begun to scope our requirements in preparation for the tender process.

Welfare Reforms

56. 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 with a local scheme of Council Tax Support from April 2013. The Council approved the replacement scheme, based on the reduced funding available from Government, and set up a hardship fund in January 2013, but there are risks to council tax collection levels and pressures on the hardship fund which are being closely monitored.
 - **Housing Benefit changes:** there have been a number of changes, including the implementation of the 'bedroom tax', from April 2013 where the impacts are that a significant number of claimants are now receiving fewer benefits, thereby impacting on their ability to pay rent.
 - **Introduction of Universal Credit:** originally scheduled from October 2013 but now delayed, awaiting further update from DWP who will administer it. 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.

Children, Young People and Families

Education Funding

57. In 2013/14 it is anticipated that 29 of the Council's maintained schools will become independent academies (24 primary / 5 secondary). To date 10 primary schools and 2 secondary schools have converted in 2013/14. 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 £1.75m of DSG funding will be deducted from the Council and given to academies to fund support services.
- up to £2.62m will be deducted from the Council's DCLG funding, under the new Education Services Grant (ESG), and given to academies.

58. 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 £545k based on current projected academy conversions during 2013/14.

59. 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.

Communities

NHS Funding Issues

60. 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, ongoing 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.

61. 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, but there are risks to programme delivery at the same time as delivering funding cuts.

Resources

Digital Region

62. At the time of making the decision to close the company and migrate its business (including the Council's) to other networks, the cost to the shareholders was estimated at £83.3m, with SCC's share of this being £14.3m. This was a lower cost than the likely cost of continuing with the procurement and also less risky. The SCC cost of £14.3m is within the amount of money set aside to cover DRL costs in the 2012/13 accounts (£15m was set aside).
63. All these figures were based on estimates and some costs cannot be firmed up until existing contracts are terminated and negotiations on new ones commence. However, since the decision was made to close, progress has been good and costs now look like they will come in lower than was estimated. The key issue remaining is that value may result from a sale of the assets and whether that reintroduces risk.

Electric Works

64. 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.
65. A full review of the options for the future is underway and will be reported to Members as soon as possible.

Housing Revenue Account

Housing Revenue Account (HRA)

66. 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.
- **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

Capital Receipts and Capital Programme

67. Failure to meet significant year on year capital receipts targets due to reduced land values reflecting the depressed market and the impact of the Affordable Housing policy. This could result in over-programming / delay / cancellation of capital schemes.

Building Schools for the Future Programme Affordability

68. Latest projections indicate that the affordability gap in the capital programme for the secondary schools estate, which must be underwritten by the Council, is in the order of £4m, a significant reduction on the previous gap. This requirement has now been identified in the Council's Capital Programme planning, and will therefore be removed from the risk register next month.

Housing Regeneration

69. 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 which would fall to the HRA to meet.

The Capital Programme for 2013/14

Summary

70. At the end of October 2013, the end of year position shows a variance of £19.2m which is an improvement of £3.7m on the month 6 variance which was £22.9m below budget. Work continues to refine the spending profiles of projects and in this month's investment submission proposals in Appendix 1, £800k of slippage requests have been put forward plus a further £4.1m reduction to the BSF programme. If approved, this will bring the Budget down by £4.9m and make the reduction against budget still smaller in the Month 9 report.

71. Analysis of the revised forecasts shows that whilst considerable progress has been made – this month saw the highest monthly spend to date of £12m driven by Place - further reductions in both the budget and forecast are required to ensure an accurate year end estimate of spend. The basis for this assertion is:
- The actual spend at the end of month 7 is £55.8m which is £20.5m (27%) below budget; and
 - The forecast capital spend for 2013/14 at £132.6m is £17.8m above that delivered in 2012/13 but the current rate of spend is below that seen last year.
72. In order to achieve the forecast level of spend a substantial turnaround in performance across all programmes is required. Given the current rate of spend, which is averaging around £7-8m per period, and allowing for expected increases in some Highways programmes such as Streets Ahead and Better Buses, an outturn in the range of £100 – £120m looks a more likely year end position with the final position being closer to £100m rather than £120m. Finance continues to challenge unrealistic project manager forecasts and the necessary adjustments will be brought forward for approval in future reports.
73. The Highways programme shows the biggest forecast acceleration in spend. £9.2m of spend is forecast in five months at an average of £1.6m per month compared to £1.9m in the first seven months of this year. The main accelerants are BRT North (£2.7m), bus route schemes (£1.8m) and the Streets Ahead programme (£500k).
74. Capital Programme Group continues to challenge the delivery plans from Project Managers when submitting requests to include new projects in the programme. Similarly, slippage requests must show a credible, revised programme rather than be an attempt to roll over unused budgets. Several submissions have failed these tests and been rejected.

Financials 2013/14

Portfolio	Spend to Date	Budget to Date	Variance	Full Year Forecast	Full Year Budget	Full Year Variance
	£000	£000	£000	£000	£000	£000
CYPF	11,454	24,354	(12,900)	36,424	40,954	(4,530)
Place	13,169	13,321	(152)	25,245	32,443	(7,198)
Housing	23,444	24,009	(566)	44,516	49,984	(5,468)
Highways	1,877	6,815	(4,938)	11,069	9,694	1,375
Communities	561	587	(27)	2,111	2,914	(804)
Resources	5,305	7,260	(1,956)	13,284	15,879	(2,595)
Grand Total	55,809	76,348	(20,538)	132,649	151,868	(19,220)

75. The outturn forecast is £19.2m (13%) below the budget. This improvement reflects the impact of the review programme referred to above and subsequent approval of project slippage. Since the production of this report, the Cabinet Member for Finance has approved slippage of £2.2m which will further reduce the budget in the Month 8 report.

76. The table below shows that the improvement in defining a realistic budget continues. The revised budget for the year of £151.9m is £6.7m below the position at Month 6 after additions of £400k:

Capital Programme				
	2013-14	2014-15	Future	Total
	£m	£m	£m	£m
Month 6 Approved Budget	158.6	77.2	236.8	472.6
Additions	0.4	1.2	0.3	1.9
Improved accuracy of the Budget	-5.7			-5.7
Slippage	-1.4	1.4		0
Month 7 Approved Budget	151.9	79.8	237.1	468.8

77. The variation in the year to date position arises mainly from operational delays (£6.7m), projects awaiting approval (£6.1m), projected underspends (£1.5m) and slippage of (£1.8m). The operational delays are due to lengthy contract negotiations on the Fisk Risk Assessment project (£950k) and (£2.2m) on the BSF Programme which is due to re-profiling. A further (£2.5m) on the BRT North project which is due to delays in land purchases and specialist materials required for the Supertram crossing.

78. The increase in the year-to-date variance on Month 6 report is not unexpected. Previous reports have identified the inaccurate profiles in the system (especially the two spikes in October 2013 and at the end of March 2014). A considerable amount of work has been done to re-profile budgets – as the year end position shows - however the year to date position reflects that not all slippage has been re-profiled creating a larger variance this month.
79. The forecast for the year shows that with the exception of Highways all portfolios are below profile against the approved programme. The key variances are detailed below:
- **CYPF:** £4.5m below budget this is due to £2.8m reduction in the current years BSF programme, plus £400k slippage which is included as part of the proposals put forward this month. The overall reduction in the BSF programme, including future years is (£4.1m). This reduction now incorporates a provision of £3.8m for the potential VAT liability on the BSF programme.
 - **Place:** £7.2m below budget of which £4.9m relates to the CPO acquisitions for the New Retail Quarter. This project is currently on hold pending a review of the options for taking the development forward but a revised position will be forecast and reported at Month 8. A further £1.5m is due to expected project slippage on the Lower Don Valley Flood Defence project and approval to slip this into 2014-15 is included in Appendix 1.
 - **Housing:** £5.5m below budget of which £2.5m is due to delivering projects at lower cost. These savings are mainly as a result of reductions in elements of work following detailed project surveys .A further £180k is due to slippage on the LTE's Repair and Refurbishment and £360k slippage on the Energy Programme – Green Deal both of which are currently within the approvals process. In addition there is a further £2.1m relating to the environmental improvement programmes at South West Abbeybrook, South East and North New Parson Cross. On all 3 schemes the estimates put forward by the contractor were over estimated by around 400 heating installations.
 - **Highways:** £1.4m above budget of which £1m relates to projects which have been submitted for approval.
 - **Communities:** £804k below budget: this is mainly due to projects which have slipped behind schedule and into future years.

- **Resources:** £2.6m below budget of which £1.8m relates to projects have slipped behind schedule and into future years.

80. Further detail can be found below at paragraphs 82 – 92

81. Internal and external reviews of capital management practice have identified a number of weaknesses primarily around the behaviours of project management. A number of actions are now in place to remedy the situation principally:

- Ensuring project managers have the appropriate experience for the scale of the project for which they are responsible;
- Stronger review and challenge of project plans to stop those with unrealistic delivery plans entering the capital programme; and
- Stronger central management and delivery of projects from the Capital Delivery Service where this make sense.

Commentary

Children, Young People and Families Programme

82. CYPF capital expenditure is £12.9m (53%) below the profiled budget for the year to date and forecast to be £4.5m (11%) 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	0	-378
Operational delays in projects due to planning, design or changes in specification	-4,918	0
Revised Profile on Building Schools for the Future programme	-6,424	-94
Incorrect budget profiles	22	0
No forecast entered by project managers	0	187
Projects submitted for Approval	0	-2,538
Underspending on project estimates	-266	-308
Other variances	-1,315	-1,400
	<u>-12,900</u>	<u>-4,530</u>
Spend rate per day	76.4	143.4
Required rate to achieve Outturn	240.1	
Rate of change to achieve forecast	214.4%	

83. Of the £12.9m variance to date £6.4m relates to BSF in respect of reductions in the BSF Programme which are included within this month's proposals.
84. The forecast variance of £4.5m relates to reductions to the BSF programme of £2.7m, these are included within this month's proposals and a further £400k of programme slippage. There is a further £800k of proposed slippage on the Grace Owen Nursery project which is due to issues with the current contractor.

Place Programme

85. The Place portfolio programme (excluding Housing and Highways) is £152k (1%) below the profiled budget for the year to date and forecast to be £7.1m (22%) below the programme by the year end for the reasons set out in the table below.
86. The Other variance for the forecast position in the table below £4.9m relates to the New Retail Quarter CPO scheme which is on hold pending a review of the project.

Cause of Change on Budget	Year to Date £000	Full Year Forecast £000
Slippage to be carried forward	-111	-1,572
Incorrect budget profiles	-134	0
No forecast entered by project managers	0	-309
Projects submitted for Approval	106	0
Overstatement of budgets		
Other variances	-13	-5,316
	-152	-7,198
Spend rate per day	87.8	99.4
Required rate to achieve Outturn	116.1	
Rate of change to achieve forecast	32.3%	

Transport & Highways Programme (Place Portfolio)

87. The main reason for the year to date variance relates to operational delays expected on the BRT North project, this is due to delays in land purchases and specialist materials required for the Supertram crossing.

Cause of Change on Budget	Year to Date £000	Full Year Forecast £000
Slippage to be carried forward	0.0	-356
Operational delays in projects due to planning, design or changes in specification	-3,117	0
Incorrect budget profiles	-105	0
Projects submitted for Approval	0	1,037
Overstatement of budgets		
Overspending on project estimates	0	125
Other variances	-1,716	569
	<u>-4,938</u>	<u>1,375</u>
Spend rate per day	12.5	43.6
Required rate to achieve Outturn	88.4	
Rate of change to achieve forecast	606.4%	

Housing Programme (Place Portfolio)

88. The Housing capital programme is £566k (2%) below the profiled budget for the year to date and forecast to be £5.5m (11%) 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	-130	-1,943
Operational delays in projects due to planning, design or changes in specification	-223	0
Incorrect budget profiles	-156	0
Projects submitted for Approval	-4,745	-517
Home Improvement grants held on behalf of other local authorities	-24	-260
Items under investigation		
Underspending on project estimates	-1,170	-2,481
Other variances	5,883	-267
	<u>-566</u>	<u>-5,468</u>
Spend rate per day	156.3	175.3
Required rate to achieve Outturn	202.6	
Rate of change to achieve forecast	29.6%	

89. The main reason for the forecast variance is due to £2.5m of expected savings to the Housing programme, of which £2.1m sites across South West Abbeybrook, South East and North New Parson Cross. All 3 schemes are in connection with the Environmental Programmes within each area and are due to deliver among others new heating installations. The estimates put forward by the contractor covering all 3 schemes were overestimated in total by around 400 heating installations.

Communities

90. The year to date spend on the Communities portfolio capital programme is £27k (5%) below the profiled budget and the forecast £804k (19%) below budget.
91. The main reason for the forecast variance is £804k of project slippage relating to ICT Infrastructure and Mobile Working Solutions both of which are currently within the approvals process.

Cause of Change on Budget	Year to Date £000	Full Year Forecast £000
Slippage to be carried forward	0	-721
Other variances	-27	-83
	-27	-804
 Spend rate per day	 3.7	 8.3
Required rate to achieve Outturn	14.9	
Rate of change to achieve forecast	298.6%	

Resources

92. The year to date spend is £1.9m (27%) below the programme and forecast to be £2.6m (16%) below the approved budget for the whole year.

Cause of Change on Budget	Year to Date £000	Full Year Forecast £000
Slippage to be carried forward	-1,557	-1,765
Operational delays in projects due to planning, design or changes in specification	-213	0
Incorrect budget profiles	645	0
Projects submitted for Approval	0	-432
Overstatement of budgets		
Overspending on project estimates	-20	-20
Other variances	-810	-379
	<u>-1,956</u>	<u>-2,595</u>
Spend rate per day	35.4	52.3
Required rate to achieve Outturn	76.7	
Rate of change to achieve forecast	117.0%	

Approvals

93. A number of schemes have been submitted for approval in line with the Council's agreed capital approval process.
94. Below is a summary of the number and total value of schemes in each approval category:
- 10 additions to the capital programme with a total value of £2.8m;
 - 25 variations to the capital programme creating a net decrease of £5.3m; and
 - 7 slippage requests with a total value of £2.8m.
95. Further details of the schemes listed above can be found in Appendix 1.

Implications of this Report

Financial implications

96. The primary purpose of this report is to provide Members with information on the City Council's Budget Monitoring position for 2012/13 and, as such it does not make any recommendations which have additional financial implications for the City Council.

Equal opportunities implications

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

Property implications

98. 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

99. Members are asked to:

- (a) Note the updated information and management actions provided by this report on the 2013/14 Revenue budget position.
- (b) Consider the use of the Public Health underspend highlighted in paragraph 7 to either support the current budget pressures or be carried forward to support the 2014/15 budget.
- (c) In relation to the Capital Programme, Members are asked to approve:
 - (i) the proposed additions to the capital programme listed 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) the proposed variations and slippage in Appendix 1;
 - (iii) the acceptance of the grants in Appendix 2 and to note the condition and obligations attached to them; and note
 - (iv) the latest position on the Capital Programme and the additions and variations approved under delegated authorities.

Reasons for Recommendations

100. 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

101. 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>Zone Projects (multiple Business Units - Variations) These projects are funded from LTP and the primary aim is to improve accessibility to local facilities for example; pedestrian crossings, footway links.</p> <p>This year's allocation has recently been reviewed along with the project costs and as a result, a number of budget adjustments are required to the 2013/14 allocation. The movements are outlined below:-</p>		Addition (multiple projects) Cabinet Member Variation (multiple projects)	662 -140	Schedule 7 Streets Ahead Contract Schedule 7 Streets Ahead Contract															
<table border="1"> <thead> <tr> <th>Description</th> <th>Approved Budget 2013/14</th> <th>Revised Budget</th> <th>Variation</th> <th>Reason</th> </tr> </thead> <tbody> <tr> <td>Zone B65</td> <td>77</td> <td>0</td> <td>-77</td> <td>Scheme will now be delivered through work on the Streets Ahead project and funded from the Streets Ahead Opportunities schemes in 2013/14</td> </tr> <tr> <td>Zone A04</td> <td>225</td> <td>240</td> <td>15</td> <td>Increase in original estimated costs</td> </tr> </tbody> </table>		Description	Approved Budget 2013/14	Revised Budget	Variation	Reason	Zone B65	77	0	-77	Scheme will now be delivered through work on the Streets Ahead project and funded from the Streets Ahead Opportunities schemes in 2013/14	Zone A04	225	240	15	Increase in original estimated costs			
Description	Approved Budget 2013/14	Revised Budget	Variation	Reason															
Zone B65	77	0	-77	Scheme will now be delivered through work on the Streets Ahead project and funded from the Streets Ahead Opportunities schemes in 2013/14															
Zone A04	225	240	15	Increase in original estimated costs															

Zone	28	25	-3	Reduction in design costs
Zone A05	28	25	-3	Reduction in design costs
Zone A11	95	100	5	Increase in original estimated costs
Zone B17	139	70	-69	Over-estimated initial costs. Change in scope to exclude a second pedestrian crossing
Zone B57	35	24	-11	Build cost was less than estimated
	599	459	-140	

<p>Little Don Link (Cycle Route)</p> <p>The project is to create a new cycle route along the Little Don River to link Stocksbridge and Deepcar to Barnsley, Northern Sheffield and the Peak District.</p> <p>Works will improve surfacing of the strategic network, provide a cycle and pedestrian crossing at Oughtibridge, general footpath improvements and will link into the Trans Pennine Trail at Wharnccliffe Woods. The majority of the route will be off road (less than 2km will be on quiet roads), making use of existing permissive and public rights of way.</p> <p>This project is part of a larger £1.1m scheme for South Yorkshire, funded by a Department for Transport (DfT) grant awarded to Derbyshire County Council. The total grant award is £5m and will develop routes in surrounding urban areas into the Peak District as part of the Pedal Peak District II - Moving up a gear Strategy</p>	<p>Addition</p>	<p>450</p>	<p>Preliminary Design – AMEY</p> <p>Detailed Design and Build – Tender</p>
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<p>Sheffield City Council have been allocated £350k from the DfT grant and £100k LTP (Local Transport Plan) funding to carry out works in the following areas:- Wharncliffe Woods from Oughtibridge, Deepcar to Stocksbridge and Stocksbridge to Underbank Lane/Barnsley Metropolitan Borough boundary</p>				
<p>School Keep Clear Review The scheme is delivering the Council's endorsed strategy from March 2012 to help reduce the number of road accidents by implementing traffic regulation orders on a total of 134 school entrances (subject to a funding review next financial year and increase in funding from the 2014/15 LTP allocation). The aim is to complete 42 schools by March 2013 with this year's allocation of funding.</p> <p>This project was initially included within the Citywide 20MPH Zone project but for easier financial management it will now be managed as a separate project.</p> <p>The project is funded by £199k LTP and £24k contribution from the Police and Crime Commission (note: £135k was approved LTP funding previously included within the Citywide 20 MPH project).</p>	<p>Addition</p>	<p>223</p>	<p>Schedule 7 Streets Ahead Contract</p>	
<p>Citywide 20MPH Zone Refer to the above entry (93632 School Keep Clear Review).</p> <p>The objective of this project is to establish 20mph as the maximum reasonable speed in suitable residential areas of Sheffield. Seven sign-only 20mph speed limit areas are being implemented by March 2014.</p> <p>This originally included scope to deliver the School Keep Clear Review which will now be managed as a separate project, as a result the LTP funding element has been reduced by £135k</p>	<p>Variation</p>	<p>-135</p>	<p>N/A</p>	
<p>Woodseats Road Railway Bridge Reconstruction</p>	<p>Variation</p>	<p>184</p>	<p>N/A</p>	

<p>The overall project was to replace and strengthen the bridge deck. The bridge belongs to Network Railway but due to it carrying a public highway over the tracks, the highway authority (SCC) are responsible for funding the works.</p> <p>The original programme was severely disrupted by high winds which caused unavoidable delays leading to increased costs as it was necessary to remove and re-establish heavy plant on site on more than one occasion (including bringing in the heavy cranes) due to the time limits on track possessions from Network Rail.</p> <p>Contractor costs also increased due to having to change the method of working as a result of the revised programme and a bus service was operated to take pedestrians around the inaccessible bridge during the period of delay.</p> <p>The project funding is to be increase to enable the final invoice to be paid. The variation will be funded from LTP. The overall cost of the project is £1622k</p>		
<p>Malin Bridge Job Connector</p> <p>This project covers the development of improvements to the bus/tram interchange at Malin Bridge, Hillsborough to relocate the bus stop from its current roadside position to one that reduces interference with traffic flow.</p> <p>The initial CAF covered option development & preliminary design up to £21k. This variation covers detailed design & implementation, through to completion, resulting in additional works scheduled of £146k in 13/14 and £1k in 14/15. These works comprise an additional bus lane and a permanent bus stop that is nearer to the tram stop than the current temporary one.</p> <p>The project is funded from LSTF (Local Sustainable Transport Fund) main bid award. There is a potential revenue impact of up to £25k for the next 25 years,</p>	<p>Variation (Scope of works)</p>	<p>147</p> <p>Detailed Design & Works by Arney (Schedule 7 –Streets Ahead contract)</p>

<p>which is to be mitigated by cost reduction plans as the detailed design is worked up, to cover future maintenance. This is to be covered by a commuted sum from the Highways Maintenance Division Budget.</p>			
<p>Homes</p>			
<p>Spital Hill Shop Front Improvements The Spital Hill Shop Front Improvement Scheme forms part of a programme of activities that will deliver the already approved Successful Centres Strategy (previously known as Thriving District and Local Centres) improving the viability, use and appearance of neighbourhood centres to establish a successful and thriving network of centres across the city.</p> <p>The centre has a poor environment, with the majority of buildings in a poor state of repair.</p> <p>The Scheme will help to address this image through the funding and delivery of physical improvements to the front elevations of existing independent businesses to create an attractive centre that people are proud of and encourage further investment by the existing businesses themselves.</p> <p>The proposed scheme will :-</p> <ul style="list-style-type: none"> • Improve the front elevations of the shops, • Improve the street scene, • Consolidate the other public sector investment in the area of around £1.04m <p>Increase confidence in the area and encourage other private investment increasing potential job opportunities</p>	<p>Addition</p>	<p>300</p>	<p>Full Competitive Tender</p>

<p>Funding for the Scheme is from the Local Growth Fund and has been secured as part of the successful centres programme. The total funding available is £300,000 and will cover delivery of the project and also any professional and project management fees. The estimated fees are around 10% of the project at £30,000, with the remaining £270,000 on construction works.</p>			
<p>INFRASTRUCTURE :-</p>			
<p>City Road Cemetery Roof This project is to re-roof the North Columbarium at City Road Cemetery due to the existing roof being prone to regular water ingress which often leads to areas of the building having to be cordoned off. Action is required now and investment in a replacement roof has proved to be the most financially viable option compared with the cost of on-going yearly repairs to the existing roof. The work, necessary for health and safety reasons, will maintain the (Grade 2) listed building in good condition and is a priority on Transport & Facilities Management's list for compliance works. The work satisfies community wishes for a more secure /watertight facility and therefore user-friendly environment within the North Columbarium. The project is to be funded from the Block Allocation for Health & Safety Compliance, which is itself funded from the Corporate Resource Pool.</p>	<p>Addition</p>	<p>130</p>	<p>Competitive tender process</p>
<p>Health & Safety Compliance Block Allocation This block allocation was set up as a £3.9m (Corporate Resource Pool) fund, to procure the delivery of Health & Safety compliance in properties and to more effectively manage the users of buildings. This variation is to apply £130k to the City Road Cemetery Roof project noted above and to slip the remaining 2013/14 balance of £798k into future years</p>	<p>Variation & Slippage</p>	<p>-130 -798</p>	<p>N/A</p>

pending development of a project plan.				
<p>Staniforth- Darnall FRA Works This project is to address compliance issues raised following fire risk assessments at the Staniforth Road depot & the Darnall Education (Star Works). Works are to include new Fire Alarms, Emergency Lighting, Fire Doors and Compartmentalization at both sites. The Capital Delivery Service (CDS) is to design and procure via a formal tender process, to be managed as one programme covering both sites. Funds are to be drawn down from the Health & Safety Compliance block allocation, which is funded from the Corporate Resource Pool.</p> <p>Health & Safety Compliance Block Allocation The above block allocation is to be reduced by £1.1m to enable the funds to be allocated to the proposed Staniforth-Darnall FRA Works project noted above.</p>	Addition	1,100	Formal tender process	
	Variation	-1,100	N/A	
<p>SUCCESSFUL CHILDREN & YOUNG PEOPLE :-</p> <p>BUILDING SCHOOLS FOR THE FUTURE (BSF)– PROGRAMME REVISION The BSF Wave 4 programme was originally set up as a £221m programme, to modernise the secondary school provision within Sheffield City Council's area. The project is now reaching completion and a revised assessment of costs shows that a net reduction of £4.1m in the anticipated cost can be forecasted with some certainty. This approval seeks to adjust the approved spend to reflect the latest forecast whilst providing for £3.8m VAT liability on the works at Faith schools.</p>	Variation	-4,132	N/A	

EMERGENCY APPROVALS:- (Note only)			
GREAT PLACE TO LIVE			
Homes			
CCTV Tower Blocks In North West	Emergency Approval	72	Competitive tender
<p>This emergency approval is to approve the installation of CCTV and Wireless connection to the local housing office on ten tower blocks in the North West area of the City. An emergency approval is requested Completing this work will improve personal safety in the local area. The work is going to be undertaken to the same timescales as was planned originally. However officers incorrectly believed that the items were revenue expenditure which they clearly are not. Consequently the project plan did not allow sufficient time for the full Capital The budget and tender for this work is £72k.and is funded by Revenue contribution to capital from the Going Local Funding pot. The total of the approved amount for the contract will be £94k, £22k for the sheltered and £72k ,for the ten tower blocks.</p>			
Bannerdale Service Relocation	Emergency Approval	200	Kier (Sheffield) LLP Jobs Compact
<p>This project is to cover the decant of the School Music & Library Services from the Bannerdale site to Stadia Works and will involve provision of new specialist racking and other such equipment. The site is to be vacated for marketing by March 2014.</p> <p>The work will be funded from the capital receipt from the sale of the Bannerdale site. The receipt will go to pay for Accommodation Efficiency Strategy programme costs first, with any remaining surplus going to the Corporate Resource Pool.</p> <p>Emergency approval was sought in order to meet the timescale for clearing the</p>			

<p>Bannerdale site for redevelopment. The original plan was to relocate the two services to the former Sharrow Junior School but extensive fire damage would require circa £500k of repair work as opposed to £200k at the partially vacant Stadia building.</p>	<p>Emergency Approval</p>	<p>218</p>	<p>Kier (Sheffield) LLP Jobs Compact</p>
<p>Norfolk Park Community School Heating</p> <p>This project will ensure replacement heating plant is installed at the school in time to provide a stand-alone heating system following the termination of this element of the city-wide (Sheffield Heat & Power) contract. Work is to be completed in the Autumn term, but will not impact on the delivery of education as it will occur in a separate plant room area. It is fully funded from the DFE Maintenance Grant - Block Allocation.</p> <p>Emergency approval was sought as works need to be commenced as soon as possible to enable a new independent heating system to be installed and fully operational before the Sheffield Heat & Power contract expires and so ensure the continuity of heating at the school.</p>	<p>Emergency Approval</p>	<p>240</p>	<p>Kier (Sheffield) LLP Jobs Compact</p>
<p>Carfield Primary School Heating</p> <p>This project is to replace the school's heating plant and control system following it being condemned beyond repair after a recent service visit by Kier Sheffield LLP. The work is to be completed by February/March 2014 latest but will not impact on the delivery of education, nor be affected by bad weather as it will occur in a plant room area, separated from the teaching areas of the school. To maintain heating to the school a temporary boiler has been deployed. Emergency approval is being sought to ensure the school has an operating heating plant that is safe and fit for purpose. Without heating the school would be at extreme risk of closure which would impact on the delivery of education.</p>	<p>Emergency Approval</p>	<p>240</p>	<p>Kier (Sheffield) LLP Jobs Compact</p>

<p>The project is 100% funded from the DFE Maintenance Grant block allocation.</p>				
<p>DIRECTOR VARIATIONS:- (Note only)</p>				
<p>A Great Place to Live</p>				
<p>Rivelin Valley Playbuilder Rivelin Valley was identified as a site in need of investment through the play project. Enhancements to the existing facility have been specifically designed to improve accessibility and inclusivity. The variation is to re-profile the project budget to align with the income received.</p>	<p>Director Variation</p>	<p>-6</p>		<p>N/A</p>

Grant Awarding Body	Name of the Grant	Project to be funded by the Grant	Conditions and Obligations	Value £000
National Centre for Sports & Exercise Medicine / Sports England	Not Confirmed	94104 – Active North	To date no terms & conditions of the NCSEM & Sport England funding have been seen by Finance. Therefore an acceptance of Accountable Body status recommendation cannot be made.	2,300 + 1,000
Department Of Transport (Awarded to Derbyshire CC)	Cycling In National Parks Grant	92913 Little Don Link (Cycle Route)	<p>Main Conditions to fulfil</p> <ul style="list-style-type: none"> ○ The Grant may only be used for capital expenditure - signed declaration from Internal Audit to be provided as confirmation ○ Monitoring and Evaluation of the Project to be completed in line with “Cycling in National Parks Guidelines” ○ DfT reserve the right to allow internal or external auditors to review the scheme <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. 	350

			<p>Risks</p> <ul style="list-style-type: none"> • The Grant has been awarded to Derbyshire CC who will act as accountable body: <ul style="list-style-type: none"> - To date there is no formal agreement in place between SCC & DCC guaranteeing the funding to SCC <p>The funding has been allocated over 2 financial years with a separate allocation for each year. Unspent funding from year one will not be available for carry over to year 2.</p> <p>As the majority of SCC spend is expected in Year 2 there is a risk that if Year One allocation is underspent a decision may be made to re-prioritise year 2 funding on projects other than SCCs</p>	
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SHEFFIELD CITY COUNCIL Cabinet Report

Report of: Laraine Manley, Executive Director, Resources

Date: 15th January 2014

Subject: Sheffield Community Covenant Annual Report 2013

Author of Report: Julie Bullen, 2736972

Summary:

The purpose of this report is to:

- Fulfil the commitment to produce an annual report on progress following the establishment of the local Community Covenant in November 2011. This report covers the calendar year 2013;
 - Update Cabinet on the key achievements of the Community Covenant during 2013
-

Reasons for Recommendation:

The Community Covenant ensures that services:

- encourage local communities to support the Service community in their area;
- nurture understanding and awareness amongst the public of issues affecting the Armed Forces community;
- recognise the contribution made by the Armed Forces Community;
- remember the sacrifices faced by the Armed Forces Community;
- encourage activities which help to integrate the Armed Forces Community into local life;
- encourage the Armed Forces Community to help and support the wider community

The annual report provides information on the progress of these aims.

Recommendation:

Cabinet is asked to:

1. Note the progress made on the Community Covenant in Sheffield in the last year.

Category of Report: OPEN

Statutory and Council Policy Checklist

Financial Implications
NO
Legal Implications
NO
Equality of Opportunity Implications
NO
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
NO
Area(s) affected
City Wide
Relevant Cabinet Portfolio Leader
Councillor Dore, Leader of the City Council
Relevant Scrutiny Committee if decision called in
Overview & Management Scrutiny Committee
Is the item a matter which is reserved for approval by the City Council?
NO
Press release
YES

SHEFFIELD COMMUNITY COVENANT ANNUAL REPORT 2013

1. INTRODUCTION

1.1 The purpose of this report is to:

- Fulfil the commitment to produce an annual report on progress following the establishment of the local Community Covenant in November 2011. This report covers the calendar year 2013;
- Update Cabinet on the key achievements on the Community Covenant during 2013

2.0 WHAT DOES THIS MEAN FOR SHEFFIELD PEOPLE

2.1 At full Council on 2nd March 2011, a motion was passed to create a 'Sheffield Community Covenant' in order to ensure that local services such as housing, education and social care are appropriate to support the needs of local armed forces community. The Community Covenant was approved at Cabinet on 7 November 2011 and formally signed on 9 November 2011.

2.2 A report has been produced (attached) which fulfils the commitment to produce an annual report on progress and sets out the key actions and priorities for the year ahead.

3.0 MAIN BODY OF THE REPORT

3.1 The annual report (attached) provides details of the key actions taken this year to promote the aims of the Community Covenant. In summary these include the following:

- Promotion of the "Heroes Welcome" scheme
- Considering the needs of the Armed Forces Community in the design of services e.g. Lettings Policy
- Successfully attracting £46,000 of Community Covenant Grant funding to the City
- Supporting work placement of ex-service personnel
- Sheffield featuring heavily in the Royal British Legions Best Practice Guide to Community Covenants
- Armed Forces web pages
- Conference held raising awareness of the issues facing the local Armed Forces Community
- Monitoring of Armed Forces e.g. through employee census
- Equality Impact Assessments now include the consideration of the Armed Forces Community
- Veterans Outreach Worker post established
- Prioritisation of Occupational Therapy assessments, allowing

- quicker access to equipment and adaptations
- Disregard for Council Tax includes War Widow's/Widower's Pensions, War Disablement Pensions and Armed Forces Independence Payments
- Sheffield City Council's Discretionary Leave Policy updated
- The Women of Steel project
- Successful Veterans and Armed Forces day
- Cleaning of war memorials
- Successful Remembrance Day activities
- Prioritisation of referrals to Sheffield's Multi-Agency Support Team
- Launch of the Veterans and Armed Forces Support Service in First Point

4.0 LEGAL IMPLICATIONS

4.1 None at present.

5.0 FINANCIAL IMPLICATIONS

5.1 None at present.

6.0 EQUALITY IMPLICATIONS

6.1 None at present

7.0 REASONS FOR RECOMMENDATIONS

7.1 The Community Covenant ensures that services:

- encourage local communities to support the Service community in their area;
- nurture understanding and awareness amongst the public of issues affecting the Armed Forces community;
- recognise the contribution made by the Armed Forces Community;
- remember the sacrifices faced by the Armed Forces Community;
- encourage activities which help to integrate the Armed Forces Community into local life;
- encourage the Armed Forces Community to help and support the wider community

7.2 The annual report provides information on the progress of these aims.

8.0 RECOMMENDATION

8.1 Cabinet is asked to:

1. Note the progress made on the Community Covenant in Sheffield in the last year.

Julie Bullen
Director of Customer Services

Sheffield Community Covenant Annual Report 2013



www.sheffield.gov.uk/armedforces



Foreword

Two years ago I had the pleasure of establishing the first Community Covenant in Sheffield. Since then I have been struck by the number of individuals, organisations and businesses that have stepped forward and shown support to the local Armed Forces Community.

This year we celebrated our 5th Veterans and Armed Forces Day and I am pleased that this has become a key event in our local calendar. It is our chance to locally pay tribute to the men and women of the Royal Navy, the Army and the Royal Air Force, serving today and in the past.

Our Armed Forces have, and are, serving our country across the world in many roles from war fighting, peacekeeping and reconstruction to home defence. In so doing, they continue to defend our country, our way of life and our cherished values. We owe an incredible debt of gratitude to the brave men and women of our Armed Forces. They are the ultimate protectors of our peace and security and indeed of our whole way of life.

The Armed Forces are of course not just made up of professional serving personnel but also made up of Reservists and it is the Ministry of Defence's intention that their numbers will increase. They are ordinary civilians who are willing to contribute to the security of our country. It is also important to recognise the wider contribution of the Armed Services, in particular in relation to the cadet organisations. These equip youngsters to achieve success by accepting discipline and acquiring a sense of purpose. They would not operate without the adult volunteers and we pay tribute to them too. It is also important to recognise the tremendous support our Armed Forces receive from their families and friends. All of these groups combined make up the Armed Forces Community in Sheffield.

I am mindful of the fact that no ceremony or parade is enough to truly honour our Armed Forces Community. For that, we must do more. For that, we must

commit to serving our armed forces as well as they serve us, which is why we in Sheffield have established our Community Covenant. The Community Covenant aims to encourage the local community to support our Armed Forces Community and also to recognise the contribution and sacrifices made. This report sets out some of the progress we have made in the last year and commits us to continue to promote the aims of the Community Covenant going forward.

Councillor Julie Dore, Leader Sheffield City Council

1.0 Introduction

- 1.1 The aims of the Sheffield Community Covenant are to:
1. encourage local communities to support the Armed Forces Community in their area;
 2. nurture understanding and awareness amongst the public of issues affecting the Armed Forces Community;
 3. recognise the contribution made by the Armed Forces Community;
 4. remember the sacrifices faced by the Armed Forces Community;
 5. encourage activities which help to integrate the Armed Forces Community into local life;
 6. Encourage the Armed Forces Community to help and support the wider community, whether through participation in events and joint projects, or other forms of engagement.
- 1.2 This report details the progress made on these aims in the last year.

2.0 National and local context

- 2.1 At the end of World War II there were 5,000,000 armed forces personnel, today the number is less than 200,000. The Armed Forces are going through some significant changes through the Army 2020 programme. Army 2020 is the concept for transforming the British Army for the 2020s and beyond in response to today's strategic challenges. Army 2020 seeks to fully integrate Regulars and Reservists, for the first time, within a whole force structure. The most significant changes are the withdrawal of troops from Afghanistan, the rebasing of troops from Germany, reduction in the number of Regulars and the increased numbers of Reservists. These changes mean that support for the Armed Forces Community from local communities is going to be more crucial than ever before. This has implications for employers in the city that will be required to make provision for

Reservists to attend training and take part in active service on a more regular basis.

- 2.2 Reservists are a key part of the UK Armed Force. There are currently approximately 29,000 Reservists in the UK including the Royal Naval Reserve, Royal Marine Reserves, Territorial Army and the Royal Auxiliary Air Force. These are ordinary men and women, from all parts of the community, who give up their time to train and serve alongside the Regular Forces.
- 2.3 The Cadet Forces offer young people the opportunity for personal development in addition to providing adventure and excitement through a wide range of activities. The Government is opening 100 new cadet units in state-funded secondary schools in England by 2015. This opportunity has been promoted to schools in Sheffield through the communication system “schoolpoint”.
- 2.4 Links have been established in Sheffield between the Sheffield Community Covenant Partnership Board and the Reserve Forces and Cadet Association for Yorkshire and Humberside. The Lead Member for the Armed Forces in Sheffield, Councillor Clive Skelton, is a member of the Partnership Board and also the regional Reserve Forces and Cadet Association.
- 2.5 Veterans are also part of our Armed Forces Community and a person is considered a Veteran if they have previously served in the Armed Forces, this may be for as little as a single day but is usually for a much longer period. IAPT (Improving Access to Psychological Therapies) Veterans Positive Practice Guide (2009) estimates that there are around five million Veterans in the UK, and about seven million family dependents. In Sheffield this equates to over 90,000 people. Veterans are supported in Sheffield through well-established ex-Service associations which provide a range of support and extensive programmes of events. However a number of people, particularly

younger people, may not see themselves as Veterans and may not be accessing the support and services they need.

- 2.6 The Armed Forces Community includes those in-service including Reservists, Veterans and those who care for, depend on or are close family members of these groups of people.¹

3.0 Sheffield Community Covenant Partnership

- 3.1 The Community Covenant was originally established in November 2011. After doing a lot of awareness raising additional organisations expressed a desire to sign up to the Covenant. Sheffield City Council held a second signing event in July 2013. The Sheffield Community Covenant Partnership is now made up of representatives from the original signatory organisations:

- Armed Forces
- Charitable organisations
- Ex-Service Associations
- Jobcentre Plus
- Sheffield City Council
- The Royal British Legion

Membership has now been extended to include:

- Amey
- Capita
- Remploy
- Sheffield Clinical Commissioning Group
- Sheffield Health and Social Care NHS Foundation Trust

- 3.2 The Sheffield Community Covenant Partnership Board meets twice a year. The Leader of Sheffield City Council, Julie Dore, chairs the meetings. The role of the Board is:

¹ “Family member” means spouse, dependent child, parent or sibling, where they are supporting or supported by the serviceman / woman.

- a. To promote the signing of the covenant by partner organisations and members of the charitable and voluntary sectors and ensure that the commitments made are adhered to.
- b. To establish a joint action plan and identify resources to support projects which strengthen the ties between members of the Armed Forces Community and the wider community in Sheffield.
- c. To monitor the impact of the covenant and ensure that the aims are met.
- d. To provide oversight of all the activity within Sheffield relating to the Community Covenant Grant Scheme
- e. To ensure that key services (health, housing, employment, etc) within the city are briefed and able to support the Armed Forces Community.
- f. To encourage the Armed Forces Community to be active members of their local communities
- g. To report annually to Full Council on the implementation of the Community Covenant.

3.3 During the last year a number of presentations have been made to the Board, with guest speakers outlining their roles and the opportunities available for the Armed Forces Community. The subjects discussed include:

- Employment opportunities and support
- Housing support
- Health and well being
- Catterick Personnel Recovery Unit

- 3.4 Councillor Clive Skelton, the Lead Member of the Armed Forces in Sheffield, has promoted the work of the Board, by visiting various ex-Service Associations across the city. Cllr Skelton has explained the role of the Board and also explained the opportunities that are available through the Community Covenant Grant.
- 3.5 Two key conferences have taken place during 2013, which have been attended by members of the Sheffield Community Covenant Partnership and have helped in bringing learning to the city. These include the Veterans Conference in York, which launched the Veterans Outreach Service and the Armed Forces Champions Event at the Royal Armouries Museum in Leeds where best practise was shared.
- 3.6 Lieutenant Colonel Simon Smith, is a member of the Sheffield Community Covenant Partnership Board and also chairs the Local Armed Forces Board in Sheffield. Lieutenant Colonel Simon Smith ensures that information is shared across both boards so that we are working together for the benefit of the city.

4.0 Progress to date

- 4.1 There has been considerable progress made since the Community Covenant was established in Sheffield in November 2011. The progress in 2012 was reported in last year's annual report. Below are examples of the progress made in 2013.

4.2 Encourage local communities to support the Armed Forces Community in their area

- 4.2.1 "Heroes Welcome" was launched at the Federation of Small Businesses event in November 2012. Information is now available about the scheme on the Sheffield City Council website and list of businesses and organisations supporting the

scheme has been publicised. Organisations and businesses have joined the scheme and offer a warm welcome and/or small discount to the Armed Forces Community. For example, Sheffield International Venues have signed up to the scheme and now offer a free LIFEcard to members of the Armed Forces. Further promotion of the scheme took place during Veterans and Armed Forces Day.

The founder and National Coordinator of Heroes Welcome UK, John W Senior TD

"We are delighted that Sheffield Wednesday Football Club has joined the City of Sheffield and Heroes Welcome Yorkshire family in supporting those serving in the British Armed Forces. Joining the scheme is acknowledged as a meaningful and appropriate show of gratitude and is very much appreciated by those serving at home and more particularly by those overseas who are unable to be with their families and loved ones this Christmas, Sheffield we thank you!"

4.2.2 Sheffield City Council routinely considers the needs of the Armed Forces Community in the design and delivery of services for example the review of the Lettings Policy included consideration of the Armed Forces Community. The draft policy suggests that urgent (band B) priority is awarded "if you have served in the British Armed Forces and:

- You have been honourably discharged.
- Your discharge date is within 6 months.

You would have no suitable accommodation upon discharge. Alternatively, if you are the bereaved spouse or civil partner of a member of the Armed Forces, leaving Services Family Accommodation following the death of your spouse or partner and you have no suitable accommodation to move to."

4.2.3 The Community Covenant Grant scheme has been promoted online, by email and as part of promotion of the Heroes Welcome scheme. A workshop was held in February 2013 to further encourage applications. This year over £46,000 has

been received in the city from the Ministry of Defence to support three projects, these are:

- Mickley Hall Residential Carehome - awarded £1,142 to develop and construct an allotment site
- Parkour Training Facility - awarded £20,000 to create a dedicated Parkour training facility in Endcliffe Park, Sheffield
- Sheffield Cathedral – £25,098 - Project engaging 2,500 school children from 75 schools (25 school per year) across the city in the commemoration of WW1 over the next three years

4.2.4 In raising awareness of the Community Covenant we have encouraged local organisations to support the Armed Forces Community for example Amey, the contractor providing road improvements and maintenance and cleaning in Sheffield, have provided opportunities for former Armed Forces personnel to gain work experience on the Streets Ahead contract. Ex-service personnel joined Amey for a weeks work experience in February 2013. Amey has now recruited a number of former service personnel and has found them to be an extremely positive addition to the workforce. Employees have also been encouraged through the Amey in the Community Scheme to help with the upkeep of on-street memorials.

4.2.5 Publishing an Annual Report showing the progress that we have made against targets is a good way to let others know what has been achieved. Publicising this report leads to new local partners getting involved.

4.2.6 The Royal British Legion Best Practice Guide to Community Covenants was published in October 2013. The guide details 11 separate case studies that feature the work done here in

Sheffield. The link to the electronic guide is here: http://www.britishlegion.org.uk/media/3390220/communitycovenant_bestpracticeguide.pdf . Councillor Clive Skelton has been invited to talk about the work carried out in Sheffield at the national Armed Forces Covenant Conference organised by the Royal British Legion.

4.3 Nurture understanding and awareness amongst the public of issues affecting the Armed Forces Community

4.3.1 The Armed Forces webpages on the Sheffield City Council website were launched in November 2012 and are updated monthly www.sheffield.gov.uk/armedforces. This allows individuals to show their support to the Armed Forces Community by signing up to the Community Covenant. It also encourages businesses to join the Heroes Welcome scheme and publicises the offers made.

4.3.2 A conference of local service providers was held in February 2013 to raise awareness of the issues affecting the local Armed Forces Community and encourage applications to the Community Covenant Grant scheme.

4.3.3 A better understanding of the local Armed Forces Community can be nurtured through better understanding of how the community access services. Monitoring use of services such as housing, job applications and workforce profiles helps us to better understand specific needs. For example homeless applications are being monitored for previous connection with Armed Forces. Also for the first time, the Sheffield City Council workforce monitoring included questions about whether employees are a Reservist or a veteran.

“At Sheffield City Council an employee census is carried out every two years. This year, for the first time, the census has been amended and staff have been asked whether they are a Reservist or a veteran. From the data obtained, the Council hope to be able to better support the individuals.” [The Royal British Legion Community Covenant Best Practice Guide](#)

4.3.4 The Equality Impact Assessment is a process used by Sheffield City Council to assess the impact of policies and projects on those with a protected characteristic. The form has been reviewed and the new now includes Armed Forces as a category. This includes serving personnel, reservists, veterans and their families. This ensures that the impact on the Armed Forces Community is considered for any new policies and projects.

4.3.5 The regionally appointed, Veterans Outreach Worker commenced in post with Sheffield Health and Social Care NHS Foundation Trust in December 2012. A conference and launch of the service took place in March 2013. A training programme is being developed for health professionals and a Reserves Mental Health programme is under development. An Armed Forces Information Day is now being planned for 2014 in conjunction with Sheffield Wednesday Football Club.

4.4 Recognise the contribution made by the Armed Forces Community

4.4.1 Sheffield City Council prioritises occupational therapy assessments for individuals with injuries sustained as a result of Service. This greatly assists those veterans who qualify as the current waiting time for assessments is 4-6 weeks, whereas those that have qualified for fast tracking have been able to be assessed within 24 hours, greatly speeding up the process. This allows those eligible for a Disabled Facilities Grant to access the support and equipment they need quickly.

4.4.2 When the Council Tax Benefit was abolished in April 2013 and replaced by Council Tax Support, Sheffield City Council decided to disregard income from War Widow's/ Widower's Pensions and War Disablement Pensions in full. In taking this approach recipients continue to receive the maximum available support to assist with Council Tax payments. The disregard also includes the Armed Forces Independence Payment.

4.4.3 Sheffield City Council's Discretionary Leave Policy has been updated in line with Ministry of Defence Model Reservist Policy. The Policy is being reviewed again (following recent advice from SABRE) to ensure that Cadet Instructors are also included in the Discretionary Leave Policy.

4.4.4 Sheffield City Council is in the process of raising £150,000 for a statue to the Women of Steel. The Women of Steel project will produce a permanent memorial in recognition of the women of Sheffield who served their city and country by working in the steel industry and factories during World War I and World War II. Sheffield has long been recognised for its iconic steel industry and its vital role in the war effort during the both world wars. The statue will celebrate a special group of women whose exceptional work ethic, stamina and bravery in the steel factories went virtually unrecognised for years.

4.5 Remember the sacrifices faced by the Armed Forces Community

4.5.1 Veterans and Armed Forces Day is an excellent way in which to raise awareness and encourage local communities to support the local Armed Forces Community. On the 22 of June 2013 we celebrated our fifth Veterans and Armed Forces day in Sheffield.

Veterans and Armed Forces Day is an occasion to remember the sacrifices made by those who have served the country over the years. It's also an opportunity to thank those who volunteer as Reservist and the families of friends, who provide the day to day support to our Armed Forces Community.

4.5.2 We took the opportunity on Veterans and Armed Forces Day to ask members of the Armed Forces Community how Sheffield could improve the delivery of local services to them. They told us that we could:

- Raise awareness of services available through events and printed information
- Increase access to services e.g. counselling support
- Provide discounts on products and services

These priorities are reflected in the action plan in section 5.

4.5.3 Sheffield City Council has a responsibility and commitment to preserve and maintain the war memorials in the city. The war memorials locations and photographs are all shown on the Sheffield City Council website. This year the following memorials have been cleaned at a cost of almost £42,000.

- Cenotaph Barkers Pool
- Dore
- Ranmoor
- Fulwood
- Ecclesall
- Walkley
- Stannington
- Grenoside
- Ecclesfield
- Mosborough
- Serre in France

A further £80-90,000 has been set aside so that the remaining 20 memorials can be cleaned next year ahead of the World War I commemoration activities.

4.5.4 Remembrance Day activities took place in Sheffield in 2013 that were attended by the biggest crowds in years. More than 1,000 people formed around the war memorial in Barkers Pool and several hundred attended the service at Weston Park on Remembrance Sunday. On 11 November an informal gathering also took place in Barkers Pool. Wreaths were laid by numerous individuals and organisations and for the first time LGBT Sheffield laid a wreath to commemorate the Lesbian, Gay, Bisexual and Transgender people who have served, fought and died in the two World Wars and other conflicts since then.

“Remembrance Sunday is a time to reflect on the sacrifices so many service men and women have made while serving during the two World Wars and worldwide conflicts since... It’s a time for us to remember the heroism and bravery of those who died but also how we can help our veterans and current service men and women rebuild their lives when they return home to Sheffield.”

[The Lord Mayor of Sheffield, Councillor Vickie Priestley](#)

4.5.5 World War I commemoration events are now being planned 2014-2019. Events include museum exhibitions, online exhibitions, storytelling, adult learning courses and work with schools.

4.6 Encourage activities which help to integrate the Armed Forces Community into local life

4.6.1 Sheffield’s Multi-Agency Support Team (MAST) works locally with children, young people and families to provide a range of services which help improve well-being, school attendance, learning, behaviour and health care. By delivering high quality preventative and supportive services, children are able to

continue living successfully with their families and communities. Families identified as being from the Armed Forces are prioritised for an assessment to ensure that they are supported to settle in the city.

- 4.6.2 Service Leavers receive employment advice during their final weeks/months from the service. Those that are seeking employment after discharge and claim a working age benefit are allocated a Personal Advisor at Jobcentre Plus (or a work programme provider if appropriate). Support/advice provided is tailored to the individual.

- 4.6.3 The Veterans' Outreach Worker is developing a resource pack for Service Leavers and is accepting direct referrals as well as providing advice and joint appointments with other health care workers. Initial training and awareness raising sessions provided by the Veterans' Outreach Worker have been positively evaluated and include Community Mental Health Teams and IAPT (Improving Access to Psychological Therapies).

- 4.6.4 This year the Army were supported to display their military and culinary skills are part of the Sheffield Food Festival.

- 4.6.5 On 11 November 2013 a new service is launched, the Sheffield Armed Forces and Veterans Support Service. This service will initially be delivered one day a month from First Point in Howden House. Sheffield City Council has been working with The Royal British Legion to develop the service. This will be delivered by experienced Welfare Advisors from the Legion and will offer a wide range of support and assistance with issues such as housing, employment, finance and other issues affecting Veterans and the Armed Forces Community. This service will be developed as more is learnt about the support needs in Sheffield. The service was launched on 11 November 2013 and

on the first day 5 individuals were provided with advice and support. Links have also starting to be made with other service providers.

“We are delighted to be opening our first drop-in centre in collaboration with the council and hope to spread the word about how we can make a difference to people’s lives as we wear our poppies with pride in the run up to Remembrance Sunday.”
Paul James, Royal British Legion

4.6.6 Visits and conversations have taken place with other Local Authorities to learn from their experiences of setting up a support service. The Sheffield Veterans and Armed Forces Support Service has been set up following learning from activities in Liverpool and Lancashire.

4.7 Encourage the Armed Forces Community to help and support the wider community, whether through participation in events and joint projects. Or other forms of engagement

4.7.1 The Armed Forces Community are an integral part of the Sheffield Community Covenant Partnership. The Armed Forces Community are actively involved in:

- The Veterans and Armed Forces Day
- The Sheffield Community Covenant Partnership Board
- The Sheffield Community Covenant Grant Panel
- Conferences and awareness raising events.

4.7.2 Without the continued active support of the Armed Forces Community we wouldn’t have been able to make such good progress in the City.

5.0 Conclusion

- 5.1 This report provides an update on the work undertaken during 2013 to support the aims of the Community Covenant. The Sheffield Community Covenant Partnership Board continues to demonstrate its support for the Community Covenant and act as champions, encouraging others to get involved.
- 5.2 The actions taken to achieve the outcomes set out in this report will be reviewed twice a year by the Partnership Board and reported annually to Sheffield City Council. Continuing a joint approach helps us to achieve these aims.
- 5.3 As we approach the centenary commemorations of World War I it is increasingly important that we never forget the sacrifices made by the Armed Forces Community and continue to support them to be active, valued members of the city of Sheffield.

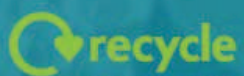
"So many of our Servicemen and women have made the ultimate sacrifice; so many lives have been lost and so many changed forever by the wounds that they have suffered in the course of their duties. For these selfless people, it is after the guns have fallen silent, the din of battle quietened, that the real fight begins – a fight that may last for the rest of their lives."

HRH Prince Harry May 2012



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Cabinet Report

Report of: Executive Director, Communities
Executive Director, Place
Executive Director, Resources

Report to: Cabinet

Date: 15th January 2014

Subject: Housing Revenue Account (HRA) Business Plan update report, HRA Budget and Rent Increase 2014/15

Author of Report: Liam Duggan

Summary:

This report provides the 2014/15 update to the Housing Revenue Account (HRA) Business Plan. It includes proposals to:

- make full use of the HRA to increase the delivery of new and additional council homes;
- provide increased support and advice for tenants impacted by welfare reform;
- expand the communal area refurbishment programme; and,
- establish a planned replacement programme of kitchens, bathrooms, windows and doors (following the anticipated end of the Decent Homes programme)

This report also presents a 2014/15 revenue budget for the HRA.

A separate report on the Capital Programme, which includes the Council Housing Investment programme 2014/15, will be discussed by Cabinet on 19 February 2014. This will include details of the Council's funded capital investment plan for council housing. The service and financial plans for the HRA in this report complement the Council Housing Investment programme.

Rent increases for 2014/15 continue in line with the Government's National Social Rent Policy. Government have recently redrafted the policy guidance with

the effect that the 2014/15 increase will be the last increase under the current rent restructuring arrangements.

Reasons for Recommendations:

To maximise the financial resources to deliver outcomes on key services in the context of a self-financing funding regime.

To contribute to making neighbourhoods a great place to live by ensuring continued investment into Sheffield's council housing.

To continue to plan for the long term sustainability of services whilst taking every opportunity to introduce service improvements.

Recommendations:

It is recommended that:

1. The HRA Business Plan update report for 2014/15 is approved
 2. The HRA Revenue Budget for 2014/15 as set out in Appendix B to this report is approved
 3. Rents for Council dwellings are increased by an average of 6.2% from April 2014
 4. Rents for Council dwellings are set at target rent, when re-let following vacancy, from April 2014
 5. Annual rents for garages and garage sites are increased by an average of 6.2% from April 2014
 6. Community heating charges increase by 3% in 2014/15
 7. Cabinet notes that it may be necessary to amend the sheltered housing service charge, in the event of a review of the service, if the Supported Housing Subsidy changes as part of the Council's wider budget setting process
 8. Charges for furnished accommodation and temporary accommodation are not increased
 9. The Director of Commissioning, Communities be granted delegated authority to amend the burglar alarm charge in 2014/15 in line with the costs incurred under the new contract. Until the contract is in place and the charges are known the burglar alarm charge will remain unchanged
 10. The Director of Commissioning, Communities and the Director of Finance, in consultation with the Cabinet Member for Homes and Neighbourhoods, be granted delegated authority to authorise prudential borrowing as allowed under current government guidelines
-

Background Papers:

Report to Cabinet, *Housing Revenue Account (HRA) Business Plan Update, HRA Budget and Rent Increase 2013/14*, 16th January 2013

<http://meetings.sheffield.gov.uk/council-meetings/cabinet/agendas-2013/agenda-16th-january-2013>

Report to Cabinet, *Housing Revenue Account Business Plan 2012-17*, 25th January 2012

<http://meetings.sheffield.gov.uk/council-meetings/cabinet/agendas-2012/agenda-25th-january-2012>

Category of Report: OPEN

Statutory and Council Policy Checklist

Financial Implications
YES/NO Cleared by: Karen Jones
Legal Implications
YES/NO Cleared by: Andrea Simpson
Equality of Opportunity Implications
YES/NO Cleared by: Phil Reid
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
All areas
Relevant Cabinet Portfolio Leader
Cabinet Member for Homes and Neighbourhoods Cabinet Member for Finance and Resources
Relevant Scrutiny Committee if decision called in
Safer and Stronger Communities Scrutiny Committee
Is the item a matter which is reserved for approval by the City Council?
YES
Press release
YES

Report to Cabinet

HOUSING REVENUE ACCOUNT (HRA) BUSINESS PLAN, REVENUE BUDGET AND RENT INCREASE 2014/15

1.0 SUMMARY

- 1.1 This report provides the 2014/15 update to the Housing Revenue Account (HRA) Business Plan. It includes proposals to make full use of the capacity of the HRA to increase delivery of new/ additional council homes, provide further support for tenants impacted by welfare reform, expand the communal area refurbishment programme and establish a planned replacement programme of kitchens, bathrooms, windows and doors following the anticipated end of the Decent Homes programme.
- 1.2 This report also presents a 2014/15 revenue budget for the HRA.
- 1.3 A separate report on the Capital Programme, which includes the Council Housing Investment programme 2014/15, will be discussed by Cabinet on 19 February 2014. This will include details of the Council's funded capital investment plan for council housing. The service and financial plans for the HRA in this report complement the Council Housing Investment programme.
- 1.4 Rent increases for 2014/15 continue in line with the Government's national social rent policy which changes in April 2015 with the effect that the 2014/15 increase becomes the last increase under the current rent restructuring arrangements.

2.0 WHAT DOES THIS MEAN FOR SHEFFIELD PEOPLE

- 2.1 The Council owns approximately 41,000 homes that are home to around 48,000 people as tenants. In addition, approximately 2,200 leaseholders also receive housing services from the Council. The HRA is a statutory account that includes the resources that provide council housing services to tenants. It will be the Council's current tenants and future tenants who will be affected by the on-going choices that are made in the HRA Business Plan.
- 2.2 One of the aims of the business plan update is to assure the long term sustainability of council housing as a vital service for Sheffield people. The foundation of the HRA Business Plan is to ensure that council homes are occupied because letting homes generates the rental income which funds all aspects of council housing.
- 2.3 The rent increase arising from the implementation of the Government's National Social Rent Policy will affect council tenants. In line with the current formula, annual rents will increase by an average of 6.2% in 2014/15 (as illustrated at Appendix D). All vacant properties will then be re-let at the target rent level.

- 2.4 The tenants occupying the 7,700 homes with a Council burglar alarm will receive an amended charge for the service in 2014/15 following the appointment of a new contractor. The charge will be amended in line with costs incurred once these costs are known.
- 2.5 Around 600 new council homes delivered over the next 6 years will provide new and existing tenants with greater choice and availability of high demand and affordable social housing.
- 2.6 Expansion of the communal areas refurbishment programme will mean communal areas for all 12,000 low rise flats will now be to standard by 2018 making flats more attractive and sustainable.
- 2.7 New or transferring tenants to properties omitted from the Decent Homes programme will in future be advised of a programme of works to their home to bring it up to standard within 12 months.

3.0 OUTCOME AND SUSTAINABILITY

- 3.1 The proposals in this report are aimed at maximising financial resources to deliver outcomes to council tenants in the context of the a self-financing funding regime, developments to national policy (Social Rent Policy, Right to Buy and Welfare Reform), the current economic climate and reductions in government funding.
- 3.2 The HRA is the 'landlord account' that covers the day to day housing management, investment and repairs services for council tenants. It includes the rental income and other income from tenants and all related expenditure.
- 3.3 The financial challenges which have characterised the HRA Business Plan in its early years are:
- the need to delay investment to homes from the early to the later years of the plan in order to make it affordable
 - a number of items which could not be funded so were not built into the plan e.g. refurbishment of communal areas
 - an inability to make provision for the repayment of debt in full over 30 years
- 3.4 The Council must ensure that as a self-financing entity council housing in Sheffield has a sustainable future. The purpose of the HRA Business Plan update report for 2014/15 is to ensure that the cost of council housing including investment in homes, services to tenants, the servicing of debt and overheads, can be met by the income raised in the HRA.
- 3.5 The proposals in 2014/15 to deliver around 600 new council homes over the next six years will see full use made of the HRA's capacity to deliver the maximum number of units possible whilst ensuring no financial

detriment to the plan. It will also allow Council Housing in Sheffield to retain any additional receipts generated in Sheffield as a result of the Government's 'reinvigoration' of the Right to Buy policy. However these additions will not be sufficient to fully offset a reduction in stock through Right to Buy sales.

- 3.6 The investment in communal areas and the proposals for a planned replacement programme of kitchens, bathrooms, windows and doors will make council homes more attractive and more sustainable.
- 3.7 A number of factors have contributed to a weakening in the 30 year outlook for the plan in 2014/15 including changes by the Government to the National Social Rent Policy, reducing stock numbers, welfare reform forecasts and cost pressures including insurance, pensions and council tax liability. The cumulative impact of these changes is that the plan no longer has the capacity to repay debt in full over a 30 year planning horizon. The proposals set out in this report are made with this in mind and seek to offset these impacts and put the plan on a more secure footing for the future.

4.0 THE HRA BUSINESS PLAN

- 4.1 The objectives of the City Council's first business plan for the HRA under the new self-financing arrangements in 2012/13 were;
- Create balanced budgets for next five years, and
 - Prioritise investment that will reduce costs over the long term and allow the Council to begin funding activity that is currently unaffordable.
- 4.2 This plan set out the main areas of investment in the early years, aimed at reducing costs overall:
- Tackling the investment backlog early with top priority being completion of the Decent Homes forward programme by March 2014 and second priority being investment in heating systems
 - Activity to mitigate the impact of welfare reform
 - Making the best use of council homes by improving the rehousing process and supporting tenants to sustain their tenancy
 - Invest to save projects on estate services
- 4.3 For 2013/14, the first annual update reported that as a result of new savings and resources arising from the Future of Council Housing decision and savings made from lower than forecast interest rates, new investment activity was able to be factored into the business plan:
- A new build programme of 75 new council homes over 3 years
 - Additional resources to mitigate the potential impacts of welfare reform
 - A programme of refurbishment to some communal areas to low rise flats, with an emphasis on door security, new flooring and windows

5.0 REVIEWING THE BUSINESS PLAN FOR 2014/15

- 5.1 This year's review of the HRA Business Plan has been undertaken during the second year of 'self-financing'. The overall structure of the business plan and the key themes within it are retained from previous years.
- 5.2 During the second year of the business plan, tenants have been informed and consulted on the overall business plan via:-
- City Wide Forum (19th September & 21st November 2013)
 - The Annual Residents Conference (4th October 2013)
 - Interim Sheffield Council Housing Board (23rd May, 22nd August, 24th October and 28th November)
- 5.3 The City Wide Forum in September provided an opportunity to review the existing business plan and the strategic choices taken as part of the 2013/14 update.
- 5.4 The Annual Residents Conference highlighted the likelihood that additional Right to Buy receipts would be available to the business plan for delivering new affordable housing and asked tenants for their view on potential new investment priorities:
- Stock increase
 - Communal areas
 - Welfare Reform support
 - Garages
 - Other priorities
- 5.5 The potential to increase the delivery of new/ additional council housing through the HRA has become an emerging priority for the business plan this year in part because of an increase, since January, in forecasted 'additional' Right to Buy receipts which are ring-fenced by the Government for the delivery of new affordable units.
- 5.6 Also the subject of targeted consultation in 2013 has been additional support to tenants impacted by welfare reform which continues to be a high priority for tenants, works to the communal areas of all low rise flats (for which only part funding was made available last year) and investment in garages which has been a tenant priority in recent years.
- 5.7 Feedback from the conference indicated tenants were in favour of an increase in council housing stock, predominately via acquisition. The support of tenants through welfare reform also remained a high priority for tenants. The lowest ranking of the proposals was investment in garages. The feedback from tenants at the Annual Residents Conference was fed back to the City Wide Forum in November together with an update on the review of the business plan for 2014/15.
- 5.8 Following on from the integration of Sheffield Homes with the Council,

eight service design groups involving tenants and officers were established from April 2013 to develop vision statements which would help inform the development of the council housing offer. Proposals in the 2014/15 business plan update resulting directly from this feedback include the ongoing use of the 'Successful Tenancies' project to trial a 'Housing Plus' model of housing management and the proposal that new or transferring tenants to properties omitted from the Decent Homes programme will in future be advised of a programme of works to their home to bring it up to standard within 12 months.

- 5.9 In 2013 tenants have also made a contribution to individual areas of the business plan through Partnership Groups, Challenge for Change, the Area Boards, and Local Housing Forums and consultation events.
- 5.10 As well as the strategic choices already set out, all existing planning assumptions and targets in the plan have been reviewed and where necessary updated for 2014/15
- 5.11 In March 2014 a report on the HRA Business Plan will be presented to the Safer and Stronger Communities Scrutiny Committee. The committee will be invited to provide feedback on the business plan, challenge assumptions and inform future development.
- 5.12 This report to Cabinet will be discussed with tenant representatives at the City Wide Forum on 9th January 2014. Comments made and views expressed will be reported verbally to Cabinet.

6.0 SUMMARY OF KEY CHANGES FOR 2014/15

- 6.1 A number of significant factors have changed since the business plan update 2013/14. These are described below;
- 6.2 Factors ***influencing*** the strategic direction of the plan
- Forecasts of sales resulting from the Government "re-invigoration" of the Right to Buy policy are higher than previously forecast
- 6.3 Factors ***improving*** the financial outlook of the plan:
- Investment programme costs lower than forecast as a result of Decent Homes underspend and following a review of other investment need
 - Lower than forecast borrowing costs
- 6.4 Factors ***negatively impacting*** the financial outlook of the plan
- Changes to the national social rent policy and reducing stock numbers mean less rental income than previously forecast
 - The Council's developing understanding of the likely impact of welfare reform is resulting in higher forecasts of arrears
 - Emerging costs including pension contributions, insurance, council tax liability

- 6.5 The net impact of these changes is that the forecasted long term financial health of the business plan has weakened since last year's review. This weakening represents a return by the business plan to its status in 2012/13 when it did not have the capacity to repay debt in full over a 30 year planning horizon. Capacity to repay debt is a long term indicator of health and not having this capacity in full represents an increased exposure to interest rate risk over the 30 years of the plan.

All such long term forecasts are the product of a series of assumptions based on information available at a point in time. They can only ever serve as an indicative guide which must be subject to regular review. However, the Council must note this change, understand the assumptions which underpin it and ensure continued prudent financial decision making to return the plan to full vigour over time.

In response to this forecast it is proposed to remain true to existing commitments, to adopt a more cautious approach to investment but to continue to invest in key aspects of the business in order to make the plan more sustainable over the long term.

- 6.6 The key strategic choices for the HRA Business Plan 2014/15 are:-
- A rent increase in line with the National Social Rent Policy which supports the delivery of planned activity over the long term
 - Making full use of the HRA's capacity to deliver the maximum possible number of new council houses under the current borrowing rules whilst ensuring all schemes are cost neutral or financially beneficial to the plan. This will offset some of the stock losses from Right to Buy
 - To commence a planned replacement programme of kitchens, bathrooms, double glazing and door renewal to homes that have not had this work undertaken over the last 10 years including a commitment that all properties which received no works through the Decent Homes programme at all will be tackled by 2017 and from 2015 any home which missed any work will be addressed within 12 months of a new tenant taking on the property. The programme will address approximately 7,000 of the 12,790 properties still requiring some work by 2018 and will be funded from existing resources in the programme, supplemented by an anticipated underspend from the concluding Decent Homes programme
 - Further support will be offered to tenants affected by welfare reform. This will benefit tenants impacted by the under occupancy rules and will result in savings to the plan through reduced arrears, eviction and court costs
 - A commitment to extend the refurbishment of communal areas to all 12,000 low rise flats and begin feasibility and design work on the communal areas to the 3,000 maisonettes. This will make flats more sustainable and a more attractive proposition to residents wishing to downsize and this will be funded by making a slower start to some lower priority elements of the investment programme over the next 5 years

7.0 INCOME AND RESOURCES

- 7.1 It is proposed that in line with government policy, rents for dwellings be increased by an average of 6.2%, equivalent to an average of £4.31 per week. Appendix D sets out the average rents per house size in Sheffield.
- 7.2 Rent restructuring (or “convergence”) was put in place to ensure that rent for similar sized property in a similar area has the same rental value regardless of whether it is owned by the Local Authority or a housing association. The Government previously expected the sector to reach target rents by 2015/16. Changes to the Government’s National Social Rent Policy for social housing from April 2015 mean that the rent increase for 2014/15 becomes the last increase under the current rent restructuring arrangements. Ending convergence early means many properties in Sheffield will not now reach the target level by 2015/16 as planned. Following the 2014/15 rent increase rents will be on average £1.09 from target.
- 7.3 Rents to council properties declared for demolition continue to be exempt from the annual rent increase in recognition that these properties are no longer subject to the same investment standards as other properties. Such properties excluded from the 2014/15 rent increase are the remaining tenanted properties in the following schemes:-
- SWaN
 - Parkhill
 - Sweeney House
 - Arbourthorne Fields 2a
- Rents at Arbourthorne Fields phase 2b will also be held with no increase in 2014/15 subject to it being declared for demolition by the Director of Development and Regeneration Services before April 2014.
- 7.4 In view of the changes by Government to the National Social Rent Policy, the early termination of rent convergence and the subsequent need to make rents equitable by other means, all vacant properties will be re-let at target rent from April 2014.
- 7.5 It is recommended that the charges for garages and garage sites are increased by 6.2% in line with the average annual rent increase for dwellings. All garage charges would be subject to review following the approval of a garage strategy in 2014.
- 7.6 The Sheltered Housing Service Charge will not be increased in 2014/15. However, any changes to Supported Housing subsidy as a result of the Council’s wider budget setting process would impact on the charge payable by some tenants. In this event tenants would be consulted on ways the service could be remodelled in order to minimise the financial impact on tenants.
- 7.7 It is recommended that the Community Heating service charge will

increase by 3% in 2014/15. This reflects a continuation of the Council's medium term strategy for incrementally addressing the difference between the charge passed to tenants and the current cost of energy. Any accumulated balances on the community heating account are retained to smooth the impact of future price rises. The proposed charges including the initial charges under the new heat metering schemes are set out in Appendix D to this report.

- 7.8 The current contract to supply and install burglar alarms expires 31st March 2014 and the preference is for a new contract to be in place from 1st April 2014. The charge will be amended in line with costs once the new contract prices are known and affected tenants will be advised individually. Until then charges will continue as before.
- 7.9 Charges for furnished accommodation and temporary accommodation will not be increased in 2014/15.
- 7.10 Detail in the HRA Business Plan 2014/15 report, section 3 summarises the key changes for Income and Resources.

8.0 HOMES

- 8.1 The aim of the investment programme has been to create an affordable plan to match expected resources, to address as much of the higher risk investment backlog elements as possible in order to minimise costs overall and to start bringing forward the delivery of new homes.
- 8.2 The key priorities for the investment programme in 2013/14 have been the completion of the Decent Homes forward programme by March 2014, a programme of heating system renewal, the start of roof and electrical system replacement programmes and a new build council housing programme.
- 8.3 No changes have been made to these existing investment priorities although delays in agreeing delivery priorities with tenants, leaseholders and elected members has resulted in the need to reprofile the delivery of some aspects of the investment programme to reflect the anticipated delivery timetable. The 5 year programme has also been adjusted to reflect updated cost estimates and investment need.
- 8.4 In addition to the existing programme new priorities have been identified from 2014/15. The HRA's capacity will be optimised to deliver around 600 new council housing units over the next 6 years.
- 8.5 Following the anticipated completion of the Decent Homes programme in March 2014 a kitchen and bathroom programme (£24m) and a doors and windows programme (£10m) will commence in 2015 in order to address those homes which have not had this work undertaken over the past 10 years through the Decent Homes programme.

- 8.6 Resource was allocated in 2013/14 for the refurbishment of communal areas to 2,600 council low-rise flats. This budget is supplemented by an additional £15.5m over 5 years from existing resources within the programme to enable refurbishment of communal areas to all 12,200 council low-rise flats. The impact of this is a slower start to lower priority aspects of the programme over the next 5 years.
- 8.7 In order to maintain a 5 year planning horizon, planning figures for 2018/19 have been added to the programme consistent with the priorities set out in previous years i.e. prioritisation of the backlog with the first priority being heating then roofing and electrical works.
- 8.8 Detail in the HRA Business Plan update report (Appendix A), section 4 summarises the key changes for Homes.

9.0 TENANT SERVICES

- 9.1 With the introduction of the under occupancy rules and the benefits cap in 2013/14, the Government's welfare reform has begun to make its first real impacts on the business plan via the income management unit and other affected service areas such as rehousing and tenancy management. Key priorities for 2014/15 are to continue the on-going work preparing tenants for the phased introduction of Universal Credit and to support tenants to downsize if they need to in order to sustain tenancies and optimise income into the HRA.
- 9.2 In 2014/15 it is proposed to increase the size of the hardship fund available to eligible tenants adversely impacted by the Housing Benefit under occupancy rules and to make provision for the development of a texting service to improve collection rates once Universal Credit is introduced. The capability to text tenants to remind them when their rent is due to be paid is a facility advocated by housing providers involved in the direct payment demonstration projects but is not currently supported by the Housing Management ICT system used by the Council Housing Service in Sheffield.
- 9.3 The Lettings Policy review concluded in 2012/13 and Cabinet approved the new Policy on 20th March 2013. Some changes to Lettings Policy were implemented in 2013/14. However, given the complexity of the changes full implementation of the new policy will take longer to achieve and will take place in stages with expected completion during 2014/15.
- 9.4 The 2012 business plan included an ambition to improve the sustainability of tenancies over the long term by linking up support services to more effectively prevent tenancies failing. Three 'Joined Up Services' pilots are now established to establish closer working links across housing, other council and partner agencies for this purpose and it is intended that the learning from these pilots will inform a future 'Housing Plus' model of housing management. The 2014/15 budget includes provision for a Housing Plus project team, subject to the

development of a business case and its approval by Cabinet.

- 9.5 If as a result of the council's wider budget setting process the level of Supported Housing Subsidy funding for the High Support service is reduced, it is proposed the HRA would meet the £100k funding shortfall in 2014/15 in order that the service to council tenants can continue as part of the HRA's wider strategy for sustaining tenancies. The longer term arrangements for High Support would be subject to review in 2014/15.
- 9.6 The business plan contains 10% efficiency targets for Green and Open Space management on council housing land. A review of the delivery arrangements of estate services began in 2012/13 testing integrated working between Council Housing Estate Officers and Parks staff. The Future of Council Housing service design group 'Clean and Attractive Neighbourhoods' has subsequently developed and delivered a vision statement in 2013 which sets out the need for a value for money service with clear standards and a collaborative working approach to green and open spaces. Work is now underway to learn from the pilot and deliver the vision. It is unlikely that new ways of working will be in place for 2014/15 so it is proposed to delay the planned efficiencies by a further 12 months.
- 9.7 Savings from changes to the bulky waste service in 2012/13 have been higher than expected and these have been used as planned to invest in a coordinated approach to the prevention of fly tipping through education and enforcement measures. Early indications are the initial interventions are being successful and are popular with residents. Savings on tipping charges in 2012/13 were greater than forecast but this cannot be attributed solely to the interventions as the incidence of fly tipping was reduced across most housing areas and not just those areas implementing education and enforcement activity early.
- 9.8 In 2013/14 £200k of the £400k Going Local budget was ring-fenced to investment in communal areas because in 2012/13 £225k was spent on communal area security and refurbishment and reserving this allocation for communal areas helps deliver the strategic objective and provide better value for money. This approach will be rolled forward to 2014/15 and reviewed with tenants for 2015/16.
- 9.9 A budget to support the digital inclusion of council tenants is made from 2014/15.
- 9.10 Detail in the HRA Business Plan update report, section 5 summarises the key changes for Tenant Services.

10.0 DEBT AND TREASURY MANAGEMENT

- 10.1 Since the transition to self-financing in 2012 the overall debt strategy of the HRA has been to externalise its internal borrowing by taking fixed-rate loans to mitigate some of the interest-rate risk inherent in the HRA portfolio.
- 10.2 In 2013/14 this externalisation of debt was temporarily delayed in favour of ongoing internal borrowing in order to support the HRA (by delivering cash savings) and the authority's overall position (by mitigating counterparty risk). The overriding issues driving these decisions were sustained historically low borrowing costs and sustained high cash balances for the authority as a whole.
- 10.3 However in the second half of 2013/14 with borrowing costs starting to increase and the wider Authority moving to a cash deficit position the externalisation of debt recommenced in order to allow the HRA de-risk a sizeable amount of its loan portfolio, and to allow the authority to move away from a cash deficit position.
- 10.4 Loans are being taken at a rate that is budgeted for within the HRA Business Plan, and with maturities that provide the HRA with the flexibility it needs to make financing choices to support its wider plans. This means the business plan is establishing a sound borrowing platform on which to make long term investment decisions at the expense of short term interest rates savings.
- 10.5 Detail in the HRA Business Plan update report, section 6 summarises the key changes for Debt and Treasury Management.

11.0 VALUE FOR MONEY

- 11.1 The original targets in the business plan to achieve efficiency savings of 10% in 2012/13 and 7.5% in 2013/14 on Council Housing support costs are being delivered as planned.
- 11.2 The business plan assumed a target of £1.2m annual savings resulting from the Future of Council Housing project from 2014/15. It is expected that around £600k savings will be delivered in 2013/14 with further plans in place to meet the target as planned.
- 11.3 An original business plan priority from 2012 is for a value for money repairs and maintenance service ready for 2014. In April 2013, Cabinet approved that the HRA Repairs and Maintenance service be procured on the open market and in November 2013 the Council announced that it had selected Kier Services as preferred bidder for the social housing repairs and maintenance contract. It is expected that the efficiency targets built into the HRA Business Plan will be met as planned.
- 11.4 An actuarial review has been undertaken in 2013 on the Council's overall

pension liabilities with the result that contributions will increase from 2014/15. The final position for 2014/15 has yet to be determined as discussions are still ongoing with the pensions Authority.

- 11.5 A fund exists within the HRA to fund the Council Housing Service's exposure to insurance liabilities. Based on a revised claims forecast and the need for the HRA to be fully funded, additional resources need to be allocated to the fund. Also adding pressure to budgets are the changed billing criteria for vacant properties in respect of council tax charges.
- 11.6 Detail in the HRA Business Plan update report, section 7 summarises the key changes for Value for Money.

12.0 BUSINESS PLAN GOVERNANCE

- 12.1 The governance of the HRA Business Plan includes tenant governance and scrutiny, political governance and officer structure.
- 12.2 Tenants and residents continue to be involved in the evolution of the business plan via the established governance and engagement structures such as the Interim Sheffield Council Housing Board, the Area Boards, Citywide Forum, the Annual Tenant Conference and Local Housing Forums.
- 12.3 Work has been undertaken in 2013/14 to establish an independent federation of tenants and residents for Sheffield and there is an ambition to have a fully constituted body in place by April 2014. An effective federation will strengthen the voice of tenants and represent their interests, and has the potential to make an impact on the way tenants are involved with the business plan. Subject to the group's establishment, the production of a robust business plan and progress being made, a commitment is given by the Council to provide financial support via the HRA until it can become self-financing and fully independent.
- 12.4 Following the decision to bring delivery of council housing in house from April 2013, the service design group 'The opportunity to have my say' was established to take the lead in developing a vision for the future shape of engagement and governance structures for council housing.

13.0 RISK MANAGEMENT

- 13.1 The risk management plan is the basis of the Council's risk management strategy for the HRA Business Plan.
- 13.2 The reduced capacity of the plan to repay debt in full over a 30 year planning horizon represents an increased exposure to interest rate risk. This will be mitigated by a more cautious approach to the allocation of resources to the investment programme, treasury management decisions taken by the Council to de-risk the HRA's loan portfolio and on-going

prudent financial planning to rebuild capacity in the plan over the coming months and years.

- 13.3 Following an assessment of the risks to the HRA in the coming 5 years such as welfare reform and interest rate changes it is proposed that the risk based reserve is maintained at £10m.

14.0 FINANCIAL ASSUMPTIONS IN THE HRA BUSINESS PLAN

- 14.1 In 2014/15 £600k Future of Council Housing savings will be applied to back office budgets (in addition to the £600k already applied to senior management budgets). Support cost efficiencies of 5% will continue to be pursued in line with previous years' proposals. Base staff budgets are uplifted by 1% in 2014/15 to reflect the expected cost of living increase for 2014/15.
- 14.2 The total repairs service budget for 2014/15 is £37.0m. This incorporates the new repairs contract prices and year 1 restructuring costs. Budgets for years 2-5 are not finalised and will be the subject of further adjustment.
- 14.3 Detail in Appendix E summarises the key financial assumptions.

15.0 FORECAST OUTTURN 2013/14

- 15.1 Regular revenue budget monitoring reports have been brought during the year to Cabinet. These have shown a more favourable outturn compared with the original budget.
- 15.2 The position for the HRA as at the end of October 2013 was a projected in-year surplus of £9.9m compared with a budgeted surplus of £5.9m. This is an improvement of £4.0m.
- 15.3 Further monitoring reports updating the 2013/14 position will be presented in accordance with the Council's budget monitoring timetables.

16.0 HRA BUDGET PROPOSALS FOR 2014/15

- 16.1 The HRA Business Plan report 2014/15 (at Appendix A) sets out the proposals for 2014/15 and includes the key changes described in the Income, Homes, Tenant Services and Value for Money sections above.

17.0 RECOMMENDED HRA BUDGET 2014/15

- 17.1 The 2014/15 HRA revenue budget is set out in Appendix B. The HRA opening reserve for 2014/15 will be £10.0m.
- 17.2 The 2014/15 budget is based on an assumed in year surplus of £7.4m which will be used to fund the capital programme.

17.3	Summary Recommended Budget 2014/15	HRA revenue (£m)
	Opening revenue reserve April 2014	10.0
	Net Surplus/(Deficit) for year	7.4
	Transfer to the Capital Programme	-7.4
	Closing revenue reserve March 2015 (excluding community heating)	10.0
	Closing Community heating balance 31 st March 2015	1.5

17.4 It is proposed to retain a community heating reserve of £1.5m to smooth out the impact of expected future energy price increases and possible changes in demand resulting from the roll out of heat metering.

18.0 FINANCIAL IMPLICATIONS

18.1 The 2014/15 budget is the third annual budget set under the self-financing system. It follows the principles set out in the original business plan and allows for a continuation of services to tenants, revenue repairs to properties and also financial support for the Council Housing Investment programme by means of a contribution from revenue.

18.2 In addition, any annual revenue surpluses on the account are planned to provide further funding for capital investment.

18.3 The Council Housing Capital programme will require the HRA to undertake further borrowing as allowed under the current government guidelines. In these early years of self-financing the debt strategy for the HRA will continue to be reviewed and developed in accordance with the Council's delegated treasury management policy.

18.4 Further details on the Council Housing Capital programme will be set out in the report to Cabinet on 19 February 2014.

18.5 Appendix B details the initial five-year projections for the HRA income and expenditure account. These are based on current assumptions and will be reviewed during 2014/15 in the light of any known changes.

19.0 LEGAL IMPLICATIONS

19.1 The duty to keep a Housing Revenue Account and prevent a debit balance on it and restrictions as to what may be credited or debited to the account (the "ring-fence") are governed by Part VI of the Local Government and Housing Act 1989. This has included provision for

annual HRA subsidy paid by central Government to local housing authorities, as determined by the Secretary of State.

- 19.2 The housing finance provisions of the Localism Act, amended Part VI of the 1989 Act by abolishing HRA subsidy but providing for the Secretary of State to make a determination providing for the calculation of a settlement payment to or from each local housing authority. This settlement and its implications for the self-financing HRA have informed the HRA Business Plan.

20.0 HUMAN RESOURCES IMPLICATIONS

- 20.1 Some of the financial efficiency targets in the Tenant Services section of this report may have implications for some teams.
- 20.2 The Future of Council Housing savings in the Value for Money section of the report will result from the integration of back office functions across both the Council and former Sheffield Homes teams.
- 20.3 Potential Human Resource implications arising from the repairs and maintenance contract were reported to Cabinet in April 2013 when the procurement was approved.
- 20.4 Where any proposal does impact on teams the Council's Achieving Change and Managing Employee Reductions (MER) procedures will be followed.

21.0 ENVIRONMENTAL & SUSTAINABILITY IMPLICATIONS

- 21.1 Any environmental and sustainability issues arising from the Council Housing Investment programme within this report will be dealt with the Capital Programme report to Cabinet in February 2014.

22.0 EQUALITY OF OPPORTUNITY IMPLICATIONS

- 22.1 Consideration has been given to equalities relating to the HRA budget and business plan options and a full Equalities Impact Assessment (EIA) has been completed. Issues raised will be addressed through regular monitoring against actions in the EIA.
- 22.2 The Capital Programme report to Cabinet on 19 February 2014 will deal with any equalities considerations relating to the Council Housing Investment programme.
- 22.3 Any in-year proposed change in policy or service provision will require an individual Equality Impact Assessment.

23.0 PROPERTY IMPLICATIONS

- 23.1 There are no additional property implications for the Council arising from

the recommendations in this report.

24.0 ALTERNATIVE OPTIONS CONSIDERED

24.1 To increase rents for Council dwellings by less than the Government formula – The Government’s self-financing debt settlement of 2012 assumed an amount of rental income over 30 years which was in line with the National Social Rent Policy and was deemed sufficient to support the debt allocated to council housing in Sheffield and the delivery of council housing in the long term. Although the social rent policy is changing, the level of debt to be supported has not and so a reduction in income has a direct impact on the capacity of the plan.

24.2 Not to prioritise a council housing stock increase programme – the reinvigoration of the Government’s Right to Buy policy means that if the council is to retain any ‘additional’ receipts generated by the increased sales discounts now available to tenants, the receipt must be used as a contribution (30% maximum) to new affordable housing. Forecasts in 2013 suggest the level of such receipts will be significant in the coming years. The alternative to retaining these receipts would be to pass the receipts to a registered provider such as a housing association. Retaining the receipt in the HRA allows the council to invest in new council housing units to offset Right to Buy losses in a way which is beneficial to the plan, tenants and potential council tenants over the long term.

25.0 REASONS FOR RECOMMENDATIONS

25.1 To maximise the financial resources to deliver outcomes on key services in the context of a self-financing funding regime.

25.2 To contribute to making neighbourhoods a great place to live by ensuring continued investment into Sheffield’s council housing.

25.3 To continue to plan for the long term sustainability of services whilst taking every opportunity to introduce service improvements.

26.0 RECOMMENDATIONS

26.1 It is recommended that:

1. The HRA Business Plan update report for 2014/15 is approved
2. The HRA Revenue Budget for 2014/15 as set out in Appendix B to this report is approved
3. Rents for Council dwellings are increased by an average of 6.2% from April 2014
4. Rents for Council dwellings are set at target rent, when re-let following vacancy, from April 2014

5. Annual rents for garages and garage sites are increased by an average of 6.2% from April 2014
6. Community heating charges increase by 3% in 2014/15
7. Cabinet notes that it may be necessary to amend the sheltered housing service charge, in the event of a review of the service, if the Supported Housing Subsidy changes as part of the Council's wider budget setting process
8. Charges for furnished accommodation and temporary accommodation are not increased
9. The Director of Commissioning, Communities be granted delegated authority to amend the burglar alarm charge in 2014/15 in line with the costs incurred under the new contract. Until the contract is in place and the charges are known the burglar alarm charge will remain unchanged
10. The Director of Commissioning, Communities and the Director of Finance, in consultation with the Cabinet Member for Homes and Neighbourhoods, be granted delegated authority to authorise prudential borrowing as allowed under current government guidelines

Richard Webb, Executive Director - Communities Portfolio
Simon Green, Executive Director – Place Portfolio
Laraine Manley, Executive Director - Resources Portfolio

Sheffield City Council Housing Revenue Account (HRA) Business Plan 2014/15 Update Report

1. INTRODUCTION

a) Purpose of this Report

This is the Housing Revenue Account (HRA) Business Plan update report for 2014/15. It:-

- Proposes HRA rents and charges for 2014/15
- Proposes budgets for 2014/15
- Reports on progress and sets out new policy choices
- Refreshes the 5 year planning budgets and where appropriate updates the long term planning assumptions
- Provides a 30 year affordability profile based on the updated planning financial assumptions in the report.

This is the HRA Business Plan's second annual review since the first publication of the business plan under self-financing in January 2012.

b) Report Structure

The HRA Business Plan chapters are:-

1. Introduction
2. Governance
3. Income and Resources
4. Homes
5. Tenant Services
6. Debt and Treasury Management
7. Value for Money

c) Background

In 2012, Sheffield City Council approved its first business plan for council housing under the new self-financing arrangements. The key themes in the business plan were efficiencies where possible and investment which reduced costs or optimised income over the long term. The headline priorities from that first business plan were:

- Tackling the investment backlog early with top priority being completion of the Decent Homes forward programme by March 2014 and second priority being investment in heating systems
- Activity to mitigate the impact of welfare reform
- Making the best use of the homes we have by improving the rehousing process and supporting tenants to sustain their tenancy
- Invest to save projects on estate services

In 2013, the HRA Business Plan's first annual update reported that as a result of new savings and resources arising from the Future of Council Housing decision and savings made from lower

than forecast interest rates, new investment activity was able to be factored into the business plan:

- A new build programme of 75 new council homes over 3 years
- Additional resources to mitigate the potential impacts of welfare reform
- A programme of refurbishment to communal areas will begin with an emphasis on door security, new flooring and windows

d) Summary of Key Changes to Planning Assumptions 2014/15

There have been a number of developments in 2013 that will impact on the business plan for 2014/15 and beyond. These factors and their impacts are summarised below.

Factors **influencing** the strategic direction of the plan

- Forecasts of sales resulting from the Government “re-invigoration” of the Right to Buy policy are higher than previously forecast

Factors **positively** impacting the financial outlook of the plan

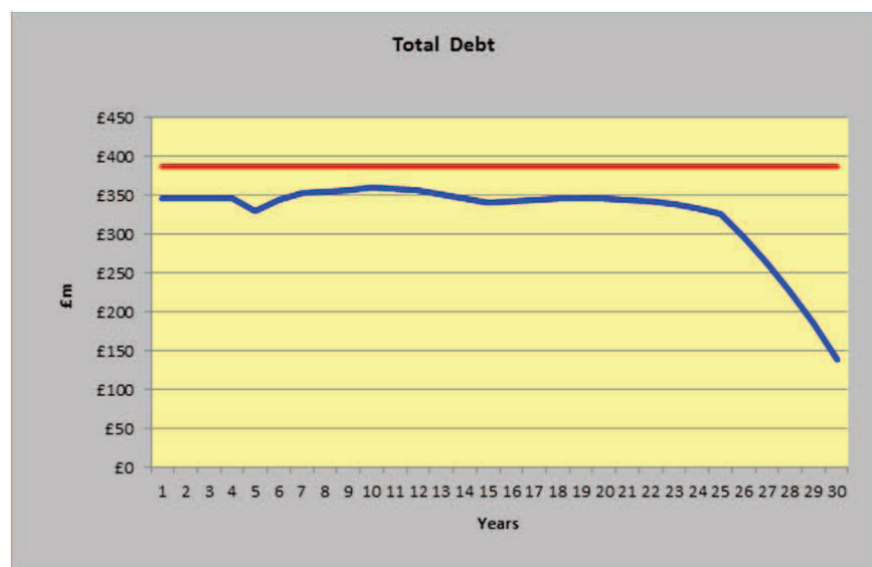
- Investment programme costs are lower than forecast as a result of an anticipated Decent Homes underspend and following a review of other investment need
- Lower than forecast borrowing costs

Factors **negatively** impacting the financial outlook of the plan

- Changes by Government to the National Social Rent Policy together with reducing stock numbers mean less rental income than previously forecast
- The Council’s developing understanding of the likely impact of Welfare Reform is resulting in higher forecasts of arrears
- Emerging costs including pension contributions, insurance and council tax liability

e) Revised 30 year Financial Profile

The net impact of these changes is that the forecasted long term financial health of the business plan has weakened since last year’s review.



This weakening represents a return by the business plan to its status in 2012/13 when it did not have the capacity to repay debt in full over a 30 year planning horizon. Capacity to repay debt is a long term indicator of health and not having this capacity in full represents an increased exposure to interest rate risk over the 30 years of the plan.

All such long term forecasts are the product of a series of assumptions based on information available at a point in time. They can only ever serve as an indicative guide which must be subject to regular review. However, the Council must note this change, understand the assumptions which underpin it and ensure continued prudent financial decision making to return the plan to full vigour over time.

In response to this forecast it is proposed to remain true to existing commitments, to adopt a more cautious approach to investment but to continue to invest in key aspects of the business in order to make the plan more sustainable over the long term.

f) Strategic Choices

The strategic choices for the HRA Business Plan 2014/15 are:-

- A rent increase in line with the national social rent policy which supports the delivery of planned activity over the long term
- Making full use of the HRA's capacity to deliver the maximum possible number of new council houses under the current borrowing rules whilst ensuring all schemes are cost neutral or financially beneficial to the plan. This will offset some of the stock losses from Right to Buy
- To commence a planned replacement programme of kitchens, bathrooms, double glazing and door renewal to homes that have not had this work undertaken over the last 10 years including a commitment that all properties which received no works through the Decent Homes programme at all will be tackled by 2017 and from 2015 any home which missed any work will be addressed within 12 months of a new tenant taking on the property. The programme will address approximately 7,000 of the 12,790 properties still requiring some work by 2018 and will be funded from existing resources in the programme, supplemented by an anticipated underspend from the concluding Decent Homes programme
- Further support will be offered to tenants affected by the Welfare Reform. This will benefit tenants impacted by the under occupancy rules and will benefit the plan through reduced arrears, eviction and court costs
- A commitment to extend the refurbishment of communal areas to all 12,000 low rise flats and begin feasibility and design work on the communal areas to the 3,000 maisonettes. This will make flats more sustainable and a more attractive proposition to residents wishing to downsize and will be funded by making a slower start to some lower priority elements of the investment programme over the next 5 years

g) Summary and next steps

The first priority in the coming years will be to return the business plan to full vigour. Because the financial strength of the business plan has weakened in the last 12 months the Council must be cautious when allocating additional resources to the investment programme, exemplified by the funding of communal areas, a high priority with tenants and of high importance for the sustainability of flats, from existing resources.

As a result of this caution and from slippage to the capital programme the business plan has some capacity in the coming years for investment on an invest-to-save basis, such as for the delivery of self-financing (viable) schemes for new/ additional council housing. When this capacity is considered alongside the £40m borrowing capacity within the HRA a sizeable investment fund becomes available for such stock increase schemes.

This investment fund has to be used prudently for the security of the business plan and in order to deliver viable stock increase schemes match funding is required to supplement HRA resources. Currently just under £20m match funding (mostly ring-fenced Right to Buy receipt) is forecast to be available to the HRA over the next 6 years for this purpose. This can be matched with the HRA 'investment fund' to deliver a stock increase programme of around 600 new homes and this has been factored into the plan.

However the plan still has capacity in the form of borrowing headroom for additional development. The emphasis of the plan in the coming months and years (alongside improving its long term financial health) will be to source match funding which unlocks this borrowing capacity so that more homes, in addition to the 600 already factored in, can be delivered.

2. GOVERNANCE

a) Overview

Governance of the HRA Business Plan includes three key structures; tenant governance and scrutiny, political governance and the officer structure. This section of the business plan sets out the current governance arrangements of the business plan and how these will be further developed in partnership with tenants and stakeholders.

b) Tenant and Resident Involvement and Scrutiny

Tenants and residents continue to be involved in the evolution of the business plan via the established governance and engagement structures such as the Interim Sheffield Council Housing Board, the Area Boards, Citywide Forum, the Annual Tenant Conference and Local Housing Forums.

Work has been undertaken in 2013/14 to establish an independent federation of tenants and residents for Sheffield and there is an ambition to have a fully constituted body in place by April 2014. An effective federation will strengthen the voice of tenants and represent their interests, and has the potential to make an impact on the way tenants are involved with the business plan. Subject to the group's establishment, the production of a robust business plan and progress being made, a commitment is given by the Council to provide financial support via the HRA until it can become self-financing and fully independent.

c) Elected Member Governance

Elected members have a role in relation to the business plan through decision making by the Cabinet Member, the Cabinet and Full Council. Cabinet and Full Council have a role in approving the annual HRA budget. Cabinet then receives a formal finance report each month which includes revenue and capital aspects of the plan.

The Cabinet Member and Cabinet Advisor also attend the Interim Sheffield Council Housing Board which runs for a fixed-term of twelve months until March 2014. The Board acts as a consultation and discussion forum for the Council Housing Service, provides scrutiny and challenge around services delivered to tenants and oversees the delivery of the Future of Council Housing (FoCH) Programme. It also reviews the delivery of the Housing Revenue Account Business Plan.

d) Officer Governance

The HRA Business Plan board has responsibility for monitoring performance against the business plan and coordinating the annual review of the business plan. The membership of the board has a role in ensuring the business plan is aligned with the Council's strategic outcomes.

e) The Future of Council Housing

Following the decision to bring delivery of council housing in house from April 2013, the service design group 'The opportunity to have my say' was established to take the lead in developing a vision for the future shape of engagement and governance structures for council housing.

In 2013/14 the group developed this vision which along with the other vision statements will feed into the development of a new delivery model for council housing.

3. INCOME AND RESOURCES

a) Overview

This section of the business plan is concerned with income into the HRA. It includes rent setting and charges payable by tenants to the Council as landlord.

b) Risks

i. Welfare Reform

The key risk to income and the single biggest policy risk to the business plan overall continues to be welfare reform which will be phased in nationally by 2017/18. The risks associated with each element of welfare reform are regularly analysed, resulting in updated calculations on their possible impact on arrears.

The restriction of housing benefit to under-occupying social housing tenants was introduced in April 2013. Arrears resulting from the new under-occupancy rule will be higher than assumed in the 2013/14 update report. However, the number of households affected is reducing with 4,261 council households affected in October 2013, down from 5,130 in April 2013. There is also a risk that these rules will start to impact on the popularity of some property types thereby impacting rent loss.

The benefit cap was introduced in Sheffield during August 2013 and affects around 48 households in council housing accommodation. This is unlikely to have a significant impact on arrears.

Universal Credit is expected to be introduced from April 2015 in Sheffield and the national direct payment Demonstration Projects are being monitored closely to understand the possible impact of this change.

The analysis of the Council to quantify the risk posed by the welfare reforms has resulted in a significant increase in forecasted arrears compared with the same forecast made last year. Welfare reform will also continue to affect other HRA costs such as transaction costs, payment card costs and eviction costs.

ii. Right to Buy

The Government's Right to Buy policy remains a key risk to business plan income. The Government 'reinvigorated' the policy in April 2012 by increasing the discounts to tenants and changes are anticipated in 2014/15 which could stimulate sales further.

Updated assumptions for the HRA Business Plan

- Right to Buy sales are assumed to be 624 higher from 2013/14 to 2017/18 than previously forecast
- There will be a reduction in rental income as a result of increased sales, which will be partly offset by savings in repairs, depreciation and interest costs
- It is assumed that the reinvigoration of Right to Buy will lead to additional sales to 2017/18 beyond which forecasting with any confidence becomes impossible.
- It is assumed the current three year agreement with Government to retain additional receipts will be extended to finish after six years (2017/18) and will then return to the old system of pooling 25% receipts back to government

iii. Supported Housing Subsidy

A Council decision was made as part of the 2013/14 General Fund budget setting process that the charging options for people receiving subsidised services via Supported Housing Subsidy (previously Supporting People) would be reviewed. This led to a decision on 22nd February 2013 to increase the sheltered housing service charge with the result that all sheltered tenants, including those receiving Housing Benefit, were required to pay an additional £1.66 per week toward the cost of the community alarm service from April 2013.

Any change to Supported Housing Subsidy in 2014/15 as a result of the Council's wider budget setting process in relation to Sheltered Housing, High Support or Temporary Accommodation would require charges to be reviewed and/or services remodelled in order to minimise the financial impact on tenants.

c) Key Developments

i. National Social Rent Policy

The National Social Rent Policy is currently that rents in the council housing sector should converge with those charged by housing associations by 2015-16. This was to be done by raising Housing Association rents each year by RPI + ½ and Council Housing rents by RPI + ½ + up to £2 (as required) until 2015/16. On this basis it had been understood there would be two more rent increases remaining (April 2014 and April 2015) through which target rents would be reached.

In June 2013, as part of the Government's spending review, it was announced that, subject to consultation, the National Social Rent Policy would be changed from 2015/16. The main change being proposed is to move from an annual limit on weekly rent increases of RPI +0.5 percentage points + up to £2, to a limit of CPI +1 percentage point.

This has two implications. Firstly, the business plan's cost inflation assumptions must be linked to CPI rather than RPI. As CPI+1 is on average likely to be lower than RPI+½, the costs of the business plan will be limited to a lower rate of inflation over the longer term. If cost inflation can be constrained this will not adversely affect the plan. The risk is that where cost inflation is beyond the control of the council then pressures may emerge.

The second implication is more significant as it means that instead of having two rent increases to get rents to target rent level there is now only have one (in April 2014) and any remaining properties which are still not at target rent can only be brought to target rent via re-lets when properties become vacant. This means that many properties in Sheffield will not now reach the target level by 2015/16 as planned and this too reduces the level of income into the plan over the long term.

ii. Rent increase

Rents for 2014/15 continue in line with the current national social rent policy (RPI+ ½% + up to £2) and because of the changes to the national policy from 2015/16 this increase becomes the last rent increase under the current rent restructuring arrangements. On this basis rents for 2014/15 increase by an average 6.2%, equivalent to an average increase of £4.31 per week.

The Council ran a consultation with tenants and future tenants in 2012 to understand the potential for re-letting vacant homes at 'target rent' before 2015/16. The outcome of the consultation showed a mixed response with no majority in favour or against, due to the number of "not sure" responses that were received. However Government policy has shifted fundamentally since that consultation and the convergence process is ending early. In view of this and the need to make rents equitable by means other than through rent increases, all vacant properties will be re-let at target rent from April 2014.

The difference between actual rent and target rent was an average of £3.74 in 2012/13, £2.71 in 2013/14 and will be £1.09 following the 2014/15 rent increase.

As in previous years rents will be held at current levels with no increase on council property which is declared for demolition. This is in recognition that these properties are no longer subject to the same investment standards as other properties.

iii. Charges

Garage rent will continue to increase in line with rent for dwellings (6.2%). Garage rents will be reviewed in 2014/15 following implementation of a garage strategy.

The Community Heating service charge will increase by 3% in 2014/15. This reflects a continuation of the Council's medium term strategy for incrementally addressing the difference between the charge passed to tenants and the current cost of energy. Any accumulated balances on the community heating account are retained to smooth the impact of future price rises.

The current contract to supply and install burglar alarms expires 31 March 2014 and the preference is to have a new contract in place from April 1st. It is hoped that the procurement will deliver efficiencies which can be passed to tenants. The charge will be amended in line with the costs incurred under the new contract when the new prices are known. Affected tenants will be advised individually.

The Sheltered Housing Service Charge will not be increased in 2014/15. However, any changes to Supported Housing subsidy as a result of the Council's wider budget setting process would impact on the charge payable by some tenants. In this event tenants would be consulted on ways the service could be remodelled in order to minimise the financial impact on tenants.

Charges for furnished accommodation and temporary accommodation will remain unchanged in 2014/15.

iv. Service Charge De-pooling

A commitment exists in the business plan to consult with tenants about whether to de-pool service charges from rent in order to make costs more transparent. A consultation will be proposed when it is clearer how rents and service charges will be regulated following welfare reform.

v. Capital Grant Income

CESP grant income of £2.6m is now factored into the HRA Capital Programme as reported to Cabinet in May.

HCA grant of £500k was secured in early 2013 to help fund the purchase by the HRA of long term empty properties in order to bring them into use as social housing. A condition of this grant funding was that the new homes were let at Affordable (as opposed to Social) Rent.

4. HOMES

a) Overview

This part of the business plan is concerned with the physical condition of the homes and environment. It includes capital investment in the homes such as new kitchens, bathrooms, boilers etc and also the revenue repairs which can be either planned such as gas servicing or responsive e.g. where a tenant reports a repair.

b) Risks

1. Investment Backlog

The investment backlog is investment to homes which is now due. It is a combination of:

- All elemental work that was not included in the Decent Homes Programme and which emerged as the Decent Homes Programme was stretched from 2010 to 2014
- Picking up all of the backtrack properties, omits and refusals that have built up since 2004/05

Work element	Investment backlog (as at end 2013/14)
Bathrooms, Kitchens, Windows, Doors	£31,195,652
Full & Partial Decent Homes Omissions	£29,551,387
Heating	£27,649,000
Roofs	£90,652,457
Electrics	£18,283,478
Total	£197,331,974

The investment backlog is a key risk because any delay to the work increases the final cost of this work as it will trigger a responsive repair which is more expensive than the same work undertaken through a planned programme. The later the backlog is tackled, the higher the overall cost of the business plan, and the greater the risk.

2. Unfunded / Unaffordable items

Because of a long term funding shortfall, the original (2012/13) business plan was not able to factor in various 'unaffordable items' into the 30 year plan. It was hoped that these items would become affordable in time. These included:

- Refurbishment of communal areas
- New build / acquisition
- Environmental improvements (other than where commitments have been made)
- Investment in homes to meet sustainable homes code 4/5 standard

In 2013/14 funding was put in place to bring forward activity in relation to the first two items.

Also in 2013/14 work has begun to quantify the implications for the HRA on the Streets Ahead scheme and the potential need to provide for complimentary investment in housing assets to ensure comparable standards across different land ownerships. This work is ongoing.

c) Key Developments – 5 year investment programme

The aim of the investment programme has been to create an affordable plan to match expected resources, to try and address as much of the higher risk investment backlog elements as possible in order to minimise costs overall and to start bringing forward the delivery of new homes.

Key priorities	Rationale	Progress
Completion of the Decent Homes forward programme.	To meet a commitment made to tenants	On track to complete the Decent Homes programme by March 2014 with forecast underspend of £8m subject to exit costs. This follows ongoing work with Kier to deliver efficiencies and lower than expected investment need at forward addresses. It is proposed these savings are used to accelerate investment to properties which were omitted from the Decent Homes programme.
Prioritising the remainder of in the investment backlog with the top priority being investment in obsolete heating systems and boilers.	To alleviate fuel poverty as well as reducing the high repair costs associated with boiler breakdowns	On track to tackle around 90% existing and emerging heating backlog by March 2016.
Next priority from the investment backlog to be roofs and externals	Homes which are not watertight can have health implications for tenants as well as being expensive to repair due to water damage	Procurement strategy agreed. Procurement process began in November 2013. All roofs with a higher priority to be tackled by 2018/19.
New priority in 2013/14 was for 75 new build council houses	To make use of Right to Buy receipts ring-fenced for new affordable housing	Decision made in 2013 to buy 30 properties from Sheffield Housing Company. Proposals for delivering the remaining 45 to be considered by Cabinet in early 2014.

Delays in agreeing priorities with tenants, leaseholders and elected members has resulted in the need to reprofile the delivery of some aspects of the investment programme and slippage of £20m activity (predominantly roofing) from 2017/18 to 2018/19 to reflect anticipated delivery timetable. However, progress has been made on all elements of the Investment Programme that have member and tenant approval.

The five year programme has also been adjusted to reflect updated cost estimates and investment need. This has had the impact of reducing the size of the programme by around £5m, £3m of which is a result of changed assumptions for Arbourthorne.

i. Tackling the investment backlog

Following the anticipated completion of the Decent Homes forward programme in March 2014, consideration needs to be given to tackling the backtrack properties, omits and refusals which built up during the programme.

- **Full omits** 1,690 homes
- **Partial omits** 7,688 homes
- **Other DH fails** 3,412 homes

The 11th vision statement emerging from the Well Maintained Homes and Neighbourhoods (Future of Council Housing) service design group is, "*Vacant properties will be brought up to a lettable standard quickly, including the gardens. We will advise new tenants when any missed Decent Homes work will be completed to their homes.*"

The proposal is to commence a planned replacement programme of kitchens, bathrooms double glazing and door renewal to homes that have not had this work undertaken over the last 10 years. Currently this backlog of work is estimated at £60m.

The proposal is to commit **£34m** to undertake this work through two main programmes. A kitchen and bathroom replacement programme (£24m) and a door and window programme (£10m). This would be funded in part by the anticipated underspend from the Decent Homes programme and works would be prioritised in the following order:

Stage 1 2015/16 to 2016/17 £10.6m

- Complete work to the 1,690 homes that had no work during the Decent Homes programme *and*
- Agree with new & transferring tenants in homes not meeting the Sheffield Decency standard (including those omitted from the Decent Homes programme) a programme of elemental works to bring the home to standard within 12 months of the start of the tenancy

Stage 2 2017/2018 to 2018/19 £23.3m

- Complete elemental work to approximately 5,000 homes that had partial works during the Decent Homes programme and are likely to fall out of decency in the next 5 years *and*
- Agree with new & transferring tenants in homes not meeting the Sheffield Decency standard (including those omitted from the Decent Homes programme) a programme of elemental works to bring the home to standard within 12 months of the start of the tenancy

Including the vacants that may occur in the above three year period to end of 2018/19 it is estimated that this expenditure of £34m would mean approximately 7,000 of the 12,790 homes in the backlog and all of those with the greatest need would have received improvements.

ii. New Investment Activity 2014/15

- **New/ Additional Council Housing**

In the 2013/14 business plan update report a commitment was made for 75 new build family sized council houses over the next 3 years. Since this report the City Council's Housing Strategy and the Strategic Housing Market Assessment have both articulated the need for more affordable housing in the City. These strategic drivers coupled with an increase in the level of forecast 'additional' Right to Buy receipts (those ring-fenced for use on delivering new affordable units)

makes the delivery of new council housing through the HRA an emerging priority for 2014/15 and beyond.

In line with this the Council will make full use of the capacity of the HRA to deliver the maximum number of new/ additional council homes possible under the current borrowing rules. In order to make the schemes viable, and so as not to compromise existing investment priorities and the wider business plan, all new units must be self-financing over the long term.

Consequently and where this is consistent with Government guidance many new units and all additional new build units will be let at Affordable Rent. However where circumstances permit, for example for more cheaply acquired property (such as former council homes) purchased using RTB receipt, a Social Rent can and will be charged.

Also schemes will only be brought forward when there is sufficient match funding to make them viable. Initially around 600 units (plus the 30 already delivered in 2013) are forecast in the coming 6 years. This is the maximum number which might be delivered with current forecasts of match funding (mostly ring-fenced Right to Buy receipt). This number will be updated as forecasts of match funding develop.

New units will be predominantly acquisitions as this is how the Council can deliver the most additional council houses for the money, but new build will also be brought forward as sites are identified in order to deliver the types of housing which are not available to purchase. Initially a commitment is made to increase the number of new build units from 75 to 120 but with the intention of adding to this as more sites are identified including through the garage site review.

And whilst the location of new build will be driven by the availability of land, the type and location of acquisition and the type of new build unit will be determined by what is needed most in that particular area.

On 10th April 2013 a Cabinet Decision was made to approve a Purchase and Repair Scheme, part funded by HCA Grant to bring 31 Long Term Empty (LTE) properties into use as council housing let at Affordable Rent. The Council is exploring the potential to extend this scheme and this is factored into the investment programme but will be subject to a separate approval.

- **Communal Area refurbishment**

In 2013/14 a commitment was made to refurbish the communal areas to 2,600 of the Council's 12,200 low rise flats. The Well Maintained Homes and Neighbourhoods service design group set as one of its vision statements that investment in communal areas in and around block of flats would continue. The expected additional cost for completing the communal areas of all low rise flats is £15.5m. Because of the urgency and importance of this work this is now factored into the plan with the intention that works are concluded by March 2018. As a result of this a slower start will be made to other lower priority aspects of the investment programme over the next 5 years.

Feasibility and design work will be undertaken to communal areas of the Council's 3,000 maisonette dwellings to determine the cost of investment required to bring all maisonettes to this standard too.

- **Garage Strategy**

The condition of council garages has deteriorated over the years as a result of a lack of investment and the long term sustainability and income of garages will be at risk if investment is not made.

A consultation on the future of the council's garage stock has taken place in recent months with presentations to tenants on proposals at Local Housing Forums from July to Sept 2013. A draft strategy outlining an investment need of around £4m has been developed through this process and is expected to be available for consideration in early 2014. If the strategy is approved resources would need to be added to the investment programme such that works could begin from 2015/16.

d) Other Developments

i. Regeneration

A Cabinet decision was made on 8th May to proceed with the Arbourthorne Fields Redevelopment scheme. These changes have now been factored into the business plan including a reduction in stock numbers, a corresponding reduction in rental income partly offset by reductions in revenue maintenance costs and capital investment, reduced scheme costs to reflect demolition and reduced capital funding to reflect the use of Right to Buy receipts to part fund the scheme.

ii. Community Heating

The roll-out of city wide heat metering to Community Heating (District Heating) systems will start in 2014. Around 2,300 dwellings will have meters fitted in 2014/15 including replacements to all existing metered schemes. This investment will mean that households are able to regulate their heat and directly benefit from any savings. It will take around 3 years to fit all meters throughout the city.

iii. Revenue Repairs

The total repairs service budget for 2014/15 now incorporates the new repairs contract prices for 2014/15 including year 1 restructuring costs. Budgets for years 2-5 are not finalised and will be the subject of further adjustment. Over the life of the contract the efficiency savings targeted in the 2012 business plan are expected to be realised.

e) Financial Summary

The table below sets out the proposed capital programme over the five years of the business plan. It adds a new year 5 resource allocation.

The table format has been adjusted this year to reflect changes to the programme:

- In line with the anticipated end of the Decent Homes programme in March 2014 the Decent Homes line is renamed Area Investment Environmentals and Heat Metering costs are moved to heating and boilers
- 'Other Planned Elementals' line is renamed 'kitchen bathrooms, windows and doors' and activity not matching this description is moved to other headings (mainly roofs and externals)
- The capital programme is now divided into investment activity and stock increase activity

The key changes to budgets include:

- £5m activity removed from the investment programme reflecting the decision to proceed with the demolition of Arbourthorne Fields, plus some savings and work no longer required in relation to smaller projects
- Some reprofiling of resources including an additional £5m moved to roofing and £15.5m moved to Communal areas in order to fully fund these programmes, and £20m roofing activity slipped into 2018/19 to reflect planned delivery timetable
- An expected underspend on the Decent Homes programme of £8m (now added to 'Kitchens, bathrooms, windows and doors' to accelerate delivery of future elemental works)

HRA Capital Programme	2013-14 Expected outturn £m	2014-15 £m	2015-16 £m	2016-17 £m	2017-18 £m	2018-19 £m	2014-19 5 year total £m
Essential work (H&S, fire safety etc)	1.609	3.191	3.547	2.326	1.663	0.800	11.527
Adaptations & Access	2.204	2.305	2.225	2.225	2.300	2.200	11.255
Regeneration	1.585	3.270	1.340	1.012	0.000	0.000	5.622
Waste	0.090	0.490	2.006	0.911	0.000	0.000	3.407
Other (community heating, programme mgt)	0.722	1.466	2.505	1.805	1.255	0.605	7.636
Area Investment Enviromentals	21.790	2.665	1.008	0.000	0.000	0.000	3.673
Heating & boilers	6.880	11.312	11.080	9.651	4.598	6.000	42.642
Roofs & externals	0.072	13.172	26.727	27.926	25.184	28.989	121.998
Communal areas	0.000	0.500	4.500	4.900	5.000	3.500	18.400
Electrics	0.000	0.030	4.500	4.500	4.970	5.000	19.000
Kitchens, Windows, Bathrooms & Doors	0.000	0.250	6.654	10.025	9.217	7.970	34.116
Other planned elementals	0.301	0.300	0.000	0.000	0.000	5.000	5.300
Sub total	35.253	38.951	66.092	65.281	54.187	60.064	284.575
75 New build	2.310	3.597	3.810	0.000	0.000	0.000	7.407
Long Term Empty Acquisitions	0.681	2.414	0.000	0.000	0.000	0.000	2.414
New stock increase	0.000	1.800	10.881	10.736	19.153	11.270	53.840
Total HRA Expenditure	38.244	46.762	80.783	76.017	73.340	71.334	348.236

The following table shows the budget for the revenue repairs service. Year 1 represents a full year outturn, year 2 is the anticipated current year outturn and year 3 is the budget proposal for next year. Indicative figures are shown for years 4- 7 in order to maintain a 5 year figure horizon. The numbers from last year's review are shown in grey.

Repairs	Yr1 1	Yr2	Yr3	Yr4	Yr5	Yr6	Yr7
	12/13 £m	13/14 £m	14/15 £m	15/16 £m	16/17 £m	17/18 £m	18/19 £m
Revenue repairs budget	31.8	33.0	37.0	32.0	31.7	34.8	35.7
	32.7	33.1	33.1	33.9	34.8	35.4	-

5. TENANT SERVICES

a) Overview

This section of the business plan is concerned with services provided to tenants. It includes services such as tenancy management, income management and re-housing services together with tenancy enforcement (ASB), supported housing, estate services and governance and involvement.

b) Risks

The main risk facing this aspect of the business plan will remain the gearing up of services to mitigate the impact of welfare reform.

c) Key Developments

i. Ensure all income owed is collected

A key priority for the business plan has been to provide support to tenants affected by welfare reform and mitigate the impact of welfare reform on the business plan.

Much of the activity in 2013 has been focused on proactively visiting tenants affected by the new under-occupancy rules (8,511 attempted proactive visits as of November 2013 has resulted in 52% affected tenants being offered support and advice), encouraging tenants to make best use of Discretionary Housing Payments (£425k into HRA since April 2013) and supporting them to downsize as appropriate (450 tenants have expressed the need to move urgently; 127 tenants have downsized into council properties and 10 tenants into Housing Association properties since April 2013). It is now important to ensure that efforts are also made to prepare tenants for the implementation of Universal Credit.

Budget provision for service enhancements in 2014/15 are proposed as follows:

Activity	2014/15 Budget	Purpose	Update
Additional staff	£455k	Preventative & arrears work-preparing tenants for welfare reform changes. £190k approved in 2012.	Staffing to increase by a further £265k in 2014/15.
Debt advice	£80k	Specialist debt workers based at Citizens Advice Bureau	To fund 250 referrals per year
Smart Move	£70k	Previously grant funded	Function integrated into the Access to Housing team
Hardship Fund	£500k	Selective write off of debt (rent arrears) for tenants at severe risk of eviction, particularly under occupiers.	Budget to be increased from £50k to support tenants affected by the underoccupancy rules.
Payment methods	£46k	Costs for administering jam jar accounts and direct debits	Low numbers of jam jar accounts make unit costs higher at this stage. Also difficult to predict take up.
Texting	£20k	To offer a text messaging service to remind tenants to make payment (as per learning from demonstration projects)	New proposal for 2014/15. Will be used to fund the development of the Housing Management ICT System.
Downsizing support	£14k	More practical support with moving home (van, utilities, carpets etc)	Scheme delivered through Furnished Accommodation Service.

In line with the 'Making The Most Of Our Available Income' service design vision statements from 2013 the Council is also evaluating the benefits of more closely aligning rent collection with council tax collection so that tenants with debt to the council have a single point of contact and a single repayment plan.

ii. Make Best Use of Homes

The business plan made a commitment in 2012 to make the re-housing process more effective and efficient by reviewing Lettings Policy and introducing a new ICT System for the bidding process.

The Lettings Policy review concluded in 2012/13 and Cabinet approved the new Policy on 20th March 2013. Some changes to Lettings Policy were implemented in 2013/14. However, given the complexity of the changes full implementation of the new policy will take longer to achieve and will take place in stages with expected completion during 2014/15. A review of the cost of implementation and efficiencies that can be achieved as a result of implementing the new policy have now been incorporated into the business plan and these will be reviewed on a regular basis as the policy changes are implemented.

The Lettings ICT system was implemented in October 2013. The cost of the project in 2012/13 was £376k. This was part funded by £225k rolled forward by the ALMO from its (pre self-financing) 2011/12 budget resulting in a business plan cost in 2012/13 of £151k against a budget of £100k. The cost of the project in 2013/14 is expected to be around £660k.

The reasons for the increased costs are –

- Scoping and configuration proved more intensive and time consuming than initially envisaged
- Increased development time required due to complexity and size of Sheffield system
- Unforeseen delays and costs in liaising between IT suppliers/contractors and securing sign off of work required. This has included costs incurred because the existing housing management software could not be upgraded to the current version as soon as expected
- Increase project team costs due to longer than expected lead in time caused by IT delays
- Unforeseen costs for development of the interface between the housing management software and the lettings ICT system

The anticipated financial benefits of the new ICT system have also been reassessed and uplifted to £200k per annum.

The 2012 business plan included an ambition to improve the sustainability of tenancies over the long term by linking up support services to more effectively prevent tenancies failing. In 2012/13 the Future of Council Housing 'Joined Up Services' project group was established to look at this area in detail. Following the delivery of this group's vision statements three 'Joined Up Services' pilots were established in November 2013 each with a focus on specific customer groups (young people in Gleadless Valley; Families in Foxhill and Brushes/ Wincobank). These pilots will foster closer working links across housing, other council and partner agencies in order to better support households to sustain tenancies. It is intended that the learning from these pilots will inform a future 'Housing Plus' model of housing management which incorporates the wider feedback from the Future of Council Housing consultation and Service Design process and which will be the subject of a separate Cabinet decision in 2014. The 2014/15 and 2015/16 budgets include

provision for a Housing Plus project team, subject to the development of a business case and its approval by Cabinet.

The Council's High Support Service is an intensive family intervention project which supports whole families who are at risk of losing their home for causing antisocial behaviour by tackling the root causes of such behaviour. If as a result of the council's wider budget setting process the level of Housing Related Support funding for the High Support service is reduced, it is proposed the HRA would meet the resulting £100k funding shortfall in 2014/15 in order that the service to council tenants can continue as part of the HRA's wider strategy for sustaining tenancies. The longer term arrangements for High Support would be subject to review in 2014/15.

iii. Attractive Neighbourhoods

A key aim for the business plan is to reduce the high cost of estate services whilst ensuring neighbourhoods continue to be attractive and pleasant places to live. This is to be achieved in two ways.

a) Taking a coordinated approach to the prevention of fly tipping through investment in education and enforcement. This was to be funded through savings made on bulky waste.

- Savings from changes to the bulky waste service in 2012/13 were higher than anticipated and forecast savings targets have been upgraded accordingly.
- A programme of education and enforcement has begun with delivery in Central and East areas making use of the 'Love Where You Live' approach. Early indications are that these will be successful and very popular with residents.
- Savings on tipping charges in 2012/13 were greater than forecast. However the incidence of tipping was reduced across all housing areas suggesting these savings cannot be attributed entirely to the Education and Enforcement activity. Analysis shows staff time spent dealing with fly tipping remained the same in 2012/13.

b) Reviewing green and open space management on council housing land, including a 10% efficiency target for Council Housing Service and Parks staff in relation to the work they undertake on council housing land.

- Work began on a North East pilot (complementing a long running pilot in the South east) in November 2012 to test integrated working between Council Housing Service Estate Officers and Parks staff and whether this might offer financial efficiencies as well as a more joined up service for the customer.
- The Future of Council Housing 'Clean, Attractive Neighbourhoods' service design has delivered its vision statement which sets out the need for a value for money service with clear standards, improved monitoring and a joined up, collaborative approach to green and open space maintenance.
- Work is now underway to learn from the pilot and deliver the vision. It is unlikely that any new ways of working resulting from this vision will be in place for 2014/15 so it is proposed to delay the planned efficiencies by a further 12 months.

d) Other Updates

i. Going Local

In 2013/14 £200k of the £400k Going Local budget was reserved for investment in communal areas. This was because in 2012/13 £225k of the budget was spent on communal security and refurbishment and committing at least £200k to communal areas safeguards the use of these

funds for this strategic objective and ensures procurement can be optimised to deliver improved value for money. It is proposed this approach continues into 2014/15 but is reviewed with tenants in 2014/15 for implementation in 2015/16.

iii. Cornhill Flats

In 2013 the current office has been relocated from two converted flats, thereby freeing these properties so they can be converted back to residential accommodation. There is now a 24 hour staffing presence (porter) at the Cornhill temporary accommodation scheme. The capital delivery costs (previously estimated to be £121k) are now expected to be around £212k and are factored into the investment programme in section 2. Income from the new dwellings will partially offset the cost of a porter.

iv. Digital inclusion

The 2013/14 business plan made no financial provision for digital inclusion beyond the £30k funding in 2012/13 for the Digital Region project. However, digital inclusion is a significant emerging priority for the City and in 2013 the 'Easy Access to Services' Service Design group highlighted digital inclusion in two of its twelve vision statements for a future council housing service. In 2013 a digital pilot project was established with a budget of £30k and from 2014/15 to 2018/19 a budget of £45k/annum is proposed to support council housing tenants and their families to get online. This activity will deliver targeted community interventions to support digital inclusion activity across the city based on the findings from the digital pilot project.

v. Other

The City Stewardship contract ends in March 2014. Proposals for a new training and employment scheme are currently being developed.

e) Financial Summary

The tables below set out the investment and efficiency savings expected during the next 5 years of the business plan. Each figure represents a one-off saving (negative numbers) or cost (positive numbers) compared with the 2011/12 budgets and does not take account of inflation.

Year 1 represents a full year outturn, year 2 is the anticipated current year outturn and year 3 is the budget proposal for next year. Indicative figures are shown for years 4- 7 in order to maintain a 5 year figure horizon. The numbers from last year's review are shown in grey underneath.

activity to mitigate welfare reform (2012/13)	Yr1 1	Yr2	Yr3	Yr4	Yr5	Yr6	Yr7
	12/13 £000	13/14 £000	14/15 £000	15/16 £000	16/17 £000	17/18 £000	18/19 £000
Smartmove	70	70	70	70	70	70	70
	70	70	70	70	70	70	-
Debt Advice Worker	40	40	40	40	40	40	40
	40	40	40	40	40	40	-
Additional IMU staff – preventative & arrears work	25	190	190	190	190	190	190
	50	190	190	190	190	190	-

additional activity to mitigate welfare reform (2013/14)	Yr1 1	Yr2	Yr3	Yr4	Yr5	Yr6	Yr7
	12/13 £000	13/14 £000	14/15 £000	15/16 £000	16/17 £000	17/18 £000	18/19 £000
Visiting affected tenants	55	0	0	0	0	0	0
	90	0	0	0	0	0	-
Training on Welfare Benefits	0	5	0	1	0	1	0
	0	5	0	1	0	1	-
Support for under-occupying customers who want to move	0	27	14	14	5	5	0
	14	27	14	14	0	0	-
Payment methods – jam jar	0	6	21	37	37	37	37
	0	0	37	37	37	37	-
Hardship Fund	0	50	500	250	125	75	50
	0	50	50	50	50	50	-
Payment methods – direct debit	0	0	25	25	25	25	25
	0	0	25	25	25	25	-
Increased funding to CAB for another Debt Worker	0	0	40	40	40	40	40
	0	40	40	40	40	40	-

additional activity to mitigate welfare reform (2014/15)	Yr1 1	Yr2	Yr3	Yr4	Yr5	Yr6	Yr7
	12/13 £000	13/14 £000	14/15 £000	15/16 £000	16/17 £000	17/18 £000	18/19 £000
Additional staff	-	155	265	219	219	219	219
Texting	-	-	20	10	10	10	10

Allocations Policy and CBL	Yr1 1	Yr2	Yr3	Yr4	Yr5	Yr6	Yr7
	12/13 £000	13/14 £000	14/15 £000	15/16 £000	16/17 £000	17/18 £000	18/19 £000
Lettings Policy review implementation & efficiencies	102	55	220	18	-50	-50	-50
	185	140	-50	-50	-50	-50	-
Lettings ICT system (CBL) implementation costs	151	662	0	0	0	0	0
	100	75	0	0	0	0	-
Lettings ICT system (CBL) - efficiencies (Rehousing)	0	-50	-100	-100	-100	-100	-100
	0	-40	-50	-50	-50	-50	-
Lettings ICT system (CBL) - efficiencies (Rent Loss)	0	-25	-50	-50	-50	-50	-50
		-17	-25	-25	-25	-25	-
Lettings ICT system (CBL) - efficiencies (Vacant Mgt)	0	-25	-50	-50	-50	-50	-50
	0	-18	-25	-25	-25	-25	-

Invest to save on Estate Services – fly tipping costs	Yr1 1	Yr2	Yr3	Yr4	Yr5	Yr6	Yr7
	12/13 £000	13/14 £000	14/15 £000	15/16 £000	16/17 £000	17/18 £000	18/19 £000
Savings from limiting bulky waste collections to one collection per year	-239	-190	-190	-190	-190	-190	-190
	-145	-145	-145	-145	-145	-145	-
Education and enforcement spend	20	100	100	100	100	70	40
	70	150	150	120	100	70	-
Savings on tipping charges	-138	-59	-97	-133	-169	-169	-169
	-20	-59	-97	-133	-169	-169	-

Savings on staff costs from collecting black bags /fly tipping and chute clearances	0	-78	-128	-177	-225	-225	-225
	-26	-78	-128	-177	-225	-225	-

Invest to save on Estate Services – fly tipping costs	Yr1 1	Yr2	Yr3	Yr4	Yr5	Yr6	Yr7
	12/13 £000	13/14 £000	14/15 £000	15/16 £000	16/17 £000	17/18 £000	18/19 £000
Savings from dry stores as a result of closure on H&S grounds	0	-27	-54	-54	-54	-54	-54

Open Space Maintenance	Yr1 1	Yr2	Yr3	Yr4	Yr5	Yr6	Yr7
	12/13 £000	13/14 £000	14/15 £000	15/16 £000	16/17 £000	17/18 £000	18/19 £000
Savings on staff costs from undertaking less ground maintenance work	0	0	0	-40	-80	-80	-80
	0	0	-40	-80	-80	-80	-80
Open space maintenance SLA (10% saving)	-48	0	0	-110	-220	-220	-220
	0	0	-110	-220	-220	-220	-220
Block cleaning - service improvements.	0	0	0	50	75	100	150
	0	50	75	100	125	150	-
Cleared Sites	0	-50	-100	-150	-200	-250	-250
	0	-50	-100	-150	-200	-250	-250

Other on-going investment priorities	Yr1 1	Yr2	Yr3	Yr4	Yr5	Yr6	Yr7
	12/13 £000	13/14 £000	14/15 £000	15/16 £000	16/17 £000	17/18 £000	18/19 £000
Digital Inclusion	30	30	45	45	45	45	45
	30	0	0	0	0	0	-
Cornhill concierge capital	12	200	0	0	0	0	0
	121	0	0	0	0	0	-
Cornhill concierge revenue spend (porter)	0	31	75	75	75	75	75
	0	75	75	75	75	75	-
City Stewardship	0	-50	0	0	0	0	0
	0	0	0	0	0	0	-
Cornhill concierge revenue income (rents)	0	8	20	20	20	20	20
	0	20	20	20	20	20	-

Successful Tenancies (including indicative housing plus project costs)	Yr1 1	Yr2	Yr3	Yr4	Yr5	Yr6	Yr7
	12/13 £000	13/14 £000	14/15 £000	15/16 £000	16/17 £000	17/18 £000	18/19 £000
Project costs total	0	54	350	200	0	0	0
	50	250	250	250	250	250	-
Efficiencies (rent loss)	0	0	0	-100	-125	-125	-125
Efficiencies (vacant repairs)	0	0	0	-100	-125	-125	-125
Efficiencies total	0	0	0	200	-250	-250	-250
	0	60	120	250	500	500	500
Net position	0	54	350	0	-250	-250	-250
	50	190	130	0	-250	-250	-250

6. DEBT AND TREASURY MANAGEMENT

a) Overview

This section of the business plan is concerned with how we ensure the risks and opportunities associated with borrowing are optimised for the benefit of the HRA.

b) Risk

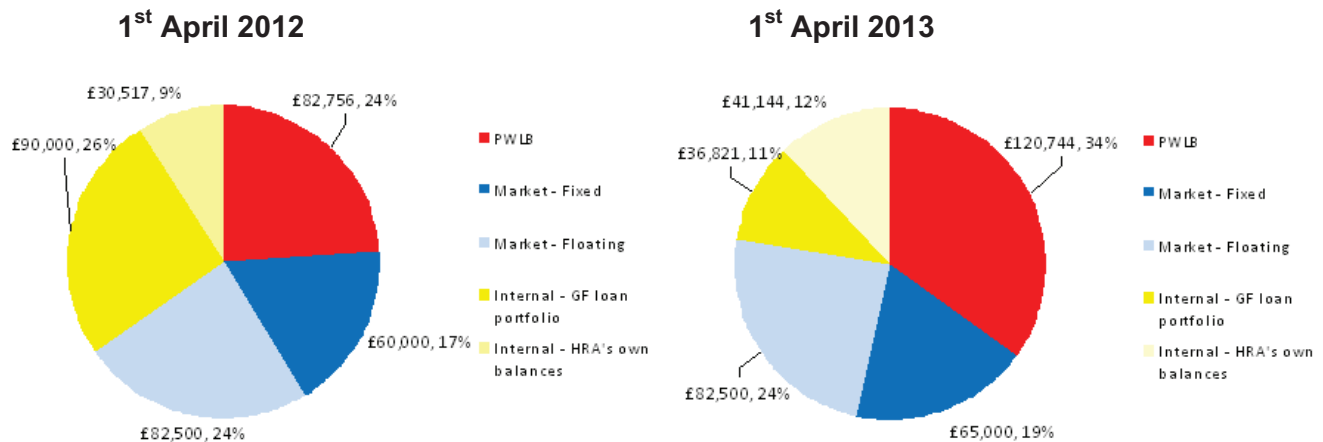
The key risk to this element of the business plan is interest rate risk. The HRA supports around £350m borrowing and no additional debt has been taken on since the debt settlement which signalled the transfer to self-financing in March 2012. Debt costs around £17m in interest payments each year (12% turnover). Each loan is like a mortgage in that after a fixed period it matures and has to be repaid. As each loan matures the council can choose to repay it either from rental income, or by taking out a new loan (refinancing). If the council chooses to repay through refinancing the new loan may either be cheaper or more expensive than the original, depending on interest rates at the time. In order to mitigate the risk of having to take on new debt at high interest rates it is preferable to ensure the council can always afford to *choose* whether to pay off newly maturing debt from rent or refinancing and is never held to ransom by high interest rates.

c) Key Developments

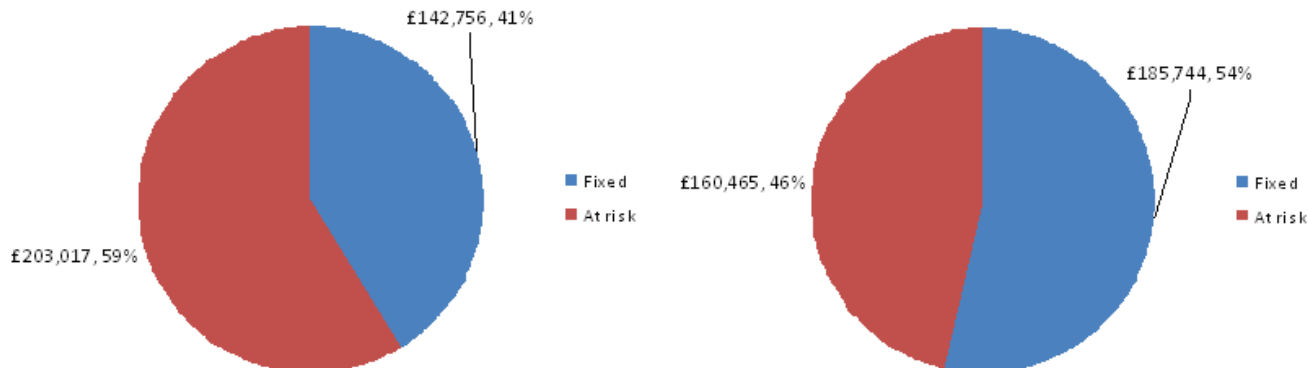
At the start of 'self-financing' the HRA had a significant amount of internal borrowing. This represents the Council's use of cash reserves from the General Fund and from the HRA to finance capital expenditure.

During 2012/13 £48.5m of low cost fixed-rate loans were taken out to allow the HRA to repay General Fund for cash it had borrowed in prior years. This externalisation of debt by taking fixed-rate loans, and thus acquiring cost certainty, allows the HRA to mitigate a large proportion of the interest-rate risk inherent in its loan portfolio. Moving away from a portfolio heavily exposed to interest-rate risk brings increased cost certainty, and will assist the HRA in creating a stable and accurate business plan.

The following charts show the debt composition of the HRA as at the start of self-financing in comparison to the start of 2013/14



The following charts show that the amount of the HRA's loan portfolio at risk from interest rate rises has reduced substantially from 59% to 46%:



During 2012/13 treasury management decisions were taken by the Council's Director of Finance to slow this process down and in May 2013 a change in approach was adopted to support the HRA and the Authority's overall position by halting the externalisation of debt in favour of ongoing internal borrowing. The overriding issues driving these decisions were sustained historically low borrowing costs and sustained high cash balances for the authority as a whole. Whilst the continuation of internal borrowing could only ever be a short term position it did allow further savings to be generated in 2013/14 from lower than forecast borrowing costs.

However by September 2013 the environment had changed again:

- Borrowing costs have increased and rates are set to increase further
- The Authority has moved into a cash deficit position.
- The Council was developing plans to make use of borrowing headroom to deliver new council housing units

With this in mind the externalisation of debt recommenced in order that the HRA de-risk a sizeable amount of its loan portfolio, and allowed the authority to move away from a cash deficit position.

Loans are now being taken at a rate that is budgeted for within the HRA business plan, and with maturities that provide the HRA with the flexibility it needs to make financing choices to support its wider plans. This means the business plan is establishing a sound borrowing platform on which to make long term investment decisions at the expense of shorter term interest savings.

7. VALUE FOR MONEY

a) Overview

The value for money section underpins all aspects of the business plan. This section also reviews overheads and support costs such as management costs, accommodation costs and Service Level Agreement (SLA) costs.

b) Risks

The risk to this section of the business plan is that efficiency targets built into the plan do not materialise. The business plan has high value savings factored in both for the new Repairs and Maintenance contract and the Future of Council Housing efficiencies. Failure to achieve these would therefore have significant implications for the plan.

c) Key Developments

i. Back Office Efficiencies

The original target in the business plan was to achieve efficiency savings of 10% in 2012/13 and 7.5% in 2013/14 on Sheffield City Council and Sheffield Homes support costs. These targets are being delivered as planned and it is proposed they remain.

ii. Future of Council Housing Efficiencies

The business plan assumed a target of £1.2m annual savings resulting from the Future of Council Housing project from 2014/15. It is expected that around £600k savings will be delivered in 2013/14 with further plans in place to meet the target as planned. From 2014/15 the Future of Council Housing Project costs transfer to the Tenant Services section of the plan in order to deliver phase 3 of the project: Housing Plus (subject to separate Cabinet decision).

iii. Repairs and Maintenance Service Re-design

An original business plan priority is for a value for money repairs and maintenance service ready for 2014: "The HRA Business Plan assumes an efficiency saving of 2% (£665k) on the repairs and maintenance service post 2014 but this is dependent on the procurement". As well as this efficiency target £300k procurement costs for 2012- 2014 were factored into the plan.

On 10th April 2013, Cabinet approved that the HRA Repairs and Maintenance service be procured on the open market to seek a contractor to deliver this service post April 2014. In November 2013 the Council announced that it had selected Kier Services as preferred bidder for the social housing repairs and maintenance contract. The contract will be for the next three years (2014 -17) with an option to extend this by a further two years. It is expected the efficiency targets built into the HRA Business Plan will be met although a reprofiling of the savings between years will be necessary once known.

iv. Cost Pressures

An actuarial review was undertaken in 2013 on the Council's overall pension liabilities with the result that contributions will increase. The impact on the HRA is likely to be around £1.4m per year compared with 2013/14 but the final position will not be known until discussions have concluded with the Pensions Authority.

A fund exists within the HRA to fund the council housing service's exposure to insurance liabilities. Based on revised claims forecasts and the need for the HRA to be fully funded, additional resources need to be allocated to the fund. Also adding pressure to budgets are the changed billing criteria for vacant properties in respect of council tax charges.

Staffing budgets are uplifted by 1% in 2014/15 to take account of the expected cost of living increase. Cost inflation for 2014/15 has been assumed at 2.75% and then CPI+0.5% thereafter.

d) Financial Summary

	Yr1 1	Yr2	Yr3	Yr4	Yr5	Yr6	Yr7
Support cost efficiencies	12/13 £000	13/14 £000	14/15 £000	15/16 £000	16/17 £000	17/18 £000	18/19 £000
SCC efficiencies (non-council housing service)	-225	-394	-506	-619	-619	-619	-619
Sheffield Homes/ Council Housing Service efficiencies	-448	-784	-784	-784	-784	-784	-784
	-448	-784	-784	-784	-784	-784	-

	Yr1 1	Yr2	Yr3	Yr4	Yr5	Yr6	Yr7
FoCH (integration) efficiencies	12/13 £000	13/14 £000	14/15 £000	15/16 £000	16/17 £000	17/18 £000	18/19 £000
Future of Council Housing project costs	190	196	0	0	0	0	0
	196	196	0	0	0	0	-
Future of Council Housing implementation costs	103	216	0	0	0	0	0
	200	500	0	0	0	0	-
Future of Council Housing project efficiencies	-345	-616	-1200	-1200	-1200	-1200	-1200
	-225	-900	-1200	-1200	-1200	-1200	-

	Yr1 1	Yr2	Yr3	Yr4	Yr5	Yr6	Yr7
Repairs and maintenance procurement	12/13 £000	13/14 £000	14/15 £000	15/16 £000	16/17 £000	17/18 £000	18/19 £000
Repairs & maintenance procurement & post 2014 efficiencies	100	300	-665	-665	-665	-665	-665
	200	100	-665	-665	-665	-665	-

	Yr1 1	Yr2	Yr3	Yr4	Yr5	Yr6	Yr7
Cost pressures	12/13 £000	13/14 £000	14/15 £000	15/16 £000	16/17 £000	17/18 £000	18/19 £000
Impact of actuarial review on pensions	-755	-755	645	645	645	645	645
	-755	-755	-755	-755	-755	-755	-
Insurance costs	150	300	1,500	2,000	500	500	200
	-	-	-	-	-	-	-
Council tax on vacants	0	100	100	100	100	100	100
	-	-	-	-	-	-	-

Housing Revenue Account 2014/15 Budget and 5-Year Projections

Revenue Account	2013.14 Outturn	2014.15	2015.16	2016.17	2017.18	2018.19	Total 14-19
INCOME							
Income from Rents	-141.1	-147.7	-152.4	-157.1	-161.9	-166.8	-785.9
Other Income	-6.3	-5.9	-6.0	-6.2	-6.2	-6.5	-30.8
Total	-147.4	-153.6	-158.4	-163.3	-168.1	-173.3	-816.7

EXPENDITURE							
Homes - Revenue Repairs	33.0	37.0	32.0	31.7	34.8	35.7	171.2
Homes - funding for Capital Programme (Depreciation)	37.1	38.0	38.8	39.7	40.6	41.6	198.7
Tenants Services (including management)	51.0	53.7	55.0	54.1	55.6	57.1	275.5
Interest on Debt	15.0	15.3	15.9	16.2	17.7	18.2	83.3
Other Costs	1.4	2.2	1.9	2.1	3.3	1.6	11.1
Total	137.5	146.2	143.6	143.8	152.0	154.2	739.8

Surplus(-) or deficit	-9.9	-7.4	-14.8	-19.5	-16.1	-19.1	-76.9
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Opening Revenue Reserve	-28.9	-10.0	-10.0	-10.0	-10.0	-10.0	
Surplus (-) or deficit	-9.9	-7.4	-14.8	-19.5	-16.1	-19.1	
Transfer to Capital Reserves	28.8	7.4	14.8	19.5	16.1	19.1	
Closing Revenue Reserve	-10.0	-10.0	-10.0	-10.0	-10.0	-10.0	

Capital Account - 5-Year Projections

Capital Account	2013.14 Outturn	2014.15	2015.16	2016.17	2017.18	2018.19	Total 14-19
EXPENDITURE							
	38.2	46.8	80.8	76.0	73.3	71.3	348.2

FUNDED BY							
Major Repairs Reserve	34.3	43.7	74.6	71.0	54.0	56.7	300.0
Additional Borrowing	0.0	0.0	0.0	0.0	12.9	9.2	22.1
RTB Receipts	0.0	0.0	1.4	1.4	1.5	1.8	6.1
Additional RTB Receipts	0.6	1.1	3.4	2.2	4.7	3.4	14.8
Other capital contributions	3.3	2.0	1.4	1.4	0.2	0.2	5.2
Total Funding	38.2	46.8	80.8	76.0	73.3	71.3	348.2

City Wide average weekly rent by bedsize

Bedsize	Average weekly rent		Increase	
	2013/14	2014/15		
Bedsit	£54.80	£57.97	£3.17	5.78%
1 bed	£61.99	£65.81	£3.82	6.16%
2 bed	£70.31	£74.69	£4.38	6.23%
3 bed	£78.90	£83.71	£4.81	6.10%
4 bed	£85.36	£90.41	£5.05	5.92%
Total (all bedrooms average)	£69.99	£74.30	£4.31	6.16%

Note: The above rents are for illustrative purposes only as they are based on city wide averages. Actual individual property rents will vary from these figures. Both years' averages are of restructured rents calculated using 2013/14 stock numbers to enable comparison.

Proposed Community Heating Charges from April 2014

1. Unmetered Heat

Bedsize	Full heating		Partial heating	
	Current Prices £/week	Prices April 2014 £/week	Current Prices £/week	Prices April 2014 £/week
Heating & hot water				
Bedsit	11.05	11.38	10.21	10.52
1 Bedroom	11.47	11.82	10.50	10.82
2 Bedroom	14.23	14.66	13.22	13.62
3/4 Bedroom	15.32	15.78	14.23	14.66
Heating only				
Bedsit	8.13	8.38	7.53	7.76
1 Bedroom	8.33	8.58	n/a	n/a
2 Bedroom	10.50	10.82	9.73	10.03

Note: For sheltered schemes the above prices are split into dwelling heating and communal heating. The communal element of charges will be a fixed £3.03 per dwelling per week in 2014/15.

2. Metered Heat

	Charge		Prices from April 14	
Existing schemes				
Leverton/ Hanover/ Netherthorpe	Unit charge	pence per kwh	4.38	(i.e 100 kwh heat ticket is £4.38)
	Standing charge	£ per week	3.68	
Hillside	Unit charge	pence per kwh	3.04	(i.e 100 kwh heat ticket is £3.04)
	Standing charge	£ per week	3.14	
Balfour House	Unit charge	pence per kwh	3.40	(i.e 100 kwh heat ticket is £3.40)
	Standing charge	£ per week	4.63	
New schemes				
Standard price	Unit charge	pence per kwh	3.38	
	Standing charge	£ per week	4.00	

HRA Financial Assumptions

The detailed financial model behind the HRA Business Plan includes a number of assumptions we have used to understand what resources will be available for council housing over the next five years in the context of the next thirty years. These baseline assumptions are listed below.

Revenue assumptions	Assumption
Homes – opening number of homes in 2014/15	40,698
Homes - dwellings by 2043/44	35,808
Number of RTBs 2014/15	265
Total number of RTBs by 2043/44	4,935
Rents	CPI + 1% from 2015/16
Consumer Prices Index (CPI) of inflation	Based on average of independent forecasts to 2017 and 2.2% thereafter
Convergence date	2014/15
Bad Debts	Average of 1.1% of debt
Void rate	1.36%
Repairs	Increased by contractual inflation
HRA reserves are maintained in accordance with risk based reserves strategy	£10m in 2014/15

Debt assumptions	Assumption
Opening HRA Borrowing requirement on 1 st April 2014	£349m
HRA borrowing limit	£391m
Interest rates on HRA debt	Approx. rates 4.0% to 5.2%

Capital assumptions	Assumption
Capital receipts	£RTB receipts credited to HRA from 2015/16. Additional receipts used towards new affordable housing.
Capital delivery (council housing investment)	£3.7 million per annum 2014/15
Capital costs (council housing investment)	£0.605 million per annum 2014/15

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SHEFFIELD CITY COUNCIL



Cabinet *

Report of: Simon Green Executive Director PLACE

Report to: Cabinet

Date: 15th January 2014

Subject: Spital Hill Shop Front Improvement Scheme

Author of Report: Elaine Feeney 01142039568

Summary: The report seeks approval for a proposed Spital Hill Shop Front Improvement Scheme (The Scheme) to be delivered under the Successful Centres Programme.

The Scheme forms an important part of a wider regeneration strategy for Spital Hill District Centre and will contribute to the overall attraction and confidence of the area by improving the street scene, helping boost the image and reputation of the centre and encouraging private investment in shops and housing.

In 2011 a citywide strategy was approved by the Council, to help, support and promote our Centres. Support has primarily been targeted at the worst performing District Centres and this includes Spital Hill.

Spital Hill is the district centre for the surrounding neighbourhoods within Pitsmoor, Burngreave and Fir Vale. The retail offer within the centre is largely made up of small independent shops and restaurants, cafés and takeaways specialising in products that cater for a very diverse community

The Thriving District and Local Centres Strategy highlighted the importance of improving the appearance of the streetscape and public realm within the Spital Hill district centre as well as improving Ellesmere Green as two of the top priorities for the community.

A number of projects are currently being delivered that will help achieve these priorities including:

- The Section 106 Town and Country Planning Act 1990 obligation funding from the Tesco development currently being used to deliver public realm improvements to Spital Hill from Tesco up to Ellesmere Green and introducing some public art

- Local Growth funded project enabling the continuation of improvements on and around Ellesmere Green and the adjacent shopping parade creating an attractive new small park and providing for a revived social focus and a space for a community led street market. This will help to draw in footfall from the new superstore past the existing centre and create new custom and confidence in the area.

The Shop Front Scheme will also help to address the appearance through the funding and implementation of physical improvements to the front elevations of existing independent businesses to create an attractive centre that people are proud of and encourage further investment by the existing businesses themselves

Reasons for Recommendations:

The Thriving District Local Centre strategy approved by the North East Community Assembly in 2012 identified the importance of improving the appearance and public realm within the Spital Hill district centre as well as improving Ellesmere Green as two of the top priorities for the community.

The proposed scheme will support independent traders, boost the confidence and image of the centre and help increase footfall to improve the local economy.

Recommendations:

- That the proposed Spital Hill Shop Front Improvement Scheme detailed in this report and set out in the appendix to this report be approved
 - That the Head of Commercial Services be authorised to finalise the procurement processes, evaluate tenders and select the contractor to deliver the works under the above scheme, in accordance with Council procedures
 - That the Director of Commercial Services in consultation with the Director of Legal and Governance, and the Director for Finance be authorised to negotiate and agree the terms of appointment with the Contractor selected to deliver the works for the above scheme.
-

Background Papers:

- **TDLC Strategy for North East Community Assembly approved 29 March 2012**
- **TDLC Citywide framework approved March 2011**

Category of Report: OPEN

* Delete as appropriate

Statutory and Council Policy Checklist

Financial Implications
YES/NO Cleared by:
Legal Implications
YES/NO Cleared by:
Equality of Opportunity Implications
/NO Cleared by: Ian Oldershaw
Tackling Health Inequalities Implications
NO
Human rights Implications
NO
Environmental and Sustainability implications
YES/NO
Economic impact
YES
Community safety implications
NO
Human resources implications
NO
Property implications
YES/NO
Area(s) affected
<u>Spital Hill District Centre</u>
Relevant Cabinet Portfolio Leader
Harry Harpham
Relevant Scrutiny Committee if decision called in
Is the item a matter which is reserved for approval by the City Council?
YES/NO
Press release
YES/NO

1.0 SUMMARY

- 1.1 The report seeks approval for a proposed Spital Hill Shop Front Improvement Scheme (The Scheme) to be delivered under the Successful Centres Programme.
The Scheme forms an important part of a wider regeneration strategy for Spital Hill District Centre and will contribute to the overall attraction and confidence of the area by improving the street scene, helping boost the image and reputation of the centre and encouraging private investment in shops and housing.
- 1.2 In 2011 a citywide strategy was approved by the Council, to help, support and promote our Centres. Support has primarily been targeted at the worst performing District Centres and this includes Spital Hill.
- 1.3 Spital Hill is the district centre for the surrounding neighbourhoods within Pitsmoor, Burngreave and Fir Vale. The retail offer within the centre is largely made up of small independent shops and restaurants, cafés and takeaways specialising in products that cater for a very diverse community
- 1.4 The Thriving District and Local Centres Strategy highlighted the importance of improving the appearance of the streetscape and public realm within the Spital Hill district centre as well as improving Ellesmere Green as two of the top priorities for the community.
- 1.5 A number of projects are currently being delivered that will help achieve these priorities including:
- The Section 106 Town and Country Planning Act 1990 obligation funding from the Tesco development currently being used to deliver public realm improvements to Spital Hill from Tesco up to Ellesmere Green and introducing some public art
 - Local Growth funded project enabling the continuation of improvements on and around Ellesmere Green and the adjacent shopping parade creating an attractive new small park and providing for a revived social focus and a space for a community led street market. This will help to draw in footfall from the new superstore past the existing centre and create new custom and confidence in the area.
- 1.6 The Shop Front Scheme will also help to address the appearance through the funding and implementation of physical improvements to the front elevations of existing independent businesses to create an attractive centre that people are proud of and encourage further investment by the existing businesses themselves
- 1.7 The proposed Scheme is just one element of a number of initiatives to be delivered under the successful centres programme for Spital Hill, and the following work has already been carried out to build relationships and support independent trade in the centre:

- Promoting a clean and safe environment. Creating a sense of pride for the local high street through clean up days and Love Where You Live campaign with local businesses acting as champions.
- Regular focus groups with local businesses and community organisations
- Support, training and mentoring for existing and new independent businesses.

2.0 WHAT DOES THIS MEAN FOR SHEFFIELD PEOPLE

2.1 District and local centres are vital to the attractiveness and success of housing areas and are a key component in why people choose to live or work in an area. They are important hubs for the neighbourhoods they serve, providing facilities and services for everyday needs as well as opportunities for employment

2.2 The Scheme is an important element of the Successful Centres Programme that will help to achieve the Council's vision that all centres will be a source of pride for local people and contribute to their sense of belonging in an area. Local people and businesses will be able to get involved in improving and looking after their centres.

2.3 The Scheme contributes directly to delivering the outcomes of the following Strategic Core objectives:

- **Great Places to Live:** This outcome relates to the activities and assets that make local neighbourhoods attractive, safe, accessible and vibrant, so that Sheffield people feel happy about where they live. Better Centres will help ensure that new homes are built more quickly to meet local housing needs and aspirations, and that empty properties are brought back into use.
- **Competitive City:** This outcome area is reflected by the work we do to grow the local economy with more jobs and businesses (and make the city more successful). The improvements proposed by this Scheme will help Spital Hill to be seen as a good place to do business with an attractive shopping area where investors choose to invest in land and premises. Increased confidence in the area will also help encourage new housing development on adjacent vacant sites.
- **Business Friendly:** The Council is committed to support for and partnership with local businesses to maximise employment and growth through listening and responding. Through the Scheme we will be able improve the image of Spital Hill and encourage and boost confidence in the area with a view to promoting viable and sustainable business. We will also be working with traders to look at other non-financial types of business support through the Enterprise Team.

3.0 OUTCOME AND SUSTAINABILITY

3.1 The scheme will deliver improvements to the front elevations of existing independent businesses which will create an attractive centre that people are proud of and encourage further investment by the existing businesses themselves.

3.2 Assisting with improving the appearance and environment within the centre will also help attract new and expanding businesses. More businesses will attract more money to local economy, fill up the empty vacant units, increase local satisfaction with the range and variety of shopping on offer and ultimately attract more investment.

3.3 There is a clear link between the attractiveness of Centres and the value and desirability of new homes- the vitality of the centre is often a reflection of the vitality of the adjacent housing market. Therefore vacant housing sites surrounding the centre could potentially become a more attractive investment

3.4 This scheme forms part of a larger framework of regeneration being carried out in the area by several departments across the Council, which includes:

- Public Realm improvements: funded through Tesco section 106 obligations
- Improvements to Ellesmere Green: funded by Local Growth Fund
- Public Art: funded through Tesco section 106 obligations
- Community Buildings: Community Investment Plan (Corporate asset rationalisation)
- Lyon Works: funded through Local Growth Fund Stuck Sites Programme.
- Walk Boost: funded through Local Sustainable Transport Fund
- Locality Management Work: Local members have a ward pot of £18,000

4.0 PROPOSALS IN DETAIL

4.1 Back ground

4.1.1 The Thriving District Local Centres Strategy was produced in 2011 and identified key themes and priorities to support and develop a network of successful Centres across the city, based on extensive city wide consultation with local residents and business about what needed to change in their area.

4.1.2 Through this strategy the Council is showing strong city leadership, using modest funds as a catalyst to stimulate private sector investment in Centres, and bringing together untapped resources in local partners such as traders and voluntary organisations to improve the areas in which they live and work.

4.1.3 In 2012, a business case was approved using funding from the Local Growth Fund to fund a Successful Centres Programme and Spital Hill was one of 5 centres identified for intervention. The business case for Spital Hill

included the delivery of a shop front improvement scheme in Spital Hill as part of a range on initiatives to help revitalise the centre.

- 4.1.4 Consultation on the proposed scheme has taken place with local stakeholders, local ward members, and independent traders initially in Spring 2012. This was carried out in the form of information letters, member briefings and public meetings. The scheme proved to be very popular with the majority of shop owners expressing an interest.

4.2 Spital Hill Shop Front Improvement Scheme

- 4.2.1 The aim of the Scheme is to improve the image of the area, creating conditions that will attract future investment and boost trader confidence.

The proposed Scheme will :-

- Improve the front elevations of the shops,
- Improve the street scene,
- Consolidate the other public sector investment in the area:
- Increase confidence in the area and encourage other private investment increasing potential job opportunities

- 4.2.2 To be eligible for inclusion in the Scheme, and in line with the policy previously approved for the Darnall Shop Front Improvement Scheme, the properties must be either occupied by an independent Trader operating from that property, or be vacant , the appearance of which is detrimental to the Street Scene and located within the Scheme designated area. The details of the Scheme criteria and eligibility, including the designated area, are detailed in the policy set out in the appendix to the report.

- 4.2.3 In order for the scheme to be successful, the majority of Independent owners (90%) need to participate so that a sufficient impact can be made on the street scene. In the current economic climate and the decline of Spital Hill Centre, owners will find it difficult to make substantial payments to fund the whole costs of shop front improvements. It is proposed that 100% assistance be granted to meet the costs up to the basic level of improvements.

- 4.2.4 To encourage participation, we are involving traders in the development of the scheme through regular focus group meetings which have been developed over the last 12 months. This work has created a lasting legacy in the area, where the traders alongside local community organisations can work together to help themselves through carrying out small scale social initiatives to help increase footfall and trade.

- 4.2.5 In addition to the capital works being delivered, an engagement package with independent traders has been developed based on successful models from other District Centre projects across the city. This package of support has been delivered over the last 12 months which includes:

- Promoting a clean and safe environment. Creating a sense of pride for the local high street through clean up days and Love Where You Live campaign with local businesses acting as champions.
- Regular focus groups with local businesses and community organisations
- Support, training and mentoring for existing and new independent businesses.

4.2.6

The improvement works are to be limited to the front elevations and gables only. Whilst they will be tailored to the needs of each particular property and agreed with the shop owner, the scope of work will be limited to external improvements, which will include:

- Repointing
- Repair of architectural features
- Brick cleaning
- Other Elevation Treatment
- New signage
- Painting existing timber
- Painting of wastepipes.

- 4.2.7 The Council's Capital Delivery Service have been commissioned to manage the contract and the properties in the scheme will be grouped into phases which will ensure that works are carried out as efficiently as possible and enable the greatest impact

4.3 Financial Implications

- 4.3.1 Funding for the Scheme from the Local Growth Fund has been secured as part of the Successful Centres Programme The total funding available is £300,000.

This is to cover delivery of the project and also any professional and project management fees. The estimated fees are around 10% of the project at £30,000, with the remaining £270,000 on actual project delivery.

- 4.3.2 It is proposed that 100% assistance be granted to meet the costs up to a maximum of £4,500 per property for the basic level of improvements and to encourage full participation into the scheme to achieve maximum impact. Initial feasibility work has indicated that works are achievable within this limit
- 4.3.3 The scheme will be developed, procured and managed by Sheffield Council as one contract in order to ensure quality, consistency and take advantage of any economies of scale. Where possible, and in consultation with the Principle Quantity Surveyor, Director of Commercial Services, Director of Legal and Governance and the Director for Finance, a local contractor will be procured to carry out the works.

- 4.3.4 On completion of works to each property, the Successful Centres Team, Capital Delivery Service and the Clerk of Works will sign off the works. Further information will be detailed within the Procurement strategy which is currently being developed.

4.4 Legal Implications

- 4.4.1 The Localism Act 2011 provides local authorities with a “general power of competence” which enables them to do anything that an individual can do as long as the proposed action is not specifically prohibited.
- 4.4.2 A purpose of the Act is to enable local authorities to work in innovative ways to develop services that meet local need.
- 4.4.3 The proposed Scheme falls within the general power of competence. In addition, there is no specific statutory prohibition, preventing the Council from implementing the proposed Scheme. The Council therefore is empowered to produce, implement and administer the Scheme as detailed in this report and set out in the appendix .

4.5 Equality Implications

- 4.5.1 Fundamentally this proposal is equality neutral affecting all local people equally regardless of age, sex, race, faith, disability, sexuality, etc. However, it should prove particularly positive for the VCF sector, for financial inclusion and community cohesion. Successful centres across the city are key to developing Great Places to Live, helping to sustain communities, enhancing the competitiveness of the city’s economy and supporting local jobs/businesses. No negative equality impacts have been identified

5.0 Risks

- 5.1 When carrying out works to private commercial properties there may be a possibility of claims being submitted arising from damage caused by contractors. The contractor will be expected to keep detailed photographic records of the condition of the properties before works commence, reducing the risk of successful claims. Damage due to contractor negligence will be met by the Contractor
- 5.2 Consideration will also need to be given to the length of the defect period, given the superficial (facelift) nature of the works. The Council’s Capital Delivery Service who will manage the contract will implement a 6 month defect period which is relevant to the works being carried out.

6.0 ALTERNATIVE OPTIONS CONSIDERED

- 6.1 Do nothing – This would mean leaving any improvement to the Market. However, the current economic climate is not conducive to this, as there

is already widespread market failure and there is strong risk of Spital Hill District Centre falling into further decline.

- 6.2 As proposed –the Scheme aims to deliver a project that will deliver the agreed objectives for Spital Hill District Centre outlined in the Successful Centres Strategy to improve the viability, use and appearance of the centre.
- 6.3 Another option is a scheme providing loans to owners to carry out the shop front improvements. - In order for the scheme to be successful, the majority of independent traders need to participate so that a sufficient impact can be made on the street scene. In the current economic climate, owners will find it difficult to make substantial payments to fund the whole costs of shop front improvements.

7.0 REASONS FOR RECOMMENDATIONS

- 7.1 The Successful Centres strategy approved by the North East Community Assembly in 2012 identified the importance of improving the appearance of the streetscape and public realm within the Spital Hill district centre as well as improving Ellesmere Green as two of the top priorities for the community.
- 7.2 The proposed scheme will support independent traders, and help to boost the confidence and image of the centre, increase footfall to improve the local economy.

8.0 RECOMMENDATIONS

- That the proposed Shop Front Improvement Scheme detailed in this report and set out in the appendix to this report be approved
- That the Head of Commercial Services be authorised to finalise the procurement processes, evaluate tenders and select the contractor to deliver the works under the above scheme, in accordance with Council procedures
- That the Director of Commercial Services, in consultation with the Director of Legal And Governance and the Director for Finance be authorised to negotiate and agree the terms of appointment with the Contractor selected to deliver the works for the above scheme.

Author: Elaine Feeney
Job Title: Project Officer
Date

Shop Front Improvement Scheme Policy

1. Introduction

- 1.1 The Shop Front Improvement Scheme (the Scheme) forms a part of a programme of activities that will deliver the already approved Successful Centres Strategy (previously known as Thriving District and Local Centres) improving the viability, use and appearance of our neighbourhood centres to establish a successful and thriving network of centres across the city .
- 1.2 The primary objectives for the wider programme include:
- Attracting more private sector investment in neighbourhood Centres, particularly those with sites available for housing development or significant numbers of empties
 - Improving the economic health of Centres
 - Improving the quality of life and place within the Centres
- 1.3 A network of successful centres across the city is a key part of developing Great Places to Live, helping to sustain communities, enhancing the competitiveness of the city's economy and supporting local jobs/businesses.
- 1.4 The aim of the Scheme is to improve the image of the Designated Area, creating conditions that will attract future investment and boost trader confidence. This scheme will :-
- Improve the front elevations of the shops,
 - Improve the street scene,
 - Consolidate the other public sector investment in the area:
 - Increase confidence and encourage other private investment increasing potential job opportunities

2. Circumstances and Eligibility

- 2.1 The Council will only consider an Application for a Shop Front Improvement Assistance (Assistance) in respect of a Property where it is satisfied:-
- The Property is a Shop
 - The Shop is located in the in the Designated Area
 - The external condition of the Shop is detrimental to the street scene image.
 - That Assistance has not previously been provided in respect of the Shop”.
 - The applicant is a Trader operating from the Shop and has completed a Scheme Consent Form
 - The Applicant has an Owners Interest in the Shop

- Everyone with an Owners Interest in the Shop has completed a Scheme Consent Form
 - The Shop is not part of a national or international chain of shops. Where the Shop is a franchise of a national or international chain of shops, it will be treated as being part of a national or international chain of shops.
 - Once the Works are completed the occupation of the property will be sustainable.
 - The Applicant does not have an Outstanding Debt to the Council
- 2.2 The purpose for which Assistance may be approved is:
- To fund works to improve the appearance of the entire elevation of which the shop front forms a part.
- 2.3 The Council may only approve Assistance where:-
- It has specified the works to be undertaken (the Works)
 - It is satisfied the Shop will be occupied or capable of occupation and use.
- 2.5 The Council may approve an Application from an Applicant who is not a Trader operating from the Shop where the Shop is vacant and the Council is satisfied that the condition of the Shop is such that improvements would contribute to the aims and objectives of the Scheme.
- 2.6 Within the above criteria for eligibility, priority for awarding Assistance will be determined having regard to:
- the Council's available resources
 - the cost of carrying out the Works
 - the location and proportion of shops wishing to participate in the scheme and the impact to be made.
- 2.7 The Council will adopt a phased approach to the Scheme. In respect of individual phases, Assistance will only be approved within that phase where there is at least an 80% take up of the Scheme within the phase

3. The Assistance

- 3.1 The Assistance will be a maximum of 100% of the cost of the Works. The amount of Assistance will vary according to the extent of the work agreed for each property.
- Any work in addition to or exceeding the Works will be funded directly by the Applicant.
- 3.2 The maximum amount of Assistance that can be paid is £5000 per Shop
- 3.3 Where the Applicant is eligible for Assistance the Council shall decide the amount to be approved. When making this decision regard will be had to the following: -
- the estimated cost of the Works
 - any other relevant circumstances

4. Payment of Assistance

- 4.1 Payment of the Assistance will be made on completion of the Works to the satisfaction of the Council. Payment will be made direct to the contractor procured by the Council carrying out the Works.

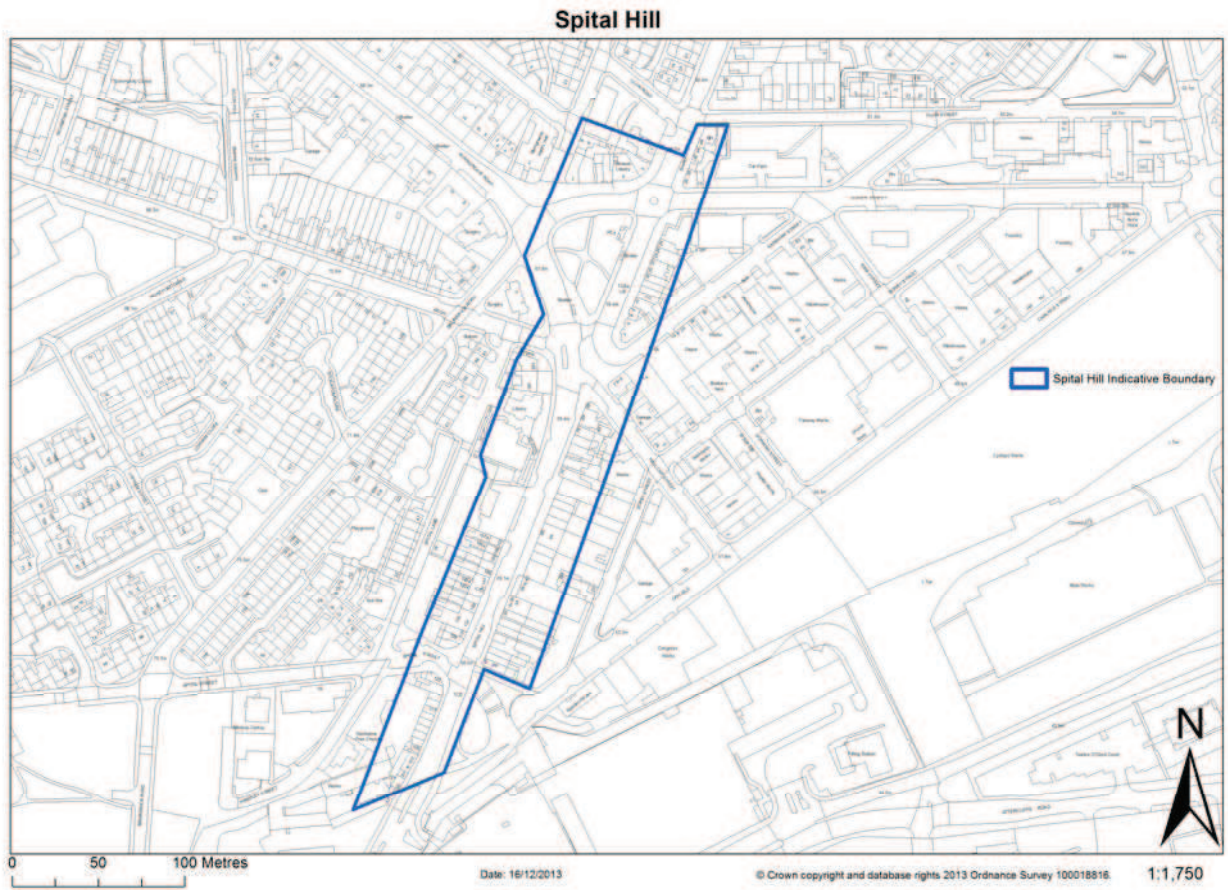
5. Conditions

- 5.1 Assistance may only be provided in respect of a Shop once. Where Assistance has been provided in respect of a Shop any further Applications will not be approved
- 5.2 Following completion of the works, The Applicant shall maintain the improvements to the Shop arising the Works”.

6. Definitions

- 6.1 This section details specific definitions of certain terms used in the Scheme
- 6.2 “Applicant” means a person who has made an Application
- 6.3 “Application” means an application for Assistance
- 6.4 “Assistance” means assistance provided by the Council under the Scheme.
- 6.5 “Designated Area” means the area shown on the plan and outlined in red, set out in the appendix to this document.
- 6.6 “Owner’s Interest” shall mean in relation to any property:-
- an estate in fee simple absolute in possession, or
 - a term of years absolute.
- 6.7 “Property” means the property which is the subject of the application for Assistance.
- 6.8 “Shop” shall mean a Property within the Designated Area which use is for a business purpose falling within one or more of the descriptions of use under classes A1, A3, A4 and A5 of Part 1 of the Schedule to The Town and Country Planning (Use Classes) Order 1987
- 6.9 “Outstanding Debt to the Council” means any liability of the Applicant which is owed to the Council and is outstanding when the Applicants Application is being considered. However, where the debt relates to arrangements where the liability is being discharged by instalment, for example council tax and business rates, and the Applicant is making payment of those instalments on time and in accordance with those arrangements, the debt will not be treated as an Outstanding Debt to the Council. Where the Applicant is in breach of those arrangements, resulting in the full debt being payable immediately, the Applicant will be treated as having a Debt Outstanding to the Council.

7. Spital Hill Shop Frontage Improvement Scheme – Boundary Line





SHEFFIELD CITY COUNCIL Cabinet Report

Report of: Richard Webb – Executive Director of Communities

Date: 15th January 2014

Subject: Drug & Alcohol Community Treatment Commissioning & Procurement Plan

Author of Report: Jo Daykin-Goodall, 0114 273 6851

Summary: This report sets out the work undertaken by the Sheffield Drug & Alcohol Co-ordination Team to develop a commissioning & procurement plan for publicly funded community drug and alcohol treatment in Sheffield.

This report includes the proposed services which DACT believes will meet local need in Sheffield and will improve performance against national indicators which generate investment into the city (Public Health Grant and Health Premium). The proposal is to commission three 'end to end' services for: Opiates, Non Opiates and Alcohol, in order to offer integrated treatment journeys from initial identification of substance misuse to recovery support on completion of treatment. Services will be commissioned in line with local need, clinical guidelines, national strategic guidelines and performance indicators. Commissioning will streamline provision, achieving cost savings and will offer value for public money.

This report proposes that the planned re-tender commences in February 2014.

Reasons for Recommendations:

The proposals in this report are based on a robust commissioning process. There is an annual process of detailed analysis of local need and trends carried out to inform local commissioning. There is proactive quarterly performance monitoring on currently commissioned services which has been used to identify good practice and shortcomings within the current model and provision. There is reference to national strategy, performance indicators, funding models and national clinical and good practice guidelines moderated against local need and demand. These processes have informed the development of the commissioning and procurement plan and the associated service specifications.

There has been further reference to the investment that successful drug treatment completions bring to the city in the form of the Public Health Grant and the expected Health Premium. There is a need to commission effectively and resource sufficiently in order to secure the outcomes required to maximise the investment and potential gains through the Health Premium. This is balanced against

the financial pressures experienced by Sheffield City Council and the need to spread any investment across a range of public health outcomes.

The commissioning & procurement plan recommends cost savings of £1.2m across 3 years as achievable without negative impact on service users, communities and performance. This approach achieves the majority of savings through integration of services. Further savings are achieved through the expected 10% per annum successful exits from opiates services which will reduce overall demand on treatment as these cohorts are not being replaced by new initiates. There may be a future need to redirect volumes of care to non-opiates services and this will be carefully monitored and adjusted during the contract terms.

This report follows 6 months internal consultation within Sheffield City Council on the outline commissioning and procurement plan which set out the proposed type and volume of treatment to be commissioned and the associated costs and savings from the commissioning model. A further 8 week Public and Stakeholder consultation was launched on 4th November 2013 and the outcomes of this will be included as an appendix when this report goes to Cabinet on 15th January 2014.

Commissioning and Finance within Communities Portfolio, Commercial Services, and the Director of Public Health have been key stakeholders in the development of this plan.

Recommendations:

Members are asked to:

- Note and approve the Sheffield Drug & Alcohol Community Treatment Commissioning & Procurement Plan, including the model of 'end to end' services and the associated cost savings as outlined in this report.
- Agree delegated approval to the Director of Commissioning, in consultation with the Cabinet Members for Health, Care and Independent Living and Homes and Neighbourhoods and Director of Commercial Services to approve the Procurement Strategy for the tenders for each service.
- Delegate approval to the Director of Commissioning and Director of Commercial Services in consultation with the Director of Legal and Governance to agree contract terms and approve a contract award following the tender process.
- Delegate to the Director of Commissioning (Communities) in consultation with the Cabinet members for Health, Care and Independent Living and Homes and Neighbourhoods the ability to take such steps as he thinks appropriate to achieve the outcomes outlined in this report.

Background Papers: Needs Assessment (Drugs), Government Alcohol Strategy (2012), Government Drug Strategy (2010)

Category of Report: OPEN (Appendix 1 **closed** under Paragraph 3 of schedule 12A – information relating to the financial and business affairs of any particular person and pp47-51 of Appendix 6 **closed** with reference to Paragraph 1 of Schedule 12A – Information relating to any individual)

Statutory and Council Policy Checklist

Financial Implications
YES Cleared by: Liz Orme
Legal Implications
YES Cleared by: David Hollis
Equality of Opportunity Implications
YES Cleared by: Phillip Reid
Tackling Health Inequalities Implications
YES
Human rights Implications
YES
Environmental and Sustainability implications
NO
Economic impact
NO
Community safety implications
YES
Human resources implications
NO (provider –provider TUPE)
Property implications
NO
Area(s) affected
Health & Wellbeing, Community Safety, Public Health
Relevant Cabinet Portfolio Leader
Councillor Mary Lea, Cabinet Member for Health, Care and Independent Living Councillor Harry Harpham, Cabinet Member for Homes and Neighbourhoods
Relevant Scrutiny Committee if decision called in
-
Is the item a matter which is reserved for approval by the City Council?
YES
Press release
NO

REPORT TITLE

1.0 SUMMARY

- 1.1 This report sets out the work undertaken by the Sheffield Drug & Alcohol Co-ordination Team to develop a commissioning & procurement plan for publicly funded community drug and alcohol treatment in Sheffield.

This report includes the proposed services which DACT recommends are commissioned and procured to meet local need in Sheffield and improve performance against key national indicators which drive investment in the city (Public Health Grant/Health Premium).

The proposal is to commission three 'end to end' services for: Opiates, Non Opiates and Alcohol, in order to offer integrated treatment journeys from initial identification of substance misuse to recovery support on completion of treatment. Services will be commissioned in line with local need, clinical guidelines, national strategic guidelines and performance indicators. Commissioning will streamline provision, achieving cost savings and will offer value for public money.

- 1.2 This report proposes that the planned re-tender commences in February 2014.

2.0 WHAT DOES THIS MEAN FOR SHEFFIELD PEOPLE

- 2.1 The commissioning model creates three "end to end" services for: Opiates, Non Opiates and Alcohol. This will mean that Sheffield residents with substance misuse problems have all their needs met within a single service specific to their substance of misuse with no need to transfer when they require higher or lower intensity interventions. It is intended that that this will create better ease of access, avoid disengagement and enable individuals to progress through to recovery.
- 2.2 The commissioning model has been based on data, intelligence and service user feedback (for example many alcohol users state that they do not wish to be treated alongside drug users). This commissioning model is therefore responsive to how local people wish to use substance misuse services as well as local need and demand for services.

The Opiates Service will be the largest service reflecting current need and demand; opiate users are the dominant group requiring and requesting drug treatment. Heroin users generally require long term treatment as this form of addiction is considered particularly damaging to social capital. Professor Strang writes that, "heroin users are the largest single group in treatment and use an especially tenacious, habit forming drug in the most dangerous ways¹"; this is as true in Sheffield as it is nationally. The median treatment journey for heroin from first time in treatment to one or more years of abstinence is 9 years over three or four treatment episodes (*Medications in Recovery*, 2012, p27). Heroin users therefore require a service offer which can support continuous engagement and recovery progress over time. Opiate users who began using heroin in the "epidemic" of the 1990s are now ageing (the average age of opiate users in treatment is 40) and are not being replaced by new users; this is good news. However, the task of providing services to meet the recovery need of this cohort will continue for the medium term.

¹ National Treatment Agency, 2012, Medications in Recovery, NHS

Non opiates are a growth area nationally for drug misuse but non opiate users are under-represented in Sheffield service currently; therefore a discrete service has been designed for these predominantly younger users tailored to their specific need. These individuals may not consider that they have a substance misuse problem and may consider their use to be “recreational”, even when it is causing anti-social behaviour, health harms, problems with social functioning including education and worklessness or causing offending behaviour. This group therefore require a particular offer, including assertive interventions to identify illicit use and motivational interventions to encourage them to address this use. These predominantly younger individuals do not identify as individuals with substance misuse problems and therefore are particularly unlikely to want to be treated alongside those with long term, entrenched use. This non opiates offer rebalances drug treatment so that the needs of older opiate users who require longer treatment journeys are met, as are the need of younger non-opiate users. Those core cities that are performing best against national indicators (Public Health Outcomes Framework) tend to have a focused tailored offer for non-opiate users. Treating non-opiate use provides “quick wins” with shorter and less costly treatment journeys in high volumes.

Alcohol use is an important aspect of the night-time economy for Sheffield but for some people is a significant issue for health and community safety. Sheffield fortunately performs well on the harms caused by alcohol use compared to other cities according to Local Alcohol Profiles for England (LAPE)² however Public Health England estimate that alcohol costs the Sheffield economy £205m pa and costs the NHS in Sheffield £38m. Alcohol use in Sheffield is on a spectrum, with many residents choosing total abstinence or drinking within sensible guidelines. Other individuals are drinking in a way which risks their health or safety, including binge drinking above safer guidelines set by the Department of Health. These individuals can be given a screening assessment and brief interventions and advice to bring their alcohol use back into safer levels (often termed ‘IBA’ or ‘identification and brief advice’. Some individuals are not physically dependent on alcohol but require intensive interventions to change their drinking behaviour. Some individuals in Sheffield are drinking dependently and require medical interventions in order to safely reduce or stop drinking. Through this commissioning and procurement plan, services will be commissioned for Sheffield people who are drinking above safer guidelines. Sheffield residents will be offered stepped interventions at the lowest intensity to meet their needs.

Over the counter (OTC) and prescription drug users are a group who require particular support to both identify that their use is problematic, and then to address their use. These individuals are often unintentionally addicted to substances and may be embarrassed to seek help. The needs of these individuals will be addressed within the Opiates service because these individuals require a medical intervention and the predominant substances are opiate (usually codeine) based medications. However, bespoke clinics including satellite support into GP practice will be used to avoid stigma for these individuals in seeking and benefitting from the service commissioned.

All commissioned services will promote independence, support individuals to improve their health and well-being and reduce dependence on services by supporting social recovery capital. This will include the use of self-help, self-care and recovery coaching to encourage use of the city’s free recovery assets in their broadest sense including libraries, parks, woodland and countryside, museums and galleries and public spaces. Alcoholics Anonymous (AA) and Narcotics Anonymous (NA) core texts have already been provided to the city’s libraries to borrow or for reference and quiet reflection within the library setting. Peer mentoring and recovery support from volunteers will be encouraged within these offers.

This means that Sheffield people will get the help and support they need and feel is right for them, in line with the Sheffield Health & Wellbeing Strategy.

² due to be updated in February 2014

3.0 OUTCOME AND SUSTAINABILITY

- 3.1 This report recommends £4.6m investment in drug and alcohol treatment services, reducing to £3.9m by Year 3. There is an additional £800,000 in variable costs which underpin these services including medical waste collection, urine tests, needle exchange paraphernalia, hepatitis vaccinations and blood tests; these services will be procured separately to maximise cost savings.

This expenditure is significant, but it should be remembered that drug treatment attracted £10m in funding to Sheffield in 2013/14 through the Public Health Grant. The Health Premium, the variable element of the Public Health Grant paid against a range of Public Health Outcome Framework indicators, is also expected to be based partially on drug treatment outcomes and will attract further investment in the city.

- 3.2 Public Health England, in their “Why Invest?” presentation, estimates that a typical heroin user spends £1,400 *per month* on drugs. This is predominantly resourced through criminal activity. By way of contrast, it is proposed that Sheffield invests circa £2,000 *per year*, per individual in effective treatment.

The purpose of investment in drug and alcohol treatment is to enable individuals to achieve sustained recovery. Around 250 individuals in Sheffield leave treatment drug free each year out of a treatment population of around 2,500. It is estimated after leaving treatment drug free 20-80% of heroin users are likely to be in remission³ after 3-5years. It is further estimated that, among survivors, 40% of heroin users eventually attain stable remission (over one to two decades)⁴.

Those who do not successfully leave treatment continue to be assessed monthly, as a minimum, for benefit and for progress against recovery goals for example ceasing injecting, making reliable improvements in their use of heroin, improvements in physical and psychological health and reduced offending. This is measured on the Treatment Outcome Profile (TOP) which is reported nationally.

This information is about heroin use because this has dominated national strategy as being most costly to the health economy and criminal justice system. There is not similar reliable information and data on non-opiate/“recreational drug use”.

The annual cost of alcohol related harm to the health economy in England is estimated at £3.5bn and £11bn to crime in England (PHE, 2013, Why Invest?)

4.0 MAIN BODY OF THE REPORT

4.1 Proposed Service Re-design

This report sets out the planned commissioned and procurement of community drug and alcohol treatment from 2014.

The proposed plan makes a number of proposed changes to the current service design and

³ NTA (2012) Medications in Recovery, NHS, 6.5.11

⁴ Ibid.

pathways. The key change is the creation of three end-to-end pathways for non-opiate, opiate and alcohol users. This means that a service user will start and finish their treatment journey within a single service receiving all necessary interventions within that service. “End to end” services for different cohorts of drug users will avoid barriers and “hand offs” in the process of seeking help and treatment.

Detailed specifications have been drafted for all the proposed services and these will be consulted upon with relevant stakeholders. A summary of the proposed services is included as an appendix (**Appendix 2**).

Specialist needle exchange and harm reduction (wound care and blood borne virus) services sit as discrete services within the Non Opiates and Opiates contract respectively. The nurse based harm reduction service will offer in-reach clinics into the Specialist Needle Exchange. The Specialist Needle Exchange will be operated within both services for appointment based offers within recovery services with a more visible open access mobile offer. This will complement the pharmacy needle exchange offer within the city.

The Alcohol Service will not be co-located with any drugs service.

Streamlining and integration directs funds away from infrastructure costs (e.g. premises and overheads) towards front line service delivery. This will provide better value for public money.

All proposed services are commissioned based on estimated need using national prevalence estimates, balanced against local data showing patterns of demand. All proposed services to be commissioned comply with the National commissioning and clinical guidance. All proposed services to be commissioned comply with national key performance indicators and data capture requirements and aim to maximise performance against these indicators. A combination of national unit costs and regional benchmarking will be used to set a ‘fair price’ for contracts. National unit costs were developed in 2006 and have not been updated since so are not routinely applied.

Flat rates are paid for premises, overheads and non-clinical pay costs benchmarked to current Sheffield city centre prices. There is additional small investment in alcohol treatment in the city which has been resourced by a commensurate reduction in drug contracts. The cost saving from the opiates contract is derived from the merger of two large prescribing services with separate premises, overheads and senior management structure. The cost saving from the non-opiates contract is derived from the merger of a number of small and medium sized services and realistic assessment of numbers through based on 2013/14 data.

A per capita payment system allows additional activity to be funded at a fair payment if demand increases. This equally enables reduction in capacity to be made in response to changing need and demand during the 3-5 year contract. This will be operationalized through annual adjustment of activity targets and funding, in Q3 of each contract year to take effect in Q1 of the following year. This annual planning arrangement shares risk between purchaser and provider and maximises the retention of the skilled workforce and minimises the impact on the therapeutic relationships between staff and service users.

This procurement plan has been configured in line with Sheffield City Council's cost savings targets, although these are subject to change. This plan creates a £1.2m cost saving over 3 years. Sheffield DACT through redesign of the treatment system will be able to deliver savings

in Year 1 through service redesign without impacting on service quality. Savings in Year 2 have been achieved through a reduction in system capacity and the impact of this will be carefully monitored to ensure this does not result in increased waiting times.

Table 1: Proposed contracts

Current Contracts	Current provider(s)	Change in volumes of care commissioned Yr 1	Expected volumes (new contract)	Proposed contracts to be offered	Procurement Round
Tier 2	CRI (Arundel St Project)	Reduction in needle exchange capacity reflecting 2013/14 usage	400 registered needle exchange 400 Open Access/ Assertive outreach	Contract 1 – Non Opiates Service (Drugs) including Specialist Needle Exchange (Drugs)	Round 1 (Procurement to commence Q4 January 2013/14, contract award and mobilisation Q2 - including TUPE where relevant-contracts begin delivery Q3 2014/15)
Psychosocial Interventions 'PSI' (Drugs) Structured Daycare and Aftercare	Turning Point	Increase in formal PSI	400 PSI		
Carer Support	RDASH	Increase in recovery support.			
GP Deputising, Specialist Pregnancy Clinic & Shared Care Support - Drugs 14 GP Shared Care Contracts Specialist Prescribing Drugs Harm Reduction Service Drugs	PCASS (Guernsey House) SHSC (Fitzwilliam Centre)	No change in assessments Small reduction of 150 primary care prescribing places reflecting 2013/14 usage Increase in PSI provision	800 SPAR assessments 2,450 prescribing including 950 secondary care & 1,500 primary care 900 PSI	Contract 2 – Opiates Services (Drugs)	Round 1 (Procurement to commence Q4 January 2013/14, contract award and mobilisation Q2-including TUPE where relevant - contracts begin delivery Q3 2014/15)
SEAP & Tier 2 – Alcohol Medical Prescribing – Alcohol PSI (Alcohol)	SHSC (Fitzwilliam Centre) Turning Point	Increase of 250 medical places	3,000 SEAP 1,000 prescribing 500 PSI		

4.2 Legal

Under s2B of the National Health Service Act 2006 each local authority must take such steps as it considers appropriate for improving the health of the people in its area. This can be achieved by:

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

As Part B Services above the relevant threshold the contract procurement will be under the Public Contracts Regulations 2006 and covered by EU Treaty obligations of transparency. This will require an open and fair procedure to be adopted. Compliance with the Council's Contracts Standing Orders should achieve the required legal obligations.

This report has further legal implications in that these are contractual arrangements. The commissioning and procurement plan requires contracts to be extended in order that there is seamless transition between current and proposed contracts e.g. GP Shared Care contracts end on 31st March 2014 but will be extended until 30th September 2014 and then included in the new Opiates contract from 1st October 2014.

The current form of contract does not require notice to be given, but good practice of providing notice at the start of a planned procurement is observed wherever possible to ensure preparedness for transfer of patients and patient information. If notice were served on 1st April 2014 this would provide 6 months' notice to drug contractors and 9 months' notice to alcohol contractors.

A new form of contract will be developed for these contracts, based on the Sheffield City Council contract and on the non-mandatory public health contract. This has already been prepared by Legal Services for domestic abuse and requires minor amendment of schedules to be fit for purpose for drug and alcohol services.

Three new contracts would be entered into and 22 contracts terminated under this arrangement as described in **Table 1** (above).

It is proposed that contracts are entered into for 3-5 years with a break clause at year 3. This allows sufficient time for contracts to "bed in" and begin performing. This length of contract term also allows sufficient time for a planned retender following the 3 year term. The 2 year extension to be granted only subject to satisfactory performance.

4.3 Financial

The current contracts are predominantly funded through the Public Health Grant which is a variable government grant to the Local Authority. There are some additional funds from Sheffield City Council and Probation within the current contracts. It is anticipated that in future contracts will be entirely funded through the Public Health Grant as external funding reduces.

The proposed Commissioning and Procurement Plan aims to secure £1.2m savings over 3 years 2014/15-2016/17 on current contract values as set out in **Appendix 1**.

There are further possible savings to be secured through re-specification and procurement of supplies contracts such as medical waste, urine testing and needle exchange paraphernalia. This will further be explored in 2014/15 with Commercial Services.

The proposed contracts are costed on a per capita basis wherever possible as this allows flexibility to increase, reduce or move volumes of care according to need and demand. For example, opiate use is declining and as individuals leave treatment successfully without re-presentation they are not being replaced by new entrants. This is a success story for drug treatment and means as purchaser Sheffield City Council will be able to release the value in these contracts over the 3-5 year period. However, some of this released value (at a lesser cost) may need to be moved into the Non Opiates contract as this area is likely to see increased demand. The volume adjustment will be a joint planned process with the provider based on forecasting at the mid-year and Q3 review and will be implemented in Q1 of the following year. This allows a degree of "risk sharing" with providers and planning to maximise the retention of skilled staff and minimise the impact on service users.

Commercial

A Procurement Strategy is being prepared by Commercial Services to support the proposed Commissioning & Procurement Plan.

The procurement route for all contracts will be open competitive tender.

Contracts in excess of £500,000 must be under the Council's seal (Sheffield City Council Contract Standing Orders) and this applies to all three contracts to be let through this commissioning and procurement plan.

The end dates of current contracts create two clear 'Rounds' staggered across the financial years 2013/14 and 2014/15. It is proposed to tender drugs services in Round 1 and the alcohol service in Round 2.

5.0 ALTERNATIVE OPTIONS CONSIDERED

- 5.1 The "Do nothing" option of re-tendering all current services using the same model and specifications was considered as part of this process. This option was rejected because the current system was only ever an interim position in the total reconfiguration of the treatment system which commenced in 2009. Option 1 does not address the current problems in the system of non-value adding steps, hand offs and unnecessary transfers for clients to receive support. It does not address current performance issues of a plateau in treatment exits. It does not rebalance the treatment system towards non opiates. It does not achieve the required cost savings.
- 5.2 Combine drug and alcohol services together into single services. This option was rejected because it does not meet the current expressed preferences of alcohol service users to be treated separate from drug users. It does not ensure a differentiated offer or distinct culture of service for non-opiate users as a minority group within drug and alcohol treatment services. This will be retained as an option in future procurements as the treatment population changes and is less dominated by opiate use (assuming the current trend continues and 10% of the opiate using population leave treatment successfully and do not return).

6.0 REASONS FOR RECOMMENDATIONS

6.1 The proposals in this report are based on a robust commissioning process. There is an annual process of detailed analysis of local need and trends carried out to inform local commissioning. There is proactive quarterly performance monitoring on currently commissioned services which has been used to identify good practice and shortcomings within the current model and provision. There is reference to national strategy, performance indicators, funding models and national clinical and good practice guidelines moderated against local need and demand. These processes have informed the development of the commissioning and procurement plan and the associated service specifications.

There has been further reference to the investment that successful drug treatment completions bring to the city in the form of the Public Health Grant and the expected Health Premium. There is a need to commission effectively and resource sufficiently in order to secure the outcomes required to maximise the investment and potential gains through the Health Premium. This is balanced against the financial pressures experienced by Sheffield City Council and the need to spread any investment across a range of public health outcomes. The commissioning & procurement plan recommends cost savings of £1.2m across 3 years as achievable without negative impact on service users, communities and performance.

6.2 This report follows 6 months internal consultation within Sheffield City Council on the outline commissioning and procurement plan which set out the proposed type and volume of treatment to be commissioned and the associated costs and savings from the commissioning model. A further 8 week Public and Stakeholder consultation was launched on 4th November 2013 and the outcomes of this will be included as an **Appendix**.

6.3 Commissioning and Finance within Communities Portfolio, Commercial Services, and the Director of Public Health have been key stakeholders in the development of this plan.

7.0 REASONS FOR EXEMPTION

7.1 Not applicable

8.0 RECOMMENDATIONS

8.1 Members are asked to:

- Note and approve the Sheffield Drug & Alcohol Community Treatment Commissioning & Procurement Plan, including the model of 'end to end' services and the associated cost savings as outlined in this report.
- Agree delegated approval to the Director of Commissioning, in consultation with the Cabinet Members for Health, Care and Independent Living and Homes and Neighbourhoods and Director of Commercial Services to approve the Procurement Strategy for the tenders for each service.
- Delegate approval to the Director of Commissioning and Director of Commercial Services in consultation with the Director of Legal and Governance to agree contract terms and approve a contract award following the tender process.
- Delegate to the Director of Commissioning (Communities) in consultation with the Cabinet members for Health, Care and Independent Living and Homes and Neighbourhoods the ability to take such steps as he thinks appropriate to achieve the outcomes outlined in this report.

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

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Appendix 2 – Proposed Services Summary

Detailed service specifications have been prepared in draft for all services and will be consulted upon with relevant stakeholders including partnership organisations. These summaries are provided to give a brief overview of the types of interventions which will be delivered.

CONTRACT 1: NON-OPIATES SERVICE – DRUGS

- **Part A** – Specialist needle exchange (DRUGS)
- **Part B** – Open access (Non-opiates)
- **Part C** – Targeted/Assertive Outreach (DRUGS)
- **Part D** - Formal Psychosocial Interventions (Non-opiates)
- **Part E** – Post Treatment Recovery Support/'Aftercare' (Non-opiates)
- **Part F** – Universal prevention/ education (DRUGS)
- **Part G** – Learning Schemes (DRUGS)

Part A – STATIC and MOBILE and EMBEDDED Specialist Needle Exchange:

The service will provide a *separately located* specialist needle exchange.

The service will provide clean injecting and other drug use paraphernalia in line with current law and protocols agreed with South Yorkshire Police.

The service will collect and safely dispose of used paraphernalia with a high number of returns to reduce needle waste problems in the city.

The service will provide overdose prevention and safer injecting advice to reduce harm.

This service will be offered on a static and mobile basis (van and bicycles). Specialist static and mobile exchange will be supplemented by a weekly offer of embedded advisory drug workers within the busiest city centre pharmacy needle exchanges.

Professional advice and training to pharmacy needle exchange will be provided as part of this service.

This service will manage needle exchange orders and stock on behalf of city non-specialist needle exchange, as well as managing its own stock.

The service will provide non clinical harm reduction advice to all drug users and brief motivational interventions to support them to engage with formal structured treatment. Medical community harm reductions commissioned through Contract 2 will in-reach into this service.

The provider will be given a target to achieve a minimum 30% modality start in formal structured treatment (Opiates or Non Opiates service).

Per capita payments will be made for each service user registered with the service. Registration with the service means that service users in regular contact with the service will receive an initial assessment, care plan including recovery goals and will provide personal data to identify them as unique individuals; this will reduce the risk of duplication of effort and dual funding for unique individuals.

Part B – Open Access

The Service will provide access without an appointment to non-opiate users for a screening assessment of drug use including AUDIT (Alcohol Use Disorders Identification Tool), initially at AUDIT C level of brief 5 questions, and if a need is identified, full AUDIT, brief advice, motivational interviewing to engage in treatment and escorted formal handover to treatment services.

Part C – Targeted/Assertive Outreach and Satellites

The Service will focus on identifying and screening cohorts of non-opiate users out in the community e.g. 18-30, steroid users, cannabis users, khat users, club drug users, New Psychoactive Substance (NPS) Users, sex workers, stimulants users.

As a minimum, the service will provide a screening assessment of drug use, brief advice, motivational interviewing to engage in treatment and escorted formal handover to treatment services to these targeted cohorts will be provided on an outreach basis. Per capita payments will be made for each service user registered with the service.

Targeted outreach must be offered on a satellite co-located community/partnership settings e.g. safer neighbourhoods, housing offices.

Part D - Psychosocial Interventions (Non opiates)

This service will provide up to 12 week packages of group and one to one interventions at different levels of intensity/complexity for non-opiate users. Briefer packages e.g. 4-6 weeks can be provided as part of this offer ONLY where these will result in drug free completions with no re-presentation within 6 months.

Part E – Recovery Support/’Aftercare’

The purpose of this service strand is to consolidate the gains from treatment and avoid re-presentation within 6 months in order to meet Public Health Outcome Framework indicator (2.15ii). The provider must provide up to 6 months of post treatment recovery support for each individual leaving treatment with a successful exit (‘treatment complete – drug free’ or ‘treatment complete - occasional user’).

This offer must commence with detailed preparation for discharge and recovery planning in the last 4-8 weeks of treatment (4 weeks for psychosocial and 8 weeks for pharmacological modalities).

This offer will include Recovery Check Ups to provide focused support to sustain abstinence and recovery goals on leaving treatment.

This offer must include facilitating participation with mutual aid, peer support and recovery offers in the city and must include assertive offers of accompanied first attendance.

This offer must include facilitating participation with the wider Sheffield offer including use of city centre, community and neighbourhood facilities and broader offers aimed at increasing recovery capital particularly employment, training and education offers including volunteering.

The Personal Recovery Budget element of the Non- Opiates Service directly impacts on the national target of no re-presentation within 6 months of treatment exit and is designed specifically to support this target. Performance against this target will support the city to benefit from the 'Health Premium' incentive from Public Health England.

Part F - Universal Prevention/Education

The Service will focus on a universal offer of supported roll out of a simple drug screening tool for use in generic settings and information about how to refer into treatment (Sheffield Treatment Pathways). Supported roll out will include induction into use of the tool, supported implementation for up to 2 weeks, monitoring of screening and activity levels by the setting and formal feedback after six weeks; if screening is not established in the setting up to a further 4 weeks support will be offered.

Part G - Learning Schemes

The Service will offer a number of learning schemes including **Peer Mentor**, **Expert Patient** and the Service User and Carer **Ambassador** and **preparation for employment schemes** will be integrated within this contract as part of the broad PSI and recovery support offer.

***ENDS ***

Appendix 2 – Proposed Services Summary continued.....

CONTRACT 2: OPIATES SERVICE – DRUGS

- **Part A** - (SPAR) 'Single Point' of assessment and referral to drug treatment (Opiates)
- **Part B** - Pharmacological Interventions (Opiates)
- **Part C** - Formal Psychosocial Interventions (Opiates)
- **Part D** – Post Treatment Recovery Support/'Aftercare' (Opiates)
- **Part E** - Specialist Harm Reduction Interventions including static Needle Exchange provision and Vulnerable Adults/Dual Diagnosis (DRUGS)

Part A – (SPAR)

The Provider will deliver a Clinical Nurse Specialist led assessment service providing a single point of assessment and referral for professionals to refer opiate users (including over the counter / prescription substance misusers) and for Service Users to access on an open access 'walk in' basis. The Service User will receive at assessment point:

- Full clinical assessment;
- Health care assessment;
- A personalised summary or recommended care;
- Consent sought and Service User details logged on NDTMS
- Biological testing of urine to ascertain substances of misuse;
- Venous blood testing;
- AUDIT C screening (Alcohol Use Disorders Identification Test – 5 questions version – if score is indicative of further need the full AUDIT);
- Referral onward to an internally provided pharmacological treatment intervention or other appropriate treatment intervention (see Clinical Pathway).

The referral onward will be based on assessment using the SPAR eligibility criteria assessment tool which has been devised by the Purchaser along with incumbent treatment providers and allows Service Users to be placed into the most appropriate level of treatment needed based on their need and complexity.

Part B – Pharmacological Interventions

The Provider will deliver a prescribing service to support the recovery of substance misusing individuals who meet the threshold for Primary Care Prescribing Services through the SPAR eligibility threshold tool whose problems are mild to moderate – this pharmacological intervention must be GP led and delivered in an appropriate clinical location.

The Provider will deliver a Secondary Care Specialist Prescribing Service to support the recovery of substance misusing individuals who meet the threshold for Secondary Care Prescribing Services through the Single Point of Assessment and Referral (SPAR) eligibility threshold tool, whose problems are moderate to severe, by providing quality treatment based on substitute prescribing interventions – this pharmacological intervention must be Consultant led.

Part C – Formal Psychosocial Interventions

The Provider will deliver Formal Psychosocial Interventions to assist Service Users in receipt of the above pharmacological interventions through their treatment with an explicit emphasis on recovery. 2007 NICE Guidelines on Drug Misuse: Psychosocial Interventions¹ states the following, ‘a range of psychosocial interventions are effective in the treatment of drug misuse; these include...a range of evidence based psychological interventions, such as cognitive behavioural therapy, for comorbid mental health problems’.

The Provider will also deliver solely formal Psychosocial Interventions to opiate using Service Users for whom a pharmacological intervention is not necessary. Whilst these are likely to be small numbers, this is a group of individuals for whom the Provider must deliver services.

The clinical guidelines also suggest that ‘around 30%’ of people in substitute prescribing may benefit from formal psychosocial interventions and that ALL pharmacological treatments should comprise a psychosocial element whether this be informal through key-working or formal through formally delivered psychosocial interventions. The Provider must ensure that all those appropriate for formal Psychosocial Interventions receive this intervention and volumes have been commissioned to provide formal PSI for 30% of the caseload. The Purchaser will monitor delivery on a quarterly basis for need and demand. Informal interventions can include ITEP² and BTEI³ based interventions delivered in line with best practice guidance from the former National Treatment Agency (now Public Health England). The Provider will assess those Service Users for whom formal Psychosocial Interventions are appropriate and provide these interventions for 30% of the caseload. The Provider will take a stepped care approach to these interventions based on clinical need of either one to one or group evidence based interventions based on cognitive behavioural therapy of clinical psychology.

Part D –Recovery Support/’Aftercare’

The purpose of this service strand is to consolidate the gains from treatment and avoid re-presentation within 6 months in order to meet Public Health Outcome Framework indicator (2.15i). The provider must provide up to 6 months of post treatment recovery support for each individual

¹ National Institute for Health and Clinical Excellence, July 2007, ‘Drug Misuse: Psychosocial Interventions’

² National Treatment Agency, 2008, ‘Routes to Recovery Part 2: The International Treatment Effectiveness Manual – delivering psychosocial interventions’.

³ National Treatment Agency, 2008, Routes to Recovery Part 3: Birmingham Treatment Effectiveness Initiative – a fresh perspective on delivering talking therapies’.

leaving treatment with a successful exit ('treatment complete – drug free' or 'treatment complete - occasional user').

This offer must commence with detailed preparation for discharge and recovery planning in the last 4-8 weeks of treatment (4 weeks for psychosocial and 8 weeks for pharmacological modalities).

This offer will include Recovery Check Ups to provide focused support to sustain abstinence and recovery goals on leaving treatment.

This offer must include facilitating participation with mutual aid, peer support and recovery offers in the city and must include assertive offers of accompanied first attendance.

This offer must include facilitating participation with the wider Sheffield offer including use of city centre, community and neighbourhood facilities and broader offers aimed at increasing recovery capital particularly employment, training and education offers including volunteering.

Part E – Specialist Harm Reduction Interventions including Needle Exchange provision, BBV and venous blood testing and Vulnerable Adults/Dual diagnosis.

The Provider will deliver needle, syringe and drug paraphernalia within clinical appointments in order to ensure that the 'gold standard' of Needle Exchange is met, i.e. that injectors have more than one clean needle for 100% of their injections. Service Users must be asked as part of their monthly clinical appointments if they require clean paraphernalia to use for any planned injecting, and then provided with equipment accordingly. Service Users must also be given the opportunity to return used paraphernalia within these appointments. The provision of this service must be discreet and needs based, and is in place for the safety of the Service Users accessing the Opiates Service. All provision must be in line with NICE Guidance for Needle Exchange published in 2009⁴ (an update of this guidance is under consultation at the time of writing the specification and new guidance is expected in 2014. The Provider must be willing to adapt services based on new guidance when this is published). Equipment must be provided in a discreet manner so as to minimise exposure of individuals not injecting illicit substances whilst accessing pharmacological interventions, to injecting equipment.

The Provider will deliver nurse-led harm reduction interventions including Blood Borne Virus screening and immunisation and nurse led BBV, wound-care and venous care services. Additionally, the nurse-led team will deliver a targeted service focussing on problematic non-engagement and supporting vulnerable adults with substance misuse problems. This service is a resource which the Vulnerable Adults Risk Management Meeting/Vulnerable Adults Panel may call upon in safeguarding vulnerable and socially excluded drug users to provide basic oversight, harm reduction interventions and to meet basic health and social care needs. The Provider will ensure input from RGN, RMN and Social Work disciplines, as appropriate. The Provider must deliver all interventions in line with Sheffield's Blood Borne Virus Strategy updated in 2013.

In addition, the Provider will deliver specialist nurse input for Service Users with a Dual Diagnosis presentation in order to support them to stay in treatment successfully and manage their dual issue presentation.

The Provider will deliver overdose prevention awareness and training among Service Users and staff

ENDS

⁴ National Institute for Clinical Excellence, 2009, 'Needle and Syringe Programmes: Providing people who use drugs with injecting equipment'.

Appendix 2 – Proposed Services Summary continued...

CONTRACT 3: ALCOHOL SERVICE SUMMARY

- **Part A – Single Entry and Assessment Point (SEAP) and Identification and Brief Advice (IBA)**
- **Part B – Pharmacological Interventions**
- **Part C – Formal Psychological Interventions (PSI Alcohol)**
- **Part D – Nurse Support Services (Alcohol)**
- **Part E – Criminal Justice / Enforcement Routes to Alcohol Treatment**
- **Part F – Recovery Support/'Aftercare'**

Part A – Single Entry and Assessment Point (SEAP) and Identification and Brief Advice (IBA)

All individuals requiring interventions for increasing risk, binge or dependent drinking will be routed through SEAP.

As a minimum, all will receive a screening assessment using validated clinical tools AUDIT C, AUDIT PC or full AUDIT⁵ as appropriate. Personalised harm reduction advice will be given to all individuals. Individuals who are also using drugs will be assessed for primary substance of misuse and referred onto drug services where appropriate.

Service Users who, following SEAP assessment require alcohol treatment will be offered medical prescribing interventions or psychosocial interventions as appropriate.

Those not requiring treatment will be offered a follow up review, which may be delivered by telephone, internet/smart phone application or face to face, within 6 weeks, for re-AUDIT and then either discharged if drinking is within safer limits or offered referral to alcohol treatment interventions to alcohol treatment if changes have not been implemented.

Part B – Pharmacological Interventions

This will include community detoxification, prescribing interventions to reduce harm e.g. nutritional prescribing or prescribing to prevent relapse. Prescribing interventions may be Consultant Psychiatrist, GP, Non-medical Prescribing Nurse or Pharmacist led dependent on complexity.

All Service Users receiving prescribing interventions must be seen monthly, as a minimum, for recovery based clinical and key working appointments. All prescribing treatment must include psychosocial components.

Part C – Formal Psychosocial Interventions (PSI Alcohol)

These interventions will either be 3-6 weeks of Extended Brief Interventions or 6-12 weeks of Psychosocial interventions, based on clinical need. Patient placement criteria must be used to provide care at the appropriate level and individuals should not receive both EBI and PSI within the same treatment episode.

⁵ Alcohol Use Disorder Identification Tool.

Part D – Nurse Support Services (Alcohol)

A and E, Hospital Liaison Nurse and GP/Primary Care Liaison Nurses for alcohol will be provided under this contract and will identify individuals in either GP or Hospital settings who may have alcohol misuse problems alongside any other health problems. Individuals will be screened, offered personalised harm reduction advice and offered referral into treatment where appropriate.

These post holders will equip professionals in generic health settings with the tools and skills to identify those with alcohol misuse problems and refer them through SEAP in order that this work becomes 'mainstreamed'.

Part E – Criminal Justice/Enforcement Routes to Alcohol Treatment

This service will provide appropriate interventions to those mandated to attend treatment appointments as part of criminal justice or other enforcement measures e.g. acceptable behaviour contracts, restorative justice arrangements, other civil justice arrangements, Fixed Penalty Notice Waiver, Conditional Caution, Alcohol Conditional Bail, Alcohol Treatment Requirements and others that apply.

This will be provided within resource using screening and treatment capacity described in Parts A,B,C. Satellite clinics must be provided into the DIP premises where this would increase access for alcohol misusing offenders.

Part E of this contract is subject to change and elements may be included within the Drug Interventions Programme (DIP) contract when it reaches its 'break clause' on 30th June 2015 where this would create a more streamlined pathway for alcohol misusing offenders.

Part F –Recovery Support/'Aftercare'

The provider must provide up to 6 months of post treatment recovery support for each individual leaving treatment with a successful exit ('treatment complete – alcohol free' or 'treatment complete -occasional user'.) in order to prevent resumption of drinking ('relapse').

This offer must commence with detailed preparation for discharge and recovery planning in the last 4 weeks of treatment.

This offer will include Recovery Check Ups to provide focused support to sustain abstinence and recovery goals on leaving treatment.

This offer must include facilitating participation with mutual aid, peer support and recovery offers in the city and must include assertive offers of accompanied first attendance.

This offer must include facilitating participation with the wider Sheffield offer including use of city centre, community and neighbourhood facilities and broader offers aimed at increasing recovery capital particularly employment, training and education offers including volunteering

ENDS

Sheffield City Council Equality Impact Assessment



[Guidance for completing this form is available on the intranet](#)

Help is also available by selecting the grey area and pressing the F1 key

Name of policy/project/decision: Sheffield DACT drugs and alcohol services procurement plan

Status of policy/project/decision: New

Name of person(s) writing EIA: Helen Phillips, Commissioning Officer

Date: 11th September 2013

Service: Sheffield DACT

Portfolio: Communities

What are the brief aims of the policy/project/decision? Sheffield DACT is re-tendering publicly funded community based commissioned drug and alcohol treatment services during 2013/14 and 2014/15. The aim of the re-tender is to streamline current service provision to provide clearer pathways, and quality treatment that follows clinical guidelines as well as providing value for money to Sheffield City Council which requires the implementation of significant cost savings over the next three financial years - the planned re-tender of services will provide a >£1m cost saving over the next three financial years.

The last planned re-tender took place during 2009 and achieved much in terms of the streamlining of the treatment system and reducing overheads. The planned re-tender will build on the gains already achieved and further streamline services whilst differentiating the offer for different cohorts of substance users. The re-tender will create a new service for Non-Opiates who are a growing cohort of users, as well as re-tendering services for Opiates and Alcohol. The re-tender will be conducted over two rounds, the first for drug services (2013/14), the second for alcohol services (2014/15).

As such, the possible impact fields below are completed with information relating to both drugs and alcohol treatment so that there is clarity in the EIA on the impact on both treatment populations.

Are there any potential Council staffing implications, include workforce diversity?

There are no potential Council staffing implications/workforce diversity issues.

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	Medium	There is a positive impact expected impact on younger drug and alcohol users aged 18-30 under the proposed procurement plan changes. Nationally, the majority of individuals in treatment fall into the 30-34 age group. Poly substance use is the norm among clients in Sheffield. The opiate using

Areas of possible impact	Impact	Impact level	Explanation and evidence (Details of data, reports, feedback or consultations. This should be proportionate to the impact.)
			<p>clients now form an older cohort - harm reduction services commissioned by DACT and improved healthcare having ensured that clients can stay safer for longer when using drugs.</p> <p>Age related drug trends suggest that use of mephedrone is particularly seen among younger drug users (18-24 year olds), and soft data indicates that more 18-24 year olds are presenting to treatment with a primary cannabis use need. There will be no negative impact on the above, or any other age group through the proposed re-tender.</p> <p>A positive impact is expected on younger adults transitioning from children's and young people's services aged 17-19 and on younger adults aged 18-30 as a particular assertive offer and targeted outreach is specified within relevant services for these cohorts.</p> <p>There will be treatment services to meet the need of clients with needs relating to all substances and covering all age groups within the adult remit. All under 18 substance misuse issues are treated by The Corner which is the responsibility of the the Young People's Commissioner and does not fall within the DACT's re-tender of drug treatment services.</p> <p>Whilst the end to end nature of the proposed treatment model will make access easier for individuals, this is not a benefit which would necessarily be related to the age of the individual accessing the service.</p> <p>Within alcohol treatment populations, during 2008/09 to 2010/11, numbers in treatment within the age groups 25-29 and 35-39 were found to be increasing, however, the age group of most in treatment is 35-39.</p> <p>As with the new drug treatment model, the end to end</p>

Areas of possible impact	Impact	Impact level	Explanation and evidence (Details of data, reports, feedback or consultations. This should be proportionate to the impact.)
			alcohol service will make accessing treatment easier for clients, however, this is not necessarily something impacted by the age of the individual.
Disability	Positive	Medium	<p>Historically there has been little information on disability collected by treatment services. From 2012/13, providers commenced collecting this data and initial indications are that 16% of the treatment population consider themselves to have a disability. Information on what the disabilities are, is not currently collected by services.</p> <p>All currently commissioned services are required through the service specification to provide premises which are accessible by wheelchair users and those with mobility problems, as well as to provide individually tailored treatment packages to clients based on their unique needs, in a non-discriminatory manner. This requirement will be written into the service specification for the newly tendered services and therefore there will be no impact on the accessibility of treatment for disabled clients. However, one of the most significant impacts of the new treatment model is the streamlined nature of the treatment services meaning clients can access end to end treatment within one physical location. This would have a positive impact on disabled individuals for whom travelling may be a challenge, or for whom accessing new or unknown premises may cause anxiety.</p> <p>Disability data is not available at all for the alcohol treatment population, this is because NATMS (National Alcohol Treatment Monitoring System) does not feature disability as one of its data collection fields. However, collection of this will be implemented in line with the Equalities Act 2011 and will be specified in the service specification as a data collection requirement under the new alcohol treatment model.</p> <p>Many individuals in drug and alcohol treatment have mild to moderate mental health difficulties. A small number of individuals (around 70) have a dual diagnosis of severe and enduring mental illness, usually psychosis. All individuals are offered psychosocial interventions (PSI) as part of their drug or alcohol treatment, whether informal as part of keyworking or formal structured PSI. Individuals are also signposted to IAPT services. Individuals with a dual diagnosis have their care co-ordinated by the mental health trust in line with dual diagnosis protocols. A positive impact is expected from the planned re-tender as the Opiates Service will include a dual diagnosis nurse to specifically oversee this cohort.</p>

Areas of possible impact	Impact	Impact level	Explanation and evidence (Details of data, reports, feedback or consultations. This should be proportionate to the impact.)
Pregnancy/maternity	Positive	High	<p>Two specialist pregnancy clinic services are currently commissioned for opiate users and for non-opiate and alcohol users.</p> <p>Under the new model, a pregnancy clinic will remain embedded in the prescribing service and all opiate misusing pregnant women will be seen within this service. All parents on substitute medication are offered safer storage boxes and safer sleeping advice. Long acting reversible contraception is offered to all women accessing the pregnancy clinic.</p> <p>Non opiate users and binge drinkers have under-used the provision commissioned from 2011-13 because of the stigma of accessing a drugs service; these women self identify as mothers and not drug users and have been most responsive to positive parenting offers rather than drug interventions. For this reason, the Non Opiates service will not contain a pregnancy clinic but the service will be required to offer assertive outreach into maternity settings and settings for children aged 0-2 (children who are under the age requirement for the FEL offer).</p> <p>The Alcohol Service will be required to host its own pregnancy clinic for binge, increasing/higher risk and dependent drinkers.</p> <p>In 2011/12, 102 babies were born in Sheffield to mothers referred to the Multi-Agency Pregnancy Liaison and Assessment Group (MAPLAG) due to problem drug misuse during pregnancy (44 were OCUs - opiate and crack users, and 44 were 'other' drug use). There are a raft of local measures to safeguard children of substance misusing parents and a specific service is commissioned separately from Safeguarding Children to provide advice, consultancy and quality audit providers. All providers must notify health visitors of any children under 5 in substance misusing households.</p> <p>It is expected that there will be positive impact from the</p>

Areas of possible impact	Impact	Impact level	Explanation and evidence (Details of data, reports, feedback or consultations. This should be proportionate to the impact.)
			re-tender for pregnant women and unborn babies.
Race	Positive	Medium	<p>DACT commissioned drug and alcohol treatment services are designed to be accessible across BME groups.</p> <p>The 2011 census suggests that 17% of the Sheffield adult population are in a BME group. The DIP provider for the city has 18% BME caseload, and the average across drug treatment is 12%. Treatment was provided in over 8 languages in 2011/12, but links to a translation service can provider over 20 languages if required. Published information is available in a number of languages and services are commissioned to provided culturally aware services.</p> <p>Assertive outreach to BME communities, including specific communities of need such as khat using communities, is currently commissioned and will continue to be commissioned as part of the Non Opiates Service. Currently, individuals who require further, higher intensity interventions need to transfer to another service but the need model combines these interventions into a single end to end service increasing the likelihood that BME clients will receive appropriate intensity of interventions to meet their needs.</p> <p>The similar model for the alcohol services is likely to have similar impact by providing an end to end service. DACT will continue to commission culturally aware treatment services as part of the re-tender process.</p>
Religion/belief	Neutral	Low	<p>From 2012/13, drug treatment providers commenced collecting data on the religion of clients. During this period, 33% of criminal justice drug treatment and psychosocial intervention clients were noted to have a religion. The data is not currently collected for alcohol treatment services, however, this will be collected within the new model and form part of the service specification in line with the Equalities Act 2011. However, as described above, DACT commission a culturally sensitive treatment system for both drug and alcohol clients.</p> <p>The new model proposed in the procurement plan will not impact significantly either positively or negatively on engagement in treatment by those with religious needs. All services will remain culturally aware and sensitive, and be commissioned to provide an individual treatment package to clients based on their own set of needs and requirements. The workforce providing drug and alcohol treatment are also required to evidence diversity.</p>
Sex	Neutral	Low	<p>Across Sheffield's drug treatment services, 73% of those in Tier 3 structured treatment were male during 2011/12, with 65% being male in Tier 2 treatment. In terms of successful treatment completion, there is no difference between the outcomes for men and women, with 48% of both men and women achieving a</p>

Areas of possible impact	Impact	Impact level	Explanation and evidence (Details of data, reports, feedback or consultations. This should be proportionate to the impact.)
			<p>successful treatment outcome.</p> <p>In terms of alcohol treatment, men account for 71% of the treatment population. Treatment providers are commissioned to provide services sensitives to the needs of clients, for example, women only groups are available in services along with specific support groups aimed at the issues experienced by women substance misusers that may not be experienced by men.</p> <p>The new model for drug and alcohol treatment would not be expected to have any impact on the accessibility to services for either men or women. Accessibility will increase overall due to the provision of end of end services allowing for a simple treatment experience, however this would not impact on one sex above the other.</p>
Sexual orientation	Neutral	Low	<p>Data collected during 2012/13 indicates that 1.5% of the drug treatment population at LGBT. This data is not currently collected for alcohol treatment due to it not being a data collection field for NATMS systems. However, this will be collected under the newly specified services in line with the Equalities Act 2011. DACT commissions culturally sensitive treatment for drug and alcohol clients and therefore all LGBT clients are able to access treatment in line with their needs.</p> <p>The current Tier 2 service is commissioned to outreach into communities/groups and, for example, provide outreach work into the annual Sheffield Pride, gyms and local nightclubs holding LGBT specific nights to give out information about treatment and harm reduction.</p> <p>The new model of treatment system will not impact on either the services provided or the accessibility of services for LGBT clients. Services will continue to be commissioned to deliver specialist work and assertive outreach to communities of need, including LGBT communities and and will continue to provide individual packages of support dependent on the needs of that client.</p>
Transgender	Neutral	Low	<p>As above. There is no more specific data available on transgender within the treatment system data and this is included in the section above.</p>

Areas of possible impact	Impact	Impact level	Explanation and evidence (Details of data, reports, feedback or consultations. This should be proportionate to the impact.)
Carers	Positive	Medium	<p>All commissioned providers have a target to identify and refer carers into carers support, equivalent to 10% of their caseload: if met, this would mean 250 substance misuse carers were identified and offered support annually. All providers in addition are contractually obliged to meet duties under carers legislation.</p> <p>During 2011/12 the carers contract for Sheffield was re-tendered as part of the planned procurement. This is currently an individual service commissioned as a standalone project. There is not currently high need or demand for this service and therefore this service will no longer be commissioned as a standalone service. Instead, learning programmes for carers (expert families programme) will continue to be commissioned and volunteer carer ambassadors will continue to be trained and supported to offer mutual aid/self help to carers. Volunteer carer ambassadors will continue to be embedded in all treatment services.</p> <p>National modelling suggests that there are an estimated 8000 carers of drug misusers in Sheffield ('We Count Too, Home Office, 2005). During the year 2012/13, 87 individuals received the services of carer support. Obviously, this is significantly less than the estimated amount of carers overall in the city, and also significantly less than the number of individuals in treatment for both drug and alcohol misuse.</p> <p>Identifying and offering support to hidden carers will continue to be a specifically commissioned activity and will continue to be robustly performance managed in all provider performance reviews.</p> <p>No negative impact on carers is anticipated.</p>
Voluntary, community & faith sector	Neutral	Low	<p>Sheffield's commissioned alcohol and drug treatment providers currently work alongside voluntary, community and faith sector providers within the recovery agenda. This will continue to be the case under the newly proposed model.</p> <p>Treatment providers are commissioned to provide advice to clients as to specific groups and specialist services they can access to compliment their structured treatment, and non-commissioned voluntary,</p>

Areas of possible impact	Impact	Impact level	Explanation and evidence (Details of data, reports, feedback or consultations. This should be proportionate to the impact.)
			community and faith sector services are invited to sit both on the annual expert groups for drugs and alcohol needs assessment sessions, as well as to sit on the Provider Advisory Group with commissioned providers. The planned re-tender is an open competitive tender and it is likely that both statutory and VCF providers will bid.
Financial inclusion, poverty, social justice:	Positive	Medium	The new model proposed in the 2013_15 procurement plan is likely to impact positively on those experiencing poverty or financial exclusion as the end to end services being offered to clients in the new model make them more accessible for individuals - travel is only required to one location in the city which should ease the financial burden of use of own or public transport. Appointments can be scheduled for the same day in the same building in order to minimise travel for those individuals. The end to end nature of the service allows the individual to develop from Tier 2 drop in/outreach contact into structured treatment without the difficulties associated with transitioning between providers and the anxiety this causes. The commissioned services will continue to have a focus on social functioning, including employment and education, and on offending. How drug use is funded will be an explicit question asked during assessments and individuals will be offered interventions around both offending and debt as appropriate. All services are commissioned to provide basic welfare advice as part of keyworking and onward referral. This will continue to be the case and no negative impact is anticipated.
Cohesion:	Positive	Low	Both geographical and other communities of need will be specifically served through assertive outreach which will be based on hard and soft intelligence from neighbourhoods. This responsive offer is intended to have a positive impact on cohesion.
Other/additional:	Positive	High	A Vulnerable Adults Nurse will be specifically commissioned. This nurse will oversee the assertive

Areas of possible impact	Impact	Impact level	Explanation and evidence (Details of data, reports, feedback or consultations. This should be proportionate to the impact.)
			management of individuals who have mental capacity but make unwise choices. Hospital and Primary Care Liaison Nurses for alcohol will make a positive contribution to 'Right First Time' identifying individuals where alcohol is part of a broader range of health issues and ensuring the alcohol misuse is effectively treated in the community where appropriate and possible.

Overall summary of possible impact (to be used on EMT, cabinet reports etc): The overall impact on the areas above is positive. The new model of end to end drug and alcohol treatment provides consistency and accessibility to all clients entering the system and allows them to form productive working relationships with treatment providers to develop their recovery journey. The new model removes the difficulties which come with transitioning individuals from one service to another which can often cause both individual and service delivery problems. The services will be based geographically in the same location and will provide a constant factor in treatment for drug and alcohol treatment clients. For those areas which the change has no impact on, this is not a negative impact, rather, the same wide range of clients will be able to access the services. The other positive for the model is the reduction of overheads and service costs, ensuring that the financial investment can be made predominantly in high quality treatment for those accessing treatment. Removing all non-value adding steps, including re-assessment in all new services referred to, the procurement plan provides a plan for a value for money and highly effective drug and alcohol treatment system. Savings in Year 2 of the re-tendered contracts may not impact as positively on the treatment system due to these being achieved through reductions in capacity. However, levels of planned reductions are based on real data of numbers expected to leave treatment drug free and not return (10% of opiate users). Nationally and in Sheffield, opiate use is declining therefore clients leaving treatment are not being 'replaced' by new initiates into opiate misuse. For this reason, it is anticipated that reductions in capacity will not negatively impact on service users. All planned reductions of capacity will be carefully monitored to ensure they do not impact on waiting times or access to treatment for substance misuse. Volumes of care within the overall envelope for the services may be adjusted to reflect need and demand.

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

Review date: **Q Tier Ref** **Reference number:**

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

Approved (Lead Manager): **Date:**

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

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

Risk rating: -Select-

Action plan

Area of impact	Action and mitigation	Lead, timescale and how it will be monitored/reviewed
All groups	Performance and capacity monitoring - Sheffield DACT will carefully monitor the performance of providers of the newly tendered contracts to ensure that the treatment system is being run efficiently and effectively and carefully monitoring capacity and waiting times specifically to monitor the impact of the re-tender on access to treatment for all groups. This will be particularly carefully monitored during Y2 of the contracts (financial year 2015/16) when costs savings will be achieved through reduced capacity following the savings achieved in Y1 by the merging of services. This will ensure that the impact is monitored closely and any issues responded to in a timely manner.	Commissioning Manager Reported end of 2014/14 Reported end of 2015/16 Monitored on a quarterly basis through performance reports by providers.
-Select-		
-Select-		
-Select-		
-Select-		
-Select-		
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-Select-		
-Select-		
-Select-		
-Select-		
-Select-		

Approved (Lead Manager): Date:

Approved (EIA Lead Officer for Portfolio): Date:

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Appendix 4 – Procurement Timetable Summary

Consultation on DACT commissioning & procurement plan with internal Sheffield City Council key stakeholders	July 2013
Communities Portfolio Leadership Team	September 2013
Public Health Board Consultation	October 2013
Cabinet Member consultation	October 2013
External and Public consultation opens (8 week)	November 2013
External and Public Consultation closes	27 th Dec 2013
Consultation written up, service design amended and final EQIA by DACT	December 2013
Cabinet paper submitted to EMT (10 th December)	10 th Dec 2013
Cabinet paper submitted to EMT/CET (23rd December)	23 rd Dec 2013
Cabinet paper submitted to Cabinet (15 January)	15 th Jan 2014
Tender documents submitted for ratification by Drugs Joint Commissioning Group (29 th January)	29 th Jan 2014
Notice and extensions given to providers affected by Round 1	January 2014
Round 1 Open Competitive Tender begins	February 2014
Round 1 Tender award	June 2014
Round 1 Mobilisation	July-Sept 2014
Round 1 Contracts start	Oct 2014 (Q3 14/15)
Round 2 Open Competitive tender begins	July 2014
Round 2 Tender Award	December 2014
Round 2 Mobilisation	Jan – March 2015
Round 2 Contracts start	April 2015 (Q1 15/16)

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Appendix 5 - Five Levels of the Commissioning Landscape

	The five levels of the commissioning landscape	What does it mean to me?	What kinds of support are currently provided?	What might it look like in the future?
Promote lifelong health & wellbeing	1. Support for everyone	Places where I can get advice and information to manage my health & wellbeing.	Open access (no appointment needed) and community outreach at CRI Arundel St Project and SEAP (single entry and assessment point for alcohol)	Open access (no appointment needed) and community outreach (Non Opiates) Services, SPAR (Opiates) and SEAP (Alcohol)
Support targeted at vulnerable people: early intervention and re-ablement	2. Early intervention	Support targeted at people who are one or two steps away from needing significant help and support. Building up personal and community resilience.	<p>Screening assessments, brief advice and onward referral for drugs and alcohol at CRI and SEAP</p> <p>Extended brief interventions for alcohol</p> <p>Alcohol Hospital and Primary Care Liaison Nurses</p> <p>Criminal Justice and enforcement routes to treatment</p> <p>Commissioned (Dragon's Lair) and non commissioned recovery community activities</p> <p>Non commissioned mutual aid</p>	<p>Screening assessments, brief advice and onward referral at Non Opiates, Opiates and Alcohol Services</p> <p>Extended brief interventions for alcohol</p> <p>Alcohol Hospital and Primary Care Liaison Nurses</p> <p>Criminal Justice and enforcement routes to treatment</p> <p>Recovery support/aftercare</p> <p>Commissioned and non commissioned Recovery community activities</p> <p>Non commissioned mutual aid</p>

	3. Short-term intensive support (e.g. rehabilitation and crisis response)	Short term support, usually less than 6 months. Aimed at building or rebuilding skills and confidence.	<p>Psychosocial Interventions for drugs/alcohol</p> <p>Community detoxification for alcohol/drugs</p> <p>Commissioned Aftercare</p> <p>Commissioned (Dragon's Lair) and non commissioned recovery community activities</p> <p>Non commissioned mutual aid</p>	<p>Psychosocial Interventions for drugs/alcohol</p> <p>Community detoxification for alcohol/drugs</p> <p>Recovery support/ aftercare</p> <p>Commissioned and non commissioned Recovery community activities</p> <p>Non commissioned mutual aid</p>
Care and Support	4. Specialist care and support	Medium to long term care and support	<p>Substitute prescribing for drugs</p> <p>Social work caseload for drugs/alcohol</p>	<p>Substitute prescribing for drugs</p> <p>Social work caseload for drugs/alcohol</p>
	5. Intensive care and support	24 hour assistance to live safely Medium to long term care and support	<p>Inpatient detoxification</p> <p>Residential Rehabilitation for drugs/alcohol</p> <p>Supported accommodation (commissioned by Housing Independence Service)</p>	<p>Inpatient detoxification</p> <p>Residential Rehabilitation for drugs/alcohol</p> <p>Supported accommodation (commissioned by Housing Independence Service)</p>

Appendix 6 – Consultation Responses

Sheffield Drug & Alcohol Co-ordination Team

Commissioning & Procurement Plan Public & Stakeholder Consultation Responses

Introduction

A formal 8 week consultation was launched by Sheffield DACT on 4th November 2013 which asked 16 questions about the DACT's proposed plan, including question 16 which was an open invitation to make further comments.

51 individuals attended the consultation event on 4th November and comments on flipchart "graffiti" boards for each question were recorded.

15 written submissions were received on the pro-forma questionnaire by the deadline of 27th December 2013. These were predominantly from Sheffield NHS organisations (2 from the Clinical Commissioning Group, 5 from GPs working in substance misuse, 1 from the Local Medical Committee representing GPs, 1 from Primary Care Addiction Service Sheffield and 1 from Sheffield Health & Social Care NHS Foundation Trust current providers of substitute prescribing for opiates in the city, 1 from Yorkshire Ambulance Service).

Four other written responses were received: 1 from a local MP, 1 from Lifeline – a VCF substance misuse service not currently providing services in Sheffield, 1 from an independent employment mapping organisation and 1 anonymous submission.

There was also internal consultation within Sheffield City Council which informed strategic commissioning decisions.

Questions & responses

Q1 Do you agree with the model of "end to end" services where an individual has all their needs met within a single service rather than having to transfer as their needs change?

11/15 respondents agreed with the model of end to end services.

- Yes, lots of benefits not being "passed on – hand offs", more integrated care, prescribing with PSI (as per NICE) happening, more single keyworker
- Yes, to a certain extent although sometimes a specific service is needed during times where specialisms would support the service user e.g. moving into aftercare provision
- Yes, but need to accommodate poly use and ensure the different services opiate/non opiate and alcohol work together where needed
- Yes, but I'm not sure the two drug pathways describe this e.g. if you go to the needle exchange service, then after PSI wish to enter prescribing do you then have to go into the opiate pathway? Surely, end to end would be the whole thing with possible a separate path for actual non-opiates ie. Cannabis, khat, steroids etc

- Yes, it would offer a “journey” for the client rather than a disjointed pathway. They would have the opportunity to access all aspects of care in one place, hopefully improving retention and recovery.
- Yes
- Obviously it is advisable that patients with addiction problems are seen by the appropriate people with appropriate expertise and, therefore I would support a service with a degree of specialism in each area. However, in many cases clients have more than one addiction problem and a number of allied health problems, and therefore, I do think it is important to have a funded link to Primary Care for the benefit of the patient as a whole.
- Yes
- No. I believe that informed choice should be available. Specifically, informed by service users. If those in early recovery have only one option they are likely to think that any failure to recover or relapse is down to their own inadequacy. They are more likely to opt out of any but emergency treatment with ominous results.
- I am not entirely clear what this means in practice. I am unclear what problem this solves. At present patients/service users are able to access e.g. nurse/drug worker across all providers and transfer of prescribing between providers does not appear problematic from my direct experience.
- Yes, although there are disadvantages as well as advantage for clients as well as providers. One of the main disadvantages for patients is that having one provider limits some of the choices currently open to patients.
- We agree with the principle of end to end services and welcome the commissioner’s view on this. There are two ways of defining end-to-end service – one by the substance of choice and one by level of dependence or complexity of addiction. It is welcomed that the proposed models offer a service user of a single substance end to end care. An important consideration however, is for the increasing population of poly drug/alcohol users and how the whole treatment system will need to work cohesively to coordinate care for this complex and often chaotic group. The complexity of commissioning end to end services, when constrained by separate drug and alcohol funding streams and national data set requirements is recognised and it will be important for successful providers to work with commissioners to address this to ensure we are able to track and coordinate progress through treatment. End to end as defined by level of dependence rather than the substance of misuse could be another consideration for particular cohorts of substance misuses, and if well defined, in the case of dual diagnosis of poly drug/alcohol services users. This could still be delivered by multiple contractors all contributing to a clear care pathway.
- Yes, Lifeline agrees with the model of end-to-end services, in which an individual has all their needs met with a single service rather than having to transfer as their needs change. Benefits of the end to end model – we take the view that central to service users’ needs are a sense of consistency, stability and ease of progress through their recovery journey. The alternative of providing a fragmented service through which a service user must navigate in order to make progress, poses unnecessary barriers to engagement, which could stall recovery journeys. Lifeline always puts the needs of service users first and has considerable experience of very successfully delivering end-to-end services. There is clear benefit to the commissioner in commissioning end to end services. Thus model provides a single point of accountability and streamlined monitoring arrangements. It also provides clarity of the offer to both the commissioner and the service users. A genuinely end-to-end service will include signposting to other wraparound agencies, to provide holistic solutions to individuals’ diverse and

complex needs, such as housing, employment, education and training. In particular, there is a clear need for effective links with the criminal justice system. The end-to-end model would need to be delivered across multiple, strategic locations, in order to ensure access for all.

- I believe primary care is ideally suited to provide a smooth, efficient, well structured, holistic, bounded but flexible service for clients [patient example redacted] we can take into account employment, family, housing and physical health challenges in one place.
- Yes. I support the overall direction with 3 pathways. Currently we have some really good services, that are working well. This is an opportunity to improve patients' experience, but I hope that the pathways do not work in isolation, as that will not be an overall improvement on what we have now.

Q2 Do you agree with the model of separate services for opiate and non-opiate users?

There was a mixed response to this question with the majority (6) being "not sure", 5 distinct "yes" responses and 3 firm "no" responses.

- Generally yes, although sometimes breaking down the stigma – even between substance misusers is useful i.e. NA/SMART Recovery
- Yes and no, views of service users should be listened to and acted upon, but more could be done to tackle stigma and perceptions, rather than separating services, this is the same for alcohol
- Yes – not sure if it's possible to change stigma at treatment stage
- Non-opiates need a different approach to alcohol users. But better to have a single point of entry and multiple responses from within one overall treatment service
- They need different responses not necessarily different service provision
- Yes
- I do not feel that I have sufficient expertise on the benefits or risks of separate services for opiates and non-opiates but I do think it would be sensible to gain the view of those doctors with considerable experience.
- No, I think a service that looks after both opiates and non-opiate uses would be the best model. In most patients there is overlap between opiate and non-opiate use. I think that it is important that the service reaches out to patients either by satellite services or GP shared care.
- No. This suggests that addiction to substance misuse is OK if you can get by switching from one substance to another. My experience of alcohol addiction was of switching from beer to spirits and then anything believing that I would eventually find something I could get by with.
- I think this is sensible at a specialist service level as many non-opiate users see association with opiate users as stigmatising and this is likely to reduce engagements. However, at the primary care/general practice level services provided in general practice are non-stigmatising as patients are seen alongside non-drug using patients.
- Yes. These are generally very different client groups with different needs and different demands on services (although we recognise that patients often need to be referred between the two.)
- Whilst we acknowledge a full integration of all drug services at this point may be too much of a change to the treatment system, there are clinical benefits to having a current/future aspiration of an integrated opiates/non opiates services. It is well recognised that the pattern of drug use is changing in society and poly-drug use is the norm (with or without alcohol). The

emphasis for treatment providers should be placed on having a competent workforce able to deliver interventions to a variety of addictions/addictive behaviours across all substances, contributing to “end to end” care. Both assessment and interventions must match the individual need rather than the substance. A future single assessment function would ensure a cohesive approach to treatment, irrespective of the drug or drugs of choice. There are opportunities to ensure that the two front doors to the referring public are hidden behind one public facing front door, in order to facilitate referral and pathway navigation. This could be considered as a requirement within the procurement of opiates/non opiates services. There are also economic benefits to the current/future integration of opiate/non opiate treatments, to respond to reducing public spend. Any current/future integration would need to evidence the benefit to front line service capacity, quality and provision due to a more streamlined management/organisational infrastructure.

- Yes, Lifeline agrees with the proposed model of separate services for opiate and non-opiate users. Benefits of separate services – we are aware that when opiate and non-opiate services are integrated, there is potential for non-opiate provision to become an add-on to the opiate service, with opiate provision taking up much of the provider’s focus. In such instances, the risk is that the non-opiate provision could become increasingly marginalised. Given the emergence of Novel Psychoactive Substances (NPS) and the rapid pace of growth and change with such substances, it is crucial that providers maintain a focus on delivering appropriate services. With the nature of NPS and their expanding and diverse supply, their risks are largely unknown and un-quantified. It is a distinct non-opiate service that will best place the commissioner and provider to scope and address this significant challenge. It is Lifeline’s view that opiate and non-opiates services should be separated, in order to address and mitigate the emerging risks posed by NPS.
- A holistic approach would suggest that GPs are ideally placed to not only oversee these problems, but provide services to clients on one place close to their homes. Travel and transport costs can deter clients from follow up.
- Yes. I support the overall direction with 3 pathways. Currently we have some really good services, that are working well. This is an opportunity to improve patients’ experience, but I hope that the pathways do not work in isolation, as that will not be an overall improvement on what we have now.

Q3 Do you agree with the model of a separate service for alcohol, not co-located with any drugs service?

A small majority (7) agreed with the model of separate services for alcohol, not co-located. 3 were firmly opposed. 6 were unsure and could see both benefits and drawbacks.

- No, service user feedback is critical, and it is understandable if they feel more comfortable with a separate service. However, innovations and Value for Money that come from integration [may be lost?] and as well as up skilling the workforce and catering for poly drug use is lost in this model. With this in mind, a solution could be to offer various shared care/community outreach arrangements.
- Yes, during treatment it facilitates focussed offer of services. There is a lot of innovation already coming from solely alcohol based services!

- Yes, during active use stage, but no during recovery/aftercare. I think combining people in recovery from anything is beneficial but understand the potential need for separate services if 'alcohol' only from the start.
- During active use and also as part of education and brief interventions/but PSI should be combined
- Apart from patients in the opiate pathway who are also using alcohol. Clarification needed
- No, I think there needs to be a place where a client can access alcohol and drug services for those significant number of problematic drug users who also have an alcohol problem. If such a client needs medical intervention for alcohol, as is often the case, they need to have their drug use managed alongside this with a team who can provide both aspects of care. Perhaps, there should be a pathway that offers this within the opiate/non opiate service that doesn't mean that client needs to be seen at an alcohol AND a drug service.
- Yes
- The LMC's view is that alcohol services should have an intimate link to Primary Care. We would support the Single Entry and Assessment Point (SEAP) and PCASS model, but there should still be a link with individual practices where doctors wish to undertake community detoxification for their patients and feel they have the interest and expertise, much as with the current model. In your document you highlight the number of unidentified alcohol users within the city and I think the best way to screen these patients and signpost them to the most appropriate people is through Primary Care. Where there is a need to more expert intervention, then I think this should be available as a separate service.
- Yes. This service could either be co-located or separate to the drug service. I think however the service should have outreach into the community either via GP Shared Care or other means.
- No, the shared experiences of recovery are extremely valuable and can help prevent the switching process that lengthens or ends the process of recovery.
- Co-location of specialist services is a barrier to engagement – however provision of services in general practice is not stigmatising.
- Yes – for service users who have alcohol but no other drug issues. Alcohol services certainly need to be delivered from a different location to opiate services as we need to continue to remove barriers to treatment for alcohol users. We are concerned however that compartmentalising services in this way can increase costs and reduce the amount of resource available for direct patient care.
- Separate service – there are presently different funding streams for the provision of alcohol related treatments within the local health economy. It is important that the alcohol agenda and its health and social care impacts are more widely understood and its separate funding from drugs services supports this. Whilst acknowledging the addiction similarity with drug services, those experiencing alcohol misuse also have very different clinical presentations, including the increase of more complex physical health complications. The interdependencies and pathways for alcohol services also differ and there is much opportunity within Sheffield for further development both into and within treatment. A model of a separate service for alcohol at present would support the development of these pathways. Not co-located with drug services – As the current incumbent of drug and alcohol services we are able to recognise and appreciate both the challenges and the opportunities created by co-locating drug and alcohol services. We recognise for some services, receiving alcohol treatment from a building also providing drug services, this can be off-putting and a deterrent to accessing treatment. For others, this has not proved a challenge. It has to be recognised however, that funding

availability for treatment is decreasing, even more evidencing the need to use resources to maximise the availability of front line services. Building costs continue to rise and there are economies of scale to be reached in sharing buildings. It is how services operationalise the use of buildings which is key. Satellite premises and outreach facilities provide the opportunity for alternative facilities and recognise that not one building will provide the right solution for all service users. There are clinical benefits to having a co-located/premises solution between drug and alcohol services. This includes the more holistic management of poly drug/ alcohol service users, a cohort that is on the increase; sharing of clinical knowledge and expertise and maximum use of resource.

- Yes. It is difficult to make a definitive answer to this question as there are numerous benefits to a combined treatment system that could be drawn out and highlighted such as integrated care for those with multiple misuse issues and the idea that recovery has general features that are similar across all substances, including those that are drinking at hazardous and harmful levels but are ambiguous about change and would not consider themselves as having any problem with alcohol, is so diverse demographically that it requires a unique and more flexible treatment offer. This will include multiple points of access, screening, IBA, prevention and awareness raising delivered via efficient partnership working with GPs, Hospital trusts and other Primary Care services to attract and engage this large and for the most part, treatment naïve client group. This requires a specifically focussed and targeted service which is best delivered by a separate alcohol service.
- Primary care offers an ideal place to consider all aspects of the challenges facing patients. If we ignore the threats related to alcohol in an opiate user, especially in one who is trying to be free from opiates, we cannot understand the problem fully and advise accordingly.
- Yes, [as long as alcohol as part of poly drug use is addressed within drug misuse services]. I suspect that many people with alcohol problems may not want to enter a building known for alcohol services either.

Q4 Do you agree that alcohol misuse as part of poly drug use is best addressed within drug misuse services?

9/11 agree that alcohol misuse as part of poly drug use is best addressed within drug misuse services. A further response is supportive. One response is firmly opposed. One response praises GPs ability to deal with alcohol as part of poly drug use.

- Yes, if used in conjunction or as a substitute to substances because the underlying drivers/triggers may be the same and can be dealt with through PSI
- Yes, provided separate drug workers are sufficiently trained in alcohol treatment, this is a risk with separate services
- Yes, for those on methadone
- Yes
- Yes
- Yes
- The idea that “at least I’m not” or “at least I do not do that” is self-deception. As an alcohol abuser I considered that I had a great way to fall before using drugs. Depending on the legitimacy you justify your addiction, with peers, social media etc it is likely that this sort of thinking would play an important role in putting service seekers off.
- Yes. Evidence shows us that many clients develop co-dependencies on alcohol and other drugs. To have a separate alcohol service for this group would mean that care would be

fragmented. The overlap in terms of skills and knowledge for workers means that the integration of these services makes functional and financial sense and means that workers will be able to work with a patient holistically.

- SHSC is of the view that alcohol use is best addressed within drug services, where poly-drug use is present. Increased alcohol use is a recognised complication of abstinence from opiates, and individuals stabilised on maintenance treatment. Supporting the service user's needs within one service provides a better experience for the service user as well as better management of the care pathway. Addressing alcohol use within a drug service supports the development of a workforce skilled to deal with all types of addiction, not just alcohol or drugs.
- Yes, Lifeline agrees that alcohol misuse as part of poly drug use is best addressed within drug misuse services. The benefits of this model – in designing our delivery model, we always place the service user at the centre of our thinking. A delivery model is most effective when it offers the service user a sense of consistency, stability and ease of access to provision across all of their needs. The model should also facilitate the building of trust between the service user and the provider, allowing the service user to be completely open about their needs. Such openness gives the provider the opportunity to take a holistic approach to an individual's requirements and address them in full. Keyworkers from drug misuse services have the skills, knowledge and experience to deal with alcohol misuse issues from their client group and should be tasked to do so. To work with a client on drug issues but then need to refer out for an associated alcohol issue is fragmented, inefficient and likely to have a negative rather than a positive effect on the client. This is also likely to deskill the drugs workforce and de-motivate workers.
- Many of the addicts I have treated have reduced and stopped their opiate use but go on to abuse alcohol. We [GPs] can offer them support for this if this problem arises.
- Yes

Q5 Is the commissioned capacity sufficient to meet local need?

The majority (6/10) are uncertain, but with a strong feeling that more capacity for alcohol may be required.

- Might need more SEAP places
- For drugs – very likely. For alcohol – if done well, more may be needed.
- I can see no mention of those patients in GP Shared care in the new figures in the consultation document? Also that secondary care may not need 950 places. I am unaware of any “rezoning” that has taken place by any external clinicians at the current secondary care provider, so I'm not certain how those figures have come about. They are based on current clients in that service. Do all those clients need secondary care services?
- No, what is the point of recovery if you are only going to return to the place that your addiction began. Getting better is fine but the prospect of finding work (recovery bread winner status) can seem a mountain to climb in the mind of those in early recovery. There has to be some specific help and hope, role models and peers who can assist and demonstrate that this is possible. Help for job seekers in recovery, enterprise, community business support and an agency to address, investigate and promote these issues. Something solids to recovery towards.
- I do not know enough about the accuracy of the figures presented to comment.

- The capacity (although under-used at present) may be insufficient for alcohol users as we know this to be an expanding group. Reduced investment in Drug services is a huge issue.
- Yes. Based on current demand for services and the needs assessment processes in place within the city, commissioned capacity appears to be sufficient particularly around the drugs services. There may be a need for increased capacity in alcohol services as prevalence increases and identification in mainstream services improves. The local drugs needs assessment process and local intelligence suggests there are 1,000 treatment naïve opiate and crack users in Sheffield. Current practice informs us however that the complexity of service users in secondary care continues to increase and create management challenges. Clinical experience also reveals that those treatment naïve service users who do present after years of non- contact, tend to be difficult to engage, more complex and have previously unidentified co-morbidities including complex acute, physical and mental health challenges. These are important considerations when considering an operational and workforce model fit for purpose.
- Yes, we are aware that local drug trends have shifted since the previous render in 2009/10, and that commissioning intentions are informed by these changes. Having considered the proposed volumes of care across all three contracts, it is our view that they seem appropriate to meet existing need. However, this observation would be subject to due diligence going forward.
- I am aware that neither Guernsey House nor Fitzwilliam have room to accommodate all the addicts scripted across the city. The costs of re-housing services would be substantial. New primary care buildings already established across the city provide good quality, local facilities that not only provide place for addiction problems but also support occupational, housing and benefit support (such as SOHS) under one roof.
- Probably yes, but you have identified problems with identification and referral into services, so if care planning and other initiatives continue, we should see more screening and therefore referrals for substance misuse or alcohol over the next few years.

Q6 Is the level of investment in drug and alcohol treatment services sufficient to meet local need?

The majority 9/13 are uncertain. There are three distinct “no” responses.

- No, not enough for alcohol of course, need more community based alcohol
- Interested in the proposals on payment per capita and how that will work
- Drugs – possibly ok, but may need more. Alcohol –no. More funding definitely needed.
- I don’t know until those services are up and running.
- The proposed service looks reasonable to me but with little reference to Primary Care.
- We should not be reducing investment in drug and alcohol services as the need is not reducing.
- Yes. Further funding required, help for self-sufficiency for exit strategy and contingency.
- No. I am concerned that the proposed 25% “savings” will be in practice not be met from a reduction in overhead costs and there will be a resultant reduction in funding for the service.
- No. The reductions in the levels of investment in drug and alcohol services mean that providers will be unlikely to be able to deliver services as comprehensively or to the quality that we aspire. The demand for alcohol services in particular are expected to outstrip capacity. PCASS hopes that the tender documentation will allow bidders the freedom to describe their own, affordable model of care. If the tender documentation is too specific about

the model of care, then we are concerned that will limit bidders' ability to describe a high quality service that will fit within the financial constraints.

- Needs assessments indicate that there is still significant numbers (800-1,000 treatment naïve individuals) not accessing formal drug treatment and the current treatment system has capacity for only 13-26% of Sheffield's dependent drinking population. We are seeing changes in the pattern of drug and alcohol use and age of presentation, as well as a stark increase in complexity. A proposed 25% reduction in investment over 3 years will place a challenge on the treatment system to work as efficiently and effectively as a whole rather than as separate providers in a pathway. It is acknowledged however that budget reductions are being applied to all areas of the public purse but in doing so also creating opportunities to think creatively in the way services work together. An important component to continue to address drug and alcohol misuse within a decreasing budget, is to work in partnership with other health, social and third sector organisations to improve earlier identification, screening and refer on as appropriate, as well as increasing awareness and understanding of drug and alcohol misuse. To do this, focus from the city wide Right First Time Agenda would greatly support opportunities for other commissioning colleagues to explore ways in which the wider system can support/bring about transformation further upstream and avoid more expensive use of resources e.g. hospital admission, frequent/repeat attendance in health/social care services.
- Whilst the level of funding would appear reasonable, without a detailed service specification and an assessment of current service costs (e.g. Non pay, staff and TUPE costs) it is difficult to be authoritative on this matter. WE also note that the efficiency gains of over 10% in Years 1 and 2 would appear very challenging.
- I believe if you are looking for overall cost savings primary care offers value for money as well as high quality care for most addicts.
- I think there needs to be more explicit mention of access and services having some responsibility for holistic care, even if they aren't providing all the elements of it. Harm reduction team is there for some with high needs, but many clients need GP, mental health or hospital services and don't manage to access them. Support workers who can prompt by phone, arrange appointments or transport, or even accompany people are necessary for some.

Q7 Do you think that the services and model described in the DACT Commissioning & Procurement Plan will meet local need?

There are 4 "no" responses which are majority of the 11 responses. Three respondents were unsure and three agreed the services and model would meet local need. There is strong support from GP respondents for the continuation of GP led treatment offers.

- Drugs – more thought needed about end to end pathway. Need to extract non-opiates and provide NEX and PSI to those. Plus have provision of NEX to opiates so patients can move seamlessly through the pathway. Alcohol – given the likely increase in figures/number needed to treat (NNT) then need to design a pathway that uses GPs very strongly and works much more closely with hospitals than currently to ensure sufficient capacity in the system.
- No, what about the 472 clients currently being looked after in GP Shared Care
- I accept there should be a centralisation of specialist services, but I think to meet local needs it would be important to have a local provider, which should be those GPs with expertise and an interest, where clients are already familiar with attending.

- It is possible for the model to meet the local need as long as patients are able to continue to get a service close to home.
- No
- No, I am concerned that GP services will be lost. These are highly valued by patients and have significant benefits in terms of integration with care for physical health needs and mental health needs below the threshold of CMHT both of which are common within the cohort of patients especially as the cohort of opiate users who have been unable to become opiate free become older and develop more long term conditions. Current GP shared care means that approx 150-200 patients in North Sheffield receive care locally at their GP practice. If their care was transferred to a centrally located provider this may result in people dropping out of treatment increased DNAs, increased travel costs for often impoverished patients and so potentially worsening health inequalities. If a single provider does not intend to include GP shared care I would suggest satellite centres in areas of greatest.
- No. The services and model described will contribute to meeting local need but the reduction in investment mean that it will be difficult for providers to deliver those services to the highest quality.
- Yes, at current and proposed levels of activity.
- Yes, we think that the services and the model described in the DACT Commissioning & procurement Plan appear to meet local need. The service and model appear strategically sound, in that they are consistent with, and appropriate to successful delivery of the aims of the National Drug Strategy and Government Alcohol Strategy. It is clear that the services and model have been informed by identified shifts in local need since the ender of 2009/10. In particular, the service and model appear to be service-user focussed, and designed for maximum provider accountability.
- GPs are well placed to understand the problems encountered in their own neighbourhood. Often GPs know other members of families troubled by the addict's behaviour. Often GPs are aware of friendships that help or threaten improvements in conditions (for example when one addict on a list is ill, relapses, self-harms or occasionally dies this knowledge is immediately shared across the full primary health care team (who have often known these families for many years), so that appropriate support can be co-ordinated for family members, and other addicts who often know the problems of the addicts involved. GPs are in liaison with local pharmacies and help together to negotiate challenges to addicts' improvement.
- Cautious yes, taking other comments into account.

Q8 Will the non-opiates service meet the needs of local non opiate users, including cannabis, powder cocaine, ecstasy, ketamine, new psychoactive substances, steroids and new emerging non opiate drugs of misuse?

The majority (5/10) agreed, two disagreed and three were uncertain.

- Is there capacity for group work? This seems to work well with some non-opiate users?
- Consider number of personal recovery budgets. Not ideal to base on the number being discharged – need to look at allocating to those who would be discharged if they were enabled by help like this i.e. it makes the difference.
- Yes
- Yes
- No

- No. The services and model described will contribute to meeting local need but the reductions in investment mean that it will be difficult for providers to deliver those services to the highest quality. The very emergent nature of this sector means that it is difficult to do long term needs assessments and service planning.
- Yes, although it is recognised that local intelligence is still being gathered at this stage – the focus in the past has been on Opiate and Crack use so it will be important to continue to monitor to ensure services are appropriately available and commissioned.
- Yes, it is our view that the model for services for non-opiate users appears to be appropriate. The statistic, mobile and embedded needle exchange is thorough, and offers sufficiently variable means of delivery to cater for the diverse needs of service users. It is target-drive and the process for identification of unique individuals will, as is appropriate, safeguard against duplication of effort and dual funding. We take the view that open access is essential to any effective delivery model and is key to assessment and the appropriate sequencing of interventions going forward. The outreach measures are crucial and it is reassuring to read that the commissioner intends to focus on khat users, amongst others, as this is an area that can be overlooked. The combined offer of full and briefer packages of Psychosocial Interventions (Drugs) gives the opportunity to tailor provision to specific needs. Plans for personal recovery budgets are reassuring, as they are based upon previous experience of local implementation.
- We [GPs] often build up a relationship with addicts as children (before they start using), and when they become parents we need to take into account safeguarding issues for the benefit of all our patients. Smoking and alcohol use though legal, is a considerable health challenge. Discussions re cannabis use and abuse may take place before and during opiate abuse. We are aware of other family circumstances that might help or prevent improved outcomes for addicts. An awareness of how one addict behaves under stress is often built up after years of a relationship. I have recently seen not only previous opiate abusers and alcoholics who now having gained some control of their primary addiction problem, and no longer needing opiate substitution prescription, welcome the continued support and questioning of the GP who saw them through some of the hard and challenging times of their previous chaotic drug use. If I had not supported them personally, I very much doubt that I could have asked them so directly about problems that were not directly related to their new presenting complaint.
- Not my area but probable yes

Q9 Will the opiates service meet the needs of local opiates users, including heroin, opium and prescribed and over the counter products?

Four respondents agreed. Four were uncertain. One disagreed.

- I would suggest that if capacity allowed there should be more PSI and more regular 1-2-1 appointments and suggest a minimum of one per month, this is when people seem to get stuck on scripts
- Yes
- Yes
- I am concerned that the proposed 25% “savings” will be in practice not be met from a reduction in overhead costs and there will be a resultant reduction in funding for the service. I am concerned that a valuable service provided by GPs will be lost as these are highly valued by patients and have significant benefits in terms of integration with care for physical health

needs and mental health needs (below the threshold of CMHT) both of which are within the cohort of patients.

- No. The services and model described will contribute to meeting local need but the reductions in investment mean that it will be difficult for providers to deliver those services to the highest quality. PSI – There is little evidence of a significant qualitative difference between formal and informal psychosocial interventions. There is evidence that service users can benefit from a wide range of modalities (beyond cognitive behavioural approaches) where the “therapeutic alliance” (NTA, 2007) is the focus of care. Therefore, flexibility in the specification around this area would be welcomed in order to allow providers to offer and deliver services that meet the needs of individuals. Personal recovery budgets – we support the idea in principle although we are concerned that the management of many personal budgets by keyworkers could be labour intensive and complex. Therefore, we recommend that the investment could be better used to support projects that support a number of clients in recovery *community* projects e.g. SMART groups, access to education, art and music projects etc. We believe more benefit could be gained by using the investment to support peer groups of service users to access recovery activities while they are in treatment – rather than focussing on individual activities for service users who have completed treatment. We support the integration of PSI activities and harm reduction into the opiate contract as the division of these elements previously has been unhelpful. As described previously – the reduction of investment in services is of great concern and we believe providers will find it difficult to meet the need of service users, to the quality that we aspire to, within the financial constraints. We are concerned the investment reductions are likely to result in reductions in front line staff and on ‘soft targets’ like training and development budgets.
- Based on current service delivery and uptake in both primary and secondary care, the proposed service would be expected to meet the need of the local population.
- Yes, it is our view that the model for delivery of an opiates services appears appropriate. The clinical nurse-led single point of assessment and referral, along with the plans for pharmacological interventions are consistent with Lifeline’s approach to such provision. The 30% cap on formal psychosocial interventions for those in prescribing treatment appears appropriate, but this observation would be subject to due diligence going forward. Plans for personal recovery budgets are reassuring, as they are based upon previous experience of local implementation. The plans to offer specialist harm reduction interventions in satellite location addresses the needs of hard to reach service users, and the small re-active team of specialist nurses and social workers is a positive innovation.
- Boundaries are vital; however some negotiated flexibility when “hard times” intervene may be essential. GPs are ideally placed to provide a sensitive but boundaries service that will provide good care and follow up for all clients. If clients are aware that support for physical health is provided in a non-judgemental way, if a No (or a negotiated, contractual yes) is required for opiate substitute prescription, clients are more likely to carry on and return in a more trusting fashion to a known GP, rather than to a drug only service that can only say No because of restricted protocol issues.
- Probably yes, see comments around access [I think there needs to be more explicit mention of access and services having some responsibility for holistic care, even if they aren’t providing all the elements of it. Harm reduction team is there for some with high needs, but many clients need GP, mental health or hospital services and don’t manage to access them. Support workers who can prompt by phone, arrange appointments or transport, or even accompany people are necessary for some]. Also, although opiate presentations may not be

rising, we are recognising more problematic analgesia and related issues.

Q10 Will the alcohol service meet the needs of local people drinking above Department of Health guideline safe limits, including binge drinkers, those drinking at increasing and harmful levels and dependent drinkers?

The majority of respondents (6/11) were uncertain. There were two “no” and three “yes” responses.

- What about running groups as brief interventions? Would capture more numbers and build recovery communities and recovery capital.
- Because the problem is potentially huge, it is important to set up a system that has capacity to grow. Patients with alcohol problems are unlikely to attend a centralised service and this very much needs to be planned in conjunction with the CCG. Suggest central support with expectation that majority of care provided in the community, strong liaison with secondary care – does not necessarily need to be a psychiatrist for inpatient detox.
- Yes, we need to ensure that there’s a safe, speedy and effective route into alcohol services much like the current SPAR model for drug services
- I think the Alcohol Service will provide a centre of expertise for those patients who have been identified, who have a serious problem and need support. However, you do refer in your document on a number of occasions to GPs and GP pharmacological intervention and I do think that the best point of identification of people with need and early intervention is in Primary Care.
- No, unlikely as our most vulnerable people are increasingly marginalised.
- I feel it important the option of GPs providing this service is included. Many problem drinkers are very reluctant to engage with specialist alcohol services will engage with GP services.
- No. This is an area where demand for services is increasing and the impact on society is significant and therefore where more and more investment will be needed. We would be pleased to see more focus on community outreach (recognising the need for more useful tools to identify and attract people into treatment) and more focus on in-reach into hospitals.
- The enormous impact of alcohol on society as a whole (health, crime, society, economy etc.) means that demands cannot be met within a single ‘alcohol treatment service’ provider. The issues need to be tackled in a joined up way at a public health level and the local alcohol strategy should consider this. We recognise the constraints of the available budgets, and therefore see the importance of multiple agencies/stakeholders working together to ensure work to tackle alcohol issues is joined up and provides the best opportunities for service users and the population of Sheffield. Alcohol Identification and Brief Advice (IBA) – 2400 individuals identified and receiving brief advice would not meet local need, given general prevalence figures suggest there are between 9,000-18,000 dependent drinkers in Sheffield (2-4% of adult population), if a more joined up strategy was coordinated across the city to identify, refer and uptake treatment. Further investment would be needed to bridge the gap between those currently identified and referred and the 2-4% of adult population that are drinking dependently & Nice guidance/clinical guidelines. There is a drive to make every contact count, and it is recognised that not all “alcohol interventions” can or should be provided by specialist alcohol services. There is a need however, to up skill and educate all health & social care professionals, specifically those staff working in universal services at the ‘front line’ in order to offer IBA for alcohol. A further important consideration is to reduce the need for a large numbers of individuals undertaking alcohol detox within the general hospital population, either as a result of enforced admission, as an admission for detox alone, or as

an admission with co-morbid complex physical health needs. The opportunity to consider transformation to invest in early intervention, community provision would be very much welcomed.

- Yes, it appears to Lifeline that the proposed alcohol service will meet the needs of local people drinking above Department of Health guideline safe limits, including binge drinkers, those drinking at increasing and harmful levels and dependent drinkers. The Single Entry and Assessment Point (SEAP) is based on the use of validated clinical tools that are appropriate to the task, and we anticipate the personalised approach to individual service users will enhance outcomes. The options around formal psychological interventions (PSI alcohol) are appropriate to the varying degrees of need amongst a diverse group of service users. The focus on criminal justice and enforcement routes to alcohol treatment is crucial, particularly considering the Transforming Rehabilitation agenda.
- We now have alcohol worker at our practice and so with opiate users can get the client to see this worker in the same building. If clients need to travel, their care and follow up are more problematic. In this difficult client group, more challenge often means no follow up. While this may be cheaper, it is less good for them, and less good for the community if crime rates start to escalate because of poor follow up. I believe taking locally sensitive, long term care away from GPs with a long history of prescribing to these clients and families might add to the criminal justice costs, and crime costs within the neighbourhood.
- I welcome the extra investment, as care planning approaches become more embedded and screening tools used more, we may identify more people who need various interventions, but currently probably yes.

Q11 Are there any groups or individuals in Sheffield who misuse drugs or alcohol and who will not have their needs met by the services described in the Commissioning & Procurement Plan?

Four respondents felt that there were individuals whose needs would not be met. The majority (11/16) were uncertain and required clarification that certain groups needs would be met.

- Provision for EU/other nationalities etc...what would there be for translators for example when khat is made illegal
- Yes, education services for under 18s
- Also home based services for SU who are disabled etc.
- There is a risk that by having criminal justice programs all delivered by DIP that these clients fall through the cracks after their statutory requirement end and pathways/opportunities are not provided for further voluntary treatment
- Greater support and help from GP needed, more identification of alcohol use, care of those in recovery and blocker prescribing
- Alcohol recovery could also benefit from personal recovery budgets
- A lot of alcohol users have anxiety problems and self-medicate, more mental health co-working needed
- Alcohol – all the people who currently don't approach or attend the service as it exists now, as it looks very similar and the alcohol contract as it exists now is acknowledged by key stakeholders, not to work. Drugs – missing the opportunity to make the whole opiate pathway much simpler. Having NEX separately misses the change to engage those users into treatment.
- No

- I would welcome your reassurance with regard to special groups such as the homeless, migrants and asylum seekers, pregnant women and families with children on safeguarding registers.
- Yes, job seekers in recovery
- Yes. We are anticipating further increases in patients from Eastern European countries. This will impact on interpreter budgets and may also have an impact on training and development for staff. It would be helpful if the plan provided more clarity by ranking the current commissioning priorities, considering the impact on health and society as a whole.
- In considering this question, we have identified individuals whose needs do not appear to be mentioned specifically in the proposals, but for whom we assume there will be a duty on providers to support these needs appropriately: (i) those with co-morbid mental health issues (dual diagnosis) (ii) Individuals with complex physical health needs related to their substance misuse (iii) specific groups of service users such as those with Korsakoffs or alcohol related dementia (iv) fringe communities/groups (these may be communities isolated by a variety of factors, including ethnic minority, geographical location, substance use) who do not readily access mainstream services (v) an ageing population in general – but specifically of both heroin and alcohol users.
- Yes, whilst we have not identified any particular group of service users in Sheffield whose needs are not being met in this commissioning plan, we would like to emphasise the need to provide interventions to address the use of khat. We acknowledge the reference to this substance within the outreach model of the non-opiate service and would like to stress the importance of this provision.
- Consideration should be given to special groups such as the homeless, migrants and asylum seekers, pregnant women and families with children on safeguarding registers.
- See comments around access [I think there needs to be more explicit mention of access and services having some responsibility for holistic care, even if they aren't providing all the elements of it. Harm reduction team is there for some with high needs, but many clients need GP, mental health or hospital services and don't manage to access them. Support workers who can prompt by phone, arrange appointments or transport, or even accompany people are necessary for some.]

Q12 Is there a sufficient balance between services to reduce harm from drug or alcohol misuse for those not ready to engage in formal structured treatment; formal structured treatment services; services for those requiring longer term maintenance treatment for drug or alcohol misuse and services to support longer term recovery from drug or alcohol misuse?

(5/8) respondents agreed there was sufficient balance, three were uncertain.

- Perhaps need more input to supporting longer term recovery as this is key to preventing/reducing relapse.
- Yes
- There is an imbalance as have described because of a need for a purpose designed per supported job search provision as an alternative work related activity for those in early recovery.
- Yes. We agree that by splitting the contracts into opiates, non-opiates and alcohol.
- Yes. We agree that by splitting the contracts into opiates, non-opiates and alcohol it gives providers and service user the freedom to determine the right balance for each individual between harm reduction, treatment, maintenance and recovery, depending on where each

individual is at on their journey towards planned discharge. However, we do not find it helpful to be prescriptive about the numbers of clients that need to receive formal psychosocial interventions. We believe it is more helpful to be flexible about the psychosocial support offered to service users – enabling us to be responsive to their needs.

- Yes
- Yes, trend estimates for Sheffield show a shift away from opiate use in favour of non-opiates. Currently, the majority of those in treatment (approximately 2,100) are subject to prescribing treatment. The shift towards use of non-opiate substances will require more of an emphasis on psychosocial interventions and a movement away from clinical prescribing. We understand that despite the prevalence estimates of approximately 47,000 higher risk drinkers in Sheffield, alcohol services are considerably under-used. The model must be sufficiently balanced to ensure the city's aspiration of 75% take up is achieved across this modality. Lifeline takes the view that the current commissioning intentions appear to strike the right balance to ensure appropriate delivery across all aspects of the service. That said, as future demands unfold, the critical feature of any service is its capacity to respond swiftly and effectively to changing requirements. Lifeline has an extensive history of more than 40 years delivery in challenging and ever-changing operating contexts. Throughout those 40 years we have met and exceeded expectations as a matter of course.
- Much of the resourcing for opiates could be mopped up by prescribing. It's easier to see how non opiates and alcohol services could offer education, outreach etc.

Q13 Are the proposed recovery interventions, the right interventions to meet local need?

The responses were equally balanced between those who agreed (4) and those who were uncertain (4). There were no negative responses.

- More personal recovery budgets for alcohol needed
- More general recovery interventions so people recover together in addition to the individual recovery budgets
- Reduction of funding in the second year for alcohol would not be sensible. If a service is working well and establishing a successful treatment pathway then regarding alcohol you would expect numbers to grow.
- Yes
- Yes. The right interventions are offered within these proposals when applied by the right skill mix of professionals. Prescribing interventions for stabilisation and then towards recovery and abstinence are essential tools and work best combined with key working and recovery focussed reviews. Helping service users move through their own recovery journey means individualised treatment for each one but as they move closer to abstinence and recovery, it is vital to utilise mentoring schemes, employment, education and training to help service users build up their recovery capital for a more sustained recovery. Personalised budgets create much more flexibility and choice for service users and have been heralded a real success in other areas of care delivery. It is important, however, to ensure that well managed processes are in place to ensure that personalised budgets are used to optimise a service user's wellbeing/recovery and are affordable. However, we should take care to ensure that 'recovery' is not purely focussed on treatment complete drug/alcohol free exits, as each individual's recovery should be measured by the system's ability to allow service users to achieve and sustain change and the goals they set for themselves.

- Yes, to fully address this question requires a complete range of data sets across all areas of misuse. As it is, there is no available data regarding prevalence estimates for non-opiate use e.g. cannabis, powder cocaine, ecstasy, khat, ketamine and steroids. It is therefore not possible to definitively state whether the intervention types and volumes are appropriate to meet the needs of those using these substances. There is more data to go in in relation to opiates. There are an estimated 4017 opiate/crack users in Sheffield, just over 2,000 of which are in formal prescribing treatment. On the basis of these figures, it appears that planned provision for his group is appropriate. As for alcohol, prevalence estimates indicate there are approximately 47,000 high risk drinkers in Sheffield. Despite the low take up of these services, Lifeline takes the view that the planned interventions appear appropriate.
- One the opiate addiction is stabilised, and often the prescription stopped, this client group needs continued support from a trusted supportive clinician. GPs who have provided the prescription often build up close trusting relationships with addicts. When members of this client group move on, start and maintain relations, have children etc., GPs can provide long term support through the recovery process.
- Recovery is as much about preserving relationships or holding down a job than becoming drug free. I'm not sure how much flexibility DACT has around outcomes though. Recovery more broadly is becoming increasingly important in all long term conditions, and I think this says all the right things around this in the non-opiate part. Much of the resourcing for opiates could be mopped up by prescribing.

Q14 Is there any good practice, services, interventions available from other areas which you think Sheffield should learn from and use to improve the local offer?

Three suggestions were made, two of which are currently implemented in Sheffield (ambulance pathway and alcohol screening tool).

- Shared care alcohol schemes. Primary care opiate services linking with community mental health teams rather than use of specialised psychiatry for substance misuse and dual diagnosis. Joint work between primary care and psychiatry is the model for all other mental health diagnosis rather than a specific psychiatry service for dual diagnosis and is a model used in other areas nationwide. It is an expensive model to continue with specialist psychiatry.
- No
- A partnership scheme involving YAS, Kirklees Council, West Yorkshire Police, West Yorkshire Fire and Rescue Service and Lifeline's *On-trak* alcohol service has been set up in the Kirklees area to reduce re-offending rates for alcohol-related crime. The course is offered through the Police custody suite at the point of release to adults considered suitable for a Penalty Notice for Disorder or caution. As an incentive to attend, the individual is offered the opportunity to halve their fine upon attending the course. All of the funds raised by the course are donated to local alcohol-related charities and causes. Information and advice are provided on alcohol-related behaviour and the physical, social, psychological and economic impacts this behaviour can have on the health and wellbeing of both the individual and those around them. The course also acts as a way of signposting individuals to further support services where a need is identified. For the period December 2012 – June 2013: 75 detainees have accepted a referral on to the course, 60% of those referred (45 detainees) actually attended a course, only 2.2% (1) of those who did attend have since re-offended,

33.3% (10) of those who did not attend have since re-offended. This course is a good example of local partnerships working together to deliver improved public health outcomes for the community. Initial data demonstrates very low re-offending rates in those individuals that attend the course. Offending is considerably higher in those that fail to attend the course after accepting a referral. Work is also underway to collect re-offending data for those individuals that opted out of the scheme when offered, to act as a comparison.

- Use of screening tools (Sheffield Alcohol Screening Tool) and adoption across drug services
- Yes, whilst we feel able to comment upon the commissioning plan, having made desktop observations of its content, we are not in position to offer comment on how Sheffield might benefit from best practice from elsewhere. Such comments could only be informed by a detailed understanding of current operations that we are not, at this stage, in possession of.
- I am aware of the DOH guidelines that encourage prescribing in primary care. So much of this document advises a holistic approach (e.g. "Services providing psychosocial interventions therefore need staff of sufficient seniority and competencies to provide effective supervision and to monitor the overall quality of treatment"
http://www.nta.nhs.uk/uploads/clinical_guidelines_2007.pdf)
- I have no information on other areas. I think we have good practice here in Sheffield to build on. I think the city centre outreach for students that alcohol services have done may be an example, and the current shared care team that supports GP practices offers a good level of service to patients and GP teams.

Q15 Do you have any views about the procurement process, for example procurement staggered over two rounds, 3-5 year contracts, open competitive tender?

- Interested to know why you have opted for Part A rather than Part B procurement? Part B procurement would be better for these types of services.
- 5 year contracts helpful as allow services to bed in and develop over time. Two rounds is fine but too close together. It may detract from mobilising a service if trying to do two things together.
- I have concerns about the contracts running for 3 years as this doesn't feel like an adequate time frame to allow new services to 'bed in'. It will obviously create services based on best value for the money available. This could allow an outside provider to offer a substandard service to a group of vulnerable clients who need holistic services with local knowledge to meet their need.
- I would welcome the view of the Sheffield Clinical Commissioning Group (CCG) members of the Health and Wellbeing Board with regards to the risk of 3-5 year contracts and an open competitive tender. I believe there is a significant risk of destabilising some practice who have provided this service to a significant number of patients for a significant number of years, both from the point of view of patients who require addiction services and their ordinary patient list. I think there is a fundamental argument that patient care is best contributed to in negotiation with the patient held record and details of other family members. There are models around the country where contracts have not been put out to open competitive tender because of the need to have access to the records.
- Yes. 3-5 year contracts continue to destabilise providers by causing difficulties with staff recruitment and retention. Only being able to offer short term contracts to staff has been a

particular problem. Competitive tender can cause tensions between providers and damage existing working relationships. It is helpful if proposed contract terms are described alongside the specification so that their implications can be considered as part of the bidding process. It is helpful if the specification describes outputs and outcomes whilst leaving bidders the freedom to design their own delivery models.

- Staggering of tenders supports providers to enable them to bid in both rounds effectively. It is important that mobilisation is managed robustly, particularly where a provider may bid for more than one tender consecutively and where service models mobilise to the new procurement arrangements. Competitive tender is health and encourages creativity and best value offers. It can however detract from the current system as providers are competing with each other for business and can stifle best practice in partnership/collaborative working. It will be important to manage transitions smoothly to ensure that services are not disrupted during the procurement process. Operational stability within the system is welcomed and this is offered by 3-5 year contracts. Changes to pathways can take time to embed across a whole system reconfiguration and settling in time is needed to truly appreciate the benefits to the new system.
- Yes, Lifeline would be very enthusiastic in engaging in whatever procurement format the commissioner deems appropriate.
- There is a fundamental argument that patient care is best contributed to in negotiation with the patient held record and details of other family members. There are models around the country where contracts have not been put out to open competitive tender because of the need to have access to the records. I believe the CCG's opinion, national guidance, and the opinion of Sheffield LMC is vital before major changes to addiction services are made across the city.
- As a GP provider, I welcome the extension in my contract, not least to be able to prepare my patients for a change they may not welcome if I do not continue in this role.

Q16 Any further comments – DACT Commissioning & Procurement Plan?

- How will you ensure consistency of services from all the separated services? E.g. workforce quality, qualification and consistent ethos and recovery focus?
- Payment model difficult to plan a service on – staff costs remain despite varying numbers. Need recognition to retain and develop staff teams.
- The ambulance service has access to people and places that other health and social care services can find it difficult to access and is often called by those with multiple problems who may not accept advice from other health providers. What thought has been given to how the ambulance service could/will be involved in services/service delivery? 2,400 Identification and Brief Advice assessments are proposed for the new alcohol service. Has it been considered that the ambulance service provides a unique route in to some patients and that some of these assessments could be carried out in the community, with the appropriate training, to assist referrals into the service?
- I was not aware of the 25 per cent reduction in funding mentioned in relation to drug education and intervention. Any light on this would be appreciated.
- I can see that the paper states that the changes will have a positive impact, rather than a negative one. I can see that, in relation to th3 model of service, and I think we can be

reassured by the volume changes described – have you anything else to reassure our GPs about the impact of the changes?

- Sheffield LMC would not support a reduction of 25% in funding for drug and alcohol services, particularly as there is a national drive to reduce NHS admissions due to alcohol and drug related illness. I am not sure that drug or alcohol treatments can necessarily be ring fenced, as a service does not take into account their holistic care with all the associated co-morbidities. At a national level from the General Practitioners Committee (GPC) and the Royal College of General Practitioners (RCGP) and at a local LMC level, it would be argued that the strength of Primary Care in the UK has always been the patient held record and continuity of care, with individual doctors that know patients and I would still support this view.
- It would be good to get the opinion of current drug/alcohol service users.
- The CCG would like to see more evidence of the DACT's overall strategy, in particular its role in the city wide response to ensuring patients/clients get the right level of service to avoid high level costly and inappropriate care. We would also like to see more evidence in the service specification of improvements to the pathways interlinking the various service providers, encouraging providers to work more in partnership with A&E, Community Mental Health Teams, Primary Care and those voluntary organisations all of which provide input into the care, support and recovery of the patients/clients involved. The CCG is intending to commission more services in the community. It would be helpful to know in the DACT's service specification, whether you are encouraging more partnership working in the community with other service providers working in the community, especially to those hard to reach client groups, who are socially isolated and vulnerable individuals. Given the strong interdependencies between the services we commission, we would like to be involved in the procurement and implementation of the services to promote good working across services.
- There has been no direct communication with the GP practices contracted to provide this service. "Key stakeholders" were invited to a meeting on 4th November, however this did not include the existing GP providers. I would have thought that providers contracted to provide services of an annual value of in several cases >20k should be informed directly of this contract going out to tender. There is minimal reference to GP practice providers in the consultation document despite these providers currently treating approximately 500 patients. GP practices are not listed as providers on page 9. The documents refers to this process excluding contracts of <£50k which would apply to all the GP practices. Given the paucity of references to general practice providers it is hard to avoid drawing the conclusion that the commissioners have already decided to exclude GP practice providers from any future service. I would be concerned that a centralised single provider service with a 25% reduction in funding risks becoming a rigid narrowly protocol driven service with an inflexible approach and low threshold to resort for "non-engagement". This could superficially appear to meet the recovery agenda whilst actually resulting in significant unmet need. At present GP shared care prescribing is funded via primary care budgets, my understanding is that this also applies to PCASS on a deputising basis. If the new service is not delivered on this basis these costs would need to be covered by the new provider.
- We should ensure that service users with Dual Diagnosis are jointly accounted for in the procurement of drug and alcohol and mental health commissioning. There is a risk of these individuals falling through unintentional commissioning gaps in service provision. With reference to Tier 4 interventions we would like to seek clarification of the relationship between community service provision and referral to Tier 4 interventions (IP detox and Resi-Rehab). It is important to recognise that the treatment system does not work in isolation and that the

service providers must work across the whole health and social care system, including multi agency liaison (health, social, criminal justice agencies) to reduce impact, unnecessary admission and target those smaller number of people that use the highest amount of resource.

- We are grateful for the opportunity to contribute to this process, but have no further comments to make at this stage.
- I support the overall direction with 3 pathways. Currently we have some really good services that are working well. This is an opportunity to improve patients experience, but I hope that the pathways do not work in isolation, as that will not be an overall improvements on what we have now.

Changes made following the consultation:

- A dual diagnosis nurse role was created within the Opiates service.
- 600 additional SEAP/IBA assessment places for alcohol were created
- Provision for needle exchange within appointments within both the opiates and non-opiates service was allowed.
- A distinct offer of GP led care for alcohol as well as for opiates has been specified.
- Personal recovery budgets have been removed and replaced with community based recovery support interventions.
- Perceived areas of unmet need (Q11) have been addressed within the specifications for services.

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