

# Cabinet

---

**Wednesday 17 September 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](http://www.sheffield.gov.uk). You can also see the reports to be discussed at the meeting if you call at the First Point Reception, Town Hall, Pinstone Street entrance. The Reception is open between 9.00 am and 5.00 pm, Monday to Thursday and between 9.00 am and 4.45 pm. You may not be allowed to see some reports because they contain confidential information. These items are usually marked \* on the agenda.

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

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

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

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

---

## **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  
17 SEPTEMBER 2014**

**Order of Business**

---

- 1. Welcome and Housekeeping Arrangements**
- 2. Apologies for Absence**
- 3. Exclusion of Public and Press**  
**Note:** Agenda Item 15 'Termination of the Scowerdons, Weakland and Newstead (SWaN) Development Agreement' is not available to the public and press because it contains exempt information described in Paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972 (as amended) relating to the financial or business affairs of any particular person.
- 4. Declarations of Interest** (Pages 1 - 4)  
Members to declare any interests they have in the business to be considered at the meeting
- 5. Minutes of Previous Meeting** (Pages 5 - 14)  
To approve the minutes of the meeting of the Cabinet held on 23 July 2014
- 6. Public Questions and Petitions**  
To receive any questions or petitions from members of the public
- 7. Items Called-In For Scrutiny** (Pages 15 - 16)  
To report the outcome of the Economic and Environmental Wellbeing Scrutiny and Policy Development Committee meeting held on the 28<sup>th</sup> August 2014, where a Call-In on the Statement of Community Involvement was considered.
- 8. Retirement of Staff** (Pages 17 - 20)  
Report of the Director of Legal and Governance
- 9. Disposal of Sites for Affordable Housing** (Pages 21 - 32)  
Report of the Executive Director, Place
- 10. Revenue Budget and Capital Programme Monitoring 2014/15 Month 3 (as at 30/6/14)** (Pages 33 - 58)  
Report of the Executive Director, Resources
- 11. Sheffield Flood and Water Management Capital Programme 2014 to 2021** (Pages 59 - 72)  
Report of the Executive Director, Place

12. **Statutory Changes at Oughtibridge Primary, The Rowan Primary and Becton School - Feedback from Consultation** (Pages 73 - 152)  
Report of the Executive Director, Children, Young People and Families
13. **Sheffield City Centre Business Improvement District** (Pages 153 - 176)  
Report of the Executive Director, Place
14. **Domestic Abuse Services Procurement** (Pages 177 - 212)  
Report of the Executive Director, Communities
15. **Termination of the Scowerdons, Weakland, and Newstead (SWaN) Development Agreement** (Pages 213 - 224)  
Report of the Executive Director, Place

**NOTE: The next meeting of Cabinet will be held on Wednesday 15 October 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](mailto:gillian.duckworth@sheffield.gov.uk).

This page is intentionally left blank



Cabinet

Meeting held 23 July 2014

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

.....

**1. APOLOGIES FOR ABSENCE**

1.1 Apologies for absence were received from Councillors Julie Dore and Jack Scott.

**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 previous meeting held on 18 June 2014 were approved as a correct record.

**5. PUBLIC QUESTIONS AND PETITIONS**

5.1 Public Question in respect of land at the top of the Brindley Estate

A representative of the Brindley and Mundella Tenants and Residents Association (TARA) referred to previous correspondence with the Council and Councillor Jack Scott, Cabinet Member for Environment, Recycling and Streetscene around 12 months ago as to the possibility of obtaining permission to be allowed the use of grass land at the top of the Brindley estate, to make it into a fenced play area for local children to be able to play ball games etc. and to take some pressure off the tenants and residents in the area. They therefore asked why it was taking so long for Councillor Scott to give their community a definite yes or no to the request?

The questioner then stated that Councillor Scott had told the TARA that the Council had determined the land was to be handed to the parks and recreation department and that there would be allotments allowed on the land. A notice had been displayed some months ago that soil samples were to be taken. However, this had not been done so far and the TARA asked why this was the case?

Finally the TARA stated that they needed to know if they could move forward with further consultation and funding research or did Councillor Scott think that if there were enough delays all the local children will have grown up and there will no longer be a need for a play area?

In the absence of Councillor Scott, Councillor Harry Harpham, Deputy Leader and Cabinet Member for Homes and Neighbourhoods commented that the TARA had mentioned the issue to him when he had met them over a separate issue around two and a half years ago. However, he did not have detailed knowledge of the issue concerned. He would therefore ensure that the questions were forwarded on to Councillor Scott and a response would be provided within 7 days. If it appeared resolved and all that was required was the signed agreement he would liaise with Councillor Scott to move things forward.

## 5.2 Public Question in respect of Faith Schools

Mr Nigel Slack commented that he had been surprised to hear Councillor Jackie Drayton, Cabinet Member for Children, Young People and Families, defending the decision to hand over 2000 pupils to a Christian Sect in Tinsley/Darnall as a choice of the community. He therefore asked is the Council, noting the reaction seen from some Members at the Full Council Meeting, still of the opinion that they should go with a 'faith' private school for Sheffield's children rather than the slightly less obnoxious secular private schools that are out there?

Mr Slack also asked, in addition to clarify the matter of community choice, can details be published of the meetings that took place, the numbers of the community involved, what organisations, if any were influential in the decision and any minutes that were available?

In response, Councillor Jackie Drayton commented that she found the words of Mr Slack's question interesting, specifically the statement that she had defended the decision to hand over the new school to a Christian Sect. She had not said that. She had said clearly at the Council Meeting that she did not recognise the Oasis Mr Slack described as the Oasis she knew. The Oasis Charter which was published on their website stated that 'They would provide an inclusive service to our community by: (1) serving and respecting all people regardless of their gender, marital status, race, ethnic origin, religion, age, sexual orientation or physical and mental capability, (2) acknowledging the freedom of people of all faiths or none both to hold and to express their beliefs and convictions respectfully and freely, within the limits of the UK law, (3) never imposing our Christian faith or belief on others, (4) developing partnerships with other churches, voluntary groups, statutory agencies and local government wherever appropriate in order to create an effective, integrated service for our clients avoiding unnecessary duplication of resources and (5) providing and publicising regular consultation and reporting forums to client groups and the wider community regarding the effective development and delivery of our work and our responsiveness to their actual needs.

Councillor Drayton had asked Oasis to provide a statement to respond to Mr Slack's question and she then read this out. It stated that: 'Oasis is a charity inspired by the Christian values of inclusion, equality and hope for all. We do not recruit either staff or students on the basis of faith. Furthermore we work in diverse communities across the country, partnering with people of all faith and none to deliver first-class education and services for the entire community. Each Oasis academy operates a mainstream curriculum and does not attempt to

enforce any belief system onto staff and students. Even the most superficial examination of any of our academies would reveal this. Oasis is excited about working with Sheffield Council to establish a school that will meet the educational needs of local young people and play an active role in its local community.'

Councillor Drayton emphasised that she would not support any indoctrination of any kind in any school across the City. She welcomed the fact that the City had a new school in the Don Valley area in a community which much needed one. It was a Government requirement that all new schools had to become academies. The Department for Education decided the trust who would be a partner in the new school. The Council had a preferred list of sponsors. They had been interviewed by community representatives, teachers, union representatives, pupils as well as officers. All of them believed that Oasis was a good and suitable organisation to come to Sheffield.

### 5.3 Public Question in respect of Public Question Time at Full Council

Mr Nigel Slack referred to the last meeting of Full Council, held on 2 July 2014, which had the TV press in attendance. He commented that, in his opinion, it was notable that there were two questions from the public gallery that appeared to intentionally provide for good news responses from Cabinet Members. Mr Slack was not averse to good news about the City being spread around. However, if the use of public questions to achieve this became a matter of course it would undermine the reputation and respect that some held for this increasingly important facility for holding the Council to account in the public arena. Mr Slack therefore asked if Cabinet wished to comment on this?

Councillor Harry Harpham responded that sometimes people did come to Council meetings to praise things that the Council does. It was lucky that on the occasion referred to by Mr Slack two individuals had come along to praise the Council. Politicians were open to criticism of decisions but also to praise for the decisions they make.

### 5.4 Public Question in respect of Elections

Vicky Seddon, representing Sheffield for Democracy, commented that Sheffield City Council currently chose to hold elections for local Councillors for each year of three years, electing one Councillor for each ward each year followed by a 'fallow' year. An alternative would be to hold an all-out election every four years. This would mean one process rather than three. Ms. Seddon understood that this had been discussed internally and rejected, but without to her knowledge any public consultation. She therefore asked what the cost of holding the annual local election was and what would be the saving over a four-year period of moving to an all-out local election once in every four years?

Councillor Harpham commented that he had seen a breakdown of costs of holding all out elections every four years as opposed to the current system and he would ensure that these were sent to Ms. Seddon. All Cabinet Members were also suffering from the cuts as citizens of the City as they all used Council services. Councillors had turned down rises in allowances recommended by an

independent body as they believed it was important to show the City that they were taking part of the burden. There was no Cabinet Member in post for the money.

There had been differences of opinion as to how often the Council should hold local elections. Councillor Harpham was still not definite in his mind which was the best option and had changed his mind on the matter. Democracy was critical and it was important to get the best democratic mandate rather than the cheapest option. Before the upcoming boundary changes are implemented there would be a discussion as to the best system. The last debate had taken place two years ago and there did not seem to be a big support for change. This was the first time it had been raised at a Council meeting.

5.5 Public Questions in relation to Questions asked at previous Council Meetings

Mr Martin Brighton asked three questions in relation to questions asked at previous Council meetings. Councillor Harpham commented that he had nothing further to add to the responses provided at those meetings.

5.6 Public Question in respect of Batemoor TARA

Mr Martin Brighton asked if the Council would provide the evidence to demonstrate that it had complied with Article 6 of the European Convention of Human Rights in respect of its actions against Batemoor New TARA?

Councillor Harry Harpham responded that he had stated on numerous occasions the Council had done everything legally in derecognising the Batemoor TARA as didn't meet its Recognition Policy.

5.7 Public Question in respect of Recognition Policy

Mr Martin Brighton stated that the Council had still to explain how an Elected Member was able to announce, in a recorded meeting available on You Tube, the outcome of the Recognition Policy Review six months before the issue was even an agenda item before the Review Group. For this to have happened Mr Brighton believed that there must have already been in place some documents outlining, however tentatively, the Council's decided final outcome of the Recognition Policy Review Group, not least at policy level. Mr Brighton therefore asked would the Council now please provide those documents.

Councillor Harry Harpham commented that he had answered this question at a number of past Council meetings including Cabinet and Full Council and no such documents exist.

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

6.1 There were no items called-in for Scrutiny.

**7. RETIREMENT OF STAFF**

The Chief Executive submitted a report on Council staff retirements.

**RESOLVED:** That this Cabinet :-

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

<u>Name</u>	<u>Post</u>	<u>Years' Service</u>
<b><u>Children, Young People and Families</u></b>		
John Bainbridge	Headteacher, Limpsfield Junior School	46
Janet Brammer	Social Worker	28
Christine Case	AEN Team Leader, Forge Valley School	43
Susan Crookes	Business Support Officer, Marlcliffe Primary School	22
Josephine Haslam	Supervisory Assistant, Sacred Heart Catholic Primary School	26
Hilary Haynes	Assistant Headteacher, Bighton Nursery Infant School	35
Lorraine Musgrove	Teacher, Ecclesall CE Junior School	21
Lynda Ord	Learning Support and SEN Co-ordinator, King Edward VII School	39
Sue Pilkiw	Headteacher, Sacred Heart Catholic Primary School	31
Paul Reaney	Teacher, Wybourn Community Primary and Nursery School	44
Maria Schofield	Teaching Assistant Level 3, St Theresa's Catholic Primary School	26
Gillian Stallard	Teacher, Grenoside Primary School	23
Susan Thwaites	Teacher, Holgate Meadows Community School	37

Patricia White Residential Homes Manager 28

**Communities**

Graham Banks Senior Practitioner 33

Simon Egginton Advance Practitioner 36

Christine Lomas Team Manager 30

Helen Webb Team Manager 28

**Place**

Robert Deveaux Senior Environmental Services Officer 31

Michael Roberts Business Officer 28

Trevor Thorn Principal Planning Officer 40

**Resources**

Laurence Green Service Delivery Manager 25

Ann Rogers Assistant Finance 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. SHEFFIELD NEW RETAIL QUARTER - STEPS TOWARDS DELIVERY**

8.1 The Executive Director, Place submitted a report in relation to the New Retail Quarter and steps towards its delivery.

8.2 **RESOLVED:** That Cabinet:-

(a) notes the decision of the Leader, taken on 6 June 2014, to approve a strategy for delivery of a new retail quarter for Sheffield City Centre;

(b) delegates authority to the Executive Director, Place, in consultation with the Executive Director, Resources, Director of Commercial Services, Director of Capital and Major Projects and Director of Legal and Governance to agree the procurement strategy to seek a development/investor partner for delivery of the New Retail Quarter;

- (c) subject to complying with the Council's capital approvals processes, delegates authority to the Executive Director, Place, in consultation with the Cabinet Member for Business, Skills and Development, the Executive Director, Resources, Director of Commercial Services, Director of Capital and Major Projects and Director of Legal and Governance to negotiate and award contracts following the procurement process;
- (d) subject to complying with the Council's normal budget processes and financial regulations, delegates authority to the Executive Director, Resources, in consultation with the Executive Director, Place to borrow, based on the Tax Incremental Financing income streams and to make other investment to support the costs of delivering the New Retail Quarter;
- (e) notes the decision of Cabinet on 1 August 2012 to authorise the creation of a Sheffield Investment Fund and to note the proposal in the report as to the proposals of using such a fund for regeneration of the City Centre;
- (f) delegates authority to the Executive Director, Resources, in consultation with the Cabinet Member for Business, Skills and Development and the Executive Director, Place to place any surplus Tax Incremental Finance funding, income and investment returns from the New Retail Quarter into a Sheffield City Centre Investment Fund; and
- (g) delegates authority to the Executive Director, Place, in consultation with the Cabinet Member for Business, Skills and Development, the Executive Director, Resources, Director of Commercial Services, Director of Capital and Major Projects and Director of Legal and Governance to take such steps considered appropriate to achieve the outcomes in the report including;
  - (i) to negotiate, agree and complete legal agreements;
  - (ii) to set up a separate legal entity special purpose vehicle either as a Sheffield City Council wholly owned entity or by way of a joint venture with developer/investor partners; and
  - (iii) to determine any terms on which property assets may be transferred to a special purpose vehicle.

### **8.3 Reasons for Decision**

8.3.1 To provide the way forward for the delivery of the New Retail Quarter.

8.3.2 It is proposed through the Capital Programme Approval process that the Council establishes the procurement of a new development partner and creates the Sheffield City Centre Investment Fund to help progress the priorities of the Corporate Plan.

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

8.4.1 There were no alternative options presented in the report.

## **9. MONTH 1 CAPITAL PROGRAMME APPROVALS**

9.1 The Executive Director, Resources submitted a report seeking approval for two additions to the 2014/15 Capital Programme and the approval of two procurement strategies for the delivery of projects in the programme.

9.2 **RESOLVED:** That Cabinet:-

- (a) approves the proposed additions and variations to the Capital Programme, listed in Appendix 1, including the associated procurement strategies and delegates authority to the Director of Commercial Services to award the necessary contracts following stage approval by Capital Programme Group;
- (b) notes that there had been no exercises of delegated authority to vary capital expenditure this month; and
- (c) notes that there had been no approvals under the emergency provisions.

### **9.3 Reasons for Decision**

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

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

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

9.4.1 A number of alternative courses of action are considered as part of the process undertaken by Officers before decisions are recommended to Members. The recommendations made 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.

## **10. RESPONSE TO THE ECONOMIC AND ENVIRONMENTAL WELLBEING SCRUTINY AND POLICY DEVELOPMENT COMMITTEE CYCLING INQUIRY REPORT**

10.1 The Executive Director, Place submitted a report setting out the response to the vision, strategy and the 19 recommendations proposed by the Economic and Environmental Wellbeing Scrutiny and Policy Development Committee's Cycling Inquiry report from the Cabinet Member for Business, Skills and Development.

10.2 **RESOLVED:** That Cabinet:-

- (a) endorses the response to the Economic and Environmental Wellbeing



Scrutiny and Policy Development Committee's Cycling Inquiry report from the Cabinet Member for Business, Skills and Development;

- (b) agrees that the vision for Cycling should be incorporated into the Council's overall vision for Excellent Transport in Sheffield and the recommendations implemented as proposed;
- (c) requests that an updated Sheffield Cycle Action Plan, plan of the strategic cycle network and delivery plan be brought back to Cabinet in June 2015 along with a progress report on delivery of the Cycling Inquiry Report recommendations, subject to identification of resources to produce it; and
- (d) requests that a letter be sent to the Scrutiny and Policy Development Committee thanking them for their work in undertaking the inquiry and the final recommendations which are supported by Cabinet.

### **10.3 Reasons for Decision**

- 10.3.1 The report sets out the response to the vision, strategy and the 19 recommendations proposed by the Economic and Environmental Wellbeing Scrutiny and Policy Development Committee's Cycling Inquiry report from the Cabinet Member for Business, Skills and Development.
- 10.3.2 In order to deliver a number of the recommendations it is proposed that a refreshed Sheffield Cycle Action Plan with a plan of the strategic cycle network and delivery plan is produced and brought to Cabinet for endorsement. At this time it would also be appropriate to update Cabinet on the progress being made in delivering the Cycle Inquiry recommendations.

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

- 10.4.1 An alternative option would have been to not support or implement the vision or recommendations of the Committee's Cycling Inquiry report. The Committee spent a lot of time reviewing evidence and engaging with members of the public and organisations and as such have produced a set of recommendations which should improve the opportunities for cycling in Sheffield.
- 10.4.2 Another alternative option would be to support the recommendations but not produce a refreshed Sheffield Cycle Action Plan, plan of the strategic cycle network and delivery plan or incorporate the vision into the Council's Vision for Excellent Transport in Sheffield. However, this would not result in a coherent approach or enable Cabinet to approve specific actions and associated spend for delivery of the recommendations.

This page is intentionally left blank



## SHEFFIELD CITY COUNCIL Cabinet

---

**Report of:** Economic and Environmental Wellbeing Scrutiny Committee

---

**Date:** 17<sup>th</sup> September 2014

---

**Subject:** Call-In of decision by the Leader of the Council on Statement of Community Involvement

---

**Author of Report:** Matthew Borland, Scrutiny Policy Officer  
[matthew.borland@Sheffield.gov.uk](mailto:matthew.borland@Sheffield.gov.uk)  
0114 27 35065

---

### Summary

This paper reports the outcome of the Scrutiny Committee meeting held on the 28<sup>th</sup> August 2014, where a Call-In on the Statement of Community Involvement was considered.

---

### Recommendations:

That Cabinet:

- a) notes the decision of the Economic and Environmental Wellbeing Scrutiny Committee.

---

### Background Papers:

Report to Leader of the Council, Monday 28<sup>th</sup> July 2014:

<http://sheffielddemocracy.moderngov.co.uk/mglIssueHistoryHome.aspx?IId=14335&Opt=0>

Economic and Environmental Wellbeing Scrutiny Committee – 28<sup>th</sup> August 2014:

<http://sheffielddemocracy.moderngov.co.uk/ieListDocuments.aspx?CIId=136&MIId=5841&Ver=4>

---

**Category of Report:** OPEN

---

## **Called-In Decision – Outcome of Scrutiny Committee Meeting**

### **1. Leader's Decision**

- 1.1. The Executive Director, Place, submitted a report to the Leader of the Council on July 28th 2014 seeking approval for the Statement of Community Involvement (SCI). The SCI outlines how the Council consults on planning applications and planning policy.
- 1.2. The Leader adopted the new Statement of Community Involvement.
- 1.3. The Statement of Community Involvement report was on the Cabinet Forward Plan for August and it was intended that the report would have gone to Cabinet if Cabinet had met in August. However, in order to process the decision the Leader signed off the decision.
- 1.4. On the basis that the report was going to go to Cabinet and was on the Cabinet Forward Plan the outcome of the Scrutiny Committee meeting is reported back to Cabinet, rather than the Leader of the Council. This also ensures the report back takes place in a public meeting.

### **2. Scrutiny**

- 2.1. As per Part 4, section 16 of Sheffield City Council's Constitution, this decision was called in.
- 2.2. The Economic and Environmental Wellbeing Scrutiny Committee met to consider the call-in on the 28<sup>th</sup> August 2014. The Committee heard from the relevant Cabinet Member, Council Officer and Councillors on the Committee. Issues discussed included online services; pre-application consultation; approach for controversial applications; and distributing notification letters to residents and businesses
- 2.3. The Scrutiny Committee:
  - (a) noted the contents of the report now submitted, together with the comments now made and the responses to the questions raised; and
  - (b) agreed to take no action in relation to the called-in decision, but consider whether issues arising from the call-in need to be added to its Work Programme 2014/15.

### **3. Recommendations:**

That Cabinet:

- a) notes the decision of the Economic and Environmental Wellbeing Scrutiny Committee.



## SHEFFIELD CITY COUNCIL Cabinet Report

---

**Report of:** Chief Executive

---

**Date:** 17<sup>th</sup> September 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>
<b><u>Children, Young People and Families</u></b>		
Surriya Chauhdry	Whole School Assistant, Lowfield Primary School	30
Jennifer Evans	Senior Early Years Practitioner	34
Alan Gerard	Application Development Manager	31
Doreen Goldthorpe	Teacher of the Deaf	35
Anne Greatorex	Cleaner, Lydgate Infant School	33
Judith Haughton	Assistant Headteacher, Beighton Nursery Infant School	27
Elizabeth Hearnshaw	Teacher of the Deaf	23
Joseph Henderson-Tang	Teacher of the Deaf	22
Susan Layhe	Early Years Trainer	36
Elizabeth Palmer	Social Worker	32
Victoria Shortland	Teacher of the Deaf	29
Diana Swain	Early Years Childcare Manager	39
Christine Whitehead	Residential Support Worker	20
Vivienne Williams	Pathways to Registration Manager	32
<b><u>Communities</u></b>		
Trevor Back	Senior Practitioner Social Worker	35
Denise Boardman	Library and Information Assistant	31
Jillian Broomhead	Library and Information Assistant	27
Janet Eyre	Service Development Worker	41

<u>Name</u>	<u>Post</u>	<u>Years' Service</u>
Susan Freestone	Local Studies Librarian	29
Jannette Gisher	Library and Information Assistant	24
Sandra Jenkinson	Housing Officer	30
Lesley Morris	Library and Information Assistant	42
Christine Shepherd	PRS Liaison Officer	29
John Smith	Community Development Librarian	34
Tim Sutton	Area Library Manager	34
Rachel Tew	Information Support Assistant	34
Angel Van Rensburg	Library and Information Assistant	36

### **Resources**

Susanne Knight	Information Support Assistant	46
Russell Markham	Assistant Finance Manager	29
Gordon Taylor	Property Officer Workplace Management	39
Steve Warburton	BCIS Transition Project Manager	42

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.

This page is intentionally left blank



## SHEFFIELD CITY COUNCIL



## Cabinet Report

---

**Report of:** Executive Director (Place)

---

**Report to:** Cabinet

---

**Date:** 17 September 2014

---

**Subject:** Disposal of sites for Affordable Homes Programme

---

**Author of Report:** Dave Mason (27 35349)

---

**Key Decision:** YES

---

**Reason Key Decision:** Affects 2 or more wards

---

**Summary:**

The Homes & Communities Agency (HCA) recently announced the initial grant allocations from the Government's Affordable Homes Programme 2015/18 (AHP). Local Registered Providers (RPs) have, with the City Council's support, secured funding for 350 affordable homes in Sheffield (see Appendix A). Only just over half of the AHP funding has been allocated to date, with the remainder to be allocated later through the HCA's Continuous Market Engagement process, for which further schemes will be proposed in Sheffield. Some of the AHP schemes are proposed for Council-owned land.

This report considers the continued disposal of Council sites to RPs in the context of the alternative options, in particular retention for new build council housing. It also examines the evolving lease terms required by RPs, specifically mortgagee exclusion clauses, and recommends that the Council accepts a small measure of risk in order to unlock approximately 20% additional development capacity within the local RP sector.

---

## **Reasons for Recommendations:**

The 2013 Strategic Housing Market Assessment identified an annual requirement for 725 affordable homes in addition to the projected supply. Whilst the Council is embarking on a Stock Increase Programme for Council Housing, the HRA does not have sufficient resources to meet the projected need for affordable housing. Further investment is required from Registered Providers and the HCA.

As grant funding to RPs reduces, they must look to maximise the potential of their existing asset base to realise additional resources for new affordable housing supply. By accepting a small measure of risk in granting RPs' requests for mortgagee exclusion clauses, the Council would increase RP development capacity by 20% at no financial cost to itself.

The Council's emerging Housing Delivery Investment Plan is designed to accelerate total housing delivery across all sectors. Removing restrictions on mortgagees as a barrier to delivery would significantly improve delivery within the social sector.

---

## **Recommendations:**

- R1 That Cabinet notes the ongoing issues regarding securing development finance for affordable housing and supports the principle of assisting Registered Providers where appropriate by offering flexibility around mortgagee exclusion clauses.
- R2 That Cabinet supports the requests from RPs for mortgagee exclusion clauses on the schemes named in Section 6.12 of this report subject in the case of new disposals to the RP entering into an agreement for lease with the lease to be granted upon completion of the construction and that the Director of Capital & Major Projects be authorised to negotiate or renegotiate terms for the leases as appropriate and to instruct the Director of Legal and Governance to complete the necessary legal documentation.
- R3 That the Director of Capital & Major Projects, in consultation with the Director of Regeneration & Development Services and the Cabinet Member for Homes and Regeneration, in relation to social housing sites that have previously been disposed of by way of a long lease, be authorised to consider and where appropriate agree future requests from Registered Providers to vary the terms of those leases to include mortgagee exclusion clauses and to instruct the Director of Legal and Governance to complete the necessary legal documentation.

---

## **Background Papers:**

---

**Category of Report:** OPEN

## Statutory and Council Policy Checklist

<b>Financial Implications</b>
NO    Cleared by: Paul Schofield
<b>Legal Implications</b>
YES    Cleared by: David Blackburn
<b>Equality of Opportunity Implications</b>
YES    Cleared by: Ian Oldershaw
<b>Tackling Health Inequalities Implications</b>
NO
<b>Human Rights Implications</b>
NO
<b>Environmental and Sustainability implications</b>
NO
<b>Economic Impact</b>
NO
<b>Community Safety Implications</b>
NO
<b>Human Resources Implications</b>
NO
<b>Property Implications</b>
YES
<b>Area(s) Affected</b>
ALL
<b>Relevant Cabinet Portfolio Lead</b>
Cabinet Member for Homes and Regeneration
<b>Relevant Scrutiny Committee</b>
Safer and Stronger Communities
<b>Is the item a matter which is reserved for approval by the City Council?</b>
NO
<b>Press Release</b>
YES

## **REPORT TO CABINET**

### **DISPOSAL OF SITES FOR THE AFFORDABLE HOMES PROGRAMME**

#### **1.0 SUMMARY**

- 1.1 The Homes & Communities Agency (HCA) recently announced the initial grant allocations from the Government's Affordable Homes Programme 2015/18 (AHP). Local Registered Providers (RPs) have, with the City Council's support, secured funding for 350 affordable homes in Sheffield (see Appendix A). Only just over half of the AHP funding has been allocated to date, with the remainder to be allocated later through the HCA's Continuous Market Engagement process, for which further schemes will be proposed in Sheffield. Some of the AHP schemes are proposed for Council-owned land.
- 1.2 This report considers the continued disposal of Council sites to RPs in the context of the alternative options, in particular retention for new build council housing. It also examines the evolving lease terms required by RPs, specifically mortgagee exclusion clauses, and recommends that the Council accepts a small measure of risk in order to unlock approximately 20% additional development capacity within the local RP sector.

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

- 2.1 The 2013 Strategic Housing Market Assessment identified an annual shortfall of 725 homes within Sheffield, in addition to those already projected to be provided through the Affordable Homes Programme. Assisting local Registered Providers in maximising their development capacity will help narrow this gap.

#### **3.0 OUTCOME AND SUSTAINABILITY**

- 3.1 The recommended approach regarding mortgagee exclusion clauses would enable RPs to continue to generate development finance to deliver further affordable housing to help meet projected future need.

#### **4.0 AFFORDABLE HOMES PROGRAMME**

- 4.1 For many years, the Council has worked with local housing associations, currently known as Registered Providers, to secure capital funding from the Government for new affordable housing. Over the last 30 years since the Council ceased to build houses on a significant scale, most of the new social housing built in Sheffield has been provided by housing associations on land sold to them by the City Council at a nominal value.
- 4.2 However, with the arrival of the self-financing Housing Revenue Account and plans developing for a programme of new build Council housing, disposal of Council land to Registered Providers is no longer the default option for affordable housing delivery on Council-owned land. Now, where there is a proposal to dispose of land at nominal value to facilitate social

housing, this must be evaluated against the alternative of retaining for new Council housing.

## **5.0 DISPOSAL TO RPs vs NEW COUNCIL HOUSING**

5.1 Now that the Council is in a position to develop new housing again, the advantages of retention of land for Council housing are clear. Firstly, the Council maintains full control of the social housing asset, both its design and its use during its lifetime. Secondly, the Council retains the value of the property asset, both the land that the houses are built on and the homes themselves, which will generate income for the Housing Revenue Account. However, with an identified shortfall of 725 affordable homes each year, it is necessary to maximise the potential funding streams for affordable housing coming into the city, whether from the Council's HRA or local RPs bringing in their own funding along with HCA grant.

5.2 In this context, the question is not whether one route is preferable to the other, but how best to employ all of the available resources to maximise affordable housing delivery. This is being considered as part of the emerging Housing Delivery Investment Plan, which will outline the proposed delivery routes for all tenures on key housing sites across the city. The answer for affordable housing depends on a variety of factors, including location, ease of neighbourhood management, specialisms of different providers, tenure mix, site assembly and the relative consequences of Right to Buy set against the Right to Acquire.

5.3 The housing association equivalent of the Right to Buy is the Right to Acquire, for which there is a fixed discount of £10,000 (in Sheffield). Under Right to Buy, the minimum discount on Council properties is 35% after 5 years as a qualifying tenant, rising to a maximum of 70%, capped at £77,000, over a further 35 year period. The 'cost-floor rule' means that, for the first 15 years after completion, a Council tenant cannot purchase their home for less than it cost to build, but after 15 years the appropriate discount will be applied.

5.4 The discount available on Council homes through Right to Buy is significantly more generous than that available on housing association properties under Right to Acquire. Therefore, despite the cost-floor rule, if the Council builds properties rather than an RP, it is more likely that those units will eventually be bought by tenants and lost to the social sector. This needs to be balanced against RPs' recent requests for mortgagee exclusion clauses in leases from the Council.

## **6.0 FINANCING AFFORDABLE HOUSING**

6.1 Commonly, RPs do not borrow against properties they are planning to build in order to finance the building of them. More often, they use borrowing secured in advance, against their existing stock, to fund the development of new properties. Given that grant funding rates have more than halved in recent years, RPs need to "sweat their assets" and maximise borrowing to continue developing. Therefore, in order to

maintain their development capacity, RPs need to ensure that any new properties they build can themselves be borrowed against to fund future development. They also need to ensure that the money they can raise against those properties is maximised and the cost of finance is reduced as far as possible.

### **Valuations of social housing**

- 6.2 The higher the value given to a social housing property by a lender, the more the RP can borrow against it, and so the more additional properties they are able to develop using the borrowing raised. Therefore, it is in RPs' interest to secure a higher valuation for their stock.
- 6.3 Social housing is generally valued at either EUV-SH (Existing Use Value – Social Housing) or MV-STT (Market Value – Subject To Tenancy). The latter is still significantly less than Open Market Value, because it is subject to the lifetime tenancy held by the resident. However, it is significantly higher than EUV-SH.
- 6.4 Whether the lender ascribes EUV-ST or MV-STT to a property depends on the terms under which that property is held by the RP – for example, the terms of a long lease of the land from the Council. The key factor is the freedom that the lender has to dispose of the property in the unlikely event that the RP defaults on its loan. If there is an unconditional restriction on the use of the property as social housing that continues to apply in that event, then the lender will not generally ascribe anything more than EUV-SH, thus limiting the RP's development capacity.
- 6.5 In order to lend at MV-STT, lenders require a mortgagee exclusion clause that allows them to dispose of the property with minimal conditions in the event that they take possession. Therefore, RPs seek to include clauses within their leases from local authorities that do not commit a mortgagee in possession to the continued provision of social housing.
- 6.6 There are a variety of mortgagee exclusion clauses: some are absolute clauses that permit the mortgagee to dispose of the property on the open market (albeit with a sitting tenant on a lifetime tenancy); others are conditional clauses that require the mortgagee to first seek to dispose of the property to another RP (at a price that covers the outstanding debt) or have some sort of clawback provision for the local authority.

### **Consultation with local RPs**

- 6.7 Officers have consulted with local RPs and their legal and financial advisors regarding the changing funding environment for affordable housing. The key point to emerge is that with grant funding diminishing it has become ever more critical to secure MV-STT valuations for their stock. The feedback is that this increases development capacity by around 20% compared to the lower valuation and that, therefore, getting the lease agreement right is crucial to future development.
- 6.8 The RPs were asked about the lease conditions that the Council might impose and how these would be viewed by lenders. The answers differed

slightly between RPs depending on the advice they have received from their respective consultants. Some were advised that only an absolute mortgagee exclusion clause would suffice, whereas others were told that certain minor conditions, such as a requirement to first attempt to find another Registered Provider to take the property on, would still allow an MV-STT valuation.

6.9 The common theme, though, was that the lending market has seen and continues to see significant tightening with lenders less and less willing to lend, at all, against properties that carry any restrictive covenants that would affect a mortgagee in possession. So, whilst it may currently be possible to secure borrowing from some lenders, even at MV-STT valuations, with a conditional mortgagee exclusion clause, the only way for an RP to 'future-proof' its stock and ensure that new properties will be mortgageable in the future is to secure an absolute mortgagee exclusion clause.

6.10 If RPs are unable to negotiate the desired flexibility for their future lenders then they cannot be sure that they will be able to attract future development finance. It is, therefore, a significant risk for a developing RP to move forward with a scheme financed by borrowing against existing stock without the knowledge that the new scheme will itself be able to sustain future borrowing and development.

6.12 The Council has also been approached by a number of local RPs seeking to renegotiate the terms of existing leases in order to realise the full borrowing potential of those units to bring forward additional affordable housing supply. These include:

- Yorkstone Close, Wybourn (Great Places)
- Adlington Phase 1, Parson Cross (Great Places)
- Sevenfields, Wisewood (Pennine)

The following leases have yet to be agreed but the RPs have again requested a mortgagee exclusion clause, which could not happen under the existing Cabinet authority for their disposal:

- Catherine Street, Burngreave (Arches)
- Hazlehurst/Chantrey, Jordanthorpe (SYHA)
- Cricket Inn Phase 2, Wybourn (Great Places)
- Maltravers Way, Wybourn (Great Places)

## **7.0 ANALYSIS OF BENEFITS AND RISKS**

7.1 In order to decide whether to grant RPs' requests for mortgagee exclusion clauses, the Council must consider the benefits to be gained against the risk of the worst-case scenario. That scenario is that an RP becomes insolvent (or otherwise defaults on its loan) and that RP's lender disposes of the property to a non-RP, which leads to the loss of the property from the social sector. This could be fairly long term, if the default occurs after completion and occupation of the development (i.e. the loss would only occur once the sitting social tenant's lifetime tenancy comes to an end), but could happen immediately if the default occurs prior to completion of

the development.

- 7.2 There are demonstrable benefits that would arise from the inclusion of mortgagee exclusion clauses. Take the schemes named in 6.12 as an example: these together comprise 201 units of social housing, currently likely to be valued at EUV-SH for charging purposes. If we assume an average open market value of £100k, then the corresponding values for charging purposes might be approximately:

EUV-SH = £47k

MV-STT = £64k

Assuming that the lender requires 110% security cover for EUV-SH and 125% for MV-STT (these figures do vary) the amount that could be borrowed against the different values would then be as follows:

EUV-SH = £42.7k

MV-STT = £51.2k

Multiplied across all the units in schemes, the total borrowing potential would be:

EUV-SH = £8.583m

MV-STT = £10.291m

Difference = £1.708m

Therefore, given the assumptions above, simply by accepting a mortgagee exclusion clause on these schemes and so allowing the stock to be valued at MV-STT, the Council would effectively create an extra £1.708m of affordable housing funding, which, when combined with further HCA grant, might equate to another 15-20 homes at no extra cost to the Council.

- 7.3 Set against this benefit is, firstly, the risk that an RP becomes insolvent (or otherwise defaults on its loan). The social housing sector is highly-regulated and considered a low-risk sector for lenders. Maintaining that position has become critical to the sector's continued access to relatively low-cost development finance. As such, on the rare occasions when RPs have experienced financial difficulties, the HCA as regulator has always stepped in to prevent the situation escalating, as to allow one RP to go under would have an extremely detrimental effect on the rest of the sector. Therefore, it is considered highly unlikely that an RP would become insolvent. It is also considered unlikely that an RP would otherwise default on its loan, as again the HCA would seek to intervene. However, whilst the risk is low, there is no absolute guarantee that the HCA would step in or that they would be successful in averting the default.
- 7.4 Secondly, in the unlikely event that the RP should default and a mortgagee takes possession, there is the risk that the property would be sold to a non-RP. If this happens after the development has been completed and the properties occupied, the risk of an adverse impact is relatively low. The property may be sold to a non-RP who eventually disposes of the property on the open market once the sitting tenant's lifetime tenancy ends. However, in this scenario, it is likely that the



property would form part of a larger portfolio, and the lender's priority would be to recoup its costs and move on as quickly as possible. As such, they would be looking for a buyer for a portfolio of multiple social housing properties, all with sitting tenants on lifetime social tenancies. Outside of the established social housing sector, there would be limited interest in taking on such a portfolio, and so the probability is that, even if sold on the open market, the property would be sold to an RP, although clearly this would not be guaranteed.

7.5 If, however, the default occurs prior to completion of the development, there is a significant risk that the property could be sold to a non-RP who would be free to deal with the property as it sought fit as it would not be burdened by the occupation of the property by sitting tenants. The construction phase of the development is also the most risky phase as that is the point at which the financial exposure is the greatest, along with the inherent risks of dealing with a construction project, such as long periods of adverse weather, other delays, contractor insolvency etc. This potential can be minimised by granting the original purchasing RP an agreement for lease, with the grant of the actual lease only being made once the development has been completed. The risk of the RP defaulting between completion and occupation still remains, but it is unlikely in this short period.

7.6 In summary, whilst the worst-case scenario outlined in 7.1 cannot be ruled out, it requires two unlikely events to occur and is set against the benefits outlined in 7.2. The risk can be mitigated by an agreement for lease as described in 7.5, as well as by the standard checks on a Registered Provider's status that the Council carries out before entering into a lease.

## **8.0 LEGAL IMPLICATIONS**

8.1 The Secretary of State has issued a general consent under section 25 of the Local Government Act 1988 which is for the disposal of land to registered providers of social housing and is given on condition, among others, that any housing accommodation developed on the land is to be let by the RP as social housing. The consent provides that this condition need not be binding on any mortgagee of the land or any person whose title is derived through such a mortgagee.

8.2 The local authority must consider on a case by case basis whether or not it wishes a mortgagee in possession to be bound by this condition since the effect is that the land may ultimately fail to be used in accordance with the terms approved in the decision to dispose.

## **9.0 FINANCIAL IMPLICATIONS**

9.1 The financial implications of disposing of sites at 6.12, and others, to RPs at less than market value were addressed in the original reports to Cabinet recommending their disposal. There are no direct financial implications for the Council arising from the recommendations to include mortgagee exclusion clauses in the leases for those sites. In the event of

the worst-case scenario outlined in 7.1, it is possible that a purchaser could eventually extract the value from the site that the Council originally gave up in order to enable social housing. However, as explained in Section 7, this risk is remote and outweighed by the benefits of the additional development capacity created by the insertion of the clauses. Any fees resulting from lease renegotiations would be payable by the leaseholder (i.e. the RPs).

## **10.0 EQUALITIES IMPLICATIONS**

10.1 Fundamentally this proposal is equality neutral, affecting all local people the same regardless of age, sex, race, faith, disability, sexuality, etc. However, it should be positive for the less well off and financially excluded due to unlocking approximately 20% additional development capacity within the local Registered Providers sector. This should also prove positive for community cohesion. No negative equality impacts have been identified.

## **11.0 ALTERNATIVE OPTIONS CONSIDERED**

11.1 The refusal of RPs' requests for mortgagee exclusion clauses would absolutely protect the ongoing social housing status of any social housing built by RPs on Council land. However, it would not increase the available funding for social housing and may lead to some RPs ceasing to develop in Sheffield.

## **12.0 REASONS FOR RECOMMENDATIONS**

12.1 The 2013 Strategic Housing Market Assessment identified an annual requirement for 725 affordable homes in addition to the projected supply. Whilst the Council is embarking on a Stock Increase Programme for Council Housing, the HRA does not have sufficient resources to meet the projected need for affordable housing. Further investment is required from Registered Providers and the HCA.

12.2 As grant funding to RPs reduces, they must look to maximise the potential of their existing asset base to realise additional resources for new affordable housing supply. By accepting a small measure of risk in granting RPs' requests for mortgagee exclusion clauses, the Council would increase RP development capacity by 20% at no financial cost to itself.

12.3 The Council's emerging Housing Delivery Investment Plan is designed to accelerate total housing delivery across all sectors. Removing restrictions on mortgagees as a barrier to delivery would significantly improve delivery within the social sector.

## RECOMMENDATIONS

- R1 That Cabinet notes the ongoing issues regarding securing development finance for affordable housing and supports the principle of assisting Registered Providers where appropriate by offering flexibility around mortgagee exclusion clauses.
- R2 That Cabinet supports the requests from RPs for mortgagee exclusion clauses on the schemes named in Section 6.12 of this report subject in the case of new disposals, to the RP entering into an agreement for lease with the lease to be granted upon completion of the construction and that the Director of Capital & Major Projects be authorised to negotiate or renegotiate terms for the leases as appropriate and to instruct the Director of Legal and Governance to complete the necessary legal documentation.
- R3 That the Director of Capital & Major Projects, in consultation with the Director of Regeneration & Development Services and the Cabinet Member for Homes and Regeneration, in relation to social housing sites that have previously been disposed of by way of a long lease, be authorised to consider and where appropriate agree future requests from Registered Providers to vary the terms of those leases to include mortgagee exclusion clauses and to instruct the Director of Legal and Governance to complete the necessary legal documentation.

## Appendix A

### Initial allocations from the 2015/18 Affordable Homes Programme

Registered Provider	Scheme	Land Ownership	No. of homes
Guinness Northern Counties	Cricket Inn Road, Hyde Park	Private	36
Guinness Northern Counties	Portland Road, Beighton	Private	12
South Yorkshire HA	Seaton Crescent, Manor Park	SYHA	28
Sanctuary HA	Paper Mill Road, Shiregreen	Sanctuary / Private	10
Sanctuary HA	Woolley Wood Road, Shiregreen	Sanctuary	46
Sanctuary HA	Sheffield Indicative (sites tbc – probably in Arbourthorne)	TBC probably SCC	50
Great Places HA	Darnall Works	SCC / Private	50
Great Places HA	Sheffield Housing Company Phase 2 (various sites)	Private	25
Pennine Housing	Fairfax Road, Manor	Private	48
Sheffield City Council	Long Term Empty Acquisitions	Private	45
		<b>TOTAL</b>	<b>350</b>



## Cabinet Report

---

**Report of:** Executive Director, Resources

---

**Report to:** Cabinet

---

**Date:** 17 September 2014

---

**Subject:** Revenue and Capital Budget Monitoring 2014/15 – As at 30 June 2014

---

**Author of Report:** Allan Rainford (ext. 35108)

---

**Key Decision:** YES

---

**Reason Key Decision:** Expenditure/savings over £500,000

---

**Summary:**

This report provides the month 3 monitoring statement on the City Council's Revenue and Capital Budget for 2014/15.

---

**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 84 of the main report for the recommendations.

---

**Background Papers:**

---

**Category of Report:** OPEN

---

## Statutory and Council Policy Checklist

<b>Financial Implications</b>
YES Cleared by: Andrew Eckford
<b>Legal Implications</b>
NO
<b>Equality of Opportunity Implications</b>
NO
<b>Tackling Health Inequalities Implications</b>
NO
<b>Human Rights Implications</b>
NO
<b>Environmental and Sustainability implications</b>
YES/NO
<b>Economic Impact</b>
NO
<b>Community Safety Implications</b>
NO
<b>Human Resources Implications</b>
NO
<b>Property Implications</b>
NO
<b>Area(s) Affected</b>
<b>Relevant Cabinet Portfolio Lead</b>
<b>Relevant Scrutiny Committee</b>
Overview and Scrutiny Management Committee
<b>Is the item a matter which is reserved for approval by the City Council?</b>
NO
<b>Press Release</b>
NO

## REVENUE BUDGET & CAPITAL PROGRAMME MONITORING AS AT 30 JUNE 2014

### Purpose of the Report

1. This report provides the Month 3 monitoring statement on the City Council's Revenue Budget and Capital Programme for June. The first section covers Revenue Budget Monitoring and the Capital Programmes are reported from paragraph 60.

### Revenue Budget Monitoring

#### Summary

2. At month 2 the overall Council position was for a potential overspend of £11.1m. This largely reflected areas where action is intended to be taken to implement corrective action but where the forecasts of managers do not yet reflect this. The position at month 3 is largely unchanged, with a forecast potential overspend of £11.4m to the year end. This is summarised in the table below:

Portfolio	Forecast Outturn £000s	FY Budget £000s	FY Variance £000s	Movement from Month 2
CYPF	71,543	71,138	405	↔
COMMUNITIES	161,834	155,965	5,869	↔
PLACE	165,352	161,234	4,118	↑
POLICY, PERFORMANCE & COMMUNICATION	2,700	2,586	114	↔
RESOURCES	84,259	83,091	1,168	↑
CORPORATE	(474,261)	(474,014)	(247)	↓
<b>GRAND TOTAL</b>	<b>11,427</b>	<b>-</b>	<b>11,427</b>	<b>↑</b>

3. In terms of the main variations since month 2 these are due to the following:
  - Place are forecasting an adverse movement of £240k due to risks on achieving contract savings and further shortfalls in income.
  - Resources are forecasting an adverse movement of £385k, £130k of which is due to additional costs in Transport and Facilities Management, as well as minor variations elsewhere in the portfolio.

## Individual Portfolio Positions

### Children Young People And Families (CYPF)

#### Summary

4. As at month 3 the Portfolio is forecasting a full year outturn of an over spend of £405k on cash limit, and DSG is forecast to be underspent position of £29k. The key reasons for the forecast outturn position are:
- **Business Strategy:** £173k forecast reduction in spending, £110k in Bus Passes due to demand, offset by anticipated additional income to that budgeted on Education Services Grant (ESG) £200k due to timing of the Academy conversions programme and £120k in DSG Management Reviews due to reduced level of pump priming for Vulnerable Groups with activity now being picked up by schools.
  - **Children and Families:** £618k forecast overspend, £131k over spend in Placements, £238k overspend in Management and Central Support due to delay in the Business Support MER, £152k overspend in Legal Fees (conservative estimate based on previous year's trends) and £488k overspend in Adoption due to investment in inter agency fees, this is as a result of the Government's agenda with regard to Adoption Reform. These overspends are being partially offset by under spends, for instance £243k Citywide Contracts to effective integration of Early Years and Multi Agency Support Team and achievement of commissioning strategy, as well as minor reductions in spend elsewhere across the service. The service is reviewing activities and funding streams to find mitigating action to offset the remaining over spend.
  - **DSG Budgets:** £142k reduction in spend in Business Strategy due to 2 Year Old FEL which reflects the level of take up. £122k overspend in Inclusion and Learning overall, £562k in Banded Funding and £181k Independent Placements due to demand pressures, partially offset by reduction in spend on In City SEN Provision £596k.



**Financials (Non – DSG activity)**

Service	Forecast Outturn £000s	FY Budget £000s	FY Variance £000s	Movement from Month 2
BUSINESS STRATEGY	(2,602)	(2,429)	(173)	↓
CHILDREN & FAMILIES	61,607	60,989	618	↑
INCLUSION & LEARNING SERVICES	2,665	2,705	(40)	↔
LIFELONG LEARN, SKILL & COMMUN	9,873	9,873	-	↔
<b>GRAND TOTAL</b>	<b>71,543</b>	<b>71,138</b>	<b>405</b>	<b>↔</b>

**Commentary**

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

**Non DSG Budgets****Business Strategy**

6. As at month 3, Business Strategy is currently forecasting a reduction in spend of £173k relating to cash limit. This is an improved position of £208k from the previous month.
7. The improvement this month is due to a reduction in overspend £82k against Bus Passes due to the inclusion of Extended Rights to Free Travel Grant approval requested on the Month 2 report and £120k against DSG Management Reviews due to reduced level of pump priming for Vulnerable Groups with activity now being picked up by schools.

**Children & Families**

8. As at month 3, Children and Families is currently forecasting an overspend of £618k (shown in the table above) relating to cash limit. This is an adverse movement of £181k from the previous month.
9. The worsened position is due to Adoption £235k having increased numbers on Adoption Special Guardianship Orders and Inter Agency, re-evaluation of the Fieldwork Services forecast including Permanence and Throughcare £318k, partially offset by the underspend in Early Years £246k due to effective integration of Early Years and Multi Agency Support Team and appropriate commissioning strategy for external contracts and other minor movements.

**Place****Summary**

10. As at month 3 the Portfolio is forecasting a full year outturn of a £4.1m overspend, an adverse movement of £200k from the month 2 position. The key reasons for the forecast outturn position are:

- **Business Strategy & Regulation:** £1.1m forecast overspend largely due to risks associated with contract negotiations to deliver the full £3.3m waste management savings in the 2013/14 and 2014/15 Budgets.
- **Capital & Major Projects:** £1m forecast overspend due to income and cost pressures within the commercial property of £500k and markets of £500k.
- **Culture & Environment:** £499k forecast overspend largely due to potential income losses on the Sheffield Arena which is operated by SIV.
- **Regeneration & Development Services:** £1.4m over budget due to a combination of shortfalls in forecast income of £700k and planned contract savings of £400k, together with staff costs forecast above budget of £300k.

All directors are reviewing current spending plans and are preparing options to reduce the overspend which will be reported in the Month 4 forecast.

## Financials

Service	Forecast Outturn £000s	FY Budget £000s	FY Variance £000s	Movement from Month 2
BUSINESS STRATEGY & REGULATION	29,463	28,381	1,082	↑
CAPITAL & MAJOR PROJECTS	1,310	260	1,050	↑
CREATIVE SHEFFIELD	2,685	2,685	-	↔
CULTURE & ENVIRONMENT	45,044	44,545	499	↓
MARKETING SHEFFIELD	914	777	137	↔
PLACE PUBLIC HEALTH	(1)	0	(1)	↔
REGENERATION & DEVELOPMENT SER	85,937	84,586	1,351	↓
<b>GRAND TOTAL</b>	<b>165,352</b>	<b>161,234</b>	<b>4,118</b>	<b>↑</b>

## Commentary

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

### Business Strategy & Regulation

12. The forecast for this activity is an overspend of £1.1m, an adverse movement of £447k this period. This reflects an assumed £1.1m risk pending agreement with the Contractor on new terms to reflect the revised waste collection arrangements. Further cost pressures have been absorbed to date, through one-off savings / additional income including the finalisation of the prior year sale of heat income due to the council.

13. Work is progressing on developing further the range of options for negotiation with the contractor with a view to implementation by October. Should there be slippage on this timescale this may result in a further adverse movement.

### Capital & Major Projects

14. The forecast for this activity is an overspend of £1m, an adverse movement this period of £102k. The adverse forecast primarily reflects projected shortfalls in income within commercial property for reduced rent of £320k and disposal fees and markets of £376k.
15. There may be further risk here if more market traders leave once the full rents are demanded. The business model for the market is under review as is the balance between rent and service charges to traders.

### Culture & Environment

16. The forecast for this activity is an overspend of £499k, an improvement of £142k this period. The forecast includes provision for a deficit of £564k in relation to potential income losses on the Sheffield Arena which is operated by SIV, offset to some extent by cost reductions now being forecast across the whole service. However, the Director is working with SIV to confirm mitigating options.

### Regeneration & Development Services

17. The forecast for this activity is an overspend of £1.4m, an improvement of £211k this period, largely due to forecast cost reductions within the Highways service. The position reflects a combination of shortfalls in forecast income of £700k and planned contract savings of £400k, together with staff costs forecast above budget of £300k.
18. A key strand of the 2014/15 business plan is to deliver £4.2m reductions in contract spend on the ITA levy and Streets Ahead Programme. Almost 80% of the target savings have been delivered and the remaining shortfall is to a large extent mitigated by other favourable variances within income and costs across the rest of the service.

### Communities

#### Summary

19. As at month 3 the Portfolio is forecasting a full year outturn of £5.9m overspend. The key reasons for the forecast outturn position are:
  - **Business Strategy:** Executive & Portfolio-wide Services are forecasting to be £391k overspent. This is primarily due to reduced

budgets for Portfolio Senior Management and PA and Business Support, which reflect agreed 2014/15 budget savings. Some of these overspends are offset by savings in other areas across the Portfolio. The Finance Service is working with the Portfolio to move budgets in line with the re-structure to address this.

- Care and Support:** There are ongoing pressures and issues in Adult Social Care primarily relating to care purchasing budgets. These budgets are currently the focus of recovery action led by the Adult Social Care Savings Board, overseeing several initiatives to contain the overall cost of care purchasing. Significant improvements have been made in the Adults Service which is forecasting a relatively small overspend of around £100k by year end. However significant overspends are forecast within the Learning Disabilities Service (currently standing at £4.9m overspent) relating to care purchasing and in-house care provision.
- Commissioning:** This service has a forecast overspend of £289k due mainly to cost pressures in Mental Health Partnership budgets; specifically an increase in Pension liabilities and an agreed share of SHSCT unachieved savings dating back to 2013/14. A joint plan is being implemented to mitigate these unachieved savings.
- Community Services:** Forecast overspend of £162k due to a prudent assessment of financial risks across the service pending corrective action which will be reflected in next month's forecast.

## Financials

Service	Forecast Outturn £000s	FY Budget £000s	FY Variance £000s	Movement from Month 2
BUSINESS STRATEGY	2,410	2,019	391	↔
CARE AND SUPPORT	118,158	113,131	5,027	↑
COMMISSIONING	32,367	32,078	289	↔
COMMUNITY SERVICES	8,899	8,737	162	↔
<b>GRAND TOTAL</b>	<b>161,834</b>	<b>155,965</b>	<b>5,869</b>	↔

## Commentary

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

### Care and Support

21. An adverse movement of £294k in our forecast income for the year. This is the result of forecast reductions in the contributions that service users make to the cost of their care, partially offset by increased funding from the CCG's Continuing Health Care budget. We are investigating why

service user contributions have fallen by more than we expected and will continue to refine and update our forecasts over the year.

## Resources

### Summary

22. As at month 3 the Portfolio is forecasting a full year outturn of an overspend of £1.2m, an adverse movement of £385k from the month 2 position. The key reasons for the forecast outturn position are:
- **Business Change & Information Solutions:** £227k overspend due in the main to a £115k under recovery of traded income and a budget reduction of £134k for iOTP savings that is not achievable.
  - **Commercial Services (savings):** £182k overspend due to reduced forecast income from cashable procurement savings.
  - **Customer Services:** £365k overspend in Customer Services due to ongoing ICT cost issues.
  - **Transport & Facilities Management:** £219k overspend due in the main to unfunded increased pension costs of £49k as a result of a change to pension regulations in the treatment of overtime and £152k of unfunded costs in relation to Howden House following a Unitary Charge Indexation uplift that was not anticipated in the model.

## Financials

Service	Forecast Outturn £000s	FY Budget £000s	FY Variance £000s	Movement from Month 2
BUSINESS CHANGE & INFORMATION SOLUTIONS	590	363	227	↔
COMMERCIAL SERVICES	925	866	59	↔
COMMERCIAL SERVICES (SAVINGS)	(1,269)	(1,451)	182	↔
CUSTOMER SERVICES	3,523	3,158	365	↔
FINANCE	5,434	5,441	(7)	↔
HUMAN RESOURCES	2,664	2,744	(80)	↔
LEGAL SERVICES	3,395	3,322	73	↔
RESOURCES MANAGEMENT & PLANNING	1,096	1,110	(14)	↔
TRANSPORT AND FACILITIES MGT	41,564	41,345	219	↑
<b>TOTAL</b>	<b>57,922</b>	<b>56,898</b>	<b>1,024</b>	<b>↑</b>
CENTRAL COSTS	25,542	25,466	76	↑
HOUSING BENEFIT	795	727	68	↔
<b>GRAND TOTAL</b>	<b>84,259</b>	<b>83,091</b>	<b>1,168</b>	<b>↑</b>

### Commentary

23. The following commentary concentrates on the key change from the previous month.

#### Transport & Facilities Management

24. An adverse movement of £130k from the previous month due to the increased unitary charge costs for Howden House.

### Policy, Performance and Communications

#### Summary

25. As at month 3 the Portfolio is forecasting a full year outturn of an overspend of £114k, an improvement of £10k from the month 2 position. The key reasons for the forecast outturn position are:

- £22k overspend in CEX office due to LGYH costs.
- £94k overspend in Electoral registration due to the costs of canvas staff and IT support costs.

#### Financials

Service	Forecast Outturn £000s	FY Budget £000s	FY Variance £000s	Movement from Month 2
ACCOUNTABLE BODY ORGANISATIONS	3	0	3	↔
POLICY, PERFORMANCE & COMMUNICATION	2,832	2,721	111	↔
PUBLIC HEALTH	(135)	(135)	0	↔
<b>GRAND TOTAL</b>	<b>2,700</b>	<b>2,586</b>	<b>114</b>	<b>↔</b>

### Corporate items

#### Summary

26. The month 3 forecast position for Corporate budgets is a £247k reduction in spend, an improvement of £286k from the month 2 position. The key reason for the forecast outturn position is a reduction in spend of £215k on capital financing costs.

#### Financials

Service	Forecast Outturn £000s	FY Budget £000s	FY Variance £000s	Movement from Month 2
CONSOLIDATED LOANS FUND	37,494	37,709	(215)	↓
CORPORATE TRANSACTIONS	(511,755)	(511,723)	(32)	↑
<b>GRAND TOTAL</b>	<b>(474,261)</b>	<b>(474,014)</b>	<b>(247)</b>	<b>↓</b>

## New Homes Bonus Fund

27. The position on the New Homes Bonus Fund is as follows:

		£m
Income	Reserves as at 1/04/14	-5.1
	2014/15 NHB Grant Received	-1.9
	14/15 Anticipated NHB Grant	<u>-4.5</u>
	<b>Total Income</b>	<u><b>-11.5</b></u>
Expenditure	2014/15 Spend to date at Month 3	0.6
	Forecast to Year End	4.8
	Future Years' Commitments	<u>1.9</u>
	<b>Total Expenditure</b>	<u><b>7.3</b></u>
	<b>Funds Available for Investment</b>	<u><u><b>-4.2</b></u></u>

28. The £0.2m spend in the period was mainly on cycle ways between Park Square and Norfolk Park and improving the public realm and shop fronts at Spital Hill and Darnall respectively.

29. If the anticipated New Homes Bonus arrives this year there will be £4.2m of funds available for investment in other projects.

## Housing Revenue Account

30. The 2014/15 HRA Budget as reported to Cabinet on 15<sup>th</sup> January 2014 was based on an assumed in year surplus of £7.4m which was to be used to fund the HRA future capital investment programme. The budget has now been adjusted to take into account the approved carry forward of £0.8m mainly in relation to Going Local, Access to Housing Allocations and Choice Based Lettings software. In addition, a number of budgets have been updated for known changes with regards to welfare reform, revenue costs associated with the stock increase programme and reduced Housing Related Support funding for the High Support service. In the main these have been offset by updated rental income revisions. The overall effect is a revised budget surplus of £6.9m which is to be used to fund the capital programme as shown in the table below.

31. As at month 3 the full year forecast outturn position is a £2.4m improvement from budget. The areas contributing to the improvement are a forecast reduction of £280k in capital financing costs due to a small reduction in the interest rate, lower than budgeted for bad debt provision mainly resulting from revised predictions of year-end debt bandings of

£220k and a saving of £124k on repairs. The main area of saving is a forecast £1.5m overall reduction in running costs primarily due to staff vacancies and lower than expected recharges to the HRA budget. A forecasted increase of £186k in rental income and £66k in other income is predicted at this stage.

HOUSING REVENUE ACCOUNT (EXC COMMUNITY HEATING)	FY Outturn £000's *	FY Budget £000's *	FY Variance £000's *
1.RENTAL INCOME	(149,856)	(149,670)	(186)
2.OTHER INCOME	(4,784)	(4,718)	(66)
3.FINANCING & DEPRECIATION	52,531	52,811	(280)
4.OTHER CHARGES	5,551	5,771	(220)
5.REPAIRS	36,874	36,998	(124)
6.TENANT SERVICES	50,356	51,883	(1,527)
7.CONT TO CAPITAL PROG	6,925	6,925	0
<b>TOTAL</b>	<b>(2,403)</b>	<b>0</b>	<b>(2,403)</b>

\*subject to roundings

### Community Heating

32. The budgeted position for Community Heating is a draw down from Community Heating reserves of £348k. As at month 3 the forecast position is a draw down from reserves of £418k resulting in an increase in expenditure of £70k at this stage.

COMMUNITY HEATING	FY Outturn £000's *	FY Budget £000's *	FY Variance £000's *
INCOME	(3,278)	(3,440)	162
EXPENDITURE	3,696	3,788	(92)
<b>Grand Total</b>	<b>418</b>	<b>348</b>	<b>70</b>

### Corporate Financial Risk Register

33. The Council maintains a Corporate Financial Risk Register which details the key financial risks facing the Council at a given point in time. The most significant risks are summarised in this report for information together with a summary of the actions being undertaken to manage each of the risks.



## Corporate Risks

### 2014/15 Budget Savings & Emerging Pressures

34. There will need to be robust monitoring in order to ensure that the level of savings required for a balanced budget in 2014/15 are achieved, especially given the cumulative impact of £240m of savings over the last four years (2011-15), and furthermore the backdrop of even larger reductions in Government grant in 2015/16.
35. Whilst preparing the budget, officers have identified numerous pressures which, if left unchecked, could lead to significant overspends in 2014/15 and beyond. The following pressures have been highlighted because they present the highest degree of uncertainty.
36. 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. In March the South Yorkshire Pensions Authority determined the annual deficit contribution for the next three years. An additional budget provision of £9m was 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. A surplus on the Kier pension pot set up to manage pension risk may be available to smooth the impact to some extent.
37. 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.
38. 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 next year. 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.

39. The risk of delivering adult social care savings in 2014/15 is considerable, given that the Communities portfolio is forecasting an overspend of around £5m for care and support services.

### **Medium Term Financial Position**

40. 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**

41. 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**

42. 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**

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

### **External Funding**

45. 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

46. 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.
47. 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.
48. 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

49. 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 until further notice. 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

50. 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.
51. 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.
52. 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

53. 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.

54. 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.

### **Electric Works**

55. 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.
56. 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)**

57. 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

58. 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

59. 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 2014/15 – As at 30<sup>th</sup> JUNE 2014

### Summary

60. At the end of June 2014, the end of year position forecasts a variance of £587k (0.3%) below the approved Capital Programme. This is the smallest forecast underspend since the new capital reporting procedures were introduced.
61. The Year to Date position, however, shows that spending is only two-thirds of the planned budget with both the Highways and Housing programmes over 40% below budget.
62. Of the £7.2m Year to date variance, £3.3m (46%) is identified as being caused by operational delays where delivery has fallen behind the original project plan and £2.8m (38%) due to "incorrect budget profiles".

## Financials 2014/15

All figures reported in £000

<b>Portfolio</b>	<b>Spend to date</b>	<b>Budget to Date</b>	<b>Variance</b>	<b>Full Year forecast</b>	<b>Full Year Budget</b>	<b>Full Year Variance</b>
	<b>£000</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>
CYPF	6,055	7,137	(1,082)	40,462	42,344	(1,882)
Place	2,402	2,754	(352)	27,476	27,813	(337)
Housing	4,192	7,153	(2,961)	50,877	56,967	(6,091)
Highways	2,065	3,767	(1,702)	34,069	25,954	8,114
Communities	231	929	(698)	1,981	2,078	(97)
Resources	1,082	1,508	(426)	9,702	9,996	(294)
Corporate	-	-	-	32,883	32,883	-
<b>Grand Total</b>	<b>16,027</b>	<b>23,249</b>	<b>(7,221)</b>	<b>197,449</b>	<b>198,036</b>	<b>(587)</b>

## Capital Programme

	2014-15	2015-16	Future	Total
	£m	£m	£m	£m
Month 2 Approved Budget	193.7	146.1	296.4	636.2
Additions	0.3	17.2	18.1	35.6
Variations	4.1	-8.0		-3.9
Month 3 Approved Budget	198.0	155.3	314.5	667.9

63. The major additions to the programme since the Month 2 Budget relate to the confirmation of additional Schools Basic Need Funding (£17.2m for 14-15 and £18.1m for 15-16).

## Commentary

### Children, Young People and Families Programme

64. CYPF capital expenditure is £1.1m (15%) below the profiled budget for the year to date and forecast to be £1.9m (4%) below the programme by the year end for the reasons set out in the table below.

<b>Cause of change on Budget</b>	<b>Year to date £000</b>	<b>Full Year forecast £000</b>
Slippage to be carried forward	0	-544
Acceleration on Devolved School Budgets	5	0
Revised Budget profile required	-897	-456
No forecast entered by project managers		-12
Projects submitted for Approval	0	-450
Underspending on project estimates	0	-189
Other variances	-190	-231
	<b>-1,082</b>	<b>-1,882</b>
Spend rate per day	99.3	159.9
Required rate to achieve Forecast	179.2	
Rate of change to achieve Forecast:		
- compared to budget profile	66.5%	
- compared to year to date spend	80.5%	

65. The majority of the year to date variance is due to incorrect budget profiles which need to be corrected by project managers. This error also causes approximately one quarter of the forecast variance for the year.
66. £0.2m (10%) of the forecast variance for the year reflects savings realised from tender returns which have come in below the approved capital authority.

### Place Programme

67. The Place portfolio programme (excluding Housing and Highways) is £352k (13%) below the profiled budget for the year to date and forecast to be £337k (1%) below the programme by the year end for the reasons set out in the table below.



<b>Cause of change on Budget</b>	<b>Year to date £000</b>	<b>Full Year forecast £000</b>
Operational delays in projects due to planning, design or changes in specification	-94	0
No forecast entered by project managers	0	3
Revised Budget profile required	-510	0
Overspending on project estimates	-174	0
Other variances	426	-340
	<b>-352</b>	<b>-337</b>
Spend rate per day	39.4	108.6
Required rate to achieve Forecast	130.6	
Rate of change to achieve Forecast:		
- compared to budget profile	198.7%	
- compared to year to date spend	231.6%	

### Transport & Highways Programme

68. The Transport & Highways programme is £1.7m (45%) below the profiled budget for the year to date and forecast to be £8.1m (31%) below the programme by the year end for the reasons set out in the table below:

<b>Cause of change on Budget</b>	<b>Year to date £000</b>	<b>Full Year forecast £000</b>
Slippage to be carried forward	0	0
Operational delays in projects due to planning, design or changes in specification	-37	0
No forecast entered by project managers	0	-113
Revised Budget profile required	-1,361	
Projects submitted for Approval		4,134
Overspending on project estimates	0	4,791
Other variances	-304	-698
	<b>-1,702</b>	<b>8,114</b>
Spend rate per day	33.9	134.7
Required rate to achieve Forecast	166.7	
Rate of change to achieve Forecast:		
- compared to budget profile	207.6%	
- compared to year to date spend	392.3%	

69. The Year to date position shows a substantial underspend which is being corrected.
70. The forecast Outturn position shows a considerable increase over the approved programme because of a projected overspend on the Bus Rapid Transit North scheme due to a sewer diversion and land contamination. Management attention is currently focussed on devising solutions to minimise the delay which is causing part of the cost increase. Simultaneously the Council is examining its contractual position to see if any of the increased cost can be recovered.
71. A further £4.1m of projects have been included in the forecast and are submitted for approval as project managers attempt to reflect the physical programme in their budget submissions.

### Housing Programme

72. The Housing capital programme is £3.0m (41%) below the profiled budget for the year to date and forecast to be £6.1m (11%) below the programme by the year end for the reasons set out in the table below:

<b>Cause of change on Budget</b>	<b>Year to date £000</b>	<b>Full Year forecast £000</b>
Operational delays in projects due to planning, design or changes in specification	-2,565	-1,089
Projects submitted for Approval	0	-3,697
Home Improvement grants held on behalf of other local authorities	55	354
Underspending on project estimates	-89	-747
Other variances	-362	-912
	<b>-2,961</b>	<b>-6,091</b>
Spend rate per day	68.7	201.1
Required rate to achieve Forecast	243.1	
Rate of change to achieve forecast:		
- compared to budget profile	240.3%	
- compared to year to date spend	253.8%	

73. The forecast for the year has been reduced by £6.1m. £0.7m is due to revised project costs being below the approved authority. £1.1m is due to delays in delivery of projects especially energy heating and insulation (£0.7m) and the remainder are on neighbourhood environment improvements.

74. The largest variance is due to scheme submitted for revised approvals. This includes new schemes to be added to the programme such as £1.9m to acquire new Council Homes and £0.75m to re purchase land at Scowerdons, Weaklands and Newstead estates. Against that there are planned reductions in programme management costs and the largest change is due to re-profiling the Roofing contract.

The Roofing contract has been delayed following a re-appraisal of the proposed scheme. Housing Services believe that an alternative specification using more durable materials could result in future maintenance savings. Progress with the project has been put on hold pending evaluation of this option. It is estimated that £6.56m will slip from 2014/15 into future years as result of this change.

## Communities

75. The year to date spend on the Communities portfolio capital programme is £0.7m (75%) below the profiled budget and the forecast £0.1m (5%) below budget.

<b>Cause of change on Budget</b>	<b>Year to date £000</b>	<b>Full Year forecast £000</b>
Operational delays in projects due to planning, design or changes in specification	-473	0
No forecast entered by project managers	0	-82
Other variances	-225	-15
	<b>-698</b>	<b>-97</b>
Spend rate per day	3.8	7.8
Required rate to achieve Forecast	9.1	
Rate of change to achieve Forecast:		
- compared to budget profile	42.7%	
- compared to year to date spend	141.1%	

76. The main reason for the forecast variance is £0.37m of project slippage relating to Mobile Working Solutions both of which have been submitted for approval.

## Resources

77. The year to date spend is £426k (28%) below the programme and forecast to be £294k (3%) below the approved budget for the whole year.

Cause of change on Budget	Year to date £000	Full Year forecast £000
Operational delays in projects due to planning, design or changes in specification	-272	0
No forecast entered by project managers	0	-35
Projects submitted for Approval	-	75
Other variances	-154	-334
	<b>-426</b>	<b>-294</b>
Spend rate per day	17.7	38.3
Required rate to achieve Forecast	44.9	
Rate of change to achieve forecast:		
- compared to budget profile	124.7%	
- compared to year to date spend	153.1%	

78. The largest single delay is on the repairs to the Abbeydale Industrial Hamlet watermill. Appendix 1 contains further detail but, having drained the dam, the extent of the work required to plug the leak is far more extensive than envisaged. Work has been delayed (£16k shortfall at month 3) and a request for further funding (£75k) is included in the Appendix 1 approvals.

## Approvals

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

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

- Three additions to the capital programme with a total value of £9.3m
- 14 variations to the capital programme creating a net reduction of £5.5m
- One request to accelerate expenditure of £105k from 2015/16.
- No emergency approvals.
- One director variations with a total value of £0.02 m

Further details of the schemes listed above can be found in Appendix 1.

## Implications of this Report

### Financial implications

80. The primary purpose of this report is to provide Members with information on the City Council's Budget Monitoring position for 2014/15 and, as such it does not make any recommendations which have additional financial implications for the City Council.

### Equal opportunities implications

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

### Legal implications

82. There are no specific legal implications arising from the recommendations in this report.

### Property implications

83. 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

84. Members are asked to:
- (a) Note the updated information and management actions provided by this report on the 2014/15 Revenue budget position.
  - (b) In relation to the Capital Programme, approve:
    - The proposed additions to the capital programme listed in Appendix 1, including the procurement strategies and delegations of authority to the Director of Commercial Services or nominated Officer, as appropriate, to award the necessary contracts following stage approval by Capital Programme Group;
    - The proposed variations and slippage in Appendix 1; and note;
    - The latest position on the Capital Programme including the current level of delivery and forecasting performance; and

- The exercise of delegated authority to vary approved amounts by directors of service.

### **Reasons for Recommendations**

85. 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**

86. 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**



## SHEFFIELD CITY COUNCIL

### Report to Cabinet

---

**Report of:** Simon Green, Executive Director of Place

---

**Report to:** Cabinet

---

**Date:** 17 September 2014

---

**Subject:** Sheffield Flood and Water Management Capital Investment Programme 2015 to 2021

---

**Author of Report:** James Fletcher, Regeneration and Development Services - 35847

---

#### Summary:

It is seven years since Sheffield experienced devastating river flooding. Since then the City has experienced smaller floods and narrowly avoided main river flooding in July 2012.

Recent studies predict that over the next 50 years around 6,000 households, 2,000 commercial properties and key transport routes within Sheffield will be at risk of flooding as the effects of climate change take hold. This potential impact represents an economic cost to the City of around £1 billion as well as the terrible effects flooding has on residents.

The City Council is determined to improve Sheffield's resilience to flooding by securing much needed investment in the City's critical flood and drainage infrastructure over the next few years.

Following an invitation by Government in early 2014, the Council submitted its preliminary capital investment requirements for inclusion in the national Flood Risk Management Grant in Aid programme for the period 2015 - 2021. Those requirements are focused on investment in the following capital schemes that have a preliminary total value of approximately **£55 million**:

1. Lower Don Valley Flood Protection Scheme
2. Sheffield Upper Don Flood Alleviation Scheme (FAS)
3. Sheaf Catchment FAS
4. Upper Blackburn Brook FAS
5. Sheffield Watercourses – Culvert Renewal Programme

## 6. Three Brooks Environmental Scheme, Manor, Sheffield

The Environment Agency has recently confirmed that Sheffield's capital investment proposals have now been provisionally accepted for inclusion within Government's national Flood Risk Management Grant in Aid programme. This decision is due to be confirmed in November 2014.

---

### **Reasons for Recommendations:**

To secure much needed capital investment in the City's critical flood and drainage infrastructure.

---

### **Recommendations:**

1. To approve the inclusion of Sheffield's capital investment proposals in the Government's Flood Risk Management Grant in Aid programme (2015-2021) as outlined in section 4 of this report.
2. To authorise Council officers to open discussions with potential partner investors in the proposed capital programme of schemes and to clarify lead officer/capacity in the area of funds management.
3. To authorise officers to compile the necessary business cases to support the grant applications and seek approval from the appropriate Outcome Programme Boards.
4. To delegate authority to the Executive Director of Place in conjunction with the Interim Director of Legal Services, the Interim Director of Finance and the Interim Director of Commercial Services (or their nominated representatives), subject to revenue funding being made available as outlined in section 6.7 of this report, to accept tenders and award contracts for the preparation of detailed business cases necessary to support submissions to the Environment Agency to secure Government flood grant in aid funds.

---

### **Background Papers:**

**Category of Report:        OPEN**

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

---



## Statutory and Council Policy Checklist

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

**Cabinet Report:  
Sheffield Flood and Water Management Capital Investment Programme  
2015-2021**

**1.0 SUMMARY**

- 1.1 It is seven years since Sheffield experienced devastating river flooding. Since then the City has experienced smaller floods and narrowly avoided main river flooding in July 2012.
- 1.2 Recent studies predict that over the next 50 years around 6,000 households, 2,000 commercial properties and key transport routes within Sheffield will be at risk of flooding as the effects of climate change take hold. This potential impact represents an economic cost to the City of around £1 billion as well as the terrible effects flooding has on residents
- 1.3 The City Council is determined to improve Sheffield's resilience to flooding by securing much needed investment in the City's critical flood and drainage infrastructure over the next few years.
- 1.4 Following an invitation by Government in early 2014, the Council submitted its preliminary capital investment requirements for inclusion in the national Flood Risk Management Grant in Aid (FRMGiA) programme for the period 2015 - 2021. Those requirements are focused on investment in the following capital schemes that have a preliminary total value of approximately £55 million:
1. Lower Don Valley Flood Protection Scheme
  2. Sheffield Upper Don Flood Alleviation Scheme (FAS)
  3. Sheaf Catchment FAS
  4. Upper Blackburn Brook FAS
  5. Sheffield Watercourses – Culvert Renewal Programme
  6. Three Brooks Environmental Scheme, Manor, Sheffield
- 1.5 The Environment Agency has recently confirmed that Sheffield's capital investment proposals have now been provisionally accepted for inclusion within Government's national Flood Risk Management Grant in Aid programme. This decision is due to be confirmed in November 2014.

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

- 2.2 At full completion programmed for 2021, Sheffield's flood and water management capital investment programme will aim to provide a higher standard of protection of up to 1 in 200 years for 6,000 Sheffield households and 2,000 commercial properties. This standard will reduce over the next 50 years due to the effects of climate change, however a minimum acceptable standard of 1:100 years will be maintained.
- 2.3 Where possible, the investment programme will take the opportunity to manage other environmental pressures on the City's critical waterways to create more pleasurable and accessible landscapes.

**3.0 OUTCOME AND SUSTAINABILITY**

- 3.1 The proposals will provide much needed capital investment in the City's flood and drainage infrastructure over the next 7 years in order to:
- a. Improve protection to households, commercial properties, transport routes and critical infrastructure taking into account the combined impact of climate change and further development.
  - b. Increase the City's capacity to build new homes without increasing the risk of flooding.
  - c. Protect and enhance the environment.
  - d. Contribute to the regeneration of the City's waterways.
- 3.2 The programme is essential to delivering corporate outcomes across the 'Competitive City' and 'A Great Place to Live' programme boards. The Council's approach to managing flood risk supports corporate benefits for the City to be environmentally responsible, resilient to climate change and in promoting economic growth and regeneration. Strategic objectives are also to manage storm water using sustainable processes thereby creating more desirable homes and sustainable communities that are resilient to flooding.
- 3.3 Wider environmental objectives are linked to contributing to the requirements of the Water Framework Directive (2000) to improve water quality and river morphology.

#### **4.0 SHEFFIELD FLOOD AND WATER MANAGEMENT CAPITAL PROGRAMME 2015-2021**

- 4.1 The Sheffield Flood Risk Management strategy concludes that the main risk of flooding within the City is due to the overtopping of principal rivers and critical ordinary watercourse culverts during storm conditions. The capital programme has, therefore, been developed to address these key sources of risk.
- 4.2 The programme consists of the following six capital schemes with preliminary present value costs (£million) as shown:
1. Sheffield Lower Don Valley Flood Protection Scheme – £18.5m
  2. Sheaf Catchment Flood Alleviation Scheme - £12.4m
  3. Sheffield Upper Don Flood Alleviation Scheme - £11.9m
  4. Upper Blackburn Brook Flood Alleviation Scheme - £2.0m
  5. Sheffield Watercourses – Culvert Renewal Programme £8.2m
  6. Three Brooks Environmental Scheme, Manor, Sheffield - £2.6m
- 4.3 Apart from the Lower Don Valley scheme which is well advanced in delivery, all other new schemes are at feasibility and planning stage. Please refer to Appendix A for a plan showing the location of benefit areas relating to the new schemes.
- 4.4 **Sheffield Lower Don Valley Flood Protection Scheme**  
The scheme is well advanced in design and its delivery was approved by Cabinet and the Environment Agency's National Board late in 2013. Construction is programmed to commence late in 2014. The scheme's benefit area covers the Don Valley from the City Centre to Meadowhall.

- 4.5 **Sheaf Catchment Flood Alleviation Scheme**  
The scheme's feasibility and detailed planning started in 2014 and is expected to take 2 years to complete. The benefit area covers the River Sheaf from the City Centre to Millhouses Park and the Porter Brook to Endcliffe Park. The scheme's aims are to protect 1,770 households and 600 commercial properties to a higher standard of 1:200 years by 2020.
- 4.6 **Sheffield Upper Don Flood Alleviation Scheme**  
The scheme's feasibility and detailed planning started in 2014 and is expected to take 2 years to complete. The scheme's benefit area covers the Upper Don Valley catchment in Sheffield including the Rivers Loxley, Rivelin and Little Don. The scheme aims to protect 1,320 households and 480 commercial properties to a higher standard of 1:200 years by 2020.
- 4.7 **Upper Blackburn Brook Flood Alleviation Scheme**  
Scheme feasibility studies are programmed to commence in 2015. The scheme aims to benefit 233 households in the Chapeltown and Ecclesfield districts of the City.
- 4.8 **Sheffield Watercourses – Culvert Renewal Programme**  
The capital programme will aim to address the significant risk of flooding from the City's critical ordinary watercourse culverts built over the last 150 years as the City has developed. The Council has identified 50 critical culvert assets citywide that present a significant risk to 2,000 households and 420 commercial properties. Recent surveys and studies indicate that parts of this critical drainage infrastructure are structurally and hydraulically defective. The likelihood of flooding from these deteriorating assets is predicted to increase over the coming years due to structural failure and an increasing hydraulic burden from new development and climate change.
- 4.9 **Three Brooks Environmental Scheme, Manor, Sheffield**  
The scheme will be programmed over the investment period to link with the phased redevelopment of social housing in the Manor and Arbourthorne districts of the City. Proposals are to manage surface water from planned development by natural and sustainable methods delivering flood risk and wider environmental benefits.
- 4.10 Appendix B of this report outlines preliminary levels of Government FDGiA and partnership investment funding for each capital scheme. At this early planning stage, proposals indicate the total amounts of partnership funding required for each scheme and lists potential sources.
- 4.11 In order to meet Government timescales, it is necessary to proceed with the procurement of detailed business cases required to support submissions to the Environment Agency to secure Sheffield's indicative grant allocations for the period 2015 to 2021 amounting to £23 million.
- 4.12 It is proposed that tenders be issued for 3 contracts in October 2014 for the 5 planned capital schemes outlined in this report. Contract details are given in Appendix C of this report.
- 4.13 The total value of the contracts to prepare the business cases is estimated to

be £2million with associated staff costs estimated to be £200,000. The proposed period of the contracts is provisionally scheduled to be from December 2014 to December 2016.

## **5.0 LEGAL IMPLICATIONS**

- 5.1 Under the Flood and Water Management Act 2010, the Council has lead responsibility to manage the risk of local flooding in the City and a legal duty to implement the approved Sheffield FRM strategy. The strategy calls for close partnership working with the Environment Agency to address the risk of flooding across the City. The registration of the capital investment programme with Government demonstrates the Council's commitment to working closely with the EA to meet its statutory FRM duties.
- 5.2 There are no direct legal implications arising from the decision to register the capital programme for future investment as part of Government's 2015-2021 flood defence investment period. The contracts to support the development of full business cases must be procured in compliance with Council Contract Standing Orders and, given their value and the nature of the services to be provided, national/European procurement law. Procurement via the existing Environment Agency WEM and YORconsult frameworks, which were procured in compliance with the Public Contracts Regulations 2006 and are open for use by local authorities, satisfies these requirements. Further legal implications arising from specific capital schemes will be dealt with through the Council's capital approval and reporting process.

## **6.0 FINANCIAL IMPLICATIONS**

- 6.1 As mentioned, the Lower Don Valley Flood Protection Scheme has secured funding and is programmed to start construction late in 2014. The other 5 capital schemes outlined in item 4.2 have a total preliminary value of £37 million. The Council is registering a programme to be funded from £23 million of Government grant and £14 million from other partner investors.
- 6.2 The registering of Sheffield's planned capital schemes on the Government's national grant aid programme for the period 2015 to 2021 does not commit the City Council to accept the £14 million of partnership funding. The registration process will place indicative annual grant allocations against Sheffield's schemes.
- 6.3 The Environment Agency has confirmed that:
- a. Future years' allocations can be adjusted.
  - b. Council expenditure committed in the 2 years prior to the investment period can be counted towards partnership funding.
- 6.4 The actual bid submission for grant funds is expected to take place from the year 2015/16 onwards. The submission will follow the Environment Agency's project appraisal process and will require a form of commitment from partner investors.
- 6.5 The necessary approvals will be sought in accordance with Financial Regulations and the Leader's Scheme of Delegation in respect of accepting

any funds from a third party or assuming the responsibilities of an accountable body. Individual capital schemes will be progressed through the Capital Approval process in line with Finance Regulations.

6.6 The programme will be managed by a planned Flood and Water Management Group to be located within the Highway Maintenance Division of Regeneration and Development Services (RDS) (refer item 7.1). The Capital Delivery Service will provide programme and project management support. At present, the Council receives a grant of £221,000 per year to finance its role as Local Lead Flood Authority (LLFA). Contributions from this grant and existing revenue budgets will fund initial programme management and administration costs estimated to be £159,000 in 2014/15. As the programme develops, staff costs are estimated to rise to £300,000 in 2016/17 and future years' staff costs will be financed by capital funding streams.

6.7 The need for such substantial investment has not previously been identified in the Capital Programme. The feasibility studies, modelling and business case production for the grant bids will be treated as revenue expenditure and funded from a combination of sources as follows:

- £370k is within the Flood Management Section's General Fund budget supported by central government grants;
- £1.23m is being sourced from New Homes Bonus funding stream; and
- £600k is being sourced from Yorkshire Flood Committee levy grants.

## **7.0 HUMAN RESOURCE IMPLICATIONS**

7.1 As mentioned, the capital programme will be managed by a planned expanded Flood and Water Management Group to be located within the Highway Maintenance Division of RDS. The Group will manage the Council's increasing statutory responsibilities in the flood and water management service area including acting as the client/sponsor for the capital programme. As part of the AC/MER process to establish the new Group, officers consulted and reached agreement with representatives from the trade unions to the planned Group structure. The Capital Delivery Service will provide programme management support with the regional Environment Agency acting as programme and project advisers.

## **8.0 ALTERNATIVE OPTIONS CONSIDERED**

8.1 There are 4 alternative options for delivery of the programme:

1. Do nothing.
2. Split programme responsibility between:
  - a. the Environment Agency as main river authority to lead and deliver all principal river projects;
  - b. SCC as LLFA to lead and deliver ordinary watercourse projects.
3. Split the programme and only register some schemes with Government.
4. SCC as LLFA to lead and deliver the full programme supported by the Environment Agency as key programme partner and adviser.

## 8.2 Option 1 - discounted

Government has indicated that this is a unique opportunity for LLFAs and the Environment Agency to register schemes within a much more stable medium term programme of FDGiA investment to 2021. SCC is determined to maximise this opportunity to invest in Sheffield's critical flood and drainage infrastructure, therefore, the 'do nothing' option is discounted.

## 8.3 Option 2 - discounted

The capital schemes forming the programme require partnership investment in order for them to achieve the desired priority score using the Environment Agency's prioritisation methodology. SCC is best placed to use its position within the City to mobilise funding partners and to secure alternative sources of funding. This approach has been shown to work by the Lower Don Valley Flood Protection scheme. In addition, the programme is essential to delivering corporate outcomes, as outlined earlier, some of which are not direct functions of the Environment Agency and therefore SCC is able to direct where funding is applied. Clearly, delivery within Government's medium term investment period is in the overall functional interests of SCC and therefore this option is discounted

## 8.4 Option 3 - discounted

This option would require the Council to decide to put one area above another and thereby increase the risk of flooding in the deselected area. As mentioned earlier this would be a lost opportunity to improve the resilience of significant parts of the City at a time when flood protection is increasing in priority for the Government and funds are being made available. That opportunity may not come again for some time.

## 8.5 Option 4 - preferred

This is the preferred option to ensure that the City benefits fully from this unique investment opportunity to become more resilient to flooding and the effects of climate change. SCC has begun the process of building expertise and resources in this area with the formation of a Flood and Water Management Group in RDS that will lead delivery of the programme. Plans are for the Capital Delivery Service to provide full time project and funds management support to the programme with the Environment Agency's regional partnership team providing technical, legal and programme management expertise and advice.

## **9.0 EQUALITY OF OPPORTUNITY IMPLICATIONS**

9.1 An Equality Impact Assessment has been approved as part of the approvals process for the Sheffield Flood Risk Management Strategy in November 2013 that contained actions to develop a capital programme of schemes.

9.2 In general, the management of flood risk will have a positive effect on all members of the community regardless of age, sex, race, belief, disability and sexual orientation.

## **10.0 REASONS FOR RECOMMENDATIONS**

---

10.1 To secure much needed capital investment in the City's critical flood and drainage infrastructure.

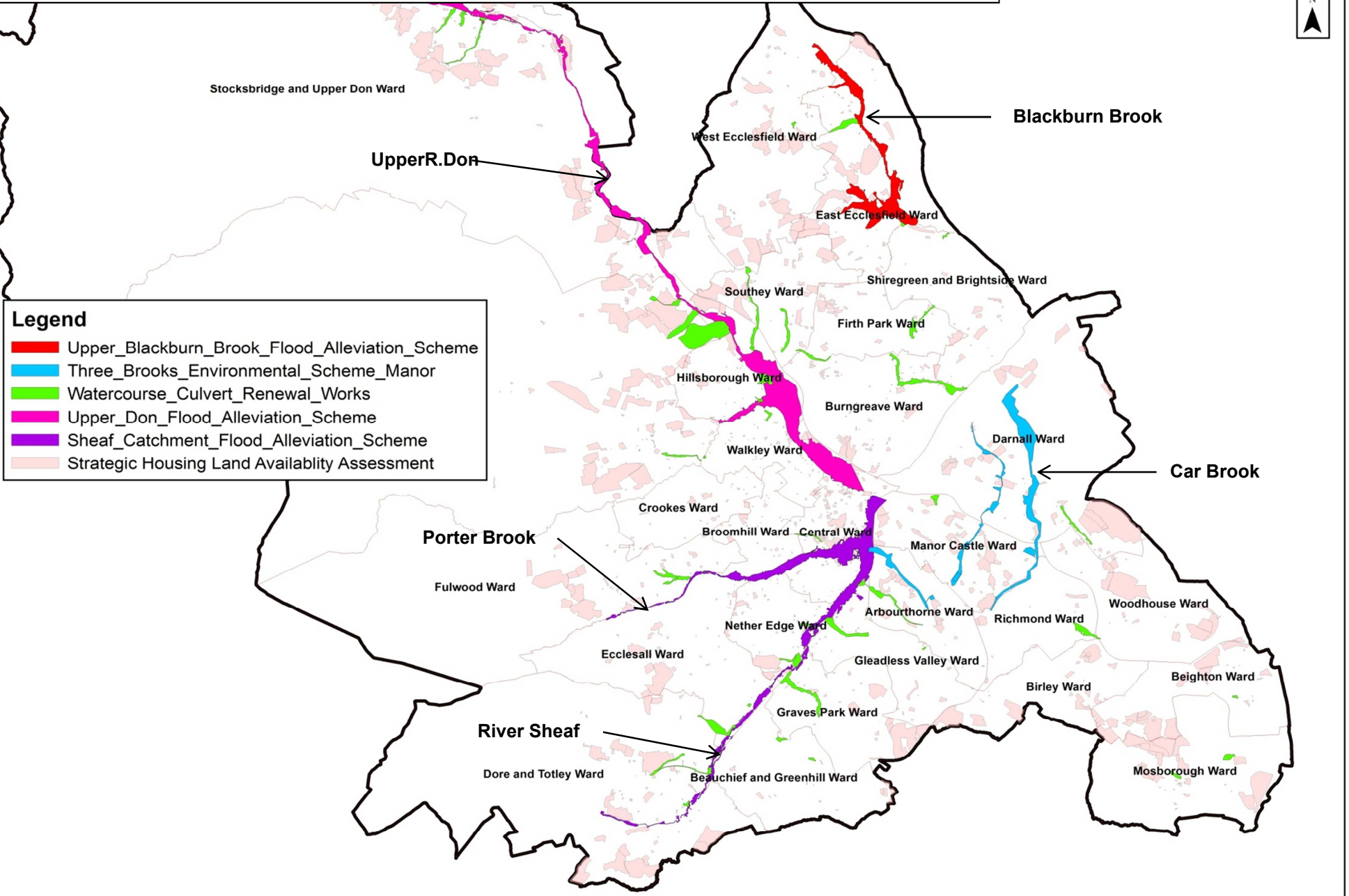
---

## **11.0 RECOMMENDATIONS**

- 11.1
1. To approve the inclusion of Sheffield's capital investment proposals in the Government's Flood Risk Management Grant in Aid programme (2015-2021) as outlined in section 4 of this report.
  2. To authorise Council officers to open discussions with potential partner investors in the proposed capital programme of schemes and to clarify lead officer/capacity in the area of funds management.
  3. To authorise officers to compile the necessary business cases to support the grant applications and seek approval from the appropriate Outcome Programme Boards.
  4. To delegate authority to the Executive Director of Place in conjunction with the Interim Director of Legal Services, the Interim Director of Finance and the Interim Director of Commercial Services (or their nominated representatives), subject to revenue funding being made available as outlined in section 6.7 of this report, to accept tenders and award contracts for the preparation of detailed business cases necessary to support submissions to the Environment Agency to secure Government flood grant in aid funds.



Appendix A Sheffield Flood and Water Management Programme 2015-2021 –  
Plan of New Schemes



**Legend**

- Upper\_Blackburn\_Brook\_Flood\_Alleviation\_Scheme
- Three\_Brooks\_Environmental\_Scheme\_Manor
- Watercourse\_Culvert\_Renewal\_Works
- Upper\_Don\_Flood\_Alleviation\_Scheme
- Sheaf\_Catchment\_Flood\_Alleviation\_Scheme
- Strategic Housing Land Availability Assessment

## Appendix B – Proposed Sheffield Flood and Water Management Capital Programme of Schemes (2015-2021)

Scheme		Preliminary Capital Cost £000	Proposed Funding Allocations £000			
			Defra FDGiA	Defra Growth	YRFCC Levy	Partnership Funding (see notes below)
1	Sheffield Lower Don Valley Flood Protection Scheme	18,544	12,446	5,500	98	500
2	Sheaf Catchment Flood Alleviation Scheme	12,350	7,850	0	200	4,300
3	Sheffield Upper Don Flood Alleviation Scheme	11,850	7,150	0	200	4,500
4	Upper Blackburn Brook Flood Alleviation Scheme	2,020	1,200	0	50	770
5	Sheffield Watercourses – Culvert Renewal Programme	8,210	5,900	0	150	2,160
6	Three Brooks Environmental Scheme, Manor, Sheffield	2,520	900	0	100	1,520
<b>Totals</b>		<b>55,494</b>	<b>35,446</b>	<b>5,500</b>	<b>798</b>	<b>13,750</b>

1. Potential sources of partnership funding identified include Business Improvement Districts (Sheaf and Upper Don valleys), Flexible Development Fund, Local Growth Fund, SCC Corporate Resource Pool, EU Funds, SCRIF, CIL, Developer funds, LTP, LLFA Grant, WFD funds, Yorkshire Water.
2. At this stage, submitted preliminary assessment details indicate the total amounts of partnership funds required but do not provide a breakdown of funds nor identify potential sources of those funds.

## **Appendix C**

### **Sheffield Flood and Water Management Capital Programme 2015 to 2021**

#### **Contract Details for Business Case Development, Survey and Study Phase**

Proposals are to issue tenders for 3 contracts covering the 5 proposed capital schemes. Contract details are given below.

##### **Contract 1 : Sheffield Watercourses – Culvert Enhancement Programme**

A comprehensive feasibility study and options appraisal covering approximately 50 key watercourse culverts essential to the drainage of the city. This will provide robust survey, hydrology, options appraisal, site and cost/benefit information and data and will culminate in the production of a detailed business case, which can then be submitted to the Environment Agency as a bid for significant funding for the implementation of the project. The scope of the tender shall also include the ability to undertake civil engineering works to improve access for survey purposes and to carry out essential repairs and renewal to remove immediate risks of flooding where this is found to be required. The tender will be structured such that the scope will be delivered in defined phases matched to timescales when funding becomes available. The proposed procurement route is the Environment Agency's WEM framework.

Page 71

##### **Contract 2: Sheffield Upper Blackburn Brook Flood Alleviation Scheme and Three Brooks Environmental Scheme, Manor, Sheffield**

A comprehensive feasibility study and options appraisal covering the Upper Don and Sheaf catchment within Sheffield.. This will provide robust survey, hydrology, site and cost/benefit information and data and will culminate in the production of a detailed business case, which can then be submitted to the Environment Agency as a bid for significant funding for the implementation of the project. The tender will be structured such that the scope will be delivered in defined phases matched to timescales when funding becomes available. The proposed procurement route is the YORconsult framework.

##### **Contract 3: Sheffield Upper Don and Sheaf Catchment Flood Alleviation Schemes**

A comprehensive feasibility study and options appraisal covering the Upper Don and Sheaf catchments within Sheffield. This will provide robust survey, hydrology, options appraisal, site and cost/benefit information and data and will culminate in the production of a detailed business case, which can then be submitted to the Environment Agency as a bid for significant funding for the implementation of the

project. The tender will be structured such that the scope will be delivered in defined phases matched to timescales when funding becomes available. The proposed procurement route is the YORconsult framework.



## Cabinet Report

---

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

---

**Report to:** Cabinet

---

**Date:** 17 September 2014

---

**Subject:** Changes at Oughtibridge Primary, The Rowan Primary and Becton School – feedback from consultation

---

**Author of Report:** Joel Hardwick, 27 35476

---

**Key Decision:** No

---

**Summary:**

Statutory consultation has taken place on changes to three Sheffield schools – an increase in capacity at Oughtibridge Primary, an increase in capacity at The Rowan Primary (Special) and a change of age range at Becton School (Hospital School). This report provides feedback on the consultation and seeks a final decision on the proposals.

---

**Reasons for Recommendations:**

Consultation has been conducted to listen to concerns and to test the level of support for the proposals from parents, school staff, governors and the community. Overall the positive response to consultation reflects the wide ranging support for the proposals.

---

**Recommendations:**

Cabinet is recommended to approve:

- i. An expansion at Oughtibridge Primary from 45 places per year to 60 places per year, starting in the Reception intake in September 2015 and that a capital approval submission will be brought forward in due course.
  - ii. An expansion at The Rowan Primary (Special School) from 68 to 90 places overall, starting in September 2015 on condition that the capital scheme receives planning permission by 1<sup>st</sup> May 2015
  - iii. A change in the age range of Becton School (Hospital School) from 11-18 to 5-18, with a change to the proposed start date of 1st September 2014 to 1st October 2014; and note
  - iv. That the Rowan School expansion capital scheme is the subject of an approval request in the Month 3 Budget Monitoring report.
- 

**Background Papers:**

Individual Cabinet Member decisions seeking permission to consult on the above proposals – 13<sup>th</sup> June 2014

---

**Category of Report:** OPEN

---

## Statutory and Council Policy Checklist

<b>Financial Implications</b>
YES Cleared by: Paul Schofield
<b>Legal Implications</b>
YES Cleared by: Nadine Wynter
<b>Equality of Opportunity Implications</b>
NO Cleared by:
<b>Tackling Health Inequalities Implications</b>
NO
<b>Human Rights Implications</b>
NO
<b>Environmental and Sustainability implications</b>
NO
<b>Economic Impact</b>
NO
<b>Community Safety Implications</b>
NO
<b>Human Resources Implications</b>
NO
<b>Property Implications</b>
YES
<b>Area(s) Affected</b>
All
<b>Relevant Cabinet Portfolio Lead</b>
Cllr Jackie Drayton
<b>Relevant Scrutiny Committee</b>
Children & Young People
<b>Is the item a matter which is reserved for approval by the City Council?</b>
NO
<b>Press Release</b>
NO

## **REPORT TO CABINET**

### **Statutory Changes at Oughtibridge Primary, The Rowan Primary and Becton School – feedback from consultation**

#### **1.0 SUMMARY**

- 1.1 Statutory consultation has taken place on changes to three Sheffield schools – an increase in capacity at Oughtibridge Primary, an increase in capacity at The Rowan Primary (Special) and a change of age range at Becton School (Hospital School). This report provides feedback on the consultation and seeks a final decision on the proposals.

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

- 2.1 The Council has a statutory duty to ensure sufficient school places for all children who require one. The proposal at Oughtibridge is a direct response to increased demand for places at the school from within its own catchment area. Providing the expansion will enable catchment residents to obtain a place at their local primary school.
- 2.2 Demand for places at The Rowan is increasing. The school is a special school providing places for primary aged children with complex communication difficulties, particularly Autistic Spectrum Disorder (ASD). Increasing numbers of pupils under assessment require specialist placements and the proposal to expand The Rowan is a response to this need. Some of the additional places are also intended to be utilised on a more flexible basis by pupils with ASD who are currently accessing mainstream placements. This will build capacity in the mainstream sector to meet the needs of this group of pupils.
- 2.3 Education provision for primary-school aged children who are patients of the Child and Adolescent Mental Health Service (CAMHS) is currently delivered under a service level agreement with Becton School. The proposal envisages formalising this provision by changing the age range of Becton to reflect the current practice. This change will also facilitate per-place funding for all pupils at the school. This gives more transparency to the funding available and is in line with national funding guidelines which state there will be a nationally specified amount per place in hospital schools which is different to the 'place plus' model used for all other schools.

#### **3.0 OUTCOME AND SUSTAINABILITY**

- 3.1 If agreed, the outcome of this proposal will be a final decision from Cabinet to implement the proposed changes. This will reflect the views expressed by stakeholders during consultation and will enable the aims of the proposals to be met.

- 3.2 Sustainability of the schools going forward is underpinned by the forecasts which provide evidence of increased demand. For Oughtibridge and The Rowan, additional revenue funding will follow the increased pupil numbers anticipated by the proposals. For Becton, the formal change of age range will allow per-pupil funding to be implemented after the expiry of the existing Service Level Agreement, providing more clarity and certainty to the funding of the school going forward.

## **4.0 PROPOSALS**

### **Background**

- 4.1 In June/July 2014 the Council undertook consultation on changes at three Sheffield schools:

- An expansion at Oughtibridge Primary from 45 places per year to 60 places per year, starting in the Reception intake in September 2015
- An expansion at The Rowan Primary Special School from 68 to 90 places overall, starting in September 2015 (placements may be made into any year group)
- A change in the age range of Becton School (a hospital school located within the Becton Centre for Children & Young People) from 11-18 to 5-18 years.

- 4.2 The rationale for the proposals is based on an analysis of need in light of the Council's statutory duty to ensure sufficient school places. Expansion at Oughtibridge will enable catchment residents to obtain a place at their local primary school. Expansion at The Rowan will provide additional capacity within the special school sector for pupils with Autistic Spectrum Disorder, which is a growing cohort. The proposed change at Becton will enable the children of primary school age currently attending Becton to be formally on the school's roll.

- 4.3 In line with the statutory process required, the proposals were subject to a 4 week period of consultation. Activity has included the circulation of newsletters, meetings for parents, staff, and school governors, and engagement with local residents in the vicinity of the schools. Feedback from the consultation is reported back to Cabinet for a final decision on the proposals. Full responses to the consultation are included as Appendix 1 to this report.

### **Oughtibridge**

- 4.4 A consultation newsletter was circulated to all families at the school and copies were also provided to neighbouring schools. Two sessions of 'school-gates' consultation were held, with parents invited to speak to officers in the playground at drop off and pick up times. A briefing for governors was held and staff were also offered this opportunity. In addition to the consultation with those directly linked to the school, two drop-in sessions were organised for local residents who may be affected



by the physical implications of the proposed expansion. A dedicated email address, telephone number and postal address were also provided for responses.

- 4.5 Overall, parents were supportive of the proposal. A total of 35 parents responded to the consultation. Many parents already understood that school places were tight in Oughtibridge. Parents acknowledged the popularity of the school locally, its high standards and quality of provision and an increasing population of the area. One parent expressed frustration that the local authority had not sought to expand the school earlier but welcomed the proposal overall.
- 4.6 Governors at Oughtibridge Primary were supportive of the proposal with the caveat that the physical development of the site would need to reflect the school's priorities and needs. No separate briefing was required for staff and no specific responses were received. Meetings were also held with Bradfield Dungworth Primary Governors and the Headteacher at Wharnccliffe Side Primary. The issues raised at these neighbouring schools were similar. Whilst there was understanding that the growth is in the Oughtibridge Primary catchment, there were natural concerns about any potential future loss of pupils and the impact this would have on the budgets of these two small schools.
- 4.7 A small number of residents attended the drop-in sessions, with two written responses also being received. Residents supported the principle of expanding the school to accommodate local demand, but had concerns around parking, traffic and the management of the construction process.

#### **The Rowan**

- 4.8 A consultation newsletter was provided to all families at the school. Officers attended a parents' coffee morning and the school's Parents' Evening and spoke to a total of 17 parents (there are 69 children currently on roll at the school). Officers also briefed governors. No separate briefing was required for staff but informal queries were answered when officers were at the school. Two drop-in sessions for local residents were held. In addition the Council suggested establishing a project group with local residents represented to discuss and work through the issues. This was discussed with local residents in a meeting at the school on 17<sup>th</sup> July.
- 4.9 The response from parents of Rowan pupils was largely supportive, with many parents explaining the anxiety they had experienced when seeking a place at The Rowan for their child. Some parents had concerns about the management of the proposed flexible placements, particularly around the disruption caused by pupils attending part time or for short periods and the impact this would have on children with ASD. One parent expressed concern that the quality of the school's provision could suffer as a result of the added pressure of managing an expansion.
- 4.10 The majority of responses to the consultation came from local residents. Around 30 residents attended the two drop in sessions and a number also emailed or telephoned to express their views. The vast majority of the

concerns focused on parking and traffic issues around the school. The issues raised are a combination of existing problems and the potential for these to be exacerbated by the proposed expansion. The concerns include access to Durvale Court, particularly when the minibuses arrive at the school to drop off and collect children and parking by staff and visitors on Durvale Court and surrounding roads.

### **Becton School**

- 4.11 A consultation newsletter was provided to all families at the school and placed on the school's website and on noticeboards. Officers attended a drop-in session which was advertised and a reminder sent via text to parents. Governors and staff were briefed at their regular meetings. Letters were sent to relevant teams within the Health service in addition to the usual statutory consultees.
- 4.12 No parents attended the drop-in session or responded to the consultation (this was not unexpected due to the nature of the school, the wide area it serves and the minor impact the proposed change will have on existing pupils). Governors were unanimously in favour of the proposed change. Staff were largely supportive of the principle of the change but had a number of questions around potential funding implications and future HR impacts if the change would enable changes to their terms and conditions of employment. A letter of support for the proposal was received from the Joint Clinical Director, Community Wellbeing and Mental Health Division, Sheffield Children's NHS Foundation Trust.

## **5.0 FURTHER IMPLICATIONS**

### **Financial Implications**

- 5.1 Capital: The expansion proposals at Oughtibridge and The Rowan will require capital projects to provide additional accommodation. All capital approvals will be sought separately through Cabinet at the appropriate time with detailed costs and set in the context of the overall capital strategy. In terms of the Oughtibridge proposals, the estimated cost of providing an additional 0.5FE through new buildings would be £1.25m and will be prioritised from the Basic Need grant. This is a high level estimate based on the number of additional places and a true budget for providing these places at Oughtibridge will be established through detailed feasibility work. Oughtibridge is known to be a constrained site which has a number of issues including a potentially difficult planning process. The Rowan scheme, which is at a more advanced design stage than Oughtibridge, is estimated to cost £1.7 million, including internal work at the school to address existing condition and suitability issues. Funding of £693,000 was secured from the Government's Targeted Basic Need fund to fund the expansion of places at The Rowan. This is the subject of a capital approval request in the Month 3 Budget Monitoring report. There are no capital implications to the proposals at Becton.
- 5.2 Revenue: For Oughtibridge, extra pupils, starting in September following an expansion, do not automatically receive revenue funding until the start

of the next financial year the following April. This is because a school's standard per pupil budget share is based on the pupil census taken the previous October. An amount of money, known as the growth fund, is agreed each year with schools (through Schools Forum) and set aside from the overall school revenue fund. Where necessary, this allows the Council to fund the basic staffing costs, teacher at main scale 5 and teaching assistant at spinal point 18, at expanding schools between September and March. Schools must apply for this funding once it is clear that extra pupils will be starting and extra staffing will be required. Schools' existing balances are considered in growth applications. If a school's balance is greater than 4% of the overall budget, this is usually deemed sufficient to absorb costs without additional money from the growth fund.

- 5.3 For Becton, the funding for Amber Lodge is historic and currently passported to the school via a Service Level Agreement with the governors of Becton School. This lodge deals with the majority of primary aged pupils who attend the hospital though some are placed in Ruby Lodge. This proposal would lead to a cessation of the SLA from the next financial year in April 2015 and move to per place funding in line with national arrangements for funding of hospital schools which is different to the 'place plus' model used for high needs children in other schools. There is no anticipated increase to the overall costs unless the national funding rate for hospital schools is set at a rate higher than £16k per place which is not expected at this time.
- 5.4 For The Rowan, additional places commissioned by the Authority would be funded via the Dedicated Schools Grant/High Needs Block. The Local Authority's return to the Education Funding Agency for the financial year 2015-16 would reflect the increase in the number of places commissioned by the Local Authority at The Rowan School, thereby ensuring the appropriate level of funding is received by the Local Authority from the Education Funding Agency to support the increase in the school's budget.

### **Legal Implications**

- 5.5 Local Authorities have a duty under section 14 of the Education Act 1996 to secure sufficient schools in their area. The three proposals described in this report are defined as prescribed alterations, meaning they require a legal process to bring them about. Proposals to reorganise school provision are governed by the procedures set out in the The School Organisation (Prescribed Alterations to Maintained Schools) (England) Regulations 2013. These new regulations came into effect from 28<sup>th</sup> January 2014. Local Authorities are also required to have regard to the statutory guidance dated January 2014 when exercising functions under the Prescribed Alterations Regulations. A copy of the guidance is attached to this report at Appendix 1, including the guidance relating to SEN proposals.

### **Human Resources Implications**

- 5.6 Expansion of schools will require additional teaching and support staff to be employed. This is a matter for the individual schools to organise in line

with their normal processes.

### **Equalities Implications**

- 5.7 An Equalities Impact Assessment has been conducted for each project. There are no negative impacts identified. Provision of additional capacity at special schools increases the ability of the city to provide for the needs of all Sheffield children.

## **6.0 ALTERNATIVE OPTIONS CONSIDERED**

- 6.1 The alternative options would be to provide the capacity at alternative schools or not to provide the capacity at all. Analysis shows that this additional capacity is required to meet growing demand. The consultation process allowed for all alternative proposals to be put forward, including providing the capacity at a different school. No alternatives came forward during consultation and the proposals were largely supported.

## **7.0 REASONS FOR RECOMMENDATIONS**

- 7.1 Consultation has been conducted to listen to concerns and to test the level of support for the proposals from parents, school staff, governors and the community. Overall the positive response to consultation reflects the wide ranging support for the proposals.
- 7.2 The proposal at the Rowan is the only one to gain a significant negative response, yet the key issues raised are not concerned with the principle of increasing the number of places at the school. The issues around parking traffic that have been raised are important considerations and therefore the recommendation is to proceed with the condition that the scheme receives planning permission. This is where the impact of the development on highways would be properly considered.
- 7.3 In line with the Regulations, once statutory notices have been published and consultation concluded, a decision must be reached by the decision-maker (in this case, the Local Authority), otherwise the proposals must be formally withdrawn. It has not been possible to complete the process for Becton in line with the initial proposal to implement from 1<sup>st</sup> September 2014. Under its powers under the Regulations, Cabinet is asked to amend the proposal to change the implementation date to 1<sup>st</sup> October 2014. This has no practical implications as existing arrangements will continue and changes to financial arrangements would not come in until the new financial year in April 2015.

## **8.0 RECOMMENDATIONS**

- 8.1 Cabinet is recommended to approve:
- i. An expansion at Oughtibridge Primary from 45 places per year to

60 places per year, starting in the Reception intake in September 2015 and that a capital approval submission will be brought forward in due course.

- ii. An expansion at The Rowan Primary (Special School) from 68 to 90 places overall, starting in September 2015 on condition that the capital scheme receives planning permission by 1<sup>st</sup> May 2015.
- iii. A change in the age range of Becton School (Hospital School) from 11-18 to 5-18, with a change to the proposed start date of 1<sup>st</sup> September 2014 to 1<sup>st</sup> October 2014; and note
- iv. That the Rowan School expansion capital scheme is the subject of an approval request in the Month 3 Budget Monitoring report.

Joel Hardwick  
Acting Senior Manager, School Organisation  
17<sup>th</sup> September 2014

This page is intentionally left blank

## **APPENDIX 1 – Factors to be considered by Decision Makers**

4.16 The following factors **should not** be taken to be exhaustive. Their importance will vary, depending on the type and circumstances of the proposals. All proposals **should** be considered on their individual merits.

### **EFFECT ON STANDARDS AND SCHOOL IMPROVEMENT**

#### **A System Shaped by Parents** (Paragraphs 4.17-4.18)

4.17 The Government's aim, as set out in the Five Year Strategy for Education and Learners and the Schools White Paper Higher Standards, Better Schools For All, is to create a schools system shaped by parents which delivers excellence and equity. In particular, the Government wishes to see a dynamic system in which:

- weak schools that need to be closed are closed quickly and replaced by new ones where necessary; and
- the best schools are able to expand and spread their ethos and success.

4.18 The EIA 2006 amends the Education Act 1996 to place duties on LAs to secure diversity in the provision of schools and to increase opportunities for parental choice when planning the provision of schools in their areas. In addition, LAs are under a specific duty to respond to representations from parents about the provision of schools, including requests to establish new schools or make changes to existing schools. The Government's aim is to secure a more diverse and dynamic schools system which is shaped by parents. The Decision Maker **should** take into account the extent to which the proposals are consistent with the new duties on LAs.

#### **Standards** (Paragraphs 4.19-4.20)

4.19 The Government wishes to encourage changes to local school provision which will boost standards and opportunities for young people, whilst matching school place supply as closely as possible to pupils' and parents' needs and wishes.

4.20 Decision Makers **should** be satisfied that proposals for a school expansion will contribute to raising local standards of provision, and will lead to improved attainment for children and young people. They **should** pay particular attention to the effects on groups that tend to under-perform including children from certain ethnic groups, children from deprived backgrounds and children in care, with the aim of narrowing attainment gaps.

#### **Diversity** (Paragraphs 4.21-4.23)

4.21 Decision Makers **should** be satisfied that when proposals lead to children (who attend provision recognised by the LA as being reserved for pupils with special educational needs) being displaced, any alternative provision will meet the statutory SEN improvement test (see paragraphs 4.69-4.72).

4.22 The Government's aim is to transform our school system so that every child receives an excellent education – whatever their background and wherever they live. A vital part of the Government's vision is to create a more diverse school system offering excellence and

choice, where each school has a strong ethos and sense of mission and acts as a centre of excellence or specialist provision.

4.23 Decision Makers **should** consider how proposals will contribute to local diversity. They **should** consider the range of schools in the relevant area of the LA and whether the expansion of the school will meet the aspirations of parents, help raise local standards and narrow attainment gaps.

#### **Every Child Matters** (Paragraph 4.24)

4.24 The Decision Maker **should** consider how proposals will help every child and young person achieve their potential in accordance with “Every Child Matters” principles which are: to be healthy; stay safe; enjoy and achieve; make a positive contribution to the community and society; and achieve economic well-being. This **should** include considering how the school will provide a wide range of extended services, opportunities for personal development, access to academic and applied learning training, measures to address barriers to participation and support for children and young people with particular needs, e.g. looked after children or children with special educational needs (SEN) and disabilities.

### **SCHOOL CHARACTERISTICS**

#### **Boarding Provision** (Paragraphs 4.25-4.26)

4.25 In making a decision on proposals that include the expansion of boarding provision, the Decision Maker **should** consider whether or not there would be a detrimental effect on the sustainability of boarding at another state maintained boarding school within one hour’s travelling distance of the proposed school.

4.26 In making a decision on proposals for expansion of boarding places the Decision Maker **should** consider:-

- a. the extent to which boarding places are over subscribed at the school and any state maintained boarding school within an hour’s travelling distance of the school at which the expansion is proposed;
- b. the extent to which the accommodation at the school can provide additional boarding places;
- c. any recommendations made in the previous CSCI/Ofsted reports which would suggest that existing boarding provision in the school failed significantly to meet the National Minimum Standards for Boarding Schools;
- d. the extent to which the school has made appropriate provision to admit other categories of pupils other than those for which it currently caters (e.g. taking pupils of the opposite sex or sixth formers) if they form part of the expansion;
- e. any impact of the expansion on the continuity of education of boarders currently in the school;



- f. the extent to which the expansion of boarding places will help placements of pupils with an identified boarding need; and
- g. the impact of the expansion on a state maintained boarding school within one hour's travelling distance from the school which may be undersubscribed.

### **Equal Opportunity Issues** (Paragraphs 4.27)

4.27 The Decision Maker **should** consider whether there are any sex, race or disability discrimination issues that arise from the changes being proposed, for example, that where there is a proposed change to single sex provision in an area, there is equal access to single sex provision for the other sex to meet parental demand. Similarly there needs to be a commitment to provide access to a range of opportunities which reflect the ethnic and cultural mix of the area, while ensuring that such opportunities are open to all.

### **NEED FOR PLACES**

#### **Creating Additional Places** (Paragraphs 4.28-4.30)

4.28 The Decision Maker **should** consider whether there is a need for the expansion and **should** consider the evidence presented for the expansion such as planned housing development or demand for provision. The Decision Maker **should** take into account not only the existence of spare capacity in neighbouring schools, but also the quality and popularity with parents of the schools in which spare capacity exists and evidence of parents' aspirations for places in the school proposed for expansion. The existence of surplus capacity in neighbouring less popular or successful schools **should not** in itself prevent the addition of new places.

4.29 Where the school has a religious character, or follows a particular philosophy, the Decision Maker **should** be satisfied that there is satisfactory evidence of sufficient demand for places for the expanded school to be sustainable.

4.30 Where proposals will add to surplus capacity but there is a strong case for approval on parental preference and standards grounds, the presumption **should** be for approval. The LA in these cases will need to consider parallel action to remove the surplus capacity thereby created.

#### **Expansion of Successful and Popular Schools** (Paragraph 4.31-4.34)

4.31 The Government is committed to ensuring that every parent can choose an excellent school for their child. We have made clear that the wishes of parents **should** be taken into account in planning and managing school estates. Places **should** be allocated where parents want them, and as such, it **should** be easier for successful and popular primary and secondary schools to grow to meet parental demand. For the purposes of this guidance, the Secretary of State is not proposing any single definition of a successful and popular school. It is for the Decision Maker to decide whether a school is successful and popular, however, the following indicators **should** all be taken into account:

- a. the school's performance;
  - i. in terms of absolute results in key stage assessments and public examinations;
  - ii. by comparison with other schools in similar circumstances (both in the same LA and other LAs);
  - iii. in terms of value added;
  - iv. in terms of improvement over time in key stage results and public examinations.
- b. the numbers of applications for places;
  - i. the Decision Maker should also take account of any other relevant evidence put forward by schools.

4.32 The strong presumption is that proposals to expand successful and popular schools **should** be approved. In line with the Government's long standing policy that there **should** be no increase in selection by academic ability, this presumption does not apply to grammar schools or to proposals for the expansion of selective places at partially selective schools.

4.33 The existence of surplus capacity in neighbouring less popular schools **should not** in itself be sufficient to prevent this expansion, but if appropriate, in the light of local concerns, the Decision Maker **should** ask the LA how they plan to tackle any consequences for other schools. The Decision Maker **should** only turn down proposals for successful and popular schools to expand if there is compelling objective evidence that expansion would have a damaging effect on standards overall in an area, which cannot be avoided by LA action.

4.34 Before approving proposals the Decision Maker **should** confirm that the admission arrangements of schools proposed for expansion fully meet the provisions of the School Admissions Code. Although the Decision Maker may not modify proposed admission arrangements, the proposer **should** be informed that proposals with unsatisfactory admission arrangements are unlikely to be approved, and given the opportunity to revise them in line with the Code of Practice. Where the LA, rather than the governing body, is the admissions authority, we will expect the authority to take action to bring the admission arrangements in to line with the School Admissions Code.

#### **Travel and Accessibility for All** (Paragraphs 4.35-4.36)

4.35 In considering proposals for the reorganisation of schools, Decision Makers **should** satisfy themselves that accessibility planning has been properly taken into account. Facilities are to be accessible by those concerned, by being located close to those who will use them, and the proposed changes **should not** adversely impact on disadvantaged groups.

4.36 In deciding statutory proposals, the Decision Maker **should** bear in mind that proposals **should not** have the effect of unreasonably extending journey times or increasing

transport costs, or result in too many children being prevented from travelling sustainably due to unsuitable routes e.g. for walking, cycling etc. The EIA 2006 provides extended free transport rights for low income groups – see Home to School Travel and Transport Guidance ref 00373 – 2007BKT-EN at [www.teachernet.gov.uk/publications](http://www.teachernet.gov.uk/publications). Proposals **should** also be considered on the basis of how they will support and contribute to the LA's duty to promote the use of sustainable travel and transport to school.

#### **16-19 Provision** (Paragraphs 4.37-4.39)

4.37 The pattern of 16-19 provision differs across the country. Many different configurations of school and college provision deliver effective 14-19 education and training. An effective 14-19 organisation has a number of key features:

- standards and quality: the provision available **should** be of a high standard – as demonstrated by high levels of achievement and good completion rates;
- progression: there **should** be good progression routes for all learners in the area, so that every young person has a choice of the full range of options within the 14-19 entitlement, with institutions collaborating as necessary to make this offer. All routes **should** make provision for the pastoral, management and learning needs of the 14-19 age group;
- participation: there are high levels of participation in the local area; and,
- learner satisfaction: young people consider that there is provision for their varied needs, aspirations and aptitudes in a range of settings across the area.

4.38 Where standards and participation rates are variable, or where there is little choice, meaning that opportunity at 16 relies on where a young person went to school, the case for reorganisation, or allowing high quality providers to expand, is strong.

4.39 Where standards and participation rates are consistently high, collaboration is strong and learners express satisfaction that they have sufficient choice, the case for a different pattern of provision is less strong. The Decision Maker therefore will need to take account of the pattern of 16-19 provision in the area and the implications of approving new provision.

#### **Addition of post-16 provision by “high performing” schools** (Paragraphs 4.40-4.51)

4.40 The Government remains committed to the principle that high performing 11-16 schools **should** be allowed to add post-16 provision where there is parental and student demand, in order to extend quality and choice. But the context in which this principle will operate is changing. From April 2010, the Apprenticeships, Skills, Children and Learning Act 2009 will transfer the responsibility for 16-19 planning and funding from the LSC to LAs. LAs will be responsible for maintaining an effective and coherent system of 14-19 organisation which delivers the new entitlement – to a new curriculum and new qualifications, including all 17 Diploma lines from 2013 and an Apprenticeship place for those who meet the entry criteria - to all young people in their area. Collaboration will be a key feature of 14-19 provision.

4.41 So, while there is still a strong presumption of approval for proposals from high performing schools, that decision **should** now be informed by additional factors: the need for local collaboration; the viability of existing post-16 providers in the local area; and the improvement of standards at the school that is proposing to add post-16 provision. Only in exceptional circumstances\* would these factors lead Decision Makers not to approve a

proposal. If the Decision Maker were minded not to approve a proposal, he **should** first consider whether modification of the proposal would enable the proposer to comply with these conditions (see paragraph 4.49).

*\* Exceptional circumstances in which the Decision Maker might reject the proposal to add a sixth form to a presumption school would include if there is specific evidence that a new sixth form was of a scale that it would directly affect the viability of another neighbouring, high quality institution that itself was not large in comparison to other institutions of that type. Exceptional circumstances might also include a situation where there are a number of presumption schools in the same area at the same time and/or where there is clear evidence that the scale of the aggregate number of additional 16-18 places far exceeds local need and affordability and is therefore clearly poor value for money.*

4.42 There **should** be a strong presumption in favour of the approval of proposals for a new post-16 provision where:

- a. the school is a high performing specialist school that has opted for an applied learning specialism; or
- b. the school, whether specialist or not, meets the DCSF criteria for 'high performing' and does not require capital support.

4.43 The school **should** ensure that, in forwarding its proposals to the Decision Maker, it provides evidence that it meets one of the criteria at paragraph 4.42 above.

4.44 Where a new sixth form is proposed by a specialist school that has met the 'high performing' criteria and which has opted for an applied learning specialism, capital funding may be available from the 16-19 Capital Fund.

4.45 This presumption will apply to proposals submitted to the Decision Maker within:

- a. two years from the date a school commences operation with applied learning specialist school status; or
- b. two years from the date a school is informed of its Ofsted Section 5 inspection results which would satisfy DCSF criteria for 'high performing' status as set out at <http://www.standards.dcsf.gov.uk/specialistschools/guidance2007/?version=1>

NOTE: 'submitted to the Decision Maker' above refers to when proposals and representations are with the Decision Maker, following the end of the representation period.

4.46 The increase in the period in which a school is eligible to expand its post-16 provision recognises the time required to embed the new presumption places within a local 14-19 delivery plan and for effective collaboration to take place.

4.47 New post-16 provision in schools **should**, as appropriate, operate in partnership with other local providers to ensure that young people have access to a wide range of learning opportunities. In assessing proposals from 'high performing' schools to add post-16 provision, Decision Makers **should** look for:

- a. evidence of local collaboration in drawing up the presumption proposal; and

- b. a statement of how the new places will fit within the 14-19 organisation in an area; and
- c. evidence that the exercise of the presumption is intended to lead to higher standards and better progression routes at the 'presumption' school.

4.48 If a school has acted in a collaborative way and has actively attempted to engage other partners in the local area, but it is clear that other institutions have declined to participate, that fact **should not** be a reason for declining to approve a proposal. The onus is on other providers to work with a school which qualifies for the presumption of approval for new post-16 provision.

4.49 The Decision Maker **should** only turn down proposals to add post-16 provision from schools eligible for the sixth form presumption if there is compelling and objective evidence that the expansion would undermine the viability of an existing high quality post-16 provider or providers. The fact that an existing school or college with large numbers of post-16 students might recruit a smaller number of students aged 16-19 is not, of itself, sufficient to meet this condition, where the "presumption" school can show that there is reasonable demand from students to attend the school after age 16.

4.50 The existence of surplus capacity in neighbouring schools or colleges that are not high performing **should not** be a reason to reject a post-16 presumption proposal. It is the responsibility of the LA to consider decommissioning poor quality provision as well as commissioning high quality provision. The LA should therefore plan to tackle any consequences of expansion proposals for other schools.

4.51 Before approving proposals the Decision Maker **should** confirm that the admission arrangements of schools proposed for expansion fully meet the provisions of the mandatory Schools Admissions Code. Although the Decision Maker may not modify proposed admission arrangements, the proposer **should** be informed that proposals with unsatisfactory admission arrangements are unlikely to be approved, and given the opportunity to revise them in line with the Code. Where the LA, rather than the governing body, is the admissions authority, we will expect the authority to take action to bring the admission arrangements into line with the School Admissions Code.

#### **Conflicting Sixth Form Reorganisation Proposals** (Paragraph 4.52)

4.52 Where the implementation of reorganisation proposals by the LSC<sup>1</sup> conflict with other published proposals put to the Decision Maker for decision, the Decision Maker is prevented (by the School Organisation Proposals by the LSC for England Regulations 2003) from making a decision on the "related" proposals until the Secretary of State has decided the LSC proposals (see paragraphs 4.13 to 4.14 above).

#### **16-19 Provision 'Competitions'** (Paragraphs 4.53-4.56)

---

<sup>1</sup> References throughout this document to the LSC only apply up to April 2010. The ASCL Act 2009 will transfer the responsibilities of the LSC in respect of 16-19 education and training to LAs, supported by the Young People's Learning Agency. This guidance will be revised by April 2010 to take account of these changes.

4.53 Non-statutory competitions for new 16-19 provision were introduced from January 2006. They are administered by the regional arm of the LSC, in line with the LSC's current role as commissioner of 16-19 provision. The Government intends to transfer the responsibility for 16-19 provision from the LSC to LAs from 2010.<sup>2</sup>

4.54 The current arrangements for the establishment of new institutions by competition involves a two-stage approval process:

- a. the competition selection process;
- b. approval of the outcome by existing processes (e.g. Decision Maker approval of school/LA proposals and Secretary of State approval of college/LSC proposals, as required by law).

4.55 Competitors will be eligible to apply to the 16-19 Capital Fund. Where a competition is 'won' by a school, they **must** then publish statutory proposals and these **must** be considered by the Decision Maker on their merits.

4.56 Where proposals to establish sixth forms are received, and the local LSC is running a 16-19 competition, the Decision Maker **must** take account of the competition when considering the proposals.

## FUNDING AND LAND

### Capital (Paragraphs 4.57-4.59)

4.57 The Decision Maker **should** be satisfied that any land, premises or capital required to implement the proposals will be available. Normally, this will be some form of written confirmation from the source of funding on which the promoters rely (e.g. the LA, DCSF, or LSC). In the case of an LA, this **should** be from an authorised person within the LA, and provide detailed information on the funding, provision of land and premises etc.

4.58 Where proposers are relying on DCSF as a source of capital funding, there can be no assumption that the approval of proposals will trigger the release of capital funds from the Department, unless the Department has previously confirmed in writing that such resources will be available; nor can any allocation 'in principle' be increased. In such circumstances the proposals **should** be rejected, or consideration of them deferred until it is clear that the capital necessary to implement the proposals will be provided.

4.59 Proposals **should not** be approved conditionally upon funding being made available, subject to the following specific exceptions: For proposals being funded under the Private Finance Initiative (PFI) or through the BSF programme, the Decision Maker **should** be satisfied that funding has been agreed 'in principle', but the proposals **should** be approved conditionally on the entering into of the necessary agreements and the release of funding. A conditional approval will protect proposers so that they are not under a statutory duty to

---

<sup>2</sup> The ASCL Act will remove the LSC and also the power of LAs to establish sixth form schools, whether by a competition or otherwise. Section 126 of the Act amends section 16 of the Education Act 1996 and sections 7, 10 and 11 of EIA 2006.

implement the proposals until the relevant contracts have been signed and/or funding is finally released.

### **Capital Receipts** (Paragraphs 4.60-4.62)

4.60 Where the implementation of proposals may depend on capital receipts from the disposal of land used for the purposes of a school (i.e. including one proposed for closure in “related” proposals) the Decision Maker **should** confirm whether consent to the disposal of land is required, or an agreement is needed, for disposal of the land. Current requirements are:

a. Community Schools – the Secretary of State’s consent is required under paragraph 2 of Schedule 35A to the Education Act 1996 and, in the case of playing field land, under section 77 of the Schools Standards and Framework Act 1998 (SSFA 1998). (Details are given in DCSF Guidance 1017-2004 “The Protection of School Playing Fields and Land for Academies” published in November 2004) -

<http://publications.teachernet.gov.uk/default.aspx?PageFunction=productdetails&PageMode=spectrum&ProductId=DfE-1017-2004&>).

b. Foundation (including Trust) and Voluntary Schools:

i. playing field land – the governing body, foundation body or trustees will require the Secretary of State’s consent, under section 77 of the SSFA 1998, to dispose, or change the use of any playing field land that has been acquired and/or enhanced at public expense.

ii. non-playing field land or school buildings – the governing body, foundation body or trustees no longer require the Secretary of State’s consent to dispose of surplus non-playing field land or school buildings which have been acquired or enhanced in value by public funding. They will be required to notify the LA and seek local agreement of their proposals. Where there is no local agreement, the matter **should** be referred to the Schools Adjudicator to determine. (Details of the new arrangements can be found in the Department’s guidance “The Transfer and Disposal of School Land in England: A General Guide for Schools, Local Authorities and the Adjudicator” -

<http://publications.teachernet.gov.uk/default.aspx?PageFunction=productdetails&PageMode=spectrum&ProductId=DfE-1017-2004&> ).

4.61 Where expansion proposals are dependent upon capital receipts of a discontinuing foundation or voluntary school the governing body is required to apply to the Secretary of State to exercise his various powers in respect of land held by them for the purposes of the school. Normally he would direct that the land be returned to the LA but he could direct that the land be transferred to the governing body of another maintained school (or the temporary governing body of a new school). Where the governing body fails to make such an application to the Secretary of State, and the school subsequently closes, all land held by them for the purposes of the discontinued school will, on dissolution of the governing body, transfer to the LA unless the Secretary of State has directed otherwise before the date of dissolution.

4.62 Where consent to the disposal of land is required, but has not been obtained, the Decision Maker **should** consider issuing a conditional approval for the statutory proposals so that the proposals gain full approval automatically when consent to the disposal is obtained (see paragraph 4.75).

**New Site or Playing Fields** (Paragraph 4.63)

4.63 Proposals dependent on the acquisition of an additional site or playing field may not receive full approval but **should** be approved conditionally upon the acquisition of a site or playing field.

**Land Tenure Arrangements** (Paragraph 4.64)

4.64 For the expansion of voluntary or foundation schools it is desirable that a trust, or the governing body if there is no foundation, holds the freehold interest in any additional site that is required for the expansion. Where the trustees of the voluntary or foundation school hold, or will hold, a leasehold interest in the additional site, the Decision Maker will need to be assured that the arrangements provide sufficient security for the school. In particular the leasehold interest **should** be for a substantial period – normally at least 50 years – and avoid clauses which would allow the leaseholder to evict the school before the termination of the lease. The Decision Maker **should** also be satisfied that a lease does not contain provisions which would obstruct the governing body or the headteacher in the exercise of their functions under the Education Acts, or place indirect pressures upon the funding bodies.

**School Playing Fields** (Paragraph 4.65)

4.65 The Education (School Premises) Regulations 1999 set out the standards for school premises, including minimum areas of team game playing fields to which schools **should** have access. The Decision Maker will need to be satisfied that either:

- a. the premises will meet minimum requirements of The Education (School Premises) Regulations 1999; or
- b. if the premises do not meet those requirements, the proposers have secured the Secretary of State's agreement in principle to grant a relaxation.

Where the Secretary of State has given 'in principle' agreement as at paragraph 4.60(b) above, the Decision Maker **should** consider issuing conditional approval so that when the Secretary of State gives his agreement, the proposals will automatically gain full approval.



## **SPECIAL EDUCATIONAL NEEDS (SEN) PROVISION**

### **Initial Considerations** (Paragraphs 4.66-4.67)

4.66 SEN provision, in the context of School Organisation legislation and this guidance, is provision recognised by the LA as specifically reserved for pupils with special educational needs. When reviewing SEN provision, planning or commissioning alternative types of SEN provision or considering proposals for change LAs **should** aim for a flexible range of provision and support that can respond to the special educational needs of individual pupils and parental preferences, rather than necessarily establishing broad categories of provision according to special educational need or disability. There are a number of initial considerations for LAs to take account of in relation to proposals for change. They **should** ensure that local proposals:

- a. take account of parental preferences for particular styles of provision or education settings;
- b. offer a range of provision to respond to the needs of individual children and young people, taking account of collaborative arrangements (including between special and mainstream), extended school and Children's Centre provision; regional centres (of expertise ) and regional and sub-regional provision; out of LA day and residential special provision;
- c. are consistent with the LA's Children and Young People's Plan;
- d. take full account of educational considerations, in particular the need to ensure a broad and balanced curriculum, including the National Curriculum, within a learning environment in which children can be healthy and stay safe;
- e. support the LA's strategy for making schools and settings more accessible to disabled children and young people and their scheme for promoting equality of opportunity for disabled people;
- f. provide access to appropriately trained staff and access to specialist support and advice, so that individual pupils can have the fullest possible opportunities to make progress in their learning and participate in their school and community;
- g. ensure appropriate provision for 14-19 year-olds, taking account of the role of local LSC funded institutions and their admissions policies; and
- h. ensure that appropriate full-time education will be available to all displaced pupils. Their statements of special educational needs will require amendment and all parental rights must be ensured. Other interested partners, such as the Health Authority should be involved.

4.67 Taking account of the considerations, as set out above, will provide assurance to local communities, children and parents that any reorganisation of SEN provision in their area is designed to improve on existing arrangements and enable all children to achieve the five Every Child Matters outcomes.

### **The Special Educational Needs Improvement Test** (Paragraph 4.68)

4.68 When considering any reorganisation of provision that would be recognised by the LA as reserved for pupils with special educational needs, including that which might lead to some children being displaced through closures or alterations, LAs, and all other proposers for new schools or new provision, will need to demonstrate to parents, the local community and Decision Makers how the proposed alternative arrangements are likely to lead to improvements in the standard, quality and/or range of educational provision for children with special educational needs. All consultation documents and reorganisation plans that LAs publish and all relevant documentation LAs and other proposers submit to Decision Makers **should** show how the key factors set out in paragraphs 4.69 to 4.72 below have been taken into account by applying the SEN improvement test. Proposals which do not credibly meet these requirements **should not** be approved and Decision Makers **should** take proper account of parental or independent representations which question the LA's own assessment in this regard.

#### **Key Factors** (Paragraphs 4.69-4.72)

4.69 When LAs are planning changes to their existing SEN provision, and in order to meet the requirement to demonstrate likely improvements in provision, they **should**:

- a. identify the details of the specific educational benefits that will flow from the proposals in terms of:
  - i. improved access to education and associated services including the curriculum, wider school activities, facilities and equipment, with reference to the LA's Accessibility Strategy;
  - ii. improved access to specialist staff, both education and other professionals, including any external support and/or outreach services;
  - iii. improved access to suitable accommodation; and
  - iv. improved supply of suitable places.
- b. LAs **should** also:
  - i. obtain a written statement that offers the opportunity for all providers of existing and proposed provision to set out their views on the changing pattern of provision seeking agreement where possible;
  - ii. clearly state arrangements for alternative provision. A 'hope' or 'intention' to find places elsewhere is not acceptable. Wherever possible, the host or alternative schools should confirm in writing that they are willing to receive pupils, and have or will have all the facilities necessary to provide an appropriate curriculum;
  - iii. specify the transport arrangements that will support appropriate access to the premises by reference to the LA's transport policy for SEN and disabled children; and

- iv. specify how the proposals will be funded and the planned staffing arrangements that will be put in place.

4.70 It is to be noted that any pupils displaced as a result of the closure of a BESD school (difficulties with behavioural, emotional and social development) **should not** be placed long-term or permanently in a Pupil Referral Unit (PRU) if a special school place is what they need. PRUs are intended primarily for pupils who have been excluded, although LAs can and do use PRU provision for pupils out of school for other reasons such as illness and teenage pregnancies. There may of course be pupils who have statements identifying that they have BESD who have been placed appropriately in a PRU because they have been excluded; in such cases the statement **must** be amended to name the PRU, but PRUs **should not** be seen as an alternative long-term provision to special schools.

4.71 The requirement to demonstrate improvements and identify the specific educational benefits that flow from proposals for new or altered provision as set out in the key factors are for all those who bring forward proposals for new special schools or for special provision in mainstream schools including governors of foundation schools and foundation special schools. The proposer needs to consider all the factors listed above.

4.72 Decision Makers will need to be satisfied that the evidence with which they are provided shows that LAs and/or other proposers have taken account of the initial considerations and all the key factors in their planning and commissioning in order to meet the requirement to demonstrate that the reorganisation or new provision is likely to result in improvements to SEN provision.

## **OTHER ISSUES**

### **Views of Interested Parties** (Paragraphs 4.73)

4.73 The Decision Maker **should** consider the views of all those affected by the proposals or who have an interest in them including: pupils; families of pupils; staff; other schools and colleges; local residents; diocesan bodies and other providers; LAs; the LSC (where proposals affect 14-19 provision) and the Early Years Development and Childcare Partnership if one exists, or any local partnership or group that exists in place of an EYDCP (where proposals affect early years and/or childcare provision). This includes statutory objections and comments submitted during the representation period. The Decision Maker **should not** simply take account of the numbers of people expressing a particular view when considering representations made on proposals. Instead the Decision Maker **should** give the greatest weight to representations from those stakeholders likely to be most directly affected by the proposals.

This page is intentionally left blank

## **Appendix 2: Feedback from Consultation - Oughtibridge**

### **Governors**

#### **Meeting 23<sup>rd</sup> June 2014** (Finance and Premises Sub Committee)

The overall tone of the meeting was positive, with Governors supportive of the proposal. Governors raised two points that they felt were important if the scheme was to proceed. These were:

- The capital process needs to be fast moving
- Governors would like a guarantee that any capital work would be completed by July 2015.

### **Parents**

#### **School Gates 1<sup>st</sup> July** (around 30 parents spoken to)

The overall tone of responses was positive, with many parents accepting that the expansion was needed and some knowing other local people who have had difficulty securing a place at the school. The following comments were received:

- Had a child refused last year – now at Hillsborough. Non-catchment but do have a sibling who is at Oughtibridge and would much prefer them to be together. The expansion is necessary due to the amount of new housing in the village – all spaces are being taken up but people will always choose to come to this school because it is successful. Expansion needs to be properly funded.
- Great idea to expand the school but the existing building feels tight, especially in the Junior classrooms. It would be great to get more children in, including demand from outside the catchment area, but even better if existing accommodation could also be improved. Everyone here knows someone who has had problems getting their child into the school.
- Catchment resident with a sibling already in the school so would be extremely unhappy if the younger child did not get in. On that basis I support the expansion and clearly there's a need to do it – but careful thoughts need to go into how to deliver the accommodation so as not to reduce the open space and play areas on the site. It would be helpful to have ramped access from the lower entrances as they currently both have steps which is very difficult for parents with pushchairs etc.
- Question – clarify timescales for the buildings? Concerned that there is not sufficient space but the school have said that additional children will be accommodated from September (happy with explanation that buildings will be in place before these children move into Year 1).
- It's a good idea – there are definitely more children living in the area now and demand is growing.
- Only response would be to ask why the Council has waited so long to do this? We had issues with our son's year group, now in Y4, and predicted at that time that the rising birth rate would result in more places being needed. At appeals we were told it wasn't necessary to expand the school but then needed a bulge year in our daughter's year group (now Y1 – the bulge class of 60). All the new housing developments have been allowed to happen with no money being paid for school places from the private developers but the Council is now proposing an expansion –

no doubt this will be paid for from taxpayers' money. We think it should have been tackled years ago with developer contributions. Lots of parents here now have children split across two schools.

- Question – are other schools across the area also being expanded? (Happy with the rationale for Oughtibridge based on demand from within catchment)
- My concern is that the existing classrooms are very small, particularly in the Junior block. Could the capital project address this?
- Question – childminder who looks after a family with older child at Oughtibridge but younger sibling due to start in 2015 – the family have moved and are now not in catchment. Are they likely to be refused? (Advised that there is a risk of this and family may need to contact Admissions to find out distance of last allocation/number of non-catchment who are offered Oughtibridge in 2014)
- I'm a resident of the nearby road and am supportive of the proposal but concerned about traffic. Parking is not too much of an issue although it's very busy at pick-up and drop-off times – more concerned about the speed of cars on the residential roads where children are dropped off. A few years ago a petition was started to campaign for a 20mph zone around the school but this wasn't implemented. Can the Planning process consider this as part of the expansion proposals?
- Main concern is around the potential impact on the educational experience for children already in the school. The site is already coping with a bulge year moving through the school and the buildings are not efficient in terms of space taken up. Would not want to see play space or field lost for new buildings. Also concerned about potential impact on neighbouring schools – governor at Wharnccliffe Side as well as a parent here and concerned that additional places might attract more preferences from Wharnccliffe Side catchment residents or reduce the number of Oughtibridge residents who end up at Wharnccliffe Side. Understand that Council has a difficult balance to achieve in terms of meeting demand from Oughtibridge but also managing the impact on other schools. (Happy that further meetings with Wharnccliffe Side are planned; I also explained that few pupils are allocated WS from Oughtibridge with most referrals going to Hillsborough, Marcliffe etc as the families are closer to those schools).
- Any building work on the site should be on an area which is not currently well used.
- What impact will additional places at Oughtibridge have on secondary places at Bradfield Secondary School?
- I have no concerns; this would not really affect my children.
- I think this is a good idea and I have no concerns with it.
- You should ensure as much of the open space on the site as possible is maintained.
- The quality of teaching and learning should not be impacted.
- I think the additional places are a good idea but they should be reserved for children who actually live in the area.
- I think this is a good idea as quite a few local people have had difficulty getting a place at the school.
- 60 places per year is ok, but I would not want to see the school grow any larger in the future.
- It is the number of new housing development in the area causing a problem. There are a lot of developments in and around Oughtibridge.
- Parking at the school at pick up and drop off times is a real problem. Some parents have had their cars damaged and cars are often double parked.
- I am concerned the school could become too large and this might lead to more congestion.

- As well as investing in buildings for additional pupils you should also look at improving the current school infrastructure.
- Any new development should not impact on the amount of green space on the site or the view.

### **Drop In 2<sup>nd</sup> July 2014 (8 Parents attended)**

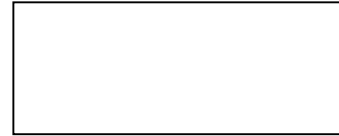
The majority for parents who attended were parents of pre-school aged children who were trying to understand how the pupil admissions system worked and the likelihood of their child getting a place. 6 of the 8 parents were catchment residents. Some had had difficulty in securing a place for their older children at the school and at least one had had a child referred to another school. The overall tone of comments was positive and strongly in favour of the expansion.

The main comments from the meeting were:

- Some people have mentioned that some parents are renting property in the area in an effort to secure a place at the school for their child, is this the case?
- The classroom sizes at the school are small. Will anything be done to address this or provide more teaching space?
- We are very short on high quality nursery provision in the area and what there is is in very poor quality accommodation. Are there any plans to include a nursery at the school as part of the project?
- I think you should add more places at the school. If you live in this are you want to go to the local school. Also, people move to the area with the school in mind.
- I fully support the addition of the places.
- The school should be made bigger but this should have been done earlier. My child has had to take a place at another local school and this has had a negative effect on family life. They have to travel out of the village to play with school friends and don't go to school with the children they know locally.

### **Written Responses (1 received)**

03 JUL 2014



30.06.14

Mrs Munt  
Head Teacher  
Oughtibridge Primary School

Dear Mrs Munt,

As you know my son Max is due to start school in September. He will be part of the increased intake which we welcome, both as a sign of the success of Oughtibridge School, and for provision of much needed school places for catchment children.

I suspect you have been inundated with "helpful suggestions" but just wondered if I could share some thoughts regarding possible opportunities as part of the school expansion.

First, has consideration been given to solar panels? I know our weather does not perhaps lend itself well to solar energy, however we have panels and have found that they do, in fact, produce a considerable energy supply. Government remuneration, for energy we return to the national grid, offsets our outlay and in a few years we will see a regular profit/income from our solar energy. Friends of The Earth have a current campaign to help schools interested in solar energy (as I have gathered from their many emails!). I have enclosed their flyer for information. I would be happy to find out more if this would be of interest.

Secondly, having made many trips to and from school over the years, I feel that school access could be improved. I am not sure if this is something that you are able to influence but I thought that this may be increasingly relevant given the planned school expansion. At the moment some of the access paths, particularly the path from Footgate Close, are narrow and become congested. Also there are quite a few steps to get to the school grounds from all up-hill access routes. This is a particular problem for parents with buggies. I have often wondered if this is seen by some as a barrier to walking their children to school. Small children and toddlers can be carried or walk the short distance from a car parked close to school making bumping a buggy up steps unnecessary; this could be seen as a more attractive option. We are both well aware of the health and environmental benefits of walking to school. Maximising the number of parents walking their children to school would also help parking around the school. Perhaps the council would agree to improvements in school access in conjunction with the expansion of buildings?

Thankyou for considering these suggestions and congratulations on your new Grandchild. I hope you share many happy times.

Best wishes,





## Residents

**Meeting:** Oughtibridge Residents meeting  
**Date:** 02/07/14  
**Officers:** David Metcalfe (Chair); Daniel Taylor (notes)  
**Also present:** Phil Wood (Labour Councillor)

Residents 1 (couple): Poplar Road

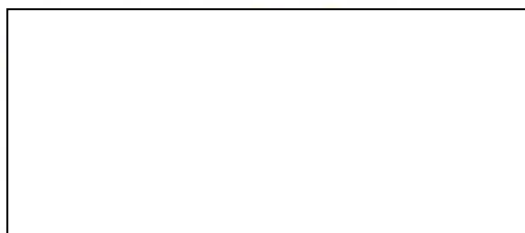
- There should be more done to publicise the proposals.
- The road surfaces have deteriorated as a result of the additional traffic from the school.
- One resident's garden wall was knocked over by a reversing car.
- Parents often park across or overshoot driveways.
- Local residents have to purposely arrive later from work to avoid the school runs.
- Majority of parking on Poplar Road is parents collecting children from the Children's Centre.
- It is nice to see that more local children can use the school.

Residents 2 (couple): Footgate Close

- The onus should be on the school to get the parents to live in harmony with the residents.
- Perhaps a walking club (similar to those set up at other schools) could be set up?
- Can the school promote help from the parents; perhaps volunteers to set up systems to reduce traffic.
- We realise that it is the parents that need to change their behaviour, but surely it is worth the school trying to encourage this change.

Both couples suggested another residents' meeting is arranged before the planning application is submitted. *This is a normal part of the process and will be progressed in due course.*

Gates on the south side of the school site were locked potentially making access to the meeting difficult for elderly residents who may have wanted to attend to do so. *This was noted and a request will be made to the school to ensure this entrance is open for any future meetings.*



To whom it may concern,

We are unable to attend the meeting tonight but we want you to be aware of our opposition to the 15 extra Places at Oughtonbridge school.

We live on Poplar Road which is very narrow so cars are unable to park on both sides. The lack of room on this road does not deter Parents and Staff from the school and nursery trying to park as close as they possibly can. We have problems nearly every day. In the past 6 months I have had my car damaged by Parents on 3 separate occasions, I ever reported one Parent to the Police when I witnessed her damage my car and she drove away without giving me her insurance details.

Parents also abandon their cars on the end of the road to run in to the school and nursery, I have been late for work on numerous occasions as I was unable to get my car off the road.

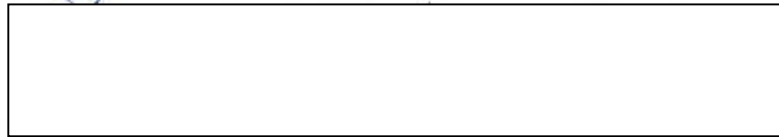
My neighbour at number 2 constantly has Parents Piling across their drive and using their drive to turn around.

P.T.O.

We feel that the addition of 15 extra Places could mean 15 extra cars all vying to Park on the schools doorstep.

We understand that it is good for the school + for Cognatebridge but we feel this will have a detrimental effect on the residents of the surrounding roads.

Yours Faithfully



## **Neighbouring Schools**

### **Bradfield Dungworth** (Governors' Meeting 17<sup>th</sup> July)

- Concerns were raised over the small numbers in the Bradfield Dungworth catchment area and the impact of any reduction in pupils on the school's budget
- Governors asked about the potential impact of expansion at Oughtibridge on pupil numbers at Bradfield Dungworth and whether expansion at Bradfield Dungworth or a change in catchment boundaries could have been an alternative solution. Whilst the focus was clearly on concern to ensure the viability of Bradfield Dungworth, there was understanding that the population growth is in the Oughtibridge catchment and that current forecasts suggest Bradfield Dungworth would be closer to filling in September 2015 and should fill in the following two years.
- Governors considered whether a change in the school bus route may increase the numbers of families that choose Bradfield Dungworth

### **Wharnccliffe Side** (Notes of Meeting with Headteacher 21<sup>st</sup> July)

- Understanding of the proposal and the level of demand within the Oughtibridge catchment area for Oughtibridge Primary School
- Concerns around the potential impact on Wharnccliffe Side were the local population to drop in the future
- Concerned about the general viability and sustainability of Wharnccliffe Side as a small primary school where a small drop in future pupil numbers would have a disproportionate impact on the school's budget when compared to larger schools

## **Appendix 3: Feedback from Consultation – The Rowan**

### **Governors**

A briefing was provided to governors in advance of the formal consultation period. Governors expressed their support for the proposals and requested that the Council publish statutory notices to that effect.

### **Parents**

#### **Parents' Coffee Morning 1<sup>st</sup> July (7 parents attended)**

Seven parents attended a coffee morning at the school on Tuesday 1<sup>st</sup> July. All of the parents were supportive of the proposals and none expressed any concerns. The group discussed the need for careful planning of traffic and parking and the management of the site during construction. Parents emphasised that the children's needs meant more careful management of the site may be required, e.g. to prevent disturbance due to noise.

#### **Parents' Evening 3<sup>rd</sup> July (10 parents attended)**

A total of 10 parents, representing 5 families, came to discuss the proposals. Their comments are recorded below.

##### Parents A&B

We have no concerns about the growth proposed but are concerned about the part-time/flexible placements and the disruption this will cause both to the children coming in on these placements and the children permanently at the school. We experienced this with our own child who could not cope in mainstream and was in a split placement for a period of time – this disruption impacted on his behaviour.

We believe that parents whose children come to The Rowan will not accept a permanent return to mainstream after accessing the provision here. The aim of supporting training etc is not an issue but there is still the Autism team who provide outreach to mainstream settings, and potential for the staff here to continue to provide outreach. If the criteria for a child to access one of the flexible placements here is that they are in crisis in the mainstream setting the likelihood is they will end up as a permanent placement at The Rowan. 'Revolving door' placements would need very careful management – our own child ended up in the Primary Inclusion Centre on a part time basis despite having an ASD diagnosis, this meant effectively he had to cope with two 'settling in' processes every week. Also, The Rowan provides a low sensory environment which responds to the needs of the children. A child who can thrive here may not necessarily continue to thrive if put back into the mainstream environment. These children do not 'get better' after a period of time in an environment like The Rowan – but it seems that some staff in mainstream still believe that.

With these concerns we would like to see the evidence base for this model being successfully implemented elsewhere. Have other local authorities developed a similar approach?

Staff from mainstream schools could still come to The Rowan to access training but we don't see the need to bring the children with them.

A further issue is where the children move onto after a placement at The Rowan. There is not sufficient provision at secondary level and anecdotal evidence of an increase in placements to non-maintained specialist providers out of city. This is a particular need for children with Asperger's or who are recognised as 'high functioning' but who cannot cope with the sensory overload of a mainstream setting so an IR placement would not be appropriate for them. Increasing numbers of those coming into special schools fit this profile – the children have huge potential but this cannot be realised if they are not in an appropriate placement. We believe that other parents at The Rowan will have similar concerns about the lack of an apparent progression route at secondary.

#### Parents C&D

The increase in numbers makes sense. The school has a high level of expertise and the proposal fits with the strategic aim of using that expertise to support access to places for children who need them. We have experience of Elective Home Education and then non-Elective Home Education as we withdrew our child from mainstream. The process to then secure a special school place was via Tribunal – this takes far longer if the child is not in school due to the difficulties around assessment etc. The need for additional places is evident.

Traffic issues around the school are a big concern and likely to increase local residents' opposition to the proposals. Could the buses arrive more flexibly over a longer period of time? The major problems are caused by the buses being queued along Durvale Court as they can't all be accommodated in the school drop off area at once. A suggestion for the Transport Service would be to ask the drivers to continue up Durvale Court past the school, turn at the head of the cul-de-sac and then wait in the area beyond the school, where there are gaps between drives. This would mean the buses turn left into the school rather than having to make a right turn across the narrow road, which is a more difficult manoeuvre and leaves the last bus sticking out into the road and blocking access. This is a simple solution which would not need any physical highways work and could be implemented now – this would reassure residents that their concerns are taken seriously.

Some parents are very concerned about the potential for escorts to be removed from the buses. We currently drive our child to school as she would not cope with the bus but our aim is to support her to access the bus independently when she is ready to do so. We are concerned that if the escorts were removed a higher number of parents would remove their children from the transport and drive themselves, adding to the difficulties at the school.

#### Parents E&F

We think the expansion is a good idea. It's made an incredible difference to our child to come here, compared with how things were when he was in mainstream. All children who have these needs should have access to a place at a school like this – we may need a whole new school, not just extra places here!

Staff in mainstream schools work hard and try hard to meet the children's needs but they lack the expertise and skills of the staff here. We are supportive of the plans to support mainstream schools with training and upskilling – this is really necessary to support those children who are not in specialist settings.

#### Parents F&G

We are for the proposal – we struggled to get a place here for our child and don't want other parents to have to go through the same. Our only concern is about the ratio of staff to children and whether this will decrease as a result of extra children being placed here. Currently the school is very good and the Ofsted rating reflects this – we would be concerned if this might slip as the school manages the expansion and want to know what measures have been put in place to ensure this doesn't happen? We are mainly concerned about the funding for staffing [parents were reassured by an explanation of how additional revenue funding would be made available to the school and the expectation that the staff:pupil ratio would continue as now]. Overall we are supportive of the proposal and as long as the funding is there we are confident the school will manage it well and continue to deliver high quality provision.

#### Parents H&I

We think this is a very good proposal and welcome the increased interaction between The Rowan and mainstream schools. Lots of staff in mainstream have a limited understanding of ASD (and would benefit from enhanced links, training etc). An increase in the overall number of places is also welcome – we are part of the Aspergers' Parents and Carers Together group and so know of a lot of other families with Asperger's who are in mainstream and the struggles they have had. A number of parents have withdrawn their children from mainstream schools because they can't cope – we both work (one part time) but this is highly unusual – most of these families have one parent at home because the child is now being home educated, or because the parent is so frequently called to school that they can't sustain work. Now that our child is at The Rowan we know that from the moment they get on the bus in the morning to when they get home they are safe and well cared for. This means we can work, so the placements have a much wider impact on families.

Parents with their children in mainstream settings report problems with staff not having the knowledge and expertise necessary to deal with the children's needs. If the flexible placements are going to succeed funding needs to be linked to these children after the intervention at The Rowan. Parents are also being told that they don't need to pursue a statement (by SENCO's) even if the child has a diagnosis of ASD or Asperger's and this is restricting access to more appropriate support. More places and outreach support are necessary to upskill the workforce but we still need more permanent placements – the need is disproportionate to the number of places available. The LA needs to acknowledge this need and respond to it. For children like our son, with high-functioning Asperger's, there is only Bents Green which will offer an appropriate environment at secondary level. The IR's are not suitable because the sensory environment in mainstream is overwhelming; in any case they are all oversubscribed. At a recent open day at Bents Green there were over 70 families but the school has only 20 places to offer in Y7 – this is why families look to the independent sector. Our preference would be to remain in an LA school but we will look at non-maintained schools which can offer an academic curriculum but an appropriate environment – this is the only way our son's potential will be realised. The Council needs to look at the whole strategy around demand for places in special schools so that parents can have confidence they will be able to proceed from primary to secondary.

**Consultation Forms** – (7 parents filled in response forms and submitted these to school)

2 | Page

June 2014

**Do you support the proposal to increase the capacity of The Rowan from Sept 2015?**

A very big yes.

**Do you support the proposed introduction of flexible, short-term placements?**

Overall yes, only concern would be if children would be in and out of classroom. Some children like Jamie find it quite difficult accepting new children and this would be accelerated if a child was there one week and not the next.

**What do you consider to be the priority for new and improved accommodation?**

Spacious accommodation with quiet areas or rooms for children to cool off plus continued high teacher to pupil ratio.

**Any other comments you would like to make?**

If new building work takes place within school/term time consideration needs to be given to noise levels as many children struggle with loud noise!

Representatives from the Council will be attending the parents' evening on 3<sup>rd</sup> July at the school if you would like to ask any questions or let us know your views. You can also contact us at the following:

Email: [schoolreorganisation@sheffield.gov.uk](mailto:schoolreorganisation@sheffield.gov.uk)

Letter: School Organisation Team, Sheffield City Council, Floor 3, Howden House, Union Street, Sheffield, S1 2SL

The consultation period runs until Thursday 24<sup>th</sup> July 2014. Please return your form to school or post it to us before this date. Thank you for taking the time to respond.



**Do you support the proposal to increase the capacity of The Rowan from Sept 2015?**

Yes we do.

**Do you support the proposed introduction of flexible, short-term placements?**

Yes we do.

**What do you consider to be the priority for new and improved accommodation?**

To be as friendly as the rest of  
the school.

**Any other comments you would like to make?**

I hope the new pupils enjoy and  
love the school as much as we  
do.

Representatives from the Council will be attending the parents' evening on 3<sup>rd</sup> July at the school if you would like to ask any questions or let us know your views. You can also contact us at the following:

Email: [schoolreorganisation@sheffield.gov.uk](mailto:schoolreorganisation@sheffield.gov.uk)

Letter: School Organisation Team, Sheffield City Council, Floor 3, Howden House,  
Union Street, Sheffield, S1 2SL

The consultation period runs until Thursday 24<sup>th</sup> July 2014. Please return your form to school or post it to us before this date. Thank you for taking the time to respond.

---

**Do you support the proposal to increase the capacity of The Rowan from Sept 20'**

Yes.

---

**Do you support the proposed introduction of flexible, short-term placements?**

Yes.

---

**What do you consider to be the priority for new and improved accommodation?**

---

**Any other comments you would like to make?**

---

Representatives from the Council will be attending the parents' evening on 3<sup>rd</sup> July at the school if you would like to ask any questions or let us know your views. You can also contact us at the following:

Email: [schoolreorganisation@sheffield.gov.uk](mailto:schoolreorganisation@sheffield.gov.uk)

Letter: School Organisation Team, Sheffield City Council, Floor 3, Howden House, Union Street, Sheffield, S1 2SL

The consultation period runs until Thursday 24<sup>th</sup> July 2014. Please return your form to us or post it to us before this date. Thank you for taking the time to respond.

**Do you support the proposal to increase the capacity of The Rowan from Sept 2015?**

Yes.

**Do you support the proposed introduction of flexible, short-term placements?**

More concerned about the increased levels of stress on both children dealing with an ever changing school population and on staff dealing with regular changes of children in difficult situations. I would want an understanding that mainstream teachers are being given more support/education and reduced class sizes to help with this population group.

**What do you consider to be the priority for new and improved accommodation?**

Priority is to offer children an appropriate environment for an appropriate time, to include both educational and behavioural development and support.

Please do not short term placements into a political stunt.

**Any other comments you would like to make?**

Good luck Rowan, teachers and pupils, you are a great school doing a great job and you should be cherished, rewarded, celebrated not stretched!!

Representatives from the Council will be attending the parents' evening on 3<sup>rd</sup> July at the school if you would like to ask any questions or let us know your views. You can also contact us at the following:

Email: [schoolreorganisation@sheffield.gov.uk](mailto:schoolreorganisation@sheffield.gov.uk)

Letter: School Organisation Team, Sheffield City Council, Floor 3, Howden House, Union Street, Sheffield, S1 2SL

The consultation period runs until Thursday 24<sup>th</sup> July 2014. Please return your form to school or post it to us before this date. Thank you for taking the time to respond.

**Do you support the proposal to increase the capacity of The Rowan from Sept 2015?**

Not really as I cannot see the resources being put in to cope with this

**Do you support the proposed introduction of flexible, short-term placements?**

No again no extra teachers teaching assistants or increased speech & language therapy

**What do you consider to be the priority for new and improved accommodation?**

New hall, dining, kitchen & outside area

**Any other comments you would like to make?**

Expansion of / or short term placements cannot be met without extra resources  
The school is very good due to current staff - dilution of this will / could result in a change for the worse

Representatives from the Council will be attending the parents' evening on 3<sup>rd</sup> July at the school if you would like to ask any questions or let us know your views. You can also contact us at the following:

Email: [schoolreorganisation@sheffield.gov.uk](mailto:schoolreorganisation@sheffield.gov.uk)

Letter: School Organisation Team, Sheffield City Council, Floor 3, Howden House, Union Street, Sheffield, S1 2SL

The consultation period runs until Thursday 24<sup>th</sup> July 2014. Please return your form to school or post it to us before this date. Thank you for taking the time to respond.

**Do you support the proposal to increase the capacity of The Rowan from Sept 2015?**

I ASKED WITH THE PROPOSAL TO EXPAND ROWAN CAPACITY AS THERE IS A SHORTAGE WITH IN THE CITY OF SUITABLE PROVISION FOR CHILDREN WITH ASD. THE NEED FOR EXPANSION ALSO THOUGH NEEDS TO BE CARRIED THROUGH TO SECONDARY EDUCATION AS HERE ALSO THERE IS A DEMAND WHICH EXCEEDS PROVISION.

**Do you support the proposed introduction of flexible, short-term placements?**

IN SOME WAYS YES AS HOPEFULLY IT WOULD BE IN TANDEM WITH GREATER EDUCATION AND TRAINING OF MAINSTREAM TEACHERS. HOWEVER I FEEL THAT FOR SOME CHILDREN THESE EXTRA TRANSITIONS WOULD PROVE DIFFICULT TO DEAL WITH

**What do you consider to be the priority for new and improved accommodation?**

IT NEEDS TO BE AS LEAST IMPACTIVE ON CHILDREN AT ROWAN FULLTIME

**Any other comments you would like to make?**

MY MAIN CONCERN IS THAT THIS INITIATIVE IS WELL FUNDED. AND THE PROVISION IN COMPREHENSIVE LEVEL IS INCREASED AS WELL. WHEN CHILDREN HAVE BEEN TO ROWAN THE RETURN TO MAINSTREAM WILL HAVE TO BE WELL SUPPORTED AND FUNDED TO ENSURE THE CHILDREN CONTINUE TO IMPROVE AND NOT SLIP BACK.

Representatives from the Council will be attending the parents' evening on 3<sup>rd</sup> July at the school if you would like to ask any questions or let us know your views. You can also contact us at the following:

Email: [schoolreorganisation@sheffield.gov.uk](mailto:schoolreorganisation@sheffield.gov.uk)

Letter: School Organisation Team, Sheffield City Council, Floor 3, Howden House, Union Street, Sheffield, S1 2SL

The consultation period runs until Thursday 24<sup>th</sup> July 2014. Please return your form to school or post it to us before this date. Thank you for taking the time to respond.

AS A PARENT MYSELF I DO NOT THINK I WOULD HAVE ACCEPTED A TEMPORARY OR PART TIME PLACE FOR MY CHILD. AS I FEEL THAT IT WOULD HAVE TOO LITTLE TOO LATE SUPPORT AT RECEPTION/NURSERY LEVEL IT MAY HAVE HELPED

**Do you support the proposal to increase the capacity of The Rowan from Sept 2015?**

Yes, there is a huge demand for places and an obvious lack across the city ~~for~~ of specialist provision.

**Do you support the proposed introduction of flexible, short-term placements?**

I would like to know more about this element before I could commit to supporting the idea. If a child has a need then surely they need a place full time? How will short term places benefit children, how will they be placed in the school - will it be in an existing class or will there be a separate class where these children are based? There will be a lot of change/confusion for existing children who need continuity and stability. I would like

**What do you consider to be the priority for new and improved accommodation?**

More definitive answers about this please.

Priority should be to provide similar accommodation - small classes, with a break out room for smaller group work or time out.

**Any other comments you would like to make?**

Does this increase at Primary mean there will be a consultation for secondary placements? There is also a lack of suitable provision there, particularly for more able/academic children with Aspergers syndrome.

Representatives from the Council will be attending the parents' evening on 3<sup>rd</sup> July at the school if you would like to ask any questions or let us know your views. You can also contact us at the following:

Email: [schoolreorganisation@sheffield.gov.uk](mailto:schoolreorganisation@sheffield.gov.uk)

Letter: School Organisation Team, Sheffield City Council, Floor 3, Howden House, Union Street, Sheffield, S1 2SL

The consultation period runs until Thursday 24<sup>th</sup> July 2014. Please return your form to school or post it to us before this date. Thank you for taking the time to respond.

## **Local Elected Members**

A briefing was provided to Cllr Martin Smith on 27<sup>th</sup> June. Cllrs Smith and Ross attended the Residents' meeting on 17<sup>th</sup> July (Cllr Otten sent apologies due to a meeting clash. Local members informed the School Organisation Team of the number of residents who had contacted them and summarised those concerns. A formal response was received by email.

*20<sup>th</sup> July*

Dear Janet

I am sending this email on behalf of all three ward councillors.

We support the Rowan School and the excellent work that it does. We also accept the need for more school places in the City for children with ASD. There are however a significant number of practical difficulties in expanding the school in its current location, notably parking & access issues in Durvale Court and Furniss Avenue. There are also noise & privacy issues for properties that surround the school, including Mercia Drive.

These issues appear to stem from the last time the school was expanded, and therefore we think it is essential that they are resolved fully before any further increase in pupil numbers.

Please accept this as our formal response to the current consultation.

Martin Smith, Colin Ross & Joe Otten, Councillors for Dore & Totley Ward

## **Residents**

### **Drop in 2<sup>nd</sup> July (17 residents attended)**

The majority of residents appreciated the excellent job the school does in catering for students with complex needs. A minority of residents felt that the way students were managed on the site negatively impacted on the 'peace and quiet' of their home lives. All residents agreed that traffic, access, and parking for the school had a negative impact on their daily lives and that this should be looked at as solutions to the expansion of the school are developed.

The following comments formed the bulk of the discussion:

- Car parking is a problem, how many additional staff and therefore staff parking spaces will be needed?
- The school has grown over the last 20 years but no additional parking has been added.
- The area, particularly around Durvale Court is virtually a no go area at pick up time.
- Emergency Services access to Durvale Court is a real problem. I would be impossible to get a fire Engine or Ambulance into the Court at either pick up or drop off time.

- The actions of some of the mini bus drivers are not very 'neighbourly', they often see residents struggling to negotiate a way around them and some do not make any effort to move.
- We are happy to have the school here but the access does need to be looked at.
- Staff parking on Durvale Court often created a difficult situation for residents. A little more consideration when choosing where to park would alleviate the situation greatly.
- Additional staff, parent and delivery parking is needed.
- Is there a way of changing the designation of land as 'open space' or 'developable land' within the planning process?
- Why do you not have plans at this stage? I would have expected to see these.
- What is the timescale for seeking planning permission or starting the development on site? When will the development need to be completed by?
- Construction over the winter will cause irritation for local residents as the contractor traffic will increase the level of damage/mess on local roads.
- The access of and parking of contractor vehicles on Durvale Court will create problems.
- Drainage of the site is a big issue. When previous developments have taken place this has resulted in standing water on the site and neighbouring properties. This is now resolved but contractors will need to take this into account when developing designs.
- The school provide a first class service and I hope the expansion goes forward. This is a great facility!
- One resident stated that; noise is a concern and how the site is used is a concern. You should look at how the site is used and why lessons are taught outdoors. Children are shouting, this is a problem and I should not have to listen to this in my retirement.
- Have you not thought of putting the school on the old King Ecgbert's School site?
- How could we as residents lobby to block the proposed housing development on the old King Ecgbert's School site and encourage the re-location of the school to there?
- How far in to the future do you plan? For how long will these places be sufficient?
- How will contractors vehicles access the site and where will the compound be built?

#### **Drop In 7<sup>th</sup> July 2014 (15 residents attended)**

Overall the feedback was similar with a clear emphasis on the parking arrangements and management of traffic around the site. Specific concerns raised included:

- Is there a second option (Plan B) within the site if the indicated areas can't be developed? If so, residents need to be informed if there are changes.
- Residents have experienced noise disturbance including bad language from children in the school site. Noise is continuous when the school uses the outside area to calm children and for teaching.
- Drainage is an issue particularly for properties on Mercia Drive.
- Traffic is an issue with roads dangerous for pedestrians as well as drivers at the peak times of day.



- At the last expansion residents were promised there would be screening on the windows which face properties on Mercia Drive, but this hasn't been provided.
- Will the school operate any extended school activities outside the normal 9-3 school day? (it was explained this was unlikely due to the reliance on transport for most pupils)
- Parking on Durvale Court is the biggest issue – there is double parking which restricts access to properties and creates a blind turn from Furniss Avenue into Durvale Court – drivers often meet a car coming out of the cul-de-sac and have to reverse back out into Furness Avenue.
- No concerns about the expansion per se, and residents do acknowledge that peak times will always be difficult, but this is an irritation rather than a major problem as it only lasts for 20 minutes or so. Residents are more concerned about parking all day and the number of cars parked on the road – this could be a missed opportunity to improve the situation and improve access for properties at the top of Durvale Court.
- The parking area as indicated on the sketch plan looks inadequate for the number of vehicles which need to be accommodated within the site – there are already numbers parking on the road and the proposed expansion will only add to that issue.
- The amount of cars parking on Durvale Court has increased in the recent past. Buses delivering pupils, especially in the mornings, also double park. Residents are concerned about access to their properties but also about emergency services being able to access the road (including the school itself)
- Some taxis/buses appear to be coming to the school with very few children on board (the school responded to this to explain that one taxi brings a child from Chesterfield so they are on their own, 2 other taxis carry 2 and 4 children each. The minibuses all have around 10 children on them. Drivers have a quick comfort break after dropping off the children so sometimes the buses will be parked up but empty; this is only for a few minutes).
- Could the school be redeveloped as 2-storey?
- Will there be any other access to areas for parking? Current access is constrained.
- Could the Council consider other sites in its ownership in the area?
- Can the tree in the current car park area be retained? Needs to be protected if possible.
- Residents opposite the site are concerned about the visual impact of the parking area and would like to know how this will be screened – NB change in levels across this area.

### **Residents' Meeting 17<sup>th</sup> July 2014** (12 residents attended)

A meeting was held at the school on 17<sup>th</sup> July. 16 local residents attended. The discussion initially focused on the process of engagement and communication between the Council and local residents, including the potential to establish a project group. The strong feeling amongst residents was noted and it was agreed to continue a dialogue with local members and residents. An opportunity to view and comment on the plans as they are developed was highlighted as a key milestone for the project. The process for the development of the plans and the approximate programme was also shared with residents. Key concerns which were raised focused on parking within the site, traffic and access to Durvale Court (and Furniss Avenue) and noise, privacy and drainage issues affecting residents of Mercia Drive.

**Written Responses** (19 correspondents responded by email, 4 sent a response by post and 4 submitted consultation forms to the school. One response (correspondent 22) was received after the close of the formal consultation period.)

### ***Emails***

#### **Correspondent 1**

*20<sup>th</sup> June*

Durvale Court is a narrow residential cul-de-sac and the residents are presently inconvenienced, at times severely inconvenienced, with the parking of school user cars on the footpaths during the day, many Sheffield Transport mini buses and private taxi cabs queuing on the cul-de-sac to deliver and collect pupils, some of which park on the opposite side footpaths, and subsequently at times there is difficulty in accessing and egressing from the estate.

Several school user cars also park on Furniss Avenue adding to the traffic problems of accessing and egressing the estate.

In principle, we are not against the expansion of the school providing the plans properly and adequately take into account and make provision for the additional traffic and car parking that will be created by the expansion and hopefully you will take this opportunity to incorporate additional parking spaces to alleviate some of the existing traffic and parking problems. Any proposal must necessarily incorporate a detailed construction traffic plan to ensure that the residents can safely reach their properties.

*8<sup>th</sup> July (the contents of this email were also forwarded in hard copy, with a series of accompanying photographs - these have not been copied here on legal advice as they include private individuals and vehicles and no permission has been sought for their reproduction)*

We write to express our disappointment and concerns following the "Drop In Session" last night (7th July 2014). There appeared to be little point in having a drop in session where very limited information was apparently available or not being disclosed.

All that was made available was a plan showing shaded areas for the extended car parking, the school extension (size apparently unknown) and the relocated play area. When we raised questions about the congestion caused on Durvale Court due to the staff parking their cars and the SCC mini buses, taxis and parents delivering and collecting the children, we were told that there would be additional parking in the area shown on the plan and that staff will be asked to park on Furniss Avenue.

We feel that we must stress the problems that we are currently encountering with regard to parking and ask that you seriously take the following into account:

1. Durvale Court is a narrow cul de sac serving 38 properties with no other means of access other than via Furniss Avenue. There are two properties on Furniss Avenue that also park on Durvale Court due to parking restrictions on the junction.

2. Twice a day, access and egress to Durvale Court is blocked by the cars parked on the footpaths and the SCC mini buses, taxis, parents queueing to drop off or pick up their children.
3. There is a currently a clear danger to the residents that in an emergency situation the ambulances, and particularly fire engines will be severely delayed or even not able to reach the residents property. This of course also applies to the school itself.
4. We currently have difficulty with delivery vehicles being unable to gain access.
5. Furniss Avenue, which is a bus route, is currently very congested with traffic, and if the staff from the school are encouraged to park there, this situation will only worsen.
6. There is currently a problem at the junction of Durvale Court and Furniss Avenue with vehicles being on the wrong side of Durvale Court due to cars being legally parked and often you can turn into Durvale Court to be faced with a vehicle in the way and have to reverse back into the busy Furniss Avenue.
7. We have noticed recently that the weekly refuse collection vehicles appear to be timing their arrival to avoid the congestion on our road.
8. The area indicated on the plan for additional car parking is very small, has a severe cross fall, has a very well established tree on the boundary that is not within the schools ownership, is currently used as access to the rear of the school for ground maintenance and access to this area would have to be at the expense of some of the existing parking bays. The net result is likely to be a minimum number of additional parking bays.

Durvale Court was once again blocked this morning with taxis and mini buses reversing and manoeuvring to allow access. I attach hereto a couple of photographs of such incidents this morning.

We were assured that a traffic management survey and plan would be undertaken and it is imperative that this is undertaken at the busy times during the school term.

As stated in my email of the 20th June, we are not in principle against the expansion of the school providing the plans properly and adequately take into account and make provision for the additional traffic and car parking, particularly during the busy periods and that you incorporate measures to alleviate the existing problems that the residents are experiencing.

A neighbour has said that the expansion could mean up to 50% more pupils and an increase in teaching and support staff. If this is correct the congestion caused by cars parking and taxis, mini buses and parent's cars queueing to drop off or collect the pupils will be spread onto Furniss Avenue which already has problems. This could become a hazard to the pupils walking to and from Dore Primary and King Egbert Schools.

We feel that you are currently getting a "quart into a pint pot" and will need reassurance that you can accommodate the extra pint,

We understand that you intend work commencing in October of this year which is three months away. It is difficult to understand how you are going to prepare a design brief, undertake a traffic management survey, have detailed plans drawn up, submit for planning permission and appoint a building contractor within that time limit unless you have further

and better information that you have chosen not to disclose at this time. We certainly left the meeting with that impression and feel that the school has not been open and forthcoming and is in danger of losing the goodwill of its neighbours. A fact sheet detailing the numbers of existing and the maximum number proposed, of pupils, teachers, staff, support workers, teacher and all staff vehicles, visiting taxis, visiting mini buses, visiting parent's cars etc, distributed to all the affected residents would have been helpful to enable us to make constructive comments on what appears to be a very rushed consultation.

If the building works are to be undertaken during term time, where will the builders compound and the workers cars be placed, and will deliveries be programmed to avoid the periods of congestion?

## **Correspondent 2**

*23<sup>rd</sup> June*

I read with some concern your recent letter regarding the proposed expansion of the Rowan School, I along with many residents of Durvale Court have noticed the increased activity at the Rowan witnessed by restricted access to Durvale during morning and afternoon dropping off and collection periods. Many of the staff and bus drivers block the pavements forcing people at times to walk on the road, a particular hazard for those with children in pushchairs and older people with mobility problems. This lack of consideration for the residents of Durvale Court is one of the major concerns that we have and we hope that the proposals make adequate provision for additional parking for staff and collection vehicles, if they do not then this is a major omission and needs addressing urgently. Durvale Court is not part of the school and should not be considered as school parking, I believe as do other residents that there is serious risk of an accident and lack of access at certain times of the day could restrict access for emergency vehicles in the event of illness or fire.

Items I hope the proposal will address are given below :-

- what consideration was given to alternative sites eg the Mercia (?) site further up Furniss Avenue - plenty of room and no immediate neighbours to consider.
- increase in number of pupils and consequent increase in staff at the Rowan.
- plan of the site and location of new buildings.
- type of new buildings eg:- single story, two story.
- car parking provisions.
- provision made to minimise disruption to residents of Durvale Court - you say this is of paramount importance.
- you say the site will segregated from the rest of the school - how will this be addressed? What will be impact on the residents?
- what will be the working hours during construction? We are facing up to 2 years of disruption, we need reassurance that should the proposal go ahead every consideration is afforded to the residents of Durvale Court and these are included in the Method Statements agreed by the contractors
- what risk assessments have been done regarding the impact on Durvale Court and increased traffic on Furniss Avenue.

*18<sup>th</sup> July (this correspondent agreed to act as a representative of residents in the area and had spoken to a number of other households)*

I have been surprised and gratified by not only by the responses from my neighbours in Durvale Court but also residents of Mercia Avenue and Furniss Avenue. There are three recurring themes:-

- 1) parking and traffic control in Durvale Court and Furniss Avenue during term time especially at drop off and pickup along with the associated dangers to people and damage to vehicles and property.
- 2) flooding in Mercia Drive due to poor site drainage.
- 3) noise pollution and foul language suffered by those adjacent to the school.

### **Correspondent 3**

*By phone 24<sup>th</sup> June*

Not against the plans but key issues for residents are around parking and access. It's not possible to enter or leave properties on Durvale Court between 8:30-9:30 and 3:00-3:30 due to the buses blocking the road. There is also an issue with some staff from the school parking on the road (all day) as well as visiting professionals parking on the road for shorter periods whilst at the school. Cars often block residents' drives.

*By email 22<sup>nd</sup> July*

We live at [ ] Durvale Court which is directly opposite to the vehicle access opening to the school. On a daily basis, from about 8am, we have one or more cars parked partially on the pavement in front of our window. Also cars parked directly opposite our drive on the other side of the road again partially on the pavement. This both significantly reduces visibility and reversing space as we leave our drive. This is both a hazard to us and other car drivers but most importantly pedestrians. Numerous other cars are similarly parked throughout Durvale Court.

We also face the daily virtual blocking off of Durvale Court as the buses arrive between 9am and 9.30am and 3pm and 3.30pm each day to deliver and collect pupils. These transport vehicles park across drives, on corners and at times double park. This creates a very worrying situation because if there is ever the need for emergency vehicles they would be unable to access Durvale Court. Let alone residents and visitors to Durvale Court going about their normal daily business.

That is the situation now and its far from acceptable but apparently of little or no concern to the school or the council. However, as we understand it the situation will become much worse with the proposal to increase the school places from 68 to 90. Because of the essential high teaching support to pupil ratio there will be further demand for parking places which really do not exist. We also understand 12 of these places are for short term replacements from mainstream schools. These pupils we believe will attend the school with teachers and/or parents. Placing yet more pressure on the areas surrounding the school.

We have been led to understand that while the Council has funds to increase the school size and pupil intake there no money in that particular pot for parking. Apparently parking issues and the associated problems are for the Highways Department and not for you. Will this proposal, therefore go to planning without raising the parking and associated issues? If that is the case it seems unacceptable as the concerns of the residents and safety and security issues for the children will not be addressed.

As you know there have been meetings and discussions about these issues with councillors and officials but these have left us more concerned and less trusting of the proposal process. If this proposal becomes a plan we would reasonably expect planners and the planning committee to fully consider and address our concerns about the dangerous, inadequate and perhaps illegal parking. If these are not considered then surely any proposal is flawed and unacceptable.

#### **Correspondent 4**

My initial concerns are how the plans address the problem of parking. Will further provision be made for off road but unobtrusive parking? On a related matter, the part of Durvale Court leading to the school is in a shocking state even by Sheffield standards - not least because of its intense use by school traffic.

#### **Correspondent 5**

Notwithstanding the value of the work done by the school, the fact remains that even at its current scale, the school causes significant nuisance to residents of Durvale Court in the form of vehicular intrusion: firstly by the ever increasing number of vehicles parked often along both sides of what is already a narrow suburban road throughout the school day, and secondly by the twice daily fleet of mini buses / taxis delivering / collecting pupils and manoeuvring around the school in a situation already congested by the excessive parking. On this point it is worth noting that Durvale court was designed with garages and off road parking for all houses, so on road parking was expected to be minimal and the road width was specified accordingly. The school and the LEA appear to consider this problem to be of a very low priority, and as far as I am aware, do nothing effective to eliminate or minimise it. The changes to the car park / turning area a few years ago made no impact in this regard.

Any expansion of capacity at the school can only make the problem worse unless the opportunity is taken to prioritise the issue and substantially increase the capacity for parking / manoeuvring by vehicles brought to Durvale Court by the school.

Without knowing the detail of the plans, I do know that there is a substantial area of unused land behind the school but currently fenced off from the playground. Given sufficient priority, it must be possible to incorporate that land into the scope of the exercise and provide sufficient parking for the school's needs, thus avoiding continuation or exacerbation of the nuisance.

An alternative that may not have been considered is to eliminate the problem by making more lateral use of the LEA estate as a whole.

Within the LEA land devoted to school buildings, there remains a few hundred yards from the Rowan school the undeveloped site of the now demolished Mercia buildings of King Ecgberts Secondary School. That site is at least sufficient to accommodate an enlarged Rowan School with provision for sufficient off road parking and therefore without simply transferring the parking problem to Furniss Avenue. As a bonus, such parking space could be made available at week-ends for community users of the Mercia playing field, thus avoiding the problems that will certainly be caused otherwise if/when the site is developed for residential use, thus removing the parking facility currently used by those community users.

Any opportunity loss to SCC could be made good by releasing the current Rowan School site in its entirety for residential use.

Clearly such a scheme would have greater implications as regards planning applications and district plans. However, if the need to expand the Rowan School had been known 12 years ago, such a scheme would have been considered as a natural fit of resources to needs. The fact that alternatives were planned in the absence of that need, particularly as the alternative use of the Mercia buildings site has not progressed beyond the planning stage, should not prevent more appropriate use of the sites available, now that need is known. However, if such an alternative is considered too radical, the fact that the opportunity to consider it has not been pursued adds weight to the argument in favour of prioritising parking provision in the easier scheme currently planned.

### **Correspondent 6**

*27<sup>th</sup> June*

The timing of your letter was strange as I had been asked to get a petition together by a number of residents concerning the parking within Durvale Court, some of the concerns have been outlined by [another correspondent].

*17<sup>th</sup> July*

I have read all of the correspondence regarding the meeting this evening and I believe my neighbours have outlined the situation very well. Parking, Safety, gross inconvenience. I would like to add a personal observation. Parking outside of our house No [ ] very close to the junction leading to Nos 15 to 37 causes difficulty for vehicles reversing to turn around. Large vehicles have often had to drive on the grass outside our house or No 15. In addition some people park on my lawn at the side of the house where there is no footpath. I pay a gardener to look after my garden. Someone has mentioned the difficulties for delivery vehicles getting through the parked vehicles. Delivery drivers have their own timetable and cannot guarantee deliveries outside school hours.

From reading the documents it would appear that the planning department would be visiting the site to see the parking problems. I hope the school will not be given prior warning as I am sure there will be few cars parked!!!!.

*18<sup>th</sup> July*

I have already passed comments to Janet Collins but felt I should also write to yourself.

There has been at least one accident caused by a resident reversing into a car which had been parked without consideration.

Delivery drivers have difficulty manoeuvring between cars parked on both sides of the road.

I understand that it is illegal to park on pavements unless the circumstances are exceptional; if the circumstances are so considered there should be sufficient space at the side of the vehicle to accommodate a double pushchair or a wheelchair. Although at first glance at wheel level the space left may accommodate a wheelchair, with mirrors extended this is not the case.

Elderly people, and mothers with children should not be expected to walk on the road because of inconsiderate parking.

In addition, my lawn at the side of my house is not a parking area yet this is another area where inconsiderate teachers decide to park their vehicles.

### **Correspondent 7**

*By phone 1<sup>st</sup> July*

Key issues for Mercia Drive residents are noise; residents feel that this is getting worse and is exacerbated by the fencing installed by the school to prevent children from leaving the site. This now funnels the children to a part of the site which borders residential properties. A further concern is the disturbance of the water table when works are being done – water now seems to be running down into gardens and some residents have reported damp issues since the last round of works was completed at the school. The earthworks, which were forming a 'dam' above the gardens, seem to be less effective than previously and water is still pooling in the gardens below the site.

*By email 18<sup>th</sup> July*

At the meeting [on 17<sup>th</sup> July] it was raised by a local resident that previously The Rowan School had been ear-marked for closure. I confirmed this, but we were strongly told this was never the case by Jackie Drayton and Colin Ross. This will be in the minutes, so I feel you need to be aware of the following information which confirms our statement and can be checked.

On the 23.9.2003 the Executive Director of Education submitted a report to the Cabinet of Sheffield City Council on:

'the development of a coherent pattern of integrated resources in mainstream schools and proposals to implement this 3rd strand of the Special Educational Needs strategic plan.'  
The report proposed that The Rowan site would be disposed of (page 21 para 5.2 ). The timing of the disposal was not given but inferred it would be within the period 2003 to 2008 (page 21 para 5.1 table and page 22 para 5.2 table).

I leave these details with you, and ask that this information be added to the minutes as a formal note at the end to clearly show we were not putting forward invalid and untrue statements.

*By email 24<sup>th</sup> July*

Background information:-

My family live at [ ] Mercia Drive, sited directly below The Rowan School Adventure Playground and small wood. We have lived here for over 20 years and as such have seen a number of changes at the school. We have had growing concerns regarding the school building programme, the maintenance of the site, and the use of the outside space.

These concerns are:

**\*The recent extension (addition of 2 new classrooms)**



We were told by representatives at the planning stage that due to the angle of the extension we would not be overlooked. This is not the case.

I attended each of the resident liaison meetings held during the build, and we were told that the window design could not be changed in any way, but blinds would be used so that privacy would be observed. This has not been the case.

We drew attention to the fact that issues related to the disturbance of the 'water table' on the Rowan site when it was first built had meant specialist measures had been put in place as part of the building programme to alleviate flooding to the houses along Mercia Drive during periods of heavy rain fall. These were the use of the embankment, drainage channels created at the side of this and down the gardens/drives of No 3 & 5 of Mercia Drive. We asked for reassurances that the extension would not cause rain water issues for us and that that any resulting issues would be resolved during the build. Since the building of the extension we have found our lawn remains water-logged well into the Summer months. When heavy periods of rain occur we can now hear water running underneath our house. We have had to use a dehumidifier in the house to decrease humidity levels in the winter months. Safety measures need to be in place to divert the flow of water away from the house if this continues. As this was a risk we notified you of prior to the build we will be looking for support to resolve these problems.

**\*The recent addition of green wire fencing around the school site.**

When the school was first built and the Adventure Playground was introduced the residents were told at a public meeting that a wall would be built as a barrier to safe-guard the children and to create a noise barrier. This did not take place. Instead a wooden fence was placed around the Adventure Playground and the children were closely supervised.

The area at this side of the school was used as an outside corridor. The children would play in the Adventure Playground at breaks. Since the addition of the green wire fencing, the outside area is now used continually throughout the day when the weather allows. The fencing offers no sound barrier and allows the children to come to the boundary perimeter. The noise levels have increased and the behaviour of some of the children has noticeably changed. Bad/foul language can be heard clearly. We find this unacceptable, given the fact that young children of neighbouring houses play in their gardens and hear this. As the school and facilities are at a higher level/raised above our houses, staff and children's conversations can be heard clearly.

**\*The development of the woods behind our house**

The 2/3rds clearance of the wood and later, the building of a 3 sided wooden shelter, has also resulted in the further use of this space as an outside classroom. On the planning application for the development of the outside space, a cabin was stated. A cabin would have absorbed the sound – this structure/shelter, throws the sound of staff and young people talking towards the houses. The shelter directly faces no. 23 Mercia Drive.

**\*Traffic congestion**

It has been noticeably seen that Durvale Court is a 'no-go' zone at drop-off and pick-up times. There are multiple mini buses and taxis, as well as staff, parents, and volunteer driven cars. Throughout the day these people are obliged to park their cars on the road as the school does not provide sufficient parking. Additional professional staff attend, children with their parents or support staff come –and - go throughout the day with the additional effect

more vehicles create. The school car park provides space for less than half of that actually needed. Residents have difficulty getting in and out of their drives and using the road safely. The footpath is often restricted. This creates an environment where there's 'an accident waiting to happen.' When people can't find parking space they park on Furniss Avenue. Here cars are parked on both sides of the road and this only allows for one car to pass at any one time. As schools are sited further up the road congestion occurs all the way up. Buses often struggle to move freely up and down the road. More cars now use Mercia Drive and Chatsworth Road as a 'rat-run' to avoid the junction at the bottom of Totley Brook Road and Bushey Wood Road at peak times. Drivers 'cut-corners' and drive quickly causing a hazard for children making their way home from school.

**Given these concerns that are already in place, the new proposals give us grave concern and we feel are grounds for objecting to further expansion unless major rethinking is carried out to support both The Rowan and the local residents.**

**Here are the reasons to be considered along with the background information given above for our objections to the two proposals put forward at this time:**

#### **Traffic congestion, safety issues and lack of car parking**

- 1) The proposal is to increase the capacity to 90 children – an increase of 22 children. 10 of these places are to be permanent places, whereas the remaining 12 would be short term. This would increase the already unacceptable traffic congestion and parking issues. We were told the staffing is at present 35, and that would increase to 47. This does not take account of the additional professionals, parents and volunteers who visit and/or do support work at the school. Children who are brought-in on short term basis will bring with them additional transport needs and staff. I do not believe that the area 'ear-marked' for parking on the site will be sufficient. Where will all of these cars be parked?

#### **Noise and bad language issues**

- 2) The noise pollution and high levels of noise from the school - children and occasionally from staff, as they teach or deal with difficult behaviour outside Coupled with this is the bad/foul language spoken by some children - this will no doubt increase. If the proposals go ahead, the outside environment here described, that we cope with, will be spread over further residents as the school moves closer to homes on Durvale Court and Wyvern Gardens. What will be put in place to give us some sort of sound barrier?

#### **Privacy and security**

- 3) No wall was ever built to ensure the privacy of residents. The green wire fencing has given the school security, but has not afforded any level of privacy for either side - school or residents. The children and staff can come to the boundary, items can be thrown into our gardens and comments made to us. We are overlooked at the back of our home from the new classroom windows, from the embankment where staff often stand supervising children, from the nature walk in the woods and from the Adventure Playground. Given the children in the school have complex communication difficulties,

and this affects some of the children in that they display difficult and challenging behaviour, a better level of privacy should be put in place by the school. The school is accepting more of these children - we should not have to experience the behaviour modification practices that are used. We need assurances that some form of barrier be put in place.

#### **Water table disruption and drainage issues ensuing as a result**

- 4) The water table was again disrupted during the recent build of the 2 classroom extension. The ground surface area needed to absorb rain water was also reduced. A number of residents on Mercia Drive have noticed the effects and have had to deal with this. With all the building envisaged on this site, the damp and flooding problems will increase and spread over a wider number of homes. What assurances can you give us that the rain water be diverted away from our homes as part of the new building programme? How will you manage this water drainage problem? We have doubts that these issues will be resolved on site.

#### **Correspondent 8**

*9<sup>th</sup> July*

Further to your letter regarding the above proposal we would like to express our extreme disappointment and concerns. We were unable to attend either of the two [drop-in] meetings personally but did have representatives present.

We have no objections in principle to the expansion of the school itself but our main concerns are with regards to the amount of extra traffic generated by such an expansion. Durvale Court is a cul-de-sac and therefore has only one point of access and egress.

The junction of Furniss Avenue and Durvale Court becomes extremely congested during times of drop off and pick up with a large amount of Mini Buses, taxis and parents private cars as they battle to get along Durvale Court which is extremely narrow. Any emergency vehicles would also have great difficulty accessing the road as well as the school itself due to the congestion. Many of the vehicles end up having to mount the kerbs and footpaths to be able to negotiate around each other to enter the school grounds. This is extremely dangerous as there are also children walking to Dore Primary School and King Ecgbert School at the same time.

Vehicles are then parked on the pavements along Durvale Court and this is now spreading onto Furniss Avenue. This results in double parking on Furniss Avenue which is a bus route and often ends up with the buses inching forward to squeeze between the cars.

As a result of the 'drop in' meetings we are informed that there does not appear to be any plans for sufficient parking and traffic management of the extra vehicles that will be using Durvale Court and that the only solution from yourselves seemed to be ' they can park on Furniss Avenue'. We are very disappointed in this response as we are sure many of the residents of Furniss Avenue will be. In fact we are under the impression that these meetings were in fact a waste of time as either no or very little information was known or disclosed.

We believe that feasibility works, which confirm that the site is big enough to accommodate the necessary buildings and associated hard spaces (including additional car parking) have

been completed so fail to see why detailed designs for the site are as yet unavailable for local residents to peruse?

We also believe that representatives have been appointed to represent local residents but that you are unable to tell the residents who these people are due to Data Protection. How can we put our views forward if we are not able to have the details of 'our' representatives?

We would welcome your comments on all of the above as soon as possible.

*14<sup>th</sup> July (to Cllr Martin Smith)*

We are writing to express our grave concerns over the proposed expansion of The Rowan Special School on Durvale Court in Dore. Whilst we have no objections in principle to the school being expanded we do have very grave concerns on the resulting problems that will occur with regards to parking and local traffic management.

We are residents on Furniss Avenue who not only back onto the school but also live very close to the junction of Durvale Court and Furniss Avenue. There is already a lack of adequate parking for staff and visitors to this school which results in vehicles being parked on pavements on Durvale Court and vehicles also being parked on Furniss Avenue.

I believe that with this proposed expansion there will be another 10 members of staff as well as 12 'special case' pupils with their own individual tutors. There are currently already 42 members of staff and only 15 parking spaces on the site. Durvale Court is a narrow cul-de-sac serving 38 properties as well as the school. During term times there is a serious congestion of traffic from the junction of Furniss Avenue leading all the way up Durvale Court. A constant queue of minibuses and taxis as well as parents cars - many of them having to mount the kerbs to negotiate around each other. When questioned about the lack of parking at a meeting held last Monday the response was 'well, they can park on Furniss Avenue'.

Furniss Avenue is already extremely congested at school 'rush hours' as it is the main thoroughfare for both King Egbert School and Dore Primary School. There are a lot of children walking up Furniss Avenue and having to cross the Durvale Court junction which is a feat in itself as the road is often completely blocked with minibuses and taxis and cars accessing The Rowan school. There is also the problem of traffic turning onto Durvale Court only to be met with oncoming traffic and actually having to reverse back onto Furniss Avenue.

We not only have the 98 bus service coming up Furniss Avenue but also the school buses bringing pupils from the S2 and S7 areas to King Egbert School. We already have double parking near the junction of Durvale Court and my worries are that this will only be exacerbated by the extra cars and traffic that will be generated by this expansion. Buses are already having to inch their way through a large amount of cars.

We have been unable to see any plans with regard to this but believe that construction is due to start in October! We sincerely hope that any plans do in fact accommodate adequate parking on site.

We also believe that a meeting is due to take place with yourself on Thursday at the school and would ask that we be informed if this is in fact a public meeting which we could attend as there seems to be a distinct lack of information being disclosed to us.

We trust that you will appreciate our concerns as local residents and be able to represent our views to the appropriate bodies.

### **Correspondent 9**

We support the school generally, but the parking issue really must be sorted out.

Several of our neighbours nearer the school have real problems currently and this can only get worse with an increase in numbers of around 1/3. The emergency services aspect is particularly worrying.

### **Correspondent 10**

We live at no. [ ] Durvale Court, opposite the Rowan School. I have attended the Drop in sessions at school on Wednesday 2<sup>nd</sup> and Monday 7<sup>th</sup> of July 2014 and I have expressed my concerns regarding the above expansion, verbally, to both Ms Janet Collins and the school head teacher, who was present at the second meeting.

Our main concerns, as that of many other residents neighbouring the school, are related to staff parking on the cul-de-sac and the subsequent road blockage at school rush hours, and on odd occasions the unacceptable language used by pupils which can be heard from my house. (Just put yourself in my place trying to explain to my 7 year old why a child going to the school opposite our house greets their teacher by shouting repeatedly 'Good morning Mother F\*\*\*\*\*s'). Luckily both my children attend their school at the same time and are not in the house to hear such colourful language used most of the time. In general we do realise that these children have serious behavioural problems and we appreciate that all the staff, teachers and the head teacher do an excellent job.

Our main problem at the moment is 'parking'. Because of the nature of the school, there is a very high ratio of teachers to pupils. Durvale Court is a small Residential cul-de-sac with no turning circle at the end. The car park to the school has about 12 spaces marked out. On any average day there are between 20 to 25 cars (belonging to school staff or other support workers) that park on Durvale Court (between 8:30 am and 4:00pm). Most of these cars park half on the pavement. I take my son to school every morning and for instance outside house no 11 where 4 cars park as such, we regularly walk on the road as the parked cars do not leave enough space between their parked car and the hedge, not even for a small child to pass. Outside my own house [ ] and that of my neighbour [ ] there are also three cars parked every day (half on the pavement) as are three more cars opposite my house (in front of house no [ ]). There are also about 6 cars always parked by the side of the road with no space left for pedestrians outside of the school. I have personally raised the issue with the head teacher, about the above double parking as have several other residents. These drivers are forced to park half on the pavement so that there is parking for them on both side of the road. These parked vehicles obscure the road and any coming vehicle (as the road curves round) and make it dangerous for cars parked at drives (at my drive in particular) to drive out into the road. I had an accident once driving back out of my drive with another car belonging to a parent that had stopped outside my drive, because of the number of cars that had double parked in the vicinity and totally blocked my view; I did not see this car which just moved there shortly before the accident.

The parking problem is exacerbated between 8:30-9:15 am and 2:45-3:30 pm, when half a dozen large minibuses, several taxis and parents arrive to pick up / drop off children. Pupils

at this school are not allowed to be dropped off or collected at the school gates and are personally met in the morning or handed over at the end of the day by a member of staff. These vehicles queue on the road (between the parked cars there is only space for one vehicle to pass through). They completely block the road while waiting in turn to drop off /pick up their pupils. I usually walk with my son back from his school at the same time and have to zig zag between parked cars and minibuses completely blocking the footpaths on both sides and the road. Many of the taxis and minibuses keep their engines running (while they wait in this queue). Most residents completely avoid driving past the school at these times and I try most days to stay in my son's school ground for half an hour longer to avoid the car exhaust fumes and the chaos opposite the school.

I have contacted Sheffield city council and enquired about solutions to the parking and congestion problems in the past. They have explained to me that I can request traffic regulations to be put in place but this process itself will take about one year (it will need to go through consultation process etc and due to cuts etc will take between 6 to 12 months).

On the meeting on the 7<sup>th</sup> of July, we were shown a sketch map for a new car park (which is at present a very steep bank) which will not even accommodate for a fraction of the existing cars, let alone any extra ones. Also there was no space for the extra minibuses or taxis to wait or turn around. Taking into account the 32% increase in children number which will result in as much if not a more % increase in number of staff cars parked, minibuses and taxis and parents dropping and picking children.

In our view the school site is not capable of accommodating the additional parking spaces necessary for the proposed expansion or the additional off road space for the many vehicles that will need to queue to drop off and collect the pupils. We feel that the proposal would be over development of this small site and will create further traffic problems over and above that already being experienced by the residents of Durvale Court.

### **Correspondent 11**

I am a resident living on Furniss Avenue and will be directly affected by the proposed extension to the Rowan School. I have learned of this planned work indirectly since it is the opinion of the planners that I and many people living adjacent and opposite to Durvale Court need not be informed.

I would like to have my objection to this proposed extension recorded due to the following:

- i) Furniss Avenue is already extremely busy during the school and work run each morning and I understand that, although the extension will allow for additional children and teachers, it will not cater for any additional parking onsite thus increasing both the traffic on Furniss Avenue but also hamper any existing road users and residents by forcing staff to park on Furniss Avenue,
- ii) Furniss Avenue is a major bus route where the buses are forced to weave a path between cars parked on both sides of the road effectively forcing one-way traffic. This is already a problem which can only be exacerbated by any additional parking,
- iii) any additional parking outside of residences along Furniss Avenue by staff at Rowan School will increase the risk of road traffic accidents as residents will have their visibility of the road restricted as they attempt to join the traffic venturing along Furniss Avenue,

iv) staff from the school already park outside mine and other homes on Furniss Avenue and this is only likely to increase; making it both difficult to enter the road easily with a clear line of sight but also reducing the ability of households to allow guests to park outside their homes and to receive deliveries and for bins to be emptied safely.

I fully expect there to be a great deal of additional traffic and disruption due to any construction work (delivery and removal of materials, vehicles carrying workers to and from the location). However, has anyone considered where these vehicles are to be sited during the working day, when already there are insufficient parking places at the school for existing staff?

Has anyone considered the obvious solution to the parking problem of simply taking advantage of the building work and ensuring adequate space for future staff and drop-off parking are included in the extension work?

How could the funds be secured to extend the school's capacity in the first place without considering the need for additional parking given the fact that the school requires that all children are delivered safely to the school entrance? Would it not make sense during the planning and estimating stage of this work to calculate and accommodate the additional parking and temporary space required during drop-off and pick-up times as well as the remainder of the day?

I have no objection in principle to the proposed extension, my main objection is that the planning appears to have been restricted to the extension of the school and completely ignored the problems which already exist with access to the school and parking issues already well understood. These pre-existing issues having been ignored will only be exacerbated with any increase of traffic and parking requirements associated with the increased capacity of the school.

### **Correspondent 12**

We live at [ ] Durvale Court and have some serious concerns regarding the proposed expansion of the school.

The main concerns relate to parking and traffic movements on Durvale Court during school hours and particularly during the morning and afternoon when pupils arrive and leave the school. During this time traffic can be log jammed as vehicles wait to drop-off or collect pupils.

Parking by school staff on Durvale Court frequently obstructs footpaths, forcing pedestrians onto the highway, and restricts the passage of other vehicles between parked cars. Furniss Avenue, the next obvious place to park, is a bus route and frequently restricted to a single lane by parked cars. On both streets parking can restrict access/egress for residents from driveways and restricts visibility of other vehicles and pedestrians when manoeuvring.

The restricted vehicle access potentially prevents access for service, delivery and emergency vehicles to Durvale Court particularly in the school drop-off and collect period.

The proposal to increase the number of pupils by 30% will be associated with at least a 30% increase in both vehicle movements to drop-off and collect pupils and school staff, teaching/teaching assistants/support, requiring parking.

I understand that pupils are met at the door from the vehicle that brings them to the school and similarly when they leave. In this case the school must provide adequate on site arrangements to stack vehicles during the drop-off and collection period such that there is no obstruction or interference to other vehicles using Durvale Court. The very nature of the school and the planned extension will increase the number of vehicles at these busy periods, it is very likely that many of the additional pupils will arrive on an individual basis increasing traffic movements above the 30% increase in actual pupil numbers.

Similarly the increase in school staff will be at least 30%. The provision of short term placements will require a relatively higher proportion of staff to support these pupils and their needs. This will increase the problem of parking on Durvale Court and adjacent streets. The school needs to provide adequate on site parking for the actual number of staff needed at the school.

The school is located in a residential area on the outskirts of the city and access by public transport is probably impractical for the majority of staff. The school must recognise this reality and make adequate provision for on site staff parking.

On the grounds of parking and traffic problems we object to the proposed development.

I cannot currently comment on the actual proposed development and the visual impact of this, there are no plans or detailed drawings available. I was unable to attend the consultation meeting but talking to neighbours the plans available gave no meaningful information or detail. I will reserve judgement on this until meaningful plans and drawings are available. Until adequate plans and drawings are made available the consultation period cannot end.

The consultation period feels very rushed and almost an attempt to rail road the changes through without consultation. Funding was granted in July 2013, almost a full year later the consultation starts. Why has it taken a full year to start this? After a year I would have expected a very detailed proposal to be available for the consultation.

We would appreciate a full copy of the proposals and a response to the points raised above. We have no desire to prevent expansion of the school but currently the parking etc is already unsatisfactory and will be significantly exacerbated by this proposal unless adequate provision is made as part of this project.

### **Correspondent 13**

We write as residents of Mercia Drive and would like to register the following concerns regarding the proposal for the alteration of The Rowan School.

- Drainage and disturbance of the 'water table'. As mentioned at the meeting held on 10 July, Mercia Drive is at a lower ground level than The School. We aware that when The School was originally built pictures were taken which showed that the flow of rain water caused severe issues, the result of which meant that extra drainage had to be introduced both through the garden of number 3/5 Mercia Drive and further drainage installed behind the school. Given the implications when erecting the school, we would like assurance that drainage will be constructed to ensure that our homes and gardens will be safe from water damage. That we will not incur any costs associated with the prevention of water damage or putting right any damage caused by the proposal. The Council themselves will take full responsibility for any measures required to put any issues right/or the prevention of water damage.



- Privacy, when the The Rowan School extension was built, the School/Council agreed to place blinds at windows, this had not happened to date. How can we be assured that our privacy will be maintained. The school children are often outside in the play area some displaying/verbalising challenging behaviour. What provision for reducing the noise levels has been considered. (We understand original plans promised a solid wall around the School perimeter.)
- Flow/volume of traffic. As mentioned at the meeting the number of vehicles coming into and out of the school will increase, we have concerns regarding the volume of traffic and with regards to child safety when walking up to/from school (crossing the junction at Durvale Court and Furniss Avenue can at times be hazardous.) This is an ongoing issue raised within the Community. Often the bus services have difficulty navigating up Furniss Avenue with the current volume of traffic. The roads around Sheffield are in a poor state, with pot holes etc., Mercia Drive is of no exception, vehicles often use Mercia Drive as a 'cut through'/'rat run' and often at speed which does not bode well on this road.
- We would like confirmation that the school has no plans for extra curricular activities (both prior to and after school hours) that there are no plans to hold residential or weekend respite accommodation/activities.
- Assurance that the trees existing trees will not be removed.
- The 'plans' presented on 10 July were somewhat vague/no drawings have been made available, further information, therefore, should be made available which would allow us to base concerns. What is the height of the planned extension? Size of the extension? What modifications will take place to the existing building/planned drainage/type of surface which will be used for the play area/parking provision etc.
- Are there any other proposals?

#### **Correspondent 14**

First of all I have received a copy of a letter written by [another correspondent] addressed to yourself dated 21 July 2014 the contents of which I totally and thoroughly concur.

We live at number [ ] Durvale Court and, having read the information currently available from the council, attended a meeting on 17 July 2014 at the school. I write on behalf of myself and my wife both of whom are car drivers.

We have lived at this address since 1991 and the traffic issues around the parking and staff cars on the Durvale Court have not been much of a problem until 2009/10. It was at that time that 2 extra classrooms were built. At that time the council were warned that the parking would get more problematical but they chose totally to ignore all the comments from residents.

The residents comments have proved totally accurate and the parking and the disregard to proper careful considerate parking by teachers and carers have caused immense problems exiting and entering the cul-de-sac. There is a serious safety issue for existing road users, pedestrians and schoolchildren both from the Rowan school and at other local schools.

Teachers and vehicles bringing children to and from the school park on pavements, often double park and park on corners causing serious safety problems for other road users.

As the warnings were totally ignored in 2009 we have the feeling that similar warnings being raised now will totally and utterly be ignored by the council again. Planning was allowed as the comment from highways was as that the head teacher had advised them that these 2 additional classrooms were for extra teaching space and there would be no increase in pupil

numbers. However if you refer to Ofsted reports you will see that prior to these extra classrooms the pupils numbers were consistently at 63 per year but is now 68 (as per school web site) an increase of 7.9%

#### Extension to the school

At the meeting on 17 July Councillor Jackie Drayton confirmed that the council were fully aware that there were parking issues already present at the school (and so they should be because the schools web site actually makes reference to the problems of parking as follows: "When visiting school for events there will often be too many cars for the car park. We ask that you park considerately on the roadside taking care not to block entrances for our neighbours' houses/driveways"). The proposal to extend the school seems to be focusing totally on whether this site can contain extra classrooms or not. The problem of parking seems to be completely overlooked. As this appears to be the major issue regarding increasing the site size, respectfully I would suggest that this needs to be addressed before any extension to the site is considered.

Please explain why you would expend valuable tax payers money on architects fees about the expansion without first considering if the major issue, parking, can be addressed satisfactorily or not. This is just poor project management, and gives the impression to residents that come what may we are going ahead with the expansion irrespective of how this messes up the road system.

The increase to the site represents a 32% expansion,(or 43% since march 2011 when there were 63 pupils) therefore there must be an expectation that the parking problems are going to be increased by that percentage yet we're led to believe that little or no regard to extra parking is being considered. It is just not acceptable to expect the existing roads to carry the extra parking that will inevitably accompany this expansion. Can I suggest representatives from the highways committee/department visit the site during the day, during term time preferably on a Wednesday and unannounced to the school.

At the meeting on 17 July Councillor Jackie Drayton was advised that funding for this scheme was agreed 12 months ago and yet she appeared to deny or disbelieve that this was the case. However there is evidence on the web that she was aware of the funds available on 18 July 2013 and in fact commented to the fact that this was "wonderful news for education in the city and rebuilding Rowan special school ". The reason for mentioning this is that the residents feel that the decision for the expansion to the school is being rushed as a last minute decision when the council have had more than 12 months to consult and do something about it with the residents.

#### Conclusion

In conclusion until the Parking and Road issues have been properly addressed to the residents' satisfaction we are totally against any further expansion of the school.

#### **Correspondent 15**

As a householder in Durvale Court, Dore; I have been advised by [another correspondent] that you would welcome further comment by householders with regard to the proposed expansion of the special school in the near future.

My wife and I moved to no. [ ] Durvale Court in the July of 2012 and have been delighted by the relative peace and calm of the immediate neighbourhood.

We have absolutely no problem with the presence of Rowan Special School and believe that its presence and activities in our local area only serve to increase its stature. In addition we have found the staff of the school to be most accommodating in terms of access to the school grounds for hedge-trimming etc.

There does, however, remain a single and important point of concern; and one which I believe has been expressed by many residents when informed of the possible expansion of the School:-

This concerns the localised road-traffic situation, with respect to both the arrival and departure of students in the morning and evening and also the stationary parking which persists throughout the school day.

I have taken the opportunity to make some physical measurements of road dimensions in the Court as follows:-

Immediate entrance from Furniss Avenue: width approx:-	510cm
Opposite Rowan School: average width approx.:-	520cm
Top end of Durvale Court average width approx.:-	550cm
An average saloon-car width is of order:-	(160- 175)cm

Much of the bottom of the Court (toward its junction with Furniss Avenue) has double yellow (no parking) lines, although this is often ignored on the Left-hand-side going out.

Any consideration of the above measurements indicates the potential danger of a resident attempting to drive in or out of Durvale Court in conditions of double parking.

In practice those permanently (or temporarily) parked during the day usually use the foot-paths to artificially increase the road-width. I believe this is illegal?? Even in these cases drivers must be extremely careful in both avoiding stationary traffic and keeping an eye open for pedestrians/students.

The situation at the times of student delivery and collection can only be defined as chaotic and it is often necessary to reverse in order to allow access to incoming traffic. Reversing through doubly-parked cars can be extremely dangerous.

In conclusion, and regardless of the specific details presented above, it is my belief that the current road parking facilities for the school are insufficient and potentially dangerous and that the danger will only be exacerbated with school expansion. An alternative may be to propose that part of the existing school grounds be seconded to permanent and temporary parking.

### **Correspondent 16**

In principle, we are happy with the Rowan School expansion such that they can do their "good work" with more children.

However, the only issue we have is the traffic chaos at pick-up and drop-off times often exacerbated by poor parking by staff and visitors. It seems to us if the council is investing a significant sum in the school it is not beyond their wit to include additional parking (to cater

for both the current underprovision and the expansion). In fact it is a no-brainer - plenty of land available, tarmac is cheap in the scheme of things and this will give enhanced neighbourhood relations and heightened safety for staff, children and locals alike.

Please take these points into consideration.

### **Correspondent 17**

I write further to your [Cllr Martin Smith's] meeting with [another correspondent] on 12 July regarding the expansion plans of the Rowan School and would like to fully endorse the concerns raised.

In addition I would like to highlight that the primary problem is around the bend of Durvale Court at the entrance to The Rowan school as too many cars are parked alongside taxis and mini buses around peak times, that being the morning and afternoon collection.

The exit and entrance to Durvale Court & Furniss Avenue has become increasingly dangerous with in all honesty an accident waiting to happen as too many vehicles are trying to access a small close all at the same time.

In summary there are too many vehicles, cars, taxis and minibuses for the current infrastructure (i.e. space and roads) which means that at present it is unable to cope let alone looking at further expansion plans.

### **Correspondent 18**

We live at No [ ] Durvale Court and, having read the information currently available from the Council, attended two meetings at the school and discussed the issue with a Council member, we wish to make a number of comments regarding both the proposed changes to the school and the consultation process. These fall into two main categories: the current situation at the school and the impact any expansion will have on it; the manner in which the communication of those proposed changes have been conveyed by the Council to residents of the area surrounding the school.

#### Impact of the proposed changes on Durvale Court

##### Current situation

- There is already insufficient parking at the Rowan School for staff, volunteers and parents resulting in parking on both sides of Durvale Court. This often stretches from the junction of Furniss Avenue – hampering entry and exit to both Durvale and Furniss – around both bends in Durvale and beyond the first junction within the Court
- Parking makes it difficult to drive along the first part of Durvale Court in a car – at times impossible in a bigger vehicle such as a delivery van - with the additional risk of scraping one's own or another vehicle
- When reversing in or out of the drives of properties close to the school drivers are often unsighted as cars impede driveways, obstruct pavements and park on both sides of the road on bends, not only making it inconvenient for home owners, but dangerous for them, other road users and pedestrians
- Because many cars are partially parked on the pavement it is impossible to use the paths if pushing a buggy or using a wheelchair, further adding to the problems on the road as this is the only way in which to negotiate parts of Durvale Court for parents with small children or the disabled

- Because Durvale Court is a cul-de-sac with only one vehicular access to the school, these problems are exacerbated at the beginning and end of the school day by the addition of seven mini buses, at least three taxis and some parental cars, which park on or queue in the road prior to picking up or dropping children off
- The bus drivers in particular frequently leave their engines running adding to the pollution levels
- Buses are often double parked so that the drivers can chat to one another while waiting, blocking the carriageway completely
- When leaving Durvale Court buses often block the junction with Furniss Avenue because cars parked further up Durvale force them into the middle of the road thus making it impossible to turn into Durvale if a bus is attempting to leave it
- Should there ever be an emergency at one of the houses in Durvale Court or at the school, emergency vehicles would have considerable difficulty negotiating the road to, or past, the Rowan wasting valuable time – in such cases, wasted seconds can cost lives
- Due to the high traffic levels between the junction with Furniss Avenue and just beyond the school, the road surface is deteriorating badly.

#### Extension to the school

Should the proposed development go ahead, not only will the effect on access, parking, pollution, traffic noise and the deterioration of the carriageway be increased temporarily during the construction period as builders lorries access the site, but the increase in pupil numbers will also exacerbate these problems making an already bad situation permanently worse.

Because of the nature of the school, there is a higher than normal teacher/pupil ratio plus a high number of volunteer helpers. Therefore, the proposal to increase the school's capacity from the current role of 68 up potentially to 90 places, will not simply result in one or two extra staff and another volunteer. Since it is not yet known from which areas of the City the new pupils will come, there remains the possibility that they will not be able to use existing transport, but will require the provision of additional buses or taxis to enable them to reach the school, or will require their parents to bring them.

The inclusion of 12 places for short term placements as part of the 22 place increase, will further exacerbate the problems as these children will be accompanied by a teacher from their main stream school. Those teachers may, or may not, be insured to carry the pupils in their own cars, raising the spectre of still more cars on Durvale Court – and no doubt Furniss Avenue. The cumulative effect of the additional traffic trying to access the school or parking for the day will be intolerable and dangerous.

All the issues outlined above, both current and potential, have an impact on us personally. However, it should also be noted that other parts of Durvale Court, Wyvern Gardens and Mercia Drive, are affected by additional issues such as noise pollution, bad language, drainage and potential flooding.

#### The Council's handling of the proposed expansion to the Rowan School

We, like we believe most residents of Durvale Court, support the Rowan School and admire and respect the way in which staff and volunteers work with children who are, at times very challenging. However, the Council's handling to date of the 'consultation' over the expansion, is greatly undermining the good will of residents that the majority of school staff have worked hard to develop over the years.

Despite stating in a letter to residents dated 18/6/14, that the Council is “*very keen to ensure that local residents understand the proposal, and have the opportunity to engage with the Council’s project team at every stage..... we will listen to, and seek to address any concerns you may have in advance of this stage of the project*”, the manner in which the Council is handling the ‘consultation’ is simply serving to alienate local residents.

The process has so far not been transparent and information has either not be given or has been factually incorrect. In brief:

- At a meeting on 2/7/14, residents were told that money for the project had not yet been granted, yet a press release stating that it had and dated almost a year earlier (18/7/13), was subsequently found to be available on the Council’s own website
- At the same meeting residents were told that Council staff could not answer questions about the plans or location of the proposed development as nothing was yet know or available. However, at a further meeting on 7/7/14 (only three working days later) other residents were shown sketch plans indicating the proposed location of the new build and new (inadequate) parking area.
- Similarly on 2/7/14 there was not even an approximate start date for the build, but by the 7th July, ‘no date’ had become October/November 2014
- At both meetings residents were told that they could have three representatives and that three people had already put their names forward. However, residents were not ‘allowed’ to know who those representatives were without their permission. How can one judge the suitability of a representative, let alone put forward one’s views to them, if they are anonymous?
- Given the heightened levels of feeling due to the issues already outlined and the misinformation and lack of transparency exhibited by the Council, the attitude and tone of the Chair of the meeting held at the school on the 17/7/14 was unfortunate to say the least and did nothing to improve relations between the Council, school and local residents.

18 JUL 2014

Dore,  
Sheffield,  
S17 3PT

Executive Director Children, Young People and Families  
c/o Joel Hardwick  
School Organisation Team,  
3<sup>rd</sup> Floor , Howden House  
Union Street,  
Sheffield,  
S1 2HH.

14/7/14.

Proposal of extension to Rowan Special School

Dear Sirs,

We live in the house next to the Rowan School. Our garden leads down to the existing car park and we are so close that some people believe that our large specimen conifer belongs to the school. Last year we found 2 boys deliberately damaging the tree but when we shouted at them they were quite horrified that they were damaging someone's property. They obviously felt that damaging school property was acceptable. (We don't think they attended the school.)

In general the school itself is no real problem to us. The language is sometimes very colourful, so we are glad that our children are not still young and learning such words. Listening to some of the expressions they use, you wonder where they have picked up such language and if someone speaks to them that way. Sometimes there is quite a commotion when a child is being particularly difficult. We have known a child stand there screaming for over half an hour. But we do realise that these children have serious behavioural problems and we appreciate that the teachers do an excellent job.

Our main problem is 'Parking'. Because of the nature of the school there is a very high ratio of teachers to pupils so there is a large number of staff vehicles for the size of the school. But even more of a problem is the way the children arrive and depart from school. Durvale Court is a small residential cul-de-sac with no turning circle at the end. The Car park to the school has about 12 spaces marked out. Following major problems with vehicles turning around, there is now an 'entry only' and 'exit only' to the car park. Most of the children arrive by taxi or minibus. The minibuses can hold up to 12, but children are coming from all over Sheffield and surrounding area, so they often carry a lot fewer. The taxis only carry one or two. There are over 60 children and as many as 40 teachers on an average day. The teachers arrive at about 8.30 am. From then on there is a constant stream of vehicles. By 9.15 am every morning there is chaos. Residents are trying to get off their drives, parents are trying to drop off distressed pupils, minibuses are desperately attempting to turn around. The road becomes blocked and tempers frayed. Teachers end up parking across part of

ATOS JUL 8 1

residents' drives, others give up and try Furniss Avenue. Meanwhile coach drivers that do not have another call stand chatting oblivious of people's desperate attempts to back off their drives.

By 9.30 am things calm down but the road by then is choc-a-block with parked cars. Drivers are forced to park half on the pavement so that there is parking both sides. Otherwise there would not be enough places. This of course means parents with push chairs and the disabled, have to walk in the road to get round the parked vehicles. Also it is extremely dangerous for children to play in the street because of the corners being obscured by these vehicles. At 2.50 pm it all starts again, but worse, because half a dozen minibuses arrive early to try and get the best spots. Residents have learned to never go out in their cars between 2.45pm and 3.30pm. We tell all friends and relatives not to try getting down Furniss Avenue or parking on Durvale Court anytime near 3.00pm. If there was an emergency, it would be impossible for an ambulance or fire engine to get through to the end of Durvale Court.

These problems need to be addressed urgently .We have no major objections to the Rowan being expanded by a couple of class rooms, as long as the planners are made fully aware of the parking issues. We have been promised that they will be fully informed. But they need to see the problems first hand because they are so specific to the Rowan. The planners need to visit at 9.00 am and 3.00 pm to see the nightmare that already exists. Any expansion without solving all the existing parking problems and catering for the new ones to come will resort in total chaos.

The area we were shown indicated on the sketch map for a new car park is laughable. The area would only park a fraction of the existing cars, let alone any extra ones. Also there would be no space for the minibuses to turn around. There is the added problem that the area indicated is at present a very steep bank. May we suggest they consider running the car park all along the stretch of field behind 6 -20 Durvale Curt. This would provide spaces for at least 40 cars without losing a large chunk of playing field. And being mainly at a lower level than Durvale Court it should not cause the residents much annoyance. It would leave the existing car park as a drop off / turning point for the minibuses. The only problem left would be the parents dropping off children, but if all staff were parked inside the grounds, the road should be able to handle that number. We hope this has been useful and our comments will not be ignored. We do not wish to halt the progress of the children's education but the concerns of the residents of Durvale Court do need to be listened to.

We are only voicing our own opinions and do not profess to know the opinions of all of Durvale Court .

Yours faithfully

Copies to Cllr Martin Smith. Janet Collins, School Organisation Project Officer

1, 3, 5, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17, 18, 19, 20, 21, 22, 23, 24, 25, 26, 27,28, 29, 31, 33, 35 37, 39, 41 ,43, 45, 47,,49.



Correspondent 20

I hope this issue can be sorted without the attitudes displayed on both sides. I suppose the residents feel this is not really a proposal but a "done deal" & his-one seems to be listening to the feelings of the residents re. parking. It is not surprising their relations between the two are tense!

Yours faithfully

Dece  
Sheffield S17 3PT  
21/7/14

Lower School Proposal

Dear Sir/Madam

I am writing to wholeheartedly endorse the letter of the 21st July from Aisha Baddoo & Patricia Barbering. I feel it is unnecessary for me to repeat these issues which have been expressed very clearly.

The only thing I would like to add is that I accept "the attitude and tone of the Chair of the meeting on the 17/7/14 was unfortunate" but I also feel that the rudeness displayed by some of the residents was also unfortunate & made me feel very uncomfortable.

**Correspondent 21**

Mercia Drive  
Dore  
Sheffield  
S17 3QF

24 July 2014

Dear Sir

**PROPOSED EXPANSION OF THE ROWAN SCHOOL, DURVALE COURT, SHEFFIELD S17 3PT**

We are writing to express our concerns in relation to the proposed expansion of The Rowan Special School. These concerns are principally privacy and noise. While not directly experiencing the current problems with school related traffic on Durvale Court, we are concerned about the consequential increase in future traffic likely to use Mercia Drive.

Our property lies directly behind the school and is impacted on a daily basis by significant screaming/screeching of the children together with the shouts of supervising teachers / carers. This is currently experienced by my wife as she works part time. However, I will be retiring in two years' time, and am concerned about the proposed development. The proximity of the boundary weldmesh fence in recent years has led to this level of noise being brought even nearer to our property. The earth bund, which deflected noise before the fence was erected, when pupils were largely kept on its school side, now acts a viewpoint into our, and our neighbour's, garden. We now regularly have objects thrown into the garden from the school. We would also add that the language frequently used by the children is not that which should be heard by the pre-school children who live on the street. Whilst I appreciate that the full extent of the schools site is now used, the bund, provided as a visual and noise barrier is now exacerbating the situation – I would suggest that this could be rectified by siting a noise barrier along the top of the bund, which would assist with both our privacy and noise concerns. The extent of the noise barrier should be the subject of local agreement to maximise its effect on us and our neighbours.

The rat-running traffic on Mercia Drive, using the Chatsworth Road/Bushy Wood Road route to Abbeydale Road to avoid the awkward junction with Totley Brook Road will only increase with the expansion. We have no control over this, but would register our concern over the expansion being the cause of this increase.

We have been unable to view any plans in relation to the expansion so cannot comment on the detail or likely effect of the development. This makes it difficult to provide a more developed response to this consultation.

We trust that you will appreciate our concerns as a directly affected local residents and that our comments are given due consideration.

Yours faithfully

## Rowan school expansion proposal

This report is in response to the document titled

PROPOSALS FOR PRESCRIBED ALTERATIONS OTHER THAN  
FOUNDATION PROPOSALS. ROWAN SCHOOL

(undated)

### BACKGROUND

The Rowan school was built before 1980 on "greenfield" land associated with King Egberts upper school. The access was via a single house plot purchased to provide this access. This narrow access site necessitated a narrow access road and a less than ideal junction with Furniss Avenue.

Around 1980 the Council sold the undeveloped land around the school for private housing. The single access for the housing was the narrow road described above, shared with the school.

With the passage of time the number of vehicles associated with the school has increased steadily, made up of:-

Minibuses collecting the pupils around the City,

taxis bringing in pupils,

parents delivering pupils

and staff.

This causes severe congestion at the school entrance. At the last expansion of the school about 3 years ago, efforts were made to confine the unloading and loading of pupils within the entrance car park. This works to an extent, but the number of minibuses and taxis exceeds the loading space. Durvale Court becomes a hazardous melee of vehicles, through which non-school traffic struggles to pass, and which is impassable to HGV vehicles, refuse vehicles and builders merchant lorries.

### EDUCATIONAL NEEDS CATERED FOR

With the changing needs of educational policy and fashions, the pupils allocated to the Rowan have changed from MLD category, more and more to severe behavioural problems, such as tourette's syndrome, causing violence to the staff and buildings, with long periods of abusive shouting.

This is causing distress and frustration to the people living adjacent to the school, many of whose houses are within 50 ft of the school boundary. Should they have to listen to someone shouting “ **Fuck off, leave me alone** “ for hours at a time? Or hear the fracas when up to 4 staff attempt to subdue a violent pupil?

The site is unsuitable for the pupils now allocated to it, by reason of the continual anti- social behaviour disrupting the many adjacent properties.

#### CONTINUAL NEW BUILDING AND MAINTAINANCE.

Over the last 5 years, school holidays, rather than bringing peace and quiet, herald building works with the attendant noise, vans and lorries. It would appear that most summers a new “facility “ appears in the school field, like a poly tunnel, a gazebo, a yurt, some more play equipment. If there is nothing to build, the school roof will be re waterproofed, yet again.

#### NUMBER OF PUPILS

The proposal to increase pupil numbers from 68 to 90 is unsuitable for this hemmed in site, with inadequate parking, traffic chaos and adjacent houses. This 32% bigger. Is the parking going to be 32% worse? Are the buildings going to get even closer to the house boundaries? How soon will the next expansion be?

Furniss Avenue already struggles (and sometimes fails) to deal with the traffic from the 3 mainstream schools on it, Dore Pre school, Dore Junior and infant, King Ecgberts. What will happen when the former King Ecgberts site is developed as housing?

#### FORMER “CONSULTATION”

Consultation in the past has meant those affected are told of what has been decided, A few soothing words are spoken, and any alternatives are brushed aside with phrases like:-

*There is no money*

*It is in the best interest of the pupils*

*We could not consider that*

*That field is essential for the pupils’ education, we would not use it for car parking, (despite it being little used for most of the year.)*

(Continued overleaf)

#### WINDOW DRESSING

Over the last few days school parking has been directed elsewhere, to give a false appearance of space on Durvale Court with no road or path obstruction. What a cheap trick.

#### CONCLUSIONS

The incremental enlargement of the Rowan has gone on over the last ten years. The infrastructure changes to accommodate expansion have been minimal, with the car park alterations to circulate mini-buses, the sole improvement.

Past "consultations" have been minimal and end with the school stating "we cannot do that or, we have no money."

One could suspect that the present rushed "consultations", while summer holidays are starting, have been deliberately chosen to make responses difficult for the contributors, as they, and those dealing with the submissions, are coping with holiday absences.

The proposals, as submitted, are unfit for purpose.

**CONSIDERATION IS BEING GIVEN TO REFERRING THIS PROPOSAL, AND THE WAY IT IS BEING HANDLED, TO THE LOCAL GOVERNMENT OMBUDSMAN.**

**Consultation Forms**

2 | Page

June 2014

**Do you support the proposal to increase the capacity of The Rowan from Sept 2015?**

Yes. The school provides an excellent and much needed service for Sheffield children. As a near neighbour of the school I observe/hear some of the outdoor activities at the school.

**Do you support the proposed introduction of flexible, short-term placements?**

Yes. I am sure the school will manage/provide for such placements.

**What do you consider to be the priority for new and improved accommodation?**

I am waiting the opportunity to see the site plans for the new development. I was in residence when the school was first built. This caused CONSIDERABLE DRAINAGE PROBLEMS (apart from this area) as the natural drainage system DITCHES/HEDGEROWS were destroyed.

**Any other comments you would like to make?**

In particular drainage and screening are important. Elevation and car parking are other matters of concern to the local neighbourhood. \*\* I am prepared to act as a neighbourhood representative if you have not already got representation

Representatives from the Council will be attending the parents' evening on 3<sup>rd</sup> July at the school if you would like to ask any questions or let us know your views. You can also contact us at the following:

Email: [schoolreorganisation@sheffield.gov.uk](mailto:schoolreorganisation@sheffield.gov.uk)

Letter: School Organisation Team, Sheffield City Council, Floor 3, Howden House, Union Street, Sheffield, S1 2SL

The consultation period runs until Thursday 24<sup>th</sup> July 2014. Please return your form to school or post it to us before this date. Thank you for taking the time to respond.

\*\*

Do you support the proposal to increase the capacity of The Rowan from Sept 2015?

Not unless the serious problems of parking and access are dealt with FIRST.

Do you support the proposed introduction of flexible, short-term placements?

Only if parking space is made available off-road

What do you consider to be the priority for new and improved accommodation?

PARKING

Any other comments you would like to make?

Drivers of buses bringing children should not block access for others driving on Durvate Court.

Representatives from the Council will be attending the parents' evening on 3<sup>rd</sup> July at the school if you would like to ask any questions or let us know your views. You can also contact us at the following:

Email: [schoolreorganisation@sheffield.gov.uk](mailto:schoolreorganisation@sheffield.gov.uk)

Letter: School Organisation Team, Sheffield City Council, Floor 3, Howden House, Union Street, Sheffield, S1 2SL

The consultation period runs until Thursday 24<sup>th</sup> July 2014. Please return your form to school or post it to us before this date. Thank you for taking the time to respond.

**Do you support the proposal to increase the capacity of The Rowan from Sept 2015?**

No. I do support the fact that more places need to be there for children with special needs - but not at The Rowan. This is not the right site - positioned on a corner of the road in a residential area.

**Do you support the proposed introduction of flexible, short-term placements?**

Yes, at a different<sup>site</sup>, King Egbert's site is much larger. I don't think there has been enough thought into long-term needs. At the growth rate - there will probably be a greater

**What do you consider to be the priority for new and improved accommodation?**

need for extension in 10/15 yrs time.

**Any other comments you would like to make?**

Even at the present time cars are parked illegally. They park on pavements & legally you should be able to get a twin pushchair down a pavement & in many cases you can't - even now.

Buses are a problem - as they block access for drivers on Dunsdale Ct.

It would be impossible for a fire-engine to through.

Representatives from the Council will be attending the parents' evening on 3<sup>rd</sup> July at the school if you would like to ask any questions or let us know your views. You can also contact us at the following:

Email: [schoolreorganisation@sheffield.gov.uk](mailto:schoolreorganisation@sheffield.gov.uk)

Letter: School Organisation Team, Sheffield City Council, Floor 3, Howden House, Union Street, Sheffield, S1 2SL

The consultation period runs until Thursday 24<sup>th</sup> July 2014. Please return your form to school or post it to us before this date. Thank you for taking the time to respond.



<p><b>Do you support the proposal to increase the capacity of The Rowan from Sept 2015?</b></p> <p>Yes. I believe Rowan to be a very good and much needed school. We need to do all we can to ensure children who need these places can have them</p>
<p><b>Do you support the proposed introduction of flexible, short-term placements?</b></p> <p>N/A</p>
<p><b>What do you consider to be the priority for new and improved accommodation?</b></p> <p>N/A</p>
<p><b>Any other comments you would like to make?</b></p> <p>A joy to hear the children having so much fun. This is an ideal site for a school like Rowan. Safe enclosed space. Well managed variety of outdoor space. Therapeutic value of being outside, fresh air, ability to run and 'let off steam' I've always heard good reports from anyone who was involved</p>

Representatives from the Council will be attending the parents' evening on 3<sup>rd</sup> July at the school if you would like to ask any questions or let us know your views. You can also contact us at the following:

Email: [schoolreorganisation@sheffield.gov.uk](mailto:schoolreorganisation@sheffield.gov.uk)

Letter: School Organisation Team, Sheffield City Council, Floor 3, Howden House, Union Street, Sheffield, S1 2SL

The consultation period runs until Thursday 24<sup>th</sup> July 2014. Please return your form to school or post it to us before this date. Thank you for taking the time to respond.

This page is intentionally left blank

## **Appendix 4: Feedback from Consultation - Becton**

### **Governors**

Governors were briefed at a meeting on 2<sup>nd</sup> July 2014. The governors voted unanimously in favour of the proposal.

### **Staff**

Staff were briefed at a meeting on 9<sup>th</sup> July 2014. Staff raised a number of concerns about the potential funding and HR implications of the change, but were supportive of the change in principle.

### **Parents**

No parents responded to the consultation. This was not unexpected given the nature of the school, the distances from families' homes to the site and the limited impact the proposed change is likely to have on existing pupils' experiences at the school.

### **Other consultees**

One letter of support was received from the Sheffield Children's NHS Foundation Trust (see over).

**Community, Wellbeing and Mental Health  
Division**  
Centenary House, Ground Floor  
55, Albert Terrace Road  
SHEFFIELD  
S6 3BR  
Tel: 0114 3053220  
Ask for Alyson Archer

Our Ref: GV/AMA/SCC/06/14

27<sup>th</sup> June 2014

Janet Collins  
School Organisation Team  
Inclusion and Learning Service  
Floor 3  
Howden House  
Union Street  
Sheffield  
S1 2SH

Dear Janet

**Proposed Change of Age Range at Becton School**

Thank you for your letter of 26<sup>th</sup> June 2014 in relation to the proposed change in the age range at Becton School, from 12-18 to 5-18.

I am writing to say that we support the change outlined in the letter.

We would also like to thank the school for being integral to the work being undertaken at the Becton Centre across the lodges.

Yours sincerely,



Dr Girish Vaidya  
Joint Clinical Director  
Community Wellbeing and Mental Health Division





## Cabinet Report

---

<b>Report of:</b>	Simon Green- Executive Director Place
<b>Report to:</b>	Cabinet
<b>Date:</b>	Cabinet 17 <sup>th</sup> September
<b>Subject:</b>	Sheffield City Centre Business Improvement District (BID)
<b>Author of Report:</b>	Richard Eyre
<b>Key Decision:</b>	Yes
<b>Reason Key Decision:</b>	Will generate over £500,000 for the city of Sheffield

---

### Summary:

- 1.1 This report seeks approval for development of a Sheffield City Centre Business Improvement District. The BID has been proposed by the private sector in an attempt to add to the economic growth and social well-being of Sheffield City Centre.
- 1.2 A group has been established to steer and Champion the creation of a Business Improvement District (BID). The “BID Champions Group” is made up of representatives from Sheffield City Centre’s retail, leisure, office, independent and night time economy. It also contains the public and education sectors.
- 1.3 The five areas the BID have identified for improvement are “busier”, “safer”, “cleaner”, “easier” and “legacy”.
- 1.4 Business Improvement Districts are a tried and tested way of supporting successful and vibrant city centres. There are currently over 170 BIDs operating across the UK.
- 1.5 As the relevant billing authority and ballot holder Sheffield City Council will

be required to collect the 1% levy on an annual basis on behalf of the BID, redistribute the levy funds to the BID, administer the ballot and formally approve the BID Business Plan.

- 1.6 If a BID is successful at ballot it will operate for 5 years. At the end of the 5 years a re-ballot will be held or the BID will cease to operate.
- 1.7 As the local authority SCC is required to submit to a baseline of services. The BID is intended to provide additional services over the baseline in order to meet the improvements identified in the BID proposal.

---

### **Reasons for Recommendations:**

The BID will bring new, private and public sector investment to the city centre which will complement the existing offer. The BID is an opportunity for businesses based in Sheffield to invest in the future of the city centre and be responsible for the allocation of these funds.

Given the city's long desired aim to improve the city centre we feel the BID is a key "strategic component" which will help this aim come to fruition. A BID would provide a very real opportunity which many other towns and cities across the UK are already grasping. The time is right for Sheffield to adopt this model and give the business community a voice and the power to help change the city centre for the better.

The ambitions for the city centre fall across a number of the city's stated strategic objectives, those being "a strong and competitive economy" and "a vibrant city" together with other opportunities to support other outcomes "a great place to live" and "safe and secure communities". A BID would complement and support these ambitions.

A BID can provide a tangible and workable strategic relationship in an open and transparent way with the business community and will help to identify key themes and projects we can work on together, both for them as a business community and for the wider Sheffield population, to come and enjoy the ever improving offer available in the city centre at this time.

A BID will be organised by the business community, creating not only a strong voice but the economic capacity to enact practical change.

---

### **Recommendations:**

That Cabinet:

1. Notes and approves the proposal of the existence of this City Centre BID scheme.
2. Authorises the Council's Returning Officer to run the ballot subject to the receipt of the materials required by the Business Improvement Districts (England) Regulations 2004 to the delegated officer.

3. Notes that following a successful ballot the BID Champions Group will seek to set up a BID Company.
4. Should the ballot be successful authorises either the Executive Director of Place (or an officer nominated by him) or the Cabinet Member for Business Skills and Development, to sit as the SCC Board member on the BID Board.
5. Notes that the Executive Director of Place, in consultation with the Director of Finance and the Interim Director of Legal and Governance and cabinet member for Business, Skills and Development be authorised to;
  - i. take such steps as (s)he feels appropriate to assist in the delivery of the development and implementation of the city centre BID project,
  - ii. formally approve the BID Business Plan and associated documents,
  - iii. negotiate, agree and complete the Financial Operating Agreement and Memorandum of Understanding and the BID Levy Rules between SCC and Sheffield City Centre BID Champions Group,
  - iv. Confirm the Baseline City Centre Management and Major Events services relevant to the BID for the 5 years of the BID term.

---

**Background Papers:**

City Centre Master Plan  
BID Industry Guidance 2013  
BID Regulations 2004 and 2013 amendment  
Sheffield City centre BID EIA

---

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

---

\* Delete as appropriate

## Statutory and Council Policy Checklist

<b>Financial Implications</b>
YES. Cleared by: Paul Schofield
<b>Legal Implications</b>
YES Cleared by: Deborah Eaton
<b>Equality of Opportunity Implications</b>
YES Cleared by: Ian Oldershaw
<b>Tackling Health Inequalities Implications</b>
NO
<b>Human Rights Implications</b>
NO
<b>Environmental and Sustainability implications</b>
NO
<b>Economic Impact</b>
YES
<b>Community Safety Implications</b>
YES
<b>Human Resources Implications</b>
YES
<b>Property Implications</b>
NO
<b>Area(s) Affected</b>
City Centre
<b>Relevant Cabinet Portfolio Lead</b>
Cllr Leigh Bramall
<b>Relevant Scrutiny Committee</b>
Economic and Environmental Wellbeing Scrutiny and Policy Development Committee
<b>Is the item a matter which is reserved for approval by the City Council?</b>
NO
<b>Press Release</b>
YES



## REPORT TO THE CABINET

### Sheffield City Centre Business Improvement District

#### 1. SUMMARY

- 1.1 This report seeks approval for development of a Sheffield City Centre Business Improvement District (BID). The extent of the BID can be seen on the map at Appendix A. The BID has been proposed by the private sector in an attempt to add to the economic growth and social well-being of Sheffield City Centre. Please refer to Appendix B
- 1.2 A group has been established to steer and champion the creation of a Business Improvement District (BID). The “BID Champions Group” is made up of representatives from Sheffield City Centre’s retail, leisure, office, independent and night time economy. It also contains the public and education sectors.
- 1.3 The five areas the BID have identified for improvement are “busier”, “safer”, “cleaner”, “easier” and “legacy”. In order for the BID to become operational a vote in favour of all eligible businesses within the BID boundary must be held. In the UK, for a BID to go ahead the ballot must be won on two counts: straight majority and majority of rateable value of the businesses who choose to vote. This ensures that the interests of large and small businesses are protected. There is no minimum turnout threshold.
- 1.4 Business Improvement Districts are a tried and tested way of supporting successful and vibrant city centres and are already operational in other major cities such as Manchester, Liverpool, London, Birmingham, Nottingham, Newcastle and Hull. There are currently over 170 BID operating across the UK.
- 1.5 All local authorities are required by The Business Improvement Districts (England) Regulations 2004 and subsequent amendments to play a role in the development and delivery of any BID within their boundary. As the relevant billing authority and ballot holder SCC will be required to collect the 1% levy from each business on an annual basis, administer the ballot and formally approve the BID Business Plan. The BID levy funds raised by SCC will be redistributed directly (according to the process outlined in the Financial Operating Agreement) to the successful BID Body (the BID Company) who will allocate the funds according to the BID prospectus.
- 1.6 If a BID is successful at ballot it will last for five years. At the end of the five years a re-ballot will be held or the BID will cease to operate.
- 1.7 As the local authority SCC will be required to submit to a baseline of services relevant to BID delivery. The BID is intended to provide additional services over the baseline in order to meet the improvements identified in the BID proposal. The Director of Culture and Environment has agreed in principle to a baseline of relevant services.

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

- 2.1 We know that a strong, resilient and vibrant economy driven by growth in the private sector is essential to the future success of Sheffield. The BID will help to achieve these aims.
- 2.2 Sheffield BID will be led by Sheffield businesses and the money raised will be spent according to the wishes and needs of Sheffield businesses.
- 2.3 A successful BID would aim to support businesses located in Sheffield and encourage business growth in the city centre.
- 2.4 The businesses operating in Sheffield city centre, that are eligible to pay the BID levy, will be asked to approve the BID prospectus in the ballot and will be encouraged to influence and input into future BID activities. This could include attending Annual General Meetings or running to be a member of the BID Board.
- 2.5 The BID will give Sheffield business leaders a strong voice and level of influence over the city centre that they have not been able to exercise before.
- 2.6 The BID Champions Group are consulting with city centre businesses in order to ensure that the BID Business Plan matches the needs and wants of city centre businesses.
- 2.7 The improvements that a successful BID could bring to the city centre are expected to be beneficial not just to businesses but to the people who live, work and visit Sheffield city centre.

## **3.0 OUTCOME AND SUSTAINABILITY**

- 3.1 At this moment in time the BID is expected to generate approximately £800,000 per year in gross income to invest in additional city centre projects and services. Please note that this figure is subject to change according to fluctuations in the non-domestic rates list.
- 3.2 If successful at ballot the BID will run for five years. At the end of this period businesses will be balloted again to approve the BID for a further five years. A number of BIDs elsewhere in the UK are reaching their third term (i.e. fifteen years) of operation; therefore it is reasonable to suggest that a successful Sheffield BID could run for longer than five years
- 3.3 The BID Champions Group has five specific programmes “busier, cleaner, safer, easier and legacy”. In the final business plan the BID will develop key performance indicators which align to these themes and will allow Sheffield businesses and SCC to monitor the outcomes of the BID and ensure that they offer additionally to the existing core council offer.
- 3.4 The BID levy activity must provide additionally and cannot replace existing public sector services.

- 3.5 In order to identify the five BID Programmes the BID Champions Group carried out three rounds of consultation with Sheffield city centre businesses including, in the third stage, visiting each eligible hereditament (business property) with a copy of the draft prospectus.
- 3.6 A successful BID is required by legislation to carry out the activity outlined in the BID Prospectus. The BID prospectus is the document circulated to ballot holders and is usually a compressed version of the full Business Plan. The BID cannot deviate significantly from the activity outlined in the prospectus.
- 3.7 Should BID activity conflict 'to material extent' with SCC policy the legislation gives SCC the power to veto or halt the BID.

## **4.0 MAIN BODY OF THE REPORT**

### BACKGROUND

- 4.1 The BID Champions Group wants to establish a BID for Sheffield City Centre and is currently in the process of undertaking a wide-ranging consultation to gauge opinion on the project with a view to balloting the 600-plus businesses in the City Centre area later in the year. Businesses with a rateable value of £30,000 or over and located within the City Centre will pay a levy that is 1% of their rateable value.
- 4.2 The BID will focus on delivering projects that aim to improve the vibrancy of the city, make the trading environment easier and encourage higher footfall and greater spending from visitors.
- 4.3 By law the BID cannot be used to replace core public sector services. Everything a BID does is in addition to existing core services which will be set out in our baseline agreement.
- 4.4 This is the first formally proposed city centre BID in South Yorkshire, although there is a flood defence BID for the Lower Don Valley.
- 4.5 Nationwide there are over 170 BIDs including in Manchester, Newcastle, Liverpool and Nottingham City Centre. The majority of BIDs exist in town centres, however there are increasing numbers in industrial areas, as well as commercial and mixed-use location. The first BID in Britain went to ballot in December 2004, since then the number of BIDs in Britain has risen steadily.
- 4.6 The BID boundary is projected to be what is commonly known as the 'old' inner city centre ring road. A map indicating the BID area can be viewed at Appendix A.
- 4.7 BIDs elsewhere have achieved real improvements in BID areas, for example;
- 4.8 Plymouth BID report that as result of the Plymouth BID safety initiative crime in

the BID area fell by 23%. Plymouth BID also report that as a result of the summer events package created by the BID the area witnessed 300,000 additional day visitors over the four months of activity<sup>1</sup>.

- 4.9 Hull BID report that in one year crime in the BID area reduced by 38% as a result of BID initiatives<sup>2</sup>.
- 4.10 Bristol Broadmead BID report that the £1million secured via the BID levy was matched by £10million in additional investment from external partners who recognised the success of the BID<sup>3</sup>.
- 4.11 Liverpool Central BID report that the BID secured more than £1.5 million worth of additional exposure across British and international media for the BID and BID member activities over the BID term<sup>4</sup>.
- 4.12 The success rate for BID renewal ballots stands at 91% demonstrating that BIDs are a tool that the business community sees real value in<sup>5</sup>.

#### 4.13 BID CHAMPIONS GROUP

The current formal membership of the BID Champion's Group is as follows;

Sheffield City Council  
Sheffield University  
Sheffield Hallam University  
John Lewis  
Electric Works/ Creative Space Management  
Capita  
The Forum Café bars Ltd  
The Frog and Parrot  
Plug  
The Moor  
Newbould Commercial  
Boots  
Andrew's Café and Tea Rooms  
McDonalds  
The Lava Lounge  
HSBC  
APCOA

- 4.14 The BID Champions Group welcome requests from other city centre businesses

---

<sup>1</sup> Source: British BIDs Website, Achievement Statistics, [www.britishbids.info/AboutBIDs/AchievementStats](http://www.britishbids.info/AboutBIDs/AchievementStats)

<sup>2</sup> Source: British BIDs Website, Achievement Statistics, [www.britishbids.info/AboutBIDs/AchievementStats](http://www.britishbids.info/AboutBIDs/AchievementStats)

<sup>3</sup> Source: British BIDs Website, Achievement Statistics, [www.britishbids.info/AboutBIDs/AchievementStats](http://www.britishbids.info/AboutBIDs/AchievementStats)

<sup>4</sup> Source: Liverpool Central BID Annual Report, 2012-2013

<sup>5</sup> Source: Nationwide Business Improvement District Survey, 2013

4.15 to attend a roadshow, meet with a BID Champion, or to formally join the group.

The BID Champions Group have established a website ([www.SheffieldBID.com](http://www.SheffieldBID.com)) and Twitter (@SheffieldBID) feed in order to publicise the BID and engage with businesses.

4.16

#### OVERALL MISSION OF THE SHEFFIELD BID

The BID Champions Group have outlined their mission statement as follows;

To improve the trading environment for all business in the city centre by:

- Making it 'Busier' for all businesses, to improve spending and vibrancy
- Making it 'Safer' for your staff and customers
- Making it 'Cleaner' for you and your customers
- Making it 'Easier' to access and get around
- Creating a 'Legacy' through influence and collaboration

#### 4.17 LEGAL IMPLICATIONS

Part 4 of the Local Government Act 2003 gives SCC the power to enable projects specified in Business Improvement District arrangements such as those proposed in this report to be carried out for the benefit of the district or those who live, work or carry on an activity in the district. SCC also has the power to make financial contributions or take action for the purpose of enabling the project to be carried out.

4.18 The Business Improvement Districts (England) Regulations 2004 outlines the legal responsibilities of the Council as billing authority. SCC will be asked to approve the BID business plan, financial management, consultation and to provide an accurate non-domestic rates list.

4.19 The Council will negotiate, agree and complete the Financial Operating Agreement and Memorandum of Understanding between SCC and Sheffield City Centre BID Champions Group and the Bid Levy Rules.

#### 4.20 FINANCIAL IMPLICATIONS

4.21 This report notes that SCC will be required to pay a levy for the hereditaments in the BID boundary where SCC is the registered non-domestic rate payer. This levy is currently anticipated to be £30,000 per year. This levy total will fluctuate if there are changes to the non-domestic rates list and if there are changes to the size and number of properties on which SCC is eligible to pay rates.

4.22 This report notes that temporary SCC acquisitions for the New Retail Quarter may increase the SCC BID levy, however the effect of this is likely to be short term.

4.23 This report notes that SCC is the relevant billing authority for the city centre BID and will be required to collect the BID levy on behalf of the BID.

- 4.24 This report notes that the levy fund will be redistributed to the BID according to the process stipulated in the Financial Operating Agreement and the Business Improvement Districts (England) Regulations.
- 4.25 This report notes that SCC will put in place a Financial Operating Agreement with the BID Company. This report notes that should the BID ballot be successful either an Executive Director (or his nominee) or a Cabinet Member will become a board member of the BID Company.
- 4.26 There is a financial risk involved if the BID fails to secure a yes vote. If less than 51% of ballot holders vote for the city centre BID there will be no BID and the additional investment of £800,000 will not be raised.
- 4.27 Schedule 1 paragraph 1(1) (d) of the 2004 BID regulations permits the Local Billing Authority to agree reasonable reimbursement from the BID for the costs involved during the billing process. The details of the reimbursement will be outlined in the Financial Operating Agreement.

#### 4.29 HUMAN RESOURCES IMPLICATIONS

If a ballot is successful in securing a majority in favour of setting up a Business Improvement District there may be a resources implication associated with staff required to manage the billing and collection of payments. This would be for the life of the BID, that is to say 5 years for the initial period. The exact mechanism for this will be agreed in the Financial Operating Agreement and is likely to reflect the arrangement which currently exists for the Lower Don Valley BID billing process.

- 4.30 SCC has agreed in principle, via the Director of Culture and Environment, to baseline services relevant to BID activities and this has been accounted for in the business implementation plans.

#### 4.31 COMPANY LIMITED BY GUARANTEE IMPLICATIONS

- 4.32 Should the BID ballot be successful SCC will seek to become a member of the BID Company.
- 4.33 As a not for profit company it guarantees that none of the profits are distributed to its members and are only to be used for the purposes of advancing the BID.

- In other long established BIDs this structure has been found to be the most successful in delivering the required economic, social and environmental improvements to the district.
- 4.34

### 5.0 ALTERNATIVE OPTIONS CONSIDERED

- 5.1 Do nothing. The billing authority may only veto a BID on the grounds stipulated in the legislation, therefore if a BID proposer approaches the billing authority with a proposal the authority is obliged to engage to some extent with the

concept. Sheffield City Council could decide not to engage beyond the narrow level of involvement dictated in the legislation and regulations. Refusing or failing to engage would be a missed opportunity to work together with the business community to build a successful future for the city centre.

- 5.2 Create a voluntary contribution scheme. The City Centre Retailers group have discussed a voluntary contribution scheme; however the variation in management and organisation between companies made such a concept very difficult for some businesses to engage in as permission by central management may be refused. In contrast the majority of major companies and chains are accustomed to participating in BIDs. A BID would have a financially secure five year operational life, would be accountable to all eligible businesses and would be led by the business community which a voluntary scheme may not be.
- 5.3 Sheffield City Council to provide additional funds on top of the current service level. Given the current budget position SCC could not invest a further £800,000 in the city centre without causing serious budget reductions in other key council services.

## **6.0 REASONS FOR RECOMMENDATIONS**

- 6.1 The BID will bring new, private and public sector investment to the city centre which will complement the existing offer. The BID is an opportunity for businesses based in Sheffield to invest in the future of the city centre and be responsible for the allocation of these funds.
- 6.2 Given the city's long desired aim to improve the city centre we feel the BID is a key "strategic component" which will help this aim come to fruition. A BID would provide a very real opportunity which many other towns and cities across the UK are already grasping. The time is right for Sheffield to adopt this model and give the business community a voice and the power to help change the city centre for the better.
- 6.3 The ambitions for the city centre fall across a number of the city's stated strategic objectives, those being "a strong and competitive economy" and "a vibrant city" together with other opportunities to support other outcomes "a great place to live" and "safe and secure communities". A BID would complement and support these ambitions.
- 6.4 A BID can provide a tangible and workable strategic relationship in an open and transparent way with the business community and will help to identify key themes and projects we can work on together, both for them as a business community and for the wider Sheffield population, to come and enjoy the ever improving offer available in the city centre at this time.
- 6.5 A BID will be organised by the business community, creating not only a strong voice but the economic capacity to enact practical change.

## **7.0 REASONS FOR EXEMPTION (if a Closed report)**

N/A

## 8.0 RECOMMENDATIONS

That Cabinet:

1. Notes and approves the proposal of the existence of this City Centre BID scheme.
2. Authorises the Council's Returning Officer to run the ballot subject to the receipt of the materials required by the Business Improvement Districts (England) Regulations 2004 to the delegated officer.
3. Notes that following a successful ballot the BID Champions Group will seek to set up a BID Company.
4. Should the ballot be successful authorises either the Executive Director of Place (or an officer nominated by him) or the Cabinet Member for Business Skills and Development, to sit as the SCC Board member on the BID Board.
5. Notes that the Executive Director of Place, in consultation with the Director of Finance and the Interim Director of Legal and Governance and cabinet member for Business, Skills and Development be authorised to;
  - i. take such steps as (s)he feels appropriate to assist in the delivery of the development and implementation of the city centre BID project,
  - ii. formally approve the BID Business Plan and associated documents,
  - iii. negotiate, agree and complete the Financial Operating Agreement and Memorandum of Understanding and the BID Levy Rules between SCC and Sheffield City Centre BID Champions Group,
  - iv. Confirm the Baseline City Centre Management and Major Events services relevant to the BID for the 5 years of the BID term.

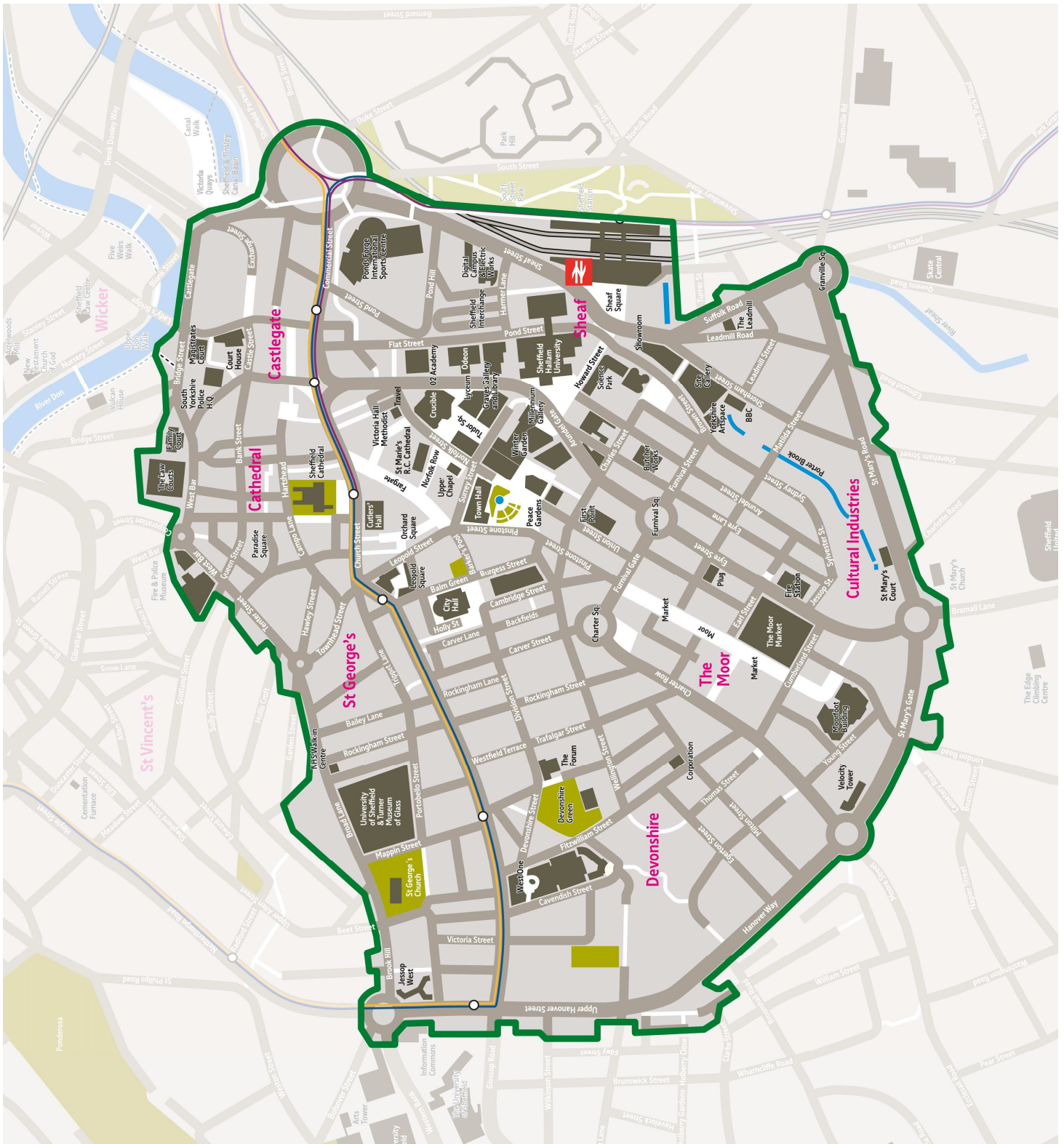
Author: Richard Eyre

Job Title: Head of City Centre Management and Major Events

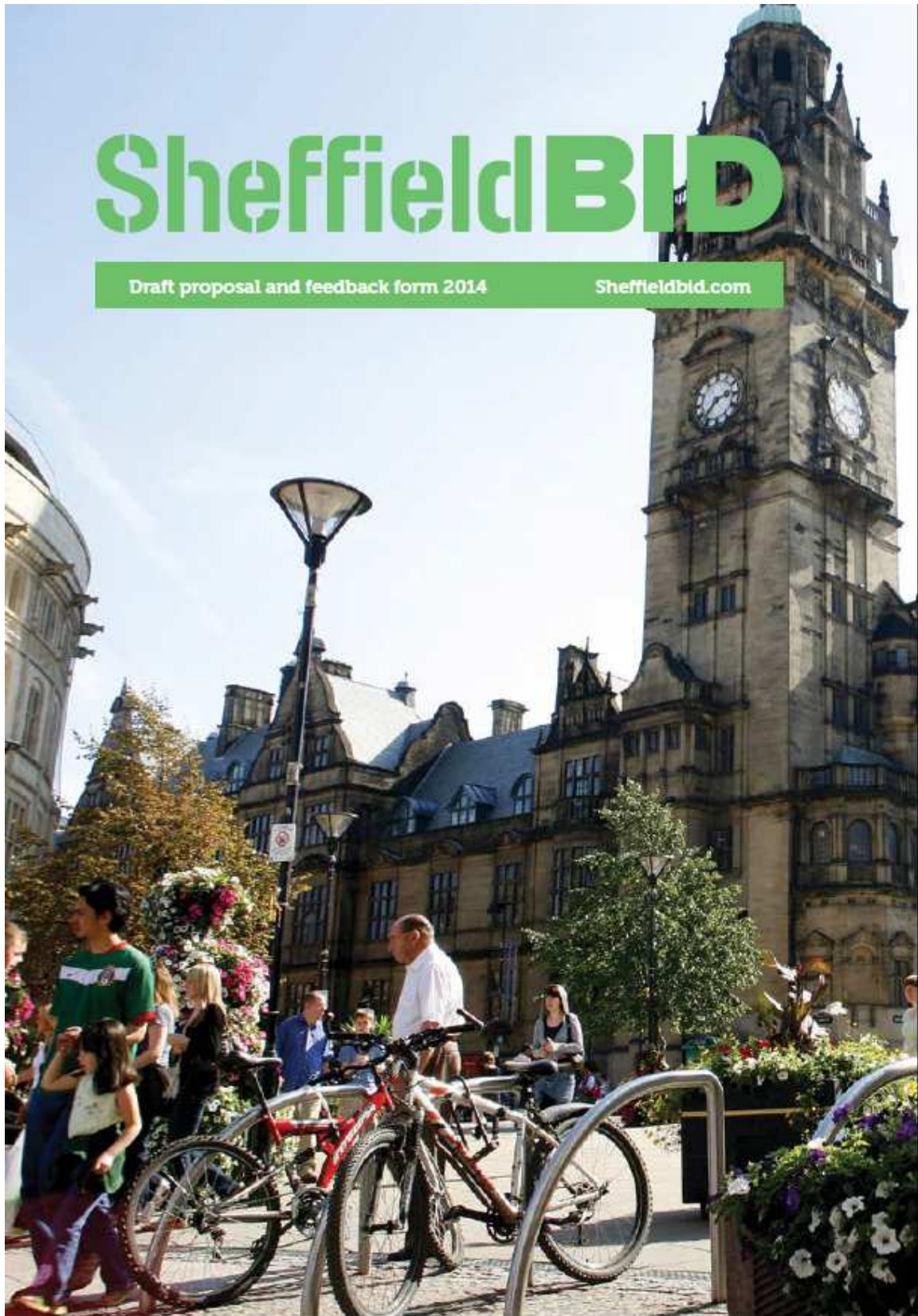
Date: 5.8.14



# Appendix A: Proposed City Centre BID Boundary Map



**Appendix B**  
**Sheffield BID Draft Proposal and Feedback Form. (Available as PDF)**





**The BID Champions Group is made up of a number of representatives from the private and public sector in Sheffield City Centre. Their work over the last year, combined with the results of two recent surveys, carried out amongst a number of businesses within Sheffield City Centre, has led to the development of this draft proposal.**

**Now's your chance to influence what happens to your City Centre**

**We now need you to tell us if you consider these to be the right proposals because it's important that a BID for Sheffield City Centre delivers what you, as businesses, want and need.**

**Please study the programmes outlined in this document and complete the attached feedback form. With your help, we can get the programme right before we ask you to vote on the establishment of a City Centre BID later this year. Please return it to us in one of the convenient ways highlighted on the feedback form.**

## Who are we?

We are a group of businesses from Sheffield who have come together to form the BID Champions Group, to look at ways to improve Sheffield City Centre. With representatives from Sheffield City Centre's retail, leisure, education, independent, night time economy, public and office sectors, the group aims to deliver a successful prospectus and formation of a City Centre BID.

We believe a BID is an efficient and cost effective way of giving the Sheffield business community the ability and power to help change the City Centre for the better.

We want Sheffield City Centre businesses to embrace the opportunity to develop and create a unique and strong business environment.

## What is a BID?

It is important to stress from the beginning that a BID cannot be used to replace or prop up core public sector services. Everything a BID does is in addition to existing core services.

A BID is a not for profit company established and run by the business community to address issues and priorities identified by that community. The overall aim of a BID is to enhance the business environment and deliver real results. Most importantly, a City Centre BID would be independent and business led.

A BID can only be formed if a majority vote is received at ballot. Only the businesses involved get a vote and the ballot must be won on two counts; total number of businesses and rateable value.

Once a 'Yes' vote is secured, the BID will form a (not for profit) Limited by Guarantee Company and will run for a period of five years. The BID will focus on delivering programmes that aim to improve the vibrancy of the city, make the trading environment easier and encourage higher footfall and greater spending from visitors.



[sheffieldbid.com](http://sheffieldbid.com)



### What will a BID do?

We have been consulting with local business on the issues that matter most to them and we have currently identified 5 key themes.

### How will it work?

Business with a rateable value over **£30,000** that are located within the City Centre and are eligible will pay a levy that is 1% of their rateable value.

This would raise approximately **£800,000** of additional investment each year, or **£4 million** over 5 years.

The City Centre business community will spend the money on the projects businesses need and will be directly accountable to the businesses involved.

THE 5 KEY THEMES

## Why?

This is a fantastic opportunity that we have not previously had to empower local businesses and improve Sheffield City Centre in the short and long term.

There are over 170 BIDs across England including those in Manchester, Newcastle and Nottingham City Centre and it is time that Sheffield grasped the opportunity to give the business community a voice and the power to help change the city.

If the bid gets a YES vote, how the additional money is spent is up to YOU

## Programme Themes

The Sheffield BID is being developed by the BID Champions and the group has established a transparent governance model to take the BID forward.

If the BID gets a 'YES' vote, how the additional money is spent is determined by YOU.

## What a BID will not do

Let's be clear, a BID cannot be used to replace public sector services. There is legislation in place to ensure that a BID must provide services that offer added value to what local public services provide.

Sheffield City Council will write a baseline agreement with the BID which will outline the services the council already provides and the BID will only spend money on services that are in addition to this.

## Overall Mission of the Sheffield BID

To improve the trading environment for all businesses in the City Centre by:

- > Making it **BUSIER** for all businesses, to improve spend and vibrancy
- > Making it **SAFER** for your staff and customers
- > Making it **CLEANER** for you and your customers
- > Making it **EASIER** to access and get around
- > Creating a **LEGACY** through influence and collaboration

[sheffieldbid.com](http://sheffieldbid.com)

## Estimated expenditure

PROGRAMME 1:

### **Busier**

**34% of the Budget**  
based on a 1% levy

PROGRAMME 2:

### **Easier**

**22% of the Budget**  
based on a 1% levy

PROGRAMME 3:

### **Safer**

**13% of the Budget**  
based on a 1% levy

PROGRAMME 4:

### **Cleaner**

**6% of the Budget**  
based on a 1% levy

PROGRAMME 5:

### **Legacy**

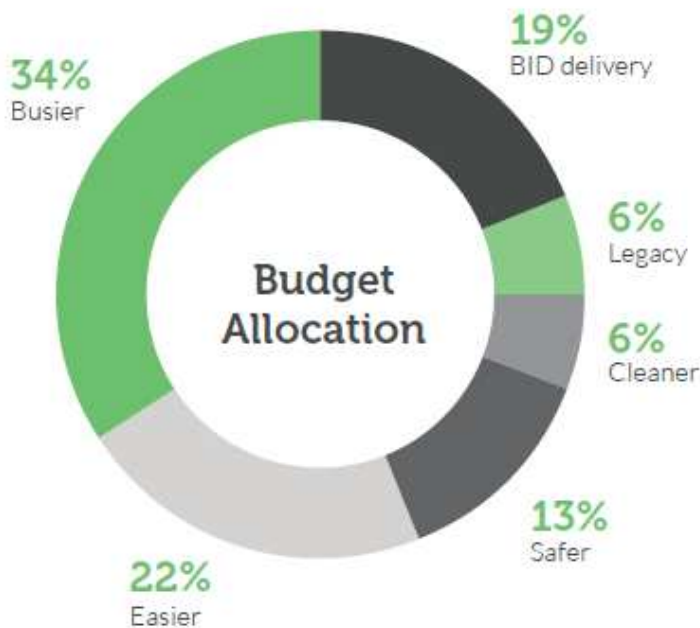
**6% of the Budget**  
based on a 1% levy

The chart below shows the estimated spend across the programmes and a proportion of overheads for the BID.

Additional funds through voluntary contributions, sponsorship, match funding and grants will be actively sort out by the BID in addition to the levy amount of £800,000.

We aim to collect in excess of over £800,000 per year over a five year term.

You can tell us if you agree with the budget allocations, or if you would like to see the money spent differently, on the feedback form.



**How much would my business pay?**

This table shows what your payment would be. Simply find out what your Rateable Value (RV) is and then cross check with the yearly cost.

If the BID gets a yes vote then every business with an RV over £30,000 has to pay, no matter how they individually voted.

If your rateable value is less than £30,000 you will not be asked to pay. We appreciate the input of businesses with RV below £30,000, but you will not get a vote.

Rateable value of Property	Yearly cost
£30,000	£300
£50,000	£500
£100,000	£1,000
£500,000	£5,000
£900,000	£9,000
£1,000,000	£10,000
£1,250,000	£12,500
£1,500,000	£15,000





### The Sheffield BID Champions Group

Scott Bailey	Plug
Sandra Barley	The Moor
Richard Eyre	Sheffield City Council
Toby Hyam	Electric Works/ Creative Space Management
Kate Knowles	Boots
Gavin Murray	McDonalds Restaurants Ltd
Eileen Naughton	Plug
Gary Newbould	Newbould Commercial Ltd
Dr. Nicola Palmer	Sheffield Hallam University
James Prince	John Lewis
Jonathan Robinson	Capita
Nick Simmonite	The Frog and Parrot
Professor Vanessa Toulmin	The University of Sheffield
Andrew Whewell	ANDREWS café tea rooms
Kane Yeardley	The Forum

### Future Governance

If the ballot goes in favour of the BID, it will be governed by an elected Chairperson and the BID Board. All levy payers will be given the opportunity to apply to be elected as a member of the BID Board.

The Champions will also seek to recruit a BID manager who will be employed by the not-for-profit BID Company and will oversee the five programmes.

**Got a question?** Email [enquiries@sheffieldbid.com](mailto:enquiries@sheffieldbid.com)

**Want to know more?** You can attend the BID Roadshows, Tuesday 3rd June, 6pm in the Winter Garden

Further dates to be confirmed, please check [www.sheffieldbid.com](http://www.sheffieldbid.com) for updates.




# Draft Proposal Feedback Form

This is your chance to shape the final proposal before you vote on the Sheffield BID. It is important that a Sheffield City Centre BID delivers what you want and need to improve your business environment. We aim to provide a list of the achievable targets in the final prospectus that Sheffield BID will work towards and be accountable for. This will set out our 5 year plan-which will be based on YOUR feedback.


## How to respond...

Study the proposed programmes listed in this document and then tell us what you think about the ideas and the 5 year budget allocated to them. With your help we can get the final prospectus right before we ask you to vote 'YES' to the establishment of the Sheffield BID in October/November 2014.

 Please put a tick in the box that reflects your view of the idea with regards to your business needs and those of your customers.

 **Return by post** – please return to Periscope (Market Research & Services) Ltd, 6 Hope Road, Edale, Hope Valley, S38 7ZF.

 **Online** – Please download from [www.sheffieldBID.com](http://www.sheffieldBID.com) and submit or email pdf to [enquiries@sheffieldbid.com](mailto:enquiries@sheffieldbid.com)

 **In person** – please complete with the Periscope interviewer, who will be visiting all businesses with the survey between the 21st May and 10th June.

Name of Business \_\_\_\_\_ Your job title \_\_\_\_\_

Postcode of Business \_\_\_\_\_

Would you say your business relied on night time visitors, day time visitors or both? \_\_\_\_\_

PROGRAMME 1: <b>Busier</b>	Not important at all	Not very important	Neutral	A little important	Very important
Develop a marketing plan to target residents from Sheffield which could include print, radio, TV and magazines					
Develop a marketing plan to target visitors from outside Sheffield which could include targeting specific catchments via print, radio, TV and magazines					
Deliver more sector specific events such as Retail Fashion Shows, Commercial Conferences, Business Networking Events etc.					
Deliver more family based events such as Street Magic, Open Air Cinema, Street Animation, Christmas programme etc					
Deliver more Cultural events by providing resources and support to existing cultural industries within the City Centre and by sourcing cultural events from outside Sheffield					
Deliver more evening and night time events to bridge the gap from 5pm - 10pm					
Other comments					

PROGRAMME 2: <b>Easier</b>	Not important at all	Not very important	Neutral	A little important	Very important
Run free periods of parking such as evenings on weekdays, after 4pm Wednesdays or all day Saturdays/Sundays for the general public					
Improve maps & signage including developing a mobile App/Website and developing a retail and leisure map					
Improve pedestrian routes through floral colour, banners etc.					
Instigate employee parking schemes that will reduce the cost of parking for City Centre employees					
Support schemes that improve access to the City Centre for the disabled and the elderly					
Lobby to improve access routes to the City Centre via vehicles. E.g. by simplifying commuter routes					
Other comments					

Please tear here

### PROGRAMME 3: Safer

	Not important at all	Not very important	Medium	Quite important	Very important
Introduce more CCTV Cameras					
Increase Police presence including a dedicated officer working for the BID					
Increase Crime Prevention Network by offering radios and access to Crime Prevention Network					
Increase number of City Centre Ambassadors and change their role to create a more visible and welcoming presence across all areas and deal with low level anti-social behaviour such as begging, street drinking, Skateboarding etc.					
Introduce Night Time Marshals to extend the Ambassador role into the Night Time Economy					
Develop a 'one stop shop' for the BID where members can access support at a physical City Centre location					
Collaborate with the police and the council to develop a strategy to tackle street drinking/drugs and the associated negative behaviour					
Introduce taxi marshals at key areas in the evening/night time					
Other comments					

### PROGRAMME 4: Cleaner

	Not important at all	Not very important	Medium	Quite important	Very important
Increase litter enforcement and number of fines issued to people dropping litter					
Introduce street cleansing after 8pm until 1am					
Introduce post-nightlife cleansing up to 3am on busy nights					
Introduce a trade waste and recycling service for City Centre businesses to reduce individual business costs					
Introduce more daytime street cleansing in areas currently not receiving the highest standard					
Introduce a Graffiti Removal Team offering free service to businesses					
Introduce a 'cigarette butt' cleansing initiative or bins in key problem areas					
Other comments					

### PROGRAMME 5: Legacy

	Not important at all	Not very important	Medium	Quite important	Very important
Introduce a vacant unit strategy which includes dressing units, hoarding buildings, and actively filling units with businesses					
Introduce a grant scheme for start-up businesses in the City Centre					
Introduce World Host Training to improve customer service across all businesses					
Provide discounted or free industry specific training such as alcohol licensing training					
Provide discounted or free industry specific training such as alcohol licensing training					
Develop a City Centre 'buy local' programme for businesses to buy and sell from City Centre based businesses					
Develop a Corporate Social Responsibility policy and engage an annual charity to the BID					
Assess the feasibility of creating a cohesive gay and lesbian identity for the relevant bars, shops and restaurants in the city					
Provide business to business networking events for BID members					
Other comments					

Are you happy with the overall budget allocation across these themes? <b>Yes / No</b> Please provide reasons in the adjacent box	
Are there any project areas you feel we have not included?	
Please use this section to comment further, for example on aspects you like/dislike about the programmes, areas that could be included, or anything that you feel should be added (please attach extra page if necessary)	

Office code Box – for use of Penscope staff only:





## Cabinet Report

---

**Report of:** Executive Director, Communities

---

**Report to:** Cabinet

---

**Date:** 17<sup>th</sup> September 2014

---

**Subject:** Domestic Abuse Procurement

---

**Author of Report:** Jo Daykin-Goodall (0114 273 6851)

---

**Key Decision:** YES

---

**Reason Key Decision:** Expenditure over £500,000

---

### Summary:

This report outlines the procurement plan for community based domestic abuse services in Sheffield, which is necessary as current contracts are coming to an end in March 2015. In doing this we are taking the opportunity to find efficiencies so that we can meet increasing demand for domestic abuse services. Demand is increasing (national estimates are that only around 40% of domestic abuse is reported - British Crime Survey) as people are increasingly confident about coming forward and agencies are getting better at identifying people affected by domestic abuse. This is a good thing: it means we can get support to people as early as possible and to those that need it most.

The key change that is being proposed is the consolidation of three contracted areas which are:

- High Risk<sup>1</sup> Domestic Abuse Service (Independent Domestic Violence Advocacy Service – IDVAS)
- Medium and Standard Risk Domestic Abuse Service (Helpline, Outreach

---

<sup>1</sup> The agreed response to domestic abuse is to risk assess using the national Domestic Abuse Stalking and Honour Based Violence (DASH) tool to ascertain who is at greatest risk of harm and respond accordingly. The current contracts therefore reflect the different levels of risk.

- and Group work)
- Domestic Abuse Workforce Development Contract
- into two contracted areas as follows:
- High Risk Domestic Abuse Contract including specialist workforce training (e.g. risk assessment, lessons from Domestic Homicide Reviews)
  - Medium and Standard Risk Domestic Abuse Contract including workforce briefings (e.g. domestic abuse awareness, and referral pathways)

It is proposed that the Workforce Development Contract provision is therefore included within the two remaining contracts.

It is proposed that the new contracts are awarded for three years with the option of extending for a further two years depending on need, performance and budgets.

---

### **Reasons for Recommendations:**

This re-procurement exercise is necessary for compliance with Council Contract Standing Orders. It is also informed by the Domestic Abuse needs assessment and the performance management of existing contracts over the past year. A Domestic and Sexual Violence and Abuse strategy has recently been developed which recognises the impact of domestic abuse on thousands of people in Sheffield every year, and commits the Council to continuing to provide support services to those affected.

The inclusion of training services in the scope of the two other contracts will enable economies of scale to be exploited. This will help us to limit the increased investment in domestic abuse services next year to just under £70,000 – far less than the actual pressure on services which amounts to around £200,000.

We did consider moving to a single contract for community based domestic abuse services but feel that the proposed arrangements will enable us to ensure adequate focus is both on early intervention and prevention, and meeting the immediate safety needs of people who are in a very high risk, potentially life-threatening situation.

---

### **Recommendations:**

It is recommended that:

- Cabinet approves the commissioning and procurement plan for domestic abuse services outlined in the report
- Cabinet delegates authority to the Director of Commissioning (Communities) or their nominated representatives] to take the necessary steps to implement the commissioning and procurement plan for domestic abuse services in consultation with the Director of Commercial Services and the Director of Legal Services, or their nominated representatives.

- Cabinet delegates authority to the Director of Commissioning (Communities) to award the contracts to the successful tenderers.

---

**Background Papers: Sheffield Domestic and Sexual Violence and Abuse Strategy 2014-17**

---

**Category of Report:        OPEN**

---

## Statutory and Council Policy Checklist

<b>Financial Implications</b>
YES Cleared by: Paula Shepherd
<b>Legal Implications</b>
YES Cleared by: Sarah Bennett
<b>Equality of Opportunity Implications</b>
YES Cleared by: Phil Reid
<b>Tackling Health Inequalities Implications</b>
YES
<b>Human Rights Implications</b>
NO
<b>Environmental and Sustainability implications</b>
NO
<b>Economic Impact</b>
NO
<b>Community Safety Implications</b>
YES
<b>Human Resources Implications</b>
NO
<b>Property Implications</b>
NO
<b>Area(s) Affected</b>
All
<b>Relevant Cabinet Portfolio Lead</b>
Councillor Mary Lea, Cabinet Member for Health, Care and Independent Living Councillor Harry Harpham, Cabinet Member for Homes and Neighbourhoods
<b>Relevant Scrutiny Committee</b>
Safer and Stronger Communities
<b>Is the item a matter which is reserved for approval by the City Council?</b>
YES
<b>Press Release</b>
NO



## **REPORT TO CABINET**

### **DOMESTIC ABUSE PROCUREMENT**

#### **1. SUMMARY**

1.1 This report outlines the procurement plan for community based domestic abuse services in Sheffield which is necessary as current contracts are coming to an end in March 2015. In doing this we are taking the opportunity to find efficiencies so that we can meet increasing demand for domestic abuse services. Demand is increasing (national estimates are that only around 40% of domestic abuse is reported - British Crime Survey) as people are increasingly confident about coming forward and agencies are getting better at identifying people affected by domestic abuse. This is a good thing: it means we can get support to people as early as possible and to those that need it most.

The key change that is being proposed is the consolidation of three contracted areas which are:

- High Risk<sup>2</sup> Domestic Abuse Service (Independent Domestic Violence Advocacy Service – IDVAS)
- Medium and Standard Risk Domestic Abuse Service (Helpline, Outreach and Group work)
- Domestic Abuse Workforce Development Contract
- into two contracted areas as follows:
- High Risk Domestic Abuse Contract including specialist workforce training (e.g. risk assessment, lessons from Domestic Homicide Reviews)
- Medium and Standard Risk Domestic Abuse Contract including workforce briefings (e.g. domestic abuse awareness, and referral pathways)

It is proposed that the Workforce Development Contract provision is therefore included within the two remaining contracts.

It is proposed that the new contracts are awarded for three years with the option of extending for a further two years depending on need, performance and budgets.

#### **2. WHAT DOES THIS MEAN FOR SHEFFIELD PEOPLE**

2.1 Demand for community based domestic abuse services is growing in Sheffield and this is to be expected as national estimates (British Crime Survey) are that only around 40% of domestic abuse is reported. The rise in reporting is likely to be due to a range of factors including increased

---

<sup>2</sup> The agreed response to domestic abuse is to risk assess using the national Domestic Abuse Stalking and Honour Based Violence (DASH) tool to ascertain who is at greatest risk of harm and respond accordingly. The current contracts therefore reflect the different levels of risk, which are set out in Appendix 1.

confidence in agency responses and public awareness. The re-procurement of existing domestic abuse services provides an opportunity for market testing the current model, encouraging innovative ideas for delivering quality responses, increasing the role of volunteering in the services and meeting rising demand through identification of possible efficiencies.

- 2.2 The intention is that Sheffield will continue to build on the successful work of previous years in ensuring good quality, effective services are available to all victims of domestic and sexual abuse and violence in the city at the point of need. In this difficult economic climate this re-procurement is intended to ensure that services are flexible, responsive and get it 'right first time'.
- 2.3 As is the case currently, services will be designed to be accessible to all Sheffield people who are or have been experiencing domestic abuse who are 16 years or over e.g. women and men from all of Sheffield's diverse communities including those in same sex relationships and including people who are disabled.
- 2.4 As set out below, the commissioning model proposed has been based on data, intelligence and service user feedback.
- 2.5 The overall aim is to get the balance right between providing services for people at high risk of serious harm or even fatal injury, and services that can offer support at an early stage (to people assessed as being at medium and standard risk of serious harm) to prevent a situation becoming worse.
- 2.6 It is also imperative that local agencies have the knowledge and skills to identify people affected by domestic and sexual abuse and violence, including children and young people, and are able to respond and refer appropriately. The city has commissioned a separate Workforce Development contract for several years but it is now felt that there would be benefits to be gained from linking the provision of training and workforce updates directly with the relevant expertise based in the commissioned services, plus it is likely there will be efficiencies to be gained from combining this work with the contracts for support.

### **3. OUTCOME AND SUSTAINABILITY**

- 3.1 Domestic and sexual abuse are areas that are recognised as priorities and areas of rising demand in the city's Joint Strategic Needs Assessment<sup>3</sup> and Joint Strategic Intelligence Assessment. 'Domestic abuse related reported incidents continue to increase year on year, with over 10,000 incidents in 2012/13. [NB 2013/14's total incidents had risen to 11,639] This should not necessarily be interpreted negatively as we know a significant number of incidents go unreported and the rise may be a reflection of increasing public awareness following national and local campaigns alongside improved police

---

<sup>3</sup> <https://www.sheffield.gov.uk/caresupport/health/health-wellbeing-board/JSNA/positionstatement.html>

domestic abuse processes<sup>4</sup>.

- 3.2 The rise in reporting can also be attributed to the development of a more robust governance structure following the Strategic Review of Domestic Abuse in 2012. This enabled the development and promotion of a clear pathway to support, and focussed workforce training and briefings on supporting agencies to identify, risk assess and refer people affected by domestic abuse. There has also been greater agency awareness of the issues as a result of domestic homicide reviews conducted in the city since 2011. However Sheffield is still in a phase of identifying the level of domestic abuse and actively seeking cases for intervention particularly in certain communities or groups that we know are underrepresented in terms of reporting - such as new arrivals to the city. Data collection has been problematic in the past but is improving so we are becoming more confident in our estimation of the size of the problem in the city.
- 3.3 It is therefore clear that there is a need to commission for extra capacity to meet this rising demand – there were nearly 600 more referrals than the services were commissioned to respond to in 2013/14. The IDVA service already has extra capacity this year and next thanks to additional funds identified which has enabled an extra FTE IDVA to be recruited this year. However further capacity is still needed. The extra funds required amount to £69,300 in order to boost capacity by another FTE worker per contract. The rising demand is being factored into business planning for 2015/16 and the re-procurement will reflect the available budget following this process. We are working with partners (Office of the Police and Crime Commissioner (OPCC), Clinical Commissioning Group (CCG) etc.) to identify funds external to the Council to support our commissioning. However, we are aware that the funding available may not be sufficient to meet demand and will throughout the re-procurement and through contract management be working closely with providers to manage risk and identify priorities.

## **4. MAIN BODY OF THE REPORT**

### **4.1 Background**

It is estimated that around 16,000<sup>5</sup> adults and 12,000 children are affected by domestic or sexual abuse or violence in Sheffield every year. Women are the majority of victims – reflecting the fact that domestic and sexual violence and abuse remain gender issues in the city and the wider UK. Incidents of domestic and sexual abuse and violence remain under reported and under recorded nationally and locally. Increased reporting levels are therefore likely to indicate that people in the city have greater awareness of and improved confidence in, local services. In Sheffield 26% of the total recorded violent crime is as a result of domestic abuse, and from April 2013 to March 2014 11,639 incidents were reported to the police which is an increase of 1,164 incidents compared to the previous financial year. The estimated cost to

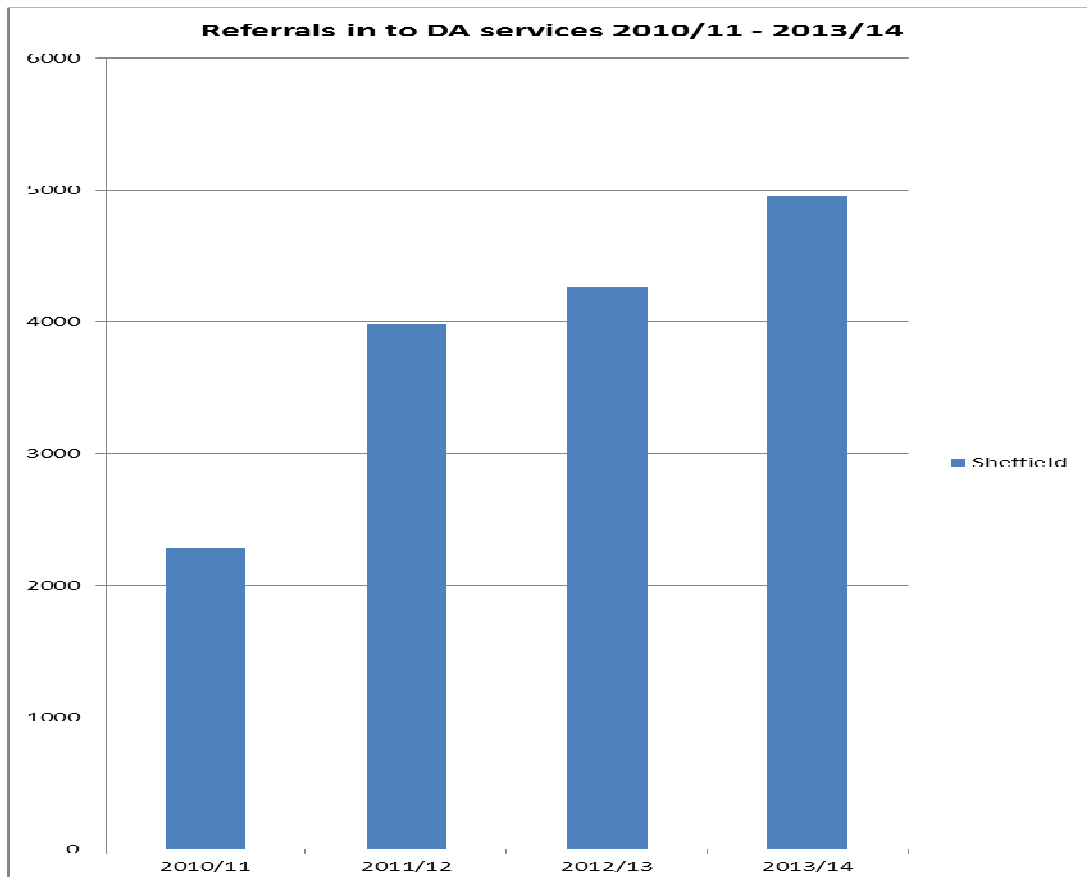
---

<sup>4</sup> Ibid

<sup>5</sup> Only a proportion of adult victims report to the police hence this is higher than the Police incidents total

Sheffield of domestic and sexual abuse and violence each year is over £106.5 million. A domestic and sexual abuse needs assessment for the city can be found at: <http://sheffielddact.org.uk/domestic-abuse/domestic-abuse-needs-analysis-2013/>

Commissioned support services have also seen a rise in referrals. 2013/14 saw referrals to the High Risk and Medium and Standard risk services rise to 4965 – up by 699 referrals from the previous year. The trend over recent years is illustrated by the graph below:



#### 4.2 Current Contracts

Sheffield has several services for adults which are jointly commissioned by the Council and other partners. The contracts for the following services are due to expire this year: -

- A High Risk Service (*Independent Domestic Violence Advocacy Service – taking the victim’s voice into the MARAC process*)
- A Medium and Standard Risk Service (*Domestic Abuse Helpline, Outreach Service, structured group work and support groups*)
- Workforce development (*training and briefings to staff to enable them to identify, risk assess and refer people affected by domestic abuse, and offer initial safety planning*)

The specifications for these existing services were redesigned when the

existing contracts were renegotiated with existing providers in 2013 based on waivers of standing orders. Thus this will be the first time the services have been put out to the market by the Council.

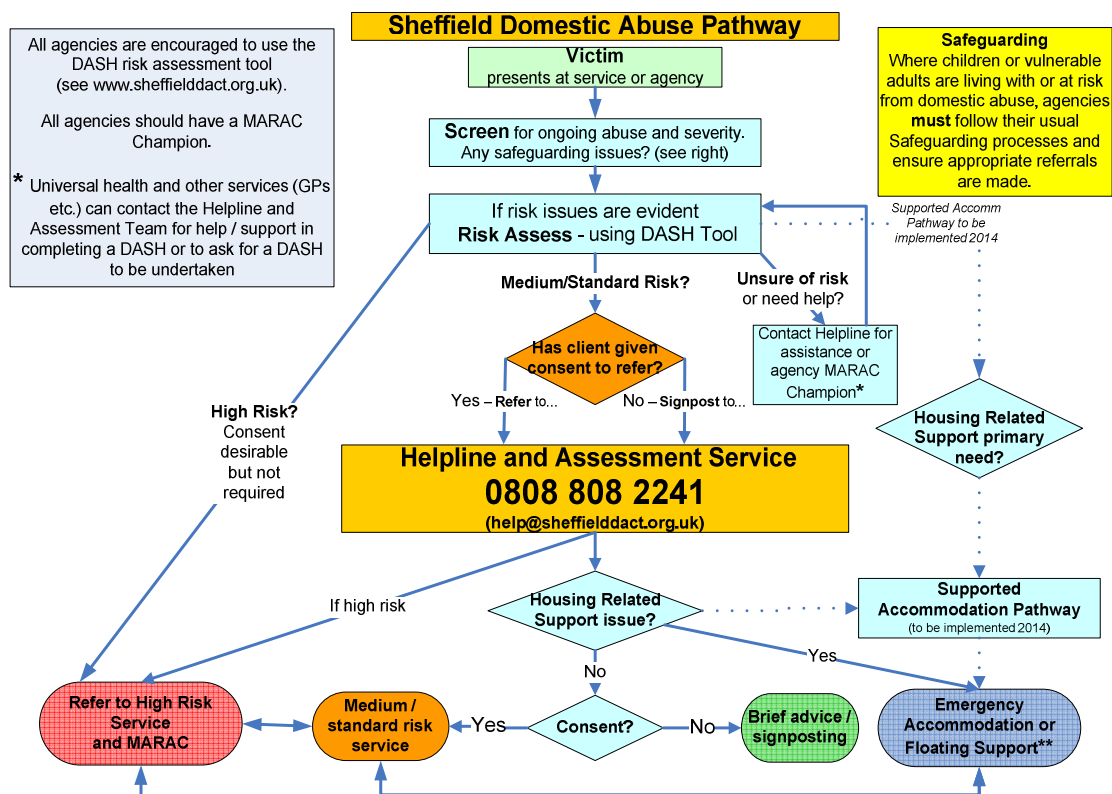
### 4.3 Commissioning and Procurement Plan

#### (a) Principles and drivers informing the commissioning process

The overall aim is to get the balance right between providing services for people at high risk of serious harm or even fatal injury, and services that can offer support at an early stage (to people assessed as being at medium and standard risk of serious harm) to prevent a situation becoming worse.

As well as responding to those most at risk it is also vital that people affected by domestic and sexual violence and abuse are offered information about the options for keeping themselves and their families safe as early as possible.

The services will sit within a commissioned pathway and link with the new Supported Accommodation Pathway in order that there is a smooth transition if people require housing related support (refuge or floating support commissioned by the Housing Independence Service) or when risk levels change. See diagram below:



People who have experienced domestic and sexual abuse and violence also need to be offered support to recover from the medium and long term impact. The services procured will include structured group work programmes and less formal support groups, as well as clear pathways to counselling and other specialist services that may be required.

It is also imperative that local agencies have the knowledge and skills to identify people affected by domestic and sexual abuse and violence, including children and young people, and are able to respond and refer appropriately.

Service users were consulted in October 2013 regarding the development of the Domestic and Sexual Abuse Strategy for the city including the future development of service provision. They were consulted on the procurement plans in early August 2014. We have taken into account their comments in deciding what services we wish to commission so that the services provided are responsive to how local people wish to use domestic abuse services as well as local need and demand for services (see Appendix 2). The Domestic Abuse Provider Consultation Group was consulted in July 2014 but no feedback was received.

Another driver informing the commissioning process has been the need to balance increased demand and increased spending pressures. The rising demand, as outlined above, is being factored into business planning for 2015/16 and the re-procurement will reflect the available budget following this process. Work is also being undertaken with other public sector bodies (Office of the Police and Crime Commissioner (OPCC), Clinical Commissioning Group (CCG) etc.) to identify funds external to the Council to support our commissioning.

The proposals regarding the nature of the contracts to be re-procured (please see below) enable economies of scale to be exploited that will reduce the increased spend necessary to respond to the increase in demand.

If demand continues to increase there is the possibility that the funding available may not be sufficient to meet demand and throughout the re-procurement and through contract management processes built into the contracts the Council will work closely with potential and successful providers to manage risk and identify priorities.

(b) The Proposed Contracts

Our intention is to procure two contracts as follows:

- **High Risk Service** – delivery of an Independent Domestic Violence Advocacy Service plus training to be delivered on Risk Assessment and MARAC, Responding to Adult Survivors of Sexual Violence and Abuse; Forced Marriage, Honour Based Violence and Female Genital Mutilation and briefings on Lessons Learned from Domestic Homicide Reviews. The contract will include targets based on anticipated levels of need based on the levels of high risk cases in the city since the MARAC was established and the current trends in relation to these referrals.

It is hoped that further investment will be identified this year from the Office of the Police and Crime Commissioner that will enable the expansion of the High Risk Contract to include Independent Sexual Violence Advocates for victims of sexual violence. We are in discussion

with the OPCC about this and have been informed by them that we will know if this is the case by autumn 2014.

- **Medium and Standard Risk Service** – delivery of a Helpline, Outreach Support, specific support to Health staff with risk assessment, and Structured Group Work. Plus briefings to staff across the workforce on what is domestic abuse, pathways and referral routes, working with male victims and domestic abuse new starter and volunteer training. The contract will include targets based on anticipated levels of need based on the levels of medium and standard risk cases in the city since 2010 and the current trends in relation to these referrals.

It is proposed that the new contracts are awarded for three years with the option of extending for a further two years depending on need, performance and budgets.

The city has commissioned a separate Workforce Development contract for several years but it is now felt that there would be benefits to be gained from linking the provision of training and workforce updates directly with the relevant expertise based in the commissioned services, plus it is likely there will be efficiencies to be gained from combining this work with the contracts for support.

Going forward we wish to differentiate between training (on specialist areas such as risk assessment) and briefings on referral routes and pathways. It is therefore proposed that where specialist training is required (e.g. on Risk Assessment, Sexual Violence, Forced Marriage / Honour Based Violence etc.) this is delivered as part of the High Risk contract. The Medium and Standard Risk Service will offer practical briefings on pathways and referral routes, plus new starter and volunteer training and working with male victims. The High Risk service will also deliver briefings on lessons learned from Domestic Homicide and Serious Incident Reviews.

The Drug and Alcohol / Domestic Abuse Coordination Team (DACT) of the Council will hold the budget for the services and performance manage the contracts. There is a Domestic Abuse Governance Structure, facilitated by the DACT which involves strategic leads, commissioners, stakeholders, providers and service users. The Domestic Abuse Strategic Board reports to the Safer and Sustainable Communities Partnership Board (the lead body for performance monitoring in relation to violent crime).

#### Contract Values

- (c) The table below sets out the existing contract values and the proposed budget for the procurement process that is currently being considered as part of the Communities budget process:

<b>Contracts</b>	<b>Contract Values 2014/15</b>	<b>Proposed increase 2015/16</b>	<b>Proposed contract values 2015/16</b>
High Risk Contract (IDVAs)	<b>£309,985</b> Includes £20,000 direct to provider that is expected to transfer to OPCC next year	<b>£59,650</b> £34650 for FTE IDVA plus on costs £25,000 for training element	<b>£369,635</b> Includes minimum £20k funding via OPCC
Standard & Medium Risk Contract (Helpline and Outreach)	<b>£337,376</b>	<b>£49,480</b> £34650 for FTE Outreach worker plus on costs £14,830 for workforce briefings and training element	<b>£386,856</b>
Workforce Development Contract	<b>£39,830</b>	Split between 2 contracts above <b>-£39,830</b>	
<b>TOTAL</b>	<b>£687,191</b>	<b>£69,300</b>	<b>£756,491</b>

Based on the figures shown above, over the initial 3 years the value of the High Risk Contract (IDVAs) will be £1,108,905. If the contract was extended for a further 2 years this would take the overall contract value to £1,848,175.

Based on the figures shown above, over the initial 3 years the value of the Standard & Medium Risk Contract (Helpline and Outreach) will be £1,160,568. If the contract was extended for a further 2 years this would take the overall contract value to £1,934,280.

#### The Proposed Procurement Route

The procurement of the High Risk Service and Medium and Standard Risk Service will be conducted as a full one stage tender exercise as agreed with Commercial Services.

- (d) The two contracts will be advertised on YoR Tender as two separate lots within one procurement exercise. A one stage process has been agreed as most suitable (PQQ and ITT are submitted together as a complete bid) as it is unlikely that a high number of non-specialist agencies would bid for the contracts which would necessitate the use of the PQQ stage for shortlisting. As such, PQQs are marked first upon submission by evaluators, however, bidders could only be eliminated at this stage if they were unable to answer satisfactorily one of the 'pass/fail' only questions during the PQQ stage. All bidders who do pass all such questions will be invited to bidder presentation and their full ITT will be marked and evaluated.



**4.4 Financial Implications:** The majority of funds for these contracts are budgeted for within the Sheffield City Council Communities General Fund. A small proportion of funding is currently provided by the OPCC which contributes to the overall commissioning pot (this is likely to increase by a minimum of £20,000 next year as funds that go direct to the provider from central government currently are devolved to localities). The funds for the training / workforce development aspects are provided by the Sheffield Clinical Commissioning Group.

As stated previously in point 3.3 there is a need to commission for extra capacity to meet this rising demand – there were nearly 600 more referrals than the services were commissioned to respond to in 2013/14. The extra funds needed to meet this demand amount to £69,300 in order to boost capacity by one FTE worker per contract. The rising demand and therefore increased cost of the contracts is being factored into business planning for 2015/16 and the re-procurement will reflect the available budget following this process.

There are also positive indications that further funding will be available from the OPCC (in addition to the devolved funds mentioned above) that will enable the expansion of the High Risk Contract to include Independent Sexual Violence Advocates for victims of sexual violence due to the devolvement of other central government funding for work with victims. We are in discussion with the OPCC about both of the potential funding streams and have been informed by them we will know if this is the case by autumn 2014.

If the necessary increase in funding cannot be identified this could result in longer waiting times. The providers will work within specified capacity and this will be finalised prior to the issuing of the contracts –in a situation where funding is not increased contracts will require providers to prioritise medium and high risk referrals, and offer support for shorter periods. However this still carries some risk in that a proportion of cases will escalate in risk level when early intervention could have prevented this, and the effectiveness of the service may be reduced if it is offered for a shorter period.

**4.5 Equality of Opportunity Implications:** An Equality Impact Assessment has been undertaken and re-procurement of domestic abuse community based services will not have any negative impact on groups with protected characteristics.

A woman is the victim in 83% of all incidents reported to the police, and women equate to 95% of all those accessing support. However, we are committed to ensuring that domestic abuse services are not perceived as 'women only' (with the exception of the women's refuges) and that men who need services are aware of them and feel able to access them and this will be addressed in service specifications.

The proportion of Black and Minority Ethnic (BME) people accessing

community domestic abuse support services is around 30% of the total accessing support. These proportions are both higher than the 19% Sheffield BME population and the 15% of reported incidents to the police that have a BME victim. However we are aware that overall figures may mask barriers to accessing support for particular communities and we will ensure that services are promoted to local populations where evidence suggests there is less take up than should be expected.

Less than 1% of those accessing support services are Lesbian, Gay Bisexual or Transgender. Overall these figures suggest that further outreach is needed to promote awareness that services are available to support people affected by domestic abuse regardless of their ethnicity, sexuality or gender. Services commissioned will be required to demonstrate that they are proactively offering support to people affected by domestic abuse in hard to reach communities.

Local voluntary sector providers may be impacted if they are not successful when bidding for the tenders but this is unavoidable due to procurement law / standing orders.

**4.6 Legal implications:** The provision of domestic abuse services in Sheffield is aimed at contributing to the social, and economic, wellbeing of Sheffield residents. The Council has a general power under section 1 of the Localism Act 2011 to act in any way that it sees fit, provided that the activity falls within the law and is in the best interests of their local area.

The proposed contracts outlined in this Report have a value in excess of the threshold for contracts for services (£172,514) in the Public Contracts Regulations 2006 (the 'Regulations') and thus the procurement and contract award processes to be followed in relation to the proposed contracts will be subject to those Regulations. However, health services are Part B Services for the purposes of the Regulations and as such, only some of the requirements of the Regulations will apply.

The Council should also comply with the general EU Treaty principles such as non-discrimination, transparency and proportionality. This will require an open and fair procedure to be adopted.

The procurement process proposed, which also complies with the Council's Contract Standing Orders, should ensure the Council fulfils these legal obligations.

Neither a reference during or after this procurement process to the Regulations or the use of language or terminology common to the Regulations shall require the Council to conduct a fully regulated procurement in accordance with the Regulations.

A change in service provider will have an impact on the staff providing the service and TUPE may apply if a new provider is awarded either of the contracts. It will be suggested to bidders that they consider the potential impact of TUPE and current providers will be required to share information as

appropriate in accordance with their existing contracts and TUPE regulations.

## 5. ALTERNATIVE OPTIONS CONSIDERED

- 5.1 The possibility of merging all three contracts was considered. This was rejected in order to ensure that both High Risk and Medium / Standard Risk client groups are seen as important and given adequate focus by the successful providers. This way we feel certain that providers should be clear about the outcomes we want for both groups of service users.
- 5.2 The option of not procuring domestic abuse services at all was also considered. This was rejected as domestic abuse is recognised as a priority by the Safer and Sustainable Communities Partnership in its Partnership Plan for 2014- 17. Domestic Abuse was identified as a priority as: 'There has been an increase in the number of domestic abuse incidents reported to the Police over the last few years, and an increase in the number of high risk cases referred to the Multi-Agency Risk Assessment Conference (MARAC) over the last year. This reflects greater clarity from professionals and the public on how to access support for domestic abuse. Referral processes between the Police and domestic abuse services are more robust and the availability of the domestic abuse helpline has increased, meaning that victims feel more able to report. Just under a quarter are repeat victims and a quarter have mental health problems....Information about the support services available must widely distributed and those suffering must continue to be supported to be able to safely report it. There are things that all organisations can do to further this, including increasing the wider knowledge of domestic abuse, including an understanding of risk issues, how to report it and how to access support.'<sup>6</sup>
- 5.3 A Domestic and Sexual Violence and Abuse Strategy has also recently been developed for the city which outlines the impact of domestic abuse on people and services in the city. Not procuring domestic abuse services in the city would be counter to the commitment contained in the strategy to 'continue to ensure the **provision of good quality services** that are responsive to local need, and get it right first time. We will do this by:-

*Commissioning efficient and responsive services whose staff can demonstrate understanding of the needs of users, and effectively performance managed*<sup>7</sup>

## 6. REASONS FOR RECOMMENDATIONS

- 6.1 This re-procurement exercise is necessary for compliance with Council standing orders. It is also informed by the Domestic Abuse needs assessment and the performance management of existing contracts over the past year. A

---

<sup>6</sup> SSCP Partnership Plan 2014-17 page 13.

<sup>7</sup> Sheffield Domestic and Sexual Abuse and Violence Strategy 2014-17 [www.sheffielddact.org.uk](http://www.sheffielddact.org.uk)

Domestic and Sexual Violence and Abuse strategy has recently been developed which recognises the impact of domestic abuse on thousands of people in Sheffield every year, and commits the Council to continuing to provide support services to those affected.

The inclusion of training services in the scope of the two other contracts will enable economies of scale to be exploited. This will help us to limit the increased investment in domestic abuse services next year to just under £70,000 – far less than the actual pressure on services which amounts to around £200,000.

We did consider moving to a single contract for community based domestic abuse services but feel that the proposed arrangements will enable us to ensure adequate focus is both on early intervention and prevention, and meeting the immediate safety needs of people who are in a very high risk, potentially life-threatening situation.

## **7. RECOMMENDATIONS**

### **7.1 It is recommended that:**

- Cabinet approves the commissioning and procurement plan for domestic abuse services outlined in the report.
- Cabinet delegates authority to the Director of Commissioning (Communities) or their nominated representatives] to take the necessary steps to implement the commissioning and procurement plan for domestic abuse services in consultation with the Director of Commercial Services and the Director of Legal Services, or their nominated representatives.
- Cabinet delegates authority to the Director of Commissioning (Communities) to award the contracts to the successful tenderers.

Author	Jo Daykin-Goodall
Job Title	Head of DACT
Date	22 <sup>nd</sup> July 2014

## Appendix 1

### Risk Definitions in relation to Domestic Abuse

Standard Risk - Current evidence does NOT indicate likelihood of causing serious harm

Medium risk - There are identifiable indicators of risk of serious harm. Perpetrator has potential to cause serious harm but serious harm is unlikely unless there is a change in circumstances

High Risk - There are identifiable indicators of imminent risk of serious harm. Dynamic - an incident could happen at any time and the impact would be serious.

Serious harm - A risk that is life threatening and / or traumatic, and from which recovery, whether physical or psychological, can be expected to be difficult or impossible.

## Appendix 2

### Domestic Abuse Services Procurement Consultation Feedback

#### 1. Provider Consultation Group (PCG)

Prior to submitting the Cabinet Report for decision in September 2014 a consultation process has been carried out on the proposed model for Domestic Abuse Services from 1 April 2015.

A presentation was delivered on Monday 28 July 2014 at the Domestic Abuse 'Provider Consultation Group' which is a bi-monthly meeting of both DA service providers and relevant stakeholders working with these service users on a regular basis.

At the meeting some questions were asked and answered which included the reason behind the chosen model.

The presentation was circulated to the group via e mail after the meeting and all on the distribution list were invited to provide feedback on the model by 5pm on 14 August 2014.

DACT received one e mail addressing the following questions from a member of the PCG on 4 August 2014:

- 1. In the division of the workforce development contract between the HR and M/SR contracts, where will the other courses sit that the provider currently deliver with Sheffield Safeguarding Children Board, which aren't specifically Risk Assessment & MARAC:**
  - **Safeguarding Children & Young People Affected by Domestic Abuse**

- **Young People Affected by Intimate Partner Abuse**
  - **Multi-Agency Refresher Seminars – we presume these will go with the HR contract as that includes lessons from DHR/SIR's?**
2. **Has there been any opportunity for the SSCB Training Manager responsible for the domestic abuse related training, to give her views about where she thinks their training should sit?**
  3. **Will the new accredited course on 'Safeguarding Against Forced Marriage, HBV & FGM' be replacing the existing course currently delivered by SSCB with the current provider, or be commissioned in addition to that training?**
  4. **High Risk Contract – when it says capacity will be based on high risk cases since 2010 – presumably that doesn't mean averaged out over the years!**

**Can we be reassured that the desired capacity will be based on actual referral levels in 2014-15 - we are aware that referrals to MARAC alone increased by two thirds last year over the previous year, and look likely to increase by half again in the current year.**

5. **Is it possible to know how many ISVA's the PCC funding is likely to fund for Sheffield, if that is agreed later this year?**

These questions were answered via e mail on 5 August 2014 as follows:

1. The training referred to within your first question will all be contained in the specification for the high risk service.
2. Yes the SSCB Training Manager has given her views on this.
3. The new accredited course will replace the existing course.
4. Capacity will be based on 2014/15 numbers and will account for upward trends if funds allow. Based on numbers since 2010 refers to the upward trend since then rather than an average number.
5. We can't provide any more information on this as yet as we don't have it ourselves, sorry.

A reminder was sent to all PCG members via e mail on 13 August 2014 reminding them that the deadline for feedback was 5pm on 14 August 2014.

There have been no further communications, questions or feedback about this.

**Outcome** – the specifications will clearly identify which workforce development elements are to be delivered and all existing courses will continue to be commissioned. The relevant elements are being developed in consultation with the Safeguarding Children Board. Capacity will be increased in line with 2014/15 numbers where funds allow and /or efficiencies can be achieved as a result of the procurement process.

## 2. Provider Advisory Group

The consultation slides were e mailed to DACT's Provider Advisory Group which is a group including commissioned and non-commissioned substance misuse treatment and support services. The same deadline was issued of 5pm on 14 August 2014.

There have been no responses to this consultation.

## 3. Domestic Abuse Service User Reference Group

The presentation taken to the Provider Consultation Group was also given to members of the DA Service User Reference Group held on 5 August 2014.

The members of the group were supported to give their feedback by the Domestic Abuse Strategy Manager and the Communities Officer for the DACT.

AH explained about proposed changes including three contracts down to two.

The following feedback was given by those present on the **High Risk Service**:

- Training needs to include young people with a focus on prevention within schools, targeting young men;
- Suggestion of a citizen programme;
- The IDVAS should offer face to face support, at the very least initially to gain trust, and if they did then the SU would be more likely to engage. This would help mainly with hard to reach groups – once a service has engaged with someone it's easier to maintain the contact via telephone;
- IDVA service in the past has focussed too much on the child protection or risk factors with less focus on the emotional support needs of the Service User;
- *'I felt like I was high risk and needed to be managed, once the risk had gone from high to medium the emotional and practical barriers are still there for me'.*
- *'For me, I think they need to have more of a person centred approach when dealing with clients, whilst I understand they are managing risk, I am in emotional turmoil and worried about how I am going to get out of this mess and I felt this wasn't acknowledged'.*
- It would be good to have an information pack to explain what the service offers and what to expect.

- The barriers to fleeing are varied but it would help to have advice on housing, employment, benefits, children, etc.

**Outcome** – the high risk specification has been amended to include a face to face appointment on first referral to the IDVA Service, provision of an information pack about the service and sign posting appropriately to external support agencies for wrap around needs such as housing, employment, benefits and children’s services.

The following feedback was given by the service users present on the **Medium and Standard Risk Service**:

- Training for volunteers needs to continue;
- Use of ex service users as ‘buddies’ to meet and greet and offer some support which would enable paid staff to focus more on their caseloads;
- Need practical support about how to be resilient;
- Current service can be inflexible in that you are allocated a set number of sessions that need to be used consecutively and it would be helpful if you could use your allocated number of sessions when your support needs require them;
- *‘Getting what you need, when you need it, not what the service dictates’;*
- Group work can be challenging at times and it would be good to offer it out of hours.

**Outcome** – The specification will be updated to include support in resilience, the use of ex-service users in supporting current service users and including providers needing to evidence flexibility in approach to delivery of their support sessions, and to offer some structured group work programmes out of office hours.





## Sheffield Domestic and Sexual Violence and Abuse Strategy 2014-17

### The Sheffield Vision

In Sheffield we will work together to:

- **Provide** effective services to those in need
- **Protect** the most vulnerable and those at highest risk
- **Prevent** domestic and sexual abuse by sending out clear messages that abuse is not acceptable in our city

Domestic and Sexual Abuse will not be tolerated in Sheffield and we believe that every individual and all agencies have a role to play in spreading this message. No one should have to live in fear of violence and abuse. No one should think it acceptable to perpetrate violence against anyone. No child should grow up in a home where violence is an everyday occurrence.

Sheffield will continue to build on the successful work of previous years in ensuring good quality, effective services are available to all victims of domestic and sexual abuse and violence in the city at the point of need. In this difficult economic climate we will work with providers to ensure that services are flexible, responsive and get it 'right first time'. These services will continue to be designed so that they are accessible to people across Sheffield's diverse communities.

Our overall aim is to get the balance right between providing services for people at high risk of serious harm or even fatal injury, and services that can offer support at an early stage (to people assessed as being at medium and standard risk of serious harm) to prevent a situation becoming worse. For example agencies in the city have been working together since 2007 in Multi Agency Risk Assessment Conferences (MARACs) to target support at people at the greatest risk of serious harm and this essential process is valued and will be maintained. However it is also vital that people affected by domestic and sexual violence and abuse are offered information about the options for keeping themselves and their families safe as early as possible.

People who have experienced domestic and sexual abuse and violence also need to be offered support to recover from the medium and long term impact. We will continue to ensure that structured group work programmes and therapeutic interventions (e.g. counselling services) are available, consider how such services link up and what gaps there may be.

We will work with local agencies so that they have the knowledge and skills to identify people affected by domestic and sexual abuse and violence, including children and young people, and are able to respond and refer appropriately. Unfortunately, people in the UK die or are seriously harmed as a result of domestic or sexual violence and Sheffield is no exception. We will work together to learn the lessons for agencies in these circumstances and make the changes we can to help prevent such deaths or 'near misses' in the future.

Getting the message out that perpetrating domestic and sexual violence and abuse is not an acceptable way to behave and will not be tolerated is another important factor in preventing abuse in future. There are a range of initiatives currently being developed with schools and young people's groups, as well as programmes delivered by partners such as South Yorkshire Police and South Yorkshire Fire and Rescue Service which provide community safety messages to children and young people. Such programmes should be welcomed but coordination of key messages is also important. There is also work to be done in building links with local communities including Faith organisations and other local groups who may be well placed to offer initial support and signposting.

Underpinning all of this work will be transparent governance structures including regular opportunities for stakeholder and service user consultation and feedback. Agencies with responsibility for commissioning will also continue to do so jointly so that available resources have the greatest impact.

Whilst recognising the government's national response to domestic and sexual abuse and violence in *The Call to End Violence Against Women and Girls Action Plan* which includes both national and local actions and the recent *NICE public health guidance 50 – Domestic violence and abuse: how health services, social care and the organisations they with can respond effectively*, this strategy aims to set out local priorities in this area for the next three years and to outline the planned responses to the gaps we are aware of.

There will be many challenges ahead in this time of austerity and reducing public sector budgets, however Sheffield, in accordance with the national action plan, wants to ensure that at a minimum *'it is important that continued support for victims is available, particularly in an economic climate which requires us to spend less and work more efficiently.'*<sup>1</sup>

The strategy includes in its scope:

- Domestic violence and abuse
- Sexual violence and abuse
- Female and male victims
- The response to perpetrators
- Children and young people affected by domestic and sexual and violence abuse as both victims, witnesses and perpetrators, including 16 and 17 year olds in abusive relationships

## **Background – Where we have come from**

Domestic and Sexual Violence and Abuse services (women's refuges, community outreach services, rape and sexual abuse support services) were initially established in the city from the 1970s onwards. These services were led by the women's voluntary sector in Sheffield which was at the forefront of strategic and service development in relation to domestic abuse for many years. Much progress has been made in the last couple of decades in recognising the devastating impact domestic and sexual abuse has on people's lives, identifying the victims and developing services to offer support.

By 2007 multi-agency working in response to domestic abuse was developing rapidly with the introduction of the Specialist Domestic Violence Court Initiative and Multi-Agency Risk Assessment Conferences (MARAC). In 2010 a city wide helpline was established and co-located with the Independent Domestic Violence Advocacy Service, Police Domestic Violence Officers and the Children's Social Care Joint Investigation Team, and a new citywide outreach service was created.

---

<sup>1</sup> Call to End Violence Against Women And Girls Action Plan, HM Government March 2011

Since 2010 new services have continued to be developed including a Domestic Abuse Helpline for the city, and greater emphasis is now placed on ensuring services are of high quality, that the support received makes a difference and that people are able to recover from abuse and move on with their lives.

In 2012 a 'Strategic Review of Domestic Abuse Structures and Services' (see <http://sheffielddact.org.uk/domestic-abuse/resources/local-strategies/>) was commissioned by Sheffield City Council and undertaken by Jo Daykin-Goodall, Director of Substance Abuse Strategy for the Primary Care Trust. Following the move of Public Health into the local authority, the Drug and Alcohol / Domestic Abuse Coordination Team (DACT) became the lead for the city on strategy and commissioning in relation to domestic abuse. The DACT had fully implemented the review's recommendations by November 2013 including changes in relation to governance and commissioning structures.

The definition of domestic violence was changed in March 2013 to include young people aged 16 and 17 years old (Appendix 2), as 16-19 year-olds are now recognised as the group most likely to suffer abuse from a partner.

## **What we know about Domestic and Sexual Abuse and Violence in Sheffield<sup>2</sup>**

It is estimated that around 16,000 adults and 12,000 children are affected by domestic or sexual abuse or violence in Sheffield every year. Women are the majority of victims – reflecting the fact that domestic and sexual violence and abuse remain gender issues in the UK.

Incidents of Domestic and Sexual Abuse and Violence remain under reported and under recorded nationally and locally. Increased reporting levels are therefore likely to demonstrate that people in the city have greater awareness of and improved confidence in, local services. In Sheffield 26% of the total recorded violent crime is as a result of domestic abuse, and from April 2012 to March 2013 10,475 incidents were reported to the police which is an increase of 1,266 incidents compared to the previous financial year. Reporting of rape reduced slightly in 2012/13 – there were 203 reports to the Police which is down by 7% on the previous year, demonstrating the low reporting rate for serious sexual offences<sup>3</sup>. Reporting of other serious sexual assaults is slightly up on the previous year at 150 (2% rise). The estimated cost to Sheffield of domestic and sexual abuse and violence each year is over £106.5 million.

In the financial year 2012/13 around 4,000 people have been in contact with support services – clearly a large gap between those reporting abuse and taking up support. In 2012/13 186 people from Sheffield used the Sexual Assault Referral Centre in Rotherham.

The number of high risk cases going to MARAC (the Multi Agency Risk Assessment Conference) were 546 in 2012/13 and projections for 2013/14 indicate that cases heard at MARAC are likely to exceed 800 during the year. This still remains lower than the 920 cases CAADA<sup>4</sup> recommends for Sheffield (based on an expected level of 40 cases per 10,000 of the adult female population using police reporting rates and the likelihood of high risk victims of domestic abuse reporting to the police).

---

<sup>2</sup> See [www.sheffielddact.org.uk/domestic-abuse/domestic-abuse-needs-analysis-2013/](http://www.sheffielddact.org.uk/domestic-abuse/domestic-abuse-needs-analysis-2013/) for full information

<sup>3</sup> 'Thirteen per cent of those who had been victims of serious sexual assault in since the age of 16 had reported the abuse to the police' [www.ons.gov.uk/ons/dcp171778\\_298904.pdf](http://www.ons.gov.uk/ons/dcp171778_298904.pdf)

<sup>4</sup> Coordinated Action Against Domestic Abuse [www.caada.org.uk](http://www.caada.org.uk)

The Council's Housing Solutions service is the front line for homelessness in Sheffield and in the last five years between 13-16% of their homelessness referrals were related to domestic abuse. In 2012/13 a total of 311 households were re-housed due to domestic abuse and homelessness; with 159 placed in a women's refuge and 155 in temporary supported accommodation (HIS 2012/13). 47% of households accepted for re-housing as homeless due to domestic abuse are women with children.

### **Domestic Abuse Prevalence, frequency of abuse and proportion accessing support by gender**

A woman is the victim in 83% of all incidents reported to the police, and women equate to 95% of all accessing support and 97.5% of all cases heard at MARAC. We estimate that around 10,550 women and 6,480 men could be victims in the city in a 12 month period. It is noted however that evidence also suggests that men generally experience less incidents than women e.g. an average of 7 times per latest 12 month period compared to the female average of 20 times in the latest 12 months. Women are also twice as likely as men to be injured or killed in a domestic assault. However, we need to ensure that domestic and sexual abuse and violence services are not perceived as 'women only' (with the exception of the women's refuges) and that men who need services are aware of them and feel able to access them.

### **Domestic Abuse and Sheffield's Diverse Communities**

Sheffield is a diverse city. The proportion of Black and Minority Ethnic (BME) people accessing community domestic abuse support services is around 30% of the total accessing support and 43% for those accessing a women's refuge. These proportions are both higher than the 18% Sheffield BME population and the 15% of reported incidents to the police that have a BME victim. However we are aware that overall figures may mask barriers to accessing support for particular communities e.g. local data shows that people from Pakistani, Indian, Chinese and Black African populations are currently less proportionally represented in support services compared to their proportion of the Sheffield population. This issue will need further exploration during the life of this strategy.

Less than 1% of those accessing support services are Lesbian Gay Bisexual or Transgender. This indicates that further outreach is needed to promote awareness that services are available to support people affected by domestic and sexual abuse and violence regardless of their ethnicity, sexuality or gender.

### **Domestic Abuse and People with additional vulnerabilities**

We are gradually improving our local picture of people experiencing domestic abuse who have additional vulnerabilities and this raises issues that need addressing:

Safeguarding Adults - We know that the perpetrator is a spouse, partner or family member in 38% of cases but this does not seem to be reflected in referrals to local domestic abuse services.

Elderly victims of domestic abuse - less than 3.4% of those aged 65 plus access domestic abuse support services and less than 3% of police incidents include victims aged 65 years or above.

Mental health - Around a quarter of people accessing support services report a mental health problem

Disability - Less than 9% of people accessing services disclose a disability in Sheffield with less than 1% of MARAC cases having a disability recorded

Substance Misuse - The overlap between substance misuse and domestic abuse is apparent in Sheffield as in other parts of the country - 45% of reported domestic abuse incidents were alcohol related in 2012 and 3% were drug related (SY Police data).

Pregnancy - Research suggests that Domestic Abuse starts when the victim becomes pregnant in around 30% of cases, (Department of Health, 2004), and studies also suggest between 7% and 17% of pregnant women suffer domestic abuse. We need to ensure that maternity staff in Sheffield are confident in identifying and referring pregnant women.

Forced Marriage and 'Honour' Based Violence - South Yorkshire Police respond to around two reports a week where people are at risk of Forced Marriage or 'Honour' Based Violence. These are not issues that are confined to one religious group, culture or community. While the majority of cases encountered in the city involve South Asian families, this is due to the size of the South Asian population in Sheffield, rather than this being an issue specific to this community. Victims can be male although young women between the ages of 13 and 30 are most at risk.

We are working to improve the recording and data collection with regard to people accessing specialist support for these issues. The government has decided to make 'the use of violence, threats or any other form of coercion for the purpose of causing another person to enter into a marriage' a criminal offence and it is also a criminal offence to breach a Forced Marriage Prevention Order. We will work with partners to ensure that this information is disseminated to Sheffield communities when the change in law is implemented.

Female Genital Mutilation (FGM) - Female Genital Mutilation has a lifelong impact but the victims are children or young women. While FGM is a criminal offence in the UK, there has never been a prosecution which indicates the hidden nature of this form abuse. We will work together with partners to ensure that we learn more about the prevalence of this issue for Sheffield residents and ensure that appropriate preventative measures are in place.

## **Children and Young People**

Young victims (Aged 16 to 19 years) – In Sheffield 3,000 16 to 19 year olds are likely to have been victims of Domestic Abuse in the last year and around 1,500 young people aged 16 to 19 years old are likely to have been a victim of Sexual Abuse in the last year (based on BCS, 2009/10). Anecdotal evidence has also shown that there are worryingly high levels of acceptance of abuse in teenage relationships. More work is required in Sheffield to ensure young people experiencing abuse in their relationships, or peer on peer, are appropriately identified, supported and safeguarded.

Children and young people can be directly affected by abuse and victimised themselves or they can be affected by abuse because someone in their home e.g. their mother, is a victim.

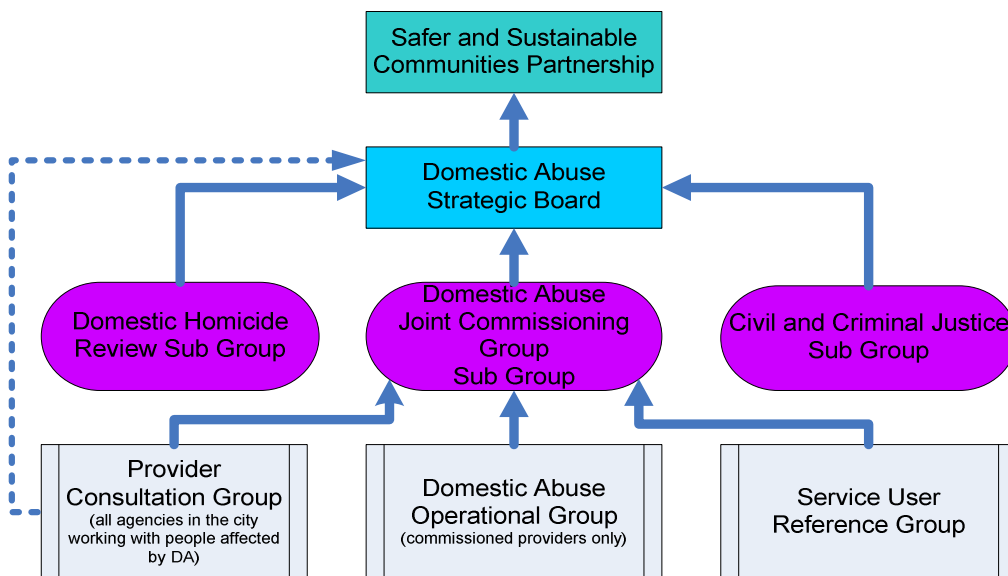
### Living with abuse in the family home

Adults accessing domestic abuse support services in the city are often parents. An estimated 12,000 children and young people (aged 0-17) are likely to be living with a female domestic abuse victim in Sheffield (based on information from specialist support services and BCS).

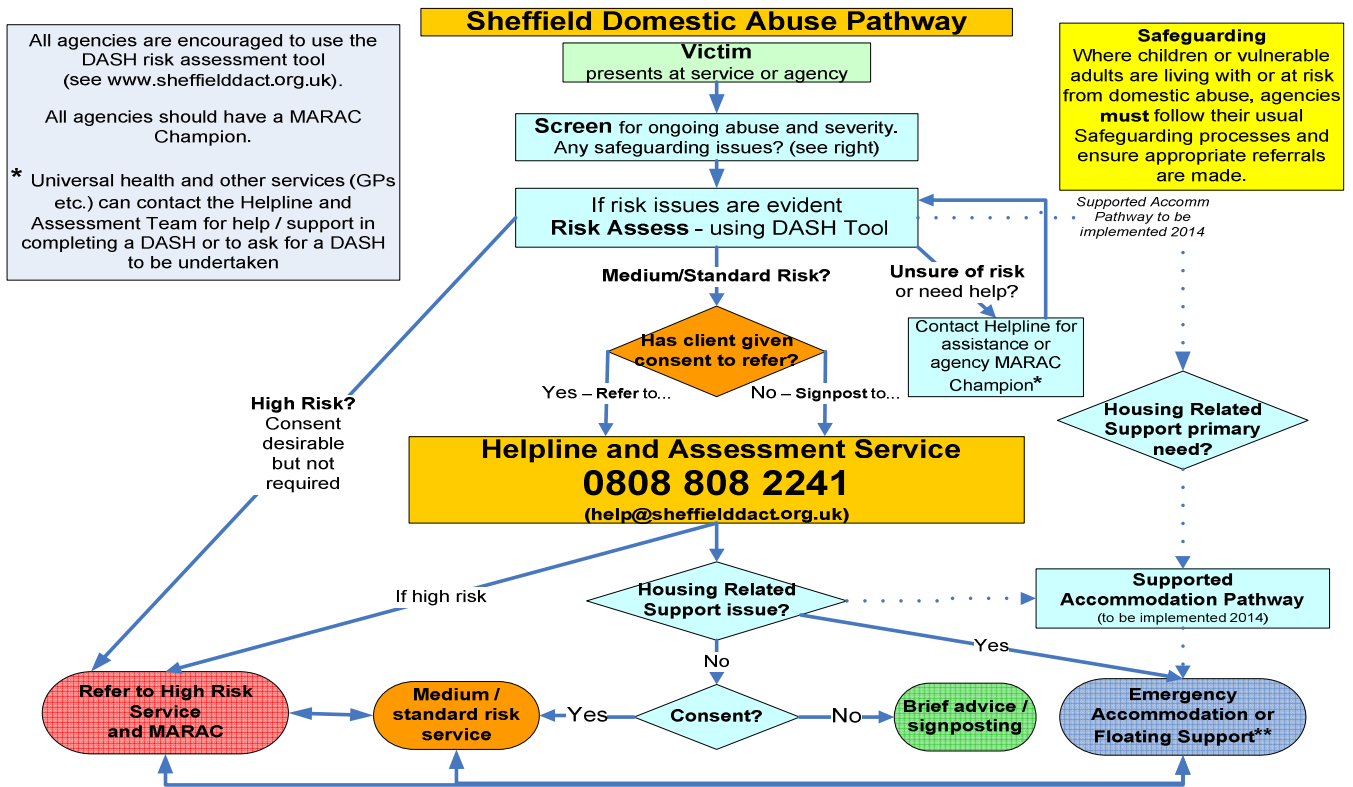
## **Where we are now**

Following the Strategic Review, a new governance structure (see diagram below) was implemented in 2013 with the aim of ensuring greater accountability and transparency regarding decision making and commissioning of services. Key stakeholders (voluntary and community sector services and service users) are included in the governance structure, are consulted on strategy and policy, and are invited to share expert views and highlight emerging issues for services and communities.

**Sheffield Domestic Abuse ORGANISATION STRUCTURE  
DIAGRAM OF GOVERNANCE STRUCTURE**



A clear pathway (see diagram below) has been developed (intended to fit with the new Supported Accommodation Pathway when it is implemented – projected date summer 2014) and is being promoted to all agencies that may identify domestic abuse. The pathway is designed so that people experiencing domestic abuse are referred to services according to their identified risk level. The helpline is a ‘gateway’ for the public and for agencies referring people where a risk assessment has not been completed.



However further work still needs to be undertaken in relation to clarifying the pathway for people with No Recourse to Public Funds, Vulnerable Adults in terms of the overlap with safeguarding services, for young people – particularly 16/17 year olds in abusive relationships, and for those specifically wanting to access sexual abuse and / or sexual violence services.

Sheffield has supported women’s refuges in the city for many years however it is recognised that the quality of the accommodation was no longer adequate – with the exception of the Sheffield Women’s Aid provision which moved into self-contained accommodation in 2012. A new purpose built refuge, consisting of self-contained accommodation, is being built and is expected to open in autumn 2014.

A review of the MARAC process in summer 2013 found that the Sheffield MARAC demonstrated ‘effective partnership working and a commitment to manage risk and to safeguard victims and their children’.

The ‘Supporting Document for Domestic Abuse Commissioning in Sheffield: - Initial analysis of available data’ was published on the DACT website in October 2013 ([www.sheffielddact.org.uk/domestic-abuse/domestic-abuse-needs-analysis-2013/](http://www.sheffielddact.org.uk/domestic-abuse/domestic-abuse-needs-analysis-2013/)), highlighting gaps and areas for development (Appendix 1). This document has been used to develop the priorities for this strategy.

## Services for adults

Many voluntary and statutory services in Sheffield are supporting adults and children in the city affected by domestic and sexual abuse or violence as part of their everyday work. However the provision of services focussed on the issue has long been recognised as essential for ensuring an effective response to the impact of abuse. Sheffield has several services for adults which are jointly commissioned by the Council and other partners:

- A Medium and Standard Risk Service (*Domestic Abuse Helpline, Outreach Service, structured group work and support groups*)
- A High Risk Service (*Independent Domestic Violence Advocacy Service – taking the victim’s voice into the MARAC process*)
- Women’s refuges
- A young women’s refuge service specialising in sexual abuse / violence and exploitation, also providing outreach and therapeutic support
- A domestic abuse floating support service for people in need of housing related support in the community
- A rape and sexual abuse counselling service and helpline
- A service for women attempting to exit from prostitution.

The Domestic Abuse Helpline is the ‘front door’ for domestic abuse services in the city and is a key service in terms of early identification of people experiencing domestic abuse and prevention of harm. As part of recent reconfiguration of services the Helpline opening hours will be extended during 2013/14 through the use of trained volunteers from the current 33 to 50 hours a week.

The Sexual Assault Referral Centre (SARC) is currently based in Rotherham and offers forensic examination, crisis support and support with the Criminal Justice System to victims of rape and sexual assault in Sheffield. This service includes an Independent Sexual Violence Advocate (ISVA) post that covers both Sheffield and Rotherham. The SARC is being recommissioned in 2014/15 and how the ISVA service is accessed may also change as a result. Victims of sexual abuse can be directly supported by the Sheffield Rape and Sexual Abuse Counselling Centre (SRASACC) and the Young Women’s Housing Project offer support to women who experienced abuse as children.

The Council’s Housing Solutions service delivers the ‘Sanctuary Scheme’ which offers a range of security measures to domestic abuse victims that do not want to leave their home but fear the perpetrator might return and inflict further abuse. This is being reviewed as a result of learning from Domestic Homicide Reviews and Serious Incident Reviews.

The ACPO DASH risk assessment is the nationally recommended tool to ascertain risk levels regarding the adult victim and enable appropriate referral to support services. This is also used in order to refer cases to MARAC if a case is assessed as high risk using the evidence based tool.

### **Services for Children and Young People**

Children and young people affected by domestic abuse are generally supported, including support for parents, through universal services such as health visiting, schools and children’s centres, by the Multi Agency Support Teams (MAST) based in the local authority, Social Care or specialist health services such as Child and Adolescent Mental Health. It is recognised that specialist support is necessary for children who have had traumatic experiences where this is impacting on their educational attainment, putting them at risk of becoming involved in anti-social behaviour, increasing their vulnerability to further abuse or affecting their relationships in their family or with their peers,



including their own intimate relationships. Recent research conducted by the NSPCC found that ‘children who witness domestic violence are four times more likely to turn violent themselves.’<sup>5</sup>

The city’s Community Youth Teams (CYT) have developed a champion model to work alongside a Prevention worker who is a specialist resource for the service working with children and young people at risk of offending as a result of domestic abuse. CYT also provides a group work programme ‘The All Together Group’ for young people at risk of offending as a result of their experience of domestic abuse. The Prevention Worker has undertaken the Young People’s Violence Advocate training programme provided by CAADA and funded by the Department for Education. The Programme supports local areas to develop a consistent local response and care pathways to young people 13 years and older, who are experiencing a range of intimate partner abuse, including domestic abuse, sexual exploitation, gangs / young people who harm others, ‘Honour’-Based Violence, forced marriage and online/cyber stalking and abuse.

The Youth Justice Service are planning to commission a service offering one to one and group work with young people who are violent to their parents. The Youth Justice Service has a cohort of frontline practitioners trained in the use of the ACPO-DASH. The Service currently delivers interventions on a one to one basis to young people cautioned or convicted of domestic abuse related offences or where this is identified as a current issue within the assessment or intervention of the Youth Justice Service. YJS is currently developing this intervention for use in group settings where assessed as appropriate. The Service is also developing a joint intervention in conjunction with the MAST parenting service to provide one to one and group work programmed interventions with young people who are violent to their parents. The Service is also due to launch the “Dig Deep” programme which aims to explore masculinity and educate young men in terms of preventing abusive relationships.

Sheffield Sexual Exploitation Service is a co-located, multi-agency service responsible for tackling child sexual exploitation in Sheffield. Referrals that are assessed as being medium-high risk are immediately allocated to staff within the service and a strategy meeting arranged, cases that are low-low/medium risk are allocated to officers in Sheffield’s Community Youth Teams that have been trained to address sexual exploitation. The service works in partnership to identify and offer support to young women at risk of sexual exploitation and abuse as a result of their involvement with gangs.

A Specialist Parenting Practitioner post, specialising in children and young people affected by domestic abuse, has been based within the Multi Agency Support Teams since September 2013. The post holder offers consultations to MAST staff where the families they are working with are affected by domestic abuse and with the commissioned domestic abuse services in order to ensure children and young people are accessing support as necessary and also, where adults (parents or carers) experiencing domestic abuse are identified by MAST that they are risk assessed and referred or signposted appropriate to specialist domestic abuse services.

The Family Common Assessment Framework (FCAF) has recently been developed and is being rolled out in Sheffield. This asks practitioners to consider domestic abuse and the need to conduct a DASH risk assessment and refer to specialist services if domestic abuse is ongoing in a family.

A range of services and initiatives are offered by voluntary and community sector providers to young people in the city with provision ranging from outreach, to educational initiatives and peer support groups. The Domestic Abuse Joint Commissioning Group has been looking at provision for children affected by domestic abuse in the city funded by internal and external funding streams. A mapping

---

<sup>5</sup> [http://www.nspcc.org.uk/news-and-views/media-centre/press-releases/2012/12-05-31-children-witnessing-family-violence/children-witnessing-family-violence\\_wdn89979.html](http://www.nspcc.org.uk/news-and-views/media-centre/press-releases/2012/12-05-31-children-witnessing-family-violence/children-witnessing-family-violence_wdn89979.html)

project has been completed which has enabled the Joint Commissioning Group to consider gaps and possible duplication with Council or other services.

The definition of domestic abuse changed in March 2013 to include 16 and 17 year olds both as victims and perpetrators. This has meant that the MARAC now accepts referrals from this age group.

### **Perpetrators**

Programmes for adult perpetrators of domestic abuse are provided by South Yorkshire Probation on a court mandated basis however this will change in 2014 under the national Transforming Rehabilitation agenda – the shape of future provision is not yet clear at the time of writing. A recognised gap is that there is no commissioned voluntary programme for perpetrators at present in the city although such programmes are by no means common across the country. However, programmes such as Strength to Change in Hull have been evaluated and shown to provide a good return on investment.

### **Multi agency working**

Multi agency processes such as the MARAC are well established in Sheffield. A review of the Sheffield MARAC was undertaken in 2013. The overall emerging themes were that MARAC is recognised in Sheffield as playing an important role in keeping victims and their children safe but that an evaluation of outcomes is necessary and capacity to manage the workload is increasingly an issue for all agencies. An action plan which aims to address these issues has been prepared by the Civil and Criminal Justice Sub Group of the Domestic Abuse Strategic Board.

A fast track Specialist Domestic Violence Court process is in place across South Yorkshire, accountable to the Local Criminal Justice Board.

A key priority continues to be to ensure that the Sheffield workforce, is able to identify people experiencing domestic abuse, are able to use the ACPO DASH tool to establish who is most at risk and that people are referred and signposted to services appropriately.

### **Domestic and Sexual Violence and Abuse and Local and National Priorities**

The Domestic and Sexual Abuse and Violence Strategy is intended to help meet the outcomes set out in the Sheffield Corporate Plan (Standing up for Sheffield), the Joint Health and Wellbeing Strategy, the South Yorkshire Police and Crime Plan, relevant national Public Health outcomes and the new NICE Public Health Guidance on Domestic Abuse, other local strategies and the national 'Violence Against Women and Girls' Action Plan.

#### **Examples of other linked local strategies and procedures include:**

- Sheffield Sexual Health Strategy 2012-15
- Sheffield Children's and Young People's Plan 2011-14
- Sheffield Gangs Strategy 2012 -15
- Sheffield Homelessness Strategy 2010-13
- Sheffield Domestic Homicide Review guidance 2014
- Sheffield Child and Household Poverty Strategy 2011-14
- Sheffield Forced Marriage and Honour Based Violence Protocol
- Sheffield MARAC Operating Protocol and Information Sharing Protocol
- Sheffield Safeguarding Children Board Domestic Abuse Procedure

- Sheffield Hidden Harm Strategy 2013-16
- Sheffield Youth Justice Plan
- Sheffield Alcohol Strategy 2010-14

### **The Strategic Priorities for Sheffield – what we still need to do and why**

The priorities in the table below arise from what we know needs to be ‘business as usual’ and gaps and issues identified through our work to assess local needs. We have also consulted with providers, stakeholders and service users.

### **How will the priorities from the strategy be implemented and held accountable?**

An Action Plan will be drawn up identifying leads and timescales for the agreed priorities. The progress on the three year strategy will be co-ordinated by the DACT, and monitored quarterly by the Domestic Abuse Strategic Board, with relevant updates taken to the Joint Commissioning Group, the Civil and Criminal Justice Group, the Provider Consultation Group and the Service User Reference Group.

## GOOD QUALITY SERVICES

Sheffield partners will continue to ensure the **provision of good quality services** that are responsive to local need, and get it right first time. We will do this by:-

- **Commissioning efficient and responsive services** whose staff can demonstrate understanding of the needs of users, and effectively performance managed
- **Examining the current offer with regard to therapeutic services** in order to consider possible gaps and / or better links between services.
- **Reviewing and evaluating strategies and operational processes in relation to Peer on Peer abuse and sexual violence** as part of the externally supported MsUnderstood Project
- **Consider options for recommissioning the Sanctuary Scheme**

**By 2017** we want to have:

**Joint commissioning based on the needs of people experiencing domestic and sexual abuse in Sheffield**, including partnership work with NHS England, South Yorks. Police and the Police and Crime Commissioner in the commissioning of SARC and ISVA services. The aim is to have services that are robustly performance managed, providing an effective and efficient service for the clients, for all genders, ethnicities, ages, vulnerabilities and risk level.

An effective commissioned **refuge service** that provides good quality support and accommodation (replacing buildings no longer fit for purpose), meeting local needs and the needs of the service users.

An effective **Sanctuary Scheme** that provides safety measures in people's homes.

**Actions:**

- The Domestic Abuse Joint Commissioning Group will continue to oversee the commissioning cycle including the performance management of contracts, and will seek to ensure that commissioning of sexual violence services meets local needs and priorities.
- The Domestic Abuse Joint Commissioning Group is chaired by the Housing Independence Service manager responsible for commissioning the refuges. A new refuge building is due to open in Autumn 2014.
- The Domestic Abuse Joint Commissioning Group will continue to liaise with Housing Solutions regarding the future development of the Sanctuary Scheme and options for changes in delivery.

## ACCESSIBLE SERVICES

We will ensure that **services in Sheffield are accessible to all**. We will do this by:

- **Ensuring services meet the needs of all victims**, including the female majority but also with a specific focus on those from known hard to reach groups in the city
- **Considering the effectiveness of pathways to support for Children and Young People affected by domestic and sexual abuse.**
- **Minimising, where possible, barriers to receiving support as a result of income** whether these are a result of poverty or due to ineligibility for welfare benefits and / or means tested provision such as legal aid
- **Using a range of media and publicity resources promote services widely and undertake specific social marketing campaigns**

<p><b>By 2017</b> we want to have: The proportion of the estimated 16,000 <b>people experiencing domestic abuse to be accessing support services in Sheffield to have increased by 20%.</b></p> <p>A domestic abuse <b>pathway</b> that remains effective, has been updated to meet any changes to the commissioning structure, and links effectively with the new Supported Accommodation Pathway, is widely promoted and easy to use. A sexual abuse pathway in place, promoted and effective.</p> <p>A <b>domestic abuse pathway for young people</b> affected by domestic abuse and workforce training on this area developed and delivered.</p>	<p><b>Actions:</b></p> <ul style="list-style-type: none"> <li>• The Domestic Abuse Coordination Team will continue to: produce materials for the general public; seek opportunities to promote services; and promote the pathway to agencies.</li> <li>• The Domestic Abuse Joint Commissioning Group will ensure that the Supported Accommodation Pathway links appropriately with the domestic abuse pathway when it is launched in 2014. The group will use local needs assessments to make the case for increased investment in support services as necessary.</li> <li>• The Domestic Abuse Strategy Manager will work with stakeholders and providers to develop a sexual abuse pathway by the end of 2015.</li> <li>• DACT will work with Children's Services to develop a young people's pathway and develop and deliver workforce training by the end of 2015.</li> </ul>
<p><b>REDUCING RISK</b></p> <p>We will continue to <b>work together to help reduce risk and improve safety.</b> We will do this by:</p> <p><b>Effective multi agency working</b> – we will ensure that the MARAC system and other multi agency processes are effective:- targeting the right people, with sufficient administrative capacity, that agencies are participating appropriately and information is shared as relevant and necessary.</p> <p><b>Promoting the use of the DASH risk assessment tool</b> across agencies to ensure that people at risk of harm receive the right response first time.</p> <p><b>Promoting the pathway to domestic abuse services</b> and ensuring appropriate links are made to pathways for supported accommodation; the Children's Prevention and Assessment Teams, and pathways for vulnerable adults experiencing domestic and sexual abuse. We will clarify pathways to sexual abuse / violence services.</p> <ul style="list-style-type: none"> <li>• <b>Ensuring the Sheffield workforce can identify and refer people experiencing domestic and sexual violence and abuse, understands the impact of abuse on people's lives via commissioned training including training at a more specialised level for agency champions and those likely to risk assess and including how best to offer support to people with additional vulnerabilities.</b></li> <li>• <b>Policy development</b> including in relation to people affected by domestic abuse who are excluded from benefits and services or have no recourse to public funds.</li> <li>• <b>Effective implementation of changes in civil and criminal legislation</b> e.g. DV Protection Orders and Disclosure Orders, criminalisation of Forced Marriage, and communication to relevant communities, people at risk and professionals.</li> </ul>	
<p><b>By 2017</b> we want to have: A <b>MARAC</b> that effectively supports around 920 victims per annum, with the MARAC review actions fully implemented, working effectively in partnership and responding to the actions agreed.</p> <p>The <b>ACPO DASH risk assessment</b> tool used by all relevant services in the city.</p>	<p><b>Actions:</b></p> <ul style="list-style-type: none"> <li>• The Civil and Criminal Justice sub group of the Domestic Abuse Strategic Board will fully implement MARAC Review actions by end of 2014.</li> <li>• Continue to roll out Domestic Abuse and DASH / MARAC training to promote the pathway and ensure that the DASH is referred to in all relevant assessment processes in the city.</li> </ul>

Page 209

<p><b>Increased confidence of people experiencing domestic and sexual abuse to report to the Police</b> and / or other agencies where necessary, as currently around 60% of incidents go unreported.</p> <p><b>Rolled out government policy changes</b> when required and in an effective manner e.g. Domestic Violence Protection Orders, Criminalisation of Forced Marriage.</p> <p><b>Relevant staff</b> in services and agencies across the city <b>are able to identify, risk assess, refer and offer initial safety advice.</b></p>	<ul style="list-style-type: none"> <li>• DACT will invite Police representatives to meet with the Service User Reference Group to discuss barriers to reporting in autumn 2014. Ensure that key agencies have training in responding to disclosures during 2014/15 (e.g. MAST).</li> <li>• The Domestic Abuse Provider Consultation Group will be updated as to the progress of new legislation and will provide a forum to discuss any operational issues arising. The group will also consider plans for community engagement as necessary during 2014/15 in relation to Forced Marriage criminalisation.</li> <li>• DACT to ensure commissioned training is accessed by relevant agency / service staff and includes safety planning.</li> </ul>
---	---

### PREVENTION

We will work together to try and **prevent abuse in the future.** We will do this by:

- **Mapping education and prevention work in the city (through the City Wide Learning Body), and promoting key messages** in relation to domestic and sexual abuse / violence and considering gaps and duplication in order to make proposals for a joined up approach.
- **Lead through good example by encouraging local agencies to sign up to the 'Domestic Violence Pledge'** committing those who have signed up to having a comprehensive corporate policy to support staff experiencing domestic violence and abuse.
- **Developing effective responses to perpetrators** – developing a programme for young people using violence against parents and in their relationships (CYT and Youth Justice Service); consider options for developing a voluntary programme for adults. Ensure good partnership working with the new provider of the Building Better Relationships programme.
- **Considering options for targeting serial perpetrators** through joint work between Criminal Justice Agencies.
- **Female Genital Mutilation** - We will work together with partners to ensure that we learn more about the prevalence of this issue for Sheffield residents and ensure that appropriate preventative measures are in place.
- **Continuing to work in partnership to help alleviate the social conditions that can trigger domestic abuse** including poverty and substance abuse

**By 2017** we want to have:

**Effective responses to perpetrators** and young people who harm in place, including a process for identifying and responding to serial perpetrators.

**Clear, agreed, public awareness messages,** promoted using current and relevant forms of communication.

To have agreed key messages to promote in relation **to education on sexual and domestic abuse** and have clear prevention framework in place, with no duplication.

A **Female Genital Mutilation** prevention framework in place.

- Actions:**
- The Civil and Criminal Justice Sub Group will work with South Yorkshire Police and Probation to develop effective responses to serial perpetrators by 2015. Make the case for investment in a voluntary perpetrator programme for adults by 2016.
  - The DACT will continue to produce materials for the general public, work with local news media to promote key messages and maintain an up to date service user focussed website.
  - The DACT will map the education and prevention work undertaken in the city by 2015 and have developed a clear prevention framework and key messages with partners by 2016.

<p>We want to commit to the <b>Domestic Violence Pledge</b> and assist organisations who sign up to introduce policy to support employees experiencing and disclosing Domestic or Sexual Abuse, and promote the support pathway.</p>	<ul style="list-style-type: none"> <li>• The DACT will work with colleagues in Safeguarding Children and via the Provider Consultation Group to develop a prevention framework for Female Genital Mutilation for the city by 2017.</li> <li>• Key statutory agencies will be approached by the DACT regarding the Domestic Violence Pledge during 2014/5.</li> <li>• The DACT will continue to ensure that the impact of domestic and sexual abuse is acknowledged and addressed in policy and strategy considering health and social conditions in the city</li> </ul>
<p><b>GOOD GOVERNANCE</b></p> <p>Our work will be underpinned by <b>Good Governance and Accountability</b>. We will:</p> <ul style="list-style-type: none"> <li>• <b>Embed the new governance structure</b> – we will ensure consultation is undertaken with all stakeholders including service users on local developments</li> <li>• <b>Continue to increase the reliability of submitted data</b> to support future domestic abuse needs assessment work and allow effective performance management.</li> </ul> <p><b>Continue to develop joint commissioning.</b> We will share local information and priorities to inform the commissioning of SARC and ISVA services. We will give consideration to the needs of people in the city experiencing sexual abuse and violence, and the needs of children and young people affected by domestic and sexual abuse and violence.</p> <p><b>Ensure systems are in place to conduct good quality DHRs and Serious Incident Reviews</b> when necessary and overseeing implementation of DHR action plans and dissemination of learning.</p>	
<p><b>By 2017</b> we want to have:</p> <p>A <b>governance structure</b> that has been reviewed, is fit for purpose and remains effective.</p> <p>A <b>Domestic Homicide Review process</b> that continues to meet the government's mandate, with effective implementation of actions and dissemination of learning.</p> <p>The domestic abuse <b>minimum dataset fully implemented</b>, and providing robust and meaningful client data to support needs assessments and allow effective performance management.</p>	<p><b>Actions:</b></p> <ul style="list-style-type: none"> <li>• DACT will review the governance structure during 2014 and make any changes as necessary.</li> <li>• The DHR sub group will respond to any changes to national Domestic Homicide review guidance or national lessons learned.</li> <li>• DACT will ensure compliance with minimum dataset through contract management of providers and through liaison with the Housing Independence Service regarding housing related support services.</li> </ul>

Page 21

This page is intentionally left blank



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

Document is Restricted

This page is intentionally left blank