

Cabinet

Wednesday 18 June 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 & Public Health)
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. 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
18 JUNE 2014**

Order of Business

- 1. Welcome and Housekeeping Arrangements**
- 2. Apologies for Absence**
- 3. Exclusion of Public and Press**
To identify items where resolutions may be moved to exclude the press and public
- 4. Declarations of Interest** (Pages 1 - 4)
Members to declare any interests they have in the business to be considered at the meeting
- 5. Minutes of Previous Meetings** (Pages 5 - 24)
To approve the minutes of the meetings of the Cabinet held on 16 April 2014 and 4 June 2014
- 6. Public Questions and Petitions**
To receive any questions or petitions from members of the public
- 7. Items Called-In For Scrutiny**
The Director of Legal and Governance will inform the Cabinet of any items called in for scrutiny since the last meeting of the Cabinet
- 8. Retirement of Staff** (Pages 25 - 28)
Report of the Director of Legal and Governance
- 9. Revenue Budget and Capital Programme Monitoring - 2013/14 Month 12 (as at 31/3/14)** (Pages 29 - 90)
Report of the Executive Director, Resources
- 10. Sheffield Food Strategy** (Pages 91 - 142)
Report of the Executive Director, Place
- 11. Outdoor Sports Strategy** (Pages 143 - 158)
Report of the Executive Director, Place
- 12. Decision by Cabinet as Trustees of the Firth Park Charity - Granting of a Lease to Provide Childcare from the First Start Centre** (Pages 159 - 164)
Report of the Executive Director, Children, Young People and Families (NOTE. This is a decision to be taken by Cabinet as Trustees of the Firth Park Charity)

13. Decision by Cabinet as Charity Trustees of the Oxley Park Charity - Proposed Lease of Stocksbridge Leisure Centre

(Pages 165 -
180)

Report of the Executive Director, Place (NOTE. The decision is to be made by Cabinet as Trustees of the Oxley Park Charity)

NOTE: The next meeting of Cabinet will be held on Wednesday 23 July 2014 at 2.00 pm

ADVICE TO MEMBERS ON DECLARING INTERESTS AT MEETINGS

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

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

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

You **must**:

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

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

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

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

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

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

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

You have a personal interest where –

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

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

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

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

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

Further advice can be obtained from Gillian Duckworth, Interim Director of Legal and Governance on 0114 2734018 or email gillian.duckworth@sheffield.gov.uk.

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Cabinet

Meeting held 16 April 2014

PRESENT: Councillors Julie Dore (Chair), Leigh Bramall, Jackie Drayton, Ben Curran, Harry Harpham (Deputy Chair), Mazher Iqbal, Mary Lea and Jack Scott

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1. APOLOGIES FOR ABSENCE

1.1 An apology for absence was received from Councillor Isobel Bowler.

2. EXCLUSION OF PUBLIC AND PRESS

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

3. DECLARATIONS OF INTEREST

3.1 There were no declarations of interest.

4. MINUTES OF PREVIOUS MEETING

4.1 The minutes of the meeting of Cabinet held on 19 March 2014 were approved as a correct record.

5. PUBLIC QUESTIONS AND PETITIONS

5.1 Petition in respect of Selective Licensing

Ahsan Ashraf submitted a petition, containing 30 signatures, opposing the Selective Licensing Scheme in the Page Hall area which was to come into force on 22 April. Mr Ashraf commented that, since the scheme had been agreed, house prices had collapsed and were now barely reaching £30k. 20 homes in the area were on Rightmove and were struggling to sell.

Four major banks had declared that they had stopped giving mortgages in the area as a result of the scheme. Landlords in the area were not happy and believed that they were being bullied into handing over money. Even though the scheme was due to go live on 22 April, landlords had still not yet seen any tenancy management standards which they would be expected to adhere to.

Landlords were further upset that the scheme did not allow them to pay in instalments. The rules on overcrowding would lead to a number of evictions and potentially leave children homeless. The scheme would directly impact on those least able to fight back. Mr Ashraf therefore asked the Council to reconsider its position in respect of Selective Licensing.

5.2 Public Question in respect of Selective Licensing

Mr Chisell asked why the Selective Licensing fee of £750 could not be paid in instalments when other things such as Council Tax and rent could be?

Councillor Harry Harpham, Cabinet Member for Homes and Neighbourhoods, responded that the proposals had been discussed with landlords for 3 months and there had been an opportunity for landlords to pay the fee in instalments during this period. He questioned landlords saying they were finding it difficult to find the money as they would have to find similar funds if something broke in one of their properties. As regards paying in instalments, legal advice had stated that the landlord could not have a legal license without paying the full fee.

In relation to the petition, Councillor Harpham stated that when consultation had taken place the overwhelming response was in favour with 60% of responses in support. The Council had listened to what landlords had said as the original proposal was for a selective licensing scheme across the whole area and this had now been modified to around 300 houses as a result of the consultation.

Councillor Harpham added that the scheme was not seen as a 'silver bullet' to solve all of the problems in the Page Hall area but it was a very important tool to help address some of the challenges such as overcrowding, the condition of the properties and anti-social behaviour. Landlords had a wider responsibility to the area not just collecting rent from their tenants.

Property prices had been falling consistently in Page Hall for a long time so Councillor Harpham did not accept the argument that they had fallen dramatically as a result of the Selective Licensing scheme. He believed that the scheme would actually help to drive up prices in the area.

Councillor Julie Dore, Leader of the Council, commented that she would check if 4 major banks had stopped giving mortgages in the area as she did not believe that to be the case. The scheme was not being introduced to punish landlords and was about improving conditions of houses and the wider community. Councillor Harpham added that negotiations were currently taking place with landlords in respect of the standards expected.

5.3 Public Question in respect of issues in the High Green area

Barry Bellamy referred to a number of questions he had asked at the North Local Area Partnership Cabinet in the Community meeting on 19 March 2014 in relation to the Streets Ahead project and sheltered housing. He commented that no responses had been received to these questions and therefore asked when he would receive a response.

Councillor Jack Scott reported that he understood a formal response to the issues raised had been sent to Mr Bellamy and he would investigate why this had not happened to this date. Councillor Julie Dore added that Councillors would be unable to do a walkabout in the High Green area, as promised, as they were currently under Pre Election Rules on Publicity (PERP) and this may be seen as trying to gain political advantage.

A promised meeting with Steve Robinson, Head of Highway Maintenance, had not yet been arranged as Mr Robinson had been on leave. He was now back in work and would arrange the meeting shortly. In respect of the rest of the issues written responses would be provided.

5.4 Public question in respect of City Stewardship Scheme

Robert Morris, UCAT Regional Secretary, asked, in light of the proposal to end the City Stewardship scheme, what were the plans for any future scheme and was it morally right to end a scheme which hundreds of young people had benefited from?

Councillor Harry Harpham responded that discussions had been held with local Trade Union representatives before the decision had been made and Councillor Tony Damms, Cabinet Adviser, and Janet Sharpe, Interim Director of Housing had met with young people involved in the scheme.

The scheme had been aimed at getting young people into future employment. However, the Council believed they could do better by looking at developing a better scheme. Many of the young people who had completed the scheme had been left with nothing afterwards. The gardening element of the scheme had been welcomed by tenants and Councillor Harpham was determined not to lose that part of it. Councillor Harpham believed a much better scheme could be developed through working with Cabinet colleagues and it was hoped that this could be introduced before the end of the year. UCAT were welcome to be involved in any discussions held on the development of the scheme.

Councillor Julie Dore added that it wouldn't be morally right to end the scheme without having anything to replace it but that wasn't the case in this instance.

5.5 Public Question in respect of Future Funding of the Voluntary Sector and the BME Network

Mubarak Hassan, Chair of the Sheffield Black Minority and Ethnic (BME) Network, commented that the Sheffield BME Network had been set up due to huge demand. It worked with the most deprived in the City and took a holistic approach. The Network recognised the financial constraints in which the Council had to operate but did not believe in the recent changes to the funding of the voluntary sector that a credible impact assessment had been undertaken in relation to the BME Network.

A credible impact assessment was needed to ensure the Council met the needs of the Race Equalities Act. The assessment felt to the Network like a desktop study rather than a real look at the impact of the changes on the grass roots. The Network would therefore like to call for a Stage 2 Impact Assessment to properly assess the impact of the changes. This needed to include up to date figures on health, employment and NEET's within BME communities.

In conclusion, Mr Hassan stated that the new formula for funding felt like a very

top down approach which had been rolled out without consultation. There needed to be an element of working in partnership and every organisation should be given the opportunity to apply for the funds.

5.6 Public Question in respect of Future Funding of the Voluntary Sector and the BME Network

Ronnie Lewin, Sheffield BME Network, commented that unemployment had risen to 55 % for BME young men. This did not enable those young men to take part in ordinary life activities or live in sustainable communities. Ethnic minorities made up 1/5 of the population of the City at the current time. Despite this the BME Network believed it still felt like a 'them and us' approach. The Council talked widely about inclusivity but it didn't feel that way to the Network at the present time.

The Network were in favour of the apprenticeship scheme but believed that inequalities were not just at the NEET (Not in Education, Employment or Training) level but across the board. The Network had developed an intervention policy in schools, particularly focused around exclusions with some success. The Network was therefore surprised that funding had been removed and this work had been ignored in the Equality Impact Assessment (EIA).

The Network believed that a piecemeal ad hoc approach had been taken to the new proposals. Mr Lewin also requested that a Stage 2 Impact Assessment be carried out and an investigation held into the whole process as he did not believe due process had been followed. The new Equalities Hubs did not replace the work of the BME Network and Mr Lewin believed this to be tokenistic and a 'tick box' gesture.

Mr Lewin concluded by asking with the changes to the funding will any new applicants be locked out from applying for the first 3 years?

In response to both questions from Mr Hassan and Mr Lewin, Councillor Mazher Iqbal, Cabinet Member for Communities and Inclusion, reported that, under the previous administration 3 voluntary groups had been funded by the Council, the BME Network, 50+ and Disability Sheffield. When Councillor Iqbal became Cabinet Member under the present administration he had met with other voluntary groups who believed that there was inequality across the City and a host of organisations who were not funded by the Council.

There was a need for a review of the funding arrangements in order to meet the requirements of the Equalities Act. When a meeting had been held with the BME Network in 2011 it was reported to them that the current arrangements could not continue as they were. In November 2013 it was confirmed that funding would cease but those protected groups could be involved in the exercise to establish the new funding formula.

Councillor Iqbal did not believe the new policy was a top down approach. The proposals had been changed as a result of the consultation. The EIA looked at what the impact of the proposals would be on various groups. It recognised the

impact but ensured the resources were there to support those groups impacted. Funding could not be guaranteed for 3 years as the Council's budget had been reduced by 50%.

Councillor Iqbal further commented that he valued the work done by the 3 groups mentioned within communities. The evaluation of the impact of the new proposals would be for the Network to do. The new model put forward ensured that the Council was being fair and equitable. He was happy to meet again with the BME Network but he could not give any assurances that funding would be available for 3 years.

Councillor Mary Lea, Cabinet Member for Health, Care and Independent Living, added that she had met with the BME Network on a couple of occasions. She had reviewed public health and resolved to take a different approach of a social model of delivery and to look at the root causes of health issues. She also wanted to look at a more social model of how the healthier communities programme was delivered.

A small resource had been allocated for the programme but this was only a start and there was a wish to put more resources towards housing and unemployment. Social capital had been looked at and the Council knew that this had been successful and wanted to make sure this happened in other areas of the City and officers were working on that at the present time. Councillor Lea believed that health inequalities were everybody's business. The Healthy Communities Programme was quite small but the Council would be doing its best within the deprived areas.

Councillor Julie Dore added that at the next meeting of the Health and Wellbeing Board, made up of the Council, National Health Service and the Clinical Commissioning Group, the main agenda item would be health inequalities. The Board would look at what health inequalities were and what could be done to address them. She would ensure that statistics would be available at the meeting to aid the Board.

Councillor Jackie Drayton, Cabinet Member for Children, Young People and Families, thanked Mr Hassan and Mr Lewin and others who consistently reminded the Council about inequalities in the City. One of the biggest challenges for her was exclusions and not just those involving those from BME communities but also those receiving free school meals and those with special needs. She reassured them that Officers were working with schools through the City Wide Learning Body, to address these important issues and were continuing to work to resolve exclusions.

Councillor Drayton reminded them that she had met with the BME Network to discuss these issues. It was clear that the same issues remained and the Council needed to continue to work to resolve these. The Council had introduced such things as the apprenticeship programme, Made in Sheffield Curriculum and the 14-16 Programme in attempt to resolve the issues. The City-Wide Learning Body shared good practice. In respect of a reference made to Talent Watch, this was a Regional Programme rather than a Council one. She would go back and clarify

why the BME Network had not been involved with this.

5.7 Public Question in respect of Care Homes

Mr Nigel Slack commented that his Uncle was currently a resident in the Warren Park Care Home in Chapeltown. This facility and 21 others owned and operated by Mimosa Healthcare Holdings Ltd had recently been placed in receivership. Five of these were in the Sheffield City Region, with an estimated 300 plus residents at risk.

Mr Slack further referred to a recent report by Company Watch which stated that nearly 1 in 4 of UK Care Homes had a poor financial rating and if history was anything to go by 1 in 4 of those would fail. That meant 1,250 Care Homes at risk. Therefore, he asked with this in mind could the Council tell him when they knew that Mimosa Healthcare was going into liquidation? What financial health checks had been made on them recently? Will they now be checking the financial health of all Care Homes in the region? What contingency plans were in place if the homes could not be sold on as a going concern? And finally did the Council still consider the outsourcing of care services for vulnerable adults to be the right solution?

Councillor Mary Lea responded that she became aware of the situation with Mimosa on the 26th March. The Clinical Commissioning Group were the regulatory authority who were responsible for undertaking financial checks and they were in the process of undertaking checks nationally. Warren Park was the only Mimosa Care Home in the City and the situation was being monitored frequently. If it were to close she was confident that there was appropriate care available for those that needed it.

Roseberry Care Home was being managed whilst the Council established the current situation there. The Council managed the problems at Southern Croft very well and a number of care providers had come in to run the home.

The Council was also aware that many people wanted care and support in their own home and work was being undertaken to ensure that happened. It had been agreed as Council policy not to own any Care Homes. Most home care was provided by the independent sector and the Council had a robust set of monitoring policies and procedures. Free training was offered and the Council worked closely with providers when problems arose. The Council wanted to ensure that people stayed where they felt happiest.

5.8 Public Questions in respect of Scrutiny and Webcasting

Mr Nigel Slack referred to Item 13 on the agenda for the meeting, the Scrutiny Review. He commented that the report on this item was to be welcomed, as was the commitment to drafting new proposals within the next 9 months. He asked, with reference to paragraph 4.9 of the report, did this mean that the remit of the Scrutiny arrangements will be extended to including outsourcing companies? And will the increasing number of Supra-Council bodies, such as the Police and Crime Panel, the Sheffield City Region Local Enterprise Partnership (SCRLEP) and the

new Combined Authority be part of the Scrutiny Review?

Mr Slack's second question referenced paragraph 4.8 of the report which referred to engaging with the public. He asked would the Council be looking at the place of Webcasting in this process?

5.9 Public Question in respect of Scrutiny

Mr Alan Kewley, a Member of Sheffield for Democracy, referred to Item 13 on the agenda for the meeting, Scrutiny Review. He commented that he had taken part in the review in January 2014. However, he expressed concern over the lack of input of groups such as Sheffield for Democracy into the present process. Overall he welcomed the report and the recommendation for more input from local community groups. Mr Kewley asked how the Review would develop following approval of the report from Cabinet? He also asked how and when the public and local community groups would have the opportunity to become more involved?

5.10 Public Questions in respect of Scrutiny

Mr Michael Andrews asked two questions in relation to Scrutiny. Mr Andrews' first question asked why Scrutiny Committees were asked to help develop some policies but not others? For example, a Scrutiny Committee set up a Task and Finish Group to help develop the Housing Allocations Policy, whereas the Libraries Policy was developed by an Elected Members Task and Finish Group, set up outside the Scrutiny system. Why were these two policies developed differently? Mr Andrews also asked which Councillors were involved in the two Task and Finish Groups mentioned?

Mr Andrews second question referred to the Scrutiny Review report on the agenda and reference in the report to increased involvement of the Executive in planning the work of the Scrutiny Committee. Mr Andrews stated that he could see some advantages in this but asked whether there was a risk that the Executive could take control of Scrutiny? What safeguards would be put in place to ensure the independence of Scrutiny Committees?

In introducing the Scrutiny Review report, James Henderson, Director of Policy, Performance and Communications, stated that there was an intention to engage with community groups further through the process. Scrutiny already currently looked at partners, for example the Economic and Environmental Wellbeing Committee had looked at the Streets Ahead project and spoken to representatives of AMEY. It didn't, however, look at scrutinising agencies such as the Combined Authority or the Police and Crime Panel, which was itself a Scrutiny body.

In relation to webcasting, this had been looked at in the past and proven to be expensive and technically difficult. It was, however, kept under review and had been discussed at a recent meeting of the Corporate Members' Group.

Councillor Julie Dore added that, in relation to Scrutiny's role in developing policy, there were different ways of developing policy. In relation to the Housing Allocations policy, the desire to improve this was cross-party and all had the same

desired outcomes. In relation to libraries, it was clear that there would not be cross-party agreement on the issue. That wasn't to say if there were political differences in the future that there wouldn't be a role for Scrutiny.

As well as formal Scrutiny, there were many informal ways of scrutinising something such as through the Local Area Partnerships. For example, the East Local Area Partnership had recently looked at the issue of youth unemployment.

It was important to ensure that the public were involved in designing and shaping policy and this could be done through the Equality Hubs, Local Area Partnerships and Cabinet in the Community. When developing policy a number of different consultation methods were used depending on the circumstances.

Scrutiny Committees would not be dominated by the Executive and it was about everyone coming together to realise the ambitions of the administration, the opposition groups and officers.

6. ITEMS CALLED-IN FOR SCRUTINY

6.1 There were no items called-in for Scrutiny.

7. RETIREMENT OF STAFF

7.1 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>		
Lynn Barlow	Application Data Quality Officer	30
Marie Brown	Senior Supervisory Assistant and Pianist, Mosborough Primary School	27
Kirsty Crockford	Early Years Practitioner	22
Eileen Giles	Teacher, St Thomas of Canterbury School	28
Marina Glaves	Team Manager, Provider Services	38
Diane Green	Early Years Practitioner	30

Philipa Humberstone	Early Years Practitioner	36
Gillian McCormick	Early Years Practitioner	30
June Norris	Senior Teaching Assistant	24
Leslie Roberts	Buildings Supervisor, Hillsborough Primary School	28
Christine Schofield	Senior Teaching Assistant	31
Margaret Scott	Admin/Finance Manager, Abbey Lane Primary School	28

Communities

Robert Allison	Provider Services Worker	27
Susan Booker	Business Support Officer	31
Karen Brameld	Library and Information Assistant	39
Julie Clay	Personal Assistant, Peripatetic Team	30
Nick Hoult	Senior Development Officer	38
Keith McKinstrie	Service Manager	38
Richard Palmer	Head of Housing Commissioning	38
Carol Rickett	Financial Assessment and Advice Officer	26
Yvonne Wray	First Line Manager	36

Place

James Breakey	Practice Manager	29
Clive Chambers	Assistant Surveyor/Meter Reader	29
Deborah Davison	Senior Business Support Officer	21
Valerie De Haney	Technician, City Development	39

Lynn Fox	Senior Technician	27
John Gaunt	Planning Officer (Landscape)	39
Gary Gyton	Building Surveyor	31
Karen Hopkin	Administrative Assistant	23
Peter Latham	Principal Planning Officer	39
Janet Littlewood	Administration Officer	27
Lynn Mapley	Team Leader	34
Rebecca Morton	Admin Assistant	39
Jill Noble	Finance Officer	37
Joan Nuttall	Strategy Support Officer (Performance)	37
Godfrey Nzegwu	Environmental Protection Officer	29
Trevor Thorn	Principal Planning Officer	22
Douglas Turner	Category Operative	47
Charles Wheeldon	Highways Development Manager	38

Resources

Patricia Appleyard	Professional Officer, Legal Services	35
Julie Brierley	Assistant Area Manager	39
Carol Dearnley	Senior Transformation Project Manager	31
Simon Freeman	Assistant Finance Manager	23
Janet Gregory	HR Consultant	33
Amanda Hall	Finance Officer	39
Susan Harwood	Learning and Development Consultant	39

Graham Hudson	Senior Personnel Officer	38
Michael Kidder	Assistant Operations Controller, Transport and Facilities Management	38
Stephen Mills	Senior Transport Service Officer	31
Susan Priest	Finance Officer	32
Susan Rodgers	Assistant Finance Manager	25
Andrew Shallice	Cohesion Migration and Safety Officer	27
Diane Whitlock	Workforce Development Manager	36
Peter Wilson	Senior Transport Manager	39

(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. SCHOOL PLACES IN SHEFFIELD: PUBLICATION FEEDBACK

8.1 The Executive Director, Children, Young People and Families submitted a report providing feedback following the publication of statutory proposals to change the number/organisation of school places in two areas across the City. It also sought permission to take the next steps in taking forward the proposals.

8.2 **RESOLVED:** That Cabinet:-

- (a) approves the proposal to increase the capacity at Hallam Primary School as described in the statutory proposals, in recognition of the concerns raised by local residents, this approval is conditional on the granting of planning permission before 1st November 2014;
- (b) approves the proposals to create a single primary school for Tinsley by closing Tinsley Nursery Infant School and extending the range of Tinsley Junior School, with a change to the timing stated in the published proposals to bring it forward to 1st September 2014 as requested by the two governing bodies;
- (c) agrees that the new through primary school building in Tinsley should be moved to a site away from the motorway; and

- (d) notes that a further report will be submitted to consider the different site options and that a decision will be made on the Site by July 2014.

8.3 Reasons for Decision

- 8.3.1 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. In Tinsley the proposal would secure the single management, governance and leadership structure across the primary age-range.

8.4 Alternatives Considered and Rejected

- 8.4.1 The consultation process and statutory notice period has allowed for alternative proposals to come forward. In the case of Tinsley the key alternatives were around the site and these are being considered fully before a further report back to Cabinet.

9. SHEFFIELD: AN INTERNATIONAL, COMPETITIVE, TRADING CITY

- 9.1 The Executive Director, Place submitted a report presenting a new International Trade and Export Strategy, which had been developed with key partners and the Local Enterprise Partnership, for approval by Cabinet.

9.2 RESOLVED: That Cabinet:-

- (a) approves the new International Trade and Export Strategy appended to the main report as a statement of the City's trade and export priorities and ambitions;
- (b) notes the financial implications of implementing the strategy;
- (c) agrees that officers in Creative Sheffield will continue to work with the Sheffield City Region Local Enterprise Partnership as part of the development of this wider export offer; and
- (d) delegates authority to the Director of Creative Sheffield to take such further steps, including the making of agreements or arrangements with third parties, as he considers appropriate to achieve the delivery of this Strategy, subject to (a) the availability of any necessary funding within a suitable approved Council budget, and (b) consultation as appropriate with the Director of Legal and Governance and the Director of Finance.

9.3 Reasons for Decision

- 9.3.1 An International Trade and Export Strategy for Sheffield will launch a new international partnership and outline key strategic interventions designed to drive up export performance across Sheffield and the wider City Region.

9.4 **Alternatives Considered and Rejected**

9.4.1 **Retain our current International Strategy**

The Council's current International Strategy is 2010 to 2013/14. There has been a need for a review to evaluate the Strategy's successes. Over the lifetime of this Strategy the national and international economic climate has changed considerably following the repercussions of the 2008 financial crisis. Whilst the current International Strategy had an economic focus, it has been concluded that a stronger, more explicit economic focus is required in a new Strategy. Hence the development of this International Trade Strategy which focuses and prioritises international economic activity for the economic wellbeing of the City as a whole.

9.4.2 **Delivering a Sheffield Strategy without SCR**

Developing a Sheffield Strategy in isolation from the SCRLEP Strategic Economic Plan may lead to increased impact through the improved coordination of existing resources and additional limited resources. However, this would achieve limited economic benefits to the scale and flexibility of current export support. The City could miss out on significant opportunities to truly transform Sheffield's, and its wider City region's economy through harnessing the SCR SEP to negotiate increased resources and co-commission powers for UKTI resources.

9.4.3 **Work purely within the framework of the SCR Strategic Economic Plan**

The development of the International Trade Strategy preceded the SCR Strategic Economic Plan, with Sheffield being asked to lead on the wider international business development offer as a result of more exports and trade being identified as a strategic City region priority. To not proceed with a clear Sheffield plan and a positive commitment to trade and export, and to further partnership working, would lead to a significant delay in activity starting, a move backwards in terms of the coordination and support we have in the trade organisations in the City region and a less bold and clear ask with the SEP for future resources and support. In the short-term we will formally establish and work with the SIP to make progress on delivering the Sheffield commitment up to April 2015 during the period of SCRLEP negotiations with Government on the Strategic Economic Plan. Through this approach, Sheffield will take the lead on initial delivery, evidencing a successful track record to Government, and demonstrating a willingness and ability to deliver on a larger City region scale.

10. **KEEP SHEFFIELD WORKING FUND: DRIVING THE LOCAL ECONOMY FORWARD**

10.1 The Executive Director, Place submitted a report in relation to the Keep Sheffield Working Fund.

10.2 **RESOLVED:** That Cabinet:-

- (a) notes the economic impact and outcomes achieved through the Keep Sheffield Working Fund and its contribution toward the Competitive City strategic outcome;
- (b) notes the financial implications contained in this report; and
- (c) requests that consideration is given to the lessons learned from the fund in terms of the impact a locally managed, flexible fund can have on local growth and the implications this has for future innovation funds;

10.3 **Reasons for Decision**

- 10.3.1 The objective of the Keep Sheffield Working Fund was to help the Council do all it can to support activities that will help create jobs and drive the local economy forward. The success of the projects supported by the funds has demonstrated the value of a focused but flexible programme of activity which can invest in short term growth initiatives with long term impact.

10.4 **Alternatives Considered and Rejected**

- 10.4.1 The option of using the £800,000 set aside for the Keep Sheffield Working Fund to support other activities has been considered. However, it was felt that investing in activities to create jobs and drive the local economy forward is essential to maintaining the City's competitiveness, as well as the prosperity and wellbeing of individuals and communities.

11. **MILTON STREET/PARKWAY CLOSE PROPERTY EXCHANGE**

- 11.1 The Executive Director, Place submitted a report in relation to the Milton Street/Parkway Close Property Exchange.

11.2 **RESOLVED:** That Cabinet:-

- (a) approves the proposals to exchange the properties at Milton Street and Parkway Close and lease back the Milton Street property on the terms set out in the report; and
- (b) delegates authority to the Director of Capital and Major Projects to negotiate the detailed terms of the transactions and to instruct the Director of Legal and Governance to complete such legal documentation as is necessary or appropriate to give effect to the transaction.

11.3 **Reasons for Decision**

- 11.3.1 Officers consider that acquiring Eye Witness Works and subsequently marketing it together with neighbouring Council owned land through a development brief will be a significant way in which to partially rebalance the City Centre housing market and enhance the regeneration of the Devonshire Quarter.

11.3.2 Exchanging this property for Council owned premises at Parkway Close will enable a high quality local manufacturing company to relocate to more suitable more modern premises. This should assist the future viability of that business and protect local jobs.

11.3.3 Allowing the company to remain in the existing premises under a temporary leaseback will minimise holding costs and reduce the risk to the Council.

11.4 **Alternatives Considered and Rejected**

11.4.1 The Council could simply sell the Parkway Close property on the open market and not do anything to assist Taylors Eye Witness Ltd to sell their property and hence relocate the business and protect jobs. This approach would not achieve any of the Council's objectives in terms of either the Economic or Housing Strategies or the regeneration of the City Centre.

11.4.2 Officers have tried other initiatives to seek to help facilitate the redevelopment of Eye Witness Works by private developers but the proposals put forward have either been unacceptable in planning terms due to the amount of demolition of the listed building proposed or not been sufficiently valuable to enable the company to acquire new property and relocate.

12. **SCRUTINY REVIEW**

12.1 The Chief Executive submitted a report providing background information on key functions of scrutiny, the model operated in Sheffield and how Scrutiny is resourced.

12.2 **RESOLVED:** That Cabinet:-

- (a) notes the findings of the Scrutiny Review and agrees changes to the ways of working, including:
 - The development of a more rigorous approach to work planning and prioritisation, including an annual Scrutiny planning event
 - Greater engagement with the public and service users in Scrutiny
 - Strengthening outcome focussed Scrutiny of City-wide issues including holding to account services delivered by other agencies across the City, as well as the changes;
- (b) agrees changes in time for the start of the next municipal year in relation to changing membership for the Overview and Scrutiny Management Committee to reflect proportionality of Council, whilst including Chairs and Deputy Chairs of Scrutiny Committees; and
- (c) agrees that in consultation with the Chair of the Overview and Scrutiny Management Committee, officers further develop a detailed action plan based on the proposed solutions to issues identified in the Review as outlined in Section 8 of the report.

12.3 Reasons for Decision

12.3.1 This report on the Scrutiny Review identifies a series of recommendations which would enable the Council to improve the impact and effectiveness of Scrutiny, within a changing context of substantial changes in budgets and new ways of working and service delivery; changes in people's expectations of local democracy and the new development of new forms of technology and communications. Scrutiny needs to adapt to these changes, to ensure local government and other organisations are accountable, help build trust with the public, and improve the effectiveness of Council services and the work of other agencies.

12.4 Alternatives Considered and Rejected

12.4.1 During the course of the Review, different approaches to structures and ways of working were raised by participants in the Review. In considering these it was felt that there are a range of solutions, as outlined in Section 8 of the report, that could improve the effectiveness and impact of Overview and Scrutiny. Overall, the current structure of the committees was felt to be 'fit for purpose', though a stronger approach to co-ordination and better focus on issues that matter, including corporate health, could not be achieved without making changes to the Overview and Scrutiny Management Committee.

13. ECONOMIC AND ENVIRONMENTAL WELLBEING SCRUTINY AND POLICY DEVELOPMENT COMMITTEE: CYCLING INQUIRY REPORT

13.1 The Chief Executive submitted a report in relation to the Economic and Environmental Wellbeing Scrutiny and Policy Development Committee Cycling Inquiry.

13.2 **RESOLVED:** That Cabinet:-

- (a) thanks the Economic and Environmental Wellbeing Scrutiny and Policy Development Committee for its work on the Cycling Inquiry;
- (b) notes the Cycling Inquiry report; and
- (c) requests a detailed response to the Economic and Environmental Wellbeing Scrutiny Committee's Cycling Inquiry report from the Cabinet Member for Business, Skills and Development at the July 2014 Cabinet meeting.

13.3 Reasons for Decision

13.3.1 The Committee's Cycling Inquiry report makes 19 recommendations. The Cabinet Member for Business, Skills and Development is asked to respond to the Committee's Cycling Inquiry report in three months' time as this would provide the Cabinet Member and the services with time to develop a detailed response.

13.4 Alternatives Considered and Rejected

- 13.4.1 Do nothing with the Committee's Cycling Inquiry report. However, given the time and effort spent by the Committee's Inquiry and contributions to the Inquiry from members of the public and other organisations this was not deemed a viable option.
- 13.4.2 Respond to the Committee's Cycling Inquiry report over a much longer timescale. However, this would be at the risk of losing some of the momentum from the Inquiry.

14. REVENUE BUDGET AND CAPITAL PROGRAMME MONITORING 2013/14 (MONTH 10) AS AT 31/1/14

14.1 The Executive Director, Resources submitted a report providing the Month 10 monitoring statement on the City Council's Revenue Budget and Capital Programme for January.

14.2 **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 and procurement strategies listed in Appendix 1 of the report, and delegates authority to the Director of Commercial Services, or an Officer nominated by him, to award the necessary contracts, on such terms as the Director or nominated Officer shall agree, following stage approval by the Capital Programme Group;
 - (ii) approves the proposed variations and slippage in Appendix 1;
 - (iii) notes the variations to the programme executed under delegated authorities or emergency approval, and notes the latest position on the Capital Programme including the current level of delivery and forecasting performance; and
 - (iv) approves the acceptance of grants listed in Appendix 2 to the report, and, in doing so, approves the Council assuming the role of Accountable Body for those grants, noting the conditions of the grants.

14.3 Reasons for Decision

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

14.4 **Alternatives Considered and Rejected**

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

SHEFFIELD CITY COUNCIL

Cabinet

Meeting held 4 June 2014

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

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1. APPOINTMENT OF CHAIR AND DEPUTY CHAIR

1.1 RESOLVED: That the appointment of Councillor Julie Dore as Chair and Councillor Harry Harpham as Deputy Chair be noted.

2. TO FIX DAY AND TIME OF MEETING

2.1 RESOLVED: That meetings of the Cabinet be held on a monthly cycle on the following Wednesdays at 2.00 p.m:-

- 18 June 2014
- 23 July 2014
- 20 August 2014
- 17 September 2014
- 15 October 2014
- 12 November 2014
- 17 December 2014
- 14 January 2015
- 11 February 2015
- 18 March 2015
- 15 April 2015

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SHEFFIELD CITY COUNCIL Cabinet Report

Report of: Chief Executive

Date: 18th June 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.
-

Background Papers: None

Category of Report: OPEN

RETIREMENT OF STAFF

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

<u>Name</u>	<u>Post</u>	<u>Years' Service</u>
<u>Children, Young People and Families</u>		
Carole Adams	Children's Centre Manager	37
Usha Bhan	Teacher, Tinsley Nursery Infant School	25
Louise Bull	Teacher, Learning Support	38
Jacqueline Damms	Senior Teaching Assistant Level 3, Watercliffe Meadow Community Primary School	22
Jeannie Devlin	Teacher, Greystones Primary School	25
Wendy Elliott	Senior Teaching Assistant Level 3, Emmaus Catholic and CofE Primary School	31
Ann Evans	Teacher, Stradbroke Primary School	21
Nina Hansbury	Teacher, Walkley Primary School	25
Elaine Heald	Supervisory Assistant, Stradbroke Primary School	24
Mary Jenkins	Teaching Assistant Level 3, Westfield School	29
Mary Kaye	Cleaner, Stocksbridge High School	25
Danny Lester	Teacher of English, Westfield School	33
Hilary Malden	Teacher, Meersbrook Bank Primary School	24
Julie Petty	Headteacher, Carfield Primary School	35
Sally Rogers	Deputy Headteacher, Wharcliffe Side Primary School	25
Fiona Snell	Geography Teacher, Westfield School	30

<u>Name</u>	<u>Post</u>	<u>Years' Service</u>
Angela Shrivastava	Teacher, Sharrow Primary School	29
Joanne Smith	Teacher, Dore Primary School	20
Krys Staszek	Teacher, St Marie's Primary School	37
Liane Taylor	Teacher, Stocksbridge High School	33
Lynda Watson	Deputy Headteacher, Woolley Wood School	29
Decia White	Primary School Assistant, Grenoside Primary School	23
Angela Wood	Senior Teaching Assistant Level 3, St Thomas of Canterbury School	23
<u>Place</u>		
John Smith	Community Tree Officer	35
Keith Stocks	Cemetery Operative	32
<u>Resources</u>		
David Cantrell	Development Worker	28
David Ryszka	Finance Officer	30

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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SHEFFIELD CITY COUNCIL Cabinet Report

Report of: Executive Director, Resources

Date: 18 June 2014

Subject: Revenue & Capital Year End Financial Position
2013/14

Author of Report: Allan Rainford; 35108

Summary: This report provides the full year outturn 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 116 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
Equality of Opportunity implications
YES/NO
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 2013/14

AS AT 31 MARCH 2014

Purpose of the Report

1. This report provides the final year-end position on the City Council's Revenue Budget and Capital Programme for 2013/14, subject to review by the external auditors. The first section covers Revenue Budget Outturn and the Capital Programme position is reported from paragraph 89.

Revenue Budget Outturn

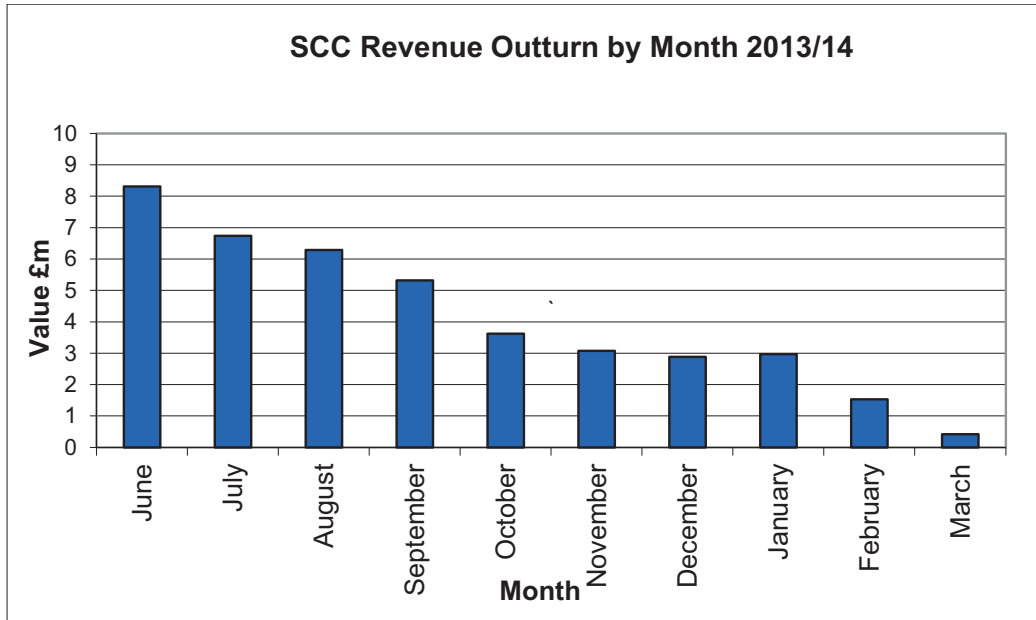
Summary

2. The budget monitoring position at month 11 indicated a forecast overspend of £1.5m, based on expenditure incurred to date and forecasted trends to the year end. The outturn position shows an overspend of £415k to the year end: i.e. an improvement of £1.1m since last month. This is summarised in the table below:

Portfolio	Outturn £000s	Budget £000s	Variance £000s	Movement from Month 11
CYPF	84,732	84,879	(147)	↔
PLACE	180,331	179,983	348	↔
COMMUNITIES	182,280	172,602	9,678	↔
POLICY, PERFORMANCE & COMMUNICATION	3,107	3,089	18	↔
RESOURCES	66,833	67,586	(753)	↑
CORPORATE	(516,867)	(508,139)	(8,728)	↓
GRAND TOTAL	415	-	415	↓

3. Based on a net revenue budget of £477.4m for 2013/14, the overspend of £415k is equivalent to a variance of less than 0.1% and therefore represents a broadly balanced position. In spite of substantial pressures on adult social care budgets, the outturn on corporate budgets has allowed the Council to achieve this position. However as the Council is required to balance the revenue account at the year end, the overspend has resulted in a contribution of £415k from non-earmarked reserves. This adjustment is shown in Appendix 2.
4. The forecast outturn has shown a reducing overspend from the £8.3m overspend reported in month 3 to £415k in month 12. This improvement reflects Portfolios' attempts to reduce spending but also the use of one-

off grants to offset the significant pressures within the Communities portfolio. The position month by month is shown in the following chart.



5. In terms of the month 12 outturn position of a £415k overspend, the key reasons are:
- Place are reporting an overspend of £348k, mainly due to risks associated with contract negotiations to deliver the waste management savings (£671k), additional costs within commercial estate of £234k for professional services on key strategic property projects, a reduction in anticipated markets income of £454k caused mainly by low rental levels at the old Castle Market and a potential deficit arising from difficult trading conditions within Sheffield International Venues of £500k. These overspends are partly offset by reductions in forecast spend on the contract and street lighting costs within the Highways Department of £962k and savings on Local Growth Funded Projects of £509k.
 - Communities are reporting an overspend of £9.7m, due predominately to a £8.1m overspend in Care and Support relating to Learning Disability Services and the purchase of Older People's care and a £3.1m overspend on Mental Health purchasing budgets.
 - Resources are reporting a reduction in spending of £753k, due to £1.3m savings on the housing benefits subsidy adjustments, £1m of insurance fund savings, £292k reduction in spending within the Finance Service as a result of early staff savings for the 2014/15

budget and £312k of increased income generated within the schools minibuss service. These savings are partly offset by reduced income from project recharges of £318k and a £650k provision for EU grant clawback within Business Information Solutions, £271k of unfunded E-Business project costs and a £151k overspend within HR on employee costs.

- Corporate budgets are reporting a reduction in spending of £8.7m, due predominantly to savings against the redundancy budget of £1.3m, the receipt of additional grant income totalling £5.8m and £1.2m saving resulting from a reduced revenue requirement to support Digital Region Loan repayment.
6. The reasons for the movement from month 11 are:
- Resources are reporting an adverse movement of £205k since month 11, due to an initial payment of £188k in relation to the first claim arising from the litigation against all Local Authorities to establish the legitimacy of charging fees for property searches since January 2005, and also due to a £600k year-end provision taken to cover further potential Local Land charges claims. These overspends are partly offset by £271k of reductions in spending resulting from year-end housekeeping and subsidy cleansing routines in Housing Benefits.
 - Corporate budgets are showing an improvement of £1.2m since month 11, due predominantly to the aforementioned reduction in costs associated with Digital Region.
7. In terms of the outturn position of a £415k overspend, the key reasons are summarised in the “Individual Portfolio Positions” section below.

Individual Portfolio Positions

Children Young People and Families (CYPF)

Summary

8. As at month 12 the Portfolio is reporting a full year outturn of a reduction in spend of £147k which is a slight improvement of £67k from the month 11 position and is shown in the table below. DSG is reporting a full year outturn of a reduction in spend of £2.7m which is an improvement of £2.3m from the month 11 position. The key reasons for the outturn position are:
- **Business Strategy:** £290k overspend, due to a PFI overspend of £401k against premises, an overspend in Children’s Commissioning

Unit of £283k due to removal of reserves, and an overspend of £134k in Children’s Public Health due to late agreement on contract negotiation, offset by increased income of £413k on the Education Services Grant (ESG) and £135k reduction in spending due to staffing vacancies.

- **Children and Families:** £140k reduction in spend, which includes £472k overspend on Placements, £333k overspend in legal fees, £293k overspend on residential homes, and £111k overspend in Fostering, offset by £574k forecast reduction in spend on Early Years and £135k reduction in spend on Prevention and Early Intervention.
- **Inclusion and Learning Services:** £96k reduction in spend, due to £333k release of Contingencies and £131k Inclusion vacancies, offset by £267k overspend on faith travel passes, £227k overspend resulting from loss of the Banded Funding grant and £210k overspend due to additional costs in Out of City Placements.
- **Lifelong Learning, Skills & Communities:** £201k reduction in spend, due to £213k reduction in spending on Post-16 High Needs, £117k reduction in spending resulting from reduced activity on Not on School Roll, and £110k reduction in spending on Sheffield Futures, offset by £218k overspend on Training Units due to reduced flexibility on grant funding.

Financials (Non – DSG activity)

Service	Outturn £000s	Budget £000s	Variance £000s	Movement from Month 11
BUSINESS STRATEGY	5,825	5,535	290	↑
CHILDREN & FAMILIES	62,731	62,871	(140)	↔
INCLUSION & LEARNING SERVICES	5,391	5,487	(96)	↓
LIFELONG LEARN, SKILL & COMMUN	10,785	10,986	(201)	↓
GRAND TOTAL	84,732	84,879	(147)	↔

Commentary

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

Non DSG Budgets**Business Strategy**

10. As at month 12, Business Strategy are reporting an overspend of £290k, an adverse movement of £438k from the month 11 position. This is mainly due to additional overspend on PFI due to unforeseen costs, and £355k overspend on the rates account, offset by reduced expenditure in VER costs, additional income from schools for trade union duties and a reduced call in the primary deficit contingency.

Inclusion and Learning Services

11. As at month 12, Inclusion and Learning Services are reporting a reduction in spend of £96k, an improvement of £282k since the month 11 position. This is due to £144k of increased income and savings against staffing costs in Access & Pupil Services, and the release of £148k of contingency funding in Inclusion & Targeted Services.

Lifelong Learning, Skills & Communities

12. As at month 12, Lifelong Learning, Skills & Communities are reporting a reduction in spend of £201k, an improvement of £191k since the month 11 position. This is predominantly due to released DSG funds in Family & Community Learning.

DSG Budgets

13. As at month 12, DSG is reporting a reduction in spend of £143k, comparable with the position reported at month 11. The change in position is minor in terms of the overall grant and is due to small adjustments to individual budgets.

Place**Summary**

14. As at month 12 the Portfolio is reporting a full year outturn of an £348k overspend, a slight improvement of £57k from the month 11 position. The key reasons for the outturn position are:

- **Business Strategy & Regulation:** £444k overspend due to 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.
- **Capital & Major Projects:** £666k overspend largely arising from cost and income pressures within the markets service for £454k and additional costs within commercial estate for professional services for £234k. During the year, the service has undertaken work on key

property projects which are considered essential to the continued strategic development of the city as a major commercial and leisure destination. By its nature this work is unplanned and reactive to opportunities and there is no general funding available. Without compensating prioritisation of spend this will inevitably lead to the overspend as reported in the Month 12 results.

- **Culture & Environment:** £413k overspend due to the inclusion of a £500k provision for a potential deficit arising from difficult trading conditions within Sheffield International Venues (SIV).
- **Regeneration & Development Services:** £1.3m reduction in spend on contract and street lighting costs within the Highways Department of £962k and £509k on Local Growth Funded Projects across the Service.

Financials

Service	Outturn £000s	Budget £000s	Variance £000s	Movement from Month 11
BUSINESS STRATEGY & REGULATION	29,768	29,324	444	↓
CAPITAL & MAJOR PROJECTS	1,717	1,051	666	↑
CREATIVE SHEFFIELD	3,368	3,373	(5)	↔
CULTURE & ENVIRONMENT	55,018	54,605	413	↔
MARKETING SHEFFIELD	1,000	915	85	↔
PLACE PUBLIC HEALTH	-	0	0	↔
REGENERATION & DEVELOPMENT SER	89,460	90,714	(1,254)	↓
GRAND TOTAL	180,331	179,983	348	↔

Commentary

15. The following commentary concentrates on the most significant changes from the previous month.

Business Strategy & Regulation

16. As at month 12, Business Strategy & Regulation are reporting an overspend of 444k, an improvement of £173k since the month 11 position. This has arisen from reductions in spending across a number of activities.

Capital & Major Projects

17. As at month 12, Capital & Major Projects are reporting an overspend of £666k, an adverse movement of £197k since the month 11 position. This is due to the net impact of a review of provisions required across the service.

Regeneration & Development Services

18. Regeneration & Development Services are reporting a reduction in spend of £1.3m, an improvement of £171k since the month 11 position due to reductions in spend and additional income across a number of activities.

Communities

Summary

19. As at month 12, the Portfolio is reporting a full year outturn of £9.7 million overspend, which is unchanged from the position at month 11. The key reasons for the forecast outturn position are:
- **Business Strategy:** £563k reduction in spend. Executive and Portfolio-Wide Services are reporting a £199k reduction in spend due to reduction in pay costs and costs of the Legal SLA but also due to some restrictions on non-pay expenditure. Improvement and Development Services are reporting a £99k reduction in spend due to holding of staff vacancies. Quality and Safeguarding are reporting a reduction in spend of £265k mainly due to reduced costs of the Moorfoot Learning Centre as well as a general reduction in non-pay expenditure.
 - **Care and Support:** £8.1m overspend. This overspend is across Older People's / Physical Disabilities (together, known as "Adults") / Learning Disabilities (LD) care purchasing budgets, and is due to the full year effect of 2012/13 activity, and continued growth in 2013/14 offset by action and interventions implemented to date.
 - **Commissioning:** £2.2m overspend due to an overspend of £3.1m in Mental Health (MH) Commissioning Service, mainly as a result of an overspend in MH Purchasing Budgets due to an increase in the number of people coming to us for care provision (predominantly using Self Directed Support Personal Budgets). Housing Commissioning is reporting a reduction in spend of £617k mainly on the Housing Related Support contracts (formerly Supporting People). Social Care Commissioning is reporting a reduction in spending of £276k as a result of termination of third party contracts, maintaining staff vacancies and restrictions on non-pay spend.
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 people's eligible needs, and that these needs are met in the most cost effective way.
- Making sure that costs are not transferred to the Council as a result of decisions taken by other organisations.

Financials

Service	Outturn £000s	Budget £000s	Variance £000s	Movement from Month 11
BUSINESS STRATEGY	11,394	11,957	(563)	↓
CARE AND SUPPORT	125,187	117,084	8,103	↑
COMMISSIONING	35,089	32,872	2,216	↔
COMMUNITY SERVICES	10,610	10,688	(78)	↔
GRAND TOTAL	182,280	172,602	9,678	↔

Commentary

21. The following commentary concentrates on the most significant changes from the previous month.

Business Strategy

22. The service is reporting a £563k reduction in spend, an improvement of £149k from the month 11 position, which is mainly due to reduced Insurance and Central Mailing Contract recharges, review of expenditure in the Quality Team and Partnership contributions to the Council's Mental Capacity Act (MCA) work which were previously considered to be at risk but which have now been received.

Care and Support

23. The service is reporting an £8.1m overspend, an adverse movement of £188k from last month due to a detailed review of health income and costs incurred in liaison with the Clinical Commissioning Group (CCG).

Resources

Summary

24. As at month 12 the Portfolio is reporting a full year outturn of a reduction in spending of £753k, an improvement of £205k since month 11. The key reasons for the outturn position are:

- **Business Information Solutions:** £1.1m overspend due in the main to reduced income from project recharges of £318k and £650k of EU grant claw back.
- **Commercial Services:** £241k overspend due to E-Business project costs of £271k offset by vacancy management savings and surplus cashable savings.
- **Human Resources:** £151k overspend on employee costs due to a delayed Management of Employee Reductions (MER) process.
- **Legal Services:** £136k overspend due to a year-end provision taken to cover Local Land charges claims.

Offset by:

- **Housing Benefit:** £1.3m reduction in spend due to savings on the housing benefits subsidy adjustments.
- **Central Costs:** £499k reduction in spend owing to a transfer of £1m from the Insurance Fund.
- **Transport & Facilities Management:** £312k reduction in spend resulting mainly from an increase in income from the school minibus service.
- **Finance:** £292k reduction in spend due to vacancy management.

Financials

Service	Outturn £000s	Budget £000s	Variance £000s	Movement from Month 11
BUSINESS INFORMATION SOLUTIONS	1,903	799	1,104	↔
COMMERCIAL SERVICES	904	663	241	↔
COMMERCIAL SERVICES (SAVINGS)	(820)	(820)	0	↔
CUSTOMER FIRST	1,778	1,778	0	↔
CUSTOMER SERVICES	2,715	2,729	(14)	↔
FINANCE	1,887	2,179	(292)	↔
HUMAN RESOURCES	1,782	1,631	151	↔
LEGAL SERVICES	5,418	5,282	136	↑
RESOURCES MANAGEMENT & PLANNING	1,219	1,219	0	↔
TRANSPORT AND FACILITIES MGT	32,172	32,484	(312)	↓
TOTAL	48,959	47,944	1,015	↔
CENTRAL COSTS	18,141	18,640	(499)	↑
HOUSING BENEFIT	(268)	1,002	(1,270)	↓
GRAND TOTAL	66,833	67,586	(753)	↑

Commentary

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

Legal Services

26. The service is reporting an £136k overspend, an adverse movement of £166k from the previous month. The adverse movement is due to an initial payment of £188k in relation to the first claim arising from the litigation against all Local Authorities to establish the legitimacy of charging fees for property searches since January 2005.

Transport & Facilities Management

27. The service is reporting a £312k reduction in spend, an improvement of £102k from the previous month. The improvement is due to increased income generated within the schools minibuss service.

Central Costs

28. The service is reporting a £499k reduction in spend, an adverse movement of £564k from the previous month. This is due to a £600k year-end provision taken to cover further potential Local Land charges claims.

Housing Benefit

29. The service is reporting a £1.3m reduction in spend, an improvement of £270k from the previous month, resulting from year-end housekeeping and subsidy cleansing routines.

Policy, Performance and Communications

Summary

30. As at month 12 the Portfolio is reporting a full year outturn of an £18k overspend, an adverse movement of £43k from the month 11 position. The key reasons for the outturn position are :

- £102k overspend in Electoral Registration due to the costs of canvas staff and IT support costs, offset by minor reductions in spending due to vacancy management, reduction in supplies and services and training spend.

Financials

Service	Outturn £000s	Budget £000s	Variance £000s	Movement from Month 11
ACCOUNTABLE BODY ORGANISATIONS	39	39	0	↔
POLICY, PERFORMANCE & COMMUNICATION	3,203	3,185	18	↔
PUBLIC HEALTH	(135)	(135)	0	↔
GRAND TOTAL	3,107	3,089	18	↔

Corporate items

Summary

31. The month 12 position for Corporate budgets is a £8.7m reduction in spending which is an improvement of £1.2m from the month 11 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

	<u>FY Outturn</u>	<u>FY Budget</u>	<u>FY</u> <u>Variance</u>
	<u>£'000</u>	<u>£'000</u>	<u>£'000</u>
Corporate Budget Items	39,088	42,076	-2,988
Savings Proposals	-418	-450	32
Income from Council Tax, RSG, NNDR, other grants and reserves	-555,536	-549,765	-5,771
Total Corporate Budgets	-516,867	-508,139	-8,728

32. Corporate Budget items are showing a reduction in spending of £3.0m, due mainly to savings on redundancy costs of £1.3m, miscellaneous income of £367k including the recovery of previous years' National Non-Domestic Rates (NNDR) overpayments, £120k saving against the Carbon Reduction Credits budget and £1.2m saving resulting from a reduced revenue requirement to support Digital Region Loan repayment. This outturn is an improvement of £1.2m from the month 11 position and is due to the aforementioned savings in loan repayments for Digital Region.
33. Additional income accounts for the remaining £5.8m reduction in spending, including: a £1.1m RSG refund, £1.4m LACSEG refund, £271k additional Council Tax Freeze grant, two un-ringfenced grants including £947k adoption grant and £98k from the Department of Health (DoH) and more recently the receipt of Small Business Rates Relief Grant (SBRRG) of £2m. This outturn is an improvement of £2m from the month 11 position and is directly attributable to the receipt of SBRRG.

Local Growth Fund

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

LOCAL GROWTH FUND

		£m
Income	Reserves as at 31/03/13	-3.0
	2013/14 NHB Grant	-4.6
	Earned Future NHB Grant	
	Total Income	<u>-7.6</u>
Expenditure	2013/14 Spend	2.9
	Future Years' Commitments	6.0
	Total Expenditure	<u>8.9</u>
	Funding Requirement	<u><u>1.3</u></u>

35. During the year £2.9m was spent on projects to develop neighbourhoods and encourage or facilitate the supply of homes including significant projects such as:
- Public realm works at Spital Hill and Chaucer (£1.1m);
 - The acquisition of Norton Aerodrome as a site for future development (£0.4m);
 - Developing local centres (£0.3m);
 - Support for the Sheffield Housing Company to deliver new homes (£0.3m);
 - Bringing Long term Empty properties back into use (£0.2m); and
 - Support from Planning and Regeneration Services (£0.4m).

Public Health Grant – Appendix 1

36. The 2013/14 financial year is the first of Public Health activity since the transfer of responsibility to the Council from April 2013. Appendix 1 provides details of the activities supported by £29.665m of specific grant.

Non-earmarked and earmarked reserves – Appendix 2

37. Within the existing statutory and regulatory framework, it is the responsibility of the Executive Director of Resources to ensure that the Council has an adequate level of reserves and that there are clear protocols for their establishment and use.
38. Work on the reserves balances as at 31 March 2014 is still being undertaken and is dependent on the completion of the statement of accounts. However, the estimated balance of revenue reserves as at 31 March 2014 is £80.1m. This is shown in Appendix 2. Included in the total is a figure of £10.8m of non-earmarked reserves, which is considered to be low but not inadequate based on the requirements of the Council.
39. Earmarked reserves are set aside to meet known or predicted liabilities, such as equal pay claims, but ones that are not certain enough to create an exact provision in the accounts. The liabilities are, however, likely enough to say that the earmarked reserves are not normally available to fund the budget or other measures.
40. Earmarked reserves also exist because of the need to smooth the significant payments made on programmes such as the Major Sporting

Facilities (MSF) and PFI schemes over the 20 year plus terms of the underlying agreements. In both cases the costs being incurred at the moment are lower than the resources available, hence we have a temporary surplus. However, over time this position will change, and future payments will be higher than our resources, so the reserves will be needed to support their primary purpose (around 2015 to 2016).

41. The Council has made significant use of the money from these reserves to fund things on a temporary basis and it is part of the financial plan to have the reserves refunded by the time the call on them is required. The main temporary use has been to support investment in key change projects through Invest to Save and priorities like Streets Ahead.
42. The estimated balance of revenue reserves as at 31 March 2014 is £7.2m higher than the figure of £72.9m stated in the 2014/15 revenue budget report. This is because decisions have been taken to defer spending since the budget was approved, and spending will now occur from those balances during the course of 2014/15. One such example is the specific reserve created for the Lifelong Learning Skills & Communities service to facilitate the delivery of youth savings included in the 2014/15 business plan.

Insurance Fund

43. An independent review of the Insurance Account has been undertaken to identify the level of fund required. This includes:
 - Known outstanding liabilities;
 - Incurred but not reported liabilities (IBNR), residual IBNR and incurred but not enough reserved (IBNER);
 - Claims previously paid by Municipal Mutual Insurance (MMI - one of the Council's Insurers who went into a form of receivership in the 1990s);
 - Emerging claims;
 - Uninsured asbestos related claims.
44. The Directors of MMI 'triggered' the scheme of arrangement under section 425 of the Companies Act 1985 (now section 899 of the Companies Act 2006). Ernst & Young are now responsible for the management of MMI's business, affairs and assets in accordance with the terms of the Scheme.
45. The Scheme provides that following the occurrence of a Trigger Event, a levy may be imposed on all those scheme creditors which, since the

record date, have paid an amount or amounts in respect of established scheme liabilities which, together with the amount of elective defence costs paid by MMI on its behalf, exceeding £50k in aggregate. Additionally, payments made after the imposition of a Levy in respect of established scheme creditors will be made at a reduced rate (the payment percentage).

46. Ernst & Young have carried out a review of assets and liabilities of MMI and concluded that the initial rate of the levy would be 15%, which has now been paid. The levy will be reviewed at least once every 12 months.
47. The Council has a potential claw back of £3.9m with MMI and £548k relating to South Yorkshire Residuary Body (SYRB).
48. The Insurance Account as at 31 March 2014 has £20.2m; outstanding liabilities as at 31 March 2014 are £24m. The Insurance Account is therefore 85% funded as at 31 March 2014.

Collection Fund – Appendix 3

49. The Council has to maintain a separate fund for the collection and distribution of amounts due in respect of Council Tax and National Non-Domestic Rates (NNDR). As at 31 March 2014, the Council's Collection Fund showed a final surplus of £5m (of which the Council's element is around £3.3m). This consists of a £2.3m Council Tax surplus which was rolled forward from 2012/13 and a £2.7m surplus built up from NNDR receipts during the course of 2013/14.
50. As required by statute, an estimate of the year-end position on the Collection Fund was determined on 15 January 2014 which resulted in a small surplus of £171k being made available for the 2014/15 budget.

Collection Fund Year End Position

51. The final surplus of £5m, less the estimated surplus determined in January, will be carried forward in the Collection Fund as a safeguard against any downward movement in local taxation. If the same levels of income generation in 2013/14 are maintained in 2014/15, this surplus may be usable in 2015/16.

Business Rates Surplus

52. The 2013/14 budget was based on the Collection Fund receiving £194.3m from NNDR in the city after allowing for reliefs, losses and the cost of providing for future appeals.

53. As at month 12, the Collection Fund is reporting £196.8m of receipts from NNDR, an increase of £2.5m, as shown in the table overleaf. The key reasons for the outturn position are:

- **Transitional Adjustments** - £1.5m overspend due to unexpected impact of backdated appeals, offset by;
- **Appeals Provision** - £1.2m reduction in spending due to a more favourable reassessment of the likely future success of appeals.
- **Gross Rates** - £1.1m additional income mainly due to the first instalment of payments from the Government's deferral scheme which had not been recognised when setting the 2013/14 budget.
- **Mandatory Reliefs** - £1.1m reduction in spending due mainly to a fall in the number of empty or partly occupied properties qualifying for relief, offset by an increase in the number of properties qualifying for charitable rate relief.

	NNDR1 Budget Estimates	NNDR3 Outturn Actuals	Variance Causing Surplus
Gross Rates	245.5	246.6	1.1
Mandatory Reliefs:			
Charities	-16.2	-16.6	-0.4
Empty Properties	-9.0	-8.4	0.6
Partly Occupied	-1.1	-0.5	0.6
Small Businesses	-6.1	-5.8	0.3
Discretionary Reliefs	-0.6	-0.4	0.2
Losses and provisions:			
Write offs	-2.6	-2.2	0.4
Cost of collection	-0.8	-0.8	0.0
Appeals Provision	-14.8	-13.6	1.2
Transitional Adjustments	0.0	-1.5	-1.5
Net Rates (Distributable)	194.3	196.8	2.5
Central Government Share	97.2	98.4	1.2
SY Fire Authority Share	1.9	2.0	0.1
Sheffield City Council Share	95.2	96.4	1.2

Housing Revenue Account

54. As at month 12 the full year outturn position is a surplus of £11.3m. This represents an improvement of £5.4m from the revised budget surplus of £5.9m. Of the £11.3m surplus, £0.8m will be carried forward into 2014/15 to cover the cost of specific projects, including: Going Local, Access to Housing Allocations and Choice Based Lettings software. The remaining £10.5m has been transferred to the Capital Major Repairs Reserve (MRR). This is to be used to provide funding for the future planned HRA capital investment programme in line with the HRA business plan approved by Cabinet on 15th January 2014.
55. The main reason for the variation in the overall improved position relates to a reduction in capital financing costs of £1.9m. Other main areas contributing to the improvement include leaseholder and service charge income higher than budget of £629k; £285k reduction in spend on repairs and a £3.3m reduction in running costs mainly as a result of staff vacancies, delayed expenditure on various projects and underspends on other budget heads. This is offset by an increase of £489k in the cost of council tax on vacant properties and provision for rent arrears and a £239k reduction in overall rental income.

Financial Results

HOUSING REVENUE ACCOUNT (EXC COMMUNITY HEATING)	FY Outturn £000's *	FY Budget £000's *	FY Variance £000's *	Movement from Month 11
1.RENTAL INCOME	(142,340)	(142,579)	239	↑
2.OTHER INCOME	(5,391)	(4,762)	(629)	↑
3.FINANCING & DEPRECIATION	52,662	54,581	(1,919)	↓
4.OTHER CHARGES	3,653	3,164	489	↑
5.REPAIRS	32,807	33,092	(285)	↔
6.TENANT SERVICES	47,339	50,647	(3,308)	↑
Total	(11,270)	(5,857)	(5,413)	
TRANSFER TO CAPITAL MAJOR REPAIRS RESERVE*	10,476	5,857	4,619	
Grand Total	(794)	0	(794)	

*To fund future capital investment programme.

Community Heating

56. The budgeted position for Community Heating is a draw down from Community Heating reserves of £670k. As at month 12 the full year outturn position is a surplus of £106k which will be added to Community

Heating Reserves. This is largely due to a reduction in spending on gas due to the installation of controls to tenanted properties and milder weather.

COMMUNITY HEATING	FY Outturn £000's *	FY Budget £000's *	FY Variance £000's *
INCOME	(3,516)	(3,548)	32
EXPENDITURE	3,410	4,218	(808)
Grand Total	(106)	670	(766)

Corporate Financial Risk Register

57. 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

2014/15 Budget Savings & Emerging Pressures

58. There will need to be robust monitoring in order to ensure that the savings agreed for 2014/15 are delivered and fully implemented. Officers have put in place a RAG reporting process which will result in regular reports being submitted to EMT and corrective action will be taken where required.
59. There are a number of issues that will require close monitoring as part of the RAG process. The following have been highlighted because they present the highest degree of uncertainty.
60. The Council intends to implement a new Pay and Reward Strategy in 2014/15, along with a policy regarding the removal of enhancements to pay based on working patterns. By implementing the new strategy, the Council avoids the need to unfreeze increments, which would have cost £5m. Instead, the additional cost of the new strategy is estimated at £600k in 2014/15, which will be partially offset by savings resulting from the revised enhancements policy.
61. The position on pension costs remains a significant risk and increasing cost in 2015/16 when we face an even higher reduction in grant than in 2014/15. An additional budget provision of £9m has been made to cover pension costs in 2014/15, however £4m of this amount is a contribution from reserves. Obviously, this only provides a short-term solution, so further work is being undertaken to look at longer term options.

62. Corporate savings of £4m from capital financing costs have been offered up to balance the 2014/15 budget, on the assumption that market conditions will remain favourable to the Council next year, i.e. interest rates and borrowing requirements will not exceed those stated in the Treasury Management Strategy in the 2014/15 revenue budget.
63. Following the advent of the Government's Business Rates Retention Scheme in April 2013, a substantial proportion of risk has been transferred to local government, particularly in relation to appeals, charitable relief, tax avoidance, hardship relief and negative growth. The issue of appeals dating back to the 2005 rating list is the greatest risk causing concern across all authorities. As at the end of December 2013, there were properties with a rateable value of £158m under appeal in Sheffield, with an allowance for £5m of refunds in 2014/15. Actual trends on appeals are monitored in year, and revised estimates of the impact of appeals have been made as part of the 2014/15 budget process. The Government has made various amendments to business rates regulations in order to support local businesses and stimulate the economy. One such measure is the extension of small business rates relief, for the cost of which the Government has promised to compensate all billing authorities.
64. The risk of delivering adult social care savings in 2014/15 is considerable, given that the Communities portfolio is forecasting an overspend of around £8m for care and support services in 2013/14. This position will be re-assessed as part of the RAG process referred to earlier.

Medium Term Financial Position

65. 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 2013, 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

66. 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

67. 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

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

Trading Standards

70. 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

71. 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

72. 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.
73. 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.

74. The Treasury Management and Investment Strategies have been developed as part of the 2014/15 budget process; officers discussed the Council's risk appetite with members and senior officers as part of this process. This included a review of the Council's 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.
75. 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

76. 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 Risks

Education Funding

77. In 2013/14 19 of the Council's maintained schools became independent academies (16 primary / 3 secondary). 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.
78. 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 known academy conversions during 2013/14.
79. 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 Risks

NHS Funding Issues

80. 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.

81. 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 Risks

Digital Region

82. 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).
83. 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

84. 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.
85. A full review of the options for the future is underway and will be reported to Members as soon as possible.

Housing Revenue Account Risks

Housing Revenue Account (HRA)

86. 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 Risks

Capital Receipts and Capital Programme

87. 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.

Housing Regeneration

88. 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.

CAPITAL PROGRAMME MONITORING 2013/14 – As at 31st MARCH 2014

Summary

89. At the end of March 2014, the outturn position is £116.5m which is £12.6m (10%) below budget. Compared to the Month 11 variance, which was £9.0m below budget this is an adverse movement of £3.5m on the previous month which is attributable to new approvals added to the capital programme. £0.5m is within CYPF and relates to Carfield Boilers and Don Valley School. £2.2m is within Highways and relates mainly to the BRT programme.

Financials 2013/14

All figures reported in £000

Portfolio	Outturn	Budget	Variance	Month 11 Forecast	Change on Month 11
	£000	£000	£000	£000	£000
CYPF	27,742	29,122	-1,380	28,153	-411
Place	20,207	22,023	-1,815	21,259	-1,052
Housing	41,022	45,753	-4,731	41,486	-464
Highways	11,221	13,896	-2,675	10,441	780
Communities	1,173	1,404	-231	1150	23
Resources	7,938	9,687	-1,749	8,488	-550
Corporate	7,218	7,218	0	7,218	0
Grand Total	116,521	129,103	-12,581	118,195	-1,674

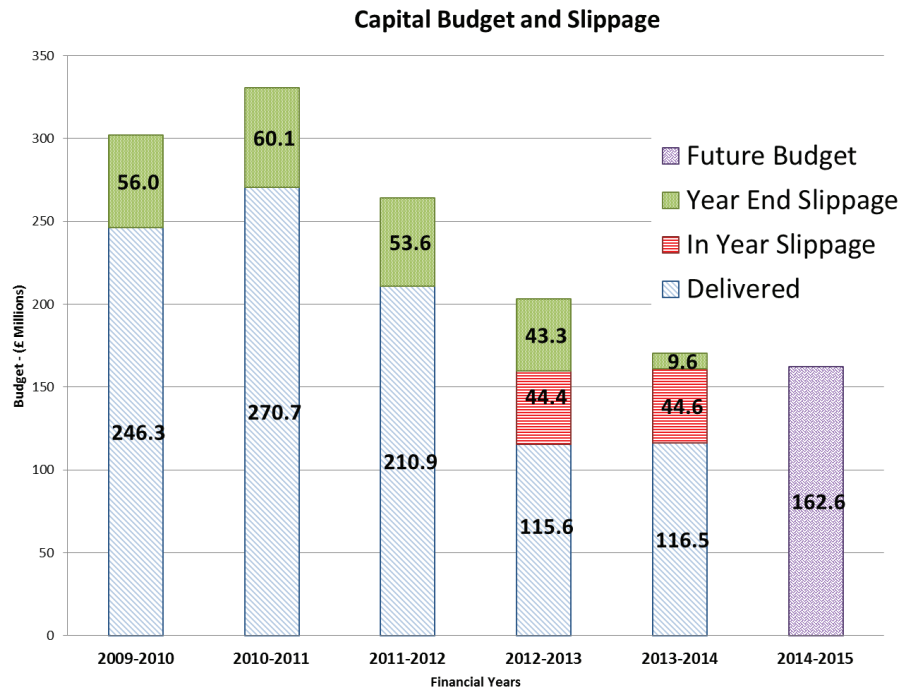
90. The outturn position is £12.6m (10%) below the budget. The main reason for this is £9.6m of slippage at the year end which is due to be brought forward for approval. £1.7m of this slippage occurred within the last month. There is a further £2.6m of project underspends with the majority relating to the environmental improvements in the Housing 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.

91. Detailed comments on each programme can be found below.

Slippage

92. The table below shows the level of slippage in the capital programme over the past 5 years. There has been a significant reduction in year end slippage requests, compared to previous years, due to the concerted efforts of Finance, Capital Delivery Service (CDS) and project managers to define realistic budgets. The year end slippage in 2012/13 of £43.3m equates to 21.6% of the total capital programme. This has reduced to £9.6m in 2013/14 which is just 5.6% of the overall programme. In order to maintain this improvement it is vital that accurate forecasting is built in to project management procedures as the supervisory support from Finance and CDS is not sustainable.

93. Although there have been signs of improvement in the level of year end slippage, the overall value for 2013/14 at £54.2m still remains relatively high at 31.7% of the total programme. The actual level of slippage seen this year is similar to that seen in prior years but the significant difference being that in these earlier years the total programme value was more than double that in 2013/14.



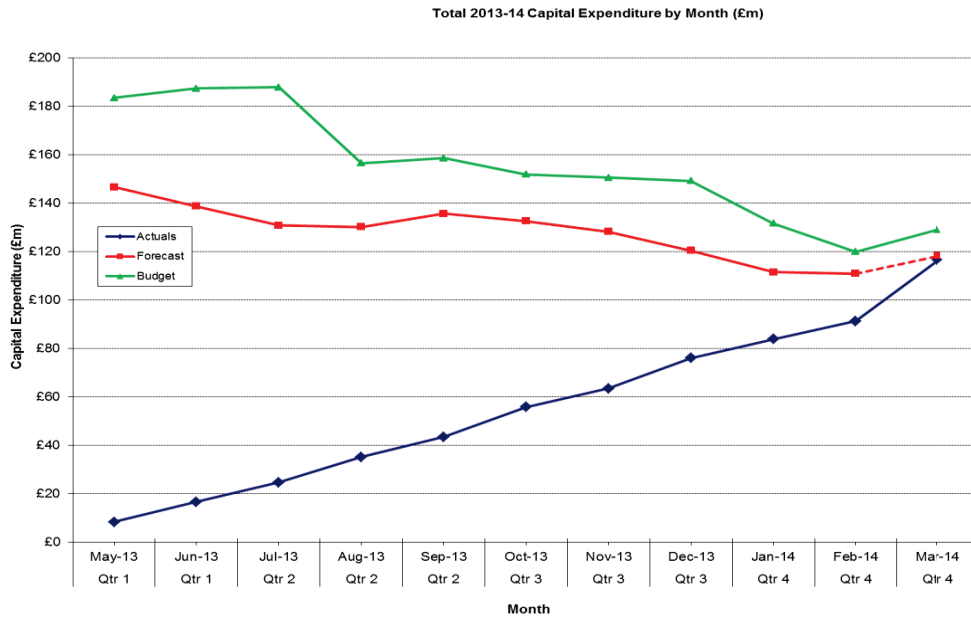
94. The table below shows the analysis of the 2013/14 slippage by portfolio. The year end slippage requests will be brought forward for approval.

Portfolio	In Year Slippage (£m)	Year End Slippage (£m)	% of Year End Slippage	Total Slippage (£m)
Housing	28.1	2.4	8.0%	30.5
Resources	6.2	1.5	19.1%	7.7
Other Place	3.7	1.9	33.2%	5.6
CYPF	3.2	1.0	24.4%	4.2
Highways	2.0	2.7	57.9%	4.7
Communities	1.4	0.1	6.5%	1.5
TOTAL	44.6	9.6		54.2

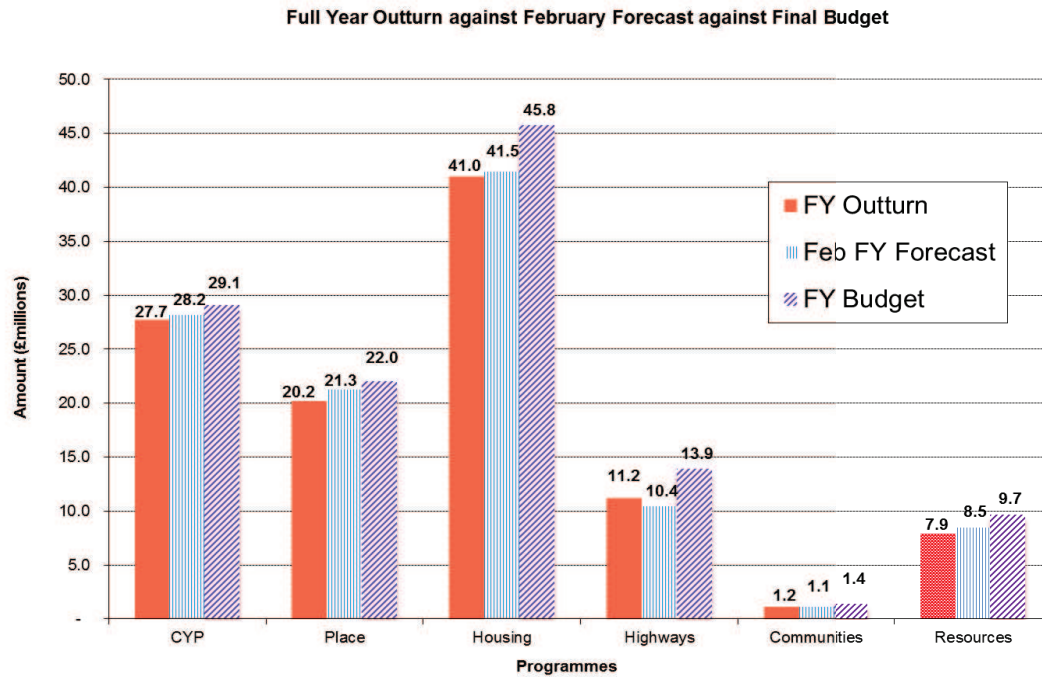
Financial Outturn

95. The final outturn position of £116.5m is a £25.3m increase on the Year To Date position at Month 11. It should be noted that in months 1-11

average monthly spend was £8.2m, this increased to £14m in month 12. In addition to this a further £11.3m of accruals were taken at year end. The graph below demonstrates this spike in expenditure.



96. The graph and tables below show a comparison of the month 11 forecast position compared to the actual outturn by portfolio.



CYPF

Programme	Actual Month 12	Budget Month 12	Variance	Month 11 Forecast	M11 Forecast v FY Spend
BSF	10.6	11.2	-0.6	11.0	-0.5
New Primary Schools	6.6	4.6	2.0	5.8	0.8
Primary Mtce	6.0	7.1	-1.1	5.9	0.1
PPG	2.6	3.5	-0.9	2.9	-0.3
Devolved Formula	1.1	1.2	-0.1	1.2	-0.1
Grace Owen	0.0	0.0	0.0	0.0	0.0
Other	0.9	1.6	-0.7	1.4	-0.5
Total CYPF	27.7	29.1	-1.4	28.2	-0.4

97. The final outturn position across the CYPF programme is £0.4m short of the Month 11 forecast. This is due to £0.8m accelerated spend on the two New North East Primary Schools offset by a £0.5m underspend on BSF which relates to a delay in incurring ICT programme costs and savings on the estimated final accounts forecasts for completed schools.

98. The (£0.5m) 'Other' projects variance relates to underspends of £0.2m on BSF Infrastructure and £0.2m on Highways Forge Valley.

PLACE

Programme	Actual Month 12	Budget Month 12	Variance	Month 11 Forecast	M11 Forecast v FY Spend
RADS (excluding Housing & Highways)	2.3	2.5	-0.2	2.6	-0.3
BSR	0.1	0.1	0.0	0.1	0.0
C&MP	14.4	15.3	-0.9	14.8	-0.4
Culture & Env	1.0	2.1	-1.1	1.5	-0.5
Creative Sheffield	2.4	2.0	0.4	2.3	0.1
Total PLACE	20.2	22.0	-1.8	21.3	-1.1

99. The movement between the month 11 forecast and the final outturn position across Place is a £1.1m shortfall in spending. £0.6m relates to discrepancies between the month 11 forecast and the actual outturn position within C&MP on Castle Market Decommissioning (delayed following the grant of an extended period to traders to vacate the Castle Market premises), Non-Office Asset Rationalisation and New Retail

Quarter development where there has been less spend on professional services than anticipated. This is being offset by £0.5m increase in costs linked to the new Market development.

100. There is a further (£0.5m) within Culture & Environment that relates to delays in the delivery of the DVS Asset Enhancement and Stocksbridge Leisure Centre Demolition projects. The latter has not occurred following the transfer of the operation to a community group.

Housing

Programme	Actual Month 12	Budget Month 12	Variance	Month 11 Forecast	M11 Forecast v FY Spend
Area Redevelopment Schemes	1.2	1.3	-0.1	1.2	0.0
New Homes & Improvements	8.6	9.0	-0.3	8.7	-0.1
Housing Services Schemes	30.4	34.2	-3.9	30.6	-0.3
Homes & Loans	0.8	1.3	-0.5	0.9	-0.1
Total HOUSING	41.0	45.8	-4.7	41.5	-0.5

101. The movement between the month 11 forecast and the final outturn position across Housing is (£0.5m). The reason for this is timing issues with the acquisition process linked to SWAN and Arbourthorne 5Ms.
102. There is also a further (£0.3m) against Sharrow ALMO Works and Building regulation fireworks which relates to lower demand of product produced by these projects.

Highways

Programme	Actual Month 12	Budget Month 12	Variance	Month 11 Forecast	M11 Forecast v FY Spend
Sheffield LTP	4.1	5.3	-1.2	4.4	-0.3
BRT North	3.9	5.0	-1.2	2.7	1.2
Better Buses	1.4	1.5	-0.1	1.4	0.0
Other	1.9	2.0	-0.2	2.0	-0.1
Total HIGHWAYS	11.2	13.9	-2.7	10.4	0.8

103. The movement between the month 11 forecast and the final outturn position across Highways is an increase of £0.8m. The majority of this relates to more spend on the BRT project of £1.2m, which is being offset by (£0.3m) of projects which will slip in to the new year.

104. Transport programme spend in the final month was £4.3m compared to £6.9m in the previous eleven.

Communities

105. The movement between the month 11 forecast and the final outturn position across Communities is a slight increase of less than £0.1m.

Programme	Actual Month 12	Budget Month 12	Variance	Month 11 Forecast	M11 Forecast v FY Spend
Care & Support	0.3	0.5	-0.2	0.3	0.0
ICT	0.9	0.9	0.0	0.9	0.0
Other	0.0	0.0	-0.1	0.0	0.0
Total COMMUNITIES	1.2	1.4	-0.2	1.1	0.0

Resources

Programme	Actual Month 12	Budget Month 12	Variance	Month 11 Forecast	M11 Forecast v FY Spend
Other	0.1	0.0	0.1	0.1	0.0
Work Place Project	5.1	5.4	-0.2	5.4	-0.2
Facilities Management	2.7	4.3	-1.7	3.0	-0.3
Total RESOURCES	7.9	9.7	-1.7	8.5	-0.5

106. The movement between the month 11 forecast and the final outturn position across Resources is (£0.5m), which relates mainly to an unrealistic project profile for the CBT Woodhouse / Tannery Lodge project which will slip into next year.

Approvals

107. A number of schemes have been submitted for approval in line with the Council's agreed capital approval process.

108. Below is a summary of the number and total value of schemes in each approval category:

- 2 additions to the capital programme with a total value of £107k
- 1 variation to the capital programme creating a reduction of £35k
- 1 slippage request with a total value of £286k
- 3 procurement strategies with a total value of £9.3m
- 24 emergency approvals with a net decrease of £17.5m

109. Further details of the schemes listed above can be found in Appendix 4.

Treasury Management Issues

110. Under the terms of the CIPFA Code of Practice on Treasury Management, there is an obligation to report on the borrowing and investment activity which has been undertaken during the year. This is contained in Appendix 5.
111. Furthermore, under the Prudential Code For Capital Finance, the Council also needs to report on the actual Prudential Indicators for the year and compare these against the original indicators which were set as part of the 2013/14 Revenue Budget approved by Council on 1 March 2013. These are also contained in Appendix 5.
112. In summary, the Council has complied with all the relevant statutory and regulatory requirements which limit the levels of risk associated with its treasury management activities.

Implications of this Report

Financial implications

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

Equal opportunities implications

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

Property implications

115. 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

116. Members are asked to:
- (a) Note the updated information and management actions provided by this report on the 2013/14 Revenue budget position.
 - (b) In relation to the Capital Programme, Cabinet is recommended to:

- (i) approve the proposed additions to the capital programme listed in Appendix 4, including the procurement strategies and delegations of authority to the Director of Commercial Services or Delegated Officer, as appropriate, to award the necessary contracts following stage approval by Capital Programme Group;
- (ii) approve the proposed variations and slippage in Appendix 4, and
- (c) note the year end position on the Capital Programme.

Reasons for Recommendations

117. 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

118. 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.

Andrew Eckford
Interim Director of Finance

Public Health Out-turn 2013/14

Introduction

1. The 2013/14 financial year is the first of Public Health activity since the transfer of responsibility to the Council. The following details set out the use of the £29.665m of specific grant including the use of £811k grant in 2014/15.

Public Health Outcomes

2. As this was the first year following the transition of the public health functions from the NHS, a conscious decision was made to continue the majority of contracts for commissioned services so as to facilitate a smooth transition. Having said that, 11% was removed from most, but not all, contract values, in keeping with the reduction in contract values more widely across the Council. This, together with the small increase in the grant compared to the total cost of commitments being transferred from the NHS, meant that it was possible to make approximately £3.4m of resources available to fund programmes which would not have been sustainable out of SCC revenue allocation.
3. The largest areas of spend were on drug treatment services (£8.4m) and sexual health services (£6m) These are both clinical services, and so are inherently expensive. All local authorities are spending a high proportion of the public health grant allocation on these services. The commissioning of sexual health services is mandatory.
4. £3.7m was spent on children's public health services, including school nursing, early years work and community genetics initiatives. The next largest areas of spend were on tobacco control and stop smoking services (£1.5m) healthy communities/social capital work (£1.2m) weight management (£685k) health checks (mandatory) (£600k) and physical activity (£492k).
5. Lesser amounts were spent on a variety of other areas including domestic violence advocacy, treatment of alcohol dependency, work and health, mental health, dental public health and housing and health initiatives.
6. The overall expenditure on staffing was approximately £3m, i.e. approximately 10% of the grant overall.
7. Service which were potentially unsustainable from traditional funding streams include £1.4m in CYPF to pay for a variety of early years programmes, including breastfeeding peer support, the doula programme etc. £1.4m in Communities to support a range of initiatives related to adult social care and £400k in Place supporting Activity Sheffield.
8. During the course of the financial year a further £1.9m was allocated to Communities to support the housing floating support programme.
9. In light of the expectation that there may have been financial commitments emerging from the transition of public health from the NHS during the course

of the financial year, a contingency reserve was maintained. This was initially approximately £800k, from which a payment was made to NHS England for the cost of community dental treatment. This was a one off payment which will not be repeated in future. In addition, there were a large number of funded vacancies in the public health team, the majority in Communities, which were frozen.

10. The Public Health Outcomes Framework is a set of 66 indicators (many divided into sub indicators) which cover different aspects of public health. Public Health England publish this data for all local authorities. Unfortunately it is of limited value as a tool to monitor in year performance as there is a significant delay before data is published, so that for example there is no data yet available for the year 2013/14. Nevertheless the performance against the different indicators is being kept under review within Portfolios and the DPH Office, and in the DPH – ED review meetings. Where Sheffield's performance was of particular concern, either in relative or absolute terms, this was also highlighted in the DPH Annual Report.

Financial Implications

11. The allocation of the grant followed the devolved accountability structure to portfolios with the Director of Public Health holding the overview and unallocated resources. The table below shows the original allocation, subsequent revised allocation and final outturn position across the 4 portfolios.

	<i>Original allocation</i>	<i>Revised Allocation</i>	<i>Out-turn</i>	<i>Variance over / (underspend)</i>
DPH	3,106,255	2,560,918	2,246,272	(314,646)
Place	3,412,097	3,412,097	2,915,566	(496,531)
CYP	9,961,073	9,961,073	9,961,073	0
Communities	12,336,875	13,731,212	13,731,212	0
Unallocated	849,000	0	0	0
Total allocation	29,665,300	29,665,300	28,854,123	(811,177)

12. The revised allocation to Communities reflects an additional grant allocation of £1.9m for floating housing support which is offset by vacancies within that Portfolio as highlighted above.
13. The resulting underspend after this adjustment is £811k which, under the grant conditions, is available for use in 2014/15.
14. The main reasons for the underspend in year prior to the reallocation to Communities was
- Contingency held for at the start of the year as outlined above.
 - High level of vacancies held during the year, mainly with in Communities

- Underspend on the stop smoking contract (£487k) due to the contracting not delivering the level of “quits” in 13/14 as budgeted for (1,900 out of 3,000)

Use of grant in 2014/15

15. There are currently commitments against this underspend as previously agreed during the budget setting process along with pressures that have come to light after the budget was set.

Existing commitments: Communities Portfolio £135k agreed as part 2014/15 budget process.

Unforeseen costs at time of budget setting: Prescribing costs for drug treatment services £430k, these costs were not flagged as Public Health costs in the original return submitted September 2011 and so not built in to the allocation. However they are the Councils responsibility and during 2013/14 these were met by the CCG. The CCG is not seeking a reimbursement for last year but is expecting the Council to pick up this cost going forward. The CCG has been approached to discuss phasing of the transfer of this cost to SCC through the year. This cost is ongoing and will need to be addressed in the 2015/16 budget process going forward.

16. The above two elements commit £565k of the available grant leaving £246k remaining. During the 2014/15 budget process a number of bids were received but funding was not available to support them all. There are a number of projects that will now be supported on a one off basis in 2014/15 and this support will amount to £130k.
17. The remaining balance of £116k will be held as a contingency and subject to further review.

NON-EARMARKED AND EARMARKED REVENUE RESERVES

* a negative number indicates that the reserve is in deficit: in this case because of up front investment that is to be repaid in future years from savings

Description	Balance at	Movement	Balance at	Movement	Balance at	Explanation
	31/03/13 £000	in 2013/14 £000	31/03/14 £000	in 2014/15 £000	31/03/15 £000	
<u>Non-earmarked Reserves</u>						
General Fund Reserve	11,182	(366)	10,816	0	10,816	The Council's working balance: used as a last resort for emergency spend. Level at just over 2% of net spending benchmarks low compared to most Local Authorities. This reserve includes the 2013/14 overspend of £415k.
	11,182	(366)	10,816	0	10,816	
<u>Earmarked Reserves</u>						
PFI Reserve	17,264	103	17,367	(254)	17,113	The PFI reserve represents grant we have received in advance of the need to make payments. It is set aside to ensure we can cover the cost of contracts in future years. The deficit on the Streets Ahead represents project costs incurred prior to the start of the programme and will be fully repaid in 2014/15.
Streets Ahead Reserve	(11,953)	6,761	(5,192)	8,950	3,758	
Total PFI Reserve	5,311	6,864	12,175	8,696	20,871	This reserve is in deficit because it has funded up front investment in the Capita contract (mainly ICT investment) and various Transformation projects (e.g. procurement savings; changes in finance including replacement of the council's finance system and Customer First). These projects have been funded on an invest-to-save basis with savings being used in two ways, to repay the reserve by 2015 and an annual contribution, now £3.5m to support the revenue budget.
Invest to Save Reserve:						
Projects	(5,379)	4,597	(782)	4,803	4,021	
Capita Contract	(12,309)	4,542	(7,767)	4,860	(2,907)	
Customer First	(8,433)	(1,507)	(9,940)	(826)	(10,766)	
Investment Fund	959	2,300	3,259	700	3,959	
Total Invest to Save Reserve:	(25,162)	9,932	(15,230)	9,536	(5,693)	

APPENDIX 2

Major Sporting Facilities	41,027	(7,801)	33,226	(9,662)	23,564	This fund has been made available on a temporary basis to support Invest to Save projects as described above, but will be required to fund the future costs of the Major Sporting Facilities (re Ponds Forge, Don Valley Stadium and Hillsborough Leisure Centre).
Local Growth Fund	1,697	(142)	1,555	3,553	5,108	This reserve is earmarked to support economic development across the City.
Insurance Fund Reserve	0	9,394	9,394	(3,000)	6,394	Following the 2012/13 external audit conducted by KPMG, funds relating to potential insurance claims against the council need to be split between Provisions and Reserves. Previously all the funds were reported as Provisions within the Statement of Accounts. As a result of this change, £9.4m has been transferred to Revenue Reserves in 2013/14.
Other earmarked	28,681	(475)	28,206	(6,497)	21,709	Various earmarked funds including Equal Pay Provisions, Redundancies, Social Care Pressures, Business Rate Appeals and portfolio reserves as agreed by Cabinet in previous years for service specific issues e.g. Troubled Families Support.
Total Earmarked Reserves	51,554	17,772	69,326	2,627	71,952	
Total Revenue Reserves	62,736	17,406	80,142	2,627	82,768	

Schools Reserves

The balance on schools reserves allocated under Local Management of Schools Legislation of £16m is not shown in the above table as it does not form part of the usable reserves - it is restricted to spend on schools.

APPENDIX 3

The following table shows the Collection Fund as it will appear in the 2013/14 Statement of Accounts in line with CIPFA Guidance.

2012/13			2013/14		
Business Rates £000	Council Tax £000	Total £000	Business Rates £000	Council Tax £000	Total £000
<u>Collection Fund</u>					
INCOME					
	-186,634	-186,634		-198,996	-198,996
	-46,533	-46,533		0	
-205,221		-205,221	-215,211		-215,211
		0	-15		-15
-205,221	-233,167	-438,388	-215,226	-198,996	-414,222
EXPENDITURE					
Precepts and Demands					
	197,737	197,737	95,265	164,733	259,998
	9,618	9,618	1,944	8,167	10,111
	21,153	21,153		18,254	18,254
198,298		198,298	97,154		97,154
198,298	228,508	426,806	194,363	191,154	385,517
0		0	1,474		1,474
1,900	1,493	3,393	2,173	903	3,076
4,249	1,410	5,659	92	7,012	7,104
0		0	13,600		13,600
774		774	775		775
0			55		55
	597	597	0		0
205,221	232,008	437,229	212,532	199,069	411,601
0	-1,210	-1,210	0	-2,369	-2,369
0	-1,159	-1,159	-2,694	73	-2,621
0	-2,369	-2,369	-2,694	-2,296	-4,990

Scheme Description	Approval Type	Value £000	Procurement Route
GREAT PLACE TO LIVE			
Highways			
<p>Green Routes Network</p> <p>The project is to develop and add to existing cycling infrastructure in green spaces with the creation of joined up cycle routes connected via quieter roads. It will create end-to-end routes which link outer suburbs through inner city green spaces to the City Centre, connecting centres of employment, leisure, sport and education. This project links to the Council's current strategy of creating cycle routes connecting residential areas with employment areas, improving access to opportunities for all.</p> <p>Initial priority areas include: - Sheffield and Tinsley Canal (widening, resurfacing and access improvements), 5 Weirs Walk / Blackburn Valley (reconfigurations / improved crossings / links) and a route to Oughtibridge (including segregated provision, access improvements and track creation).</p> <p>The project is funded from the 2014/15 LTP allocation.</p>	Addition	72	Schedule 7 Streets Ahead Contract
<p>Hackenthorpe Community Centre Building</p> <p>This project will extend the building to install a new kitchen at the Hackenthorpe Community Centre.</p> <p>The Centre has provided a valuable community facility since 1960, originally as a library and from 1996 as a community building when Hackenthorpe Community Centre Group took over the building. The current kitchen is too small to meet the needs of user groups when cooking for a large number of people and does not meet current</p>	Addition	35	Procurement route is to follow Standing Orders for work <£50k, obtaining a minimum of 4 competitive quotations on this occasion.

<p>legislative requirements for ventilation. The ward councillors have expressed their support for investment in the building. The Community Investment Plan proposes to retain and invest in the building.</p> <p>It is funded from capital receipts set aside for Community Buildings Maintenance.</p>				
<p>Community Buildings Maintenance Backlog Block Allocation</p> <p>This block allocation is set up to provide for the maintenance backlog of buildings within the community buildings portfolio. This variation is to request slippage of £286k into 2014/15 and then to apply £35k of the 2014/15 allocation to the Hackenthorpe Community Building project above. The use of the remaining unspent allocation will be reviewed against the 2014/15 demands on capital receipts.</p>	<p>Slippage & Variation</p>	<p>-286 -35</p>	<p>n/a n/a</p>	
<p>PROCUREMENT STRATEGY</p>				
<p>New and Replacement Heating 2014/17 – Contracts B & C</p> <p>This Work comprises the supply and installation of wet system central heating to properties with heating currently classified as obsolete, properties with no current space heating and properties where the heating is still working but requires urgent planned replacement. The new A rated boilers will help reduce fuel poverty amongst Council tenants. There will be some long term revenue cost savings to the Council as a result of lower maintenance requirements.</p> <p>The Tenders for Contracts A, D and E have all recently been approved. The remaining Contracts B & C will be procured through the Efficiency North framework.</p> <p>The Contractors on the relevant ENProcure Lot have already pre-qualified and they will</p>	<p>Procurement Strategy</p>	<p>9,000</p>	<p>Efficiency North Framework</p>	

<p>all be contacted to confirm their interest in these Contracts.</p> <p>Financial checks will be undertaken on the contractors expressing an interest in order to minimise the risk of financial exposure to the Council.</p> <p>The Contract will be awarded on the basis of 80% price and 20% quality. The quality evaluation will include tenderers' proposals for employment and skills objectives which will be set out in the Tender Documents.</p> <p>A provision will be made in the Tender Documents to include an option for obtaining materials via the Re:allies Materials Framework. Contractors will be requested to include their net prices for key materials within their tender submissions. These prices will then be compared with those obtained from the Re:allies Materials Framework to assess which option gives overall better value-for-money. If the material prices from the merchant framework are significantly better than the contractor prices, the successful contractor will be required to use the merchant framework - effectively as a nominated supplier.</p> <p>This will enable us to procure efficient Installation Contractors whilst maximising the impact of aggregated buying power for leading brand heating products and therefore help us deliver better overall prices.</p> <p>The Contractor would still do everything the same as if it were their own material provider i.e. ordering and invoicing etc. This approach will be made very clear in the invitation to tender.</p> <p>This is to be a 3.5 year contract with a budget of £9m in total made up of Contract B (£4.15m) and contract C (£4.15m), project management fees of £0.7m and is funded by the Housing Revenue Account.</p>			
<p>CBT Wincobank Community Building The Wincobank community has been without a Council-owned community building</p>	<p>Procurement Strategy</p>	<p>276</p>	<p>Change from YORbuild to</p>

<p>since the Wincobank Wash House, Merton Lane, was closed in 2005 and demolished in 2008 on health and safety grounds. The need for the provision of community space has been demonstrated in a number of feasibility studies and there is unmet demand within the area.</p> <p>This project is for the remodelling and refurbishment of the upper floor of the communal block from the partially retained Newman Court Sheltered Accommodation and will create a community facility with a café, toilets, garden terrace area and a large flexible multi-use space. The added value for the community is the package of the size and flexibility of accommodation, enabled access and availability for general community use.</p> <p>The original procurement strategy, dated 15 November 2011, incorporated an estimate of £240k which included the refurbishment to the ground floor only. Further design work identified refurbishment of the first floor would fit best with the need to complete the full building envelope, i.e. roof and outer rear wall refurbishment. Additionally, refurbishment of the first floor provides a more secure space and also offers improved DDA access via a level ramp from the upper car parking area. The refurbishment of the ground floor would be undertaken at a later date and the funds for this would be raised by the community group which will be using the new community facility situated on the first floor.</p> <p>The above changes resulted in an increased estimate of £276k which was included in a revised approved Procurement Strategy dated 2 January 2013. A Capital Approval form approval secured the current budget for the project of £276k. Due to delays in programme, the addition of unforeseen works and an unexpected increase in tender costs this scheme came back from tender over the allowed budget. Since then extensive value engineering has been undertaken to reduce costs and this indicates the current design is the best value option to provide community space in lower Wincobank.</p>	<p>Constructionline</p>
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<p>The original procurement strategy is for construction works previously described to be tendered using the YORbuild framework; however, this resulted in a poor tender return and high tender costs. It is therefore recommended that the most appropriate route now to obtain best value is to use the Constructionline database to select six contractors of a suitable size and with suitable experience in this type of project.</p>				<p>Single source tender and in accordance with Schedule 7 of the Streets Ahead contract</p>
<p>Local Transport Plan 2014/15</p> <p>These projects are not part of the “core” Streets Ahead highways maintenance contract but the Council’s agreed strategy is to deliver these “non-core works” through Amey, as the great majority of the schemes can be delivered simultaneously with the Streets Ahead project maximising value for money and minimising disruption to highway users. The programme has therefore been designed to align with Amey’s “zonal” programming approach as closely as possible.</p>	<p>Procurement Strategy</p>			
<p>EMERGENCY APPROVALS:- (Note only)</p>				
<p>SUCCESSFUL CHILDREN & YOUNG PEOPLE</p>				
<p>Don Valley School</p> <p>This £16.7m project will design and build a new school in the Don Valley area. Increased pupil demand has led to a requirement for new school places to be created from September 2015. It is proposed to create a new 2-16 through school on the site of the former Don Valley Stadium to alleviate this demand.</p> <p>Emergency approval was sought in order for the school to be constructed and delivered by September 2015, as the feasibility and design to RIBA Stage 3 needed to begin as soon as possible. Additionally, a quick decision was required to both meet the</p>	<p>Emergency Approval (Addition)</p>	<p>16,700</p>	<p>Design: External Co. agreed through waiver of standing orders. Two-stage design and build: Yorbuild framework stipulates the use of the NEC 3 form of contract. (main option clause to</p>	

<p>Council's statutory duty to provide sufficient school places and to minimise the risk of clawback of monies not expended by September 2015.</p> <p>The project will be funded from the Department for Education (DfE) Targeted Basic Need (TBN) and Basic Need (BN) allocations. Any shortfall after the TBN grant has been applied is to be funded through the BN allocation for 2014/15.</p> <p>Funding conditions mean that the additional school places resulting from this scheme must be available from September 2015.</p>			<p>be utilised yet to be finalised).</p>
<p>Norfolk Park Special School</p> <p>This project aims to provide a new specialist teaching environment for Norfolk Park Primary Special School through refurbishment and extension of an existing, currently unused, SCC building in the South of the City. The refurbishment will be whole scale and will include new mechanical and electrical services and new finishes throughout and work to improve the external envelope.</p> <p>The project is to be funded from the Department for Education Capital Maintenance grant. The originally approved budget of £4.2m has been uplifted by £531k by way of an Emergency CAF variation in order to accommodate the increased cost of contract works following tender returns and enable a Contract Award to be issued.</p>	<p>Emergency Approval (Variation)</p>	<p>531</p>	<p>n/a</p>
<p>GREAT PLACE TO LIVE</p> <p>Highways – Various projects.</p> <p>A number of emergency approvals have been authorised within the Highways Capital Programme. The budget revisions were required to accurately reflect the forecast spend on projects for 2013/14 and to add further funding for 2014/15 for projects funded by LTP and Better Buses monies.</p> <p>The approvals are summarised in the tables below:</p>	<p>Emergency Approvals</p>		<p>n/a</p>

LTP CAF's	Description	APPROVED CAF's				Revised CAF (including 2014/15 additional funding)			Variation 000's
		TOTAL 2013/14 000's	2014/15 000's	Total Approved 000's	TOTAL 2013/14 000's	2014/15 000's	Total Revised 000's		
92746	Upperthorpe Permit Parking	46.2	0.0	46.2	73.2	25.0	98.2	52.0	
93860	Parking Enforcement Equip	142.0	0.0	142.0	165.0		165.0	23.0	
92712	Community Assembly North	17.7	0.0	17.7	30.7		30.7	13.0	
92709	Community Assembly South	74.1	0.0	74.1	112.0		112.0	37.9	
91662	PROW	110.0	0.0	110.0	147.0	120.0	267.0	157.0	
90703	Blackburn Valley Cycle Route	85.7	0.0	85.7	181.5	130.0	311.5	225.8	
93655	Monteney Primary School	84.6	0.0	84.6	90.5	0	90.5	5.9	
94438	Road Safety Audit	51.6	0.0	51.6	66.6		66.6	15.0	
93350	Streets Ahead Opps	114.0	0.0	114.0	200.0		200.0	86.0	
93110	BB2 Chesterfield Rd	842.6	0.0	842.6	1,042.6	100.0	1,142.6	300.0	
94144	Northern General Parking Scheme	29.3	0.0	29.3	27.2	16.3	43.5	14.2	
92741	Penistone Rd, Livesey-Lowther	194.6	0.0	194.6	70.0	214.0	284.5	89.9	
94449	DMC Parkway	7.0	0.0	7.0	2.0	5	2.0	-5.0	
92769	Accident Saving Scheme	100.0	0.0	100.0	40.0		40.0	-60.0	
93354	Greenhill School, Greenhill Parkway	12.5	0.0	12.5	0.0		0.0	-12.5	
		1,911.9	0.0	1,911.9	2,248.3	605.8	2,854.1	942.2	
Variance (Approved v Revised CAF)					336	606	942	942	

BU	Description	APPROVED CAF's for 2013/14				Revised CAF (including 2014/15 additional funding)			Variation 000's
		TOTAL 2013/14 000's	2014/15 000's	Approved 000's	TOTAL 2013/14 000's	2014/15 000's	Total Revised 000's		
9290 4	Attercliffe Rd Clearway Changes	23.0	0.0	23.0	5.2	15.0	20.2	-2.8	
9290 7	Chesterfield Rd Clearway Changes	59.4	0.0	59.4	20.0	25.0	45.0	-14.4	
9291 0	Abbeydale Rd Clearway Changes	38.0	0.0	38.0	29.0	30.0	59.0	21.0	
9291 2	Manc Rd / Glossop Rd Enforcement	35.0	0.0	35.0	46.3	6.0	52.3	17.3	
9342 5	Relocatable Camera Enforcement	104.0	0.0	104.0	171.6	12.0	183.6	79.6	
9342 6	Boston Street Bus Gate	49.0	0.0	49.0	60.1	20.0	80.1	31.1	
9342 7	South Lane Bus Gate	143.0	0.0	143.0	114.9	9.0	123.9	-19.1	
		451	0	451	447	117	564	113	
Variance (Approved v Revised CAF)					-4	117	113	113	

Annual Treasury Management Review 2013/14

1. Introduction

This Council is required by regulations issued under the Local Government Act 2003 to produce an annual treasury management review of activities and the actual prudential and treasury indicators for 2013/14. This report meets the requirements of both the CIPFA Code of Practice on Treasury Management (the Code) and the CIPFA Prudential Code for Capital Finance in Local Authorities (the Prudential Code). During 2013/14 the full Council received the Annual Treasury Strategy whilst Cabinet were presented with the Outturn Report. Reports were also taken to the Cabinet Member for Finance during the year.

The regulatory environment places responsibility on members for the review and scrutiny of treasury management policy and activities. This report is therefore important in that respect, as it provides details of the outturn position for treasury activities and highlights compliance with the Council's policies previously approved by members.

Member training on treasury management issues was provided during the year in order to support members' scrutiny role. A number of training sessions have taken place in January and February 2014.

2. The Economy and Interest Rates

The financial year 2013/14 continued the challenging investment environment of previous years, namely low investment returns, although levels of counterparty risk had subsided somewhat. The original expectation for 2013/14 was that the Bank of England Base Rate (the 'Bank Rate') would not rise during the year and for it only to start gently rising from quarter 1 2015. This forecast rise has now been pushed back to start in quarter 3 2015.

Economic growth (GDP) in the UK was virtually flat during 2012/13 but surged strongly during the year. Consequently there was no additional quantitative easing during 2013/14 and the Bank Rate ended the year unchanged at 0.5% for the fifth successive year. While CPI inflation had remained stubbornly high and substantially above the 2% target during 2012, by January 2014 it had, at last, fallen below the target rate to 1.9% and then fell further to 1.7% in February. It is also expected to remain slightly below the target rate for most of the two years ahead.

Gilt yields, which impact on the cost of borrowing from the Public Works Loan Board (PWLb), were on a sharply rising trend during 2013 but volatility returned in the first quarter of 2014 as various fears sparked a flight to quality (see section 4). The Funding for Lending Scheme, announced in July 2012, resulted in a flood of cheap credit being made available to banks which then resulted in money market investment rates falling drastically in the second half of that year and continuing into 2013/14. That part of the Scheme which supported the provision of credit for mortgages was terminated in the first quarter of 2014 as concerns rose over resurging house prices.

The UK coalition Government maintained its tight fiscal policy stance against a background of two credit rating agencies downgrading the UK's AAA credit rating in early 2013. However recent strong economic growth has led – as announced in the 2013 Autumn Statement and the March 2014 Budget – to a cumulative reduction in the forecasts for total borrowing, of £97bn over the next five years, culminating in a £5bn surplus in 2018/19.

The EU sovereign debt crisis subsided during the year and confidence in the ability of the Eurozone to remain intact increased substantially. Perceptions of counterparty risk improved after the European Central Bank (ECB) statement in July 2012 that it would do “whatever it takes” to support struggling Eurozone countries; this led to a return of confidence in its banking system which has continued into 2013/14 and led to a move away from only very short term investing. However, this is not to say that the problems of the Eurozone, or its banks, have ended as the zone faces the likelihood of weak growth over the next few years at a time when the total size of government debt for some nations is likely to continue rising. Upcoming stress tests of Eurozone banks could also reveal some areas of concern.

3. Overall Treasury Position as at 31 March 2014

At the beginning and the end of 2013/14 the Council’s treasury (excluding borrowing by PFI and finance leases) position was as follows:

Authority	31 March 2013 Principal	Rate/ Return	31 March 2014 Principal	Rate/ Return
Total debt	£698m	4.6%	£688m	4.7%
CFR	£806m		£830m	
Over / (under) borrowing	(£108m)		(£142m)	
Total investments	£138m	0.8%	£84m	0.6%
Net debt	£560m		£604m	

General Fund	31 March 2013 Principal	Rate/ Return	31 March 2014 Principal	Rate/ Return
Total debt	£430m	4.4%	£390m	4.6%
CFR	£460m		£484m	
Over / (under) borrowing	(£30m)		(£94m)	
Total investments	£138m	0.8%	£84m	0.6%
Net debt	£292m		£306m	

HRA	31 March 2013 Principal	Rate/ Return	31 March 2014 Principal	Rate/ Return
Total debt	£268m	4.9%	£298m	4.7%
CFR	£346m		£346m	
Over / (under) borrowing	(£78m)		(£48m)	
Total investments	£0m	0%	£0m	0%
Net debt	£268m		£298m	

4. The Strategy for 2013/14

The expectation for interest rates within the strategy for 2013/14 anticipated a low but rising Bank Rate (starting in quarter 4 of 2014), and gradual rises in medium and longer term fixed borrowing rates during 2013/14. Variable, or short-term rates, were expected to be the cheaper form of borrowing over the period. Continued uncertainty in the aftermath of the 2008 financial crisis promoted a cautious approach, whereby investments would continue to be dominated by low counterparty risk considerations, resulting in relatively low returns compared to borrowing rates. In this scenario, the treasury strategy was to postpone borrowing to avoid the cost of holding higher levels of investments and to reduce counterparty risk.

The actual movement in gilt yields meant that PWLB rates were on a sharply rising trend during 2013 as markets anticipated the start of tapering of asset purchases by the US Federal Reserve (the "Fed"). This duly started in December 2013 and the US FOMC (the Federal Open Market Committee (FOMC) is a committee within the Federal Reserve which makes key decisions about interest rates and the growth of the United States money supply) adopted a future course of monthly reductions of \$10bn (from a starting position of \$85bn), meaning that asset purchases were likely to stop by the end of 2014. However, volatility set in during the first quarter of 2014 as fears around emerging markets, various vulnerabilities in the Chinese economy, the increasing danger for the Eurozone to drop into a deflationary spiral, and the situation in the Ukraine. This caused a flight into the quality and relative safety of UK gilts causing gilt rates to dip down, and thus moderate the increase in cost of any new borrowing.

With the dip in gilt rates and the likelihood of an interest rate increase deferred compared to our original expectations, the policy of avoiding new borrowing by running down spare cash balances has served well over the past few years. However, the Council ameliorated a significant element of its exposure through its under borrowing position during the year by taking on £37m of loans for the HRA.

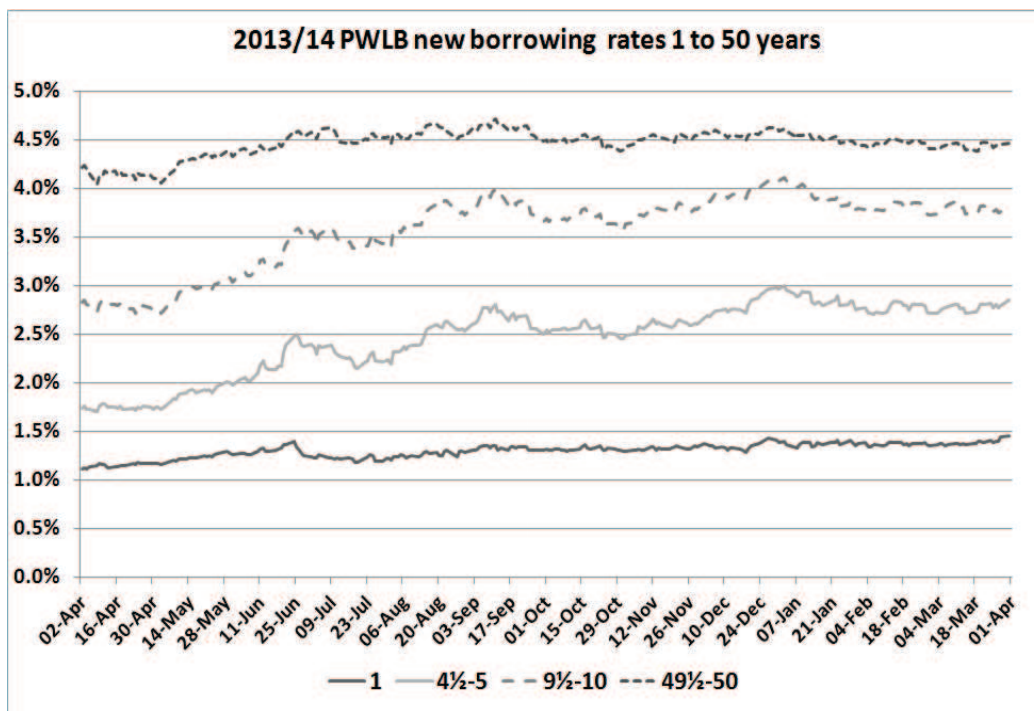
5. The Borrowing Requirement and Debt

The Council's underlying need to borrow to finance capital expenditure is termed the Capital Financing Requirement (CFR). The table below shows the outturn for 2012/13 and 2013/14 and the 2013/14 budget position including PFI liabilities.

	31 March 2013 Actual	31 March 2014 Budget	31 March 2014 Actual
CFR General Fund (£m)	£751m	£795m	£820m
CFR HRA (£m)	£346m	£346m	£346m
Total CFR	£1,097m	£1,141m	£1,166m

6. Borrowing Rates in 2013/14

PWLB borrowing rates - the graph below shows how PWLB certainty rates have risen from historically very low levels during the year.



7. Borrowing Outturn for 2013/14

Borrowing – during the year the Council borrowed £37m for the HRA, as shown in the table below.

Lender	Principal	Type	Interest Rate	Maturity
PWLB	£7.5m	Fixed interest rate	4.10%	16 years
PWLB	£7.5m	Fixed interest rate	4.14%	17 years
PWLB	£10m	Fixed interest rate	4.07%	15 years
PWLB	£1m	Fixed interest rate	4.16%	16 years
PWLB	£2m	Fixed interest rate	4.20%	17 years
PWLB	£9m	Fixed interest rate	4.23%	18 years

The average rate of new long term borrowing was 4.14% which compares favourably to 10.3% on the long term borrowing it replaced and the overall average of 4.6%.

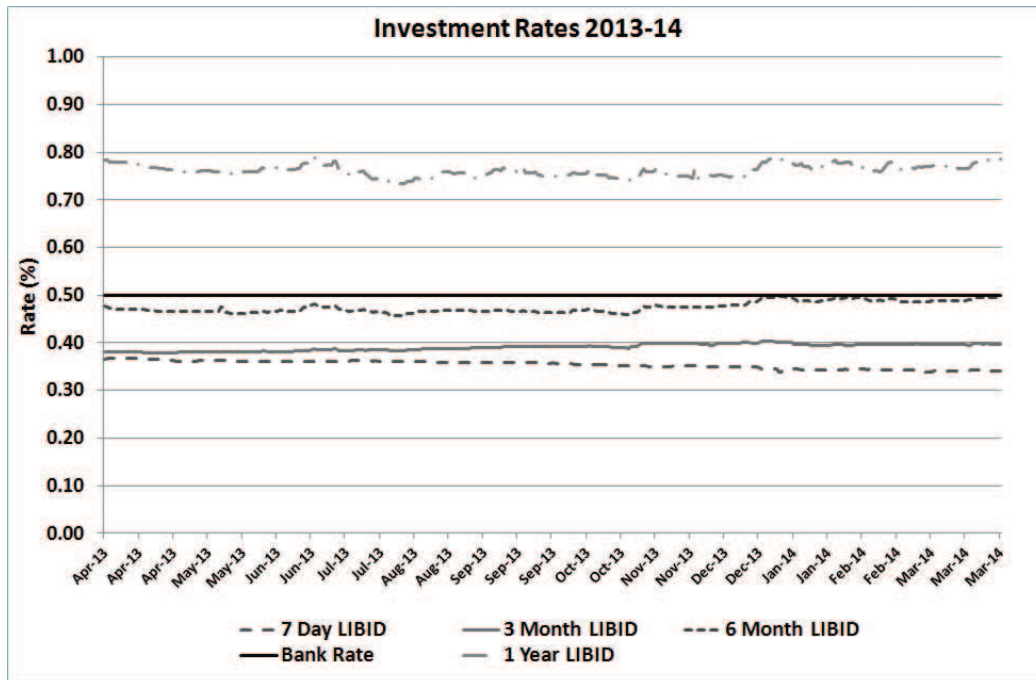
All of these additional loans were taken on for the HRA to continue to reduce the under-borrowing position. The majority of which relates to the repayment of internal "loans" afforded to the HRA by the General Fund as part of the transition to a two-pool debt approach following HRA self-financing.

Rescheduling

No rescheduling was done during the year as the average 1% differential between PWLB new borrowing rates and premature repayment rates made rescheduling unviable.

8. Investment Rates in 2013/14

The Bank Rate remained at its historic low of 0.5% throughout the year; it has now remained unchanged for five years. Whilst the market expected the central banks to begin to withdraw quantitative easing measures and to start to increase bank base rates, the policy remained unchanged throughout the 2013/14 financial year. The Funding for Lending Scheme resulted in deposit rates remaining depressed during the whole of the year, although the part of the scheme supporting provision of credit for mortgages came to an end in the first quarter of 2014.



LIBID is the London Interbank Bid Rate which reflects the average interest rate which major London banks borrow Eurocurrency deposits from other banks and is a key indicator of interest rates on short term deposits.

9. Investment Outturn for 2013/14

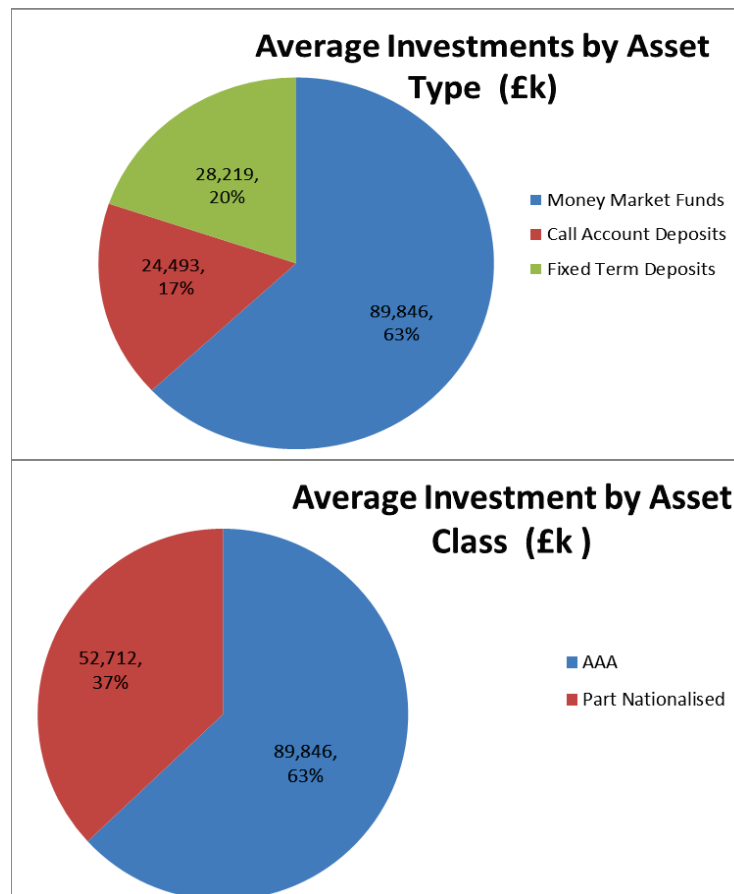
Investment Policy – the Council’s investment policy, which is governed by Central Government guidance, is set out in the annual investment strategy approved by full Council in March each year. This policy outlines the approach for choosing investment counterparties, and is based on credit ratings provided by the three main credit rating agencies supplemented by additional market data (such as rating outlooks, credit default swaps, bank share prices etc.).

The investment activity during the year conformed to the approved strategy, and the Council had no liquidity difficulties.

Investments held by the Council - the Council maintained an average balance of £143m of internally managed funds. The internally managed funds earned an average rate of return of 0.56% against a budgeted return of 0.50%.

The Council would not normally plan to have such high cash balances but the position was affected by re-profiling of the capital programme.

The pie charts below shows that we split our investments over a range of investment options, including AAA rated Money Market Funds and Fixed Term or Call accounts deposits with part nationalised banks.



Throughout the year we only invested funds with assets of over £1bn and monitored who these funds invested with themselves. Money market funds are an attractive counterparty when there is significant counterparty risk because they only invest in the most secure assets whilst they allow us to remove our investment day-by-day should we need to.

Appendix 1: Prudential and Treasury Indicators

During 2013/14, the Council complied with its legislative and regulatory requirements. The key actual prudential and treasury indicators detailing the impact of capital expenditure activities during the year, with comparators, are as follows:

Actual prudential and treasury indicators	2012/13 Actual £000	2013/14 Original £000	2013/14 Actual £000
Capital expenditure			
• General Fund	74,754	83,570	82,283
• HRA	40,930	75,125	40,506
• Total	115,684	158,695	122,789
Capital Financing Requirement:			
• General Fund	751,559	794,757	819,784
• HRA	345,564	345,586	346,209
• Total	1,097,123	1,140,343	1,165,993
Gross borrowing	989,191	1,071,071	1,023,604
External debt	851,306	1,071,071	939,176
Investments			
• Longer than 1 year	20,000	Nil	Nil
• Under 1 year	117,885	Nil	84,428
• Total	137,885	Nil	84,428

Commentary

Although the Council's external debt has increased by around £88m during the year, our overall need for borrowing which is represented by the Capital Financing Requirement has only increased by £69m.

This is a result of a decision taken by the Council in prior years to use surplus cash and reserves and grants in advance of need. Using this cash has meant that the Council could avoid taking on new loans, and thus adding to its external debt, where it would have otherwise needed to. In turn, this has saved the Council paying interest costs.

This strategy is intended to be used in the shorter term as the cash will be needed for its original intended purpose. When this arises, the Council would be required to raise cash from loans or its revenue resources. Should loans need to be raised, it is key to do so when the cost of borrowing is as cheap as possible and before any interest rate rises.

During the year, officers saw an opportunity to manage this issue in a cost effective way. The Council took on a number of new loans, replacing the cash it had previously borrowed from these 'internal' sources. The strategy allowed the Council to reduce its internal borrowing position and the associated risks it brings.

However, following the above strategy combined with an under spend on the capital programme meant that the Council continued to hold large sums of cash on deposit throughout the year. These deposits were placed with an array of AAA-rated, instant access money market funds and fixed-term and call account deposits with part-nationalised banks. This investment policy meant that our deposits were very safe but deposit returns were low (at just above the Bank Rate of 0.50%).

Gross borrowing and the CFR - in order to ensure that borrowing levels are prudent over the medium term and only for a capital purpose, the Council should ensure that its gross external borrowing does not, except in the short term, exceed the total of the capital financing requirement in the preceding year (2012/13) plus the estimates of any additional capital financing requirement for the current (2013/14) and next two financial years. This essentially means that the Council is not borrowing to support revenue expenditure. This indicator allows the Council some flexibility to borrow in advance of its immediate capital needs.

The authorised limit - the authorised limit is the “affordable borrowing limit” required by s3 of the Local Government Act 2003. Once this has been set, the Council does not have the power to borrow above this level. The table below demonstrates that during 2013/14 the Council has maintained gross borrowing within its authorised limit.

The operational boundary – the operational boundary is the expected borrowing position of the Council during the year. Periods where the actual position is either below or over the boundary is acceptable subject to the authorised limit not being breached.

Actual financing costs as a proportion of net revenue stream - this indicator identifies the trend in the cost of capital (borrowing and other long term obligation costs net of investment income) against the net revenue stream.

	2013/14
Authorised limit	£1,300m
Maximum gross borrowing position	£1,036m
Operational boundary	£1,200m
Average gross borrowing position	£1,003m

Ratio of financing costs to net revenue stream	31 March 2013 actual	2013/14 original limits	31 March 2014 actual
General Fund	13.54%	16.50%	13.68%
HRA	10.22%	11.71%	9.63%

Incremental impact of capital investment decisions	31 March 2013 actual	2013/14 original limits	31 March 2014 actual
Increase in council tax (band D) per annum *	£1.26	£15.33	£10.22
Increase in average housing rent per week (council dwellings only)	£0.00	£0.03	£0.01

* The increase in Council Tax (band D) per annum for 2013/14 is lower than the 2013/14 limit because the expected borrowing was around 40% lower than forecast.

TABLE 1	31 March 2013 Principal	Rate/ Return	Average Life (Yrs)	31 March 2014 Principal	Rate/ Return	Average Life (Yrs)
Fixed rate funding:						
-PWLB	£328m	5%	32	£350m	5%	23
-Market	£140m	5%	49	£140m	5%	48
- Local Authorities	£52m	2%	1	£20m	2%	1
Variable rate funding:						
-PWLB	£0m	0%	-	£0m	0%	-
-Market	£178m	4%	52	£178m	5%	51
Credit Liabilities:						
PFI Liabilities	£291m	11%		£336m	9%	
Total debt	£989m	6%	30	£1,024m	6%	30
CFR	£1,097m			£1,166m		
Over/ (under) borrowing	(£108m)			(£142m)		
Total investments	£138m	0.8%	<1	£84m	.6%	<1
Net debt	£851m			£940m		

The maturity structure of the debt portfolio was as follows:

	31 March 2013 actual	2013/14 original limits	31 March 2014 actual
Under 12 months	32%	35%	30%
12 months and within 24 months	4%	15%	1%
24 months and within 5 years	1%	30%	1%
5 years and within 10 years	2%	40%	2%
10 years and above	60%	100%	66%

Included in the 'Under 12 month' figure are bank loans which have a "call option" that allows the bank to either re-set the interest rate or allow us to repay the loan every six months. As these loans could be repayable in six months' time, we show them as being due under a year.

The maturity structure of the investment portfolio was as follows:

	2012/13 Actual £000	2013/14 Original £000	2013/14 Actual £000
Investments			
Longer than 1 year	20,000	0	0
Under 1 year	117,885	0	84,428
Total	137,885	0	84,428

The exposure to fixed and variable rates was as follows:

	31 March 2013 actual	2013/14 original limits	31 March 2014 actual
Fixed rate debt	£811m		£845m
Fixed rate investments	-£138m		-£60m
Net fixed rate exposure	£673m	£940m	£785m
Variable rate debt	£178m		£178m
Variable rate investments	£0m		-£14m
Net variable rate exposure	£178m	£350m	£164m

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**Cabinet Report**

Report of: Simon Green

Report to: Cabinet

Date: 18th June 2014

Subject: Refreshed Sheffield Food Strategy

Author of Report: Jessica Wilson (0114 2057467)

Key Decision: YES /

Reason Key Decision: Affects 2 or more wards

Summary: The original Sheffield Food Plan was published in July 2011. The plan was developed in partnership, with funding from the Sheffield Let's Change for Life Programme (to tackle childhood obesity) which has now ended. Progress to deliver the plan has been variable due to a number of factors and a decision was taken to refresh the Strategy.

There are 3 outcomes that will be addressed by the refreshed strategy. They reflect the key challenges facing the UK food system based on the latest evidence. Overall we want to ensure:

1. Environmental sustainability
2. Improved health and wellbeing by increasing healthy life expectancy and reducing health inequalities
3. Contributing where we can to a strong food economy

There are six areas of work prioritised within the strategy for action over the next 3 years. The six priority work areas are the ways in which we will aim to achieve the three key outcomes outlined above.

1. Tackle Food Poverty in Sheffield
2. Help make takeaway food on offer in Sheffield healthier
3. Support communities to eat well
4. To encourage more people to learn about and get involved in growing their own food
5. Boost the role food plays in the local economy
6. Explore the value of an independent Sheffield Food Trust

The work in each of these priority areas will focus on activities which impact on key populations and vulnerable groups and will incorporate the cross-cutting themes of environmental sustainability, improved health and wellbeing and a strong economy. Initially the actions will predominantly be those which are within Sheffield City Council's control or sphere of influence.

A draft implementation plan has also been developed and includes existing activity and suggested future initiatives to be delivered by individual stakeholders or in partnership with SCC and/or others. The implementation plan is intended to be developmental and responsive to changing and emerging priorities.

An evaluation framework has also been developed to enable progress towards meeting the three core outcomes.

The development of the strategy has been overseen by the Food and Physical Activity Board and the strategy has been signed up to by the Joint Health and Wellbeing Board. The delivery of the strategy will be monitored by the Food Executive.

Reasons for Recommendations:

1. The actions specified in the original Food Plan do not reflect the current position with regards to diminishing resources and emerging priorities. Therefore a refresh is required that also includes plans for implementation and clear governance arrangements.
2. Public consultation has told us that issues such as food poverty; cooking skills; food growing and the links to environmental sustainability and an understanding of where our food comes from; and the impact of takeaways on neighbourhood 'feel' and healthy eating are all important to the people of Sheffield. A Food Strategy for Sheffield will make clear the response that Sheffield City Council, and partners, will make in order to address these important issues.
3. The six chosen priorities are informed by research evidence and also by the experiential evidence and local intelligence gathered through the consultation process. By taking action in these key areas we will have an impact on the 3 key outcomes – environmental sustainability, health and reduced health inequalities and a strengthened role of food in the economy.
4. The Joint Health and Wellbeing Board have already signed up to this policy

Recommendations: Accept the Refreshed Food Strategy

Background Papers: Draft Sheffield Food Strategy and draft implementation plan

Category of Report: OPEN

Statutory and Council Policy Checklist

Financial Implications
YES Cleared by: Alison Chambers 21/05/2014
Legal Implications
Cleared by: Nadine Wynter 21/05/2014
Equality of Opportunity Implications
Cleared by: Ian Oldershaw 15 th May
Tackling Health Inequalities Implications
YES
Human Rights Implications
NO
Environmental and Sustainability implications
YES
Economic Impact
YES
Community Safety Implications
NO
Human Resources Implications
YES
Property Implications
NO
Area(s) Affected
Various
Relevant Cabinet Portfolio Lead
Cllr Jack Scott
Relevant Scrutiny Committee
Economic and Environmental Wellbeing
Is the item a matter which is reserved for approval by the City Council?
Press Release
YES

REPORT TO CABINET

Refreshed Sheffield Food Strategy

1.0 SUMMARY

- 1.1 The original Sheffield Food Plan was published in July 2011. The plan was developed in partnership, with funding from the Sheffield Let's Change for Life Programme (to tackle childhood obesity) which has now ended. Progress to deliver the plan has been variable due to a number of factors and a decision was taken to refresh the Strategy.
- 1.2 There are 3 outcomes that will be addressed by the refreshed strategy. They reflect the key challenges facing the UK food system based on the latest evidence. Overall we want to ensure:
 1. Environmental sustainability
 2. Improved health and wellbeing by increasing healthy life expectancy and reducing health inequalities
 3. Contributing where we can to a strong food economy
- 1.3 There are six areas of work prioritised within the strategy for action over the next 3 years. The six priority work areas are the ways in which we will aim to achieve the three key outcomes outlined above.
 1. Tackle Food Poverty in Sheffield
 2. Help make takeaway food on offer in Sheffield healthier
 3. Support communities to eat well
 4. To encourage more people to learn about and get involved in growing their own food
 5. Boost the role food plays in the local economy
 6. Explore the value of an independent Sheffield Food Trust
- 1.4 The work in each of these priority areas will focus on activities which impact on key populations and vulnerable groups and will incorporate the cross-cutting themes of environmental sustainability, improved health and wellbeing and a strong economy. Initially the actions will predominantly be those which are within Sheffield City Council's control or sphere of influence.
- 1.5 A draft implementation plan has also been developed and includes existing activity and suggested future initiatives to be delivered by individual stakeholders or in partnership with SCC and/or others. The implementation plan is intended to be developmental and responsive to changing and emerging priorities.
- 1.6 An evaluation framework has also been developed to enable progress towards meeting the three core outcomes.
- 1.7 The development of the strategy has been overseen by the Food and Physical Activity Board and the strategy has been signed up to by the Joint

Health and Wellbeing Board. The delivery of the strategy will be monitored by the Food Executive.

2.0 WHAT DOES THIS MEAN FOR SHEFFIELD PEOPLE

2.1 The Food Strategy aims to improve the health of Sheffield residents and reduce health inequalities, strengthen the local economy and limit the environmental impact of food production and consumption.

2.2 Target groups of interest for the Food Strategy are:

- Local food businesses and their employees - Sheffield has 4951 registered food businesses. There are 588 takeaways and sandwich shops registered on the Food Hygiene rating site in Sheffield. In Sheffield in 2011 a total of 12,574 people were employed in food related industry.
- The wider Sheffield population, in particular those who are experiencing food poverty (estimated to be 40,000), those who are not eating a healthy diet (only 24.7% of people in Sheffield aged 16+ eat a healthy diet, it is estimated that over 30,000 people in Sheffield are malnourished) and those who are overweight or obese (up to 60% of adults in Sheffield).

2.3 There has been a great deal of public consultation during the development of the Food Strategy and this has led to the resulting priority areas of work. Growing food and eating well were of particular interest to the people of Sheffield and so they have found their way into higher prominence within the strategy. In particular people have been concerned about the lack of cooking skills within local communities. Food Poverty has continued to be at the forefront of people's minds.

2.4 Another issue that concerned people greatly is the growing number of takeaways within neighbourhoods. Concerns related to where these may offer unhealthy food but also about how too many outlets change the nature of neighbourhoods. However, the people we spoke to also recognised the tensions here because some outlets may provide a healthy offer and certainly provide much needed employment. There have also been concerns expressed about the amount of food waste in the city and what more can be done to minimise this. Finally people are concerned about the changing the food culture within Sheffield and the importance of education around where our food comes from and what it contains. People are concerned that we have lost touch with the food system.

3.0 OUTCOME AND SUSTAINABILITY

3.1 Many of the actions that will be implemented through the Food Strategy will need to be achieved within existing resource through changes to policy and through bending and influencing existing activity. The draft implementation plan that accompanies this paper outlines potential resource implications for each action. The implementation plan includes existing activity and

suggested future initiatives to be delivered by individual stakeholders or in partnership with SCC and/or others. It is intended to be developmental and responsive to changing and emerging priorities.

3.2 An evaluation framework for the Food Strategy is in development and will allow baseline measures to be established and progress towards the outcomes to be tracked. Some of the desired changes are long term and therefore a mixture of shorter term success indicators and longer term outcome measures will need to be used. In many cases there is no simple way to measure progress and so a selection of measures will need to be used. Example outcome measures are outlined below.

3.3 **Environmental sustainability:** Our local food system is sustainable and the environmental impact of our food production, processing, retail and consumption is minimised

Suggested outcome measures:

- Reduction in household food waste/ Impact evaluation of citywide food waste campaign
- Decrease in number of vacant allotment plots/ Increase in number of growing sites citywide
- Increase in number of Public Sector organisations with food as a component within Board-approved sustainable management plans
- Number of public sector caterers achieving 'Food for life' or similar
- Number of schools engaged in growing and quality of opportunities

3.4 **Improved health and wellbeing by increasing healthy life expectancy and reducing health inequalities:** The local community are food literate, and have a good understanding of the whole food system and how important food is for their health. *Everyone* can access food that is safe, nutritious and that benefits their health and wellbeing

Suggested outcome measures:

- Halt the rise in childhood obesity (YR and Y6) & to reduce the gap between most and least deprived (PHOF indicators)
- Increase in proportion of adults eating 5 or more portions of fruit or vegetables a day (PHOF indicators)
- Impact evaluation of initiatives focussing on improving diet and/or growing
- School meal uptake, including free school meals
- Number of fast food businesses engaged in improving their healthy food offer
- Number of schools and settings engaged in activity to promote healthier eating
- Improved Every Child Matters Survey results at Y2, Y5, Y7 and Y10 – self reported consumption of fruit; vegetables; takeaways; sweets, chocolate or crisps; fizzy drinks

3.5 **Contributing where we can to a strong food economy:** Food plays a key role in strengthening our local economy and the food offer draws people to our city

Suggested outcome measures:

- Occupancy of Moor Market (food retailers), and footfall, impact evaluation of use of the food demonstration area in the Moor Market
- Reduction in Food Poverty – method of measurement TBC
- Evaluation of Sheffield Food Festival
- School meal and Free School Meal uptake (this is linked to attainment and reduced poverty)
- Increase in number of businesses using Eat Sheffield brand
- Number of public sector caterers achieving 'Food for life' and all public sector employers and contractors paying the living wage
- Increased number of people volunteering in food/growing related activities
- Additional measures still to be determined: number of residents accessing food industry related training and education, proportion of economy linked to food, number of food start-up businesses & success rate, tourism indicators related to food

3.6 A diagram outlining how the six priority areas will impact on the three outcomes can be seen in Appendix 1.

4.0 MAIN BODY OF THE REPORT

4.1 Food is the only product we buy and create that becomes part of us. We need it to stay alive. It is vitally important to the local population, the health and wellbeing of local people, the local economy and the local environment. The original Sheffield Food Plan was published in July 2011. Its aim was to create a more profitable and diverse food economy, a healthy vibrant food culture and a sustainable food system in Sheffield.

4.2 A number of factors have affected the delivery of the original Sheffield Food Plan:

- The end of Sheffield Let's Change4Life Programme funding
- Expectations of what is possible in the current economic climate
- Sheffield City Council funding pressures
- Changes in priorities for example, the emergence of food poverty as an issue
- The wide ranging nature of the Food Plan
- Unclear and changing governance structures
- Public sector reorganisations

4.3 In addition to these factors, there have been significant policy developments in Sheffield and nationally, since the Sheffield Food Plan was published. These include the Fairness Commission, National changes to the health system and the creation of Health and Wellbeing Boards, the development of a national school food plan.

4.4 Sheffield City Council remains committed to prioritising the food agenda and working collaboratively with a wide range of partners to address

challenges to the food system and tackle the current food related issues facing the city. On this basis a decision was taken to review and update the current Sheffield Food Plan to ensure the city can respond to new and emerging issues, particularly the increasing burden of food poverty, within a rapidly changing local environment.

4.5 **Vision:**

These statements set out a long term **vision** for the role food can play in Sheffield.

We want Sheffield to be a city where:

- The local community are food literate. By this we mean that there is widespread understanding of where our food comes from and what it contains; of how important food is for health; and of how to prepare food that is tasty, affordable and nutritious
- *Everyone* can access food that is safe, affordable, nutritious and that benefits their health and wellbeing
- Food plays a key role in strengthening our local economy and our cafes, restaurants, and food outlets, draw people to our city
- Our local food system is sustainable and ethical and the environmental impact of our food production, processing, retail and consumption is minimised

4.6 **Outcomes:**

There are 3 outcomes that will be addressed through all of the priorities proposed in this new strategy. They reflect the key challenges facing the UK food system set out in the introduction. Overall we want to ensure:

1. Environmental sustainability
2. Improved health and wellbeing by increasing healthy life expectancy and reducing health inequalities
3. Contributing where we can to a strong food economy

4.7 **Priority work areas:**

There are six areas of work prioritised within the strategy for action over the next 3 years to make a key contribution towards realising our ambitions for Food in Sheffield.

1. Tackle Food Poverty in Sheffield
2. Help make takeaway food on offer in Sheffield healthier
3. Support communities to eat well
4. To encourage more people to learn about and get involved in growing their own food
5. Boost the role food plays in the local economy
6. Explore the value of an independent Sheffield Food Trust

4.8 The work in each of these priority areas will prioritise activities which impact on key populations and vulnerable groups and will incorporate the cross-

cutting themes of environmental sustainability, improved health and wellbeing and a strong economy. Initially the actions will predominantly be those which are within Sheffield City Council's control or sphere of influence.

4.9 The rationale for the inclusion of each priority is as follows:

4.10 **Tackle Food Poverty in Sheffield:** the relative cost of food has risen in recent years and low income households are disproportionately affected with many having to trade down or skip meals to cope. We have also seen an increase in the number of and use of food banks. Food poverty is linked to poorer health due to reduced accessibility of a healthy diet and in some cases malnutrition. Therefore reducing food poverty will lead to improved health outcomes. Other actions to reduce poverty and/or break the cycle of poverty, such as increased school meal uptake will also have a positive effect on the local economy.

4.11 **Help make takeaway food on offer in Sheffield healthier:** An increasing proportion of food is being eaten outside of the home and fast food outlets make up a quarter of the food in the eating out market. Takeaways are often concentrated in areas of socioeconomic deprivation and close to schools. Takeaway food often has high levels of salt, sugar and saturated fat and can lack dietary fibre and fruit and vegetables. This is characteristic of a poor diet and linked to poor health and obesity. Obesity research shows that we need to help make the healthy choice the easy choice by modifying the environment, for example so that it does not provide easy access to energy-dense food. We will aim to achieve this by working with takeaways to improve the nutritional content of the food on offer. This work will support both the health and economic outcomes of the food strategy by working with the retailers to improve their offer.

4.12 **Support communities to eat well:** Individuals and communities have a key role to play in helping us to meet the outcomes of the food strategy. There are differing food barriers and assets within different communities in Sheffield. This may include the proportion of people eating a healthy diet, the amount of household food waste, the number of small independent food businesses etc. Ensuring that communities have the information they need and enabling individuals to make the changes that are important to them for example by cooking more often, shopping locally and buying seasonal produce, trying to waste less food etc. we can have an impact on all three food strategy outcomes.

4.13 **To encourage more people to learn about and get involved in growing their own food:** Growing food has direct health benefits through physical activity, access to fresh fruit and vegetables and improved mental wellbeing. There are also benefits in terms of environmental sustainability and the economic benefits linked to volunteering, skills and employability. Supporting growing projects and enthusiasts, for example through work with schools or broadening access to allotments, will therefore help to meet all three food strategy outcomes.

4.14 **Boost the role food plays in the local economy:** Food plays an important role in the local economy. A large proportion of our businesses are linked to food and our colleges and universities equip large numbers of students for employment in food related industries. Food also draws in visitors to the city for example to visit the annual Sheffield Food Festival. Strengthening the local economy through food will have a positive impact for Sheffield however this will need to be balanced against supporting the wider themes of improving health and wellbeing and achieving environmental sustainability.

4.15 **Explore the value of an independent Sheffield Food Trust:** This body would seek to raise the profile of food in Sheffield, provide an independent voice on food issues in the city and would access resources and funding that statutory bodies cannot. This will support all three outcomes of the food strategy.

4.16 **Implementation:**

An implementation plan has been developed and includes existing activity and suggested future initiatives to be delivered by individual stakeholders or in partnership with SCC and/or others. The implementation plan is intended to be developmental and responsive to changing and emerging priorities. Delivery will be monitored by the Food Executive.

4.17 **Evaluation of impact:**

An evaluation framework has also been developed to enable progress towards meeting the three core outcomes. This is outlined in section 3 of this report. A summary of how the actions identified will lead to the desired outcomes can be found in appendix 1.

4.18 **Links to existing policy:**

By taking steps towards realising these ambitions, the Sheffield Food Strategy will address some of the Fairness Commission recommendations and make a significant contribution towards the following Sheffield City Council Strategic Outcomes:

- **Great Place to Live**
- **Better Health and Wellbeing**
- **Successful Children and Young People**
- **Tackling Poverty and Increasing Social Justice**
- **Safe and Sustainable**

4.19 The wide ranging nature of the Food Strategy means that there will be a cross over with many strategies and programmes of work. Strong links will need to be made to the Green Commission when this has been established. Other related plans and strategies include the Waste Strategy; Markets Strategy; Children's Health and Wellbeing Partnership Board work programmes; the Move More strategy for physical activity; and the Child Poverty strategy. This list is not exhaustive.

4.20 **Governance:**

Progress against the implementation plan and towards achieving the outcomes will be monitored by the Food Executive. This group reports to the Food and Physical Activity Board and ultimately the Joint Health and Wellbeing Board. The Food Executive also links into governance structures in CYPF due to the cross-cutting nature of some of the actions. The Children’s Health and Wellbeing Partnership Board will therefore have oversight of some actions and outcome measures and is represented on the Food Executive.

5.0 FINANCIAL IMPLICATIONS

- 5.1 There are no specific Financial Implications arising from the recommendations in this report. Many of the actions that will be implemented through the Food Strategy will need to be achieved within existing resource through changes to policy and through influencing existing activity.

The table below identifies the Authority’s direct financial contribution with the appendix highlighting supporting budgets from partners whose activities directly contribute to the food strategy, or in-kind support through officer time.

Strand	Direct Public Health Grant Identified	Area of Strategy
Food poverty	£20,000	Temporary Financial Support to Food Banks
Healthier Takeaways	£40,000	
Support Communities to eat well	£115,000	Public Health Weight Management Services. (secured)
Food and the local Economy	£15,000	Complementary activities through events held within the City
TOTAL	£190,000	

- 5.2 Budget has been approved by Cabinet from the Public Health Grant allocation in 2014-15. This funding is only guaranteed for this financial year; consideration is needed if the food strategy requires longer term funding. Should any aspects of the food strategy necessitate additional costs, this will be subject to a separate report and decision for approval,

6.0 LEGAL IMPLICATIONS

- 6.1 The proposals set out in the Refreshed Food Strategy are complementary to the aims of the Sheffield Sustainable Community Strategy, prepared pursuant to Section 4 of the Local Government Act 2000. The proposals are in keeping with the key themes of reducing health inequalities, improving the health of children and young people and ensuring Sheffield has a strong food economy. If Cabinet is minded to accept these proposals then the legal power for the Council to implement the Strategy would be Section 1 of the Localism Act 2011 (general power of competence).
- 6.2 Cabinet must also ensure that the Council complies with relevant aspects of the public sector equality duty set out in the Equality Act 2010. In relation to the Refreshed Food Strategy, this entails having due regard to the need to advance equality of opportunity between those with and without certain protected characteristics.
- 6.3 The Refreshed Food Strategy covers a number of priority work areas. In implementing these individual aspects of the Strategy, particularly in relation to exploring the implications of establishing an independent Sheffield Food Trust, Officers will need to take legal advice as appropriate.”

7.0 EQUALITIES IMPLICATIONS

- 7.1 It is intended that activity will have a positive impact on equalities. Fairness, social justice and a reduction in health inequalities are key outcomes that the strategy seeks to address. Food as a means to improve community cohesion and reduce social isolation is also an element of the refreshed Food Strategy and action at community level will seek to bring together individuals of different ages and cultural backgrounds through food.
- 7.2 There are no anticipated negative impacts on equalities. Activity undertaken as part of this strategy will be accessible to all groups regardless of age, gender, disability, sexual orientation, ethnicity or religion.

8.0 ALTERNATIVE OPTIONS CONSIDERED

8.1 Do nothing/Keep existing Food Strategy

The risk of this approach is that the actions specified in the original Food Plan do not reflect the current position with regards to diminishing resources and emerging priorities. There is also the risk that due to the wide ranging nature of the original Food Plan and lack of clear governance in place that there will be little measurable progress.

8.2 Accept the refreshed strategy

The refreshed Food Strategy has similar aims in terms of addressing the major food priorities in the city but focuses on a smaller number of key areas that can be delivered in partnership within current economic constraints. There is also now a clearly established governance structure and a clear lead within Place portfolio, working in partnership both within

and outside of Sheffield City Council. This option will allow more tangible progress to be made and monitored.

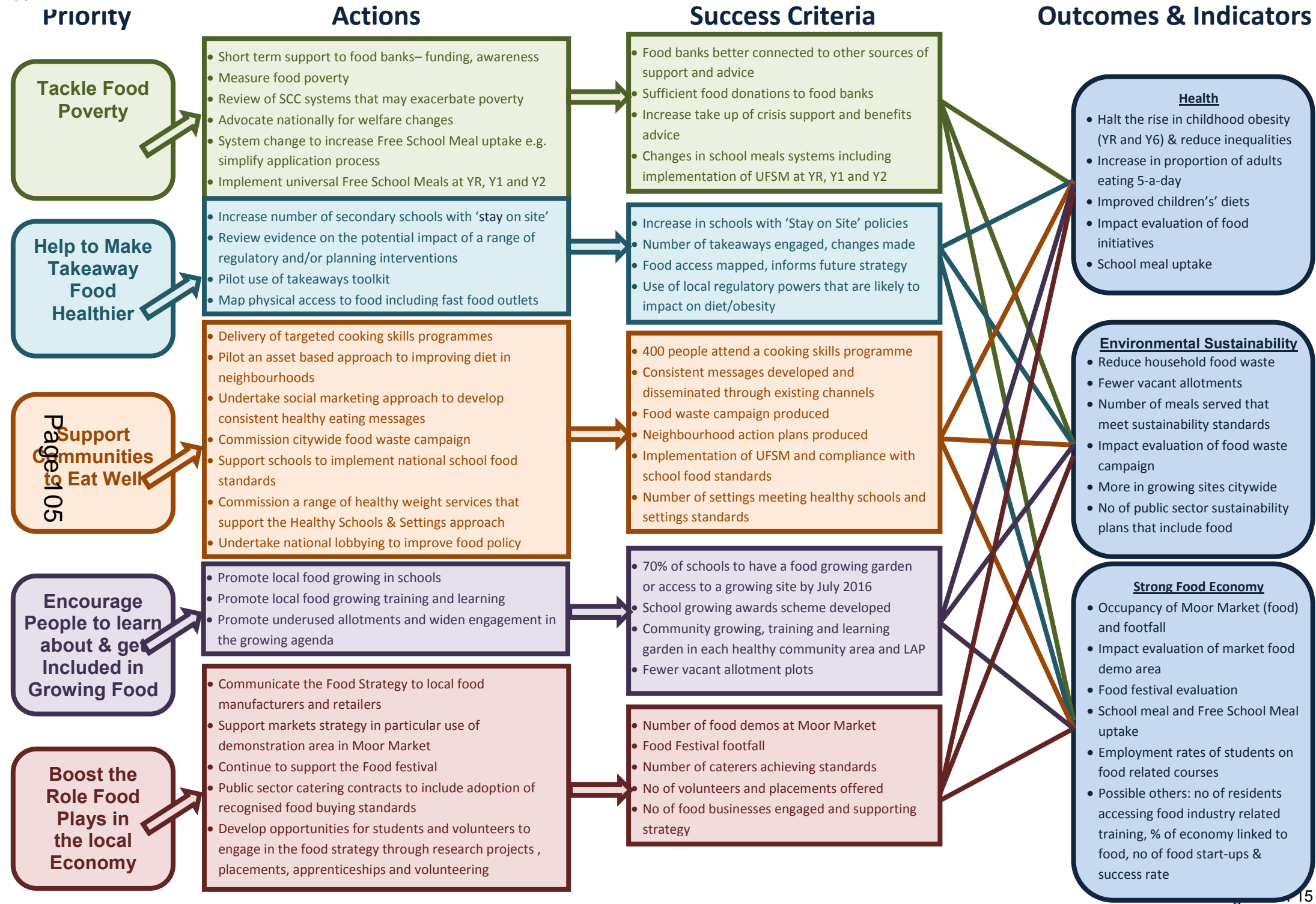
9.0 REASONS FOR RECOMMENDATIONS

- 9.1 The actions specified in the original Food Plan do not reflect the current position with regards to diminishing resources and emerging priorities. Therefore a refresh is required that also includes plans for implementation and clear governance arrangements.
- 9.2 Public consultation has told us that issues such as food poverty; cooking skills; food growing and the links to environmental sustainability and an understanding of where our food comes from; and the impact of takeaways on neighbourhood 'feel' and healthy eating are all important to the people of Sheffield. A Food Strategy for Sheffield will make clear the response that Sheffield City Council, and partners, will make in order to address these important issues.
- 9.3 The six chosen priorities are informed by research evidence and also by the experiential evidence and local intelligence gathered through the consultation process. By taking action in these key areas we will have an impact on the 3 key outcomes – environmental sustainability, health and reduced health inequalities and a strengthened role of food in the economy.
- 9.4 The Joint Health and Wellbeing Board have already signed up to this policy

10.0 RECOMMENDATIONS

- 10.1 Accept the Refreshed Food Strategy

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Date: 23rd April 2014



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Sheffield Food Strategy Year One: 2014/15 Implementation Plan

1. Tackle Food Poverty - support emergency food bank provision and work towards eliminating the need for food banks by tackling the root causes of food poverty

	Action	Resource requirement	Resource secured?	Owner(s)	Time scale	Success criteria Short Term	Success Criteria Long Term	Outcomes		
								H & I	ES	FE
1.1	SCC to provide short term financial support to food banks Opportunity to match fund this to lottery bid for advice workers	£20000 plus potential match from Big Lottery if bid successful	Partial	Tackling Poverty & Social Justice Board, Cabinet Lead food and Environment / Food Bank Network	May-14	Food banks have increased capacity and are able to give a wider range of support to more individuals	Fewer people experiencing food poverty	✓		✓
1.2	Raise awareness of food poverty through publicity exercises e.g. public sector food collections, facilitating links with local food businesses, Sheffield on a Plate project delivery	Time - officers and partners	Yes	Food Executive, Food Bank Network, Sheffield on a Plate	Ongoing	Sufficient donations to food banks, appropriate donations; 20% of students are more aware of food banks and food poverty	Fewer people experiencing food poverty	✓		✓
1.3	Review SCC systems that may exacerbate food poverty including a review of the Local Assistance Scheme, update provided to Food Executive	longer term financial implications unknown	No	SCC Communities - care & support & cabinet member for food & environment	Dec-14	Review complete	Improved and timely access to crisis support; improved benefits take up, greater understanding of root causes of poverty to inform strategy, fewer people experiencing food poverty	✓		✓
1.4	Facilitate networking and information sharing opportunities to enable organisations working with vulnerable people in Sheffield and health and social care professionals, liaise with Tackling Poverty and Social Justice Board where necessary	Officer time	No	Food Bank Network / Place Public Health / TPSJ Board	Sep-14	No's of staff receiving information; greater awareness by a range of staff of support available	Improved access and more timely take up of crisis support; more integrated working; greater understanding of root causes to inform future SCC strategy	✓		✓
1.5	Identify the extent of food poverty (the inability to purchase food for a healthy diet) in Sheffield to inform future strategy and contribute to evaluation	Officer time	Yes	Public Health, support from SCHARR	Jun-14	Parameters agreed; baseline established; identification of communities with poor access to food	Refined targeting of interventions and activity in future Sheffield Food Strategy planning	✓	✓	✓
1.6	Advocate nationally for change in welfare system, supply evidence to national inquiries and raise with Dr of Public Health & Public Health England	Officer time	No	Public Health, SoaP	ongoing	Number and nature of opportunities taken to submit evidence and influence national policy	Changes in priorities and policy leading to fewer numbers of people experiencing food poverty	✓		✓
1.7	Review of lunch club provision to be informed by Food Strategy priorities	Officer time	Yes	VAS and Place Public Health	Jun-14	Review recommendations and future delivery are in line with Food Strategy principles	Food provided at lunch clubs is healthy, sustainable and locally sourced where possible	✓	✓	✓
1.8	Increase Free School Meal uptake through promotions and by writing to parents/carers of children in the 122 schools in the School Catering contract to encourage them to apply and providing guidance on how to apply.	Officer time and 5k to support promotion of FSM	yes	CYPF - School Food Service	May-14	Increased uptake against eligibility in primary schools from 78% to 85% and in secondary schools from 65% to 70%	Free School Meal Uptake increases; fewer families experiencing food poverty	✓		✓
1.9	School food provider and School Nutrition Action Groups (SNAGs) to increase school meals uptake through development of bespoke provision based on the needs of school communities	Time: School food provider and individual schools, potential cost implications	No	School Food provider, School Food Service Manager, CYPF Public Health	Ongoing	Increase primary school meal uptake from 44% to 60% uptake	Increased school meal uptake leading to improved school attainment; cycle of poverty broken; PHOF obesity targets	✓		✓
1.10	Analyse NCMP data on underweight to identify schools where malnourishment may be an issue. Develop and offer a package of support to identified schools that focuses on increasing school meal uptake and targeted support from the 5-17 healthy weight service.	Officer Time	No	Place Public Health, CYPF Public Health, PHIT team and 5-17yr Healthy Weight Service	Dec-14	Analysis completed, schools identified and contacted with an offer of support.	Take up of support, reduction in underweight NCMP prevalence in target schools and increase in FSM/Universal meal uptake in target schools	✓		✓

2. Help to make takeaway food on offer in Sheffield healthier (also links into neighbourhood Eat Well project)

							Outcomes			
Action	Resource requirement	Resource secured?	Owner(s)	Timescale	Success criteria Short Term	Success Criteria Long Term	H & I	ES	FE	
2.1	5-17yr Healthy Weight Service to support to 4 secondary schools (to be identified by CYPF Healthy Settings Team) to develop and implement a stay on site policy using the local action plan process and template. Action plans to include improving lunchtime school meals service.	Included as part of 5-17 Healthy Weight service spec	Yes	CYPF Public Health, 5-17 Healthy Weight Service	Mar-15	4 targeted secondary schools develop a stay on site policy; evidence of implementation; pupils report improved satisfaction with school meal service	Fewer pupils accessing unhealthy food at lunchtime; PHOF obesity outcomes	✓		
2.2	Review latest evidence on the possible impact of a range of regulatory and/or planning interventions including the links between takeaways and obesity. Use to inform development of local planning and licencing policies	Officer time	Yes	Place Public Health	Mar-15	Clarity on areas where council regulatory powers are likely to have an impact; briefing produced	Policy changes with highest impact are made; PHOF outcomes diet/obesity	✓		
2.3	Pilot use of takeaways toolkit to engage local fast food outlets in making healthier choices available	Approx £30-40k public health grant	Yes	Env Regs and Public Health	Mar-15	No of food businesses supported and examples of changes made	PHOF outcomes /obesity, greater uptake of healthy options offered in fast food outlets	✓		✓

3. Support communities to eat well

							Outcomes			
Action	Resource requirement	Resource secured?	Owner(s)	Timescale	Success criteria Short Term	Success Criteria Long Term	H & I	ES	FE	
3. Support communities to eat well: Development Activity										
3.1	Implement 'EatWell' asset based approach to taking forward the Food Strategy in 3/4 neighbourhoods	Yes - £50k Public Health Funding	Yes	Public Health and Env Regs and VCF	Apr 14 - Mar 17	Project targets and outcomes met; numbers of settings and individuals engaged	Changes have taken place that contribute to a range of food strategy outcomes	✓	✓	✓
3.2	Maximise local and national opportunities to promote healthy eating messages, ensuring consistent messages are communicated to key stakeholders including the general public	Yes -part Public Health Funding to support Food Strategy	Yes	Public Health and Env Regs and VCF	Apr 14 - Mar 17	Communications strategy developed. Briefing on key messages and recommended resources produced for all key staff/services.	Services deliver consistent messages; general public show change in knowledge. and behaviour; PHOF obesity targets	✓		
3.3	Take opportunities to influence national policy regarding diet and healthy eating	Officer time	Yes	Place public health	Ongoing	Number and nature of opportunities taken to submit evidence and influence national policy	Changes in priorities and policy leading to reduced obesity and improved diet	✓		
3.4	Secure strategic support from the Citywide Learning Body for a strategic approach to engaging schools in healthy eating and nutrition in line with the National School Food Plan. To include a possible role for a Food Champion in each school and/or building on the work of School Nutrition Action groups .	Officer time plus ongoing support from 5-17yr Healthy Weight Service (as 3.8), and Health Service to School Age Pupils (as 3.9)	Yes	CYPF and Place Public Health and CYPF School Food Service	Present paper to CWLB Sep-14	CWLB endorse approach taken	Number of schools and settings engaged and committed to maintaining school food nutritional standards; increased participation of schools in the healthy schools approach	✓	✓	
3.5	Service redesign for Early Years Prevention and Early Intervention to include provision of information and support around maternal and infant nutrition (inc. breastfeeding, healthy weaning and childhood obesity).	600k (PH Grant)	Yes	Assistant Director of Prev & Early Int; CYPF Public Health	Apr-15	Redesign completed, service provision promotes maternal and infant nutrition	Improved early years outcomes inc. childhood obesity, breastfeeding and infant mortality	✓		
3.6	Reduce household food waste through a) delivery of revised food waste campaign as part of Sheffield Waste Strategy; b) Food Waste addressed in cook and eat programmes; c) Sheffield on a Plate project to engage students in minimising food waste	40k external funding from WRAP, plus SoaP funding	WRAP No, SoaP Yes to Jul 15	VEOLIA, waste management, Eat Well providers, SoaP	TBC	Campaign implemented and evaluation of impact; Eatwell cook and eat KPIs; Sheffield on a Plate outputs delivered	Reduced household food waste; students adopt sustainable food behaviours; environmental impacts of student food consumption reduced; contribution to reduced food poverty		✓	✓
3.7	PLACEHOLDER: to support schools to implement the new Ofsted requirements for all 16 yr olds to be able to cook 5 savoury dishes as of the National School Food Plan. Curriculum changes to be implemented from Sept 2014 for Key Stages 1 to 3.	TBC	No	Individual Schools/Academies	Sep-14	TBC	TBC			

Action	Resource requirement	Resource secured?	Owner(s)	Timescale	Success criteria Short Term	Success Criteria Long Term	H & I	ES	FE
3. Support communities to eat well: Commissioned Services									

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3.8	Delivery of targeted cook and eat sessions and programmes to improve cooking skills	£70k contract with Zest	Yes	Zest for Health	Mar-15	KPIs met: 180 people attend a cooking skills session, 400 people complete a 6 week cooking programme. Pre and post evaluation to show impact.	PHOF diet & obesity targets; volunteers progress to employment; annual evaluation of impact	✓	✓	✓
3.9	Develop and commission healthy weight services that provide support from conception onwards with increased emphasis on prevention. To include a) support for early years settings and schools to promote healthy eating and nutrition; b) delivery of direct support to individuals; c) building knowledge and capacity within existing staff and services; and d) development of specific pathways e.g. maternal healthy weight	Approx £960k total (when in place these services have a developmental role as 3.4 and direct delivery role 3.8)	Yes	Place public health and provider(s) once in place	From Oct-14	Providers appointed; KPIs agreed and monitored; evaluation of impact inc improved diet and weight loss	Services achieve outcomes; improved attainment; PHOF obesity targets	✓	✓	✓
3.10	Through the 0-5yr Healthy Weight service encourage all early years settings within at least 9 high need localities to support healthy eating and nutrition including healthy breakfast provision. Deliver HENRY training to practitioners and HENRY parenting programmes for parents	Included as part of Early Years Healthy Weight Service spec	Yes	Place Public Health; 0-5 Healthy Weight service	Mar-16	Contract KPIs met inc. number of EYs settings supported in each locality; evidence of changes; no. of parents supported, change in practitioner behaviour	PHOF obesity targets	✓		✓
3.11	Through the 5-17 Healthy Weight Service support 25 high overweight and obesity prevalence schools (based on analysis of NCMP data) to implement the Lunchboxes and Food from Home Policy guidance and undertake lunch box observations.	Included as part of 5-17 Healthy weight service spec	Yes	Place Public Health; 5-17 Healthy weight Service	Sep-17	Number of schools implementing policy; improved nutritional value of lunchboxes	Improved diet and PHOF obesity targets	✓		
3.12	Health service to school age pupils to provide signposting, advice and support to 15 schools with high overweight and obesity prevalence as part of stretch target (CQUIN) within contract with SCHFT (NHS)	CQUIN: £ 42,138 as part of Health Service for School Age Pupils contract	Yes	CYPF Public Health, Health Service for School Age Pupils	Mar-14	Stretch target met - support provided to 15 target high prevalence primary schools	PHOF obesity targets	✓		
3.13	Support schools to implement their legal duty to provide universal free school meals at key stage 1 from September 2014, which includes the legal changes to the food standards	Officer Time	Yes	CYPF School Food Service contract manager	Sep-14	Minimum of 121 schools providing UFSM at Key Stage 1; increase in school meal uptake at KS1 and beyond	Local and national evaluation of impact; improved attainment; PHOF obesity targets	✓		

4. To encourage more people to learn about and get involved in growing their own food

								Outcomes		
Action	Resource requirement	Resource secured?	Owner(s)	Timescale	Success criteria Short Term	Success Criteria Long Term	H & I	ES	FE	
4.1	Support the development of a new local growing group. Review investment in and health benefits of food growing	Officer time	Yes	Parks and Countryside Service & Place Public Health	Dec-14	Identification of growing opportunities; more effective and wider engagement in growing	Increased knowledge and understanding of growing food; better targeting of investment; PHOF indicators exercise, obesity, diet	✓	✓	✓
4.2	Promote local food growing in schools including development and piloting of an award scheme to assess quality of growing activity in schools	Up to £800,000 per annum needed	Part secured: funding from schools, Healthy Communities, grants and contracts, volunteers-in-kind etc.	CYPF Public Health, Heeley City Farm, Whirlow Hall Farm, SHU	Jul-16	Jul 15: 50% of schools by Jul 15 and 70% by Jul 16 to have a food growing garden in school grounds or access to a food growing site. Number of schools achieving the food growing award/number of schools participating in CPD and education around food growing	Increased knowledge and understanding of growing food; PHOF indicators exercise, obesity, diet	✓	✓	✓
4.3	Promote community local food growing training and learning	Up to £200,000 per annum needed	Part secured: funding from Healthy Communities, grants and contracts, volunteers-in-kind etc.	Heeley City Farm, Whirlow Hall Farm	Oct-15	Each Healthy Communities area (14 areas) and each Local Area Partnership (7 areas) to have at least one community food growing training and learning garden	Increased knowledge and understanding of growing food; PHOF indicators exercise, obesity, diet	✓	✓	✓
4.4	Promote under used allotments, particularly to community groups. Consider engagement of VEOLIA volunteers in clearing vacant allotment plots	Officer and volunteer time	Yes	Parks and Countryside Service; Veolia	Mar-15	More effective and wider engagement in growing	Increased land available for community growing initiatives	✓	✓	✓
4.5	Support composting across the city as part of SCC Food Waste Strategy	TBC	TBC- strategy in development	VEOLIA & waste management services	TBC	More people composting, more successful growing;	Decrease in food waste to landfill	✓	✓	
4.6	Engage with the Sheffield on a Plate project to share good practice and encourage alignment to Food Strategy priorities. This aims to increase the number of students growing their own food, composting and support local growing sites.	Total SoaP funding approx £100k per annum to Jul 15	Yes - externally funded through NUS	Sheffield on a Plate project; Place Public Health	Jul-15	10% increase in number of students who grow their own food; growing sites established at City College and Hillsborough College; 250 compost caddies distributed to student residences	Students adopt lasting sustainable food behaviours, local growing sites strengthened; Decrease in food waste to landfill	✓	✓	✓

5. Boost the role food plays in the local economy

	Action	Resource requirement	Resource secured?	Owner(s)	Timescale	Success Criteria short Term	Success Criteria Long Term	Outcomes		
								H & I	ES	FE
5.1	Communicate the Food Strategy to at least 20 large local food manufacturers/ retailers and invite further engagement	Officer time	Yes	Place Public Health	Mar 15 and ongoing	Number of organisations engaged	No of developing policy in line with Food Strategy	✓	✓	✓
5.2	Support the Markets Strategy in particular by encouraging people to use demonstration space in Moor Markets	£10-15k	Yes	Markets, Place Public Health	Mar-15	No of demonstrations, no of beneficiaries,	Impact on market footfall, percentage let, awards won, improved cooking skills	✓		✓
5.3	Continue to support the Food Festival e.g. continued support from city centre and major events service, coordination of a health offer during the event, communications time etc.	In-kind support may create budgetary pressures for some services	Partially	SHU; env regs; city centre events; Place Public Health	May 14 and annual	Numbers attending and evaluation of festival impact; Increase in festival content relating to health, food skills and local sourced food	Vibrant food culture; raised profile of local producers and businesses; successful, diverse & high quality restaurant sector	✓	✓	✓
5.4	Review national policy/guidance regarding public sector catering and procurement. Meet with procurement and sustainability managers within SCC and NHS to agree action to ensure compliance with best practice. Sheffield on a Plate project to support SHU, UofS and Sheffield College caterers to achieve Food for Life standards	Staff time, cost attached to some standards, would require business case to be developed	Sign up in principal via HWBB	Place Public Health and CCG, SCC, STH, SCH, SHSC, Sheffield on a Plate	Mar-15	No of sustainability plans that reference food; organisations commit to adopting standards	Increase in proportion of meals served in hospitals, schools and universities that are healthy, sustainable and locally sourced		✓	✓
5.5	Take opportunities for students to engage in the food strategy through research projects and/or volunteering. Sheffield on a Plate project to increase student engagement in food agenda.	In kind, staff time to support students and liaise with univ/colleges; SoaP externally funded to Jul 15	Yes	Food Executive, SHU, Shef Uni. Shef Col	On going	14,600 students engaged through Sheffield on a Plate project inc 400 student volunteers; No of additional placements and projects offered	Enhanced employability of students; value added to Food Strategy; students adopt lasting sustainable food behaviours	✓	✓	✓
5.6	Develop opportunities for community volunteers to engage in the food agenda. For example Cook and Eat contract KPIs include provision of training and volunteering opportunities, School Food contract KPIs include provision of work experience and apprenticeships	Some included within existing contracts, further resource TBC	Yes	Food Executive, Zest for Health, Taylor Shaw	ongoing	Zest KPIs: 8 community food champions trained, 8 volunteers trained. Taylor Shaw KPIs: Min 20 work placements per year plus apprenticeships.	Increased community engagement in food; increased employability of volunteers; value added to food strategy	✓	✓	✓

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The Sheffield Food Strategy 2014 -2017

DRAFT

Foreword

“Food affects everyone ... its affordability, availability, preparation, consumption and the waste it can generate. For this reason many people are passionate about food. A food strategy can help harness this passion and interest and can help us deliver improvements across a range of areas such as improved health, the creation of work and, if we are thoughtful, in ways that do not harm the environment.

Sheffield has many things to celebrate. The numbers attending Sheffield Food Festival grow year on year. We have leading academic institutions offering expertise, education and skills relating to food and nutrition including the new National Centre of Excellence in Food Engineering at Sheffield Hallam University. We have the new Moor Market with a large proportion of food sellers. The proportion of overweight and obese children aged 4-5 years is below the national average. We have a vast array of voluntary and community sector groups and organisations working to help local communities access and enjoy food.

However, alongside the many positives there are still huge challenges for us as a city. It is estimated that over 30,000 people in Sheffield are malnourished and that approximately 40,000 people in Sheffield are currently experiencing food poverty. The number of food banks is growing, which is simply not acceptable. A large proportion of our population is overweight or obese and we see growing inequalities between richer and poorer parts of the city.

This is the second Food Strategy for the city. The original Sheffield Food Plan successfully raised the profile of food in the city and helped partnerships to form. However, since its publication in 2011 circumstances have changed for our communities and for local statutory bodies. Cuts in social security have contributed to the emergence of food poverty in many communities. Sheffield City Council and other public sector bodies have fewer resources to fund this work and so will need to work differently, acting as an enabler, developing networks and changing policy.

The new strategy will focus on a few key areas and will set out what we as a city will do over the next two to three years to address three core outcomes – environmental sustainability, improved health and wellbeing and a strong economy where food business plays a major role.”

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1. Executive Summary

Food is the only product we buy and create that becomes part of us. We need it to stay alive. It is vitally important to the local population, the health and wellbeing of local people, the local economy and the local environment. Food gives us pleasure, allows us to share and celebrate and connects us to our land, different cultures and our friends and family. The current UK food system faces three major challenges which are all underpinned by the need for social justice and fairness:

- 1. Ensuring food security**, when all people at all times, have access to sufficient, safe and nutritious food
- 2. Ensuring production and consumption of food is environmentally sustainable**
- 3. Ensuring food policies promote public health**

These issues have particular resonance for Sheffield where the number of food banks is growing and where 60% of the adult population are overweight or obese¹. In part some of these issues could be improved if we had a more effective food system linked more closely to our local communities.

There are 3 outcomes that will be addressed through all of the priorities proposed in this new strategy. These reflect the key challenges facing our food system.

- **Environmental sustainability**
- **Improved health and wellbeing by increasing healthy life expectancy and reducing health inequalities**
- **Contributing where we can to a strong food economy**

VISION: Overarching aims for the Sheffield Food Strategy

We want Sheffield to be a city where:

- The local community are food literate. By this we mean that there is widespread understanding of where our food comes from and what it contains; of how important food is for health; and of how to prepare food that is tasty, affordable and nutritious
- *Everyone* can access food that is safe, affordable, nutritious and that benefits their health and wellbeing
- Food plays a key role in strengthening our local economy and our cafes, restaurants, and food outlets, draw people to our city
- Our local food system is sustainable and ethical and the environmental impact of our food production, processing, retail and consumption is minimised

¹ Public Health England, 2014 <http://www.noo.org.uk/visualisation>

To achieve this we will aim, over the next three years:

A. To tackle food poverty in Sheffield

- *Challenge policy at a national level and to understand and challenge at a local level where our own systems exacerbate the problem*
- *Raise awareness of the impact of food poverty in Sheffield including working with and supporting food banks in the short term and supporting food bank recipients to get out of food poverty*
- *Increase the number of children and young people taking up their Free School Meal entitlement*

B. To help make takeaway food on offer in Sheffield healthier

- *Support takeaway businesses to offer healthier choices*
- *Explore the use of planning measures and regulation to address the proliferation of hot food takeaway outlets in Sheffield*
- *Work with schools to encourage children and young people to 'stay on site' during break times*

C. To support local communities to eat well

- *Work with local community initiatives that support food skills and healthy eating in order to add value and maximise impact*
- *Ensure that early years settings, schools and colleges follow an holistic settings based approach to nutrition, food and physical activity*
- *Support schools to implement their legal duty to provide universal free school meals at Key Stage 1, which includes implementing the legal changes to the food standards*
- *Redesign Early Years Prevention services to support parents of young children to establish healthy behaviours that can prevent the development of childhood obesity*
- *Challenge policy at a national level*

D. To encourage more people to learn about and get involved in growing their own food

- *Bring neighbourhoods together around food*
- *Promote local food growing in schools and communities*
- *Further develop local food systems by encouraging the links between local food growing, eating and local businesses*
- *Influence local policy to maximise opportunities for urban growing*

E. To boost the role of food in the local economy

- *Make links with local businesses and explore where we may have shared agendas for mutual benefit*
- *Maximise the opportunities presented by the new Moor Market*
- *Identify, develop and promote Sheffield's food assets and support local festivals and markets*
- *For public sector bodies to lead by example, by buying locally where possible and by including provision of training and volunteering opportunities in food and catering contracts*

F. To explore the value of an independent Sheffield Food Trust that will:

- *Support the implementation of the Sheffield Food Strategy*
- *Raise the profile of food in Sheffield*
- *Secure outside investment enabling growth of an independent food industry in Sheffield*
- *Tackle food insecurity and food poverty in Sheffield*

2. Introduction

Food is the only product we buy and create that becomes part of us. We need it to stay alive. It is vitally important to the local population, the health and wellbeing of local people, the local economy and the local environment. Food gives us pleasure, allows us to share and celebrate and connects us to our land, different cultures and our friends and family.

This strategy is aimed at policy makers, professionals and stakeholders who can play a role in supporting our vision through improving environmental sustainability, improving health and reducing health inequalities and by contributing to a strong food economy.

The current UK food system faces three major challenges² which are all underpinned by the need for social justice and fairness:

Ensuring food security, domestically and globally

Despite a global increase in food production, more than 1 billion people experience hunger across the world. Whilst the majority of these people live in poor countries, food poverty is also a serious problem in the UK and locally, in Sheffield. Although food is generally readily available in the UK many people simply cannot afford to eat sufficient, healthy food.

Ensuring production and consumption of food is environmentally sustainable

Food production, processing and consumption all have a significant impact on the environment. If this impact is to be reduced, consumers need to change their behaviour. Some of the measures to address environmental impacts can, however, disproportionately affect low-income consumers. Taking account of the full environmental costs of food production is likely to lead to increased food prices.

Ensuring food policies promote public health

Inequity of access to healthy food is responsible for the increased burden of diet related ill health, especially in low-income groups. A range of factors contribute to this inequity, including affordability, cultural and social factors. The food sector also employs large numbers of people in the UK and locally in

² Food Ethics Council, 2010. *The Report of the Food and Fairness Enquiry*

Sheffield, many of which are amongst the lowest paid. Problematic working conditions, lack of job security and low pay can all be detrimental to health and wellbeing.

Sheffield has a long history of working to address food issues, with an archive of policy documents dating back to the early 1970s. Sheffield City Council remains committed to prioritising the food agenda and working collaboratively with a wide range of partners to address challenges to the food system and tackle the current food related issues facing the city. On this basis a decision was taken to review and update the current Sheffield Food Plan to ensure the city can respond to new and emerging issues, particularly the increasing burden of food poverty, within a rapidly changing local environment.

3. Why do we need to review our Sheffield Food Strategy?

The current Sheffield Food Plan was published in July 2011. Its aim was to create a more profitable and diverse food economy, a healthy vibrant food culture and a sustainable food system in Sheffield. The plan was wide ranging and had seven objectives:

1. **Local Food** – To make sure that food eaten in Sheffield is sourced as locally as possible
2. **Cooking and Culture** – To make sure all Sheffield residents can plan and cook healthy meals
3. **Community Food Growing** – To make community food growing activities an important part of Sheffield's communities
4. **Access to Healthy Food** – To ensure Sheffield residents are able to conveniently access, buy and consume healthy food
5. **Public Sector Catering** – To make sure food bought and sold by the public sector is good for people's health, the environment and the economy
6. **Food Businesses** – To make sure Sheffield is a regional centre for food that is safe and of high quality and that it is home to profitable food retail and manufacturing
7. **Life Stages** – Sheffield people are enabled and supported to make informed choices about their health through improved food, diet and nutrition throughout their lives.

The plan was developed in partnership, with funding from the Sheffield Let's Change for Life Programme (to tackle childhood obesity) which has now ended. Progress to deliver the plan has been variable and whilst some initiatives within the plan have been successfully developed and delivered, progress on other elements of the plan has faltered.

A number of factors have affected the delivery of the current Sheffield Food Plan:

- The end of Sheffield Let's Change4Life Programme funding
- Expectations of what is possible in the current economic climate
- Sheffield City Council funding pressures

- Changes in priorities for example, the emergence of food poverty as an issue
- The wide ranging nature of the Food Plan
- Unclear and changing governance structures
- Public sector reorganisations

In addition to these factors, there have been significant policy developments in Sheffield and nationally, since the Sheffield Food Plan was published.

1. A Fairness Commission was held in 2012 and a report and recommendations were published in January 2013. A submission was made to the Fairness Commission on the subject of food poverty. Food poverty has become a priority in Sheffield over the past 18 months. As at December 2013 there were 16 Food Banks operating across Sheffield, supplying emergency food to people who cannot afford to feed themselves. Tackling food poverty is key to reducing health inequalities and addressing major diseases such as coronary heart disease, cancer and type 2 diabetes. Improving diets and reducing food poverty are also vital ways of ensuring that children have the best start in life and adults age healthily.

Sheffield Fairness Commission³ recommendations relevant to food are:

- The NHS and SCC should use their available budgets to prevent health and wellbeing problems from occurring in the first place
- Government should be made aware of the impacts of its welfare reform programme on the city
- A living wage is paid to all employees in the city
- Preventative work to help people manage their money effectively should be supported
- The city should support food banks and other providers of emergency relief
- Establishing more schemes and sustainable projects run by local people for themselves, for example, co-operatives, grow, cook and eat projects.
- The city should establish a mechanism to redistribute decent, edible food which would otherwise be disposed of, to people who are in food poverty
- The city's Food Plan is updated to reflect the commission's recommendations

2. As part of the changes to the health system in England, from April 2013 Local Authorities were required to create multi-agency statutory Health and Wellbeing Boards. In turn, Health and Wellbeing Boards are required to develop Health and Wellbeing Strategies for their areas. The Sheffield Health and Wellbeing Strategy has a Food and Physical Activity work

³ Sheffield Fairness Commission, 2013 www.sheffield.gov.uk/your-city-council/policy--performance/fairness-commission.html

programme that is being taken forward through the Food and Physical Activity Board.

Governance through the Food and Physical Activity Board Food Strategy will ensure that the Food Strategy and its ongoing implementation aligns closely with the 'Move More' Strategy for physical activity, as these agendas are highly interrelated, particularly in terms of tackling obesity.

3. The national School Food Plan was published in July 2013⁴. The purpose of the School Food Plan is to significantly increase the number of children eating good food in schools, and to determine the role of food, cooking and growing in schools. The plan aims to further increase the quality and take up of school meals; develop a whole-school food culture in every school; and excite children about good food and cooking so that they can lead healthy lives.

Proposed initiatives include cooking as part of the national curriculum, financial support to schools in the poorest areas to establish breakfast clubs, and universal free school meals for children in infant school. The Sheffield Food Strategy will need to incorporate the implementation of these recommendations at a local level.

In a time of diminishing resources, SCC has recognised that the current Sheffield Food Plan needs to be reviewed to take account of new and emerging priorities and to focus on a smaller number of key areas which can be delivered in partnership, within current economic constraints, to address the major food priorities in the city.

4. Progress to date

Although the current Sheffield Food Plan has made variable progress, over the past three years food issues have continued to be addressed in the city, some contained within the Sheffield Food Plan, and others happening independently of it. Some notable recent food related initiatives and developments that have taken place in Sheffield include:

1. New Markets

Sheffield has a new city centre market which replaces Castle Market and opened for business in November 2013. The new development houses up to 200 market stalls and is over 90% full (as at Feb 2014). A reinvigorated market will boost the local economy, improve the fresh food offer in the city and form a key element of the regeneration of Sheffield city centre. In addition there is a monthly farmers market in the city centre and a number of community led, neighbourhood markets.

2. Sheffield Food Festival

⁴ School Food Plan, 2013 www.schoolfoodplan.com

The first Sheffield Food Festival was held in 2009 and the popularity of this annual event has made it the region's largest and busiest, attracting 244,362 visitors in 2013.

The Sheffield Food Festival unites people from across the city in celebration of the best food and drink Sheffield and the surrounding area has to offer. The festival is delivered in partnership by Sheffield Hallam University and Sheffield City Council.

In 2013, the festival had a theme of community and children to promote growing and cooking at home, and to encourage friends and neighbours to get together to share and enjoy food.

3. Action to increase uptake of school meals

A range of activities and initiatives to encourage healthy eating have been undertaken in schools over the past four years, funded through the Sheffield Let's Change4Life programme and co-ordinated by NHS Sheffield and the School Food service. Examples include:

Food Fitness and Fun: A partnership between Taylor Shaw (school caterers), Sheffield International Venues and the School Food Service to increase uptake of school meals (both paid for and free). The initiative has been running since 2011 and has involved up to 17 schools and approximately 9,000 pupils on a rolling programme of activity.

Stay on Site: This initiative supports secondary schools to encourage pupils to stay on the school premises at lunchtimes, in an effort to ensure children have healthier lunchtimes. In total, 19 secondary schools have been targeted over the duration of the programme. Each school developed its own action plan to improve the whole lunchtime experience including improving the dining room environment, pupil input into school menus, improving the activities offered during lunchtime and emotional health and wellbeing initiatives. Participating schools have reported increased school meals uptake and improved attendance and concentration in afternoon classes.

Healthy Houses: A new initiative by the Council's partner Taylor Shaw to encourage all Primary children to make healthy eating choices, and contribute to their '5 a day' by increasing their consumption of fruit and vegetables. Tokens are awarded to pupils who first choose vegetables and then eat them so 2 tokens are awarded to their school 'house'. At the end of the term the school house with the most tokens is rewarded with a basket of fruit which can be used in school or given to the community. So far 9 schools are actively involved and Sheffield Hallam University have been asked to measure the success of the scheme.

4. Action by community groups and organisations

A number of locally led initiatives are underway across the city supporting a range of outcomes such as appreciation of and skills in cooking and growing; employment, education and training opportunities; and awareness of food waste. One example is the creation of a network of over 20 local food growing school and community gardens in Sheffield and the surrounding areas by Heeley City Farm and partners. This includes the cultivation of about 10 acres of land, construction of over 100 raised beds, erection of 20 polytunnels and greenhouses and planting over 200 fruit trees and soft-fruit bushes.

5. HENRY (Health Exercise and Nutrition for the Really Young) Programme⁵

HENRY is an evidence- based training programme to prevent and address obesity in the 0-5s. The training package was funded through the Sheffield Let's Change4Life programme and was rolled out in Sheffield from January 2013. Three HENRY trainers have been trained in Sheffield and, as at January 2014, 100 frontline staff (Health Visitors and Early Years Practitioners) have been through the training programme. The aim of HENRY is to support parents of young children to adopt healthy lifestyles and establish healthy behaviours from an early age to prevent the development of childhood obesity.

6. Launch of the Sheffield Green Commission

SCC is set to establish a Green Commission, similar to the Fairness Commission, to clarify the vision to tackle climate change in Sheffield and ensure action is taken. One purpose of the Commission will be to ensure and utilise the contribution to this agenda from civil society. Food production, distribution, consumption and waste are key considerations within this debate.

7. Development of Food Banks in Sheffield

Over the past 18 months 16 food banks have been set up across the city in response to the growing demand for emergency food. Changes to welfare and increased use of benefits sanctions have led to a rise in people seeking emergency food in Sheffield and a number of faith based organisations have responded by establishing food banks, either through franchise arrangements with the Trussell Trust, or independently.

5. Where are we now? - Sheffield at a glance

Food Economy:

- Sheffield has 4951 registered food businesses. Of these 3669 are restaurants and caterers, 1136 are food retailers, 70 are food

⁵ www.henry.org.uk

manufacturers and packers, 49 are distributors/transporters, 26 are primary producers and 1 is involved with import/export⁶.

- In Sheffield in 2011 a total of 12,574 people were employed in food related industry.⁶
- 14,624 people were employed in Accommodation and Food Service Activities in Sheffield⁶
- Sheffield's colleges and universities offer training and qualifications in a number of food related areas including catering and hospitality, nutrition, food business skills and food engineering

Health and Health Inequalities:

- There are 588 takeaways and sandwich shops registered on the Food Hygiene rating site⁷
- Approximately 40,000 people in Sheffield are currently experiencing food poverty⁸ and over 30,000 people in Sheffield are estimated to be malnourished (in terms of under nutrition)⁹
- Estimates show that only 24.7% of people in Sheffield aged 16+ eat a healthy diet.¹⁰
- If average fruit and vegetable consumption increased by just under 2 portions a day (1 portion = 80g) in Sheffield 420 premature deaths could be avoided annually¹¹
- 60% of Sheffield's population aged 15+ (271,324 people) is estimated to be overweight or obese.¹
- The direct cost of treating obesity and its consequences in Sheffield is approximately £11.5 million annually and the estimated annual cost of obesity related sickness absence in Sheffield in is £14.5 million¹²
- The total costs of obesity to Sheffield are estimated to reach £165 million per annum by 2015¹⁶

Environmental sustainability:

- Sheffield City Council currently manage approximately 3000 allotment plots across 70 sites¹³
- The average household in Sheffield wastes £50 of food per month which could otherwise be eaten or drunk. That's £600 per household per year and over £136 million of wasted household food per year in Sheffield¹⁴
- Sheffield has 401 agricultural holdings mainly utilised for dairy and grazing livestock¹⁵

6. What do we want to do? - Priorities for the next 3 years

⁶ Sheffield City Council as at March 2013

⁷ Oct 2013 www.ratings.food.gov.uk

⁸ Joseph Rowntree Foundation, 2000. *Poverty and Social Exclusion in Britain*

⁹ British Association of Parenteral and Enteral Nutrition www.bapen.org.uk

¹⁰ Health Survey for England, 2010

¹¹ Cabinet Office, 2008. *Food Matters: Towards a Strategy for the 21st Century*

¹² National Obesity Observatory, 2010. *The Economic Burden of Obesity*

¹³ Sheffield City Council, 2014. www.sheffield.gov.uk/allotments

¹⁴ www.veoliaenvironmentalservices.co.uk/Sheffield/Reducing-your-waste/Love-Food-Hate-Waste

¹⁵ ONS, 2012. Business Register and Employment Survey www.ons.gov.uk

There are 3 outcomes that will be addressed through all of the priorities proposed in this new strategy. They reflect the key challenges facing the UK food system set out in the introduction. Overall we want to ensure:

- **Environmental sustainability**
- **Improved health and wellbeing by increasing healthy life expectancy and reducing health inequalities**
- **Contributing where we can to a strong food economy**

VISION: Overarching aims for the Sheffield Food Strategy

We want Sheffield to be a city where:

- The local community are food literate. By this we mean that there is widespread understanding of where our food comes from and what it contains; of how important food is for health; and of how to prepare food that is tasty, affordable and nutritious
- *Everyone* can access food that is safe, affordable, nutritious and that benefits their health and wellbeing
- Food plays a key role in strengthening our local economy and our cafes, restaurants, and food outlets, draw people to our city
- Our local food system is sustainable and ethical and the environmental impact of our food production, processing, retail and consumption is minimised

These statements set out a long term **vision** for the role food can play in Sheffield.

IMPACT: An evaluation framework will accompany this strategy and allow us to measure the extent to which the outcomes are being achieved. Many of the desired changes are complex and long term and so it is important to be realistic about what can be impact on in the shorter term. However, in the next 3 years there are some changes that the strategy can contribute to such as:

- Increased school meal uptake and more schools actively engaged in growing and healthy eating activities
- Improving on a number of indicators within the Public Health Outcomes Framework:
 - % Children in Y6 (age 10-11) overweight and obese
 - % Children in YR (age 4-5) overweight and obese
 - Diet (% of the population meeting the recommended '5-A-Day' on a "usual day"; average number of portions of fruit consumed; average number of vegetables consumed)
 - Excess weight in adults (% overweight and obese)
- Successful markets, a successful Food Festival and thriving local, independent food businesses
- Reduced demand on food banks

- Reduced household food waste
- Public sector food procurement practice that supports the aims of the Food Strategy

Wider policy linkages: The wide ranging nature of the Food Strategy means that there will be a cross over with many strategies and programmes of work. The role of the Food Strategy is to provide a focus for all work related to the food agenda in Sheffield and to influence existing and future activity and policy decisions to ensure they support, or at the very least do not contradict, the vision and outcomes set out in this document.

By taking steps towards realising our vision, the Sheffield Food Strategy will also address the Fairness Commission recommendations and make a significant contribution towards the following Sheffield City Council Strategic Outcomes:

- **Great Place to Live**
- **Better Health and Wellbeing**
- **Successful Children and Young People**
- **Tackling Poverty and Increasing Social Justice**
- **Competitive City**

Strong links will also need to be made to the Green Commission when this has been established. Other related plans and strategies include the Waste Strategy; Markets Strategy; Children's Health and Wellbeing Partnership Board work programmes; the Move More strategy for physical activity; and the Child Poverty strategy. This list is not exhaustive.

Rather than wait for a desired solution, or create aspirational, but ultimately unattainable goals it may be more effective for local partners from all sectors and communities to work together to take lots of small steps to tackle what is ultimately a complex agenda. It is likely to be more effective to do 1% better on 100 different things than to seek a single 'giant leap'. In that regard, Sheffield City Council has a role as a co-ordinator and 'enabler' to make it as easy as possible for local businesses, organisations, groups and individuals to undertake activities which contribute towards our long-term ambitions for Food in Sheffield. However, as well as working with others in partnership to take lots of small steps towards achieving our ambitions, there are also a small number of areas which SCC will prioritise and focus its efforts on over the next three years. Six priority areas for action have been selected and will make a key contribution towards realising our ambitions for Food in Sheffield.

A. Tackle Food Poverty in Sheffield

The Department of Health has defined food poverty as ‘the inability to afford or to have access to, food to make up a healthy diet’. It is important to recognise at the outset that food affordability and food poverty are closely linked to employment, welfare and housing. Actions to tackle food poverty will include broader measures to tackle poverty as a whole. A recent report of food banks in Sheffield concluded that although access to food is important, the main driver is lack of income and poor performance by the benefits system.¹⁶

In the UK, it is estimated that approximately 4 million people are currently living in food poverty¹². This equates to approximately 40,000 people in Sheffield.

Food prices have risen 12% in real terms over the last 5 years¹⁷. As the relative cost of food has risen, low income households have been disproportionately affected. Food is often the most flexible item in the budget for people on low incomes and, with rising food and energy costs, many have had to trade down or skip meals to cope. Also, there is a strong temptation for people to eat unhealthily but very cheaply, particularly in the context of discount food retailing and special offers such as 40 frozen sausages for £1.

In the past 18 months, increasing numbers of people in Sheffield have had to seek food aid, often from food banks. There are currently 16 Food Banks in Sheffield, and a number of other projects and charities which feed, or distribute food to those in need. One possible consequence of food poverty is malnutrition. It encompasses both over nutrition/obesity and under nutrition. Malnutrition is both a cause and a consequence of disease. Malnourished people visit their GP more often, are admitted to hospital more frequently, stay on the wards for longer, succumb to infections more easily and can even end up being admitted to long-term care and dying unnecessarily.

Sheffield City Council, the Clinical Commissioning Group (NHS) and a range of other agencies refer people to food banks on a regular basis. There are practical ways in which Sheffield City Council and partners can support food banks in the short term. However, we must take care that this emergency provision does not become the solution to food poverty. Longer term action should focus on tackling poverty and eliminating the need for food banks.

Free school meals (FSM) can also have a direct impact on reducing poverty as they are worth on average nearly £10 per school week¹⁸. They also mean that children in poverty are able to eat at least one nutritious meal per day. However, many children who are entitled to FSM do not eat them every day, often because of teasing and fear of stigma¹⁹. In Sheffield 78% of Primary and 58% of Secondary school pupils take up their free school meal

¹⁶ Rapid Review: Food Banks in Sheffield, 2013.

¹⁷ DEFRA, 2012. *Food Statistics Pocketbook*

¹⁸ Children's Society, 2013. *Fair and Square: Free School Meals for Children in Poverty*.
www.childrenssociety.org.uk/fairandsquare

entitlement. Ways to increase this include working to increase school meal uptake in general, encouraging schools to adopt parent-friendly administrative systems and by removing stigma for example through “cashless” payment systems.

Possible areas for action:

- *Challenge policy at a national level and to understand and challenge at a local level where our own systems exacerbate the problem*
- *Raise awareness of the impact of food poverty in Sheffield including working with and supporting food banks in the short term and supporting food bank recipients to get out of food poverty*
- *Increase the number of children and young people taking up their Free School Meal entitlement*

DRAFT

B. Help make takeaway food on offer in Sheffield healthier

An increasing proportion of food is eaten outside the home in the UK. Total expenditure on food and drink eaten out (excluding alcohol) has increased by 7.7% since 2008. In Yorkshire and Humber, 26% of all food and drink are now consumed outside the home¹⁹. Men consume, on average, around a quarter of their calories when eating out, and women around a fifth.

The number of fast food outlets is increasing and takeaways now provide just over a quarter of the food in the eating out market. Studies show that this increase is concentrated in cities and along arterial routes²⁰. Takeaways are often concentrated in areas of socioeconomic deprivation and close to schools. Takeaway food often has high levels of salt, sugar and saturated fat and can lack dietary fibre and fruit and vegetables. This is characteristic of a poor diet.

Poor diet is a major health risk. It contributes to:

- Almost 50% of coronary heart disease deaths
- 33% of all cancer deaths
- Increased falls and fractures in older people
- Low birth weight and increased childhood morbidity and mortality
- Increased dental caries in children

(Faculty of Public Health, 2006)

Diets high in fat, sugar and salt can also lead to overweight and obesity. Obesity is a growing problem and is more prevalent in lower socioeconomic groups. Based on national modelling, it is estimated that around 24% of people in Sheffield aged 15+ are obese and a further 34% are overweight (BMI > 25). Consequences of obesity for health include increased risk of developing type 2 diabetes, high blood pressure and associated health problems.

The 2007 UK government Foresight report 'Tackling obesities: future choices'²¹, states that one important action to tackle obesity is to help make the healthy choice the easy choice by modifying the environment, for example so that it does not provide easy access to energy-dense food. Proliferation of takeaways can also be associated with increased litter and anti-social behaviour and can have an undesirable effect on the street scene in local areas.

Possible areas for action:

- *Support takeaway businesses to offer healthier choices*
- *Explore the use of planning measures and regulation to address the proliferation of hot food takeaway outlets in Sheffield*
- *Work with schools to encourage children and young people to 'stay on site' during break times*

¹⁹ DEFRA, 2013. *Family Food 2012*.

²⁰ Greater London Authority, 2012. *Takeaways Toolkit*

²¹ Foresight, 2007. *Tackling Obesities: Future Choices*.

C. Support communities to eat well

It is estimated that 60% of the adult population of Sheffield is either overweight or obese¹. Most cases of obesity are caused by eating too much and moving too little. Obesity can therefore be addressed by encouraging people to develop healthy eating habits and to be more physically active.

In addition to the problem of obesity there will be a sizeable number of people in Sheffield eating a poor quality diet and /or eating alone whilst not wishing to do so. The Health Survey for England 2010¹³ estimates that less than 25% of people aged 16+ living in Sheffield eat a healthy diet. It is also estimated that poor diet is related to 30% of all years lost to early death and disability. Sometimes eating a poor quality diet may be due to low income but it may also be due to lack of cooking skills and/or equipment or due to social isolation.

Infancy and childhood are of critical importance in the development of healthy bodies and habits²². For this reason additional emphasis should be placed upon supporting nutrition pre-conception and throughout pregnancy and on infant nutrition including breastfeeding and weaning.

In addition to direct benefits to physical health eating well is also about where and how we eat, taking time, socialising and eating in pleasant surroundings which in turn may contribute to improved emotional health and well-being.

There are a growing number of programmes in the city, mostly run by the voluntary sector that can encourage people to eat well. These projects offer opportunities for people to cook and eat together, cook on a budget and cook healthy meals. They offer the opportunity for people to come together in local neighbourhoods, learn new skills and a growing number of these are also taking the opportunity to link with local food growers.

A great deal of work has been done within local schools over the last few years through work with the Healthy Schools Programme and the School Food Service to improve uptake of school meals and within the curriculum to raise awareness of where our food comes from and to develop cooking skills. The national School Food Plan⁴ pledges to develop this further and states that Local Authorities should encourage schools, in particular Head Teachers and Governing Bodies, to respond to the healthy eating agenda.

Possible areas for action:

- *Work with local community initiatives that support food skills and healthy eating in order to add value and maximise impact*
- *Ensure that early years settings, schools and colleges follow an holistic settings based approach to nutrition, food and physical activity*

²² Dame Claire Tickell, 2011. *The Early Years: Foundations for life, health and learning*

- *Support schools to implement their legal duty to provide universal free school meals at Key Stage 1, which includes implementing the legal changes to the food standards*
- *Redesign Early Years Prevention services to support parents of young children to establish healthy behaviours that can prevent the development of childhood obesity*
- *Challenge policy at a national level*

DRAFT

D. To encourage more people to learn about and get involved in growing their own food

Growing food to eat and eating together with friends and family is valued by many people. Health benefits can include the benefits of eating a diet rich in fruit and vegetables, benefits through the exercise undertaken in working a plot of land or a garden and evidence that this also improves mental wellbeing²³. In addition there may be opportunities to supplement incomes.

Practical food growing with children and young people through school gardens or window boxes can reinforce teaching about healthy diet, introducing children to new types of fruit and vegetables, and encouraging outdoor activity and environmental awareness²⁴. In 2005, a survey by the British Heart Foundation found that 37% of children aged 8-14 did not know that cheese was made from milk and that 36% could not identify the main ingredient in chips²⁵.

Food grown in your garden, on an allotment or local area of land has reduced food miles and comes without packaging, supporting the Food Strategy's aim to improve sustainability. This may also require the City Council and partners to raise awareness of local alternatives to imported food, such as thinking about soft fruit instead of orange juice as source of vitamin C.

Sheffield City Council supports approximately 3000 allotments but there is the opportunity to do more. In some parts of the city it is difficult to let plots and in other parts of the city there are waiting lists. In addition Sheffield City Council has access to other parcels of land, around housing and schools or within parks that offer the potential for growing food and/or orchards.

There are a growing number of projects and enthusiasts in the city engaged in growing food locally and who share both their passion and skills with others. However, many such projects are reliant on external and often short-term funding which may impact on activity levels in the near future. The city council's objectives in relation to this will be to actively seek to develop programmes in a sustainable way that add value and maximise both health and other outcomes.

Possible areas for action:

- *Bring neighbourhoods together around food*
- *Promote local food growing in schools and communities*
- *Further develop local food systems by encouraging the links between local food growing, eating and local businesses*
- *Influence local policy to maximise opportunities for urban growing*

²³ Mind (2013). *Feel better outside, feel better inside: Ecotherapy for mental wellbeing, resilience and recovery.* www.mind.org.uk

²⁴ Porritt, J. (2009). *Growing up green.* Sustainable Development UK

²⁵ Blythman, J. (2006). *Bad Food Britain. How a nation ruined its appetite*

E. Boost the role food plays in the local economy

Food plays an important role in the local economy. There are currently 4951 registered food businesses in Sheffield and over 400 agricultural holdings⁷. These businesses provide many jobs for local people and contribute significantly to the local economy. Food draws visitors to Sheffield too, for example the Sheffield Food Festival was visited by 244,362 people in 2013.

Sheffield is also a destination of choice for students wishing to go onto a career in the food industry. Sheffield College runs successful catering and cookery courses and the Universities offer various degree courses in nutrition and food business skills. Sheffield Hallam University also has the new National Centre of Excellence in Food Engineering presenting opportunities to offer expertise and skills development to Sheffield's food businesses which will in turn to enhance the city's food offer.

Over the past 5 years, there has been an increase in small independent food businesses in Sheffield. The Eat Sheffield awards champion local food businesses as does the creation of a 'Made in Sheffield' brand. This area is one which has the potential to grow further. Whilst the food offer in Sheffield is diverse and changing, there is much that could be done to support the growth of local food businesses in Sheffield and raise the profile of Sheffield as a 'food destination'.

The proposed actions here are intended to act as building blocks towards increasing the contribution of the food system in Sheffield to the local economy. However, it is important to note that all steps to boost the local economy must do so in the context of supporting the wider themes of improving health and wellbeing and achieving environmental sustainability.

Possible areas for action:

- *Make links with local businesses and explore where we may have shared agendas for mutual benefit*
- *Maximise the opportunities presented by the new Moor Market*
- *Identify, develop and promote Sheffield's food assets and support local festivals and markets*
- *For public sector bodies to lead by example, by buying locally where possible and by including provision of training and volunteering opportunities in food and catering contracts*

F. Explore the value of an independent Sheffield Food Trust

The profile of food in Sheffield has been raised in recent years thanks to, among other things, the publication of the original Sheffield Food Plan and the development of the Sheffield Food Festival.

However, when compared to the physical activity agenda, it is clear that much more needs to be done to raise the profile of, and champion, food in Sheffield both within the city and beyond its borders.

An independent Sheffield Food Trust would seek to raise the profile of food in Sheffield, provide an independent voice on food issues in the city and would access resources and funding that statutory bodies cannot.

The new Trust would draw on expertise from within the city region and beyond. It is not intended to replace or displace any existing organisations working within the food system in Sheffield, but rather it is intended to strengthen, add value to and support existing organisations, to advocate for fairness and social justice in the food system and to provide a single, unified voice on food issues in Sheffield.

Possible areas for action:

Establish an independent food trust that will:

- *Support the implementation of the Sheffield Food Strategy*
- *Raise the profile of food in Sheffield*
- *Secure outside investment enabling growth of independent food industry in Sheffield*
- *Tackle food insecurity and food poverty in Sheffield.*

Implementation

The work in each of these priority areas will prioritise activities which impact on key populations and vulnerable groups and will incorporate the cross-cutting themes of environmental sustainability, improved health and wellbeing and a strong economy. Importantly, initially the actions will predominantly be those which are within Sheffield City Council's control or sphere of influence.

Ongoing dialogue with stakeholders will inform what we should prioritise, how each stakeholder can contribute towards the outcomes and ways in which we can work together to maximise opportunities. An implementation plan will be developed and could include existing activity or suggested future initiatives to be delivered by individual stakeholders or in partnership with SCC and/or others. The implementation plan is intended to be developmental and responsive to changing and emerging priorities.

7. Ways of Working

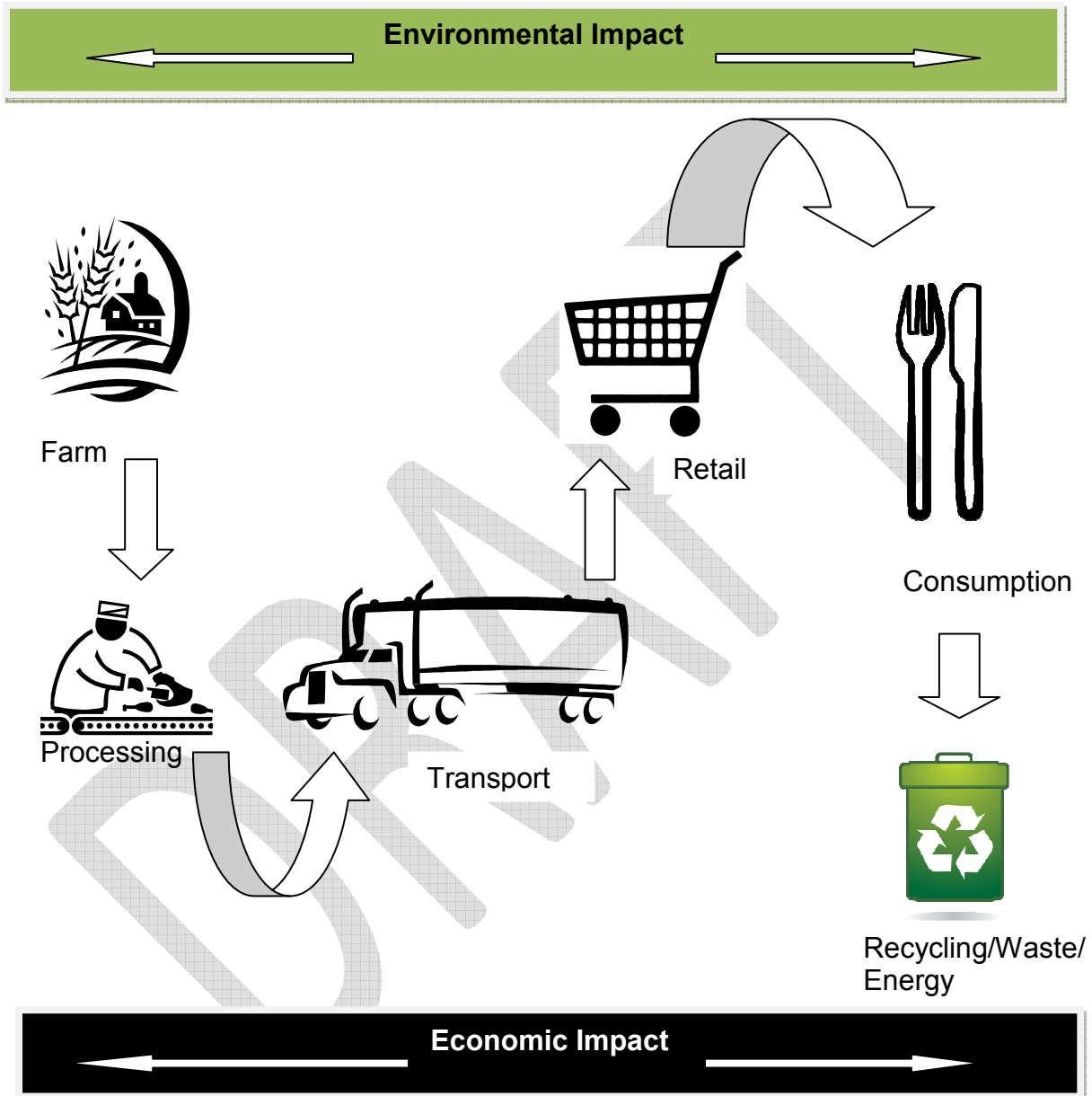
The following principles describe the way in which SCC will take forward the Sheffield Food Strategy;

1. **Learning from what works:** We will ensure our delivery of the Sheffield Food Plan is informed by Sheffield skills, drawing on the academic expertise of our two Universities, voluntary sector know how and commercial acumen.
2. **Enabling:** We want to become an 'enabler' to make it as easy as possible for local businesses, organisations, groups and individuals to undertake activities which contribute towards our long-term ambitions for Food in Sheffield.
3. **Fairness:** We will work with those who are most disadvantaged or excluded to ensure they have a strong voice in the development of this plan and that we 'include' and meet the needs of all people in its delivery.
4. **Collaboration:** We recognise that the food agenda is complex and involves many stakeholders across all sectors. We will make every effort to collaborate with individuals, groups and organisations across all sectors to work together towards achieving our ambitions for Sheffield
5. **Flexible:** We know that priorities can change, new issues can emerge and circumstances can shift. This plan is intended to be developmental and, while we are committed to delivering its content we will also remain flexible to ensure we can respond quickly to maximise new opportunities and respond to changing circumstances and priorities.
6. **Strategic:** We will identify the most effective levers for change. This may include good communication, changing a policy and in particular using the powers we have through the commissioning process.
7. **Leading by Example:** Looking for opportunities within the public sector where we can demonstrate good practice.
8. **Fun!** We want to contribute towards the creation of a healthy, prosperous Sheffield that is founded on the local population enjoying healthy, prosperous lives we will therefore have a strong focus on positive messages and celebration of success.

8. Opportunities for intervention

The food system is complex. Figure 3 below illustrates the different stages of the food system. There are potential opportunities to intervene at all stages.

Figure 1: The Food System



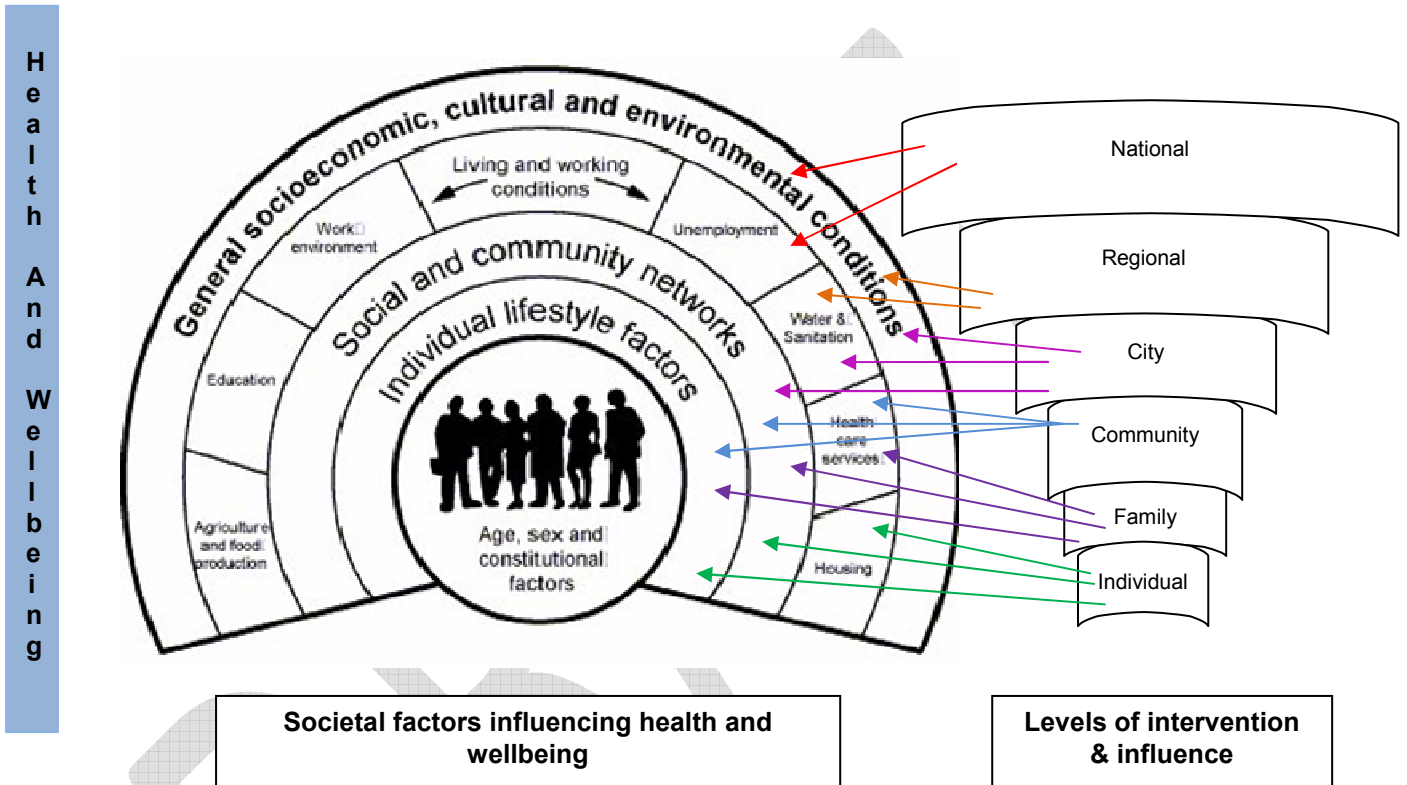
The Sheffield Food Strategy will consider the whole food system both within and beyond the city when designing interventions and undertaking activities for Sheffield. Opportunities for intervention where maximum impact can be achieved will be identified.

The food system plays a key role in Sheffield's local economy at all stages, providing jobs and income for the city. There is also a significant environmental impact, (waste, carbon footprint, for example) at all stages. Economy and environment are cross-cutting themes which will run through all activities within this plan.

9. Levels of Intervention

Influencing food issues can take place at a number of levels and in a number of different arenas. Local agencies and civic society have a key role to play in tackling issues at a local level, but it is also necessary to acknowledge that the food industry is global and some issues are beyond our control. Figure 2 below describes the levels at which this food plan can, and will, operate.

Figure 2: Levels of intervention (Adapted from Dahlgren & Whitehead 1991)



Health and wellbeing is the third cross-cutting theme that will run throughout this plan.

Examples of activity at different levels could include maximising opportunities from central government, lottery funded programmes such as 'Best Start Sheffield' and campaigns by Public Health England, lobbying for change, raising the profile of, and championing food in Sheffield, enabling and supporting local projects and activities, directly establishing local interventions and campaigns and co-ordinating and linking activities at all levels.

10. Governance

Food is a cross-cutting issue which is vitally important to the local population, the local economy and the local environment. Achievement of the vision for Sheffield set out in this document will require the Council to work in partnership with a wide range of stakeholders from individuals and communities through to charities, businesses and other public sector bodies.

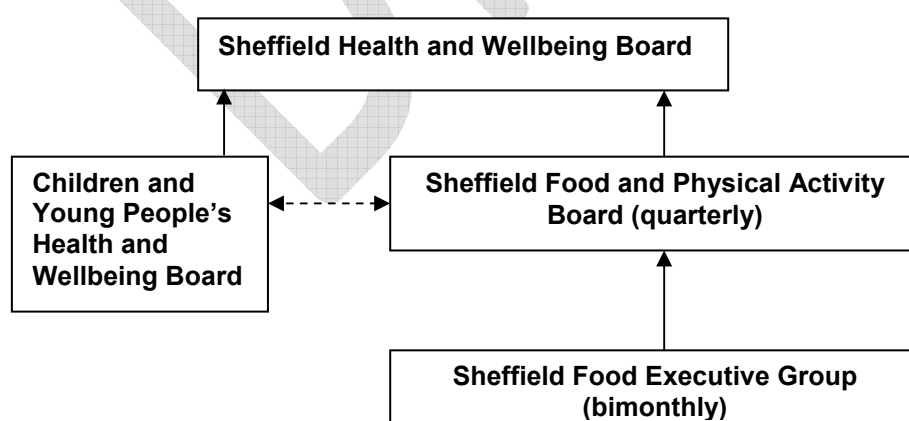
Also, as part of the changes to the Health System in England, from 1st April 2013 Local Authorities took on new responsibilities for public health in their areas. Delivery of the revised Sheffield Food Strategy presents an exciting opportunity for SCC to begin to deliver its vision to make the Council a 'Public Health Organisation'.

One recognised challenge with delivery of the original Sheffield Food Strategy was the lack of consistent governance and accountability to drive progress. This has been addressed for the delivery of the revised strategy.

The newly established Food and Physical Activity Board will be the accountable partnership board for delivery and future strategic direction of the Sheffield Food Strategy. This will also enable us to ensure a combined approach to tackling obesity for example through the synergy developed between the food and physical activity strategies. The Sheffield Food Executive Group will involve delivery partners and be responsible for operational delivery of the plan along with wider consideration of food issues in Sheffield.

Figure 3 below describes the new governance arrangements for the Sheffield Food Strategy. The Place Public Health team and Food Executive Group will develop an evaluation framework and an ongoing user involvement strategy to support the food strategy.

Figure 3: Sheffield Food Strategy Governance Arrangements



The Food Strategy is led and co-ordinated by the Place Public Health Team within Sheffield City Council. Progress, information and good practice is shared with a wider range of stakeholders through a virtual Sheffield Food Network.

11. What have people told us?

There have been relatively few attempts at a national level to involve the public in the development of policy relating to food. In Sheffield we are committed to listening to the local population.

Consultation and events which have informed this review so far include:

Growing the Local Food Economy 2012
Food Poverty Workshop 2013
Fairness Commission submission 2012
Sheffield Health and Wellbeing strategy consultation/s 2013
Tackling Poverty and Social Justice Strategic Outcome Board
Every Child Matters Consultation on the Best Start in Life Lottery bid 2013
Discussion at the Food and Physical Activity Board 2013
Sheffield Food Festival 2013
Meetings with local councillors including with the Economic and Environmental Wellbeing Scrutiny Committee 2013 and the Sheffield Food Strategy Workshop on NOV 6th 2013
An online survey during December 2013 was conducted

Very early on in our discussion with local people it became apparent that we had narrowed our priorities down too far. Growing food and eating well were of particular interest when we talked to people at the Food Festival and so they have found their way into higher prominence within the strategy. In particular people have been concerned about the lack of cooking skills within local communities. Food Poverty has continued to be at the forefront of people's minds. The importance of these areas was further reinforced by the online survey during December 2013.

Another issue that concerns people greatly is the growing number of takeaways within neighbourhoods. Concerns where these may offer unhealthy food but also about how too many outlets change the nature of neighbourhoods. But people also recognised the tensions here because some may provide a healthy offer and certainly provide much needed employment.

There have also been concerns expressed about the amount of food waste in the city and what more can be done to minimise this.

Finally people have spoken to us about changing the food culture within Sheffield and the importance of education around where our food comes from and what it contains. People are concerned that we have lost touch with the food system.

Consultation on this strategy is intended to be the start of an on-going dialogue with a wide range of stakeholders across Sheffield which will inform and shape the current and future food system in the city. The governance structure, with its connections to wider food networks will be vital in building and maintaining links between all interested parties.

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Cabinet

Report of: Paul Billington

Report to: Cabinet

Date: June 18 2014

Subject: Outdoor Sports Strategy

Summary:

Sheffield is committed to finding ways of increasing levels of physical activity and outdoor sports will play important role in achieving this. The health and community benefits of sport are well documented and the city has recently launched a physical activity strategy (*Move More*) within which outdoor sports will play a key role. This report calls for a renewed approach to outdoor sport in response to the rapidly changing sporting and economic context. The longstanding approach of the local authority being by far the biggest funder and provider of outdoor sport must change as the Council faces continuing and unprecedented budget pressures. In response, there are new opportunities for the sports to take a greater lead and to seek new investment, work with the Council to shape the city's priorities and find new ways of managing the delivery of programmes and venues.

Within this changing context, this report sets out a strategy for outdoor sport in the city and is guided by three core principles:-

- i. shared leadership – between the City Council, sports governing bodies, leagues and clubs and a move from an over-dependence on the local authority as the single biggest provider and funder towards greater interdependence amongst the key partners;
- ii. new ways of doing things– the current model of significant Council subsidy; low income levels and reducing quality of provision has to be

replaced with a new approach based on investment in quality, a rationalised use of resources, improved financial sustainability and greater responsibility for sports governing bodies, leagues and clubs;

- iii. Sport for all – as public funding for sport continues to fall and clubs are required to take on new responsibilities, there is a risk that poorly resourced clubs and communities may find it increasingly difficult to be involved in sport. The city and its partners must therefore work towards ensuring a network of successful and accessible clubs across all parts of the city. UK participation in sport has traditionally been highest amongst high income groups. The challenge is to ensure that the ‘participation gap’ does not increase as public funding falls and indeed everything should be done to reduce the gap.

These core principles will be delivered via five strategic priorities:-

- i. shared and prioritised investment in high quality facilities;
- ii. improved access to existing facilities – specifically schools;
- iii. increased self-management by clubs;
- iv. a proactive response to falling Council subsidy;
- v. City Sport Plans for key sports.

Reasons for Recommendations:

The recommendations reflect the consensus of key partners and will be used to shape the future decision making and investment of the City Council and its partners.

Recommendations:

Cabinet is recommended to:-

- i. agree the core principles and strategic priorities set out in this report;
- ii. note the financial implications;
- iii. agree the Playing Pitch Strategy and facilities assessment outlined in Appendix 1 as a guide to inform the development and implementation of planning policy and inform the assessment of planning applications;
- iv. delegate to the Executive Director of Place in consultation with the Director of Legal and Governance, Director of Finance and Director of Capital and Major Projects the authority to enter into such legal and financial arrangements as appropriate and take such further steps as appropriate to achieve the delivery of this strategy.

Background Papers:

- Playing Pitch Assessment Report – March 2013
- Playing Pitch Strategy – 2013

Category of Report: OPEN

Statutory and Council Policy Checklist

Financial Implications
YES Cleared by: Paul Schofield
Legal Implications
YES Cleared by: David Hollis
Equality of Opportunity Implications
YES
Tackling Health Inequalities Implications
YES
Human rights Implications
NO:
Environmental and Sustainability implications
NO
Economic impact
NO
Community safety implications
NO
Human resources implications
NO
Property implications
YES
Area(s) affected
ALL
Relevant Cabinet Portfolio Leader
Cllr Isobel Bowler
Relevant Scrutiny Committee if decision called in
Economic and Environmental Wellbeing Scrutiny and Policy Development Committee
Is the item a matter which is reserved for approval by the City Council?
NO
Press release
YES

OUTDOOR SPORTS STRATEGY

1.0 SUMMARY

1.1 Sheffield is committed to finding ways of increasing levels of physical activity and outdoor sports will play important role in achieving this. The health and community benefits of sport are well documented and the city has recently launched a physical activity strategy (*Move More*) within which outdoor sports will play a key role. This report calls for a renewed approach to outdoor sport in response to the rapidly changing sporting and economic context. The longstanding approach of the local authority being by far the biggest funder and provider of outdoor sport must change as the Council faces continuing and unprecedented budget pressures. In response, there are new opportunities for the sports to take a greater lead and to seek new investment, work with the Council to shape the city's priorities and find new ways of managing the delivery of programmes and venues.

Within this changing context, this report sets out a strategy for outdoor sport in the city and is guided by three core principles:-

- i. shared leadership – between the City Council, sports governing bodies, leagues and clubs and a move from an over-dependence on the local authority as the single biggest provider and funder towards greater interdependence amongst the key partners;
- ii. new ways of doing things– the current model of significant Council subsidy; low income levels and reducing quality of provision has to be replaced with a new approach based on investment in quality, a rationalised use of resources, improved financial sustainability and greater responsibility for sports governing bodies, leagues and clubs;
- iii. Sport for all – as public funding for sport continues to fall and clubs are required to take on new responsibilities, there is a risk that poorly resourced clubs and communities may find it increasingly difficult to be involved in sport. The city and its partners must therefore work towards ensuring a network of successful and accessible clubs across all parts of the city. UK participation in sport has traditionally been highest amongst high income groups. The challenge is to ensure that the 'participation gap' does not increase as public funding falls and indeed everything should be done to reduce the gap

- 1.2 These core principles will be delivered via five strategic priorities:-
- i. shared and prioritised investment in high quality facilities;
 - ii. improved access to existing facilities – specifically schools;
 - iii. increased self-management by clubs;
 - iv. a proactive response to falling Council subsidy;
 - v. City Sport Plans for key sports.

2.0 **WHAT DOES THIS MEAN FOR SHEFFIELD PEOPLE**

- 2.1 Delivery of the strategy will mean that people in the city will be invited to play a greater role in the management and delivery of their outdoor sports. It means they will be asked to consider doing things differently and in some cases making a greater contribution – financial or in kind – towards the sustainability of their sport. The result will be a rebalancing between the Council’s role and the role of sports clubs/teams and their members; new investment in the quality of priority sites and new plans for each sport which address a number of issues, but in particular the pursuit of greater participation.

3.0 **OUTCOME AND SUSTAINABILITY**

- 3.1 The aim of the strategy is to steer clear of the risk of entering a spiral of decline in future years whereby the quality of facilities continues to fall; clubs struggle for members and volunteers; the presence of clubs in the city becomes increasingly patchy and participation stutters and falls.
- 3.2 Instead, the strategy seeks to create momentum towards investment in better facilities, more sustainable clubs with increased membership and increased participation across all parts of the city. The ultimate outcome would therefore be a more active and healthy city.
- 3.3 The strategy work has included an update on the demand and supply of pitches. This will help inform the development and implementation of planning policy and inform the assessment of planning applications. It will also help inform future funding applications.

4.0 **CONSULTATION**

- 4.1 The City Council and Sport England commissioned a study of the quality and quantity of outdoor sports provision in both public and private ownership in 2013. This involved a major consultation exercise with around 300 clubs, schools and governing bodies across a number of outdoor sports including:- football, tennis, bowls, rugby league and

union, cricket and hockey. The Planning Service has been involved in the preparation of the Pitch Strategy

4.2 The findings of the study have been shared with the consultees and the key recommendations of the study provide the backbone of the strategy outlined in this report.

4.3 The City Council and sports governing bodies, with the strategic support of Sport England, have agreed to work together on the delivery of this strategy and this will involve regular and structured dialogue at three levels:- overall strategy delivery; plans for each sport (see later in this report) and specific facility/club developments.

5.0 **CORE PRINCIPLES**

5.1 The delivery of the strategy by the City Council and its partners will be consistently guided by three core principles:-

- i. shared leadership – traditionally the City Council has been by far the biggest provider and funder of outdoor sports. However, the Council is facing unprecedented and continuing budget reductions and it can no longer fulfil its traditional role. . Recent discussions with Sport England and sports governing bodies have indicated a recognition of the urgent need to share the lead in developing and funding sport and that a switch away from the historical dependency on the Council to a new interdependency amongst partners is vital;
- ii. new ways of doing things – the increasing financial pressures faced by local authorities is forcing a re-think of traditional ways of delivering sport. In Sheffield, one of the best and most recent examples is the move towards self-management and maintenance by the city’s parks bowling clubs. This, together with a number of other successes, such as Handsworth Sporting Club, point the way to clubs taking a lead and finding new ways of reducing costs; increasing membership; boosting income and attracting capital funding.
- iii. Sport for all – as the role of the public sector inevitably shifts from core provider and funder, to one of facilitator and part funder/ provider there is a risk that some clubs and communities are left behind. The result could be further inequalities in the already unequal pattern of sports participation. The Council will therefore commit to work with Sport England, governing bodies and clubs to ensure that future investment and development work is designed to avoid more disadvantaged communities, including people with disabilities – falling further behind. The clarion call of Sport for All will therefore inform the strategy at every step.

6.0 STRATEGIC PRIORITIES

6.1 The core principles will be delivered via five strategic priorities. These reflect the challenges of on-going financial pressures and the key issues that emerged from the consultation with governing bodies and clubs.

6.2 Shared and prioritised investment in high quality facilities

As indicated earlier, the Council in conjunction with Sport England conducted a supply and demand assessment of outdoor facilities in accordance with Sport England's Playing Pitch Methodology. The assessment provides a quantitative, qualitative and geographical overview of facilities and levels of community access. The assessment focused on cricket, football, rugby union, rugby league, hockey, tennis and bowls. The main findings of the assessment and the associated consultation are provided for each sport in Appendix 1. The assessment includes snapshot site assessments and this will be updated at regular intervals.

The key points arising from the assessment which will guide future investment are as follows:-

- i. concentrate investment on a relatively small number of high quality hub sites which offer multiple pitches - these will be economic to operate and cater for significant levels of play, both training and competition. At the same time, seek to rationalise and improve the quality and sustainability of non-hub sites;
- ii. work with governing bodies to address specific identified shortfalls such as mini-football pitches;
- iii. work with governing bodies and key clubs to invest in artificial surfaces – often within hub sites - that have much higher capacities to meet training and competitive play;
- iv. ensure a geographical spread of high quality facilities – including the proposed hubs - to fairly serve all parts of the city;
- v. maximise the potential leverage of external investment via a seamless approach with governing bodies to facility planning and prioritisation;
- vi. review the demand and supply of facilities every 3 years and use the assessment to guide statutory planning decisions. Sheffield's Core Strategy (2009) contains two main policies which the demand and supply assessment will help to implement. Policy CS45 Quality and Accessibility of Open Space sets out that priority will be given to safeguarding and improving existing open space, rather than creating new areas. The assessment will help to identify which facilities should be safeguarded and prioritised for improvement in line with the policy. The assessment will also help with the implementation of policy CS47 Safeguarding Open

Space, which sets criteria against which proposals for development on open spaces should be assessed.

6.3 Improved access to existing facilities - schools

The City Council is currently conducting a joint review with Sport England of the opportunities to further increase community access to sports facilities within schools – both indoor and outdoor facilities. The current position on both primary and secondary schools is that only 50% of sports pitches are regularly available for community use. The study will review the factors behind current levels of the community use and then in consultation with schools assess the operational and/or investment needs to further increase access. The study may subsequently trigger selective access to capital improvement grants from Sport England. Whilst the review will focus on secondary schools – the conclusions will also be considered in relation to access to primary schools.

School sites offer the advantage of potential access to high quality facilities and the scope for strategic coverage across the city. A number of schools could become hub sites thereby attracting potential investment and thereafter supporting high levels of community training and competitive use. Clearly, given the increasing independence of schools, any investment would need to be supported by robust and sustainable community access obligations.

The greater independence of schools is offering some signs of a more enterprising approach by some to engage with their communities and to seek investment in facilities. The study will assess how this new culture can be embraced for the benefit of community use, whilst recognising that school budgets cannot subsidise community programmes and therefore realistic but affordable pricing policies will be essential.

6.4 Increased self-management by clubs

As the Council's resources continue to reduce and are unlikely to increase in the future, the requirement for clubs and/or leagues to consider managing their own facilities will become ever more important. Whilst this will not suit every club and will therefore not become a prerequisite for accessing public facilities, successful self-management by clubs can become a catalyst for improving facilities, drawing down external investment and increasing participation.

There are already a number of successful examples in the city of assets being transferred to clubs. However, club management of public facilities carries risks of restricting public access and a potential monopoly of the best facilities by clubs with the most resources. Therefore, whilst self-management is recommended as an increasingly important policy, it should be guided by a number of key principles:-

- i. clubs must have open and affordable membership policies and clear governance arrangements;
- ii. clubs must consult the Council in advance on future capital investment proposals;
- iii. governing bodies should work with the Council to support clubs who have aspirations towards self-management but do not necessarily have immediate access to the required financial resources or volunteers;
- iv. self-management arrangements on Council sites will be governed by formal agreements or leases with the Council which provide the necessary balance between creating opportunities for the club to grow and prosper, whilst also accepting obligations in terms of community access and affordability;
- v. a property lease to a club or league will only be considered on the basis of there being a satisfactory sports development plan and a commitment to extend and increase participation.

6.5 A proactive response to falling Council subsidy

As the Council's budget continues to reduce, facilities can only be sustained and improved via a combination of reduced operating costs and increased income. Measures to address this will need to include:-

- i. investment in higher quality facilities – including artificial surfaces – which can accommodate increased play and therefore generate increased income;
- ii. a shift to self-management whereby clubs meet operating costs and generate their own income;
- iii. offer to clubs who continue to opt for pay and play (as opposed to self-manage) the option of reducing their facility costs via potential shared maintenance of facilities e.g. self-marking of lines;
- iv. a review of all sports charges such that City Council charges are benchmarked and aligned with prices charged by comparable local authorities (South Yorkshire and Core Cities);
- v. review the option of a 'sports dividend' whereby a proportion of any increased income from increased charges is reinvested in facilities to increase service quality;
- vi. the Council and each governing body should monitor any differential impact of falling subsidy on different sports and clubs in different parts of the city and this should form part of the City Sport Plans outlined below.

6.6 City Sport Plans

The core principles and strategic priorities set out in this report should be enshrined, delivered and monitored via a City Sport Plan for each sport. These will be developed and agreed with the governing body which will link the plan with the regional and national goals for their

sport. An agreed plan will form the cornerstone of the City Council's partnership working with a governing body and each plan will address the following issues:-

- i. Sport for All – how to maximise participation and in particular reach those communities and groups who are currently under-represented. In particular this will address junior participation and participation by women and girls;
- ii. club development – especially of those clubs operating in and/or serving disadvantaged parts of the city. Amongst other things, this will cover club volunteering, sustainability and junior and female participation;
- iii. facilities investment plan;
- iv. support for self-management;
- v. participation links with schools - high performance plans to show how competitive and talent programmes will be developed and sustained

7.0 FINANCIAL IMPLICATIONS

There are no specific or immediate financial implications arising from this report. However, the financial position of the City Council in relation to outdoor sports will increasingly be shaped by the following principles:-

- i. a shift towards the facilitation of partners rather than their core funder e.g. tapered and reducing grant rather than regular funder;
- ii. optimise income via consistent alignment with benchmarked charges by other relevant local authorities;
- iii. potential reinvestment of capital receipts from surplus facilities on the basis of 'invest to save' in alternative more sustainable facilities;
- iv. support to clubs to seek and maximise their own external capital investment;
- v. jointly seek match capital funding with governing bodies and clubs on the basis of agreed facility priorities within City Sport Plans.

8.0 LEGAL IMPLICATIONS

8.1 These implications cover the high level over-arching strategy itself. Implementation under the strategy may have further legal implications such as procurement, state aid, property, planning, public liability etc. Consideration will need to be given to those implications at the appropriate stage.

8.2 The Council has a discretionary power under Section 19 Local Government (Miscellaneous Provisions) Act 1976 to provide 'recreational facilities', which will include playing pitches. It can do so either in its own right (including where a third party is contracted to

operate the facilities on behalf of the Council) or can contribute by grant or loan to voluntary organisations to allow them to provide recreational facilities.

- 8.3 Recreational facilities will contribute to the Council's duty under s2B of the National Health Service Act 2006 to take such steps as it considers appropriate for improving the health of the people in its area.

9.0 **ALTERNATIVE OPTIONS CONSIDERED**

- 9.1 This strategy is based on a joint programme of work with Sport England and extensive consultation with governing bodies and local clubs. The three core principles set out in the report closely reflect the thinking of the City Council and its partners and there is also significant consensus on the strategic priorities set out in this report.

10.0 **REASONS FOR RECOMMENDATIONS**

- 10.1 The recommendations reflect the consensus of key partners and will be used to shape the future decision making and investment of the City Council and its partners.

11.0 **RECOMMENDATIONS**

Cabinet is recommended to:-

- i. agree the core principles and strategic priorities set out in this report;
- ii. note the financial implications;
- iii. agree the Playing Pitch Strategy and facilities assessment outlined in Appendix 1 as a guide to inform the development and implementation of planning policy and inform the assessment of planning applications;
- iv. delegate to the Executive Director of Place in consultation with the Director of Legal and Governance, Director of Finance and Director of Capital and Major Projects the authority to enter into such legal and financial arrangements as appropriate and take such further steps as appropriate to achieve the delivery of this strategy.

Paul Billington
Director of Culture and Environment

Appendix 1

Summary of facilities assessment by individual sport

Football

- Whilst site assessments suggest that generally the quality of pitches across the City is 'good', consultation indicates that the quality of pitches in the City is perceived to be poor.
- Over three-quarters (76%) of clubs responding to the survey, report that the number of teams fielded over the previous three years has decreased or remained static.
- A fifth (20%) of clubs report that if more pitches were available at their home ground they would have more teams. Similarly over a quarter (27%) of clubs believe that better ancillary facilities at the home ground would mean that they would have more teams.
- The assessment shows a significant shortfall of mini pitches. In most areas there is also a shortfall of senior pitches, most likely due to juniors playing on senior sized pitches.
- Almost all clubs report that access to a 3G artificial pitch is required to support their training requirements. This is reinforced by the Facility Planning Model for AGPs which identifies that the total demand for pitches exceeds the total supply available for public use by 9.42 pitches and that unmet demand for AGPs in Sheffield equates to 7.96 pitches

Cricket

- Site assessments generally score the quality of available cricket pitches as good. However, this assessment is not shared by the governing body which has concerns about the quality and loss of pitches. The City Council, Sport England and the governing body have agreed to work together to conduct further analysis and to identify solutions and necessary funding
- Sheffield has ten focus clubs.
- Over half (55%) of clubs have increased the number of junior teams in the previous three years and almost three quarters (73%) have plans to increase the number of teams further.
- There is a high level of latent demand expressed for additional access to cricket pitches, with five clubs reporting demand. This may increase in line with national and regional initiatives to increase adult participation
- Demand for additional cricket training facilities across Sheffield is reportedly high with over four-fifths (91%) of clubs report that they have demand for additional training facilities..
- The Council is working with the governing body to develop a City Plan for facilities in Sheffield

Rugby (Union and League)

- Sheffield Eagles (rugby league) will host a Development Centre at the new Bawtry Road development (Sheffield Hallam University).
- Redevelopment of the former Westfield School site is now being led by Mosborough Miners' Welfare in conjunction with the Council.
- Sheffield RFC (with the exception of the universities) is the only club in Sheffield fielding a senior women's team and is the largest club playing in the City. The club is a hub for women's rugby in the region.
- There are no specific junior girls' teams although junior girls can play competitively with boys until the age of 12 (mini rugby).
- It is likely that participation in rugby union will increase given the focus of the RFU's Strategic Plan which identifies an annual growth of 2% of adult players until 2013, with an average of one more adult team per club. Furthermore, the hosting of the Rugby World Cup is also predicted to see an increase in the demand for rugby provision in the City.
- Although the assessment expresses an oversupply of rugby pitches in Sheffield, spare capacity is outside the peak period.

Hockey

- There are nine full size AGPs suitable for competitive hockey in Sheffield; of which seven are rated as good quality. All sites except for Ecclesfield Secondary School and King Ecgbert School are floodlit. Seven of the nine pitches are located on school sites.
- Clubs in Sheffield are heavily reliant on school provision to play hockey. It is a real concern for clubs that as school AGPs come to the end of their life span the replacement surface will be 3G which is unsuitable for competitive hockey.
- Clubs report that there has been increased demand following the success of the 2012 Olympic Games with the increase of new players and also returning players.
- From a hockey perspective, current demand appears to be being met. However, there are reports of displaced demand where clubs are travelling away from their home ground due to AGPs being played to capacity.
- In addition it is likely that any future demand cannot be met by the current supply.

Tennis

- There are 150 tennis courts in Sheffield identified for community use although nearly a third have been assessed as being in poor condition. The majority of provision is focused around the south

and south west of the City with gaps in lack of provision across the North and North East.

- The quantity of courts is adequate to accommodate current demand. However, issues with quality mean that several courts will need to be resurfaced.
- Although the quality of courts at the outdoor centres is considered to be adequate, these would not always comply with league standards.

Bowls

- Analysis of club membership shows that demand has generally decreased or remained constant over the previous three years. In addition, club membership is low, particularly on Council greens.
- Current demand for bowling greens is being met by provision in Sheffield.
- Based on a trend analysis and estimated population growth, it is also thought likely that current provision can also meet anticipated future demand.
- It is evident that there is some spare capacity across greens in Sheffield to accommodate more play. However, further site by site capacity analysis is required to fully determine the extent of this. In addition, membership fees at private sites are considerably higher than Council fees which may inhibit some participation.
- Two private bowling clubs report latent demand for access to more greens.
- In general the quality of greens across Sheffield is good. However, Council greens are reported to be of a lower quality due to a lack of regular specialist maintenance. This may change and improve under the new grant aid policy between parks clubs and the Council.

Further Reading:

Planning Reports & Guidance - The Playing Pitch Strategy & Assessment Reports are available at:

<https://www.sheffield.gov.uk/planning-and-city-development/planning-documents.html>



Cabinet Report

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

Report to: Cabinet

Date: 18th June 2014

Subject: Trustees Permission to enter into a licence with Hucklow Primary School to enable it to run the First Start Nursery to support the continued sustainability of the First Start Centre.

Author of Report: Dorne Collinson

Key Decision: NO

Summary: In February 2013 Cabinet agreed to cease the management and delivery of Local Authority managed nurseries in the expectation that other providers would pick up the provision and ensure the Council's sufficiency duty is still met.

The First Start nursery is a major contributor to the continued sustainability of the First Start Centre and Hucklow Primary School has indicated it will take over the management and delivery of the nursery in its own right.

The First Start Centre is situated on land that is held by the Council as trustee of the Firth Park Charity and as such, the approval of Cabinet on behalf of the Council in its capacity as trustee of The Firth Park charity is sought to grant a licence the Hucklow Primary School to enable them to occupy the First Start Nursery to take over the management and delivery of the nursery provision.

Reasons for Recommendations:

This option will;

- Safeguard the status of the building as a public asset by providing the most sustainable delivery model for the building
- Continue to support the charitable objects of The Firth Park Charity through the delivery of services to support families in the Firth Park area.

Recommendations: That the Cabinet on behalf of the Council in its capacity as trustee of the Firth Park charity:

1. Note the Cabinet decision from February 2013 to cease the management and delivery of Local Authority managed nurseries and that this will be implemented by the First Start Nursery being operated and managed by the Hucklow Primary School.
2. Authorise the Director of Capital & Major Projects to negotiate the terms of the licence and instruct the Director of Legal & Governance to prepare and complete all the necessary legal documentation subject to there being sufficient safeguards to ensure the existing and future usage of the nursery to both maintain existing services and retain the status of the building as a public asset..

Background Papers: Redesign of Early Years Services –Consultation feedback and final recommendations. 27th February 2013

Category of Report: **OPEN**

Statutory and Council Policy Checklist

Financial Implications
NO Cleared by: Liz Orme
Legal Implications
YES Cleared by: David Blackburn
Equality of Opportunity Implications
NO Cleared by: Bashir Khan
Tackling Health Inequalities Implications
NO
Human Rights Implications
NO
Environmental and Sustainability implications
NO
Economic Impact
NO
Community Safety Implications
NO
Human Resources Implications
YES Jackie Robinson
Property Implications
YES David Wood
Area(s) Affected
Firth Park
Relevant Cabinet Portfolio Lead
Cllr Jackie Drayton
Relevant Scrutiny Committee
N/A
Is the item a matter which is reserved for approval by the City Council?
NO
Press Release
NO

REPORT TO THE CABINET AS TRUSTEES OF THE FIRTH PARK CHARITY

Trustees Permission to enter into a licence with Hucklow Primary School to enable it to run the First Start Nursery to support the continued sustainability of the First Start Centre.

1. SUMMARY

- 1.1. In February 2013 the cabinet agreed to transfer the management and delivery of Local Authority managed nurseries. The First Start nursery is a major contributor to the continued sustainability of the First Start Centre.
- 1.2. The First Start Centre is situated on land that is held by the Council as trustee of the Firth Park Charity and as such, the approval of Cabinet on behalf of the Council in its capacity as trustee of The Firth Park charity is sought to grant a licence the Hucklow Primary School to enable them to occupy the First Start Nursery to take over the management and delivery in its own right of the nursery provision..

2. OUTCOME AND SUSTAINABILITY

- 2.1. The objects of the Charity state *"The land may be held by the trustee for the purpose of promoting the benefit of the inhabitants of Sheffield without distinction of sex or of political, religious or other opinion by associating the local authorities, voluntary organisations and inhabitants in a common effort to advance education and to provide facilities in the interests of social welfare for recreational and leisure-time occupation with the object of improving the conditions of life for the said inhabitants."* These objects were altered to this form at the time that the First Start Centre was constructed, specifically to bring the use of the Centre within the objects of the Charity.
- 2.2. Given that the proposed arrangement will involve the continuation of First Start Nursery as a nursery, the use will remain within the objects of the Charity. It also means that families will continue to be supported with the retention of a good quality service to support Firth Park families. Sheffield will retain a high quality provision providing Free Early Learning in an area where there is currently a high demand for places.

3. BACKGROUND

- 3.1. The February 2013 report highlighted the role of the local authority is no longer to be a direct provider but to facilitate the market in order to ensure there is sufficient childcare.
- 3.2. Recent experience over the last year in attempting to transfer existing council childcare to other sectors has shown that the cost of TUPE and the relative expense of maintaining council owned premises can act as a barrier to providers taking on the liability and the only previous successful transfers of these local authority nurseries have been to schools.
- 3.3. Hucklow Primary school has indicated it will take on the management and delivery of the First Start Nursery as this primary school also serves many of the families from the Firth Park area who attend First Start Nursery

3.4. The licence with Hucklow Primary School will be conditional upon them only using the premises for the provision of childcare. It will be granted at no cost to the school, but it will be upon terms that make the school responsible for the payment of the running costs for the part of the First Start building that it occupies.

4. FINANCIAL IMPLICATIONS

4.1. There are no financial implications

5. LEGAL IMPLICATIONS

5.1. As mentioned previously in this report, the First Start Nursery is built on land that is held by the Council as trustee of the Firth Park Charity. The Charities Act 2011 contains certain restrictions on disposition, but the grant of a licence is not classed as a disposition under the terms of the legislation, so there is no requirement to obtain any specific authorisation from the Charity Commission.

5.2. The Council, as trustee, is also under a general obligation to act in the best interests of the charity. As stated above, the running of the nursery in the First Start Centre is within the objects of the charity. In addition to the stated benefits to the local community of the continued operation of a nursery, it also supports the running of the First Start Centre as a whole. Consequently, this proposal, which secures the future running of the nursery, at no cost to the trust and which ensures that the costs of running the nursery are covered, has to be considered to be in the best interests of the charity .

6. EQUALITY OF OPPORTUNITY IMPLICATIONS

6.1. An up to date Equality Impact Assessment has been carried out and has not identified any negative impact attached to this reports recommendation.

6.2. There are no changes to the Impact Assessments as contained in the original Cabinet report of 27th February 2013.

7. HUMAN RESOUC E IMPLICATIONS

7.1. Existing Local Authority staff will be transferred under TUPE legislation to Hucklow Primary school and will retain their existing terms and conditions.

8. PROPERTY IMPLICATIONS

8.1. There are no property implications other than those contained in this report

9. ALTERNATIVE OPTIONS CONSIDERED

9.1. Closure

This was not considered a viable option as it would be counter to the charitable objects of The Firth Park charity and create an unsustainable building and could impact on other service provision from the building

9.2. Continue with the present provision

This would not have been consistent with the Councils decision to withdraw from direct delivery and counter to the 27th February 2013 report.

10. REASONS FOR RECOMMENDATIONS

This option:

- Allows the retention of the building as a public asset with present and future usage safeguarded.
- Minimises impact on other services in the building.
- The Council has already successfully transferred two of these YCC nurseries to schools
- Provides continuity of and safeguards future delivery of good quality services to children in Firth Park.
- Makes a positive contribution that is within the charitable objects of The Firth Park charity.

11. RECOMMENDATION

That the Cabinet on behalf of the Council in its capacity as trustee of the Firth Park charity:

1. Note the principle Cabinet decision from February 2013 to cease the management and delivery of Local Authority managed nurseries and that this will be implemented by the First Start Nursery being operated and managed by the Hucklow Primary School.
2. Authorise the Director of Capital & Major Projects to negotiate the terms of the licence and instruct the Director of Legal & Governance to prepare and complete all the necessary legal documentation subject to there being sufficient safeguards to ensure the existing and future usage of the nursery to both maintain existing services and retain the status of the building as a public asset.

Author. Dorne Collinson

Job Title. Director Children & Family

Date. 19th May 2014



SHEFFIELD CITY COUNCIL

Cabinet Report

Report of: Simon Green: Executive Director PLACE

Date: 18 June 2014

Subject: **Proposed Lease of Stocksbridge Leisure Centre**

Author of Report: Dave Wood (2734095)

Summary:

At a meeting of Cabinet on 10th April 2013 the Council resolved to withdraw the funding from Stocksbridge Leisure Centre. Subsequent to that at the same meeting, Cabinet acting in their capacity of the Oxley Park Charity, in which the site of the leisure centre is vested, resolved to close the Leisure Centre if a viable business plan was not forthcoming which would secure the future running of the leisure centre. Further to that 4SLC (For Stocksbridge Leisure Centre), a registered charity (charity registration 1153527) that was created by the local community to provide sports facilities within the locality following the Council's decision to withdraw all funding from the leisure centre, put proposals to the Council that demonstrated commitment and an ability to run the leisure centre for the foreseeable future. Negotiations have taken place to agree in principle terms for the grant of a lease of Stocksbridge Leisure Centre to 4SLC to enable them to seek grant aid to secure funding to invest in the future running of the leisure centre. This report seeks Cabinet approval for the grant of that lease. As the leisure centre is built on part of Oxley Park which is held on charitable trust the consent of Cabinet Members on behalf of the Council as Charity Trustee of the Oxley Park Charity is required. The proposal is for the leisure centre to be disposed of by way of a 25 year lease to 4SLC. A separate approval to the lease is required from the Charity Commission.

Reasons for Recommendations:

Recommendations:

That Cabinet acting for the Council as trustee of the Oxley Park Charity in accordance with the powers given to the Council as Trustee under the provisions contained in the Trusts of Land and Appointment of Trustees Act 1996:

- R1: Declare the former Stocksbridge Leisure Centre surplus to the requirements of the Oxley Park charity.

- R2: Approve the 25 year lease of the Stocksbridge Leisure Centre to 4SLC in accordance with the terms of this Report and a Surveyor's Report in compliance with Section 119(1) Charities Act 2011.
- R3: Authorise the Director of Capital & Major Projects to instruct the Director of Legal & Governance to prepare and complete all the necessary legal documentation in accordance with the agreed terms and Charity Commission requirements to conclude the lease.
- R4 Authorise the Director of Legal & Governance to contact the Charity Commission and take such steps and enter into such documents are required by the Charity Commission in order to give its consent to the lease.
- R5 Authorise the Director of Capital & Major Projects or the Director of Legal & Governance to give public notice in accordance with Section 121 Charities Act 2011, in the local press to notify people within the beneficial area of the charity that the Charity Trustees intend to dispose of the leasehold interest in the Stocksbridge Leisure Centre.

Background Papers: Report of the Executive Director Place to Cabinet at its meeting on 10th April 2013 in relation to the future of Stocksbridge Leisure Centre and a report of the of the Executive Director Place to Cabinet, acting for the Council in its capacity as trustee of the Oxley Park Charity, at its meeting on 10th April 2013 in relation to the future of Stocksbridge Leisure Centre from the perspective of the Oxley Park Charity.

Category of Report: Open

Statutory and Council Policy Checklist

Financial Implications
YES: Paul Schofield
Legal Implications
YES: David Blackburn
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
YES: Dave Wood
Area(s) affected
Relevant Cabinet Portfolio Leader
Cllr Isobel Bowler
Relevant Scrutiny Committee if decision called in
Economic and Environmental Wellbeing Scrutiny & Policy Development Committee
Is the item a matter which is reserved for approval by the City Council?
NO (Cabinet acting as Charitable Trustees)
Press release
No

Proposed Lease of Stocksbridge Leisure Centre

1.0 SUMMARY

- 1.1 This report seeks approval from Cabinet acting for the Council in its capacity as trustee of the Oxley Park Charity to declare the Stocksbridge Leisure Centre surplus to the Charity's requirements.
- 1.2 Following a resolution by Cabinet on 10th April 2013 to withdraw the funding for the running of Stocksbridge Leisure Centre, the building shown by red outline on the attached plan (Appendix One) was closed in April 2013. 4SLC was created at the time in order to take over responsibility for the leisure centre and to continue to provide leisure facilities for the benefit of local people. 4SLC took over the operation of the centre soon after closure and re-opened all facilities apart from the swimming pools.
- 1.3 This leasehold disposal will enable 4SLC to obtain sufficient security to apply for external grant aid to assist with the maintenance and running of the property and to give them security to prepare a sustainable business plan to run the facility for the foreseeable future.

2.0 WHAT DOES THIS MEAN FOR SHEFFIELD PEOPLE

- 2.1 The proposed disposal will support the ongoing provision of leisure facilities in the Stocksbridge area for the benefit of the local community.
- 2.2 Subject to a Charity Commission approved scheme, the disposal by way of a 25 year lease will remove liability for the leisure centre from the Charity. As the Charity has insufficient funds itself for the future running of the leisure centre, Cabinet, acting for the Council as trustee of the Charity, also resolved at the meeting on 10th April 2013, to demolish the leisure centre if no viable business plan was submitted for the future running of the leisure centre. The demolition of the leisure centre would remove any prospect of this type of leisure facility being provided for the local community for the foreseeable future.

3.0 OUTCOME AND SUSTAINABILITY

- 3.1 The leasehold disposal of the property will enable a new social enterprise to operate the centre and provide employment and leisure opportunities for the local area.

4.0 LEGAL, PROPERTY & CHARITY IMPLICATIONS

- 4.1 Oxley Park was acquired originally by Stockbridge Urban District Council in two separate conveyances in 1921 and 1925 from Thomas Oxley, which state that the land is held upon trust "for ever for perpetual use by the inhabitants of Stockbridge as a Park or Recreation Ground...". This created a charitable trust subject to which the Council now holds the

park. The legal implications relating to this charitable status further informs the recommendations being made to Cabinet as Trustees which follow within this report

- 4.2 The granting of a lease to another person constitutes a disposal of the charitable land here and must comply with all relevant legal requirements. The overriding principle governing the disposal of charitable land is that the Charity Trustees must be satisfied that the terms on which the disposition is proposed to be made are the best that are reasonably available to the Charity in the circumstances.
- 4.3 In accordance with the Charities Act 2011 a Section 119(1) Qualified Surveyor's Report dated 10 June 2014 has been prepared which advises that the terms provisionally agreed with 4SLC represent the best that are reasonably available for the Charity. It also advises that, given the widespread publicity of the Council's decision to close Stocksbridge Leisure Centre, there is no reasonable prospect in anyone other than 4SLC being interested in taking a lease of the leisure centre. Consequently, seeking to advertise and actively market a leasehold interest in the leisure centre would not be in the best interests of the Charity.
- 4.4 The Qualified Surveyor's Report has been prepared in accordance with instructions from the Council that the interest to be conveyed will be leasehold with certain restrictions on the property's use. This is to ensure that the Leisure Centre continues to provide leisure facilities for local people at affordable prices.
- 4.5 The main lease terms are as follows:
- 25 years from a date to be agreed
 - The rent shall be a peppercorn for the initial 10 year period subject to review to market rent thereafter
 - The lessee shall be responsible for maintaining and repairing the premises and keeping them in no worse condition than they are currently
 - The premises shall be used as a community leisure centre only
 - The prices charged to the public for pay and play access must not exceed the prices charged for other publicly funded facilities in Sheffield
 - The lessee shall not be entitled to assign, transfer or further let the whole of the premises to any other organisation, but shall be allowed to underlet part of it subject to the Council's consent as trustees
- 4.6 Prior to exchanging contracts it will be necessary for the Charity Trustees to give notice under Section 121 Charities Act 2011. The Notice will advertise the Charity Trustees general intention to dispose of the leasehold interest in the leisure centre. If they fail to give notice, the agreement for the disposal will be invalid.

At the time of writing this report the approval of the Charity Commission to the proposed lease is outstanding. However, it is anticipated that the

granting of this consent will not be an issue.

5.0 FINANCIAL IMPLICATIONS

5.1 The disposal will not attract a direct financial return to the charitable trust but it will remove a maintenance liability. However, whilst the centre remains under new management and is seeking to establish a new business model, the council as trustees will remain responsible for meeting the costs of demolition if the centre proves to be unsustainable.

6.0 ALTERNATIVE OPTIONS CONSIDERED

6.1 The property is surplus to the Council's and Charity's requirements.

6.2 The cost of the demolition of the leisure centre would have to be met by the Council at the request of the charitable trustees and would also remove any prospect of this type of leisure facility being provided for the local community for the foreseeable future.

7.0 REASONS FOR RECOMMENDATIONS

7.1 The disposal of the surplus property will benefit the Charity and the local community by :

- removing a long term maintenance liability
- providing a new local social enterprise opportunity
- continuing to provide leisure facilities for local people

8.0 RECOMMENDATIONS

That Cabinet acting for the Council as trustee of the Oxley Park Charity in accordance with the powers given to the Council as Trustee under the provisions contained in the Trusts of Land and Appointment of Trustees Act 1996:

R1: Declare the former Stocksbridge Leisure Centre surplus to the requirements of the Oxley Park charity.

R2: Approve the 25 year lease of the Stocksbridge Leisure Centre to 4SLC in accordance with the terms of this Report and a Surveyor's Report in compliance with Section 119(1) Charities Act 2011.

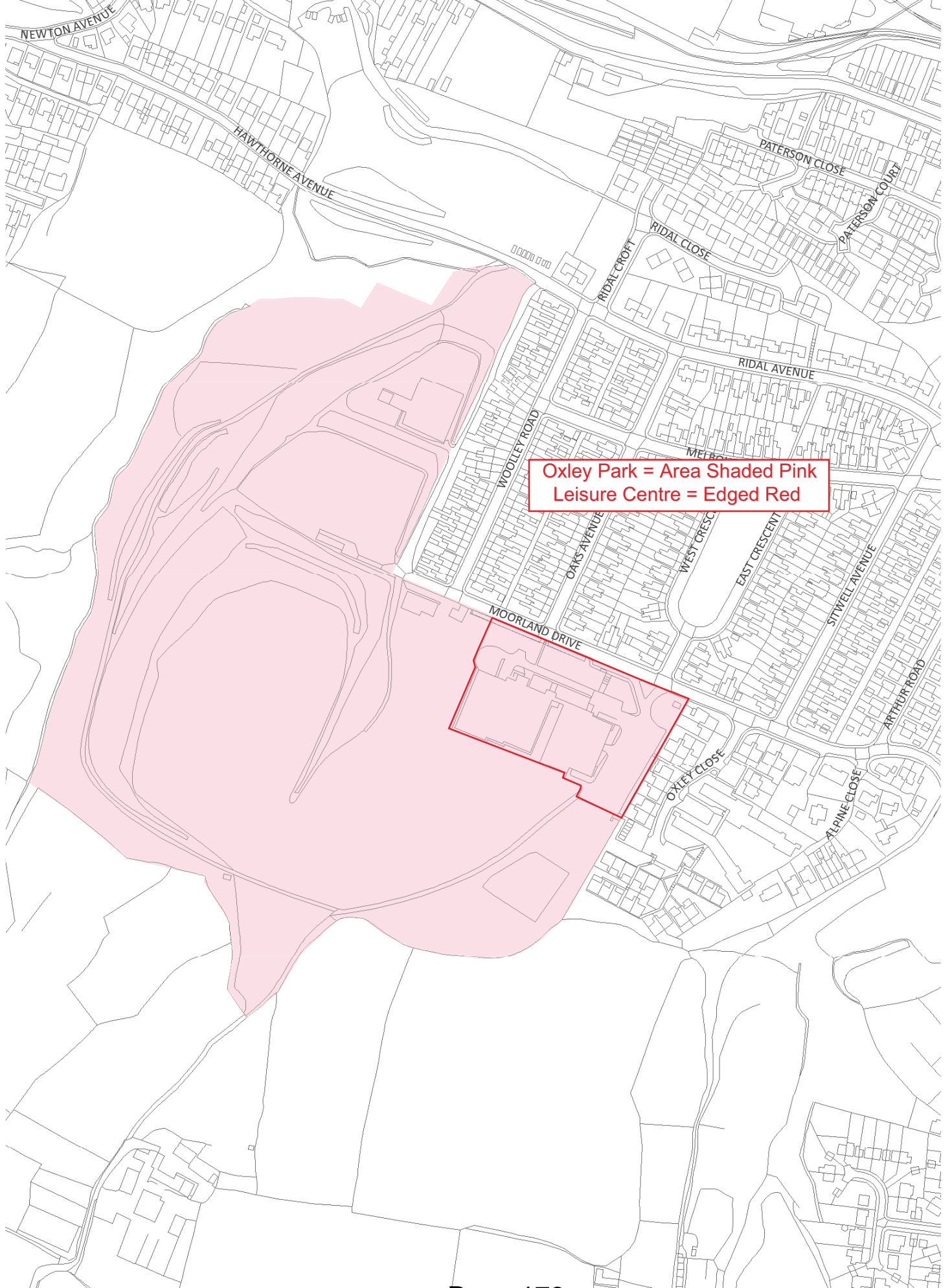
R3: Authorise the Director of Capital & Major Projects to instruct the Director of Legal & Governance to prepare and complete all the necessary legal documentation in accordance with the agreed terms and Charity Commission requirements to conclude the lease.

R4 Authorise the Director of Legal & Governance to contact the Charity Commission and take such steps and enter into such documents

are required by the Charity Commission in order to give its consent to the lease.

R5 Authorise the Director of Capital & Major Projects or the Director of Legal & Governance to give public notice in accordance with Section 121 Charities Act 2011, in the local press to notify people within the beneficial area of the charity that the Charity Trustees intend to dispose of the leasehold interest in the Stocksbridge Leisure Centre.

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Oxley Park = Area Shaded Pink
Leisure Centre = Edged Red

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QUALIFIED SURVEYOR'S REPORT

FOR

**USE BY SHEFFIELD CITY COUNCIL AS
CHARITABLE TRUSTEES**

ON

**STOCKSBRIDGE LEISURE CENTRE,
MOORLAND DRIVE, SHEFFIELD.**

AS AT

10th June 2014

Kier Asset Partnership Services Ltd

4th Floor Cathedral Court

1 Vicar Lane

Sheffield

S1 1HD

T + 44 (0)114 205 3444

F + 44 (0)114 273 6472

THE CHARITY (QUALIFIED SURVEYOR'S REPORTS) REGULATIONS 1992
STOCKSBRIDGE LEISURE CENTRE, MOORLAND DRIVE, SHEFFIELD
PROPOSED LETTING TO 4SLC (FOR STOCKSBRIDGE LEISURE CENTRE)

1. PURPOSE OF REPORT

- 1.1 This report has been prepared by Greg Barraclough a Member of the Royal Institution of Chartered Surveyors and a Registered Valuer; having experience in the valuation of commercial property in the Sheffield area for over 4 years.
- 1.2 The purpose of this report is to advise the Charity on the proposed letting of Stocksbridge Leisure Centre, to 4SLC (who are registered at Companies House under company number 08413664) on a formal commercial lease for a term of approximately 25 years.
- 1.3 The report is prepared under the Charities (Qualified Surveyor's Report) Regulations 1992.

2. LIMITATIONS

- 2.1 Our inspection has been restricted to one considered sufficient for the purpose of our instruction. We have not carried out any invasive investigations nor have we made any detailed enquiries of any Statutory Authority.
- 2.2 A full site survey has not been undertaken and for the purposes of this report it is assumed that there are no deleterious materials within the site or other constraints that would affect the proposed letting.

3. LOCATION

- 3.1 Stocksbridge Leisure Centre (the Centre) is situated in the township of Stocksbridge, approximately 10 miles North West of the City Centre as shown on the attached plan.

4. DESCRIPTION

- 4.1 The Centre is a purpose built sports centre constructed in 1973 of brick construction. It includes a main hall, bowls hall, 5-a-side football, 4 squash courts, fitness room and changing rooms. There are separate swimming pools built earlier in 1970 with 1 main pool, 1 children's pool with changing rooms and plant rooms.

The Centre sits within Oxley Park which comprises of approximately 34.5 acres. The area of the Centre including the car park and surrounding grounds is approximately 2.74 acres

5. **HISTORY**

- 5.1 The Charity cannot afford to operate the Centre without financial support. Following a decision to withdraw Council funding, it is understood that the City Council as trustees of the Oxley Park Charity subsequently approved a decision to close the Centre and then demolish the buildings.

In the shadow of this decision, an opportunity occurred for another organisation to take on the responsibility of the site and a local group "4SLC" (For Stocksbridge Leisure Centre) with the support of Stocksbridge Town Council have approached the City Council with a view to taking over the management of the Centre.

- 5.2 I am advised by my client that 4SLC are the only organisation that has formally registered an interest in taking over the management of the Centre.

6. **TOWN & COUNTRY PLANNING**

- 6.1 The Centre and its immediate surrounding area are designated as Housing/Playing Field/Park on the emerging Development Plan.

7. **LEGAL INTEREST**

- 7.1 Oxley Park was conveyed to Stocksbridge Urban District Council by Thomas Oxley and Samuel Fox & Company as part of an agreement dated 10th June 1921. The agreement states that the land is held upon trust "forever for perpetual use by the inhabitants of Stocksbridge as a Park or Recreation Ground".

8. **PROPOSED LEASE**

- 8.1 The proposal is to grant a 25 year lease from a date to be agreed in accordance with the charitable objectives. The tenants will be obligated to undertake all repairs and to keep the Centre in "no worse condition" than it is currently. This will be evidenced by way of a full Schedule of Condition which will be undertaken prior to the grant of the proposed Lease.
- 8.2 The rent will be a peppercorn for the first 10 year period after which, it shall revert to a market rent and be reviewed every 5th year.
- 8.3 The lease will restrict the use of the Centre for community leisure purposes and the prices set to use the facilities shall be comparable to those charged at similar sites that are funded by the local authority across the City. The Lease will also include a restriction on any transfer to prevent a private company taking over the Centre to make a commercial profit.

9. **V.A.T.**

9.1 The Charity is not separately registered for V.A.T. and as such there are no benefits in opting to tax this transaction.

10. **CONCLUSION**

10.1 It is understood that prior to 4SLC expressing an interest in the site, the Council had approved proposals to close and demolish the Centre. It is further understood that should the proposed lease not be entered into, the Centre will close and its demolition will again be considered as previously approved.

10.2 The demolition of the Centre could lead to the site being returned to park land or alternatively the best option may be for it to be redeveloped, though this would mean that the use would not be in accordance with the current requirements of the Charity and further approvals would be required.

10.3 The proposal will significantly reduce the liabilities of the Charity, with regards to the repair and maintenance of the Centre and ensure that the Centre remains open as venue for recreation activities to the Public.

10.4 Given the financial liability of the Centre was not sustainable without additional funding, it is a fair and reasonable assumption that the proposed rental of one peppercorn is considered to be the market rent.

10.5 Given the widespread communication of the proposals for the Centre and the fact that, despite that, only 4SLC have expressed an interest in taking a lease of the Centre, I would advise that the marketing of the leasehold interest in the Centre would not be in the best interests of the Charity. It would only incur additional expenditure and there is no realistic prospect of an alternative offer being received

10.6 Assuming the Charity wishes to secure a use for the site which is in accordance with the original vesting of the land, I would be prepared to recommend that the proposed lease to 4SLC is in their best interests.

11. **DECLARATION**

I have relied upon the information provided to me which I have assumed to be complete and correct as regards tenure, planning and all other relevant matters as summarised in this report.

I confirm that there are no conflicts of interest that affect my ability or impartiality in the preparation of this report.

A handwritten signature in black ink, appearing to read 'G Barraclough', written over a horizontal line.

Signed:

Greg Barraclough BSc (Hons) MRICS
Registered Valuer

Date: 10th June 2014

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