

Cabinet

Wednesday 13 December 2017 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 Olivia Blake	(Cabinet Member for Finance and Deputy Leader)
Councillor Ben Curran	(Cabinet Member for Planning and Development)
Councillor Jackie Drayton	(Cabinet Member for Children, Young People & Families)
Councillor Jayne Dunn	(Cabinet Member for Neighbourhoods and Community Safety)
Councillor Mazher Iqbal	(Cabinet Member for Business and Investment)
Councillor Mary Lea	(Cabinet Member for Culture, Parks and Leisure)
Councillor Bryan Lodge	(Cabinet Member for Environment and Streetscene)
Councillor Cate McDonald	(Cabinet Member for Health and Social Care)
Councillor Jack Scott	(Cabinet Member for Transport and Sustainability)

PUBLIC ACCESS TO THE MEETING

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

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

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

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

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

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

FACILITIES

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

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

**CABINET AGENDA
13 DECEMBER 2017**

Order of Business

- 1. Welcome and Housekeeping Arrangements**
- 2. Apologies for Absence**
- 3. Exclusion of Public and Press**
Appendix One to Item 9 – 'Waste Services Review: Next Steps'- 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 15 November 2017.
- 6. Public Questions and Petitions**
To receive any questions or petitions from members of the public
- 7. Items Called-In For Scrutiny**
The Director of Legal and Governance will inform the Cabinet of any items called in for scrutiny since the last meeting of the Cabinet
- 8. Retirement of Staff** (Pages 15 - 18)
Report of the Director of Legal and Governance
- 9. Adult Social Care Local Account 2016/17 - Independent, Safe and Well** (Pages 19 - 26)
Report of the Executive Director, People Services.
- 10. Clean Air Strategy** (Pages 27 - 66)
Report of the Executive Director, Place.
- 11. Sheffield Transport Vision** (Pages 67 - 84)
Report of the Executive Director, Place.

12. **Sheffield Older People's Independent Living Housing Strategy 2017-2022** (Pages 85 - 124)
Report of the Executive Director, People Services.
13. **Sheffield Homeless Prevention Strategy 2017-2022** (Pages 125 - 192)
Report of the Executive Director, Place.
14. **Month 7 Capital Approvals** (Pages 193 - 206)
Report of the Executive Director, Resources.
15. **Zest Centre & 54-56 Upperthorpe Road** (Pages 207 - 220)
Report of the Executive Director, Place.
16. **War Memorial Trees** (Pages 221 - 234)
Report of the Executive Director, Place.
17. **Report of the Local Government & Social Care Ombudsman** (Pages 235 - 258)
Report of the Executive Director, People Services.
18. **Waste Services Review: Next Steps** (Pages 259 - 278)
Report of the Executive Director, Place.

**NOTE: The next meeting of Cabinet will be held on
Wednesday 17 January 2018 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 Audit and Standards Committee in relation to a request for dispensation.

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

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Cabinet

Meeting held 15 November 2017

PRESENT: Councillors Julie Dore (Chair), Ben Curran, Jackie Drayton, Jayne Dunn, Mazher Iqbal, Mary Lea, Bryan Lodge, Cate McDonald and Jack Scott

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1. APOLOGIES FOR ABSENCE

1.1 An apology for absence was received from Councillor Olivia Blake.

2. EXCLUSION OF PUBLIC AND PRESS

2.1 The Chair, Councillor Julie Dore, reported that the Appendix to agenda item 9 (see minute 8 below) – ‘Disposal of Land at Hoyle Street, Sheffield’ was not available to the public and press because it contained exempt information described in paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972 (as amended), relating to the financial or business affairs of any particular person. Accordingly, if the contents of the Appendix were to be discussed at the meeting, the public and press would be excluded from the meeting at that point in the proceedings.

3. DECLARATIONS OF INTEREST

3.1 There were no declarations of interest.

4. MINUTES OF PREVIOUS MEETING

4.1 The minutes of the previous meeting of the Cabinet, held on 18 October 2017, were approved as a correct record.

5. PUBLIC QUESTIONS AND PETITIONS

5.1 Public Question in respect of Demolition of the William Bros Building, Green Lane

5.1.1 Nigel Slack asked who made the decision to allow the demolition of the Williams Bros building on Green Lane, Planning Committee or Officers?

5.1.2 Councillor Ben Curran, Cabinet Member for Planning and Development, responded that the original application at the site was considered by the Planning and Highways Committee. The subsequent decision to allow demolition was delegated to officers. Councillor Curran was happy to discuss this further with Mr Slack.

5.2 Public Question in respect of Student Housing

5.2.1 Nigel Slack asked, with developments in the offing at Hoyle Street and Moore Street/Fitzwilliam Street again aimed largely at the student market and adding

some 1500 new beds, how did this fit in with the Council's previously expressed concerns about the oversupply of this type of accommodation?

5.2.2 Councillor Ben Curran commented that both sites referred to by Mr Slack had a lot of history. Moore Street/Fitzwilliam Street was not wholly Council land but the Council did own a small freehold. The Council was working with developers to ensure the student accommodation could be converted to more mainstream use should it be required in the future. Councillor Curran was pleased that the development would result in a landmark at an important location for the City at Hoyle Street. There had been market testing prior to approval of the development and this had shown an element of student accommodation was required to make it viable. The Council would see if the money arising from this development could be spent on developing family style accommodation elsewhere in the City.

5.3 Public Question in respect of Advertising at Park Square Roundabout

5.3.1 Nigel Slack commented that the arrival of Digital Advertising screens on Park Square roundabout seemed a contrary decision. Studies had confirmed that such billboards were guaranteed to increase driver distraction which was a major cause of traffic accidents and fatalities.

5.3.2 Mr Slack added that, at a time when policy was to reduce driver distraction, banning mobile phone use and other in-car activities, it seemed a failure of common sense to add such distractions to one of the busiest roundabouts in the City. Mr Slack believed that the socially responsible thing to do was to reduce the number of distractions proven to create a risk to drivers. Mr Slack had to assume, therefore, that there was a commercial impact of this addition to the City landscape.

5.3.3 Mr Slack therefore asked was this a decision made by the Council or did it fall under the Streets Ahead contract for 'street furniture'? What was the income expected from this advertising and who benefited from that? How would the Council monitor the impact of the billboards on road safety?

5.3.4 Councillor Jack Scott, Cabinet Member for Transport and Sustainability, commented that the decision referred to by Mr Slack was a Council decision and not part of the Streets Ahead contract. The previous contract in respect of outdoor advertising had recently expired and a new contract, which included Park Square, had been identified. When such decisions were taken, a road safety audit was always undertaken and the Council were confident that there was no detrimental impact on road safety. This would be kept under review. The advertising had been installed in the summer when it was less distracting. The signs were visible on the approach to the roundabout but not on the roundabout itself. There was significant income for the Council from the contract but details of this were commercially confidential. The Council was the sole beneficiary and the income would assist Council finances at times of significant pressures.

5.4 Public Question in respect of Question asked at Full Council Meeting Regarding Fracking

5.4.1 Nigel Slack asked when would he receive a response to his question submitted to the Full Council meeting held on 4th October 2017 in respect of fracking?

5.4.2 Councillor Jack Scott stated that he had written to the Environment Agency in respect of this and could discuss this further with Mr Slack. The company referred to by Mr Slack, FCC, had been granted a licence to undertake the work which was separate from the decision making process of the Council. FCC were not required to consult with the Council and did not do so. The Environment Agency would have consulted with the Council in respect of any potential flood risks. The Council did not own Atlas Business Park and the owners could be found through the Land Registry. The Council contract with FCC predated any fracking work. However, Councillor Scott commented that even if fracking did not cause any seismic events or flooding, it still produced a dirty fossil fuel and created far more carbon than could be safely burned. He believed the best way to not pollute the atmosphere was to leave it in the ground.

5.5 Public Question in respect of Tenants affected by Universal Credit

5.5.1 Rosie, representing ACORN, a local union representing private tenants, commented that, at a recent branch meeting, members and supporters had voted for their next campaign to be around evictions and Universal Credit.

5.5.2 Whilst the Universal Credit system had an in-built delay of six weeks, ACORN had had members who had had to wait four months for any payment due to administrative errors, others who had been repeatedly and mistakenly removed from the system, and others deeply worried about where they would find the money to pay the rent.

5.5.3 ACORN would like to understand the Council's policy as it related to evictions from properties managed by Sheffield City Council. The landlord should make every effort to establish effective ongoing liaison with housing benefit departments and the Department for Work and Pensions (DWP) and, with the tenant's consent, make direct contact with the relevant housing benefit department or DWP office before taking enforcement action. The landlord and tenant should work together to resolve any housing benefit or universal credit (housing element) problems. Was this the policy followed by the Council with regards to Universal Credit, i.e. that no-one will be evicted from a Council managed home whilst experiencing delays caused by the Universal Credit system?

5.5.4 If this was the policy, had this been clearly communicated to tenants? If it hadn't been communicated to them, could this please be communicated to them as soon as possible? Would the Council be able to provide a list of the landlords they know of who currently accepted housing benefit or universal credit?

5.5.5 Councillor Jayne Dunn, Cabinet Member for Neighbourhoods and Community Safety, responded that she had met with Jonny Butcher, a representative of ACORN, a couple of times and the Cabinet Adviser, Councillor Lewis Dagnall, would contact the organisation shortly to discuss the issue. A Motion approved at the last Full Council meeting on 1st November had stated the Council's position in respect of the issue.

5.5.6 Councillor Dunn added that she believed Universal Credit should be paused. Sheffield had been a trial area for Universal Credit and the evidence gained from this had been communicated to the Government. No Council tenant in the City had been evicted solely as a result of the bedroom tax and no tenant would be evicted for rent arrears caused solely by welfare reform as long as they worked with the Council Housing Service on looking at ways to sustain the tenancy in that situation. That message was being communicated to tenants across the City in a number of ways.

5.5.7 Councillor Dunn further commented that anything ACORN could do to assist the Council would be welcomed. The Council were unable to provide a list of landlords as this would require the permission of the tenants. The Council was, however, working closely with the Tenants and Landlords Association and the Universities in respect of this. If ACORN knew of any landlord who was seeking to evict a tenant who had been impacted from welfare reform, they should let the Council know.

5.5.8 The Leader of the Council, Councillor Julie Dore, added that she was pleased to see an organisation that represented private rented tenants. With social housing, there was a statutory obligation to engage with tenants. The issue was nothing new in that tenants who engaged with housing associations were often those in the greatest need.

5.5.9 Councillor Dore could not recall any situation where the Council had evicted anyone with rent arrears of 6 weeks. However, she acknowledged that there was an issue in the private rented sector and anything the Council could do to help, it was happy to do that.

5.6 Public Question in respect of Sheffield Housing Company

5.6.1 Raluke Parkin commented that she lived on the Brearley Forge Estate. Sheffield Housing Company was the original landlord but they had now sold most of the land to an investment company. She asked was Sheffield City Council made aware of this sale? If yes, did it approve the sale of the land to an investment company without informing leaseholders? If no, what was Sheffield City Council doing to right the wrong done?

5.6.2 Ms. Parkin added that Keepmoat had recently stopped selling leasehold properties in favour of freehold. The reasons they gave for this was applicable to residents of the Brearley Forge Estate. Ms. Parkin believed that they should not have sold houses to residents as leasehold in the first instance, but they did. Now that the Government was looking into it and banks were not approving mortgages for such leasehold properties, they had stopped it. Should residents be made to suffer for their actions?

5.6.3 Ms. Parkin further asked how could residents get their freehold back? Some other developers in the Midlands were buying back the freehold from the investment companies and offering it back to the leaseholders. Was it possible that residents could get theirs back in the same manner?

- 5.6.4 Councillor Julie Dore responded that she had recently been made aware of the issue. It was right that Sheffield City Council had a representative on the Sheffield Housing Company Board. This was currently the Director of Housing and Neighbourhoods Service, but she had only recently joined. A review of the Housing Company was being undertaken and Councillor Ben Curran was considering becoming a member of the Board.
- 5.6.5 The Council was trying to establish when the decision referred to by Ms. Parkin was made. This did not need the Council's permission. The Council was a freeholder and the Housing Company managed leases on the Council's behalf. As part of that agreement, decisions did not need to be referred to the Council.
- 5.6.6 Councillor Dore added that the Council was trying to establish all the facts and she had recently met with Keepmoat. The Council would be engaging with owner occupiers and if there was any disbenefit to them, the Council would be looking to rectify it. However, at the moment, it didn't appear that there was any disbenefit. After the facts had been established, owner occupiers would be provided with a response from the Council. Councillor Dore could not say what that would be until the facts had been established.

6. ITEMS CALLED-IN FOR SCRUTINY

- 6.1 The Chair of the Economic and Environmental Wellbeing Scrutiny and Policy Development Committee presented a report of the Committee reporting the outcome of the Scrutiny Committee meeting held on 2nd November 2017 where a call-in of the Leader's decision on 10th October 2017 regarding "Changes to Environmental Maintenance Services" was considered.
- 6.2 **RESOLVED:** That Cabinet notes the decision of the Economic and Environmental Wellbeing Scrutiny and Policy Development Committee, taken at its meeting held on 2nd November 2017, in relation to the called-in Leader's decision on "Changes to Environmental Maintenance Services" as outlined below:-

That the Scrutiny Committee:-

- (a) agreed to take no action in relation to the called-in decision; and
- (b) requests that an item be included in the work programme to examine the impact in 6 to 12 months of these changes to environmental maintenance.

6.3 Reasons for Decision

- 6.3.1 To allow the decision to be implemented.

6.4 Alternatives Considered and Rejected

- 6.4.1 To not agree with the decision of the Scrutiny and Policy Development Committee in relation to the called-in decision.

7. RETIREMENT OF STAFF

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

7.2 **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>
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People Services

Carol Davies	Senior Teaching Assistant Level 3, Stocksbridge Junior School	25
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Gillian Hutchinson	Teacher, Ecclesall Infant School	27
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David Pullin	Teacher, Brunswick Community Primary School	24
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Andy Wynne	Lead for eLearning and Capital Strategy	35
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Resources

Elaine Gledhill	Team Leader, Customer Services	28
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Helen Lloyd	Team Leader, Customer Services	38
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Dave Ross	Principal Committee Secretary	38
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(b) extends to them its best wishes for the future and a long and happy retirement; and

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

8. DISPOSAL OF LAND AT HOYLE STREET, SHEFFIELD

8.1 The Executive Director, Place submitted a report seeking authority to sell Sheffield Council's land interests in property in the vicinity of Hoyle Street and Doncaster Street to the developer, Scotfield, enabling the Council to achieve a capital receipt, bringing forward the development of housing and achieving the redevelopment of

a prominent but underused site.

8.2 **RESOLVED:** That the Head of Property Services be authorised to negotiate final sale terms and a conditional contract for the sale of the land at Hoyle Street, identified edged red on the plan attached to the report and to instruct the Director of Legal and Governance to draft conditional contracts for a sale.

8.3 **Reasons for Decision**

8.3.1 As stated in the report, the Director of Legal and Governance is minded to approve the disposal of this land and recommends the sale of these council assets via private treaty sale to Scotfield.

8.4 **Alternatives Considered and Rejected**

8.4.1 Do nothing. The site has been vacant for many years and one option would be to leave the site undeveloped and not take advantage of the opportunity which has presented itself. This option would, however, run counter to the Council's ambitions to achieve housing and to achieve best value for its assets.

8.4.2 Market the site at some later date jointly with Argent Steel or try and sell the Council's land assets separately from the private landowner. The former option would simply delay arriving at the current position and risk the private landowner selling in isolation; the second option of developing the Council's land piecemeal may not be possible due to Planning constraints and Argent Steel resisting any proposals that would alter their access arrangements i.e. through Council land.

9. **A STRATEGIC REVIEW OF INCLUSION AND SPECIAL EDUCATIONAL NEEDS & DISABILITIES PROVISION IN SHEFFIELD**

9.1 The Executive Director, People Services submitted a report describing the current work underway to support improvements to education provision for children with Special Educational Needs and Disabilities (SEND) and those at risk of exclusion from school. It then proposed a strategic review and call for views on provision, including a period of engagement with stakeholders to shape change proposals and support the identification of potential capital projects.

9.2 **RESOLVED:** That Cabinet:-

- (a) acknowledges and approves the work outlined at paragraph 1.4 of the report;
- (b) approves a period of engagement to further review provision as outlined at paragraph 1.6 of the report; and
- (c) anticipates such further updates as are required following the period of engagement.

9.3 **Reasons for Decision**

9.3.1 The next period of engagement should provide a route for all stakeholders to input into this important area of work. This would enable the Council to build on the improvements that are already underway in a way that is more attuned to the current and future needs of these children and families.

9.3.2 The outcome should ultimately be to improve individual outcomes as part of a sustainable, effective model of provision that works for all Children and Young people with Special Educational Needs and Disabilities.

9.4 **Alternatives Considered and Rejected**

9.4.1 The period of engagement would give a good opportunity to consider alternatives prior to taking forward any further decision making.

10. **REVENUE BUDGET AND CAPITAL PROGRAMME MONITORING 2017/18 AS AT 30/9/17**

10.1 The Executive Director, Resources submitted a report providing the Quarter 2 monitoring statement on the City Council's Revenue and Capital Budget for 2017/18.

10.2 **RESOLVED:** That Cabinet:-

(a) notes the updated information and management actions provided by this report on the 2017/18 Revenue Budget position and the monitoring information on the Capital Programme; and

(b) approves the request for carry forward funding, as outlined in Appendix 7 of the report.

10.3 **Reasons for Decision**

10.3.1 To note the latest monitoring position against the Revenue Budget and Capital Programme. Also to formally agree the carry forward proposed in appendix 7 of the report.

10.4 **Alternatives Considered and Rejected**

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

11. **MONTH 6 CAPITAL APPROVALS**

11.1 The Executive Director, Resources submitted a report providing details of proposed changes to the Capital Programme as brought forward in Month 6 2017/18.

11.2 **RESOLVED:** That Cabinet:-

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

(b) approves the acceptance of the grant funding detailed at Appendix 2 of the report; and

(c) approves the making of grants as detailed at Appendix 2a of the report.

11.3 **Reasons for Decision**

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

11.3.2 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.

11.3.3 Obtain the relevant delegations to allow projects to proceed.

11.4 **Alternatives Considered and Rejected**

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

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

Tel: 27 34014

Report of: *Acting Executive Director, Resources*

Report to: *Cabinet*

Date of Decision: *13th December 2017*

Subject: *Staff Retirements*

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

Purpose of Report:

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

Recommendations:

To recommend that Cabinet:-

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

Background Papers: None

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

1. PROPOSAL

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

<u>People Services</u>		<u>Years' Service</u>
Sherryl Cartwright	Higher Level Teaching Assistant Level 4, Talbot Specialist School	31
Jean Vollum	Library and Information Assistant	42
<u>Place</u>		
David Bennett	Incomes Plus Specialist Officer, Housing and Neighbourhoods Service	39
John Simpson	MOT/Taxi Tester, Transport Services	39

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Author/Lead Officer of Report: Phil Holmes,
Director of Adult Services

Tel: 0114 273 6751

Report of: *Executive Director of People Services Portfolio*

Report to: *Cabinet*

Date of Decision: *13 December 2017*

Subject: *Adult Social Care Local Account 2016/17 –
Independent, Safe and Well*

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

Purpose of Report:

Sheffield's *Independent, Safe and Well* report is a public document which provides an overview on Adult Social Care performance during 2016/17 and the plan for the year ahead.

Recommendations:

To note the content, and approve publication of *Independent, Safe and Well*, Sheffield's Local Account of Adult Social Care and Support (2016/17)

Background Papers:

'Independent, Safe, and Well 2017' (Local Account) – note: attached copy if still awaiting final design/proof reading amendments

Lead Officer to complete:-	
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.
	Finance: <i>Ann Hardy</i>
	Legal: <i>Louise Bate</i>
	Equalities: <i>Ed Sexton</i>
<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>	
2	EMT member who approved submission: <i>Jayne Ludlam</i>
3	Cabinet Member consulted: <i>Cate McDonald</i>
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Decision Maker by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.
	Lead Officer Name: <i>Phil Holmes</i>
	Job Title: <i>Director of Adult Services</i>
Date: <i>04/12/2017</i>	

1. PROPOSAL

- 1.1 Sheffield's *Independent, Safe and Well* report (our 'Local Account') is a public document which provides an overview on Adult Social Care performance during 2016/17. It looks at some of the things citizens told us, and what we plan in the year ahead. It provides some background information on the service, highlights positive activity over the last year, and demonstrates the room for improvement in adult social care performance in Sheffield.
- 1.2 The Council is not legally obliged to publish this document. However, doing so provides the candour and transparency that is essential in this time of unprecedented challenge for public services.
- 1.3 The content of *Independent, Safe and Well* needs to be understood in the context of the "Improvement and Recovery Plan" report for Adult Social Care that Council Cabinet considered in September of this year. The following was noted in that report:
 - 1.3.1 Low customer satisfaction cannot be attributed to insufficient resources. Other authorities have higher rates of satisfaction for adult social care from local people than Sheffield even though their constraints on resources are comparable.
 - 1.3.2 Therefore there needs to be considerable emphasis upon practice and leadership development, as well as the use of systems that reduce bureaucracy.
 - 1.3.3 Adult Social Care in Sheffield is seeking to shift into prevention and well-being. This means moving away from the crisis intervention model that currently predominates, and instead increasing focus on access to universal services and early help and preventative support. This will improve outcomes for local people and promote better usage of adult social care resources.
- 1.4 *Independent, Safe and Well* demonstrates some very modest improvement over the last year, but a significant gap to the level of satisfaction and outcomes for customers that ought to be achievable in Sheffield.
- 1.5 The foundations for much better performance are now being put in place. For example:
 - 1.5.1 The Council has already achieved a significant improvement in the efficiency and effectiveness of the home-based support it provides (via the Short Term Intervention Team) and used the money saved to invest in better home care across the city
 - 1.5.2 This has helped enable a large reduction in the number of older people waiting to leave hospital over the course of 2017

- 1.5.3 Provision for adults with a Learning Disability has been improved by developing more “Supported Living” options to replace residential care and give people more independence and dignity
- 1.5.4 Support for carers is now commissioned via the Sheffield Carers Centre using a “one-stop shop” approach that enables more coordinated information, advice and access to resources
- 1.5.5 Social work teams have been restructured to provide greater emphasis upon better information and advice including more accountability to local neighbourhoods
- 1.5.6 A new electronic case management system is being introduced in October 2018 which will significantly reduce bureaucracy from the current system
- 1.5.7 A new practice framework is also being introduced over the coming year. The “Three Conversations” approach will greatly simplify current practice, and develop a much clearer focus on “working with” our population rather than “doing to” them.

2. HOW DOES THIS DECISION CONTRIBUTE ?

- 2.1 As outlined in the local account, adult social care plays a key role in contributing towards the Council’s ambitions for *better health and wellbeing* (helping more people to be safe, independent and well in their communities), *thriving neighbourhoods* (neighbourhoods with communities that support each other) and *tackling inequalities* (making it easier for individuals to overcome obstacles and achieve their potential).
- 2.2 The local account can also help us to be an *in touch organisation* (helping us to listen and be responsive, so services are designed to meet the increasingly diverse needs of individuals in Sheffield). Local accounts are recognised as an important way to strengthen accountability. It is a tool for planning improvements, as a result of sharing information on performance with people who use services and engaging with them to get feedback on their experience.

3. HAS THERE BEEN ANY CONSULTATION?

- 3.1 This year’s local account outlines our approach to working with people who use services, and carers, to make services better for people. It includes examples of where customers and carers have used their wealth of expertise to develop and improve services during 2016/17.
- 3.2 The local account also outlines some of the priorities that we have set for the year ahead. Customer and carer feedback has helped shape these priorities.
- 3.3 We have used feedback from our Service Improvement Forums, and from partners, to develop the local account.

3.4 During 2017/18 we want to strengthen how we use the local account in gaining feedback on our performance. We will also factor any feedback from customers, carers, and partners, on the format and content of the report into plans for next year's local account.

4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

4.1 Equality of Opportunity Implications

4.1.1 An Equality Impact Assessment (EIA) has not been undertaken for the production of the report. However, many of the activities detailed in the local account report have undergone an EIA.

4.1.2 Planned activity for 2017/18 will also be subject to EIA. In the 'plans for the year ahead' section of the local account, we have reinforced our commitment to assessing the impact of any changes that we make to our services on different groups of people. This should help us to make better decisions and to try to ensure that the services we provide and commission are fair and accessible to all.

4.1.3 We have worked with the Communications Service, and asked for feedback from service users, to make the report itself as accessible as possible.

4.1.4 The Council has a duty under section 149 of the Equality Act 2010 (the public sector equality duty) in the exercise of its functions to have regard to the need to:

- a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
- b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

This duty has been taken into account during consideration of the feedback received from customers, carers, and partners to shape the Council's priorities for 2017/2018 and in developing the Local Account.

4.2 Financial and Commercial Implications

4.2.1 The local account includes a section on expenditure during 2016/17. This includes the following headlines – *gross expenditure (i.e. not including any contributions from clients or CCG)* of £128.05 million:

- Adults aged under 65 with mental health problems: £12.15 million
- Adults aged 65+ (including people with physical disabilities and sensory impairments, mental health problems, and other eligible social care needs): £67.35 million
- Adults with learning disabilities: £48.55 million

- 4.2.2 The local account refers to the impact of austerity on adult social care funding and how Sheffield Council has always taken the steps necessary to deliver the best possible services to the people of Sheffield and will continue to do so.
- 4.2.3 This is in the context for a continued increase in the number of people needing support and the complexity of people's needs, and the cost of providing services which continues to increase alongside reduced budgets nationally.
- 4.2.4 The Local Account paper has been produced by using officer time in existing teams and there are no financial implication to its' production.

4.3 Legal Implications

- 4.3.1 Whilst it is considered best practice to publish Local Accounts, the Council does not have statutory a duty to do so. The format and content of Local Accounts is not prescribed by legislation, and can therefore be determined at the local level.

4.4 Other Implications

- 4.4.1 The Local Account will form part of the Adult Social Care performance reporting to Scrutiny Committee in January 2018.

5. **ALTERNATIVE OPTIONS CONSIDERED**

- 5.1 Sheffield was not legally required to produce a local account. However local accounts are considered good practice and are produced by most local authorities.
- 5.2 National guidance leaves the format and content to be determined locally. We have continued with a similar approach to the local account produced last year, which received positive feedback locally and regionally.

6. **REASONS FOR RECOMMENDATIONS**

- 6.1 Since 2011, local accounts have formed a key part of the national TEASC (Towards Excellence in Adult Social Care) approach to sector led improvement in adult social care. They can provide a key mechanism for demonstrating accountability for performance and outcomes.
- 6.2 Although not mandatory, local accounts are considered good practice and are produced by most local authorities.
- 6.3 Local accounts are a core component of the overall approach to sector led improvement, alongside peer challenge and support, benchmarking common data sets and making best use of resources from accessing best practice in how to deliver good outcomes for local people who use

services at a time of diminishing resources and growing demand. All of these components will support councils to be self aware of their performance and to set priorities through engaging local people.

- 6.4 We have focused on producing a short, easy to read report, which is accessible for local people but can also be used to judge our performance, as part of the sector led improvement programme.

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Author/Lead Officer of Report: *Cat Arnold, Policy & Improvement Officer*

Tel: 34529

Report of: *Laraine Manley*
Report to: *Cabinet*
Date of Decision: *13 December 2017*
Subject: *Clean Air Strategy*

Is this a Key Decision? If Yes, reason Key Decision:-	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>
- Expenditure and/or savings over £500,000		<input type="checkbox"/>		
- Affects 2 or more Wards		<input type="checkbox"/>		
Which Cabinet Member Portfolio does this relate to? <i>Transport and Sustainability</i>				
Which Scrutiny and Policy Development Committee does this relate to? <i>Economic and Environmental Wellbeing</i>				
Has an Equality Impact Assessment (EIA) been undertaken?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
If YES, what EIA reference number has it been given? EIA121				
Does the report contain confidential or exempt information?	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>

Purpose of Report:

To present for approval a new Clean Air strategy for Sheffield, setting out how the Council and its partners intend to improve air quality in the City.

Recommendations:

1. That Cabinet approves the Clean Air Strategy attached to this report as a statement of the Council's strategic approach to air quality.
2. That Cabinet notes that the implementation of any of the proposed actions may be subject to further decision making in accordance with the Leader's Scheme of Delegation.

Background Papers:

Appendix 1: Clean Air Strategy

Appendix 2: Equality Impact Assessment

Lead Officer to complete:-		
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.	Finance: <i>Paul Schofield</i>
		Legal: <i>Louise Bate</i>
		Equalities: <i>Annemarie Johnston</i>
<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>		
2	EMT member who approved submission:	<i>Laraine Manley</i>
3	Cabinet Member consulted:	<i>Cllr Jack Scott</i>
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Decision Maker by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.	
	Lead Officer Name: <i>Tom Finnegan-Smith</i>	Job Title: <i>Head of Strategic Transport and Infrastructure</i>
	Date: 01 December 2017	

1.	PROPOSAL
1.1	Introduction and context
1.2	Clean Air is a fundamental right – all our lives depend on it. Unfortunately, we face a significant threat from air pollution. Unlike noxious coal-induced smogs of the past, however, it is often an invisible killer, and the threat comes predominantly from the vehicles we use to get around (particularly diesel ones) and the energy we use to power our industry.
1.3	Across the UK, air pollution is a public health emergency. It has been linked to strokes, heart attacks, cancer, asthma and dementia. Research shows that children exposed to air pollution have smaller lungs and negative health effects for their whole life. It is estimated that there are 500 early deaths a year in Sheffield linked to air pollution.
1.4	Government have delayed making any significant intervention on air quality but the UK has been breaking EU law on Nitrogen Dioxide (NO ₂) gas since 2010. Levels in Sheffield reflect the national situation – we are in breach of EU limits which should have been met by 1st January 2010.
1.5	The Air Quality Problem
1.6	We collect data on air quality from both national government (DEFRA ¹) and from our own monitoring stations.
1.7	Nitrogen Dioxide ² (NO ₂ gas) is currently of particular concern – and is the primary focus of this strategy – because, in common with many other parts of the UK, Sheffield is in breach of EU legal limits which should have been met by 1st January 2010 . DEFRA’s data indicates that Sheffield has roads where NO ₂ level in 2017 exceeds the legal limit ³ . NO ₂ level on these roads in 2017 is 53µg/m³ . 40µg/m ³ is the legal limit.
1.8	Fine particulate matter dust (PM ₁₀ or PM _{2.5}) is also an issue for Sheffield because, although the annual averages are significantly below the EU threshold, the daily average level is higher on more days per year at some locations than is acceptable by EU standards. Crucially, in addition, there is no safe limit for this pollutant.
1.9	The key transport corridors into and out of the city centre are of particular concern. In addition, the train station is an area of high pollution. This is primarily caused by diesel trains as well as taxis at the station.
1.10	Road transport accounts for 50% of the nitrogen oxides emissions, with a

¹ Department for Environment, Food and Rural Affairs

² Both NO_x and NO₂ are referred to in this document. NO₂ is formed when NO_x mixes with air. For the purposes of this strategy, the distinction between them is minimal.

³ NO₂ level on some Sheffield roads in 2017 is **53µg/m³**. 40µg/m³ is the legal limit. DEFRA (2017) *UK plan for tackling roadside nitrogen dioxide concentrations*
https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/633022/air-quality-plan-detail.pdf

	<p>further 35% from industrial sources and the rest coming from domestic and commercial buildings. Sheffield’s main polluting industrial process emissions are already tightly regulated, meaning that – although we cannot lose sight of this source of pollution– tackling the pollution caused by road traffic is the logical priority for improving air quality in the city. In addition, air pollution is very localised and the fact that people are in cars and other vehicles, walking along and living next to roads mean that the exposure of most people in their daily lives is to tailpipe emissions. The most significant source of transport pollution is emissions from diesel vehicles.</p>
1.11	<p>Some of Sheffield’s worst pollution hotspots are around schools. Research shows that children exposed to air pollution could be stuck with smaller lungs and negative health effects for life. Our vision is for children to have the best start in life, and this is being affected by their exposure to air pollution.</p>
1.12	<p>Finding solutions to improve Sheffield’s air quality is inherently connected with addressing other challenges the city faces (such as congestion and the need to help our population realise the health benefits of being more active), and grasping the opportunities it has to grow its economy and to embed its position as the Outdoor City on the edge of the Peak District.</p>
1.13	<p>How do we solve Sheffield’s air quality problem?</p>
1.14	<p>The Clean Air Strategy that is attached to this report as Appendix 1 sets out the following vision:</p> <p><i>We want the air in Sheffield to be safe to breathe, regardless of where people live, work or visit. We will work together to tackle the sources of air pollution and we will create a healthy, thriving city where many more journeys are made using active travel and low emission public transport.</i></p>
1.15	<p>Whilst the problem of air pollution, and nitrogen dioxide gas in particular, is a UK-wide issue that is facing many cities, we must identify solutions that work for people in Sheffield.</p>
1.16	<p>Our city is unique in its geography. We are a city of hills which needs to be considered when finding solutions to encourage active travel. In addition to our city centre, we have thriving neighbourhoods which have amenities that provide opportunities for people to do short active journeys locally, but need to have strong connections between them.</p>
1.17	<p>We have busy road arteries which, as has been shown above, are a source of a lot of the air pollution in the city. We need to find ways to help people move into and out of the city quickly and easily but in ways that support our clean air ambitions.</p>
1.18	<p>Solving the problem of air pollution splits into two categories:</p> <ol style="list-style-type: none"> a. Tackling the sources of pollution and b. Creating a city where people choose public transport and active travel more often, thereby reducing emissions, improving people’s health and

	making the city easier to move around (reducing congestion).
1.19	There are detailed actions included as part of the Clean Air Strategy that is attached to this report. Some of the actions are summarised here.
	Tackling the sources of pollution
1.20	<ul style="list-style-type: none"> • We will carry out a local Feasibility Study to determine if a Clean Air Zone is required in Sheffield; what area of the city it would cover; and the extent it would need to involve charging certain vehicle types. • We have no intention to charge private car-users. • We believe the plans set out in this document are sufficient to tackle poor air quality arising from Sheffield’s taxi fleet without the need to consider charging. • The Study will actively consider and test the effect of charging the largest and most polluting vehicles such as buses, coaches, HGVs and OGVs, for driving through a Clean Air Zone.
1.21	<ul style="list-style-type: none"> • We will consider the effects and impacts on local residents, disadvantaged groups and businesses to ensure that we support everyone with the shifts we need to make better air for everyone.
1.22	<ul style="list-style-type: none"> • We will consult with the city to better understand what people think about the specific interventions we could implement to improve air quality. This will take place in early 2018.
1.23	<ul style="list-style-type: none"> • We will work in partnership with the bus companies to improve the bus fleet and reduce emissions through replacement low-emission buses or retrofitting vehicles with cleaner engine technology.
1.24	<ul style="list-style-type: none"> • We will consult and work with the taxi operators and other interested parties, to ensure we have the right standards in place, taking into account the wider implications of any changes that may be needed; seek investment from Government for a fund to help taxi operators/owners to improve their vehicles; and we will take action to reduce idling of taxis, particularly at the Sheffield Midland Station, which is the city’s worst air pollution hotspot.
1.25	<ul style="list-style-type: none"> • We will adopt a procurement approach that promotes the use of lower emission vehicles across our Sheffield City Council fleet.
1.26	<ul style="list-style-type: none"> • We will reinforce and strengthen our Sheffield Air Aware Campaign to help people to choose lower emission vehicles.
1.27	<ul style="list-style-type: none"> • We will consider, as part of our Feasibility Study and Clean Air consultation, specific schemes to support people on lower incomes to change to lower emission vehicles, particularly where their job or responsibilities require unavoidable and frequent use e.g. carers.
1.28	<ul style="list-style-type: none"> • We will roll out Anti-Idling Zones around schools and other sensitive locations.

1.29	<ul style="list-style-type: none"> We will continue to actively, assertively and consistently lobby government to reverse its decision to abandon plans to electrify the Midland Mainline.
1.30	<ul style="list-style-type: none"> We will raise awareness of the importance of using authorised 'smokeless' fuel in wood-burning stoves.
1.31	<ul style="list-style-type: none"> We will continue to work with Highways England to deliver solutions to M1 emissions.
1.32	<ul style="list-style-type: none"> We will build the ambition of clean air into our approaches to transport, economy, housing, planning and health and wellbeing.
	Helping people choose public transport and active travel
1.33	<ul style="list-style-type: none"> We will commission a Clean Air Community Champion Scheme where volunteers can pledge to make simple changes that will make Sheffield's air cleaner and help the people in their community to do the same.
1.34	<ul style="list-style-type: none"> We will establish a 20mph speed limit across the city centre.
1.35	<ul style="list-style-type: none"> As part of the Transport Strategy, we will set out a clear delivery plan to encourage further uptake of cycling and walking across the city.
1.36	<ul style="list-style-type: none"> We will support the introduction of the first dockless bike scheme to Sheffield to make it easier for people to choose cycling to get around.
1.37	<ul style="list-style-type: none"> We will develop a new parking strategy, which will reflect our aims to manage parking demand and incentivise lower emission forms of travel.
1.38	<ul style="list-style-type: none"> We will secure the maintenance and refurbishment of the existing Supertram system over the next year and explore the longer-term feasibility of extending the network.
2.	HOW DOES THIS DECISION CONTRIBUTE?
2.1	This Clean Air strategy contributes to the Sheffield City Council Corporate Plan ambition for thriving neighbourhoods and communities, including our commitment to focus on "tackling air pollution by working with partners, local businesses and the general public to address traffic-related emissions".
3.	HAS THERE BEEN ANY CONSULTATION?
3.1	<p>We carried out a consultation on vehicle idling in Sheffield from July to August 2017. Over 1000 people responded to it, with the majority of the respondents in Sheffield agreeing that children and those vulnerable to the effects of air pollution should be protected from the sources of air pollution.</p> <p>We will consult with the city to better understand what people think about the specific interventions we could implement to improve air quality. This will take place in early 2018.</p>

4.	RISK ANALYSIS AND IMPLICATIONS OF THE DECISION
4.1	<u>Equality of Opportunity Implications</u>
4.1.1	<p>A full Equalities Impact Assessment is attached as Appendix 2. Overall, the Clean Air Strategy is expected to have a positive impact on the health and economic outcomes of everyone in the city. It should have a particularly positive impact the very young and the very old, those with disabilities and long-term health conditions and their carers, and pregnant women.</p> <p>It is possible that, depending on the outcome of the Clean Air Zone feasibility study, there may be some financial impacts on people on lower incomes and those in minority ethnic communities that need to be recognised and mitigated where possible. We will work closely with communities who may be affected by the changes in the strategy to ensure that we support everyone with the shifts we need to make better air for everyone.</p>
4.2	<u>Financial and Commercial Implications</u>
4.2.1	<p>There are no direct financial implications arising from this report as it presents a strategic approach to clean air rather than seeking authorisation for specific projects. As detailed operational plans are developed, each initiative within the strategy will be costed and will be brought for approval as appropriate. The detailed financial implications of those proposals will be set out in the relevant report which will be considered in the context of the funding available at the time.</p>
4.3	<u>Legal Implications</u>
4.3.1	<p>Under Part IV of the Environment Act 1995, Local Authorities are required to have regard to any national strategy on clean air which is published by the Secretary of State; and to review and assess air quality in their areas and to report against objectives for specified pollutants of concern, to the Department for Environment, Food and Rural Affairs (DEFRA).</p> <p>The Environment Act 1995 (Feasibility Study for Nitrogen Dioxide Compliance) Air Quality Direction 2017 set outs the obligation for Sheffield City Council to carry out a Feasibility Study in relation to tackling roadside nitrogen dioxide concentrations.</p> <p>Action to manage and improve air quality is required by European Union (EU) legislation. The Ambient Air Quality and Cleaner Air for Europe Directive (2008/50/EC) sets legally binding limits for concentrations in outdoor air of major air pollutants that impact public health including fine particulate matter (PM10 and PM2.5) dust and nitrogen dioxide (NO2) gas.</p> <p>Sheffield City Council declared an Air Quality Management Area (AQMA) across</p>

	<p>the whole of the urban area of the City for Nitrogen Dioxide (NO₂) gas and Particulate Matter (PM₁₀) dust in March 2010. This declaration was based on the evidence reported in the formal Detailed Assessment (2008) and Updating and Screening Assessment (2009) reports respectively, to DEFRA, showing areas of Sheffield where these pollutants are likely to breach national and EU legislation.</p> <p>This meant that the Council was required to produce an Air Quality Action Plan to cover the period (up) to 2015, with the aim of improving Nitrogen Dioxide (NO₂) gas and fine Particulate Matter PM₁₀ levels, such that the annual limit of 40µg.m⁻³ for NO₂ and the daily limit of 50µg.m⁻³ for PM₁₀ (which is not to be exceeded more than 35 times a year) do not continue to be breached.</p> <p>Not achieving the air quality targets nationally means not complying with EU law and consequently, this is a risk for the Council. There is the potential for the UK government to be fined if EU limit values are exceeded. Potentially the fines which can be imposed are significant. The reserve powers in the Localism Act to passport EU fines to local authorities and public bodies (where they have failed to take action when they could) is significant and helps to highlight the need for a clear line of sight between EU obligations and Local Authority responsibilities to improve air quality and provide clarity on the role local authorities play. The government however, can only pass the fines on if they can show that a local authority has not taken appropriate steps to comply with EU law.</p> <p>Failing to do so, would mean SCC is in breach of the above legislation.</p>
4.3.2	<p>There are no other legal implications for the Council arising from this report. Where appropriate, further approvals or consents may need to be obtained in order to develop and implement specific proposals contained within the Strategy.</p> <p>Where the proposal relates to a licensing function such approval will need to be obtained from the relevant Council committee and in certain circumstances external approval may be required, for example from the Traffic Commissioner.</p> <p>Where further approvals are required in accordance with the Leader's Scheme of Delegations, implementation of the proposal in question will be subject to further decision making and the legal implications will be considered fully at that time.</p>
5.	ALTERNATIVE OPTIONS CONSIDERED
5.1	<p>1) The do-nothing option: based on Defra's analysis, even if technological improvements lead to acceptable air quality levels by 2025 (the earliest possible point according to Defra), that could have led to 4000 early deaths in Sheffield in addition to a significant cost to the city's economy over the next</p>

	<p>four years. Further, a rapid take-up of electric and better petrol cars by that point which might improve the air quality situation will still not address the congestion and obesity challenges which will be likely to have become worse without appropriate intervention. Therefore the do-nothing option is not a feasible option, either legally (in terms of becoming compliant with statutory limits) or in terms of realising health and economic benefits for Sheffielders.</p>
6.	REASONS FOR RECOMMENDATIONS
6.1	<p>Across the UK, air pollution is a public health emergency. It has been linked to strokes, heart attacks, cancer, asthma and dementia. Research shows that children exposed to air pollution have smaller lungs and negative health effects for their whole life. It is estimated that there are 500 early deaths a year in Sheffield linked to air pollution. This Clean Air Strategy sets out an approach to the problem which will tackle the sources of air pollution quickly and will help people to choose public transport and active travel, making Sheffield a healthy thriving city with clean air for everyone.</p>

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Sheffield's Clean Air Strategy

Foreword

I am pleased to present Sheffield's Clean Air Strategy. It sets out a compelling vision for the future, the scale of the challenge we face and the specific actions – both short and long term – that we will take to improve air quality.

The changes we are proposing will help to build a city for the many not the few, by making Sheffield healthier, easier to move around and play a role in growing our economy.

Clean Air is a fundamental right – all our lives depend on it. But air pollution threatens that right.

Clean air is also an issue of fundamental fairness and basic social justice. It is the poorest and most vulnerable in our city (including the very young and very old) who are most affected by polluted air, even though these people are almost never the polluters. We are clear that greater equality and cleaner air go hand in hand.

We face a significant threat from air pollution. Unlike in the past, however, it is often an invisible killer, and the threat comes predominantly from the vehicles we use to get around (particularly diesel ones) and the energy we use to power our industry.

Across the UK, air pollution is a public health emergency. It has been linked to strokes, heart attacks, cancer, asthma and dementia. Research shows that children exposed to air pollution have smaller lungs and negative health effects for their whole life¹. It is estimated that there are 500 early deaths a year in Sheffield where air pollution is a contributory factor.

This strategy treats the issue with the seriousness it requires. Although Sheffield's air quality situation is not dissimilar to that of most large UK cities, our vision, determination and plan is yet to be surpassed. As such, I believe this is the most far-reaching and ambitious Air Quality plan anywhere in the UK.

Whilst we will do everything we can, the UK government continues to delay taking any meaningful intervention on air quality, despite the UK breaking EU law on Nitrogen Dioxide (NO₂) gas since 2010. Their approach lacks clarity, pace and leadership. We continue to find it woefully inadequate for the scale of the challenge that we face. Britain deserves better than this.

In addition, around 85% of the regulations, laws and guidelines currently concerning Air Quality are agreed at the international level. Britain's departure from the European Union potentially threatens many environmental safeguards. We will ensure that in Sheffield at least, Brexit does not lead to a "race to the bottom" and a loss of the environmental protections our city needs.

Polluted air is a major drain on Sheffield's economy, currently costing around £200m every year, impacting on our economic growth and people's health. There is no tension between cleaner air and economic success. Indeed, clean, safe air is a requirement for inclusive economic growth that works for

¹ Royal College of Physicians 'Every breath we take: the lifelong impact of air pollution':
<https://www.rcplondon.ac.uk/projects/outputs/every-breath-we-take-lifelong-impact-air-pollution>

everyone. A city with clean air, an efficient public transport system, high levels of active travel and healthier citizens will have a stronger, fairer economy. Sheffield has a proud history of forging innovation and social justice together, as in the 1970s when we were the first city to implement Clean Air powers—this strategy deliberately draws on that heritage and capacity

There may be a temptation to treat air quality as a solely technical or scientific issue. But this would be a mistake; in order to be successful we need to genuinely and persuasively win hearts and minds and change behaviours. That means working together in a different way. As such, this strategy is not just a Council document – it is explicitly a whole city plan, which will be formally reviewed every year.

The government is imposing statutory duties upon Councils to tackle poor air quality, which are addressed in this plan. Throughout, we have used **green boxes** to indicate the specific actions we will take, ensuring there is a bias for action and delivering the results we need to see. A summary of all the actions is included at the end of the strategy.

This strategy articulates a clear and compelling vision for Sheffield’s air, with meaningful and tangible actions, based on data and evidence. We recognise that some of the solutions to our air quality challenge may not be easy, cheap or popular – but they are required and they are right if we are to achieve our vision for the fairer city we want to build together.

A handwritten signature in black ink that reads "Jack Scott". The signature is written in a cursive, flowing style.

Councillor Jack Scott,

Cabinet Member for Transport and Sustainability

Our Clean Air Vision

We want the air in Sheffield to be safe to breathe, regardless of where people live, work or visit.

We will work together to tackle the sources of air pollution and we will create a healthy, thriving city where many more journeys are made using active travel and low emission public transport.

We will follow these key principles to improve air quality in Sheffield

We want clean air for everyone in Sheffield and we will close the gap between the communities with the least and most polluted air.

We will focus on the biggest causes of air pollution and improve them as quickly as possible.

We will support people to make healthy and active travel choices.

We will particularly support and protect vulnerable people to ensure clean air for all.

We will invest meaningful resources in becoming a clean, sustainable city.

Our Clean Air Plan – our key actions

1. **Feasibility Study** – determine *if* a Clean Air Zone is required in Sheffield²; what area of the city it would cover; and the extent it would need to involve charging certain vehicle types³. **We have no intention whatsoever to charge private car-users.** We believe the plans set out in this document are sufficient to tackle poor air quality arising from Sheffield’s taxi fleet without the need to consider charging. The Study will actively consider and test the effect of charging the largest and most polluting vehicles such as buses, coaches, HGVs and OGVs, for driving through a Clean Air Zone.
2. **Buses** – improve the bus fleet and reduce emissions through replacement low-emission buses or retrofitting vehicles with cleaner engine technology.
3. **Taxis** – consult and work with the taxi operators to ensure we have the right standards in place; seek Government investment for a fund to help taxi operators/owners to improve their vehicles; and take action to reduce taxi idling in the city.
4. **Cars** – consider specific schemes to support people on lower incomes to change to lower emission vehicles, particularly where their job or responsibilities require unavoidable and frequent use.
5. **Idling** – roll out Anti-Idling Zones around schools and other sensitive locations.
6. **Freight/HGVs** – support the Eco Stars scheme, which helps commercial vehicle operators to reduce their emissions; promote the use of lower emission vehicles across our fleet.
7. **Promoting clean travel** – encourage more walking, cycling and active commuting across the city.

² The Feasibility study will be a joint study with Rotherham because it is part of Sheffield Urban Area.

³ <https://www.gov.uk/government/publications/air-quality-clean-air-zone-framework-for-england>

8. **Working with communities** – commission a Clean Air Community Champion Scheme.
9. **Industry** – make the most of technological improvements to reduce emissions and ensure that industry and businesses meet their legal obligations.
10. **Designing a clean air city** – build the ambition of clean air into our approaches to transport, economy, housing, planning and health and wellbeing.

The Air Quality Problem

11. We collect data on air quality from both national government (DEFRA⁴) and from our own monitoring stations.
12. Nitrogen Dioxide⁵ (NO₂ gas) is currently of particular concern – and is the primary focus of this strategy – because, in common with many other parts of the UK, Sheffield is in breach of EU legal limits which should have been met by **1st January 2010**.
13. Fine particulate matter dust (PM₁₀ or PM_{2.5}) is also an issue for Sheffield because, although the annual averages are significantly below the EU threshold, the **daily** average level is higher on more days per year at some locations than is acceptable by EU standards. Crucially, in addition, there is no safe limit for this pollutant.
14. DEFRA's data indicates that Sheffield has roads where NO₂ level in 2017 exceeds the legal limit⁶. NO₂ level on these roads in 2017 is **53µg/m³**. 40µg/m³ is the legal limit, according to the *UK plan for tackling roadside nitrogen dioxide concentrations*.
15. The map below shows our latest picture for NO₂ pollution levels. DEFRA data (black and grey lines) shows exceedances on particular routes in the city⁷. Our local information (red and orange points)⁸ shows that air pollution is actually unacceptably high in **even more** areas than DEFRA indicate and that the local challenge is therefore significant. We do not shy away from this.

⁴ Department for Environment, Food and Rural Affairs

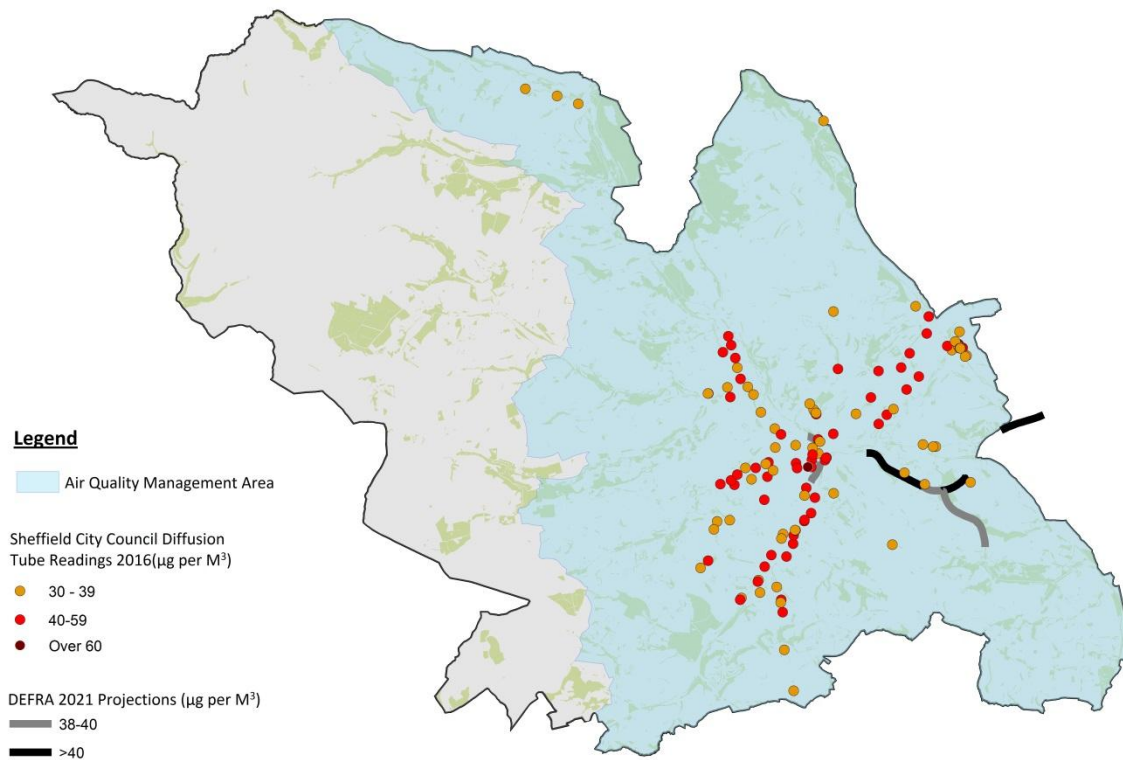
⁵ Both NO_x and NO₂ are referred to in this document. NO₂ is formed when NO_x mixes with air. For the purposes of this strategy, the distinction between them is minimal.

⁶ NO₂ level on some Sheffield roads in 2017 is **53µg/m³**. 40µg/m³ is the legal limit. DEFRA (2017) *UK plan for tackling roadside nitrogen dioxide concentrations* https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/633022/air-quality-plan-detail.pdf

⁷ According to Defra figures, the A630 – A57 Parkway (from M1 J33 to City Centre, and sections of the A61 Inner Ring Road breach the annual mean limit. However, other main arteries including the A57 near Richmond, the A61 by Sheffield Station and the A61 near Kelham Island/Savile Street (Derek Dooley Way) are only just under the annual mean limit by 1-2 points.

⁸ based on the Low Emission Zone feasibility study and ongoing monitoring. Highest concentrations in Sheffield: A61 – Penistone Rd, Sheaf St, Queens Rd, Chesterfield Rd, Woodseats; A631 – Tinsley Roundabout, Bawtry Rd; B6388 – London Rd South; A621 - Abbeydale Rd; A6178 – Attercliffe Common, Sheffield Rd; A6109 – Savile St., Brightside Ln; A57 - Brook Hill, Whitham Rd, Fulwood Rd (S); Waingate / Haymarket, Arundel Gate; West Street, Barkers Pool; A625 – Ecclesall Rd South

Sheffield Air Quality - 2016 diffusion tube readings and 2021 DEFRA projections

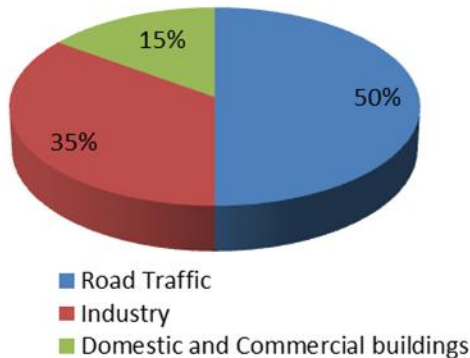


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16. As can be seen from the maps, the key transport corridors into and out of the city centre are of particular concern. In addition, the train station is an area of high pollution. This is primarily caused by diesel trains as well as taxis at the station.

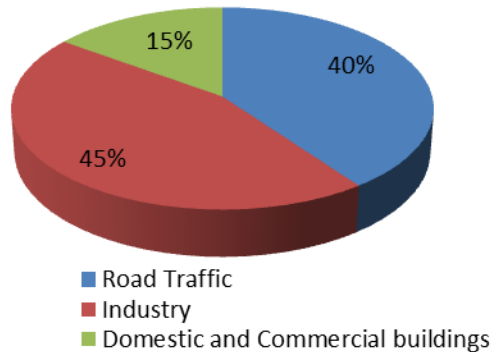
What are the sources of Air Pollution?

Sources of NO_x emissions in Sheffield



Source: AirViro Computer Model & Emissions Data Bases DA20.05 ref20, 12b

Sources of PM₁₀ emissions in Sheffield

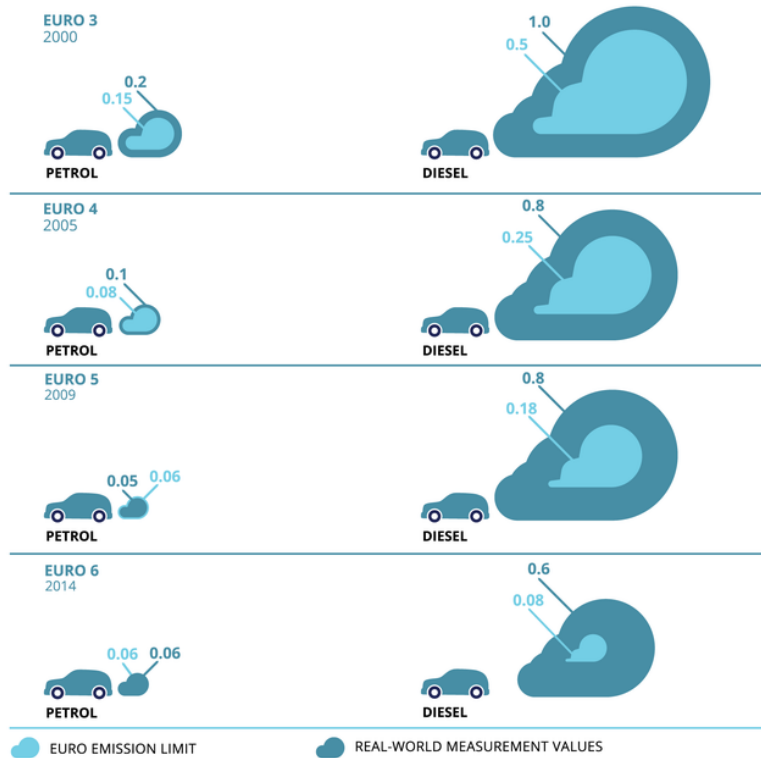


Source: Emissions Data Bases (EDB) using EDB DA20.05

17. The charts above show the sources of air pollution in Sheffield⁹.
18. Road transport accounts for 50% of the nitrogen oxides emissions, with a further 35% from industrial sources.
19. Sheffield's main polluting industrial process emissions are already tightly regulated, meaning that – although we cannot lose sight of this source of pollution and it is discussed further below – tackling the pollution caused by road traffic is the **logical priority** for improving air quality in the city. In addition, air pollution is very localised and the fact that people are in cars and other vehicles, walking along and living next to roads mean that the exposure of most people in their daily lives is to tailpipe emissions.
20. The most significant source of transport pollution is emissions from diesel vehicles. There has been technological progress which has reduced the amount of pollution created by newer diesel vehicles. However, in some vehicles, the emissions created by real-world driving has been shown to be much higher than the conditions measured by companies in their controlled laboratory settings, leading to greater pollution than claimed. Moreover, even though technology has led to reductions in NO_x emissions, this doesn't mean that it is good enough. Our ambition for clean air now won't sit and wait for vehicles to get cleaner while people in Sheffield are breathing dangerous air and suffering as a result.
21. The diagram below shows the difference in NO_x pollution for different categories of petrol and diesel cars¹⁰. It also shows the difference between the legal limits that car companies are expected to meet in order to label their model as Euro 6, for example, and the levels of emissions that are actually measured in real-world circumstances.

⁹ These figures come from the Air Quality Action Plan 2015 Report, approved in July 2012. We have done no further source apportionment since then, however our 2013 LEZ Study confirm that transport emissions are the single biggest source of NO_x in Sheffield, accounting for between 10 and 90% of emissions depending upon location.

¹⁰ Euro 1 to Euro 6 refer to Europe-wide standards for tail-pipe emissions.

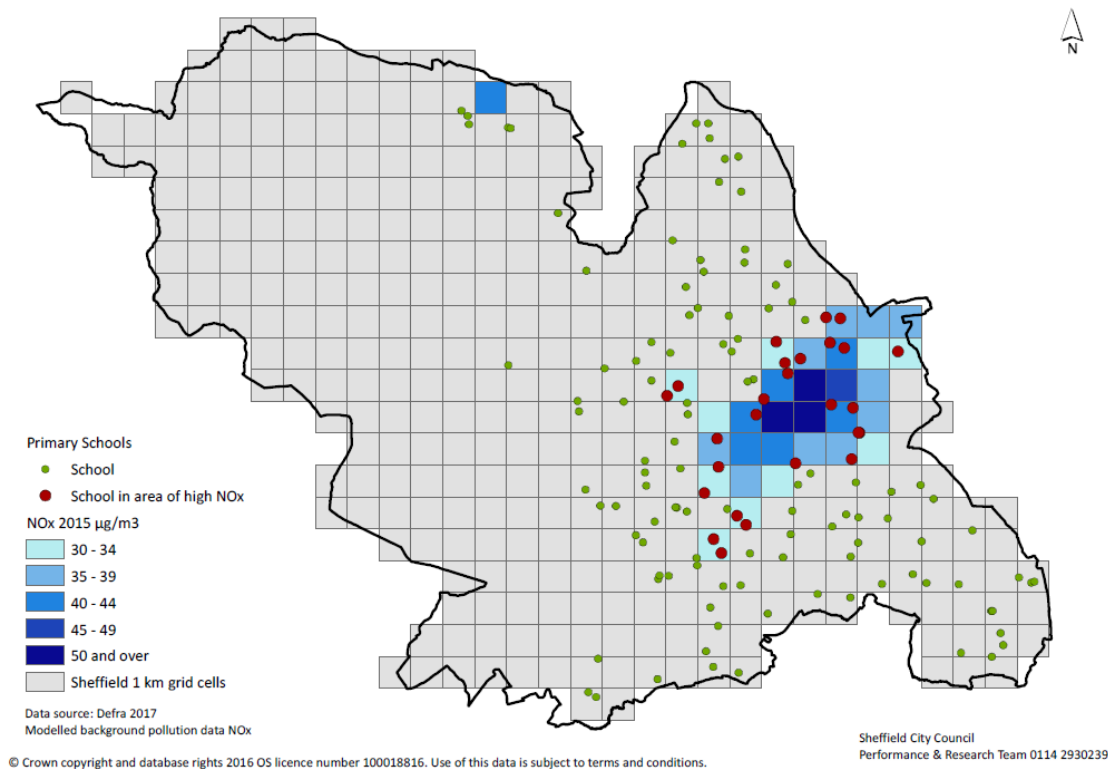


22. Our most recent studies¹¹ indicate that just to achieve legal compliance levels (and compliance is only a step towards the clean air for all that we want to achieve), we need to reduce NO_x by 30% in the city.
23. It is estimated that a 20% reduction of those city-wide emissions could be achieved by making all buses and taxis Euro 6 standard or better. The remaining 10% reduction could be achieved by improving public sector fleets and increasing public transport use, active travel and public awareness of air quality issues.
24. The actions below reflect this, but will be tested, along with other solutions, by a further feasibility study to be carried out over the next few months.

¹¹ From a detailed Defra-funded Local Emission Zone Feasibility Study carried out in 2013.

Health implications of Air Pollution

25. Poor air quality adversely affects human health, and has been estimated to account for up to 500 premature deaths per year in Sheffield¹².
26. Overall the adverse effects of poor air quality are such that it has a bigger impact on life expectancy than road traffic accidents or passive smoking.
27. It has short and long term health impacts, particularly for respiratory and cardiovascular health, including increased admissions to hospital.
28. The **impact of air quality on life expectancy and health is unequal**, with the young, the old, and those with pre-existing heart and lung conditions more affected. Individuals who are particularly sensitive and exposed to the most elevated levels of pollution have an estimated reduction in life expectancy of as much as nine years. There is also a link to people's incomes: those in poorer areas are more likely to be exposed to poor air quality¹³.



29. The diagram above shows the **25 primary schools** (around one quarter) which are in areas of high nitrogen oxide pollution. It demonstrates that some of Sheffield's worst pollution hotspots are around schools.

¹² Sheffield City Council's interpretation of the Evidence of Robert Vaughn from DEFRA to Environment Select Committee 2010 accessed at <http://www.parliament.uk/business/committees/committees-a-z/commons-select/environmentalaudit-committee/inquiries/parliament-2010/air-quality-a-follow-up-report/>

¹³ National Institute for Health and Care Excellence: <https://www.nice.org.uk/guidance/ng70/chapter/Context>.

30. Research shows that children exposed to air pollution could be stuck with smaller lungs and negative health effects for life¹⁴. Our vision is for children to have the best start in life, and this is being affected by their exposure to air pollution.
31. Air pollution has been shown to be worse inside cars than outside them, particularly for children who usually sit in the back¹⁵. Therefore, we need to improve people's awareness that the best way to protect their children is to make as many active journeys as possible for example, walking, scooting and cycling on the school run.
32. A key message from leading respiratory and cardiovascular physicians as well as environmental health experts is that modest reductions in pollution would lead to significant health gains.

¹⁴ Royal College of Physicians 'Every breath we take: the lifelong impact of air pollution':

<https://www.rcplondon.ac.uk/projects/outputs/every-breath-we-take-lifelong-impact-air-pollution>

¹⁵ <https://www.theguardian.com/science/2017/jun/12/smoking-in-cars-banned-but-children-still-inhale-toxic-fumes-in-backseats>

Air quality, congestion and obesity – becoming a productive, healthy, clean air city

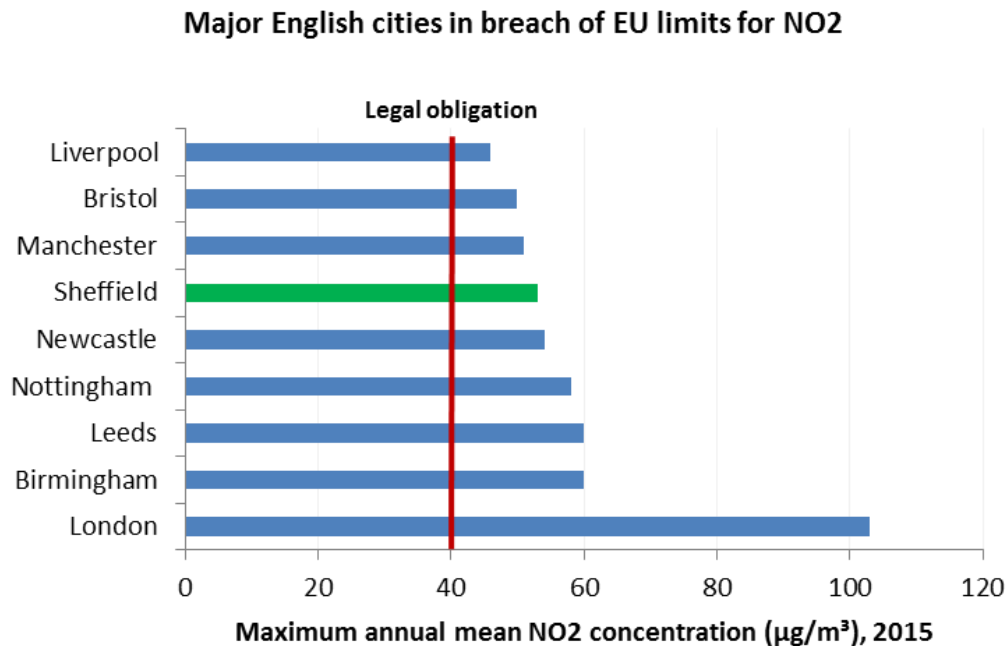
33. Finding solutions to improve Sheffield's air quality is inherently connected with addressing other challenges the city faces, and grasping the opportunities it has to grow its economy and to embed its position as the Outdoor City on the edge of the Peak District.
34. **Transport and infrastructure** - evidence indicates that the future additional development that the city needs to create housing and economic growth will place pressure on our existing transport infrastructure and by 2024 the congestion in the city will lead to significant and unreasonable delays, particularly at peak times. This is one of our key economic challenges.
35. A congested and unreliable road network will limit the capacity for future growth and lead to increased levels of stationary traffic and worsening levels of air quality. A holistic approach towards delivering infrastructure that supports a sustainable transport network that promotes and enables sustainable growth across the city is therefore essential.
36. The new Transport Vision¹⁶ suggests a clearer categorisation of our road network where we need to intervene to alleviate congestion on the city's key arteries, improve air quality and provide the right infrastructure and services to incentivise more sustainable travel options.
37. **Healthy and Active Population** – improving the health of the city is not just about reducing air pollution. Finding cleaner vehicle solutions, for example with more electric cars, will help tackle air pollution, but it will not help people in Sheffield to realise the physical and mental health benefits of being more active. As part of our approach to improving air quality, we want to create a city where people want to walk, run and cycle more and where active travel is safe and pleasant¹⁷.
38. The opportunities for our economy of a clean air city are significant. The majority of these benefits lie in the fact that improving the long-term health and wellbeing of residents, through better air and a more active population, will mean that they will have fewer days off sick, and will cost less to the health service¹⁸. In addition, a city which is easier to get around using an efficient and sustainable public transport system and easy, safe types of active travel, is one which is well connected and attractive to businesses.

¹⁶ Sheffield Transport Vision, Sheffield City Council Cabinet Report, 13 December 2017.

¹⁷ Clean air is also a key aspect of our wider ambition to be a sustainable, green city, and many of the actions included in this strategy, particularly those relating to active travel and low emission vehicles, also support the actions within our Green City Strategy, which will be published in early 2018.

¹⁸ https://uk-air.defra.gov.uk/assets/documents/reports/cat19/1511251135_140610_Valuing_the_impacts_of_air_quality_on_productivity_Final_Report_3_0.pdf

Sheffield in the national context



NB: the geographic reporting areas that DEFRA use are not identical to Local Authority boundaries - this chart is designed to provide an idea of the pollution challenge Sheffield faces in relation to other major cities in the UK.¹⁹

39. Analysis by Defra has identified 28 local authority areas, including Sheffield²⁰, which have the “greatest problem with exceedances projecting beyond the next 3-4 years”. These are the 28 cities and towns in which at present, and over the coming years, one or more road breaches the annual mean limit for NO₂ (40µg/m³) if no action is taken.
40. Government have announced that all 28 named authorities will have legal duties to develop and implement a local plan to deliver compliance in the shortest possible time. We will be able to consider alternative measures to achieve compliance but these will need to be at least as effective as Government’s model based on charging Clean Air Zones. Councils will need to:
- undertake local assessments to consider the best options to achieve statutory NO₂ limits in the *shortest possible time*.
 - set out initial local action plans by the end of March 2018
 - agree final plans agreed by December 2018.
41. As part of the Government’s announcement Sheffield has been required to undertake a feasibility study which will determine if a Clean Air Zone is required in Sheffield, what area of the city it would cover and whether or not it would need to involve charging certain vehicle types (this is explained in greater detail below).

¹⁹ Source: Page 28 https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/632916/air-quality-plan-technical-report.pdf

²⁰ Sheffield is part of the Sheffield Urban reporting area which includes both Sheffield and parts of Rotherham

How do we solve Sheffield's air quality problem?

42. Whilst the problem of air pollution, and nitrogen dioxide gas in particular, is a UK-wide issue that is facing many cities, we must identify solutions that work for people in Sheffield.
43. Our city is unique in its geography. We are a city of hills which needs to be considered when finding solutions to encourage active travel. In addition to our city centre, we have thriving neighbourhoods which have amenities that provide opportunities for people to do short active journeys locally, but need to have strong connections between them.
44. We have busy road arteries which, as has been shown above, are a source of a lot of the air pollution in the city. We need to find ways to help people move into and out of the city quickly and easily but in ways that support our clean air ambitions.
45. Solving the problem of air pollution splits into two categories:
 - a. Tackling the sources of pollution and
 - b. Creating a city where people choose public transport and active travel more often, thereby reducing emissions, improving people's health and making the city easier to move around (reducing congestion).

Tackling the sources of air pollution

Some of the actions below are short-term ones which are needed to make a difference urgently. Others are longer-term changes which will make Sheffield a future clean air city, reduce congestion and will enable people in Sheffield to lead healthier lives.

Feasibility Study and Consultation

46. Sheffield has been identified by the Government²¹ as an area in exceedance for Nitrogen Dioxide (NO₂) gas which means that we will need to tackle vehicle emissions and become compliant with the European health based limits for this air pollutant in the 'shortest possible time'²². It will consider the impact of all vehicle types, including buses, taxis, light goods vehicles, heavy goods vehicles, motorbikes and private cars.
47. The vehicles that are of most concern to the Government are those which are most polluting – anything that is not Euro 6 for diesel or Euro 4 or higher for petrol. Broadly speaking, this means **petrol models made before 2006 and diesel models made before 2015**.

²¹ [National Air Quality Plan](#)

²² Environment Act 1995 (Feasibility Study for Nitrogen Dioxide Compliance) Air Quality Direction 2017

48. The Feasibility Study will determine *if* a Clean Air Zone is required in Sheffield²³; what area of the city it would cover; and the extent it would need to involve charging certain vehicle types²⁴.
49. **We have no intention whatsoever to charge private car-users.**
50. Similarly, we believe the plans set out in this document are sufficient to tackle poor air quality arising from Sheffield's taxi, private hire and Hackney fleet, without the need to consider charging.
51. The Feasibility Study will actively consider and test the effect of charging the largest and most polluting vehicles such as buses, coaches, HGVs and OGVs, for driving through a Clean Air Zone.

We will carry out a local **Feasibility Study** to consider in detail the types of measures that we may have to introduce in Sheffield in order to improve air quality. We expect to set out our initial local action plan by the end of March 2018 with final action plans, and associated funding, agreed with Government by December 2018.

We will **consider the effects and impacts** on local residents, disadvantaged groups and businesses to ensure that we support everyone with the shifts we need to make better air for everyone.

We will consult with the city to **better understand what people think** about the specific interventions we could implement to improve air quality. This will take place in early 2018.

We will **update our statutory Air Quality Action Plan** once the local Feasibility Study has been completed to reflect the findings.

Buses

52. Buses make up 2% of road traffic but contribute 10% of the emissions and so represent a significant opportunity: by improving the bus fleet, we could significantly improve air quality in the city. In addition, encouraging higher levels of bus travel will also reduce air pollution.
53. There are approximately 450 buses operating within Sheffield, of which only 9% are currently Euro 6 (the lowest emission version of standard diesel engines). Although this is expected to rise to 18% during 2018 due to improvements by bus operators, it still demonstrates a significant challenge: buses operate throughout the day criss-crossing the city and the majority of the fleet falls below the emissions standards we wish and need to see.
54. The average cost of a new Euro 6 diesel bus is approximately £180K and retrofitting²⁵ to bring an older diesel bus to Euro 6 standard is approximately £15-20K. The exact investment needed will reflect the age of the fleet and the appropriateness of replacing and retrofitting, but this is a relatively small number of vehicles that we can easily target.

²³ The Feasibility study will be a joint study with Rotherham because it is part of Sheffield Urban Area.

²⁴ <https://www.gov.uk/government/publications/air-quality-clean-air-zone-framework-for-england>

²⁵ Retrofitting options can include converting engines to Liquefied Petroleum Gas (LPG), electric, hydrogen or Euro 6 standard diesel engines.

55. Councils in England do not presently control buses, so the actions below focus on working in partnership with bus companies in the city, and South Yorkshire Passenger Transport Executive (SYLTE) to deliver the changes that people in Sheffield need.

We will **work in partnership with the bus companies to improve the bus fleet and reduce emissions** through replacement low-emission buses or retrofitting vehicles with cleaner engine technology.

We will support this by **seeking investment to enable the retrofitting or replacement of the bus fleet** in the city. To work towards this, we have recently submitted a bid for funding to retrofit 117 buses in the city.

We will work in partnership with SYLTE and operators to make the bus a more attractive choice – **delivering improved journey time reliability and bus speed on our network** – encouraging people to switch from car to bus.

We will ensure that **buses are driven in an environmentally friendly way**, including actions to reduce idling.

As necessary, we will work with **the South Yorkshire Mayor (to be elected in 2018) to review the way bus services are delivered**. This would consider whether other operating models available to the Mayor²⁶, including Enhanced Partnerships and Franchising, would lead to better outcomes, including those for air quality.

Taxis

56. We currently have approximately 1,720 private hire taxis and 857 hackney cabs registered in the city. Taxis comprise 5% of the city's traffic but contribute 10% of its NO_x (the same as buses) because they are often old vehicles (this relates particularly to the hackneys) and they make short repeated journeys primarily within the city boundary. We estimate that taxi emissions are likely to reduce dramatically if the hackney cabs are retrofitted or replaced.
57. We recognise that many taxi drivers are self-employed and operating in a difficult environment, so we want to support taxi operators to deliver changes to clean up our air and improve the fuel efficiency of their businesses²⁷.

Taxis cannot currently be licensed in Sheffield if they do not meet particular standards.

We will **consult and work with the taxi operators** and other interested parties, to ensure we have the right standards in place, taking into account the wider implications of any changes that may be needed.

We will **seek investment from Government** for a fund to help taxi operators/owners to improve their vehicles. This will be particularly focused on the most polluting taxis.

²⁶ Within the Bus Services Act 2017

²⁷ The actions below will be subject to the decision-making processes of the appropriate Licensing Committee

We will **lobby Government** to remove the ability for private hire taxis licensed elsewhere, that do not meet our vehicle emissions and safety standards, to operate regularly within the city boundaries.

We will take action to **reduce idling of taxis**, particularly at the Sheffield Midland Station, which is the city's worst air pollution hotspot.

Freight/delivery

58. Heavy goods vehicles make up only about 2% of total traffic, but create 12% of the NOx emissions from traffic. Light goods vehicle make up 12% of total traffic and create 17% of the NOx emissions from traffic. The challenge with tackling these emissions is that many vehicles will be operating both inside and outside the city, and it is also an area where we have to work in partnership with other organisations and businesses.

59. We are therefore focusing our actions on improving public sector fleets and working with commercial vehicle operators to assist them to reduce air pollution.

60. In addition to our own fleet of vehicles, we contract with other organisations that run repeated journeys within the city boundary and which we are working with to reduce emissions from their vehicles.

- Sheffield City Council: 998 vehicles in total; 430 of which are Euro 6 diesel/Euro 4 petrol or better.
- Veolia (Waste Management): 65 vehicles in total; 38 of which are Euro 6 standard.
- Amey (Highways Maintenance): 183 vehicles in total; 18 of which are Euro 6 standard²⁸.
- In addition to our own fleet, and these major contractors, we have approximately 80 contracts for taxis, minibuses and delivery/maintenance vehicles associated with, for example, services for Looked After Children and vulnerable adults, home care support and furnished accommodation for council housing. We are currently reviewing our procurement approach for these to better promote the use of lower emission vehicles.

We will continue to **support the Eco Stars scheme**, which targets commercial vehicle operators (HGV, vans, buses and coaches) to assist and encourage them to reduce their emissions and improve their impact on the wider environment.

We will adopt a procurement approach that promotes the **use of lower emission vehicles** across our Sheffield City Council fleet.

We will work with other public sector organisations in the city, including the universities and NHS, to **improve fleets to reduce emissions**.

We will **lobby Government** to provide UK-wide incentives for big fleet operators to reduce emissions and to incentivise, at a local and national level, the movement of a greater proportion of heavy goods via rail or water.

²⁸ During 2018 Amey intend to replace approximately 20 Euro 5 diesel vans with electric vans and also introduce two electric/hydrogen vehicles.

We will support the University of Sheffield in their funding bid for a **Hydrogen-fuelled last-mile delivery system**.

Improving cars

61. We now know that diesel cars are a major contributor to NOx emissions in the city. We are seeing a downward market shift nationally in the demand for new diesel cars as a result of greater awareness of air pollution issues. However, there are still a significant number of older diesel cars in the city. Our data suggests that 41% of vehicles registered in Sheffield in 2016 were diesels, almost 30% of private cars are older diesels and there are a lot of older and more polluting petrol private cars on our roads too.
62. Our actions regarding private cars will be tested in detail within the feasibility study, and in the meantime we will focus on educating people, lobbying Government to provide effective solutions, and investigating how best to support people in Sheffield – particularly those who are vulnerable and/or on lower incomes – to change to lower emission vehicles.

We will reinforce and strengthen our Sheffield Air Aware Campaign²⁹ to help people to **choose lower emission vehicles**.

We will **lobby Government** to provide effective support for people to move to lower emission vehicles.

We will consider, as part of our Feasibility Study and Clean Air consultation, specific schemes to **support people on lower incomes** to change to lower emission vehicles, particularly where their job or responsibilities require unavoidable and frequent use e.g. carers.

Anti-idling

63. We've all done it – sat with the engine running while a friend dashes into a shop or while the children finally make their way out of school at the end of the day. But, 'idling' – sitting stationary with the engine running – is contributing to our air quality challenge, wasting fuel and wearing out engines.
64. There is clear evidence that anti-idling initiatives reduce vehicle idling times and emissions, and improve air quality, especially near schools with high levels of traffic³⁰. Vehicles that are turned off do not use fuel or emit the air pollutants and greenhouse gases when idling. Several idle reduction technologies, such as new cars which automatically switch off when stationary, have been shown to significantly reduce fuel use and emissions of pollutants such as NOx, PM, and also CO₂.
65. We carried out a consultation on vehicle idling in Sheffield from July to August 2017. Over 1000 people responded to it, with the majority of the respondents in Sheffield agreeing that:

²⁹ <https://www.sheffield.gov.uk/home/pollution-nuisance/air-aware>

³⁰ <http://whatworksforhealth.wisc.edu/program.php?t1=109&t2=7&t3=62&id=647>

- Children and those vulnerable to the effects of air pollution should be protected from the sources of air pollution
- Vehicle idling is a problem outside schools, care homes, and other locations
- Both education (campaigns to encourage behaviour change) and enforcement (on-the-spot fines issued in formal “no vehicle idling” zones) should be used to tackle the problem
- Both primary and secondary schools were seen as the most important places to establish “no vehicle idling” zones. Hospitals were also ranked highly, with mixed responses to care homes, bus stations, bus stops, taxi ranks and train stations.
- 46% of those who responded listed car as their main way of travelling around the city, walking was the second most common (18%), followed by bus (17%), cycle (13%), tram (4%) and train (1%).

66. We have listened to this concern about air quality near schools, hospitals and other sensitive locations, and we will address it through the establishment of **Anti-Idling Zones**.

We will roll out **Anti-Idling Zones around schools and other sensitive locations**.

We will take a **strong, campaign-led approach to educating people** about the benefit of switching off their engines, and other aspects of air quality, using the Air Aware Campaign.

We will **reinforce Anti-Idling Zones** through appropriate enforcement action and use the proceeds from enforcement to support our broader transport vision.

Railways

67. Pollution from diesel trains is a problem for Sheffield which we locally have little control over. Sheffield currently has no electrified lines, and is reliant on diesel trains. Unfortunately, a high proportion of these trains are very old and highly polluting following years of under-investment in rolling stock on the Northern franchise.

We will continue to actively, assertively and consistently **lobby government** to reverse its decision to abandon plans to electrify the Midland Mainline.

We will continue to apply pressure to the government to ensure the **Sheffield Midland Station is appropriately upgraded** in a way that improves air quality.

Industrial Sources

68. Industry is largely regulated using IPPC (Integrated Pollution Prevention and Control) legislation, with significant improvements being made in recent years. Efforts to further control emissions by upgrading processes are ongoing, with continued improvements being required as new pollution reduction technology is available.

We will **continue to work with industry and businesses** in Sheffield to help them make the most of technological improvements to reduce emissions and to ensure that they meet their legal obligations.

Domestic and Commercial sources

69. Air pollution from emissions associated with domestic (and commercial) space and water heating are already being tackled using a number of regulatory powers. Domestic emissions include those from central heating boilers and wood burning stoves. Whilst gas-fuelled central heating boilers do emit gases, these are a much lesser health concern than the nitrogen oxide gas that come from other sources.
70. However, wood burning stoves may be a significant localised contribution to air pollution (specifically fine particle dust), particularly if the wood does not meet appropriate standards. The Mayor of London has recognised wood-burning stoves as a particular concern and is seeking greater controls to reduce the pollution from them.
71. Most of Sheffield was declared a Smoke Control Area between the 1960s and 1980s. Being a smoke-free city means that anybody using a non-approved wood burning stove or non-approved fuel for heating could be committing an offence, which can cost the offender up to £1,000.³¹
72. The Government is due to launch a comprehensive Clean Air Strategy in Spring 2018 which will consider the wider implications and potential interventions for domestic sources of air pollution.
73. As part of our ambition to be a Green City, we are aiming to ensure that all our city's homes are energy efficient to reduce fuel poverty and we are working with partners to expand our energy networks and increase the level of renewable and low-carbon energy generation in the city.

We will work with city partners to **better understand the scale of domestic air pollution**, in particular that created by wood-burning stoves.

We will raise awareness of the importance of using **authorised 'smokeless' fuel** in stoves.

Where we have evidence that non-approved appliances are being used and/or unauthorised fuels are being burnt we will **use the full range of enforcement powers** available to achieve regulatory compliance.

Motorways

74. We have worked closely with Highways England, who recently implemented Smart Motorway All Lane Running on the M1, in order to ensure that air quality issues in Sheffield, particularly in the Tinsley area, are improved. The scheme is implementing a maximum mandatory 60mph speed limit between Junctions 28 to 35a (weekday peak periods) to mitigate air quality impacts.

We will **continue to work with Highways England to deliver solutions to M1 emissions**, which might include installing protective screens to help keep motorway emissions away from residential areas, extending the times that a reduced speed limit operates and other options.

³¹ <http://www.care4air.org/care4air-facts/smoke-control-area-map/>

Designing a clean air city

75. Our ambitions for air quality and the approach and interventions we take are fundamentally bound to our overall ambitions for the city. We want to ensure that our future homes, neighbourhoods and employment centres are built in a sustainable way and are easy to get to via low emission active or public transport.
76. At a more basic level, building and infrastructure construction leads to dust and particulates from demolition and site preparation, and exhaust emissions from machinery, and we will better use our planning powers to ensure that those involved in construction use best practice to limit the impacts of their work on air quality.

We will **build the ambition of clean air** into our approaches to transport, economy, housing, planning and health and wellbeing.

When we use our planning powers to **assess proposed developments we will ensure that air quality impacts are fully considered** and that opportunities to improve air quality are secured according to current best practice guidance³². Planning applications will also need to consider the cumulative effects of other existing and planned development where appropriate.

We will continue to **assess and mitigate emissions from construction sites** by using current best practice guidance³³.

Trees and Green Screens

77. Trees may remove gaseous air pollution (like Nitrogen Dioxide) by absorbing it into leaves, and can remove particulate matter dust (such as PM₁₀) by intercepting airborne particles (although the majority of this dust stays on leaves and bark and may eventually disperse back into the air)³⁴.
78. Sheffield is one of the greenest and most wooded cities in Europe³⁵. There are approximately 2 million trees in the whole city, an estimated 36,000 of which are situated on streets. In the case of these street trees, they are replaced only if they are dead, dying, diseased, damaging (to footpaths, private property or roads) or discriminatory (obstructing footpaths in a way that stops some people, especially those who are less mobile, being able to use it). Through the Streets Ahead programme, any street tree that is removed is being replaced on a 1 for 1 basis, and over the lifetime of that programme an additional 600 trees will have been planted to increase the city's overall stock of street trees.
79. Although trees can have a positive impact on air quality, they alone cannot solve the air pollution crisis the city faces, as demonstrated by the fact that Sheffield is Britain's greenest city and still has significant pollution exceedances. It should also be noted that trees do not always have a positive impact on air pollution and in fact the National Institute for Health and Care Excellence (NICE) advises

³² Institute of Air Quality Management/Environmental Protection UK guidance for air quality assessment.

³³ Institute of Air Quality Management Guidance on the Assessment of Dust from Demolition and Construction.

³⁴ Defra: <https://laqm.defra.gov.uk/laqm-faqs/faq105.html>

³⁵ Sheffield Trees and Woodlands Strategy: <https://www.sheffield.gov.uk/home/parks-sport-recreation/trees-woodlands-strategies.html>

that trees can restrict street ventilation causing poorer air quality³⁶, for example where tree canopies create tunnels that trap pollution closer to the ground instead of letting it disperse.

80. Our focus in this strategy is therefore on tackling the *sources* of air pollution themselves and facilitating more journeys by public transport and active travel, particularly to and around sensitive locations such as schools. Where necessary, it may be appropriate to consider the benefit of green screens³⁷ (such as certain types of hedges) where they can shelter vulnerable people from effects of pollution whilst still allowing it to disperse upwards.

We will consider using green screens to help **protect sensitive locations such as schools** from the impacts of air pollution.

Better understanding the data and fostering innovation

81. Part of tackling air pollution lies in deeper understanding of the problem so that we can identify which interventions are likely to be most effective and then test their impact. We also know that there is a huge amount of expertise in the city, for example, in the universities, in the technological and digital industries and among ordinary people that will help us find innovative solutions to the air pollution challenge the city faces.
82. The University of Sheffield is in the process of setting up the **Urban Flows** project – an urban observatory which will provide a more sophisticated understanding of air pollution using a variety of sensors across the city. This work will help us to understand, for example, the impact of weather on air pollution and will allow us to better test the effectiveness of pollution reduction interventions. The Urban Flows project will foster innovation by making its data freely available online and by setting open challenges to encourage those in the city and further afield to develop solutions to the city's challenges.
83. Clean air data is not just about the technical details of pollution. To create a clean air city we need to understand the attitudes and experiences of different people in the city towards air quality issues, public transport and active travel and we are working with Sheffield Hallam University and others to build a better understanding and work towards clean air for all.

We will work with city partners such as the University of Sheffield and Sheffield Hallam University to **make the most of the expertise in the city** to tackle air pollution.

³⁶ <https://www.nice.org.uk/guidance/ng70>

³⁷ <http://www.londonair.org.uk/london/asp/news.asp?newsid=NKGreenscreen2017>

Helping people choose public transport and active travel

Education/awareness-raising

84. Education and awareness-raising is a key part of creating a clean air city, to help people in Sheffield understand the very real impact that every single one of them has on the air around them. The Air Aware campaign is well-established and has worked particularly with school children to encourage them to walk, scoot or cycle more while encouraging their families to do the same.
85. We want everyone in Sheffield to understand their impact on air quality and to see how they can be part of the solution by making more active journeys and using public transport more.

We will use a strong campaign-led approach in the city through the **Air Aware campaign** to raise awareness of the importance of air quality and help people make decisions to choose less polluting vehicles and to make more journeys via public transport and active travel.

In line with our Transport Strategy, we will establish a series of “Congestion Conversations” to fully understand any areas where congestion hotspots could be tackled with some small changes.

We will commission a **Clean Air Community Champion Scheme** where volunteers can pledge to make simple changes that will make Sheffield’s air cleaner and help the people in their community to do the same.

20mph Speed Limits

86. Lower speeds help to make communities feel safer and more attractive to walkers and cyclists. Many other parts of the city already have 20mph zones.
87. In addition to promoting active travel, there is also an important air quality dimension to 20mph schemes – there is evidence that cars driving at lower speeds produce less harmful pollution relative to their speed³⁸.

We will establish a **20mph speed limit** across the city centre.

We will continue to implement our 20mph Speed Limit Programme across the city.

Promote cycling

88. We want to make it easier for people to choose cycling for short trips as a natural choice. The specific actions associated with this will be covered in greater detail in our forthcoming Transport Strategy.

³⁸ <https://www.cityoflondon.gov.uk/business/environmental-health/environmental-protection/air-quality/Documents/speed-restriction-air-quality-report-2013-for-web.pdf>

As part of the Transport Strategy, we will **set out a clear delivery plan to encourage further uptake of cycling and walking across the city**. The focus will be on route development, improving the environment and making electric bikes more accessible to reduce the barriers to cycling.

We will **continue to make improvements to the cycle networks** that will focus on providing safe cycle routes based on international best practice. These will be focused on areas where evidence indicates that people are more likely to switch to cycling for shorter journeys, and will be supported by more cycle parking.

We will **support the introduction of the first dockless bike scheme to Sheffield** to make it easier for people to choose cycling to get around.

We will **run adult cycle training and free bike loans** (including electric bikes) to improve access to cycles.

We will continue to work with the British Cycling Partnership to **run guided rides, city rides and local pop-up rides** and we will develop a number of **cycling hubs** to support these activities.

Parking

89. As a city it is important that we manage parking demand whilst incentivising lower emission forms of travel.

We will develop a **new parking strategy, which will reflect our aims to manage parking demand and incentivise lower emission forms of travel**. As part of this we will:

- Review the parking permits available, including Green Parking Permit scheme, to ensure that they reflect the latest technological improvements and are incentivising low emission vehicles.
- Review our Sheffield City Council employee parking schemes to encourage public transport, active travel and other low emission forms of transport.
- Review parking across the city, including areas that are currently unregulated
- Identify, review and implement a range of parking encouragements and disincentives to improve air quality.

Supertram Network

90. Supporting and extending the Supertram network will be an aspiration within the Transport Strategy. The existing tram system is clean, safe and attractive, but it currently only reaches 18% of Sheffield's residents.

We will secure the **maintenance and refurbishment of the existing Supertram system** over the next year³⁹.

We will **explore the longer-term feasibility of extending the network**.

³⁹ Over the next year we will work with the Sheffield City Region to invest in track replacement and to submit a business case to Government for major refurbishment of the network.

We will work with South Yorkshire Passenger Transport Executive to support the **new Tram Train pilot between Sheffield and Rotherham** due to start running in 2018 as a low emission alternative to car travel.

City leadership

91. Achieving clean air for everyone in Sheffield has to be a citywide responsibility. The City Council needs to work in partnership with public and private organisations in the city, as well as individuals and community groups to ensure that we find the best solutions for Sheffield and hold all our institutions to account.

We will work with key public and private organisations in the city, including businesses, the universities and NHS, to establish **citywide clean air solutions and partnerships**. This will align with other partnerships in the city.

Clean Air Actions Summary

	Action	Timescale	Lead
Feasibility Study and Consultation	We will carry out a local Feasibility Study to consider in detail the types of measures that we may have to introduce in Sheffield in order to improve air quality.	We expect to set out our initial local action plan by the end of March 2018 with final Plans agreed with Government by December 2018.	Head of Strategic Transport and Infrastructure
	We will consider the effects and impacts on local residents, disadvantaged groups and businesses to ensure that we support everyone with the shifts we need to make better air for everyone.	We expect to set out our initial local action plan by the end of March 2018 with final Plans agreed with Government by December 2018.	Head of Strategic Transport and Infrastructure
	We will consult with the city to better understand what people think about the specific interventions we could implement to improve air quality. This will take place alongside Transport Vision consultation.	Early 2018.	Head of Strategic Transport and Infrastructure
	We will update our statutory Air Quality Action Plan once the local Feasibility Study has been completed to reflect the findings.	Short-term (under 2 years)	Head of Strategic Transport and Infrastructure
Buses	We will work in partnership with the bus companies to improve the bus fleet and reduce emissions through replacement low-emission buses or retrofitting vehicles with cleaner engine technology.	Short-term (under 2 years)	Head of Strategic Transport and Infrastructure
	We will support this by seeking investment to enable the retrofitting or replacement of the bus fleet in the city. To work towards this, we have recently submitted a bid for funding to retrofit 117 buses in the city.	Short-term (under 2 years)	Head of Strategic Transport and Infrastructure
	We will work in partnership with SYPTTE and operators to make the bus a more attractive choice – delivering improved journey time reliability and bus speed on our network – encouraging people to switch from car to bus.	Short-term (under 2 years)	Head of Strategic Transport and Infrastructure
	We will ensure that buses are driven in an environmentally friendly way, including actions to reduce idling.	Short-term (under 2 years)	Head of Strategic Transport and Infrastructure
	As necessary, we will work with the South Yorkshire Mayor (to be elected in 2018) to review the way bus services are delivered. This would consider whether other operating models available to the Mayor, including Enhanced Partnerships and Franchising, would lead to better outcomes, including those for air quality.	Short-Medium term (under 5 years)	Head of Strategic Transport and Infrastructure

	Action	Timescale	Lead
Taxis	Taxis cannot be licensed in the city if they do not meet particular standards. We will consult and work with the taxi operators and other interested parties, to ensure we have the right standards in place, taking into account the wider implications of any changes that may be needed.	Short-term (under 2 years)	Chief Licensing Officer & Head of Licensing
	We will seek investment from Government for a fund to help taxi operators/owners to improve their vehicles. This will be particularly focused on the most polluting taxis.	Short-term (under 2 years)	Chief Licensing Officer & Head of Licensing
	We will lobby Government to remove the ability for private hire taxis licensed elsewhere, that do not meet our vehicle emissions and safety standards, to operate regularly within the city boundaries.	Short-term (under 2 years)	Chief Licensing Officer & Head of Licensing
	We will take action to reduce idling of taxis, particularly at the Sheffield Midland Station.	Short-term (under 2 years)	Chief Licensing Officer & Head of Licensing
Freight/delivery	We will continue to support the Eco Stars scheme, which targets commercial vehicle operators (HGV, vans, buses and coaches) to assist and encourage them to reduce their emissions and improve their impact on the wider environment.	Short-term (under 2 years)	Head of Strategic Transport and Infrastructure
	We will adopt a procurement approach that promotes the use of lower emission vehicles across our Sheffield City Council fleet.	Short-term (under 2 years)	Head of Strategic Transport and Infrastructure
	We will work with other public sector organisations in the city, including the universities and NHS, to improve fleets to reduce emissions.	Short-term (under 2 years)	Head of Strategic Transport and Infrastructure
	We will support the University of Sheffield in their funding bid for a Hydrogen-fuelled last-mile delivery system	Short-term (under 2 years)	Head of Strategic Transport and Infrastructure
Improving Cars	We will use the Air Aware Campaign to help people to choose lower emission vehicles.	Short-term (under 2 years)	Head of Strategic Transport and Infrastructure
	We will lobby Government to provide effective support for people to move to lower emission vehicles.	Short-term (under 2 years)	Head of Strategic Transport and Infrastructure
	We will consider, as part of our Feasibility Study and Clean Air Strategy consultation, the support available to people on lower incomes to change to lower emission vehicles, particularly where their job or responsibilities require frequent use e.g. carers.	Short-term (under 2 years)	Head of Strategic Transport and Infrastructure
Anti-idling	We will roll out Anti-Idling Zones around schools and other sensitive locations.	Short-term (under 2 years)	Director of Public Health / Head of Strategic Transport and Infrastructure
	We will take a strong, campaign-led approach to educating people about the benefit of switching off their engines, and other aspects of air quality, using the Air Aware Campaign.	Short-term (under 2 years)	Director of Public Health / Head of Strategic Transport and Infrastructure

	Action	Timescale	Lead
	We will reinforce Anti-Idling Zones through appropriate enforcement action and use the proceeds from enforcement to support our broader transport vision.	Short-term (under 2 years)	Director of Public Health / Head of Strategic Transport and Infrastructure
Railways	We will continue to actively, assertively and consistently lobby government to reverse its decision to abandon plans to electrify the Midland Mainline.	Short to Medium-term (under 5 years)	Head of Strategic Transport and Infrastructure
	We will continue to apply pressure to the government to ensure the Sheffield Midland Station is appropriately upgraded in a way that improves air quality.	Short to Medium-term (under 5 years)	Head of Strategic Transport and Infrastructure
Industry	We will continue to work with industry and businesses in Sheffield to help them make the most of technological improvements to reduce emissions and to ensure that they meet their legal obligations.	Ongoing	Head of Environmental Regulation
Domestic Sources	We will work with city partners to better understand the scale of domestic air pollution, in particular that created by wood-burning stoves.	Short-term (under 2 years)	Head of Environmental Regulation/Head of Strategic Transport and Infrastructure
	We will raise awareness of the importance of using authorised 'smokeless' fuel in stoves.	Short-term (under 2 years)	Head of Environmental Regulation/Head of Strategic Transport and Infrastructure
	Where we have evidence that non-approved appliances are being used and/or unauthorised fuels are being burnt we will use the full range of enforcement powers available to achieve regulatory compliance.	Ongoing	Head of Environmental Regulation
Motorways	We will continue to work with Highways England to deliver solutions to M1 emissions, which might include installing protective screens to help keep motorway emissions away from residential areas, extending the times that a reduced speed limit operates and other options.	Short to Medium-term (under 5 years)	Head of Strategic Transport and Infrastructure
Designing a Clean Air City	We will build the ambition of clean air into our approaches to transport, economy, housing, planning and health and wellbeing.	Short to Medium-term (under 5 years)	All

	Action	Timescale	Lead
	When we use our planning powers to assess proposed developments we will ensure that air quality impacts are fully considered and that opportunities to improve air quality are secured according to current best practice guidance ⁴⁰ . Planning applications will also need to consider the cumulative effects of other existing and planned development where appropriate.	Short-term (under 2 years)	Chief Planning Officer
	We will continue to assess and mitigate emissions from construction sites by using current best practice guidance.	Short-term (under 2 years)	Chief Planning
Trees and Green Screens	We will consider using green screens to help protect sensitive locations such as schools from the impacts of air pollution.	Short-term (under 2 years)	Head of Strategic Transport and Infrastructure
Better understanding the data and fostering innovation	We will work with city partners such as the University of Sheffield and Sheffield Hallam University to make the most of the expertise in the city to tackle air pollution.	Short-term (under 2 years)	Head of Strategic Transport and Infrastructure
Education / Awareness Raising	We will use a strong campaign-led approach in the city through the Air Aware campaign to raise awareness of the importance of air quality and help people make decisions to choose less polluting vehicles and to make more journeys via public transport and active travel.	Short-term (under 2 years)	Head of Strategic Transport and Infrastructure
	We will commission a Clean Air Community Champion Scheme where volunteers can pledge to make simple changes that will make Sheffield's air cleaner and help the people in their community to do the same.	Short-term (under 2 years)	Head of Strategic Transport and Infrastructure
20mph Speed Limits	We will establish a 20mph speed limit across the city centre. We will continue to implement our 20mph Speed Limit Programme across the city.	Short-term (under 2 years)	Head of Strategic Transport and Infrastructure
Promote cycling	As part of the Transport Strategy, we will set out a clear delivery plan to encourage further uptake of cycling and walking across the city. The focus will be on route development, improving the environment and making electric bikes more accessible to reduce the barriers to cycling.	Short-term (under 2 years)	Head of Strategic Transport and Infrastructure

⁴⁰ Institute of Air Quality Management/Environmental Protection UK guidance for air quality assessment.

	Action	Timescale	Lead
	We will continue to make improvements to the cycle networks that will focus on providing safe cycle routes based on international best practice. These will be focused on areas where evidence indicates that people are more likely to switch to cycling for shorter journeys, and will be supported by more cycle parking.	Short to Medium-term (under 5 years)	Head of Strategic Transport and Infrastructure
	We will support the introduction of the first dockless bike scheme to Sheffield to make it easier for people to choose cycling to get around.	December 2017	Head of Strategic Transport and Infrastructure
	We will run adult cycle training and free bike loans (including electric bikes) to improve access to cycles.	Short-term (under 2 years)	Head of Strategic Transport and Infrastructure
	We will continue to work with the British Cycling Partnership to run guided rides, city rides and local pop-up rides and we will develop a number of cycling hubs to support these activities.	Short-term (under 2 years)	Head of Strategic Transport and Infrastructure
Parking	We will develop a new parking strategy, which will reflect our aims to manage parking demand and incentivise lower emission forms of travel.	Short-term (under 2 years)	Transport, Traffic & Parking Services Business Manager / Head of Strategic Transport and Infrastructure
Supertram	We will secure the maintenance and refurbishment of the existing Supertram system over the next year.	Short-term (under 2 years)	Head of Strategic Transport and Infrastructure
	We will explore the longer-term feasibility of extending the network.	Short to Medium-term (under 5 years)	Head of Strategic Transport and Infrastructure
	We will work with South Yorkshire Passenger Transport Executive to support the new Tram Train pilot between Sheffield and Rotherham due to start running in 2018 as a low emission alternative to car travel.	Short-term (under 2 years)	Head of Strategic Transport and Infrastructure
City leadership	We will work with key public and private organisations in the city, including businesses, the universities and NHS, to establish citywide clean air solutions and partnerships. This will align with other partnerships in the city.	Short-term (under 2 years)	Head of Strategic Transport and Infrastructure

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

Tel: 2735502

Report of: *Edward Highfield, Executive Director, City Growth*

Report to: *Cabinet*

Date of Decision: *13 December 2017*

Subject: *Sheffield Transport Vision*

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

Purpose of Report:

The report describes progress on the development of a new Transport Strategy for Sheffield that seeks to improve the quality of life, environment and range of opportunities for the people and businesses of the city. It seeks approval to the initial Transport Vision document (attached) as a basis for initial public consultation.

Recommendations:

Members endorse the draft Sheffield Transport Vision as a basis for commencing public consultation in the New Year 2018; this then to guide the development of the full Transport Strategy.

Background Papers: see appended 'Transport Vision' document

Lead Officer to complete:-	
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.
	Finance: <i>Gaynor Saxton</i>
	Legal: <i>Richard Cannon</i>
	Equalities: <i>Annemarie Johnston</i>
	<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>
2	EMT member who approved submission: <i>Lorraine Manley, Executive Director, Place</i>
3	Cabinet Member consulted: <i>Councillor Jack Scott</i>
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Decision Maker by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.
	Lead Officer Name: <i>Dick Proctor</i>
	Job Title: <i>Transport Planning Manager, Transport Traffic & Parking Services</i>
	Date: <i>04/12/17</i>

1. PROPOSAL

- 1.1 This report describes our emerging Transport Vision for Sheffield, recognising the need to move people and goods in the most sustainable and inclusive way, minimising negative impacts of transport and improving the user experience.
- 1.2 New investment in housing and jobs, alongside a projected increase in journeys to and from other city regions, will have major implications for Sheffield's transport system. Without a change in our approach these opportunities will be constrained by a lack of transport capacity and poor connectivity. Doing nothing is not an option because journeys will gradually get harder, making the city unattractive, unhealthy and potentially unsafe, as well as raising social and environmental issues, which could in turn be a barrier to further growth. A joined up strategic approach to transport can address these constraints and help to unlock sustainable and inclusive growth.
- 1.3 A new Transport Strategy is therefore to be developed for the city to provide an integrated transport network and the policy support that meets the future demands of Sheffield. The first part of this work, now reported to Cabinet, features the production of a Transport Vision. This work reviews the issues and trends likely to be faced between now and 2034, and begins to illustrate the sorts of actions we may need to take. Central to this is an acceptance that change is needed in how these challenges are addressed.
- 1.4 Subject to Cabinet approval, public consultation will then enable a conversation to take place on these overall approaches to better managing transport across Sheffield. The results of this will be reported back to Cabinet, outlining a draft Transport Strategy for further development and consultation in early Summer 2018, prior to adoption of the full Strategy and the launch of a long term delivery programme of interventions with short term "quick wins".
- 1.5 The Strategy will be principally focused on helping Sheffield become the kind of city we want to be, ensuring that the transport system supports inclusive economic growth, and the additional journeys associated with planned employment and housing growth, whilst also ensuring health and environmental sustainability – in particular reducing air pollution well below European health-based limit values. The new Transport Strategy will therefore align closely with the city's emerging Clean Air Strategy over the next 6-9 months.
- 1.6 In addition, the Sheffield City Region is in the process of refreshing its own transport strategy, with a parallel document likely to be published soon by Transport for the North. It is therefore doubly timely to ensure alignment between local and broader strategic transport needs as Sheffield gears up for the arrival of High Speed Rail in 2034.

- 1.7 Improving transport across Sheffield is therefore central to enabling growth whilst protecting the environment of the city and the health, opportunities and well-being of its citizens. A good choice of travel options is a fundamental component of what makes a prosperous and liveable city, and a step change is needed to deliver the infrastructure that will permit growth on this scale, whilst allowing all Sheffield residents to benefit.
- 1.8 The Strategy will be also designed around recognising the distinctiveness of Sheffield, the urban nature of the city, its large hinterland in the Peak District National Park, the protection afforded by the Green Belt to the West and South of the city, and the challenges that arise from its topography and concentration into river valleys.

2. HOW DOES THIS DECISION CONTRIBUTE ?

2.1 The proposed Vision has three clear aims and objectives:

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

2.2 Sheffield is a diverse city, both in terms of its people and places. The availability and cost of transport can often be a constraint to residents. The Transport Vision seeks to be inclusive to all sections of the community, including those who come to work and stay in the city from elsewhere .It seeks to connect people to opportunities and to each other, in order for them to become more successful and enjoy a good quality of life.

2.3 The Vision and subsequent Strategy are intended to inform the development and provision of strategic infrastructure which will lead to a better connected transport network, improved road safety and improve access to work.

2.4 Better transport connectivity and improved management of traffic on the highway network helps improve access from growing neighbourhoods to jobs, education and training as well as improving conditions for business.

3. HAS THERE BEEN ANY CONSULTATION?

- 3.1 Informal conversations around the Vision have taken place internally, to 'sense-check' alignment with the Council's aspirations for cleaner air, for economic growth, a healthy community and the development of the new Sheffield Local Plan. Externally, initial briefings have subsequently been held with key stakeholders such as the Sheffield Chamber of Commerce and Industry Transport Forum. To date, there has been general support for the principles outlined.
- 3.2 Subject to Members' support, the intention is to commence outline public consultation on the Transport Vision in the New Year. This will assist the options development process prior to reporting back to Cabinet. A further consultation exercise is envisaged once the full Transport Strategy has been refined to the point of enabling a short and longer-term programme of interventions to be developed.

4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

Equality of Opportunity Implications

- 4.1 One of the aims of the emerging Transport Strategy will be to facilitate increasing access and opportunities for everyone, particularly those most disadvantaged. By providing interventions that reduce barriers, transport will play a key role in providing better access to jobs, training, education, health care and leisure activities for all. One aim of changing our travel culture is that people will be able to go about their daily lives without necessarily needing to use a car.
- 4.2 An Equality Impact Assessment has not been undertaken at this early Vision stage, but will be undertaken for the full Transport Strategy, and in preparation for subsequent decisions on new initiatives and projects arising from the Strategy. These will show if there are any impacts on specific communities and how the Council has consulted and how it will mitigate these impacts where possible.

Financial and Commercial Implications

- 4.3 This report is not seeking approval for spend. The subsequent Transport Strategy will be a 20 year Plan covering the period 2018-2038 (TBC) with clear priorities for delivery, which will influence future transport spending, in alignment with a refreshed City Region transport strategy also due in December 2017. The Sheffield Transport Vision takes a long-term view which is deliberately aspirational and some of the probable initiatives arising will not be within the gift of the Council, for example decisions on Transport for the North and High Speed Rail. The main source of funding for immediate actions is likely to be the Local Transport Plan and other

City Region and central government funding streams, together with potential for other more innovative funding streams. These will need to be the subject of future Cabinet reports.

Legal Implications

- 4.4 In implementing the overall Transport Strategy, the Council will use a range of legal powers. This includes Section 2 of the Local Government Act 2000 which allows principal local authorities in England and Wales to undertake measures likely to promote the economic social and environmental well-being of their area unless explicitly prohibited elsewhere in legislation, and subject to due Planning process. The Local Transport Act 2000 places a duty on local authorities to develop policies which will create safe, integrated and economic transport within Sheffield which meets the needs of persons living or working within the city and the new Transport Strategy will provide that vehicle. The Local Transport Act 2008 includes a range of provisions relating to bus services, updated earlier this year by the Buses Services Act.

Environmental and Sustainability Implications

- 4.5 Our approach to transport aims to help Sheffield to have a better and sustainable environment. The way we move about the city will play a significant role in reducing congestion, by reducing the amount of CO₂ produced by the city and reducing the negative impact of traffic on people in their neighbourhoods. The full Transport Strategy will be shaped to closely align with the Clean Air strategy.

Tackling Health Inequalities Implications

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

5. ALTERNATIVE OPTIONS CONSIDERED

- 5.1 One alternative would be not to have a long-term transport strategy. This option would however diminish Sheffield City Council's influence on transport in the city, and weaken the support a transport strategy could provide towards the local economy
- 5.2 Other alternatives could place more emphasis on individual modes of transport. This would increase travel benefits for some but diminish benefits for others, and hence work against the Council's overall desire

for fairness, and the strategy for increasing opportunities for everyone. Issues of accessibility, congestion and air quality would be less likely to be addressed. The approach adopted is felt to offer a balanced strategy benefitting the whole community.

6. REASONS FOR RECOMMENDATIONS

- 6.1 Cabinet is asked to approve the draft Sheffield Transport Vision now appended, in order to allow public consultation to take place on the broad issues and challenges we face over the next 20 years. The results of that consultation will then be fed back to Cabinet, and the Vision refined prior to further development work on a full Transport Strategy and draft delivery programme of interventions.
- 6.2 This process will enable the Council to adopt a clear strategic approach to transport for the next 20 years. The Transport Vision, and later emerging Transport Strategy, will also support the local economy, the developing Sheffield Local Plan, and help influence and inform the refresh of the Sheffield City-Region Transport Strategy

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TRANSPORT vision

Connecting people in
Sheffield and beyond

Sheffield





Foreword

Without action, journeys will get harder



Councillor Jack Scott
Cabinet Member for Transport and Sustainability

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I am pleased to present our Sheffield Transport Vision. This is the first of two stages to present and consult on the way forward to connect people to places and the things they do in and around Sheffield. We aim to complete these two stages early in 2018 with the publication of the full Sheffield Transport Strategy.

We have a number of challenges to solve if we are to improve the quality of life, environment and range of opportunities for the people and businesses of Sheffield, and those who visit our city. We need to improve our economy and the range of opportunities for our residents whilst providing enough housing for the future. Even with better use of technology for communication, people and goods will still need to move around. It is important this movement is accommodated in the most sustainable and inclusive way, minimising any negative impacts and improving the user experience.

New investment is starting to reshape our city. Without a change in our approach these opportunities will be constrained by a lack of transport capacity and poor connectivity. Doing nothing is not an option. Without action, journeys will get harder, making the city

unattractive, unhealthy and potentially unsafe. People will be disadvantaged and their opportunities reduced.

We need to provide the ability for people to change their travel habits, engaging with them in a personal and meaningful way. This must be supported by easier and more flexible payment methods and a range of options depending on journey purposes, time of day and personal choice. This will also have to be accompanied by a different approach to managing demand in some areas, including the allocation and charging of road space and parking. Capacity will be increased, but to move more people and goods efficiently, not simply more vehicles.

We need to maximise the positive and reduce the negative impacts on people to facilitate inclusive growth in a fair city. We have to understand the impact that transport has on lifestyles, sometimes negative, from noise, air pollution and climate change, but often very positive in the way it opens up access to jobs, employment and health opportunities. We need to plan for, and be agile to, the changes that future technology may bring, even if we are not currently certain of what these might be.

Our vision for transport in Sheffield is shown below. The way we propose to deliver this vision is shown on the following pages and will be articulated in greater detail in the full Sheffield Transport Strategy. I look forward to working with you to deliver this Vision and the critical role transport plays in creating a safer, cleaner, and better quality of life in Sheffield over the coming years.

OUR TRANSPORT VISION FOR THE CITY OF SHEFFIELD

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

Reliable and clean journeys for everyone in a flourishing Sheffield.

What does this document do?

This document is the first stage of the Sheffield Transport Strategy - our Transport Vision. It looks forward over the period to 2034 to understand what issues the city may face when considering the challenges of sustainable and inclusive growth. It will define the broad actions

we will take to minimise the negative impacts of growth and to maximise the opportunities. It also sets out what we may need to do differently to realise our ambitions and how we will respond to changes in technology. Consultation will allow feedback to inform the development of the Sheffield Transport Vision before it is finally adopted.

Following this Vision, the full Sheffield Transport Strategy will explore the issues in more detail to set out how our broad actions will be more clearly defined and implemented in each area of the city. This will lead to an aspirational but deliverable plan of action, starting immediately, including how this will be funded.



The Transport Vision in Context

Sheffield plays a leading role in the wider Sheffield City Region (SCR) and Northern Powerhouse. As such, it is important we draw from, and influence, wider evidence and policy.

At a local level, the city is developing a clearly defined plan of action to set out economic, housing and land use plans to meet our aspirations over the coming decades.

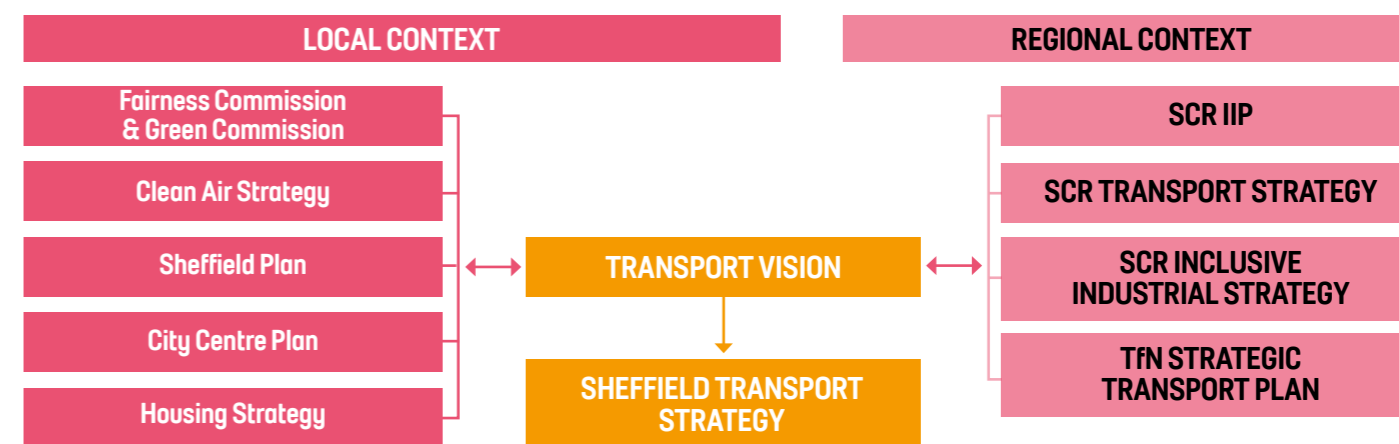
Our plans provide a powerful impetus to ensure that transport and connectivity can support wider objectives.

The SCR and Transport for the North also have an extensive evidence base which has informed their own infrastructure and investment plans. We will draw from their evidence and consultation feedback for the SCR Transport Strategy which will be developing in parallel and will present a clear plan for city region and wider transport connectivity.

Pan Northern alignment is important because of the scale of investment needed for some of our more significant plans including High Speed Rail and Trans Pennine connectivity. We will align with those plans to ensure Sheffield remains

a competitive city and we maximise the opportunities this alignment can offer.

We support the Northern Powerhouse concept which seeks to increase the critical mass of northern cities, with better connectivity being vital to increasing economic "agglomeration" (accumulated and connected) benefits. The Northern Powerhouse Independent Economic Review spells out the North's opportunity for growth on a mass scale (850,000 new jobs by 2050).



WE ARE SHEFFIELD

Why do we need to change?

Sustainable modes (cycling, walking and public transport) should be seen as the first options for travel

Sheffield is already changing - the city's economy is getting stronger with new development including, for example, in the city centre and Advanced Manufacturing Innovation District. We have had some significant investment announcements including Boeing, McLaren, a city centre High Speed Rail station, and we know that many other businesses and investors are thinking about moving to Sheffield.

Despite these positive messages, the economic growth we have seen in Sheffield has not resulted in a less polluted and more equal city. More people are employed and skill levels are rising, but too many people are still missing out on employment and other opportunities. **We need to find a way of evolving as a city whilst improving the environment and quality of life for our citizens. Transport has a key role in enabling this, but it is people that will make it happen.**

We need to achieve the right mix of transport options, or issues including traffic congestion, air pollution, a lack of opportunity and businesses that become inefficient will only be exacerbated. On a wider scale, transport can have a detrimental impact on longer term climate change. Without action, and a change in approach, these problems are only going to become worse and investors may no longer look to Sheffield. **With wise investment, we can unlock a far greater potential improving the quality of life for our residents and visitors alike.**

Doing nothing is not an option. We already have a number of issues to face. Capacity on the motorway network and junctions with the local network exceed their design capacity, leading to Highways England raising objections where they have concerns about developments impacting on the motorway network. In addition, Sheffield is in breach of EU Air Quality Limit Values and a key contributor is road traffic.

AS ACTIVITY ACROSS THE CITY CENTRE INCREASES, FURTHER PROBLEMS WOULD BE EXPERIENCED QUITE QUICKLY. FOR EXAMPLE, AS SOON AS 2024:

ONE THIRD LONGER TRIPS

RESULTING IN FEWER PEOPLE TALKING THE BUS AND POTENTIALLY A CUT TO SERVICES (A CIRCLE OF DECLINE)

BUS SERVICES REDUCTION?

MANY AREAS OF THE CITY COULD BECOME UNPLEASANT TO LIVE, WORK OR PLAY IN AS A RESULT OF CONGESTION AND POOR AIR QUALITY. THE COST OF MOVING GOODS AROUND THE CITY WOULD INCREASE.

TRAVELLING ON THE INNER RING ROAD IN PEAK HOURS MAY TAKE 20% LONGER

MOST JUNCTIONS ON THE INNER RING ROAD, AND OUTSIDE THE RING ROAD, WOULD BE OVERWHELMED BY TRAFFIC, MAKING GRIDLOCK EVENTS ALMOST ROUTINE AND VARIABILITY MUCH GREATER. THE WORKING DAY FOR MANY PEOPLE WOULD BE EXTENDED AS A RESULT OF LONGER COMMUTING TIMES.

What do we want to achieve for Sheffield?

Our Fairness and Green Commissions have laid a framework for the kind of city we want to be. They provide context and perspective from the City Council about the future of the city, our values, our assets and opportunities. The decisions we will make over the coming years will be grounded in our political values in order to create a city that is economically productive, socially inclusive and sustainable. Supporting this, a number

of other key documents form our Evidence Base, providing the case for change, and indicating which transport interventions are likely to provide the greatest impact and the best return on our investment in order to achieve success.

For there to be 'transport for all' we need an integrated, affordable and high quality public transport system that provides good access for young people, and a reduction in the isolation experienced by people who are unable to use public transport.

- MORE NEW, GROWING AND PRODUCTIVE BUSINESSES**
- MORE AND BETTER QUALITY JOBS**
- MORE SHEFFIELD RESIDENTS EARNING MORE WITH THE EDUCATION, SKILLS AND HEALTH TO GET ON**
- A HOUSING MARKET THAT PROVIDES QUALITY, CHOICE AND AFFORDABILITY ACROSS THE CITY**
- PHYSICAL, DIGITAL AND ENVIRONMENTAL INFRASTRUCTURE TO DRIVE GROWTH AND JOBS**
- A CITY CENTRE THAT IS THE BUSINESS AND CULTURAL CENTRE FOR THE URBAN AREA**

Sustainable modes (cycling, walking and public transport) should be seen as the first option for travel.

Looking at a wider perspective, rebalancing Britain's economy away from London and south east England is one of the main challenges facing the UK - hence Transport for the North's (TfN) aim to improve rail journey times, not just with the capital but also with other northern England cities. Northern Powerhouse Rail (NPR) seeks to deliver 30 minute journey times from Sheffield city centre to Leeds and Manchester city centres, and to Manchester International Airport. The NPR network also includes Liverpool, Hull and Newcastle.

Freight and distribution is important to an intensified urban centre and retail offer. Without efficient freight movement, business in the city will suffer. There will be a need to minimise the impact of local deliveries and consolidation will become more important at a business and personal level.

Also important will be improving connections and reducing journey times to Doncaster Sheffield Airport. Journeys to Liverpool and Hull for sea



It is important that our plans include all sections of the community

We want to enable 25,000 new jobs over the next twenty years

A 'connected city' has excellent digital and physical connectivity, with safe, efficient and sustainable transport

to Ireland and continental Europe are also significant as part of a wider trans-northern England network. Existing journey patterns within the Sheffield City Region will continue to be of importance. As a gateway between the North of England and the East Midlands, connectivity between Sheffield, Nottingham, Derby and Lincoln will remain critical.

Sheffield People

Sheffield is a major and growing city. It has a population of around 570,000 people, an increase of 8% since 2005, which is projected to reach 633,200 by 2037; growth of a further 11%. The demographics of the population are changing too. For example, projections suggest a 45% increase in population over the age of 65 by 2037, which in itself may lead to new travel behaviours and needs. We have a large student population of around 50,000 and their needs and expectations must be balanced against those of longer term residents.

Sheffield is very diverse, both in terms of its people and places. From the parks of Norton to the industry of Brightside, from the housing estates in Southey Green to the villages of Bradfield, from the leisure facilities at Meadowhall to the job opportunities at Sheffield Business Park. It is important that our plans include all sections of the community, including those who come to work and stay in our city from elsewhere. It is also important that we connect people to opportunities, and to each other, in order for them to become more successful and to have a good quality of life. The availability and cost of transport can often be a constraint, reducing the potential contribution that people can make in a city. A full Equality Impact Assessment will be carried out on our Transport Strategy as it develops, to ensure our fairness objectives are achieved.

Sheffield Places and Communities

We are developing our Local Plan (the Sheffield Plan), identifying key challenges and opportunities which the city faces up to 2034. We want to enable 2,500 new jobs per year to be created over the

next 20 years. Sheffield needs around 2,150 new homes per year to support forecast population growth and realise this increased economic activity. The Sheffield Plan will establish the planning framework to stimulate and shape the city's evolution, adding development capacity with transport policies that support this.

The draft Sheffield Plan vision is that **'In 2034 the city will have thriving neighbourhoods and communities, be globally successful, with a distinct urban and rural identity underpinned by a strong and sustainable economy'**. One of the aims in support of this vision is for a 'connected city' which has excellent digital and physical connectivity, with safe, efficient and sustainable transport.

The nature of development in Sheffield will be distinct from other districts. The city has a built-up urban area, framed by the large area which falls within the Green Belt or Peak District National Park. This will influence, and in some areas even constrain, opportunities for expansion. To achieve the levels of growth required by our economy a different approach will be required to

maximise the opportunities the city can offer. For example, the city centre population has increased from less than 3,000 to 27,000 in the last two decades. This urban intensification changes the nature of demand for travel considerably (and the modes or types of travel used), often in a positive way.

The recent Government confirmation that High Speed Rail will serve the city centre (at the existing Sheffield Station) opens up possibilities for associated development, particularly in the city centre, driving wider jobs growth and higher employment density. **We must maximise access to the city centre and Rail Station from all areas of the city with an efficient and effective transport network**, which in turn will enable connectivity to markets and suppliers and improve direct fast connectivity to London.

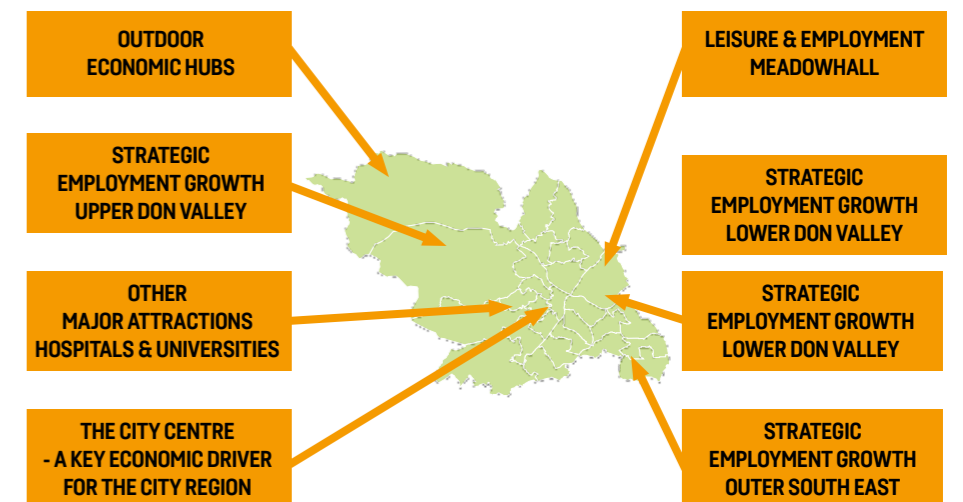
Sheffield's distinctive setting and expansive green spaces combine with its cultural and leisure offer to make it a magnet for tourism. International students and visitor numbers are vital to this expanding market. Getting transport right is important to ensure the city is accessible and well connected,

and helps make Sheffield a vibrant and attractive destination. It is also vital for attracting investment, and supporting and growing the city's retail, leisure and cultural offer.

Activity in and around Sheffield

Sheffield is a key driver of the City Region economy. There is significant

travel into the city from across the city region, for work, for study (particularly the universities), for health (hospitals) and for leisure. Around 60,000 people already commute into Sheffield on a daily basis for work, with more than one third of these from neighbouring Rotherham. Key destinations and areas expected for further growth are shown on the map below:



75% JOURNEY TO WORK TRIPS WITHIN SHEFFIELD DISTRICT

SHEFFIELD NET IMPORTER OF JOBS

Cars take up more space on the road per person than public transport and cycles

A healthy population will have a greater level of participation and productivity

Currently, 28% of all trips to work with a destination in Sheffield come from outside the district; and 22% of all trips to work starting in Sheffield go outside the district. This suggests that although about 75% of journey to work trips are within the Sheffield District, inward and outward commuting is significant and Sheffield is a net importer of jobs.

An increase in the number of jobs and houses will increase the demand for travel and movement particularly for those key locations shown on the

map on the previous page. In addition, the impact of City Region and Northern Powerhouse interactions is likely to lead to greater movement between areas as travel barriers are reduced.

Cars take up more space on the road per person than public transport, which will lead to increased congestion, more delays and greater travel costs if we leave the transport network as it is. Traffic growth figures are predicated on the car and its ownership patterns being the case. As shared and autonomous

vehicles start to become more likely, and the pattern of freight and logistics activity evolves, we must remain agile to the changes this will bring, and the different solutions that may be necessary.

There will of course be other 'day to day' activities we will continue to deliver - such as maintaining and improving the transport network through specific partnership initiatives, our winter maintenance regime and planning for major events to minimise any negative impacts of additional traffic.

of physical activity, and environmental threats such as pollution from traffic. **Reduced traffic concentrations and lower or zero emission vehicles (at the point of use) would improve Sheffield's air quality. Increased access to opportunities through better transport connectivity would also improve the prospects of those who are most deprived.**

Aside from the starkness of these statistics, the report reminds us that there is also a considerable economic consequence of premature deaths and preventable physical and mental illness. This extends further than the pure cost of treatment and care, such as the costs associated with loss of productivity. A healthy population will have a greater level of participation and productivity.

One of the challenges we face therefore, is to find ways of capturing the health benefits gained from investment in transport schemes as well as economic outcomes. For example, increased walking and cycling would support healthier lifestyles. Public transport trips include a walk at either end. Easy access to services can help reduce anxiety,

promote attendance at appointments and improve wellbeing.

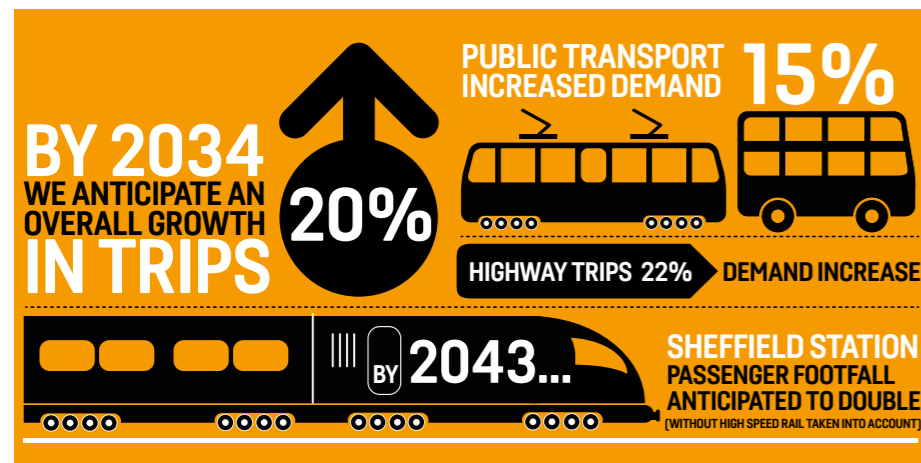
Sheffield has been identified by the Government in its newly-released UK Air Quality Plan as an area in exceedance for Nitrogen Dioxide (NO2) gas. This means **we will need to tackle vehicle emissions in order to become compliant with the European health based limits for this air pollutant in the 'shortest possible time'.**

At this time, the Government is not prescribing the way in which we must reduce vehicle emissions. The type of measures that we may have to introduce in Sheffield, in order to improve air quality in the 'shortest possible time', will need to be considered through a Local Feasibility Study, funded by the Government.

In March this year, the Council approved its Growing Sustainably report. This committed the Council to develop a gap analysis for each of the proposed five priority themes, one of which was Air Quality, in order to identify Sheffield's strengths and opportunities for the city which would then form a detailed action plan.

Air Quality issues are so important that we are currently developing a separate Sheffield Clean Air Strategy (CAS) which will acknowledge the National Air Quality Plan and reference the recommendations from the DEFRA funded 2013 Sheffield Low Emission Zone Feasibility Study. This indicated that in the short term, diesel vehicles and in particular Buses, Taxis and Goods Vehicles need to be retrofitted or replaced to achieve a minimum of Euro VI standard, and in the longer term we need a shift away from diesel fuel to alternative low emission fuels such as electric, gas / biogas or hydrogen.

Our **Clean Air Strategy** will be directly aligned with work on the Transport Strategy. Once the Sheffield Clean Air Strategy is endorsed we will then be seeking to update our Air Quality Action Plan (AQAP) to reflect this.



A Healthy and Inclusive Sheffield

It is important that people in Sheffield who live longer should also remain physically and mentally healthy for longer. Recent reports by the Director of Public Health explain that currently in Sheffield unfortunately this is not the case.

There remains a significant difference between the health of people living in the most and least deprived communities. Furthermore, estimates state that around 20% of deaths per year in Sheffield could be prevented, with direct causes including factors such as obesity, lack



Sheffield needs to be future ready

Climate Change

Research by The Centre for Low Carbon Futures, which includes the University of Sheffield, has sought to identify the most effective and efficient way to decarbonise a city. The report highlights opportunities to reduce both energy bills and carbon footprints. The work highlights the potential contribution that transport can make in this respect. There are two main themes; modal shift to reduce the impact of private car travel; and the decarbonisation of existing vehicles through the adoption of alternative methods of propulsion (e.g. hybrid, electric or CNG).

There are benefits beyond the actual cost savings that would be delivered through the adoption of identified measures, including increased local employment, and the obvious benefits of the carbon reduction itself. It is estimated that the cost of investment in transport measures would achieve payback within 6.5 years making sound business sense.

The list of possible measures was extensive, but the best performing measures to reduce carbon emissions included Park & Ride schemes, smarter

travel choices, cycling and demand management as well as investment in more fuel efficient and hybrid vehicles. This research will be integrated into our emerging evidence base and analysed further in the formation of the full Sheffield Transport Strategy.

As well as reducing any negative impact of transport, it will also be important to ensure that we develop our future transport infrastructure to be resilient to climate change. In recognition of scale of the challenge, the Council are developing a Green City Strategy which will identify the priorities to ensure that the city mitigates its impact on the climate as well as how we can increase our resilience and adapt to the expected impacts associated with climate change.

Provision for the Future

Sheffield needs to be future ready. The difficulty with planning for the future is that we can rarely predict with certainty, particularly when looking nearly 20 years ahead. Our approach will be to remain agile to change when planning our investment. Implementation Plans will be fixed in the short term to give certainty

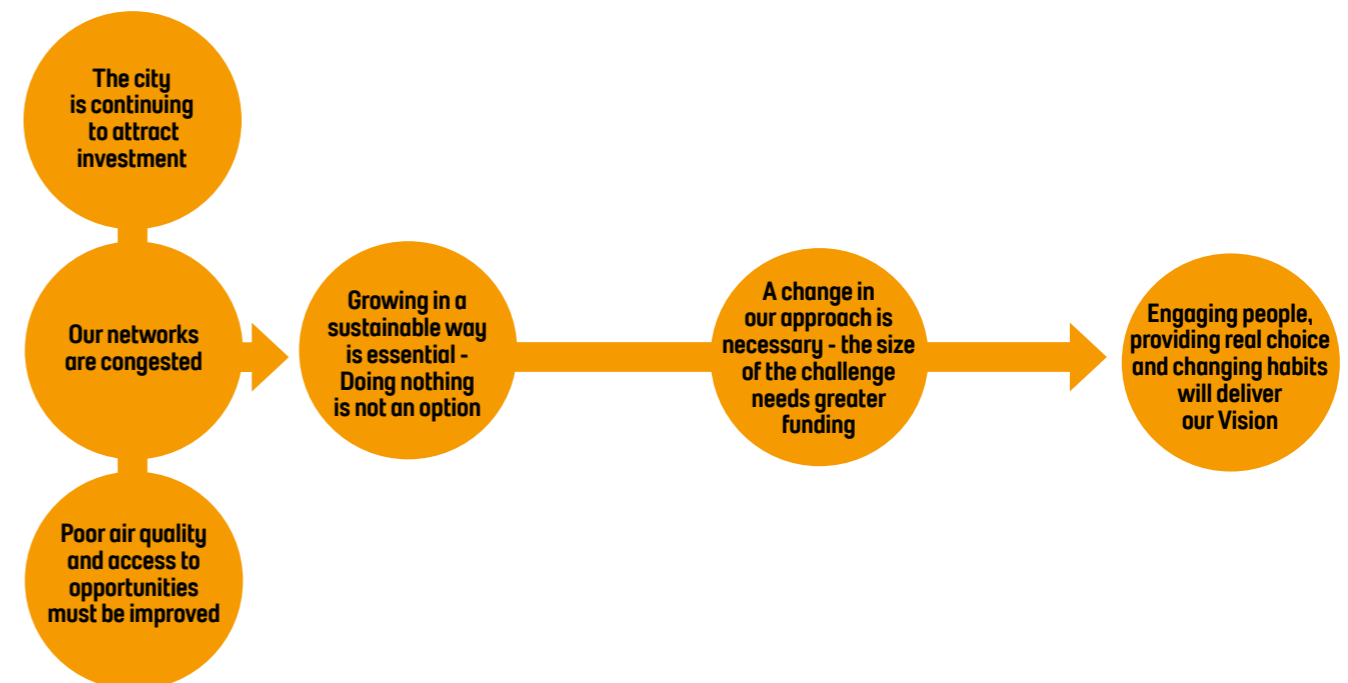
of delivery, but in the medium and longer term we will ensure that the most effective solutions available at the time can be chosen.

The role of digital technology is changing the way people interact, shop, travel and work – and particularly the way they pay for services in a more flexible way. Greater choice is expected, tailored to more personal requirements and we must ensure this is incorporated in our thinking as far as possible. **The way people and businesses consume goods is changing rapidly, including the growth in a 'click and collect' culture, which is changing the way deliveries are made to stores and households on a far more regular basis and with smaller vehicles.**

The potential for autonomous and more 'connected' vehicles will also present a far greater range of challenges and opportunities in the future which cannot be reliably predicted now. Sheffield is open to innovation but on terms that meets the city's outcomes and aspirations.

We must also be mindful of the possible impact of large scale maintenance or

infrastructure projects. The planning and phasing of our programmes will take this into account, in order to avoid conflict between schemes, to minimise the impact of necessary works and to maximise the potential of bringing schemes together if they have complementary outcomes.





Our Aims and Objectives

Improving access to jobs, training and services

Taking the expected trends and evidence into account, alongside the aspirations of the city, a number of clearly defined aims and objectives have been established.

Supporting these Aims, a number of contributory Objectives have also been established which will inform the prioritisation of investment. These will be quantified in the full Sheffield Transport Strategy.

To underpin sustainable growth and a city that is open for business, Sheffield's transport system will deliver the connectivity to support a thriving city:

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

Our Aim is that, by 2034, Sheffield's transport system will

Underpin sustainable economic growth and a city that is open for business

Support and enhance the health, wellbeing and quality of life for its residents and visitors

Be inclusive and open up the city's opportunities to all

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

To support and enhance the health, wellbeing and quality of life for its residents and visitors, our strategy for the transport system will strive to contribute to the creation of residential, civic, leisure and green spaces that are safe, accessible, attractive, healthy and inclusive:

- Improve health, well-being and opportunity for the city's most disadvantaged by providing interventions that improve access to services and opportunities for those sectors of the community.

- Safeguard and create neighbourhoods, streets and places that people enjoy being in and that are conducive to active travel.
- Improve local air quality across the city and reducing the contribution towards, and negative impacts of, climate change.

To be inclusive and open up the city's opportunities to all, our transport system shall live up to the city's aspiration to be the fairest in the UK:

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



Approaches A Significant Change

We cannot simply accept growth in private car trips

Some routes will have greater road space allocated to public transport and cycles

To achieve economic growth in a sustainable way, we will need to change how we enable and manage movement around the city. Some of this will come from reducing the need to travel (for example - through the use of technology to access services, the role of technology in the way transport is provided, or by better location of housing and employment). But the remaining success will have to come from changing how travel is made. We cannot simply accept growth in private car trips as this is unsustainable.

We know new development will produce additional demand for travel. We can meet this demand by engaging people to embrace changes to their travel and:

INCREASE THE USE OF PUBLIC TRANSPORT, CYCLING AND WALKING: A MORE EFFICIENT USE OF ROAD SPACE

REDUCE THE NUMBER OF EXISTING TRIPS: AND

CHANGE HOW WE ACCOMMODATE NECESSARY CAR TRIPS

Transport Network Review

We need networks (services, roads, rail, and paths) that allow people to change their travel habits.

In getting the most out of our transport network, we will have to consider significant changes - a different approach. Currently in many areas we try to fit all road users in the same space (cars, pedestrians, taxis, cyclists, goods vehicles, buses, trams, etc.). This often leads to a network that doesn't provide the most efficient or effective solution.

We will use a range of policies and schemes to create a transport network that has greater network coherence. The strategy will clarify how capacity and efficiency of movement will be improved and how travel behaviours will be influenced. We will decide this using

a range of evidence including known current issues, future traffic flows and vehicle types, the impact of technology, development proposals, design criteria, and business and community needs.

In practice this will mean that certain routes will have greater road space allocated to public transport, some will have more space (or segregated space) for cycles. Key corridors for private car trips will have fewer constraints.

Provisions for pedestrians and cyclists would respond to the level of danger posed by the motorised traffic using the street, so as to provide a city which is accessible by foot and by bicycle. For example, in the city centre plan this could be illustrated by the different approach taken on the Inner Ring Road, Norfolk Street, Pinstone Street and Fargate.



Sustainable Modes

We must provide **better and more effective choice** to enable Sheffield people and visitors to the city to use sustainable modes whenever they can, rather than having to plan or pay for their journey in advance. Different choices will serve different journey purposes, and different solutions will work in different areas of the city.

We will encourage and enable **better integration** so that stages of the journey link well. This includes physical and digital networks through the provision of improved infrastructure and the way the various services link together, but also the virtual networks that exist through information provision and how services are paid for. For example, imagine a shared Mobility Account, where you use your contactless card to pay for whichever service is most appropriate for your journey, knowing that choosing a single fare on public transport or changing modes won't result in paying a premium. This provides real choice at the point of a travel decision.

A key aspect of making travel easier is **helping users to understand the choices** available to them. This can

also help in 'pushing' people towards a certain route choice, mode or method of payment, if it is seen to be their best choice.

We will achieve the changes described above through a number of possible approaches. This includes prioritisation of sustainable modes (public transport, cycling and walking) on roads where large flows of people can be moved by these modes. For example bus services would only stop to pick up and set down passengers, rather than also being held up at traffic signals, speeding up journeys.

We will make better use of technology to maximise available capacity within existing infrastructure, making best use of what we have. Examples of this will include responsive traffic signals to keep traffic moving, wider availability of 'real time' travel information and the use of flexible public transport services when demand is lower.

We continue to work in partnership with SYPTE and operators to make the bus a more attractive choice - delivering improved journey time reliability and bus speeds on our network to encourage people to switch from car to bus.

Should our partnership arrangements with bus operators not deliver on our wider bus service ambitions we will, if necessary, lobby the Sheffield City Region Mayor (to be elected in 2018) to review the way bus services are delivered. This would consider whether other operating models available to the Mayor, including Enhanced Partnerships and Franchising, would lead to better outcomes, including those for Air Quality.

Our Options for changing travel

Road Classifications

- Identification of street hierarchies and types
- Streamlined, clearly defined routes that connect to key destinations, trunk roads and motorways
- Area or corridor based network changes to improve traffic management and increase uptake in sustainable modes
- Specific solutions for the City Centre - supporting the delivery of the City Centre Plan and allowing effective deliveries

Demand Management

- Alternatives such as Park & Ride to reduce car trip distances
- Road space re-allocation to increase capacity and move more people and goods
- Effective management of parking including the possible use of Red Routes and a Workplace Parking Levy
- A high degree of public transport priority to move smoothly through junctions and other pinch points
- Consideration of Road or Area User Charging to influence demand and release funding
- Align demand management methods to deliver benefits for other priorities (e.g. Clean Air Zone & Climate Change)

Future Technology

- More flexible payment methods based on Smart technology (cashless)
- Combined travel payment methods to reduce the penalty of changing mode or service
- Integrated travel and communications applications to increase choice
- Monitor the progression of new vehicle and fuel types to identify their possible contribution
- Consider the infrastructure required for disruptive technologies including autonomous vehicles should these become adopted

Integration

- Better alignment of modes with clearly defined interchange hubs
- Timeables and frequencies that make moving through the network by more than one mode easier - linked to flexible payments
- Core routes that have the most frequent bus and tram services. For those travelling beyond, integration with a network of accessible, high quality feeder bus, taxi and demand response services
- Management of deliveries - including the consideration of consolidation centres or combined procurement
- If necessary, consider other bus operating models available including Enhanced Partnerships and Franchising

Mass Transit (Bus and Tram)

- Secure the existing Tram and Tram Train network, by improving the quality of infrastructure and rolling stock
- Examine key constraints on the network in order to provide additional capacity to allow expansion
- Prepare robust business cases for extensions to the existing network by Tram or Tram Train - Examples may include Waverley, Stocksbridge/Claywheels and Hallamshire/Endcliffe
- Consider use of other mass transit modes (e.g. Bus Rapid Transit) either as an early introduction, or where demand does not justify tram

Rail

- Improvement of rail journey times, particularly on Midland Mainline and Liverpool - Norwich services
- Progression of identified infrastructure schemes including electrification, and Northern Hub Hope Valley
- Planning the future of Sheffield Station to become ready for HS2 and NPR services
- Additional stops on services passing through Dronfield and Dore & Totley Stations
- Frequency uplifts on local rail services and increased capacity at station car parks to promote Park & Ride
- Establish the business case for new local rail stations, including Waverley

Active Travel - Hearts & Minds

- Segregated cycle routes, separated from traffic depending on the speed, volume and type of that traffic
- A dense local network of instinctive routes designed for short trips, including to public transport hubs, schools, other community facilities and workplaces
- Pedestrians will continue to have access across the whole network. We will design our streets to enable people whose mobility may be impaired to travel easily
- Ensure positive messages for young people and at key life decision points helps to promote sustainable travel
- Provide a range of supporting training, education and promotion activity to encourage the use of active modes
- Support the introduction of a dockless cycle hire scheme in the city

Funding

- Explore funding opportunities that can be generated from within the city, such as WPL, providing these fit with our wider policy objectives
- Continue to actively participate in funding opportunities from central government to enable our priorities to be delivered
- Maintain a strong pipeline of schemes through devolved investment funds to ensure our identified schemes are in a state of readiness to allow applications to be made efficiently
- Identify and pursue additional funding opportunities linked to Infrastructure, Housing, Environmental or Social Funds



Conditional Outputs - How we will measure success

We need to be able to ensure that tensions between competing aims can be addressed, to enable projects to be prioritised, and to test the effectiveness of interventions. For this a more defined sense of what we are aiming for is required.

To address this need, we have identified a number of indicators against which we can measure performance. These are 'stretch' targets to aspire to as far as is affordable and cost effective, whilst still being realistic. These support directly or indirectly the wider aspirations for the city as a whole, be it regeneration, supporting economic growth or improving health outcomes.

These indicators are summarised below and will be detailed in the main Transport Strategy:

- By 2034 increase the number of people within 60 minutes of main employment centres by any mode by 10%.

- By 2034 significantly increase the number of people within 30 minutes by public transport of main employment centres.
- Meet and surpass statutory air quality limit values – initially by reducing the maximum measured concentrations of Nitrogen Dioxide (NO₂) at monitored locations to 40 ug/m³ annual mean
- To comply with Climate Change Act requirements (and contribute towards any city-wide carbon emission reduction target - to be defined for transport by other work
- Improve road and personal safety and public perception of these – Reducing the numbers of people killed or seriously injured on Sheffield's roads in line with national trends and improving the Key Benchmark Indicator (KBI) for Safety on Roads from 61% to 66% by 2034.
- To maintain the proportion of movements into and around the city centre made on foot and quadruple the share of movements by bicycle by 2034 from 2016 levels

Our options for changing travel

At this stage, we have identified a number of possible approaches that we believe will have a positive impact on the aims and objectives we have set. This range of policies, initiatives and project types that may be deployed is illustrated on page 16 and it is important to stress that this deployment will be flexible to ensure they are appropriate for each area of the city.



The implementation programme will be an integral part of the full Sheffield Transport Strategy identifying, with the help of public consultation during this stage, where transport investment is most needed in the short, medium and long term to support economic, environmental and equality improvements. It will also identify the estimated costs. The recommended programme of transport infrastructure schemes will use a range of the approaches set out in the options above. The programme will align with other funding horizons, particularly those of the government, but also taking advantage of short term opportunities.

- Short Term - Including 'quick wins', scheme preparation, prioritisation, scheme case making, legacy issues - over the next three years;
- Medium Term - Scheme Delivery, Funding changes, integration with Network Rail and Highways England funding programmes (RIS2 and CP6 to 2024); and
- Longer Term - Significant projects and those with longer lead in (CP7 2024 and beyond).

The programme will identify important transport corridors where significant improvements to transport infrastructure and/or public transport services are required to provide better citywide connectivity to existing and new areas of housing and employment. It will include ambitious yet deliverable plans, set in the context of an area wide network, to achieve the greatest impact against our objectives. For this reason, strict prioritisation will be critical.

Locally generated funding

This programme will be much bigger in scale and cost much more compared to our recent transport infrastructure programmes. Extra funding will need to be identified. We have the opportunity to remake Sheffield's transport infrastructure by creating new capacity and using our existing highways better.

We will continue to explore all existing and future external funding sources. However, the levels of investment required to deliver our ambitious goals mean it will be necessary also to create a further Sheffield specific transport

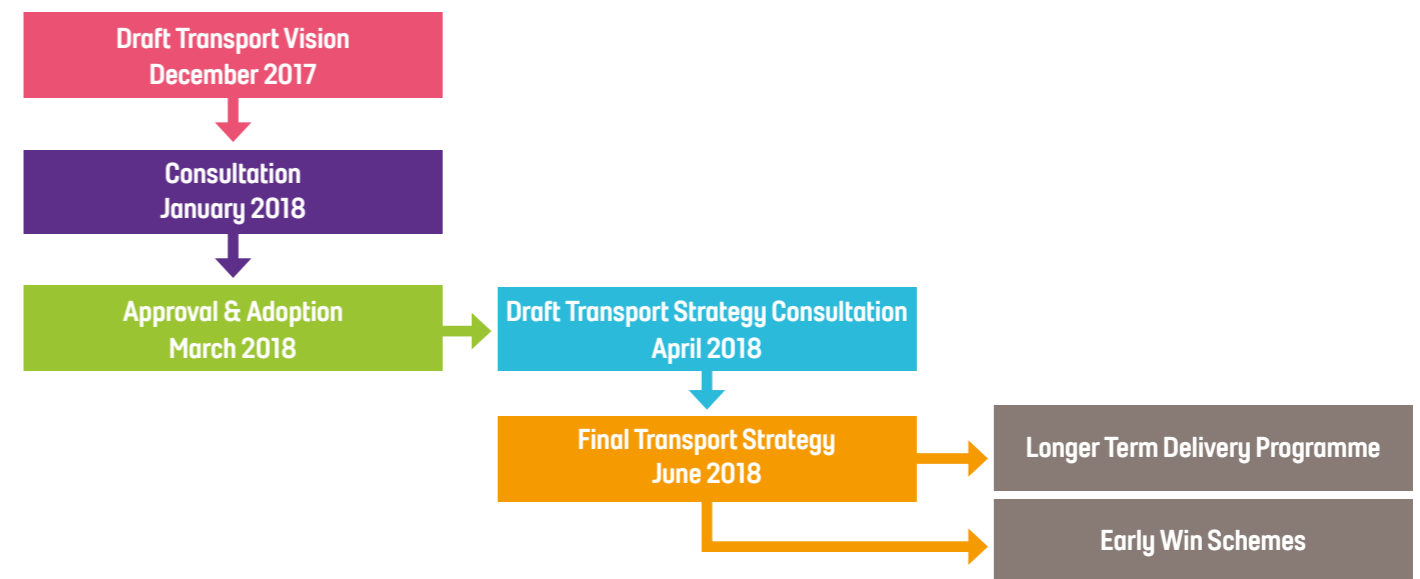
funding stream, generated at a local level.

A range of funding options are to be explored with strategic partners in order to understand the acceptability of measures such as the forms of levies to help address air quality issues and fund improved public transport. Only by matching Government and Sheffield City Region investment with locally sourced funding streams will we have the leverage we need to show Government that we are serious about our economic ambition and the scale of finance required. From this platform we can pursue the additional Government investment likely to be necessary to make real our proposals.

Building support – changing hearts and minds

Public consultation will help us to understand the city's appetite for the scale and type of ambition in the Vision. This will allow us to develop the full Sheffield Transport Strategy that will set out in greater detail what we propose

to change and where. Further public consultation on the Strategy in 2018 will help us develop a short, medium and long term programme (including greater detail of the next 6-9 months) that will ultimately deliver our vision with real engagement and the support of our communities.





Author/Lead Officer of Report: (Dan Green ,
Strategic Housing Policy Officer

Tel: (0114) 2736396

Report of: Executive Director, Place

Report to: Cabinet

Date of Decision: 13 December 2017

Subject: Older People's Independent Living Housing Strategy (OPIL Housing Strategy) 2017-2022

Is this a Key Decision? If Yes, reason Key Decision:- Yes No

- Expenditure and/or savings over £500,000
- Affects 2 or more Wards

Which Cabinet Member Portfolio does this relate to? Neighbourhoods and Community Safety, Health and Social Care

Which Scrutiny and Policy Development Committee does this relate to? *Safer and Stronger Communities, Healthier Communities and Adult Social Care*

Has an Equality Impact Assessment (EIA) been undertaken? Yes No

If YES, what EIA reference number has it been given? 57

Does the report contain confidential or exempt information? Yes No

If YES, give details as to whether the exemption applies to the full report / part of the report and/or appendices and complete below:-

"The (report/appendix) is not for publication because it contains exempt information under Paragraph (insert relevant paragraph number) of Schedule 12A of the Local Government Act 1972 (as amended)."

Purpose of Report:

To present the *Older People's Independent Living (OPIL) Housing Strategy* to Cabinet, setting out how the Council plans to meet the housing needs and aspirations of Sheffield's increasingly diverse and growing older population.

Recommendations:

That Cabinet:

1. Notes the contents of the Older People's Independent Living (OPIL) Housing Strategy 2017– 2022 attached as an appendix to this report and approves it as a statement of the Council's strategic approach to OPIL housing.
2. Approves the Strategy's Delivery Plan.
3. Delegates authority to the Director of Housing and Neighbourhood Services to make amendments to the Delivery Plan on the basis of further development as new opportunities are identified.
4. Notes that the implementation of any of the proposed actions may be subject to further decision making in accordance with the Leader's Scheme of Delegation.

Background Papers:

Appendix 1: Sheffield Older People's Independent Living (OPIL) Housing Strategy 2017 – 2022

Lead Officer to complete:-							
1	<table border="1" style="width: 100%;"> <tr> <td style="width: 40%;">I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.</td> <td>Finance: Karen Jones</td> </tr> <tr> <td></td> <td>Legal: Andrea Simpson</td> </tr> <tr> <td></td> <td>Equalities: Louise Nunn</td> </tr> </table> <p><i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i></p>	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.	Finance: Karen Jones		Legal: Andrea Simpson		Equalities: Louise Nunn
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	Equalities: Louise Nunn						
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Cabinet Member consulted:	Jayne Dunn, Kate McDonald						
4	<p>I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Decision Maker by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.</p> <table border="1" style="width: 100%;"> <tr> <td style="width: 40%;">Lead Officer Name: <i>Dan Green</i></td> <td>Job Title: <i>Strategic Housing Officer</i></td> </tr> </table> <p>Date: 27.11.17</p>	Lead Officer Name: <i>Dan Green</i>	Job Title: <i>Strategic Housing Officer</i>				
Lead Officer Name: <i>Dan Green</i>	Job Title: <i>Strategic Housing Officer</i>						

1. PROPOSAL

- 1.1 The *Sheffield Older People's Independent Living (OPIL) Housing Strategy 2017-2022* sets out a strategic approach for delivering more age-friendly housing and housing-related support that will enable independent living among Sheffield's older households. Its focus is on housing for independent living, including both general needs and specialist housing across all tenures and areas of the city, but does not include residential or nursing care homes.
- 1.2 There is no statutory requirement for the Strategy but a wealth of research¹ has shown the benefits of accessibly designed, age-friendly housing in terms of supporting healthy ageing and the potential savings to health and social-care budgets. For example, in Sheffield the potential annual savings to the NHS of mitigating the fall hazards most likely to affect older people has been estimated at £3.7 million².
- 1.3 Recent modelling by the University of Sheffield estimated a shortfall of 2,430 units of specialist OPIL housing (Sheltered and Extra Care) in Sheffield across all tenures, which is projected to rise to 4,767 units by 2034. Analysis by the Housing Learning and Improvement Network's SHOP@ tool identifies an even greater shortfall in these housing types which represent a 60% shortfall in sheltered housing and 47% shortfall in Extra Care housing. One of the targets for the strategic approach outlined in the Strategy is to help facilitate the annual delivery of 280 specialist OPIL homes by public and private sector partners up to 2034 to meet the shortfall identified by the University of Sheffield's modelling.
- 1.4 The shortfall in specialist OPIL housing is likely to be contributing to Sheffield's current above-average rate of placements to residential care homes.
- 1.5 The delivery of general needs housing built to accessible and adaptable technical design standards is not currently monitored in Sheffield but anecdotal evidence suggest that it is in short supply. The lack of choice forces some older homeowners to continue living in unsuitable properties, which has the additional disadvantage of preventing valuable family-sized housing being freed up and moves being made further down the home moving chain.
- 1.6 Improving the housing offer for older households will help to retain the wealth of these households within the city. Three quarters of Sheffield's households aged 65+ own their own home, with two thirds of these households owning their home outright, providing equity which can be spent in the local economy.
- 1.7 Without a more strategic approach it is unlikely that the current and

1

https://www.housinglin.org.uk/Topics/browse/HousingExtraCare/ExtraCareStrategy/SHOP/SHOP_Practice/DeliveringKeyOutcomes/CareCostEfficiencies/

² *A Quantitative Health Impact Assessment: The cost of private sector housing and prospective housing interventions in Sheffield City Council*, Building Research Establishment (2015)

growing shortfall in OPIL housing will be sufficiently addressed. Uncertainty about the Government's future model for the funding of supported housing (due to be in place in 2020) has discouraged providers from committing to new development in recent years, and there is little development of OPIL schemes currently in the pipeline by private developers or Registered Private Providers of Social Housing for Sheffield.

1.8 The OPIL Housing Strategy has three priority areas, which were identified by a cross-Portfolio steering group:

- Increasing the delivery of OPIL housing
- Improving the choice and access to OPIL housing
- Improving support to help people stay safe and well in their own homes

1.9 The Draft Sheffield (Local) Plan will include a policy on housing for independent and supported living which requires more accessible housing to be delivered by housing developers. It will also encourage the provision of housing with care and support on strategic residential sites. The Strategy and draft planning policies will therefore support each other to help deliver a more age-friendly city.

1.10 The strategy's delivery plan includes several key actions to help deliver each of these priority areas. It is anticipated that the delivery plan will be developed further as new opportunities are identified, including partner-led initiatives.

1.11 Where relevant, projects and other activity included in the delivery plan will have to follow the Council's usual approval routes for executive decisions. The Strategy's delivery plan does not therefore make any specific resource commitments in itself.

1.12 The strategy has a suite of performance measures to allow progress towards achieving the three key priority areas to be measured.

2. HOW DOES THIS DECISION CONTRIBUTE ?

2.1 **An in touch organisation:** The Strategy's objectives are informed by consultation with local people and partners and reflect the changing needs and aspirations of the city's older population. Evidence from the last Strategic Housing Market Assessment confirmed that the majority of older households aged 65+ who were planning to move in the next five years want to move into housing for independent living. The housing types promoted in the Strategy are also informed by participatory research with older residents in Sheffield undertaken by the University of

Sheffield during 2015/16, which looked at how homes and local environment can support people to live active and fulfilling lives as they get older.

- 2.2 **Strong economy:** Three quarters of older households own their homes and a significant number have high levels of savings. Providing a suitable housing offer will help to retain these households and the financial benefits that they bring to the local economy. People aged 65 and over contributed six times more to the UK economy in 2013 through employment, informal caring and volunteering than the money spent on social care by local authorities³.
- 2.3 **Thriving neighbourhoods and communities:** Supporting older households to remain living independently in their own homes supports active ageing and helps them to continue participating in the life of their own communities, through activities such as volunteering, participating in decision-making and playing a role in local democracy.
- 2.4 **Better health and wellbeing:** Living in safe, warm, well-designed housing helps older households to remain healthy and delays the need for domiciliary care and moves to residential care homes. Increasing the supply of suitable, well-designed housing can therefore also help to achieve considerable savings to health and social care budgets⁴.
- 2.5 **Tackling inequalities:** By targeting suitable housing development in those areas of the city which have the greatest shortfalls in older people's housing, such as the North East, South, and South East Housing Market Areas, it will be possible to address some of the spatial inequalities that exist within the city and help to ensure that all older people, regardless of where they live, will be able to access suitable housing. This can be particularly important for the older BME population, for whom proximity to places of worship, shops and family support can be especially important.

3. HAS THERE BEEN ANY CONSULTATION?

- 3.1 The draft strategy and an accompanying online survey were published on Citizen Space and promoted to relevant VCS organisations, Registered Providers and housing developers in February/March 2017. The online survey received 107 responses: 75 respondents agreed with the key priorities identified and 31 agreed with them but felt that there were others that also needed to be addressed. Additional consultation activities were held with the Housing Equalities Group and Arches Housing Association. The main issues identified through the consultation related to current policies for allocating social housing, re-housing support and information, and planning for age-friendly neighbourhoods. Activity to improve these elements is captured in the strategy's delivery plan. Feedback from the online consultation also emphasised the need for more consultation generally with older groups about housing and support services, and an overreliance on online consultation methods.

³ *Age UK Chief Economist's Report*, Age UK (Spring 2014)

⁴ *Financial benefits of investment in specialist housing for vulnerable and older people*, Frontier Economics (2010)

This will inform the research methods used to improve our understanding of topics that we have committed to exploring in the strategy's delivery plan.

4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

4.1 Equality of Opportunity Implications

4.1.1 The strategy will have a positive impact on housing choices for all age groups, as outlined in EIA 57. It will help to provide a greater choice of age-friendly housing for Sheffield's older residents who are capable of independent living. By increasing this choice and helping older households to downsize it will be possible to free up larger housing for families and facilitate moves further down the housing chain.

4.2 Financial and Commercial Implications

4.2.1 There are no direct financial or commercial implications for the Council arising from this report. The implementation of any of the actions set out in the delivery plan may be subject to further decision making in accordance with the Leader's Scheme of Delegation, and the financial and commercial implications will be considered fully at that time.

4.2.2 Delivering the Strategy will potentially help to make savings to health and social care budgets by providing safer home environments, reducing the need for adaptations and reducing residential care home placements. Such savings will be examined in more detail in any future executive reports.

4.3 Legal Implications

4.3.1 There are no legal implications for the Council arising from this report. The implementation of any of the actions set out in the delivery plan may be subject to further decision making in accordance with the Leader's Scheme of Delegation, and the legal implications will be considered fully at that time.

5. ALTERNATIVE OPTIONS CONSIDERED

5.1 The main alternative considered was delivering the Strategy's priorities through a refresh of the Council's current Housing Strategy 2013-23 action plan. This refresh was not progressed however because of an increased focus of resources towards housing growth and the subsequent development of a new Housing Strategy Statement to provide a clear strategic plan for housing as part of the Council's wider Growth Strategy.

5.2 Another alternative was to not develop the Strategy and rely on existing programmes and the market to deliver the general needs and specialist

OPIL housing required. The current lack of planned delivery strongly suggests that this is unlikely to happen in the current economic and housing market context, and current shortfalls are projected to increase in line with Sheffield's growing ageing population in the absence of a more strategic approach being adopted.

6. REASONS FOR RECOMMENDATIONS

- 6.1
- Sheffield's significant shortfall of age-friendly housing, which is greater than in comparable English cities, is testament to the need for a more strategic approach to delivering older people's housing in the city. Without a more strategic, joined-up approach the current shortfall is likely to grow in line with the city's growing older population and with it the costs to health and social care budgets.
 - The Strategy sets out a vision for age-friendly housing and neighbourhoods, and outlines priorities and actions for the Council and its partners to facilitate a more age-friendly housing offer and other support that will facilitate independent living among older age groups.
 - The Strategy provides a framework for monitoring progress in delivering more age-friendly housing and support for independent living among older age-groups.
 - The Strategy is aligned with current corporate priorities and supports the Council's ambition for facilitating an age-friendly city as outlined in the *City for All Ages* framework.

Sheffield
Older People's Independent Living (OPIL)
Housing Strategy 2017-2022



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Foreword

Our population is living longer, bringing benefits and opportunities for Sheffield but also presenting some important challenges. These are discussed in more detail within this strategy.

In *A city for all ages: making Sheffield a great place to grow older* we set out our strategic approach to meeting the challenges of an ageing population, and recognised that how we experience old age is determined largely by factors that occur at earlier stages. Housing is one of these factors and through this strategy we want to ensure that we have appropriate homes which enable healthy ageing and support our population to continue living independently for as long as possible.

Sheffield has a significant deficit in accessible general needs and specialist housing for older age groups, and we know that current planned housing delivery is unlikely to significantly reduce this shortfall. We will aim to aid the delivery of the 280 new specialist homes that are required each year up to 2034 to meet this need. These homes are required for a mix of tenures and we will work with our partners in the private and public sectors to achieve this target. By addressing this deficit we will not only enable independent living but also realise other benefits, including freeing up homes for larger families and reducing the unsustainable amounts of money we already spend on high levels care and support. This includes costs arising from Sheffield's above average level of placements in care homes for both assessed places and self-funders.

New age-friendly housing is therefore a big part of our housing delivery plans but we also need to find ways to ensure existing homes and support can be sustainably maintained and improved in the future. The majority of people of all ages will continue to live in older properties built over fifty years ago and we can therefore expect demand for adapting existing properties and other support to help people live safe and well at home to grow in the future.

Meeting these demands and responding to people's housing aspirations in an uncertain financial landscape will require us to be creative about new models of housing with care and support, including better integration and commissioning across social care services. This will require the Council and its partners in the public, private, voluntary and community sectors to develop more innovative and sustainable approaches. We will continue to work with Registered Providers to find ways to deliver new specialist housing that enables additional grant and borrowing capacity to be levered whilst also allowing the Council to realise the appropriate receipt for land that is being used. It will also mean improving the levels of knowledge and understanding about the available choices and support, and having conversations with older age groups at the right times to help them think about different housing options and to plan for ongoing independent living.

Taking full advantage of these and other opportunities to develop a more suitable and attractive housing offer and provide support to help people stay safe and well in their homes will make a significant contribution to creating an age-friendly city where people of all ages live healthy, active independent lives and enjoy everything that the city has to offer.

About the strategy

Purpose of the strategy

This strategy sets out how we plan to meet the housing needs and aspirations of Sheffield's increasingly diverse and growing older population. It will help us to address the city's current shortage of age-friendly housing and help to support independent living in later life by setting out our plans for delivering new age-friendly homes and ensuring that existing homes can be maintained and adapted to keep their occupants living safe and well.

Providing more age-friendly housing and better support for independent living will significantly improve the quality of life in older age and allow the diverse benefits that older people bring to Sheffield to be fully realised. It will help us to reduce our levels of care home admissions to bring them in line with other places, and ease pressure on stretched health and social care budgets by contributing to improved levels of health and wellbeing. It will also free up much-needed family housing in the city and help unlock the housing market for people of all ages, whilst also releasing capital into the local economy.

What the strategy covers

This strategy covers housing designed specifically for older age groups, or with older people in mind, for independent living. This includes accessible general needs housing which is well-designed, accessible and adaptable and specialist older people's housing with varying degrees of support and/or care to support independent living. It covers housing in both the private and social sectors, for rent and ownership (including leasehold). We call this *older people's independent living* (OPIL) housing.

It also covers how we plan to make better use of housing-related support and solutions that can help to facilitate independent living for older age groups, such as equipment and adaptations, assistive living technology, allocation policies, financial support, affordable warmth solutions, and information and guidance.

The strategy's scope does not include high level care and support, or residential and nursing care homes; more information about our approach to these types of homes and services can be found in *Sheffield's Market Position Statement – Adult Social Care*¹.

Who the strategy is intended for

Meeting the housing needs and aspiration of Sheffield's diverse ageing population can only be achieved by private, public, voluntary and community sectors working together to provide a better housing offer. This strategy is therefore also intended to inform and guide developers of general needs and specialist housing, commissioners and service providers working in all of these sectors.

What we want to achieve

Our goal is to create an age-friendly city where people age-well and maintain the highest possible level of activity, independence and quality of life throughout their life. This means providing diverse, safe and sustainable housing which is appropriate for people's needs and lifestyle choices.

Our vision for Sheffield: Age-friendly homes and lifetime neighbourhoods

High quality accessible housing and neighbourhoods that facilitate active-ageing and intergenerational living, which meet the diverse needs and aspirations of older age groups and encourage them to remain living in the city and continue contributing to its social, civic and economic life.

Section 1: Why a strategy is needed – the current context

A growing ageing population

By 2034 the number of people living in Sheffield aged 65 and over is projected to have increased to 124,000 from 93,400 in 2017, with a near doubling of the 85+ population. Our older population will be increasingly diverse, including more people from black, minority, ethnic (BME) and lesbian, bisexual, gay, transgender (LGBT) communities, and people living with a range of health conditions and disabilities.

This is something to celebrate and a large older population brings benefits for the city: older people are workers, volunteers, taxpayers and carers. People aged 65 and over in 2013 contributed six times more to the UK economy through employment, informal caring and volunteering, than the money spent on social care by local authoritiesⁱⁱ.

Although the vast majority of older people don't access social care (and usually don't want to), without interventions to improve health and wellbeing it is projected that over the next 15 years the numbers of people aged 65 and over who are unable to perform even basic self-care and domestic tasks will increase by one thirdⁱⁱⁱ.

Our growing number of older households is likely to contribute to an increased demand for independent living solutions and support. Demand for Disabled Facilities Grants (DFGs), which are used to adapt private sector and some housing association properties, is forecast to increase by 10% year on year, while the need for homecare is expected to grow by between 2 and 12 individuals per month up to 2020^{iv}. It is therefore important that many new homes built in the future are designed to be accessible and easily adaptable.

Housing need

Two thirds of Sheffield's older households are owner occupiers and nearly one third of older households live in the social sector (council or housing association tenants). Just 4% live in the private rented sector but this proportion could well rise based on current tenure trends. Only a small percentage of our older population (around 5%) live in specialist accommodation, although with increased provision this could be expected to rise in future decades.

Sheffield's Strategic Housing Market Assessment (SHMA) found that 21% (11,743) of households aged 65 and over were planning to move over the next five years, with 2,499 of these aged 80 and over. 69% of older households planning to move wanted independent accommodation, including around 1,300 owner occupier households who wanted to downsize.

The SHMA also found there were some older households expecting to move into independent accommodation although

Key Challenges:

- **Delivering housing & neighbourhoods that maximise all of the benefits that older age groups are able to make to the social, civic and economic life of the city**
- **Improving the particularly limited housing choices faced by some groups, such as homeowners with limited resources and low equity levels; people with disabilities; and older residents from some BME and LGBT communities.**

they would prefer supported housing, potentially a reflection of the lack of availability or affordability of current specialist housing for older people.

Some ethnic groups have also traditionally been less likely to access specialist housing schemes and we need to better understand the reasons for this to ensure our current and future provision meets the needs of all our older residents.

Changing lifestyles and aspirations

Aspirations for later life are changing, driven by different lifestyles, values and expectations from previous generations. When considering what types of housing are required, life stages rather than actual age can often be more helpful in understanding aspirations and reasons for moving. The 'third age' has been used to describe the (semi-) retired who still lead very active lifestyles, often encompassing helping with grandchildren, volunteering and hobbies. The 'fourth age' is characterised by a less active lifestyle, with increasing need for support and care, declining health and mobility, and greater risks of loneliness and isolation.

Research in the city by the University of Sheffield^v found that opportunities for lifestyles synonymous with third age living are being limited by the lack of housing choices in the city. Researchers were told that housing for 'third agers' should broadly meet the HAPPI criteria i.e. accessible housing in good locations that enabled 'third agers' to continue living an active and social lifestyle.

For the 'fourth age', lifetime homes (comparable to Category 2 under the Building Regulations Part M 2015 classifications) were considered suitable, particularly if connections to the wider community are still made to help prevent loneliness and isolation. Aspirations for specialist OPIL housing included feeling a connection to the past; staying active and mobile; feeling safe and secure; maintaining meaningful relationships (in the community and across distances); feeling connected to the present and future; being allowed to 'be me' (avoiding institutionalisation and stereotyping); and feeling comfortable (physically and mentally).

The financial context

In recent years huge financial pressures have been placed on the public sector and Sheffield will continue to face major challenges as it deals with the impacts of the government's austerity measures. Government expectation is that local authorities will become largely self-sustaining. SCC's 'net revenue budget' reduced by nearly a third in the five years to 2015/16, and the money we received from Government reduced by more than 50%. We therefore need to look at how the city's housing can positively influence our expenditure on care and support, and increase opportunities for 'self-care' by helping people to live in a home that better meets their needs.

The Government's new funding model for supported housing due to be introduced in 2020 should bring greater certainty to the

Key Challenges:

- **Meeting the changing aspirations of our increasingly diverse older population and ensuring these are reflected in the design of new housing**
- **Addressing the weak viability and uncertain funding environment for specialist OPIL housing**

market for local authorities and their partners. It follows the introduction of a 1% rent cut in 2016 for supported and sheltered housing managed by local authorities and housing associations for each year up to 2020. The new funding model will include the introduction of a new “sheltered rent” for sheltered and extra care housing, which is intended to provide the certainty that providers need in order to invest in future supply.

Financial savings provided by OPIL housing and improved support

A growing body of research has demonstrated the financial case for investing in housing that meets the needs of older people, including the net savings to expenditure on public services delivered by specialist housing^{vi} and to NHS spend^{vii}.

It has shown the financial savings that specialist OPIL housing makes by reducing or delaying new care home placements. In Sheffield the rate of placement in care homes is above the national average^{viii}, and we are also seeing a growing number of self-funders whose assets have reduced to the point where Council funding is now required to pay for their placements. Reducing this placement rate also helps us to meet our duties under the *Care Act 2014* by preventing or delaying the need for care and support.

Well-designed, accessible general needs housing also provides financial savings to health and social care costs by providing safer home environments. In Sheffield, the potential annual savings to the NHS of mitigating the fall hazards most likely to affect older people has been estimated at £3.7 million^{ix}.

Home adaptations also allow significant financial savings by helping to make homes safer to live in, reducing care home placements, enabling earlier hospital discharges, and reducing the need for daily care visits. National research found that annual savings from removing or reducing the need for daily care visits enabled by home adaptations ranged from £1,200 to £29,000 a year, while adaptations allowing a seriously disabled wheelchair user to move out of a residential care placement could save £26,000 per person per year^x.

The introduction of the Better Care Fund has provided opportunities to transform joint working between housing, health and social care services, including how we deliver and use home adaptations. As part of our approach to maximising these opportunities we will consider how occupational therapists, technical officers and building contractors can maximise delivery of appropriate Disabled Facilities Grants (DFGs) to meet future demand. Our evidence tells us that our approach needs to be people centred not geographically based, and we will look at best practice from elsewhere including the innovative new roles that occupational therapists are taking on. Managing pressures on budgets and services means that we will also look at how we can improve our support to help people move into more appropriate homes as an alternative to adapting unsuitable properties.

Key Challenges:

- **Reducing the costs to health and social care services arising from older residents living in unsuitable housing**
- **Making the most of opportunities for joint working and pooled budgets across housing, health and social care**

Low supply of OPIL housing

Sheffield has a significant shortfall in its provision of specialist housing for older people. Modelling by the University of Sheffield found a shortfall of 2,430 units in 2015 and the Housing LIN's SHOP@ online tool found an even greater shortfall of 4,511 units (larger than most comparator cities in the UK). Both models suggest this shortfall will have nearly doubled by 2034.

Planned delivery of specialist OPIL housing by the public and private sectors will not meet the scale of need. The lack of specialist developers operating in the city is one reason for this, and another has been the uncertainty surrounding the funding framework for supported housing in recent years. It is important therefore to look at how we can help developers to overcome the barriers they face and how we can increase supply through direct delivery and commissioning.

The lack of accessible general needs housing is more difficult to quantify but research by the University of Sheffield^{xi} suggests that affordable choices for downsizing and lifestyle moves for older age groups are limited, more so than in many neighbouring areas.

Limited choice & distribution of current provision

Existing specialist housing in the city is also of a limited range, predominantly provided by the social sector, and it is unevenly distributed, with private provision largely concentrated in a small number of the city's neighbourhoods located in the south west of the city. This uneven distribution is likely to be contributing to the spatial nature of inequality in the city, which is starker than in most comparable cities in England^{xii}.

Affordability of OPIL housing

In some parts of the city the cost of retirement housing is comparable to the average house price but in others it is notably higher, and this can mean that homeowners don't have the necessary housing equity to access more suitable housing. In particular, the average extra care (sometimes called assisted living) sale price is well above the average house price in all but a couple of the city's thirteen housing market areas, making this type of property inaccessible to many of our older households. This suggests a need for improved access to good quality advice about different ownership models and more age-friendly homes that are available for shared ownership.

The group least likely to receive state help with their housing costs are homeowners with low housing equity, savings and incomes. These households face a particular struggle to access specialist OPIL housing and to be able to afford to adequately maintain or adapt their home.

Benefits for the wider housing market

Focussing on meeting the housing needs and aspirations of older people is one of the most effective ways to meet the housing

Key Challenges:

- **Addressing the significant and growing deficit in the supply of general needs and specialist OPIL housing**
- **Addressing the uneven distribution of specialist OPIL housing across the city which contributes to existing geographical inequalities in the city**
- **Increasing the number of developers delivering OPIL housing in Sheffield**

needs of adults of all ages^{xiii}, primarily by helping to release larger housing and unblocking smaller homes further down the housing chain. In Sheffield, 71% of dwellings are under-occupied, ranging from 40% in the social rented sector to 84% among owner occupiers^{xiv}, so there is significant potential for making the most of our existing housing stock by providing more OPIL housing which can be downsized into.

It is important to recognise, however, that for some people there can be compelling practical and emotional reasons which outweigh the benefits of downsizing. The potential financial benefits can also vary significantly depending on the types of homes being considered, and homeowners may also need to be mindful of depreciating a major capital asset by moving into a smaller home. Older households should therefore not feel pressure to downsize but we should try to provide options so they have more choices to do so.

Age-friendly homes and lifetime neighbourhoods



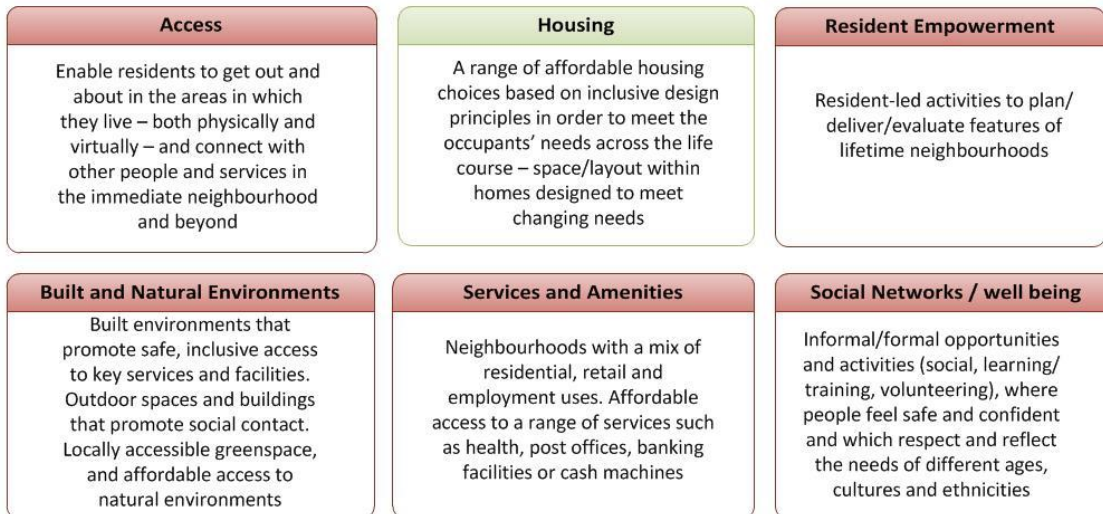
Image courtesy of DWELL (University of Sheffield)

In order to meet the housing needs and aspirations of all of our population we want Sheffield to be a city where age-friendly housing and lifetime neighbourhoods are the norm. These types of housing and neighbourhoods are supportive of a number of strategic objectives at both a local and national level, and the importance of neighbourhood planning in helping people to remain living close to their family, friends and support networks was stressed in consultation with residents for this strategy.

A lifetime neighbourhood^{xv} has a number of key components that encompass accessibility, social networks, the built and natural environments, services and amenities, residential empowerment, and a range of affordable housing choices based on inclusive design principles (Figure 1).

Lifetime neighbourhoods are conducive to the formation of informal support networks and the empowerment of communities. Benefits for individuals and communities include greater resilience and an enhanced capacity for living independently of statutory support, and when statutory support is required it is more likely to be at a later stage.

Figure 1: Lifetime Neighbourhoods - Key Components



Adapted from *Lifetime Neighbourhoods*, DCLG (2011)

To provide the housing required for a lifetime neighbourhood it is essential that we make the most of opportunities to ensure existing stock as well as new homes are made to be age-friendly, since the majority of older households will continue to live in properties that are several decades old.

The types of housing we want to encourage to facilitate the development of lifetime neighbourhoods include:

- **High quality, accessible housing that facilitates good health and active-ageing, prolonging or removing the need for high levels of care or a move into a care home**
 - Homes that are designed to be accessible and adaptable (e.g. Category 2 under the Building Regulations Approved Document Part M 2015 classifications)
 - Wheelchair user dwellings (Category 3 under the Building Regulations Approved Document Part M 2015 classifications)
 - Homes designed to HAPPI^{xvi} principles, and with consideration of changing aspirations and lifestyles of older generations: working or studying from home; childcare and grandchildren; family members or very elderly parents.
 - Housing incorporating or designed with assistive technology in mind
 - Housing with support and/or care available for semi-independent living
- **Housing which facilitates intergenerational living and allow people to ‘age in place’, with or close to families and support networks**
 - Housing that is designed with multi-generational households in mind^{xvii}
 - High quality homes for downsizing located close to family housing
 - Housing schemes of different sizes, affordability and tenure types for families and single person households
- **A wider housing offer that meets the diverse needs and aspirations of older age groups**

- Housing suitable for BME communities who may have particular cultural or religious requirements
- Housing that is dementia-friendly^{xviii} and homes suitable for older people with learning difficulties and autism^{xix}
- Housing options which consider the needs of older members of the LGBT community who can face particular challenges with isolation and feeling safe^{xx}

What we need to do

In order to address the key housing challenges that have been identified and deliver suitable housing for an age-friendly city we have identified three priorities for the Council and its partners to focus on over the next five years. These are:

- **Increasing the delivery of OPIL housing**
- **Improving the choice and access to OPIL housing**
- **Improving support to help people stay safe and well in their own homes**

Section 2 – Priorities

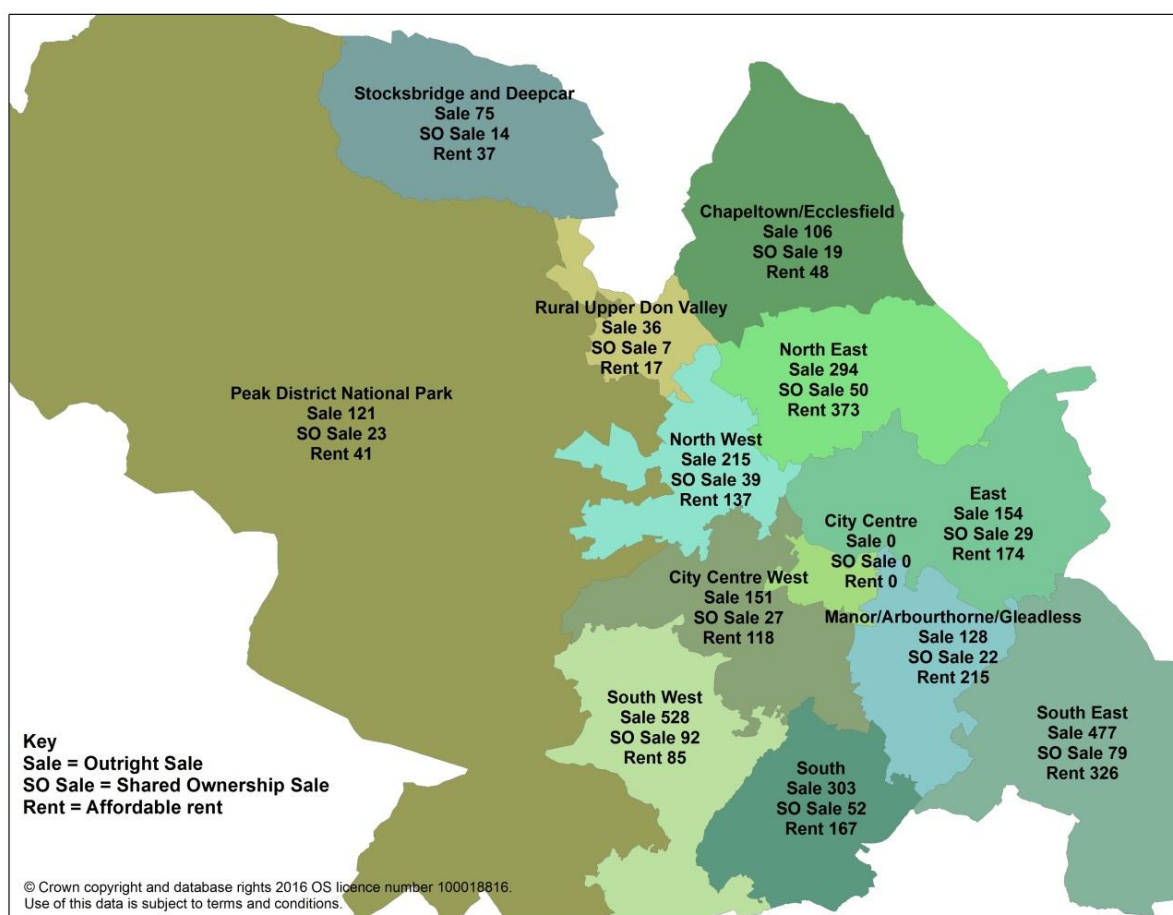
Priority 1: Increasing the delivery of OPIL housing

We want partners in the public and private sectors to deliver more general needs housing that is designed with older people in mind. SCC will take a direct lead to drive the required acceleration of new age-friendly homes, including through our Planning policies and housing delivery plan.

As a city, we also need to deliver much more specialist housing with care or support for older age groups who are able to live semi-independently. By 2034 we estimate 7,567 households over the age of 65 will be seeking a move into this type of housing^{xxi}. Based on the current supply, this will mean delivering around 280 additional units of specialist older people’s housing each year up unto 2034 (much more than is currently being delivered).

We expect that two thirds of this specialist OPIL housing will need to be for ownership (including shared ownership) based on current supply and the tenure of our older population. Figure 2 shows where these new homes are needed and in what tenure^{xxii}.

Figure 2: Additional units of specialist OPIL housing required by 2034



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The table below shows some of the key gaps and challenges we have identified that are currently hindering the delivery of more OPIL housing in Sheffield, and key opportunities that could be used to help address them.

Gaps & Challenges	Opportunities
Gaps in provision of 'age-friendly' Planning policies and guidance, including the withdrawal of the Mobility Housing planning policy	<ul style="list-style-type: none"> • New Local Plan (the Sheffield Plan) currently being developed, due to be adopted in 2020
Piecemeal / opportunistic approach to delivering OPIL schemes	<ul style="list-style-type: none"> • New SCC housing delivery plan • Consideration of OPIL housing on all development sites suitable for housing
Financial viability of specialist OPIL schemes	<ul style="list-style-type: none"> • Develop new mixed tenure OPIL scheme models • Explore new types of public and private investment
Lack of developers delivering general needs and specialist OPIL housing operating in the city	<ul style="list-style-type: none"> • Proactive approach to attracting and working with specialist and general needs housing providers, including single point of contact for developers proposing OPIL housing • Delivery of suitable housing through the Sheffield Housing Company and council stock increase programme
Uneven citywide distribution of OPIL housing	<ul style="list-style-type: none"> • Planning of strategic housing sites and neighbourhood plans • Support for custom/self-builders, co-housing groups delivering age-friendly housing

To address the gaps and challenges that have been identified we will focus on several key areas of activity to help facilitate a significant increase in the delivery of housing choices for our older population.

What we will do

Key Action 1: Adopt new age-friendly Planning policies and guidance

The Sheffield Plan is the name for the new Local Plan which is due to be adopted in 2021. The new plan will include policies guiding the quality and location of housing development up to 2035. Its development will include public consultation on a policy in the Plan promoting age-friendly housing: encouraging specialist retirement housing, such as extra care and sheltered housing, and requiring general needs homes to be designed to the enhanced accessibility standards set out in the Building Regulations.

We will also be consulting on policies and site options for large new housing sites. These new developments should provide good opportunities to develop specialist housing solutions for older people. Each site will require a masterplan to be developed which should be based on identified housing needs in the area and help to deliver our strategic housing objectives, including helping older people to live independently.

Through our guidance and support for neighbourhood planning, including the provision of analysis about local housing requirements and examples of good design principles, we will also support communities to develop their own solutions for delivering age-friendly neighbourhoods.

Key Action 2: Integrate OPIL housing into Sheffield’s housing delivery plans

Sheffield needs around 2,175 new homes a year and the Council has created a new Housing Growth Delivery Team to accelerate housing delivery to help us achieve this target. OPIL housing will form an important element of this delivery and will be integrated into the Council’s Housing Delivery Plan.

Age-friendly housing will be delivered as part of a balanced programme of delivery which considers the most appropriate types of general needs and specialist housing on a site by site basis. Using evidence from our Strategic Housing Market Assessment and research by the University of Sheffield, we will set the delivery targets for suitable general needs and specialist housing for older people on these sites. This will form part of the wider master planning process to ensure the delivery of ‘Lifetime Neighbourhoods’ on these sites, with inclusive and mixed communities.

Key Action 3: Deliver three new OPIL schemes

An Older People’s Independent Living (OPIL) Board has been established by SCC to address the shortage of specialist accommodation for older age groups across the city. It will focus initially on supporting the delivery of three new large OPIL schemes and will also consider additional sites as they become available. The Board will also explore a range of delivery models and new and innovative ways of bringing in additional private finance to deliver more homes. To help ensure the financial viability of our new specialist schemes we will develop mixed tenure OPIL schemes which will aim as far as possible to maximise affordability and service provision for residents whilst achieving financial viability.

There will be opportunities for commissioning services including health partners to help enable providers of care and support to make efficiencies and reduce their costs in clustered or grouped accommodation with a shared care provider. The schemes will be designed and developed to facilitate integrated health, social care, housing and community based services; where appropriate, facilities and services will also be offered to people living in the local community.

Other Actions

Action 4: More proactive approach to influencing the private sector

SCC’s new Housing Growth Delivery team will provide a single point of contact for developers. This team will include commercially confident operators who can engage proactively with landowners, investors and developers to bring forward more OPIL schemes. We will also explore the opportunity for developing a match-making service for introducing developers to suitable sites as part of this more proactive approach.

To provide greater guidance and clarity for developers we will refresh the *Sheffield Guide for Developing Older People’s Accommodation*, which includes information on the policy context, drivers of need, local provision, needs analysis, development and design process, funding and costs, and other useful information for developers of OPIL housing in Sheffield. We will also include requirements for OPIL housing in all guidance provided to developers and landlords who request information about local housing need for sites they are looking to develop.

Outputs we will aim to deliver over next 5 years

- Adoption of new ‘age-friendly’ Planning policies to support the delivery of homes for independent living and lifetime neighbourhoods
- Integration of OPIL housing into SCC’s new housing delivery plan
- 3 new large OPIL schemes on SCC-owned housing sites
- More proactive approach for attracting new specialist housing developers
- Refreshed guidance for developers of OPIL housing in Sheffield

Priority 2 – Improving the choice and access to OPIL housing

Improving the choice of housing for our older population is not just about increasing the delivery of age-friendly homes but also requires improving people’s capacity to access them. In particular, this means finding ways to better support groups whose housing choices may be particularly limited. These groups include home owners in low value properties who are likely to struggle to afford private retirement housing but who are unlikely to move into social sector schemes; older people from some minority communities who are often less likely to access current specialist housing; and older people with learning disabilities.

The table below shows some of the key gaps and challenges that are currently limiting the housing options of older people in many parts of the city, and opportunities for addressing them.

Gaps & Challenges	Opportunities
Unaffordability of much specialist OPIL housing for ownership.	<ul style="list-style-type: none"> Increase delivery of homes for alternative ownership models, particularly shared ownership.
Allocation arrangements and lettings policies for specialist OPIL schemes managed by social housing providers.	<ul style="list-style-type: none"> Review allocation processes for OPIL schemes and other potential barriers to take up. Consider local lettings policies for new OPIL schemes.
Lack of understanding about different types of specialist OPIL housing; outdated terminology used for some social sector OPIL housing in comparison to private sector provision.	<ul style="list-style-type: none"> Review public sector approach to marketing OPIL housing and the terminology used by the Council and Registered Providers.
Under representation of some minority groups in existing specialist schemes.	<ul style="list-style-type: none"> Work with partners and individuals to improve our understanding of particular problems faced by some groups and explore solutions such as co-production

In order to address the gaps and challenges that have been identified we will focus on several key areas of activity to widen the choice of housing options and improve older people’s capacity to access age-friendly housing.

What we will do

Key Action 1: Support delivery of more OPIL housing for alternative ownership models

Shared ownership and other options for part ownership can allow owner occupiers with low equity and savings to part purchase age-friendly properties.

We will look at delivering homes for shared ownership as part of new mixed tenure OPIL developments by SCC and work with housing associations to explore how we can increase the delivery of other alternative ownership models for new OPIL housing in the city.

Key Action 2: Review the allocations process for OPIL housing in the Choice Based Lettings system and improve our understanding of the barriers faced by older people to accessing OPIL housing

The Council will look at opportunities to make it easier for older tenants to access more suitable housing. This may include developing new allocation arrangements or local lettings policies for OPIL housing. This will be reflected in the guidance we provide for different types of

OPIL and other supported housing. We will also look at ways to find fair but flexible solutions to any potential barriers faced by tenants and homeowners who wish to access OPIL housing.

Key Action 3: Explore ways to address low-take up of specialist housing among some groups and for improving provision for some older residents with more specific housing needs

We know that older groups from some minority communities can sometimes face additional problems in accessing suitable housing, and are more likely to suffer isolation or live in housing of a poor quality. We will continue to develop our understanding of the barriers that these groups can face in collaboration with the University of Sheffield and explore options for delivering more suitable accommodation and support services to assist with independent living, including co-production methods for designing housing and support services.

The Council, its partners, adults with learning disabilities and their family and carers all aspire to see adults with learning disabilities living happily and well in local communities, accessing a wider choice of good quality accessible community-based accommodation. The Learning Disabilities Accommodation Group is developing its plan to support these aspirations, including those of a growing number of older people with learning disabilities - and their carers as they too grow older. Our vision is that older people with learning disabilities should be able to access the whole range of housing opportunities available to all Sheffield residents, including OPIL schemes and we will look at opportunities to ensure this.

Other Actions

Action 4: Tackling negative perceptions of council managed OPIL schemes

Negative or outdated perceptions about Council OPIL schemes and a lack of knowledge about contemporary models of housing with care and/or support can be a barrier to older people considering moves to age-friendly housing at an earlier stage.

We will look at how we can address negative perceptions and improve knowledge about the contemporary models of housing with care and/or support that the Council and its partners are currently developing. This will include how these schemes are marketed and providing more information and training for frontline staff so they understand the increasingly diverse offer of our specialist OPIL schemes.

Outputs we will aim to deliver over next 5 years

- Increased provision of OPIL housing in Sheffield with alternative ownership models
- Easier access to OPIL housing managed by social housing providers
- Undertake research into the perceptions and barriers to moving home
- Promotion of the different types of OPIL housing available in all tenures

Priority 3 – Improving support to help people to stay safe and well in their own homes

The Council is committed to working collaboratively with its partners to support independent living and develop more active joined-up support. We will seek to complement existing work by looking at opportunities for improvements which don't duplicate existing initiatives and plans, whilst providing support for those groups most in need of support.

We know that the worst housing conditions are found in the private sector, where there are approximately 31,000 category 1 housing hazards (13,000 within the private rented sector). Older homeowners and private renters with limited means therefore often face particular problems in making their properties safe and warm, and we need to look at how we can provide more help to these residents.

The table below shows key gaps and challenges to sustaining and improving support, and opportunities that have been identified for improving them:

Gaps & Challenges	Opportunities
Support for low-income homeowners to adapt and repair unhealthy homes	<ul style="list-style-type: none"> Strategic multi-agency approach to reducing unhealthy housing conditions in private sector Refresh Private Housing Sector Policy and/or development of new Private Sector Housing Strategy Provision of loan products for low income vulnerable homeowners
Ending of the Green Deal and reduced Government funding for household energy efficiency measures	<ul style="list-style-type: none"> New fuel poverty strategy Joined up referrals process and team for dealing with affordable warmth referrals
Reduced funding for care and support services coupled with a growing demand for them	<ul style="list-style-type: none"> Increased utilisation of the latest assistive technology and telehealthcare opportunities Increasing integration between housing, health and care service, including pooled budgets and opportunities for using DFGs to support our health and wellbeing duties under the Care Act New approach to locality working and community partnerships
Lack of knowledge and understanding about housing options and available support among residents and some frontline workers	<ul style="list-style-type: none"> Generic awareness training for frontline staff Conversations about housing options and available support at earlier stages Review existing information and guidance about housing options and support, including its accessibility for all residents regardless of tenure

In order to address the gaps and challenges that have been identified we will focus on several key areas with significant potential for increasing support to older households.

What we will do

Key Action 1: Develop new private sector housing strategy, policy and action plan to improve the housing conditions of older and vulnerable households in the private sector

The Council's current Private Sector Housing policy was written in 2007 and does not reflect the current landscape of increasing integration between housing, health, social care and community based services, or the opportunities for taking a more collaborative approach with partners to prevent the impacts of poor or unsuitable housing on the health and wellbeing levels of some of our most vulnerable older residents.

We will review the most effective options for improving support to vulnerable private sector residents to inform the development of a new Private Sector Housing Strategy Statement, Policy and Action Plan. As part of this work we also look at opportunities for providing sustainable financial support, such as home improvement loans to vulnerable homeowners living in unhealthy housing conditions who are unable to afford the cost of essential repairs and modifications.

Our approach will also reflect the recommendations made in NICE guideline (NG6) and how we can work with partners to reduce the health risks associated with living in a cold home. As part of this work we will consider developing a new Fuel Poverty Strategy, which will identify solutions for providing affordable warmth and energy saving measures to low income households and carers living in fuel poverty. This will include exploring opportunities for providing lower energy tariffs and developing a more joined up approach at to referrals made by frontline staff and a dedicated team for receiving these referrals.

Key Action 2: Continue to review best practice and use the latest assistive technology and telecare to support individuals to maintain their independence in our new OPIL schemes

Developments in digital and other technologies have brought considerable opportunities for helping people to remain living safe and well in their own homes. It is expected that connected technologies will become increasingly important for improving health and wellbeing levels, and for providing opportunities to tackle loneliness and conditions such as dementia in the future. We have reviewed the latest technology now being used to assist with independent living and examples of best practice in its use. This has informed our future procurement requirements and technical specification of our new homes and for designing our latest OPIL models. One of our priorities will be to continue to review best practice and how assistive technology and telecare can better help support people to maintain their independence

Key Action 3: Review knowledge and understanding of specialist housing options among older residents to inform an update of housing options information and marketing strategies for SCC OPIL schemes

Our research suggests that Sheffield's older residents are often not aware of the various specialist housing options and the different ownership models and rental types. Anecdotal evidence also suggests that frontline staff working across

different organisations and services may sometimes lack knowledge about these options or where to refer people requesting help.

We will review the provision of current information and its accessibility with our local communities and partners and explore how we can improve knowledge of older people and frontline staff so that people are able to make more positive choices about their living arrangements. This will include looking at how we can engage with older generations about planning for their future housing wellbeing.

Other Actions

Action 4: Ensure housing is fully integrated into the Council's telehealthcare strategy

Telehealthcare presents huge opportunities for supporting people to live independently at home through offering digital and other innovative solutions to health and care needs. Sheffield has a number of approaches to telehealthcare but these are largely discrete, unconnected projects. The Council is now developing its strategic approach to ensure that we capitalise on the opportunities telehealthcare brings and to help us meet the demographic and financial challenges the city's health and care system faces. As part of this we will ensure that housing is fully integrated into our approach, alongside health and social care partners, and explore potential collaborative working opportunities between the Citywide Care Alarms service and health partners.

Outputs we will aim to deliver over the next 5 years

- Updated collaborative approach to improving unhealthy housing conditions in the private sector, including the use of pooled budgets and measures for tackling cold homes.
- Increased utilisation of assistive technology and future-proofing of new SCC OPIL schemes
- Integration of housing into the city's telehealthcare strategy
- Improved information and guidance about housing options and support for older people

Section 3 – Delivering the strategy

Delivering the strategy's vision will require public sector organisations working together and in partnership with the private sector and Sheffield's older generations in a variety of roles. We have identified some of these roles in Appendix 1, and we are keen to hear from partners who want to discuss these and opportunities for working together to deliver age-friendly homes and support.

The delivery plan in Appendix 2 shows the actions that the Council will initially be leading on to help deliver each of the strategy's three priorities but we hope these are only the start and that it will be possible to refresh the plan with other partner-led activities over the next five years.

To help us monitor progress on delivering the strategy a number of key performance indicators have been identified, which are shown in Appendix 3. As part of the monitoring process we will start to record the delivery of accessible and wheelchair accessible general needs housing for the first time. This is a crucial step that will inform local housing requirements and help us identify neighbourhoods where there may be particular challenges to delivering more age-friendly housing.

Appendix 1: Roles for the Council and its partners

Key Roles for Sheffield City Council	
Identification of need & appropriate solutions	Providing the evidence of what is needed and where; working with partners to develop sustainable models of OPIL housing and support; improving the financial viability of specialist OPIL housing.
Place-shaping	Master planning of new strategic housing sites to ensure a choice of OPIL housing and delivering lifetime neighbourhoods which facilitate self-care and active ageing.
Enabling development of OPIL housing	Ensuring appropriate planning policies and infrastructure for age-friendly housing and neighbourhoods; strategic use of development sites for delivering suitable housing; attracting new developers to the city and working directly with housing developers to overcome barriers to development.
Direct provision of OPIL housing	Contingent on resources, delivering new OPIL housing including new accessible general needs housing as part the Council's housing stock increase programme
Commissioning of independent living solutions	Commissioning services, including jointly with health partners; enabling providers to make efficiencies and reduce their costs, including opportunities for providers to deliver cost effective care and support services in clustered or grouped accommodation with a shared care provider.
Key Roles for Partners	
Delivering more OPIL housing, including for ownership/shared ownership	Designing and delivering accessible housing with a diverse older population in mind; delivering more housing for shared ownership e.g. through Older People's Shared Ownership Scheme to increase capacity of owners of lower value properties to access more accessible general needs or specialist housing.
Helping to widen choice of general needs OPIL housing in neighbourhoods	Liaising with the Council to understand neighbourhood housing requirements, including the needs of older households in order to help provide genuine housing choices and more opportunities to downsize.
Working with the Council to identify sustainable solutions to support independent living	Developing innovative solutions that reflect the move towards outcome-based contracts and which will enhance self-care abilities and help retain people's links with their local communities; identifying solutions that utilise the latest technology to deliver more cost effective solutions for allowing people to live safe and well in their own homes; continuing to work to find ways to deliver new specialist housing that enables additional grant and borrowing capacity to be levered whilst also allowing the Council to realise the appropriate receipt for land that is being used.
Joint commissioning	Joint commissioning by health, social care and housing partners of assessments, care and support services, and specialist housing.
Place-shaping	Residents, delivery partners, social care and health partners working with the Council to shape neighbourhoods through neighbourhood planning and master planning processes
Key Roles for Older Generations	
Planning ahead	Considering changing needs and aspirations in future years and how to make the most of later life by sustaining independence. Where necessary investing in housing, transport, technology and other key elements for supporting active lifestyles.
Take opportunities to participate and contribute to communities	Getting involved in opportunities for neighbourhood planning and partnerships; finding out about support and facilities in the local area and helping to spread the word to friends and family.

Appendix 2: Delivery Plan

Increasing the delivery of OPIL housing		Council Lead	Key Partners
A1	Consult on and adopt new age-friendly Planning policies and guidance	Planning (Place - City Growth)	Public
A2	Integrate OPIL housing into Sheffield's housing delivery plans	Housing Growth (Place – Housing and Neighbourhoods Service)	Strategic Housing & Regeneration (Place – Housing and Neighbourhoods Service)
A3	Deliver three new OPIL schemes.	Housing Growth (Place – Housing and Neighbourhoods Service)	Planning (Place – City Growth), Older People's Independent Living Service, Rehousing (Housing and Neighbourhoods Service), Registered Providers
A4	Develop a more proactive approach to attracting and supporting developers of OPIL housing, including a single point of contact.	Housing Growth (Place – Housing and Neighbourhoods Service)	Strategic Housing & Regeneration (Place – Housing and Neighbourhoods Service)
A5	Include OPIL housing requirements in the master plans for all strategic housing sites.	Planning (Place – City Growth)	Housing Growth (Place – Housing and Neighbourhoods Service)
A6	Start monitoring delivery of accessible and wheelchair user housing (Building Regulations Part M Categories 2 & 3) across the city and ensure this is built into future monitoring processes.	Planning (Place – City Growth)	Building Control (Place – City Growth)
A7	Refresh the <i>Sheffield Guide for Developing Older People's Accommodation</i> with latest evidence base, support and guidance for OPIL developers.	Strategic Housing and Regeneration (Place – Housing and Neighbourhoods Service)	
Improving the choice and access to OPIL housing		Council Lead	Key Partners
B1	Support delivery of more OPIL housing for alternative ownership models and develop a range of sustainable, mixed tenure models for	Housing Growth (Place – Housing and	Registered Providers, Rehousing, Older Persons

	OPIL schemes delivered by SCC and Registered Providers	Neighbourhoods Service)	Independent Living Service (Place – Housing and Neighbourhoods Service)
B2	Review the allocations process for OPIL housing in the Choice Based Lettings system.	Older Persons Independent Living Service, Rehousing (Place – Housing and Neighbourhoods Service)	
B3	Improve our understanding of the barriers faced by older people to accessing OPIL and supported housing, and explore opportunities for improving access to this type of accommodation that better meets the needs of older tenants.	Older Persons Independent Living Service , Rehousing (Place – Housing and Neighbourhoods Service)	Strategic Housing and Regeneration (Place – Housing and Neighbourhoods Service), University of Sheffield
B4	Review take up of specialist housing among under-represented groups and explore opportunities for improving the choice of OPIL housing for those groups who sometimes face additional barriers to accessing suitable accommodation.	Strategic Housing and Regeneration (Place – Housing and Neighbourhoods Service), University of Sheffield	Older Persons Independent Living Service (Place – Housing and Neighbourhoods Service), Registered Providers, Sheffield Equality Hub Network, Sheffield 50+
B5	Explore opportunities for tackling negative perceptions and misconceptions about Council and RP-managed OPIL housing to encourage take-up among older residents living in unsuitable accommodation.	Strategic Housing and Regeneration (Place – Housing and Neighbourhoods Service), University of Sheffield	Older Persons Independent Living Service, Rehousing (Place – Housing and Neighbourhoods Service), Registered Providers, Sheffield Equality Hub Network, Sheffield 50+
Improving support to help people stay safe and well in their own homes		Council Lead	Key Partners
C1	Develop new private sector housing strategy, policy and action plan to improve the housing conditions of older and vulnerable households in	Strategic Housing and Regeneration (Place –	Home Ownership & Revenues Unit, Private

	the private sector.	Housing and Neighbourhoods Service)	Housing Standards (Place – Housing and Neighbourhoods Service) Public Health Improvement (PPC – Public Health), Equipment and Adaptations (People – Access and Prevention)
C2	Continue to review best practice and use the latest assistive technology and telecare to support individuals to maintain their independence and keep safe and well in our new OPIL schemes.	Housing Growth, Older Persons Independent Living Service (Place – Housing and Neighbourhoods Service)	
C3	Review knowledge and understanding of specialist housing options among older residents to inform an update of housing options information and marketing strategies for SCC OPIL schemes.	Strategic Housing and Regeneration (Place – Housing and Neighbourhoods Service) & University of Sheffield	Older Persons Independent Living Service, Rehousing (Place – Housing and Neighbourhoods Service)
C4	Ensure housing is fully integrated into the delivery of SCC's Telehealthcare Strategy	(People – Access and Prevention)	Strategic Housing and Regeneration (Place – Housing and Neighbourhoods Service)
C5	Undertake a feasibility study looking at using revolving loan products to help improve dangerous and unhealthy housing belonging to vulnerable homeowners and private landlords, which subject to viability will be used to inform a new private sector housing assistance and intervention policy.	Strategic Housing and Regeneration (Place – Housing and Neighbourhoods Service), Home Ownership and Revenues Unit (Place – Housing and Neighbourhoods	Equipment and Adaptations (People – Access and Prevention), Private Housing Standards (Place – Housing and Neighbourhoods Service)

		Service)	
C6	Review SCC's pathway, policy and procedures in relation to re-housing for health and adaptations to ensure fair, transparent and value-for-money outcomes across all housing tenures.	Strategic Housing and Regeneration, Rehousing (Place – Housing and Neighbourhoods Service), Asset Management (Place – Housing and Neighbourhoods Service)	Equipment and Adaptations (People – Access and Prevention)

Appendix 3: Key performance indicators

Increasing the delivery of OPIL housing			
<i>Ref.</i>	<i>Performance Indicator</i>	<i>Baseline</i>	<i>Target</i>
1.1	Delivery of accessible and adaptable dwellings (Category 2 under the Building Regulations Approved Document Part M)	<i>New</i>	Year-on-year increase as proportion of total new homes built
1.2	Delivery of wheelchair user dwellings (Category 3 under Building Regulations Approved Document Part M)	<i>New</i>	Year-on-year increase as proportion of total new homes built
1.3	Net increase in specialist OPIL units for outright sale	<i>New</i>	760 net additional specialist OPIL homes for outright sale by 2022 (152 annually)
1.4	Net increase in specialist OPIL units for shared ownership	<i>New</i>	135 net additional specialist OPIL homes for shared ownership by 2022 (27 annually)
1.5	Net increase in specialist OPIL units for social/affordable rent	<i>New</i>	505 net additional homes for social/affordable rent by 2022 (101 annually)
Improving the choice and access to OPIL housing			
<i>Ref.</i>	<i>Performance Indicator</i>	<i>Baseline</i>	<i>Target</i>
2.1	Percentage of older (65+) households who want to move but have not been able to do so for more than 2 years	18.7% (SHMA 2013)	Reduction so in line with figure for all ages* by 2023 (measured in SHMA 2023)
2.2	Satisfaction with SCC sheltered scheme as a place to live	8.8/10 (Customer Satisfaction Warehouse)	Maintain current high tenant satisfaction level (above 8.5/10) with SCC sheltered housing
2.3	Percentage of older (65+) households who have heard of shared ownership schemes	28.2% (SHMA 2013)	Increased so in line with figure for all ages** by 2023 (measured in SHMA 2023)
2.4	Proportion of older (60+) BME tenants living in SCC specialist OPIL housing	5.5%	Increased so closer to the proportion of 60+ BME tenants living in SCC general needs properties (8% in 2017) by 2022
2.5	Proportion of older (60+) LGBT tenants in SCC specialist OPIL housing	0.40%	Maintained so in line with SCC's LGBT general needs 60+ population by 2022
Improving support to help people stay safe and well in their own homes			
<i>Ref.</i>	<i>Performance Indicator</i>	<i>Baseline</i>	<i>Target</i>
3.1	Percentage of older (65+) households who feel they will need to move home in the next 5 years	21.0% (SHMA 2013)	Reduction by 2023 (measured in SHMA 2023)
3.2	Permanent admissions to residential and nursing care homes, per 100,000 population older adults	755 (ASCOF June 2017)	Reduction so in line with regional and national average by 2022

3.3	Number of Category 1 Fall hazards in Sheffield's private sector housing	20,586 (affecting 11% of stock) Private Stock Condition Survey 2015	Reduction in number and proportion of Category 1 Fall hazards in private sector homes
-----	-------------------------------------------------------------------------	------------------------------------------------------------------------	---------------------------------------------------------------------------------------

*13.3% (SHMA 2013), ** 46.9% (SHMA 2013), 0.34% (Customer Satisfaction Warehouse 2017) NB baseline figures measured by the SHMA 2013 to be refreshed by the SHMA 2018

Appendix 4: Housing types & independent living solutions covered by this strategy

	Specialist Older People's Housing		General Needs Housing
Care elements	Independent Living with Care and Support (e.g. extra-care housing, very sheltered housing, assisted living)	Independent Living with Support (e.g. sheltered housing, retirement villages)	Independent Living in the Community (e.g. age-banded / exclusive, accessible /wheelchair accessible housing)
Purpose-built, accessible building design that promotes independent living and supports people to age in place	✓	✓	✓
Fully self-contained properties (typically apartments or bungalows) where occupants have their own front doors and the right to control who enters their home	✓	✓	✓
Access to community-based support, alarm systems and other assistive technologies	✓	✓	✓
Office for use by staff serving the scheme and sometimes the wider community	✓	✓	X
Some communal spaces and facilities (e.g. laundrette, residents' lounge)	✓	✓	X
Safety and security often built into the design with fob or person-controlled entry	✓	✓	X
Access to communal dining and/or café facilities	✓	X	X
Access to care and support services 24 hours a day	✓	X	X

Source: DWELL ('Care elements' adapted from Housing LIN Factsheet #1 Extra care housing – what is it in 2015?)

Equipment and adaptations	Including equipment and adaptations delivered through Disabled Facilities Grants, Minor Works Grants and by the Council to its own properties
Telehealthcare	Including telecare and digital participation services
Care at home services	Including Home Improvement Agencies
Allocation policies	Allocation policies to age-banded, sheltered and extra-care housing
Information & guidance	Including information guides, referrals processes and frontline staff
Loans and grants for home improvements	Including home improvement loans for low income home-owners
Affordable warmth solutions	Including low cost energy and affordable warmth initiatives

Appendix 5: Links with other strategies and plans

There are a number of other strategies, plans and programmes helping to deliver better homes, neighbourhoods and support for independent living in Sheffield. This strategy aims to be aligned with these and work in synergy with them to deliver on shared objectives and outcomes. These strategies, plans and programmes include:

[City for All Ages Framework](#)

Sheffield Affordable Housing Strategy 2018-2023

[Sheffield Fairness Framework](#)

[Sheffield Housing Strategy 2013-2023](#)

Sheffield Housing Strategy Statement 2018

[Sheffield Joint Health & Wellbeing Strategy 2013-18](#)

[SCC Learning Disabilities Commissioning Strategy](#)

[Sheffield's Market Position Statement – Adult Social Care](#)

SCC Telehealthcare Strategy (in development)

Glossary

BME	Black and minority ethnic
Fourth Age	Generally characterised by a slower pace of life, increasing requirements for care and support due to poorer health and frailty and sometimes isolation/and or loneliness
DFG	Disabled Facilities Grants
DWELL	Designing for Wellbeing in Environments for Later Life, a 3 year project at the University of Sheffield
HAPPI	Housing our Ageing Population: Panel for Innovation
Housing LIN	Housing Learning and Improvement Network
LGBT	Lesbian, gay, bisexual and transgender
OPIL	Older People's Independent Living
SCC	Sheffield City Council
Sheffield Plan	Development plan for the whole of Sheffield, due to be adopted in 2020
SHMA	Strategic Housing Market Assessment
Third Age	Usually characterised by (semi-) retirement, independent and active lifestyles, grand-parenting, hobbies and volunteering.

Maps terms and conditions

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ⁱ <https://www.sheffield.gov.uk/caresupport/professionals-providers/scap/future-plans/mps.html>

ⁱⁱ Age UK Chief Economist's Report, spring 2014

ⁱⁱⁱ Projecting Older People Population Information (POPPI)

^{iv} *The Needs Assessment for Homecare Services in Sheffield*, SCC (2016)

-
- ^v *Older people's housing and place – Aspirations for future generations*, DWELL University of Sheffield (2016)
- ^{vi} *Financial benefits of investment in specialist housing for vulnerable and older people*. Frontier Economics (2010)
- ^{vii} *Collaborative Research between ARCHA and the ExtraCare Charitable Trust*, Aston University (2015)
- ^{viii} 2014/15 *Permanent admissions of older people (aged 65 and over) to residential and nursing care homes, per 100,000 population (ASCOF 2Aii)*
- ^{ix} *A Quantitative Health Impact Assessment: The cost of private sector housing and prospective housing interventions in Sheffield City Council*, Building Research Establishment (2015)
- ^x *Better Outcomes, lower costs: Implications for health and social care budgets of investment in housing adaptation, improvements and equipment: A review of evidence*, Office for Disability Issues and the University of Bristol, Heywood F & Turner L (2006)
- ^{xi} *Older people's housing and place – Aspirations for future generations*, DWELL University of Sheffield (2016)
- ^{xii} *Making Sheffield Fairer*, Sheffield Fairness Commission (2013)
- ^{xiii} *Future of the welfare state thinkpiece*, Lyons, Green and Hudson (2016)
- ^{xiv} *Sheffield Strategic Housing Market Assessment* (2013)
- ^{xv} <https://www.gov.uk/government/publications/lifetime-neighbourhoods--2>
- ^{xvi} *Housing our Ageing Population Panel for Innovation*, Homes and Communities Agency (2009)
- ^{xvii} *Multi-Generational Homes: Building a Community for All Ages*, Housing LIN (2015)
- ^{xviii} <https://www.housinglin.org.uk/Topics/browse/HousingandDementia/Design/>
- ^{xix} *Autism and the built environment – using design to improve outcomes*, Catherine Boyle (2016)
- ^{xx} *Building safe choices, LGBT housing futures: a feasibility study*, Stonewall Housing (2016)
- ^{xxi} *Retirement Housing in Sheffield Supply and Demand to 2034* (unpublished), University of Sheffield 2016
- ^{xxii} Further housing market information for each of the 13 housing market areas shown in Figure 1 is available here: <https://www.sheffield.gov.uk/in-your-area/housing-services/housing-strategies/housing-market-area-profiles.html>

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Author/Lead Officer of Report:
Suzanne Allen Head of City Wide Housing Service

Tel: 273 4326

Report of: Executive Director Place
Report to: Cabinet
Date of Decision: 13th December 2017
Subject: Homelessness Prevention Strategy 2017-22

Is this a Key Decision? If Yes, reason Key Decision:-	Yes <input type="checkbox"/>	No <input checked="" type="checkbox"/>
- Expenditure and/or savings over £500,000	<input type="checkbox"/>	
- Affects 2 or more Wards	<input type="checkbox"/>	
Which Cabinet Member Portfolio does this relate to? Neighbourhoods and Community Safety		
Which Scrutiny and Policy Development Committee does this relate to? Safer and Stronger Communities		
Has an Equality Impact Assessment (EIA) been undertaken?	Yes <input checked="" type="checkbox"/>	No <input type="checkbox"/>
If YES, what EIA reference number has it been given? 1301		
Does the report contain confidential or exempt information?	Yes <input type="checkbox"/>	No <input checked="" type="checkbox"/>
If YES, give details as to whether the exemption applies to the full report / part of the report and/or appendices and complete below:-		

Purpose of Report:

This report presents the 'Sheffield Homelessness Prevention Strategy 2017-22', which sets out the Council's vision and strategic priorities for homelessness prevention and reduction, to Cabinet. The strategy has been developed by officers of Sheffield City Council in consultation with partner agencies delivering services, customers and other stakeholders, reflecting the fact that the significant issues that need to be addressed require a strategic city wide approach agreed by all of the key partners.

Recommendations:

That Cabinet:

1. Notes the contents of the draft Sheffield Homelessness Prevention Strategy 2017 – 2022 attached as an appendix to this report and approves it as a statement of the Council's strategic approach to homelessness prevention and reduction.
2. Delegates authority to the Director of Housing and Neighbourhood Services to develop an action plan to implement and deliver the Strategy.
3. Notes that the implementation of any of the proposed actions may be subject to further decision making in accordance with the Leader's Scheme of Delegation.

Background Papers:

Appendix 1: Sheffield Homelessness Prevention Strategy 2017 – 2022

Lead Officer to complete:-	
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.
	Finance: <i>(Insert name of officer consulted)</i> Karen Jones
	Legal: <i>(Insert name of officer consulted)</i> Andrea Simpson
	Equalities: <i>(Insert name of officer consulted)</i> Louise Nunn
<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>	
2	EMT member who approved submission: <i>(Insert name of relevant Executive Director)</i> Laraine Manley
3	Cabinet Member consulted: <i>(Insert name of relevant Cabinet Member)</i> Jayne Dunn
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Decision Maker by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.
	Lead Officer Name: Suzanne Allen
	Job Title: Head of Citywide Housing Services
Date: 15 th November 2017	

1. PROPOSAL

- 1.1 'The Sheffield Homelessness Prevention Strategy 2017-22', which is attached as an appendix to this report, sets out the strategic direction and priorities for homelessness prevention and reduction in Sheffield over the next 5 years. It has been developed by officers of Sheffield City Council, in consultation with partner agencies delivering services, customers and other stakeholders.

Putting a new Strategy in place will enable us to both respond to the risk of an increase in homelessness, and to facilitate meeting new homelessness duties. A Strategy and action plan agreed with key partners will enable better collaborative and joined up service provision, particularly when addressing more complex needs.

A review of homelessness in Sheffield has been undertaken to inform the Strategy and what the priorities should be. This found that homelessness in the City has reduced by 60% in the last 5 years against a backdrop of a national increase. However, in the last 12 months, there has been a 4% increase in homelessness acceptances in Sheffield and the right actions need to be put in place to address the risk of further increases. There are still a disproportionate number of single people with mental and physical health needs accepted as homeless in Sheffield compared to the national picture.

There is a good range of local specialist services but these are mainly focussed on helping at crisis point, and we need to do more to help prevent homelessness occurring.

The strategy has been developed in the context of a shortage of affordable housing, welfare changes and cuts to public sector budgets that all have an impact on the people who are most vulnerable to homelessness.

The Homelessness Reduction Act is due to be implemented in April 2018 and this will bring significant new duties to provide more help to people who are at risk of homelessness. The Homelessness Prevention Strategy reflects the new duties and also ensures the best use of available resources across the City.

- 1.2 The Strategy sets out our vision to minimise homelessness in Sheffield by focussing on early prevention to help people keep their home or move in a planned way to a new settled home.

If a crisis does occur, we will provide good quality housing options and support people to resolve their housing problems in ways that are resilient and long lasting.

The Strategy identifies 6 priorities that will make the most difference to

addressing homelessness. These are

Priority One: Proactively Preventing Homelessness

Many people are already experiencing a housing crisis or problem before they ask for advice from homelessness services. They may have been in touch with other services that may have been able to help or referred them to specialist services earlier. We will get better at reaching people earlier with the right advice, practical help and support to keep their current home or move in a planned way.

Priority Two: Strengthening Partnerships to Support Vulnerable Groups

Some vulnerable groups are at a greater risk of homelessness and of repeated incidence of housing instability. This includes young people, care leavers, and families with complex needs, victims of domestic abuse and some BME communities. There are groups with very complex needs who may be substance misusers, have mental health issues and contact with the criminal justice system. We will improve our targeted interventions and partnership work to help people find last housing solutions. This includes how we assess needs and plan support jointly across agencies and design the specific services that are provided.

Priority Three: Tackling Rough Sleeping

We want to see an end to rough sleeping in Sheffield by doing more to prevent the risk and improve the support that is available. The numbers of people sleeping rough are at low levels compared to other major cities, but we have seen some increase locally. The main focus currently is on dealing with rough sleeping at crisis point or mitigating the impact. There are a range of services but the activity needs more co-ordination. We will concentrate more on preventing rough sleeping happening and improving the effectiveness of services for entrenched rough sleepers.

Priority Four: Improving Housing Options and Housing Support

We will always try to help people keep their current home but sometimes a move is necessary. We need to improve the range of housing options available to both prevent homelessness and meet rehousing duties. We need more affordable options for young people and for those with complex needs. As well as providing housing we want to improve the support available to help people keep their home and live independently.

Priority Five: Addressing Health Needs

Poor health can be both a cause and effect of homelessness. Being homeless can make it more difficult to access health services, have a healthy lifestyle and reduce life expectancy. A high proportion of people who become homeless have diagnosed mental health and long-term

physical health problems. We need to get better at helping people to address their health needs and have access to the right services.

Priority Six: Improving Access To Employment, Education And Training

Having the means to pay for housing is one of the major obstacles to resolving housing problems and increasing choice. There are low levels of being economically active or being in education or training amongst groups who have experienced homelessness. To help future resilience and independence we will do more to help people affected by homelessness to enter employment, education and training.

2. HOW DOES THIS DECISION CONTRIBUTE ?

- 2.1 The Homelessness Prevention Strategy supports the vision set out in the Council's Housing Strategy 2013 - 2023 to help vulnerable people to live independently. It supports the Corporate Plan 2015 -18 priorities of better health and wellbeing, tackling inequalities and having thriving neighbourhoods and communities. Poor health can be both a consequence and cause of homelessness. Being homeless can make it more difficult to access health services and live a healthy life. The strategy sets out how we will tackle this to ensure those at risk of homelessness or who are homeless have access to appropriate services and work closely with health partners to identify health interventions that will be of most use. The strategy focusses on early prevention to help people keep their home or move in a planned way. This involves looking at locality working to support people to stay in their community with support and affordable housing so people sustain tenancies in areas they want to live in. The Strategy also supports the tackling inequality ambition. Some groups are at a greater risk of homelessness and the strategy supports improving our partnership work and targeted interventions to meet needs.

3. HAS THERE BEEN ANY CONSULTATION?

- 3.1 There is a duty to under the Homelessness Act 2002 to consult with such public or local authorities, voluntary organisations or other persons as considered appropriate and who may contribute to the achievements of the objectives of the strategy. There is no duty to consult service users but in carrying out any functions relating to homelessness and the prevention of homelessness the Council should have regard to guidance issued by the Secretary of State. The Homelessness Code of Guidance advises that service users and homeless people themselves, or organisations representing their interests, should be consulted before the strategy is adopted.

Consultation with customers and other stakeholders was undertaken in 2015 and 2016. This included specific stakeholder events focussed on the homelessness strategic priorities, and customer focus groups to

discuss the detail of their experiences and how services could best support them.

A Homelessness Call for Evidence was completed in 2015 that invited experts on homelessness to provide information and views about effective homelessness prevention particularly with young people and people with complex needs. A Housing Health Needs Audit was completed in 2016 and involved over 200 customers of supported housing services. There has been consultation with customers about the development of new services that are detailed in the Housing Independence Commissioning Strategy 2016-2020, approved by Cabinet in February 2016. The Housing Strategic Forum that brings together housing providers and the Housing Equalities Group have been consulted on the strategic priorities.

This feedback has been used in the development of this Homelessness Prevention Strategy.

Further consultation will take place with the partners and relevant customer groups in the development of the specific projects that will support the Strategy and the Action Plan as appropriate.

4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

4.1 Equality of Opportunity Implications

- 4.1.1 Further reducing the level of homelessness in the City will have a positive impact on all residents.

Some groups and communities are at a greater risk of homelessness and this is recognised and addressed in the strategy. Locally, people with mental health and physical health issues, and black and minority ethnic groups are over represented among homeless people. Targeted actions are proposed that will address this.

An EIA has been completed reference 1301. This is appended to the report.

4.2 Financial and Commercial Implications

- 4.2.1 There are no financial or commercial implications arising directly from this report. The implementation of any proposals set out in the strategy may be subject to further decision making in accordance with the Leader's Scheme of Delegation, and the financial and commercial implications will be considered fully at that time. It is essential that resources are effectively deployed to support the strategic objectives set out. There will be severe challenges to face with an overall reduction in public funding and a potential increase in the need for services because of economic pressures and the new homelessness duties. The government has now announced what additional monies will be available to support the implementation of the new duties contained

within the Homelessness Reduction Act. This amount is £427.652 over three years 2018-2022.

Some changes to housing support services will be achieved through the Housing Support Commissioning Plan. This will involve the prioritisation of resources rather than overall expansion to services due to the continued reductions in available funding. Funding of Supported Housing is currently being reviewed by the Government and this will affect how services are commissioned and funded. We will monitor the progress on these changes and ensure our approach to providing support makes the best use of available resources.

4.3 Legal Implications

4.3.1 All local housing authorities have a duty under the Homelessness Act 2002 to produce a homelessness strategy. In formulating its homelessness strategy the Council must have regard to its Allocations Policy, the statutory allocations scheme made under section 166A of the Housing Act 1996 and approved by Cabinet in March 2013, and its Tenancy Strategy made under section 150 of the Localism Act 2011 and approved by the Cabinet Member for Homes and Neighbourhoods in January 2013. The Homelessness Prevention Strategy is consistent with both of these documents.

4.3.2 The homelessness functions of a local housing authority are set out in Part 7 of the Housing Act 1996. The Council has a number of duties to both prevent homelessness occurring or to provide accommodation to certain people who are homeless and to give advice and assistance. In developing the Homelessness Prevention Strategy the statutory requirements and DCLG guidance and good practice have been taken in to account.

4.3.3 The Homelessness Reduction Act 2017 is due to come into force in April 2018 and will make substantial amendments to the existing legislation. Changes include:

- A duty to help people to secure accommodation 56 days before they are at risk of losing their current home.
- Anyone who has been served with a valid section 21 of the Housing Act 1988 Eviction Notice that expires in 56 days or less will now be classed as “threatened with homelessness”.
- A duty to help people for 56 days following homelessness occurring.
- Specified public authorities will have to notify the Council of service users who are homeless or at risk of homelessness.
- The duty to provide advisory services is expanded and should cater for different groups who are at more risk of homelessness.
- Councils will have to carry out needs assessments for all eligible applicants and agree personal plans to help them to secure accommodation.
- Councils will need to take reasonable steps to prevent homelessness for all eligible applicants.

- If people do not co-operate by refusing an offer of accommodation from the Council to relieve homelessness the main homelessness duty will not apply. If an applicant does not take reasonable steps agreed in their plan, this can also end the duty.
- New rights to review are also contained in the legislation.

The Homelessness Prevention Strategy takes the effects of the Act into account.

- 4.3.4 The implementation of any proposals set out in the strategy may be subject to further decision making in accordance with the Leader's Scheme of Delegation, and the legal implications will be considered fully at that time.

4.4 Public Health Implications

- 4.4.1 The priorities contained within the Strategy reflects the aims contained within the Sheffield City Council Public Health Strategy April 2017 – March 2019, approved by Cabinet in March 2017, particularly in relation to Healthy Life Expectancy, Addressing Health Inequalities and the ambition to maximise the health and well-being opportunities through the housing strategy, and development in the housing sector more broadly, including supported housing.

This Homeless Prevention Strategy also helps the Council respond to the priorities and recommendations contained in the Director of Public Health Report for Sheffield 2017, "Adding Life to Years and Years to Life" specifically in terms of Mental Wellbeing for Life'.

5. **ALTERNATIVE OPTIONS CONSIDERED**

- 5.1 Consideration was given to not developing a new strategy in light of the substantial reduction in homelessness that has been achieved in the last 5 years. However this option was rejected we still need to do more to prevent homelessness earlier and address the risk of an increase in homelessness.

6. **REASONS FOR RECOMMENDATIONS**

- 6.1 To address the risk of an increase in homelessness and implement new statutory duties require a strategic city wide approach agreed by all of the key partners.

Appendix 1

Homelessness Review 2017

Contents

1. Homeless presentations and acceptances – totals

- 1.1 Presentations and acceptances
- 1.2 National core city benchmarking for annual acceptances
- 1.3 National benchmarking for presentations against acceptances
- 1.4 Homeless presentations by ethnicity
- 1.5 Homeless presentations by household composition
- 1.6 Homeless acceptances by ethnicity
- 1.7 Homeless presentations by age
- 1.8 Homeless acceptances by age
- 1.9 Homeless acceptances by gender of lead applicant
- 1.10 Homeless acceptances by household composition
- 1.11 National benchmarking for household composition of applicants accepted
- 1.12 Young people: 16-17 year old presentations and acceptances
- 1.13 Young people: 16-17 year old reasons for presentation.
- 1.14 Homeless decisions 16/17 financial year

2 Homeless presentations and acceptances – reasons

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3 Homeless preventions and reliefs

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- 4 Rough Sleepers**
 - 4.1 Recorded rough sleeper numbers
- 5 Temporary accommodation and B&B**
 - 5.1 TA snapshot 31/12/16
 - 5.2 Reasons for leaving TA following acceptance - 2016
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 - 6.1 Multiple presentations 2015-2016
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- 7. Homelessness Services in Sheffield**
 - 7.1 Housing Options and Advice
 - 7.2 Commissioned Housing Support Services
 - 7.3 Other Homelessness Services
 - 7.4 Gaps in Provision
- 8. Housing Support Pathway Key Data**
- 9. Consultation Findings**
- 10. Summary of Key Required Improvement Areas**

1. Homeless Presentations and Acceptances - Totals

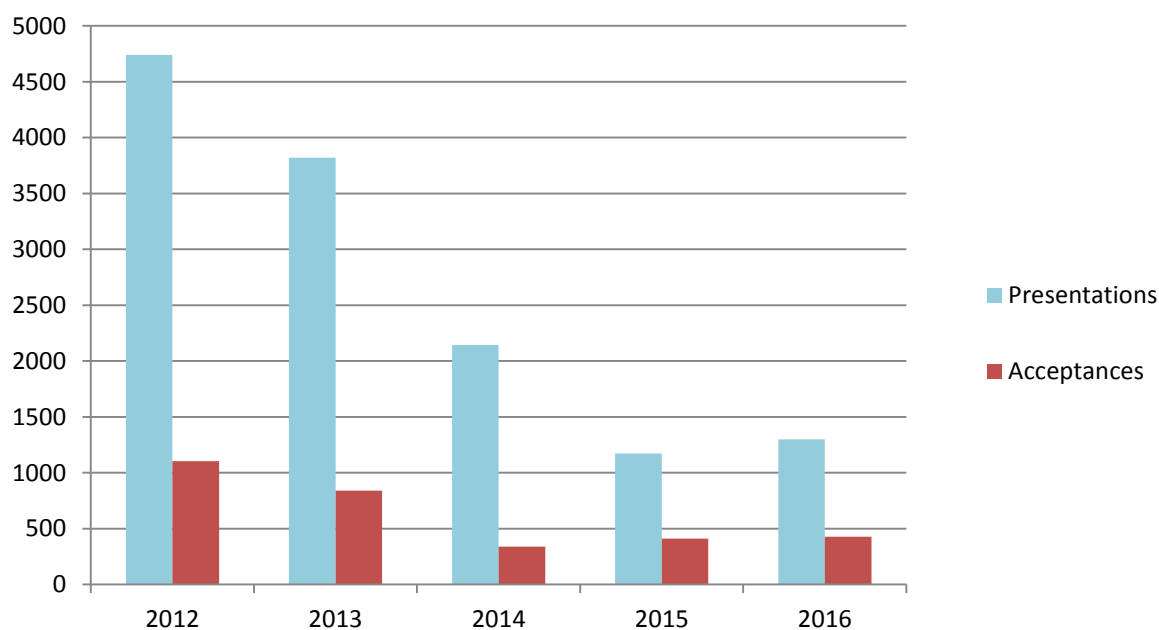
Definitions:-

Homeless Presentation - where a household makes a homeless application.

Homeless Acceptance – an application can result in a number of outcomes one of which is an acceptance that they are homeless and agree to rehouse them. This is an acceptance.

1.1 Presentations and acceptances

	2012	2013	2014	2015	2016
Presentations	4,740	3,819	2,145	1,173	1,297
Acceptances	1,103	839	337	409	428



Over 60% reduction in presentations and acceptances up until 2014 was positive achievement against backdrop of national increase from 2010. However in past 2 years the number of acceptances has risen and there is a risk that this will continue to increase. Number of presentations continued to fall until 2015, but rose by 10% between 2015 and 2016. Between 2015 and 2016 there was a 5% increase in

acceptances. Actual numbers of acceptances and presentations is still significantly lower than in 2012.

1.2 National and core city benchmarking for annual acceptances

	Annual Acceptances - Financial Years									
	2012/13		2013/14		2014/15		2015/16		2016/17	
	Total	per 1000	Total	per 1000	Total	per 1000	Total	per 1000	Total	per 1000
Birmingham	3,957	9.5	3,160	7.6	3,140	7.4	3,524	8.3	3,479	8.1
Bristol	324	1.8	491	2.6	872	4.7	1,006	5.4	979	5.1
Nottingham	481	3.8	449	3.5	532	4.1	584*	4.5	492	3.7
Manchester	533	2.6	548	2.6	792	3.7	888	4.1	1,242	5.6
Sheffield	1,218	5.3	797	3.4	363	1.5	421	1.8	438	1.9
Newcastle	220	1.9	165	1.4	161	1.4	178	1.5	182	1.5
Leeds	762	2.3	323	1.0	378	1.2	505	1.6	344	1.0
Liverpool	187	0.9	150	0.7	185	0.9	244	1.2	317	1.5
Core Cities	7,682	4.2	6,083	3.3	6,423	3.1	7,350	3.5	7,473	3.6
National	53,770	2.4	52,250	2.3	54,430	2.4	59,250	2.6	59,090	2.5

*estimated

Performance compared to other Core Cities has significantly improved for acceptances per thousand from being almost bottom (7/8th) in 2012, to being 3/8th in 2016. Our performance is now only slightly lower than the top performing Core Cities.

Our acceptances per thousand are now lower than the national average and the Core City average.

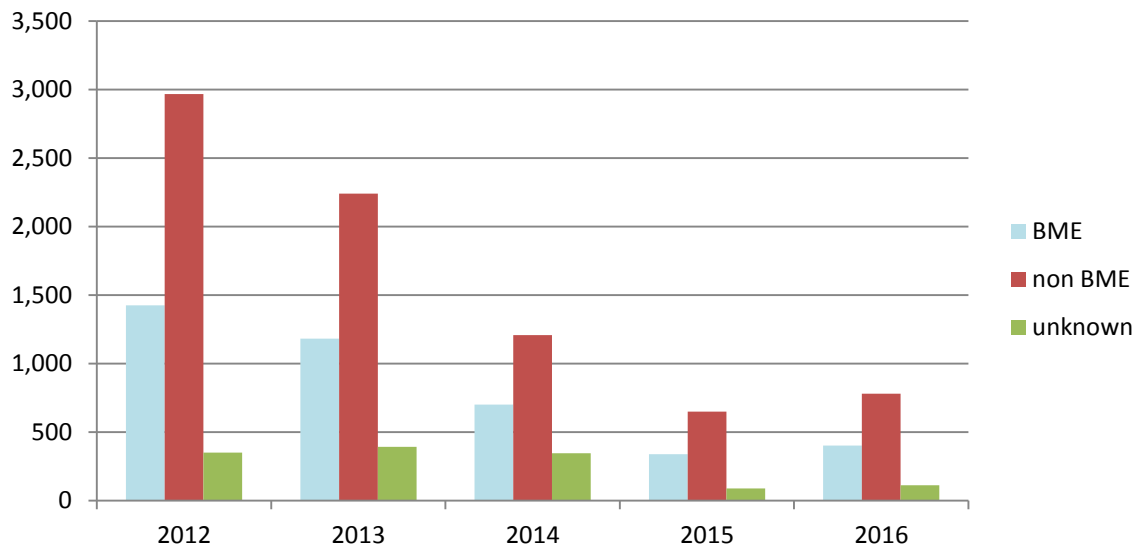
1.3 National benchmarking for presentations against acceptances

	Presentations		Acceptances		%	
	Sheffield	National	Sheffield	National	Sheffield	National
2012	4,740	112,880	1,103	53,480	23%	47%
2013	3,819	112,920	839	53,210	22%	47%
2014	2,145	111,990	337	53,410	16%	48%
2015	1,173	113,320	409	56,500	35%	50%
2016	1,297	119,810	428	59,259	33%	49%

Our percentage of acceptances against presentations has improved (which indicates we are opening fewer cases that do not result in an acceptance than we were

previously). However this is still significantly lower than the national figure so warrants further investigation.

1.4 Homeless presentations by ethnicity



1.5 Homeless presentations by household composition

	2012	2013	2014	2015	2016
Couple with Children	5%	4%	4%	7%	6%
Lone Parent Female	17%	14%	10%	17%	18%
Lone Parent Male	1%	1%	1%	2%	2%
Single Female	23%	24%	27%	19%	21%
Single Male	47%	50%	52%	49%	47%
Other	7%	7%	6%	6%	6%

1.6 Homeless acceptances by ethnicity

	2012		2013		2014		2015		2016	
BME	335	30%	286	34%	126	37%	129	33%	268	31%
Non-BME	744	68%	534	64%	202	60%	246	62%	135	63%
Unknown/Unavailable	23	2%	19	2%	9	3%	19	5%	25	6%

There is a disproportionately high percentage of homelessness acceptances from BME communities compared to the make-up of the local population. This reflects the national statistics and warrants specific actions to address the needs of these groups.

1.7 Homeless presentations by age

	16/24	25/44	45/59	60/64	65/75	75+
2012	42%	46%	10%	1%	1%	0%
2013	37%	50%	12%	1%	0%	0%
2014	30%	56%	12%	1%	1%	0%
2015	30%	53%	15%	1%	1%	0%
2016	26%	58%	14%	1%	1%	0%

1.8 Homeless acceptances by age

Sheffield

	16/24	25/44	45/59	60/64	65/75	75 +
2012	45%	43%	10%	1%	1%	0%
2013	41%	48%	11%	0%	0%	0%
2014	29%	56%	14%	1%	0%	0%
2015	31%	53%	12%	1%	1%	0%
2016	22%	60%	14%	2%	1%	1%

National

	16/24	25/44	45/59	60/64	65/75	75 +
2012	32%	53%	12%	1%	1%	1%
2013	28%	55%	13%	1%	2%	1%
2014	25%	57%	14%	1%	2%	1%
2015	23%	58%	14%	1%	2%	1%
2016	22%	59%	15%	2%	2%	1%

The age profile of homelessness acceptances is in line with the national statistics. The reduction in acceptances from people aged under 25 in the past 5 years has brought Sheffield in to line with the current national figures. 81% of all accepted homeless applications are made by people aged under 45.

1.9 Homeless acceptances by gender of lead applicant

	2012	2013	2014	2015	2016
Male	29%	36%	35%	40%	42%
Female	71%	64%	65%	60%	58%

The majority of households that are accepted as homeless have a female as the main applicant.

1.10 Homeless acceptances by household composition

	2012		2013		2014		2015		2016	
Couple with Children	118	11%	62	7%	39	12%	65	16%	60	14%
Lone Parent Female	379	34%	257	31%	77	23%	148	36%	141	33%
Lone Parent Male	30	3%	17	2%	9	3%	8	2%	22	5%
Other	95	9%	65	8%	22	7%	31	8%	29	7%
Single Female	281	25%	219	26%	108	32%	55	13%	68	16%
Single Male	200	18%	219	26%	81	24%	102	25%	108	25%

1.11 National benchmarking for household composition of applicants accepted

	Couple with children	Lone parent Male	Lone parent Female	Males	Females	Other
2012	20%	4%	47%	13%	10%	5%
2013	20%	3%	46%	13%	10%	6%
2014	21%	4%	46%	13%	10%	6%
2015	22%	4%	47%	13%	10%	5%
2016	22%	4%	47%	13%	10%	5%

Compared to the national statistics, Sheffield still has a disproportionately high percentage of single people/households without children accepted as homeless. The national figure is 28% and the Sheffield figure is 48%. The national figures have been static for the past 5 years with 73% of accepted applications being from families with children. For Sheffield only 52% of acceptances were from families with children which warrants further investigation to understand this difference.

1.12 Young people: 16-17 year old presentations and acceptances

Combined

	2012	2013	2014	2015	2016
Presentations	184	147	53	14	8
Acceptances	23	32	4	6	1
Preventions	129	87	152	207	169

Presentations

	2012	2013	2014	2015	2016
Male	78	62	23	5	1
Female	106	85	30	9	7
BME	38	38	11	3	2
Non-BME	51	60	24	11	6

Acceptances

	2012	2013	2014	2015	2016
Male	7	12	0	3	0
Female	16	20	4	3	1
BME	9	14	2	0	0
Non-BME	14	17	2	6	1

BME and Non-BME figures do not include not available and prefer not to say

The number of presentations and acceptances from people aged 16/17 has fallen significantly as a result in putting in place a joint protocol between Housing and CYPF. The majority of customers now return home with support. In line with case law and new national guidance, Children Act duties now take precedence over homelessness duties in assessing and meeting needs from this age group. However, the number of CIN section 20 duties accepted has been at a very low level .

1.13 Young people: 16-17 year old reasons for presentation

	2012	2013	2014	2015	2016
Emergency					
Family/Friends Eviction	29	16	10	4	
Harassment - Other	2	4			2
Hospital Leaver		1			
Hostel Resident	26	25	9		
Leaving NASS Accommodation		1			
Left LA Care or Institution	2	2			
Left Prison or on Remand	2				
Loss of Tied Accommodation	1		1		
Mortgage Arrears					
Non Violent Relationship Breakdown		3	1	1	
Other	2	5	1	3	
Overcrowding	1				
Parental Eviction	98	72	27	6	6
Rent Arrears - Local Authority					

Rent Arrears - Private Sector					
Returning from Abroad					
Sleeping Rough	3	4			
Split Family	1				
Termination AST	2	1			
Unfit for Habitation					
Violence - Associated Person	10	9	4		
Violence - Other	4	3			
Violence - Partner/Ex-Partner		1			
Violence - Racially Motivated	1				

1.14 Homeless decisions 16/17 financial year

	National %	Sheffield %
Homeless and PN	51%	34%
IH	9%	7%
Homeless and Not PN	17%	37%
Not Homeless	23%	21%
BME (accepted)	39%	41%
No per 1000 households	2.54	1.83
No per 1000 in TA	3.33	0.32

As previously stated, Sheffield accepts a lower % of households as homelessness from presentations than the national figures. It also finds a greater proportion to be homeless but not in priority need. The reasons for this needs to be investigated.

Sheffield has a relatively low number of households in Temporary Accommodation compared to the national figure which is a positive reflection on the reduction in cases overall, and more efficiency in helping people to remain where they are and minimise length of stay in TA. The numbers in Bed and Breakfast are very low at the end of March 2017 there was one household in B&B.

2. Homeless Presentations and Acceptances – Reasons

2.1 Main reason for homeless presentations

Reason for homelessness	2012	2013	2014	2015	2016
Ex Her Majesty's Forces	0%	0%	0%	0%	0%
Family/Friends Eviction	18%	17%	16%	20%	19%
Harassment - Other	3%	2%	2%	2%	3%
Harassment - Racial	0%	0%	0%	0%	0%
Hospital Leaver	0%	0%	1%	1%	1%
Leaving Home Office accommodation	3%	4%	5%	9%	8%
Left LA Care or Institution	0%	0%	0%	2%	2%
Left Prison or on Remand	2%	2%	3%	3%	3%
Loss of tied/rented, reasons other than terminated AST	7%	6%	5%	4%	6%
Mortgage Arrears	2%	1%	1%	1%	1%
Non Violent Relationship Breakdown	7%	6%	6%	6%	7%
Other	12%	16%	16%	13%	12%
Parental Eviction	18%	16%	13%	13%	13%
Rent Arrears - Housing Association	0%	1%	0%	1%	0%
Rent Arrears - Local Authority	1%	1%	2%	2%	1%
Rent Arrears - Private Sector	2%	1%	2%	1%	1%
Termination AST	8%	9%	7%	10%	10%
Violence - Associated Person	3%	3%	4%	2%	1%
Violence - Other	3%	2%	3%	3%	3%
Violence - Partner/Ex-Partner	11%	11%	12%	7%	9%
Violence - Racially Motivated	0%	0%	0%	0%	0%

2.2 Main reasons for homeless acceptances

Sheffield

	2012	2013	2014	2015	2016
Parental/Family/Friends Eviction	39%	37%	31%	37%	32%
Violence - Partner/Ex-Partner	14%	15%	9%	9%	11%
Asylum accommodation leaver	4%	6%	11%	11%	5%
Termination(Assured Shorthold Tenancy)	9%	12%	14%	12%	16%

National

	2012	2013	2014	2015	2016
Termination Assured Shorthold Tenancy	21%	25%	29%	30%	32%
Parental / Family/Friends Eviction	32%	30%	27%	33%	27%
Violence - Partner/Ex-Partner	12%	12%	12%	14%	11%
Loss of Rented/Tied Housing	6%	6%	6%	7%	7%

The 3 main reasons for acceptances in Sheffield are in line with the national statistics, although locally Termination of Assured Shorthold Tenancy is a less significant but growing reason. This is particularly relevant as Private Rented housing market share expands and there is a shortage of affordable social housing.

2.3 Main priority need category for acceptances

Priority need	2015		2016	
	Sheffield	National	Sheffield	National
Emergency (fire, flood, storms, disaster, etc)	0%	0%	0%	0%
Dependent children	48%	67%	52%	68%
Pregnant, no dependent children	10%	7%	8%	6%
Aged 16-17	0%	1%	0%	1%
Formerly in care, aged 18-20	1%	1%	1%	1%
Old age	0%	2%	0%	1%
Physical disability	11%	7%	10%	7%
Mental illness or disability	21%	8%	21%	9%
Drug dependency	0%	0%	0%	0%
Alcohol dependency	0%	0%	0%	0%
Former asylum seeker	1%	0%	1%	0%
Other	0%	1%	0%	1%
Has been in care	1%	0%	1%	0%
Has served in HM forces	0%	0%	0%	0%
Has been in custody/on remand	0%	0%	0%	0%
Fled home due to violence	1%	1%	1%	1%
Fled home due to domestic violence	5%	2%	5%	2%

The way that the national legislation works is that only one priority need reason is recorded. Therefore for families, pregnant women, care leavers under 21, 16/17 year olds which are automatic priority need these will be shown. For other people, the council will investigate and determine if household is in priority need for one of the discretionary reasons defined in legislation. The majority of single people will not fall in to one of the automatic priority need reasons of being a care leaver, having dependent children etc. Because of the relatively high number of single people accepted as homeless it follows that relatively high proportion of priority need recorded is for reasons of mental and physical health compared to the national figures. There is a marked discrepancy between the local and national figures

Further analysis of specific health conditions and current casework practice is required to inform the prevention measures that would be most effective for these customers who have been unable to retain housing and are considered vulnerable due to physical or mental health.

2.4 Reasons for presentations and acceptances by household type - 2016

Single males

Presentations	2016	Acceptances	2016
Family/Friends/ Parental Eviction	32%	Family/Friends/ Parental Eviction	43%
Required to leave HO accommodation	11%	Terminated AST	8%
Non Violent Relationship Breakdown	8%	Non violent relationship breakdown	7%
Terminated AST	7%	Loss of rented accom, not terminated AST	7%
Left prison on remand	4%	Left prison on remand	5%

Single females

Presentations	2016	Acceptances	2016
Family/Friends/parental Eviction	36%	Family/Friends/parental Eviction	39%
Violence – Partner / Ex-Partner / Associated Person	17%	Violence – Partner / Ex-Partner / Associated Person	20%
Terminated AST	8%	Terminated AST	11%
Loss of rented accom, not terminated AST	6%	Loss of rented accom, not terminated AST	5%
Non violent relationship breakdown	5%	Left hospital	5%

Being evicted by friends and family is the main reason for homelessness acceptances for both single males and females. Domestic Violence is a more significant reason for single females than for other groups.

Families

Presentations	2016	Acceptances	2016
Family/Friends/Parental Eviction	24%	Family/Friends/Parental Eviction	23%
Violence – Partner / Ex-Partner / Associated Person	17%	Terminated AST	21%
Termination AST	16%	Violence – Partner / Ex-Partner / Associated Person	14%
Non Violent Relationship Breakdown	9%	Required to leave HO accommodation	10%
Required to leave HO accommodation	7%	Non violent relationship breakdown	7%

For families with children, the main reason for homeless is also family, friends, parental eviction, but ending of an AST is more significant than for single people. Domestic abuse is less significant for families, than for single females.

2.5 Domestic abuse

Presentations

	2012	2013	2014	2015	2016
Male	354	267	37	21	32
Female	692	552	179	93	107
BME	203	171	96	45	42
Non-BME	368	282	127	69	97
<18	10	10	0	0	0
18-24	168	131	24	21	24
25-44	318	260	162	75	91
45-59	67	46	33	18	11
60-64	6	3	3	0	0
65-74	3	2	0	0	2
75+	1	1	0	0	0

Domestic abuse for a reason of presentation mainly affects those aged between 25-44, and households headed by a female.

Acceptances

	2012	2013	2014	2015	2016
Male	16	15	8	3	8
Female	158	130	37	31	36
BME	52	48	15	11	12
Non-BME	131	100	31	23	32
<18	0	0	0	0	0
18-24	64	48	11	9	6
25-44	106	85	26	20	31
45-59	13	16	9	5	6
60-64	2	1	0	0	0
65-74	0	0	0	0	1
75+	0	0	0	0	0

25% of males who apply due to Domestic Abuse are accepted as homeless, and 34% of females. 29% of BME applications for DA are accepted as homeless, and 33% of non-BME applications. 25% of applicants under 25 are accepted as

homeless, 34% of those between 25 and 44, and 55% between 45-59. The differences of outcome for different groups warrants further investigation.

2.6 Reasons for presentations in 2016, white and BME households

BME Households		White Households	
Family/Friends/Parental Eviction	30%	Family/Friends/Parental Eviction	31%
Leaving NASS Accommodation	19%	Other	12%
Termination AST	11%	Violence - Partner/Ex-Partner	11%
Other	9%	Termination AST	10%
Violence - Partner/Ex-Partner	7%	Non Violent Relationship Breakdown	8%
	76%		72%

Leaving NASS accommodation is a significant reason for presentations for BME groups and this tends to affect specific communities who have claimed asylum in the UK.

3. Homeless preventions and reliefs

Definition of homelessness prevention : an intervention that enables a person who is threatened with homelessness to either stay in their current home or make a planned move to alternative suitable housing that will be available for at least 6 months. This applies to all customers regardless of whether or not they are in “priority need” of housing. (P1E Guidance Notes Homelessness Prevention and Relief. DCLG April 2008).

The methodology used by different authorities varies greatly in capturing homelessness prevention activity and therefore is not reliable for comparative purposes. However, the data does show us where Sheffield is recording relatively more or less specific types of preventions that would warrant further investigation. Accepting that there are concerns about the consistency of recording, Sheffield has improved compared to Core Cities from having the lowest number of recorded preventions, to being in 5th position, with the actual number recorded more than doubling since 2012/13, and being just above the national average.

3.1 National benchmarking for preventions and reliefs achieved

	2012/13		2013/14		2014/15		2015/16		2016/17	
	Number	per 1000	Number	per 1000	Number	per 1000	Number	per 1000	Number	Per 1000
Newcastle	3,673	31.0	4,529	37.9	4,122	34.6	3,019	25.3	3,975	32.1
Nottingham	4,313	33.9	4,993	38.9	4,178	32.5	3,082*	24.0	686	5.2
Bristol	3,482	18.9	4,460	22.4	4,298	22.9	4,348	23.2	4,282	22.2
Birmingham	7,327	17.7	10,712	25.6	9,102	21.5	7,843	18.5	8,477	19.7
Leeds	3,041	9.4	4,174	12.7	6,532	19.9	8,368	25.5	6,601	19.9
Manchester	5,345	25.8	3,059	14.7	3,353	15.8	1,716	8.1	1,629	7.4
Liverpool	1,288	6.2	1,307	6.3	1,852	8.8	1,825	8.7	1,951	9.0
Sheffield	890	3.8	1,306	5.6	1,517	6.5	2,312	9.9	1,981	9.1
Core Cities Total	29,359	16.2	34,540	18.9	34,955	20.3	32,513	18.9	29,582	17.2
National	202,900	9.1	227,800	10.1	220,800	9.7	213,280	9.4	199,630	8.59

*estimated

3.2 Reasons for prevention

	2012	2013	2014	2015	2016
Mediation	8	58	48	3	9
Conciliation achieved via home visit	3	7	13	57	49
Financial Payment from Homeless Prevention Fund	6	6	13	7	13
Debt advice	5	4	5	8	2
Resolving HB problems	5	4	11	1	1
Resolving rent or service charge problems	5	5	10	12	4

Sanctuary Scheme for domestic violence	270	103	179	189	368
Crisis intervention - emergency support	4	5	7	5	3
Negotiation or legal advocacy to help sustain private tenancy	22	14	12	7	103
Other assistance to enable to remain in accommodation	246	130	119	29	47
Mortgage Arrears intervention or mortgage rescue	4	6	11	0	0
Hostel or HMO with or without support	122	114	221	233	77
PRS (incl payment made by Housing Solutions for bond	39	31	49	56	35
Securing accom. in PRS without financial assessment	45	55	107	75	58
Accommodation arranged with friends or relatives	101	89	109	60	51
Supported accommodation (including supported lodging	91	70	116	975	1,041
Social Housing management move of existing tenant	5	5	5	4	4
Social Housing part 6 offer of LA accom. or nomination	145	185	313	367	388
Social Housing - negotiation with RSL outside of part 6	8	4	20	43	37
Equipment and adaptations	0	1	0	0	0
other (please notebook)	64	40	37	0	0
Unsuccessful Prevention/Relief	206	135	116	N/A	N/A
Total	1,404	1,071	1,521	2,131	2,290

3.3 Reasons for prevention - national comparison

Reason	2015		2016	
	Sheffield	National	Sheffield	National
Mediation	0%	1%	0%	1%
Conciliation achieved via home visit	3%	2%	2%	2%
Financial Payment from Homeless Prevention Fund	0%	3%	1%	3%
Debt advice	0%	5%	0%	5%
Resolving HB problems	0%	11%	0%	11%
Resolving rent or service charge problems	1%	4%	0%	4%
Sanctuary Scheme for domestic violence	9%	2%	16%	2%
Crisis intervention - emergency support	0%	3%	0%	2%
Negotiation or legal advocacy to help sustain private tenancy	0%	4%	4%	3%
Other assistance to enable to remain in accommodation	1%	9%	2%	12%
Mortgage Arrears intervention or mortgage rescue	0%	1%	0%	0%
Hostel or HMO with or without support	11%	6%	3%	6%
PRS (incl payment made by Housing Solutions for bond	3%	9%	2%	7%
Securing accom. in PRS without financial assessment	4%	6%	3%	5%
Accommodation arranged with friends or relatives	3%	3%	2%	4%
Supported accommodation (including supported lodging	46%	9%	45%	9%
Social Housing management move of existing tenant	0%	1%	0%	1%
Social Housing part 6 offer of LA accom. or nomination	17%	14%	17%	14%
Social Housing - negotiation with RSL outside of part 6	2%	2%	2%	2%
other	0%	5%	0%	6%

4 Rough Sleeping

4.1 Recorded rough sleeper numbers

	2012		2013		2014		2015		2016	
	No	% increase from previous year	No	% increase from previous year	No	% increase from previous year	No	% increase from previous year	No	% increase from previous year
Birmingham	8	14%	14	75%	20	43%	36	80%	55	53%
Bristol	9	13%	41	356%	41	0%	97	137%	74	-24%
Leeds	11	0%	13	18%	15	15%	13	-13%	20	54%
Liverpool	6	-33%	6	0%	8	33%	15	88%	21	40%
Manchester	27	80%	24	-11%	43	79%	70	63%	78	11%
Newcastle	9	50%	6	-33%	7	17%	8	14%	5	-38%
Nottingham	7	-30%	9	29%	9	0%	14	56%	35	150%
Sheffield	11	0	17	55%	10	-41%	11	10%	15	36%
Core Cities Total	88	14%	130	48%	153	18%	264	73%	303	15%
Core Cities Average	11		16		19		33		38	
National	2,309	6%	2,414	5%	2,744	14%	3,569	30%	4,134	16%

5 Temporary Accommodation and B&B

A separate review of TA has been completed and new provision will be developed to better meet customer needs. The number of units required for single people should reduce as they are currently over-represented compared to the national picture.

5.1 TA occupancy snapshot 31/12/2016

	Sheffield	National
Couple with dependent children	15%	27%
Lone parent male	4%	3%
lone parent female	25%	45%
single male	34%	11%
single female	16%	7%
other household	6%	7%

5.2 Reasons for leaving TA following acceptance – 2016

	Sheffield		National	
Offer of settled LA or HA accommodation (Accepted)	59	84%	18,160	65%
Offer of settled LA or HA accommodation (Refused)	6	9%	680	2%
Accepted Assured Tenancy	0	0%	390	1%
Accepted qualifying offer of assured shorthold tenancy	0	0%	700	2%
Offer of tenancy in private rented sector (Accepted)	0	0%	1,290	5%
Offer of tenancy in private rented sector (Refused)	2	3%	120	0%
Ceased to be eligible	0	0%	1,250	4%
Became intentionally homeless from TA	1	1%	1,650	6%
Voluntarily ceased to occupy	2	3%	3,890	14%
	70		28,070	

6 Repeat homelessness

6.1 Multiple presentations 2015-2016

	2	3	4	5	6
Times Presented	370	84	28	5	6

	Male		Female	
Repeat Homelessness by Gender	1,789	58%	1,289	42%

	<18	18-24	25-44	45-59	60-64	65-74	75+
Repeat homelessness by age	2	117	284	85	3	2	0

6.2 Reasons for multiple presentations 2015-2016

Where the reason for homelessness is the same for multiple presentations by the same household.

Reason for homelessness	Times presented	
	Count	Percentage
Left hospital	2	0.4%
Left other institution/LA care	4	0.8%
Left prison on remand	12	2.4%
Loss of rented/tied accom - terminated AST	18	3.7%
Loss rented/tied accom - reasons other than terminated AST	14	2.8%
Non violent breakdown of relationship with partner	4	0.8%
Other	34	6.9%
Other forms of harassment	4	0.8%
Other forms of violence	4	0.8%
Other relatives/friends no longer willing/able to accommodate	29	5.9%
Parents no longer willing/able to accommodate	20	4.1%
Required to leave accom provided by HO - asylum support	12	2.4%
Various*	312	63.3%
Violent breakdown of relationship with partner	24	4.9%

*Various denotes households with no repeating reason for presentation

15% of households that made multiple presentations in 2015 and 2016 went on to be found eligible, unintentionally homeless and in priority need.

7. Homelessness Services in Sheffield

7.1 Housing Options and Advice

The housing options and advice service offers advice, support and assessment to anyone who is homeless or at risk of homelessness. The service offers :-

- Telephone advice and support offering general housing and homelessness advice with an emphasis on homeless prevention
- Housing options and advice case team for those people that need ongoing advice to prevent homelessness occurring and carry out statutory assessment of need
- Housing Support Pathway – we assess needs and refer and match people to suitable supported accommodation that we commission.
- Provide temporary accommodation for anyone who may be in priority need
- Enhanced Housing options – outreach support offering extra intensive support for people who are struggling to prevent their homelessness or find alternative accommodation due to their complex and multiple needs.
- Joint assessments with a social worker for homeless 16 and 17 year olds.
- Home visits for those people where family and friends can no longer accommodate offering mediation and homeless prevention support.
- Severe weather provision when in operation offers roofless individuals somewhere to stay if they would otherwise sleep rough and no statutory duty is owed
- Out of hours service – people are offered accommodation overnight if there is a statutory duty

The Homeless reduction Act 2017 due to be implemented April 2018 places additional duties upon authorities nationally to prevent and reduce homelessness. The Act will place an emphasis on services preventing homelessness from occurring by strengthening the duties of local authorities to provide advice, practical solutions and to secure alternative accommodation for more people. Although Sheffield does relatively well on preventions achieved through sanctuary schemes, arranging hostel placements and making offers on social housing we have less resources to concentrate on other prevention activities and do less well on these. Once the act is implemented additional resources will be needed to enable us to :-

- Make better use of the homeless prevention fund
- Develop the Private rented solutions Service
- Give benefit and debt advice
- Negotiate so people can retain private rented tenancies
- Court Advocacy
- Employ a mental health worker
- Have greater capacity in the enhanced housing options team to offer more prevention advice in the community
- Increase the capacity to undertake reviews

7.2 Commissioned Housing Support Services

The Council commissions housing support services that help people to develop independent living skills in specialist accommodation schemes or in their own homes across all tenure. The majority of accommodation based schemes are designed to offer services for 6 to 12 months for people without settled housing. Some services aim to prevent homelessness or resettle after a period of homelessness. Some of the services support people with more bespoke need such as Mental Health, Substance Abuse Issues, Rough Sleeping and Multiple and Complex needs.

The budgets available locally for housing support have reduced by 50% in the last 5 years and the Government is reviewing other funding arrangements. The capping of Housing Benefit to the Local Housing Allowance and restrictions on benefits for most people under 21 poses challenges to the viability of schemes going forward. We will need to review our support model when Government proposals are clarified. Many of the service providers locally combine public funding with significant charitable funding and volunteer input.

Despite limited resources, the physical condition of some supported accommodation has been improved or new provision developed. The proportion of floating support compared to accommodation based services has increased and new services have been introduced including Nightstop and Supported Lodgings for Young People.

The provision in Sheffield includes;-

- Street outreach team for rough sleepers
- 5 hostels for young people including young parents
- 2 hostels for homeless men
- 3 supported accommodation services for people with mental health issues
- 2 accommodation based services for homeless families
- Accommodation based service for offenders and ex-offenders
- Female only provision
- Dispersed supported accommodation for young people including young parents
- Accommodation based service for people with complex needs
- Supported lodgings scheme for young homeless people
- Housing first pilot
- Refuge for women and children at risk of domestic abuse
- Transitional landlord service

There is also a number of floating support services providing support to individuals in their own home to help them settle and to prevent homelessness.

7.3 Other Homelessness Services

As well as commissioned services there are a number of services in the city who support homeless people:-

- NOMAD opening doors – arrange shared private rented accommodation for people aged 18-35
- St Wilfrids – 20 self contained flats for people who need support. Day centre offering practical support and advice
- Cathedral Archer project – day centre offering advice, support and practical solutions for homeless people
- Bens centre- day centre and outreach services for people who suffer from the negative impact of drugs and alcohol
- Roundabout – homeless prevention services for young people including mediation
- Assist – short term support for destitute asylum seekers
- EMMAUS – provides a home and meaningful work to homeless men and women
- Crisis – offers tenancy ready courses to homeless people
- A number of faith based projects offering food, support and clothing

7.4 Gaps in Provision

Undertaking this review and after consultation a number of gaps in service provision has been highlighted. These include:-

- The need for new temporary accommodation, The existing provision is not fit for purpose and has become out dated.
- Access to more private rented properties – to enable us to prevent homelessness in more cases there needs to be more access to the private sector for our customer group. This needs to include shared accommodation.
- More women only provision in the city
- Good quality out of hours advice for people who may be at risk of homelessness or are homeless
- A multi-agency response for people who have complex and multiple needs
- Smaller more bespoke accommodation for young people
- Access to mental health support and services for customers using housing solutions services.

8. Housing Support Pathway Key Data

Since 2014 our Housing Support Pathway has managed access and move on to schemes for homeless people. We have found in reviewing outcomes for 2016/17:

- Over 65% of customers have a positive outcome on leaving supported housing.
- Only 50% of referrals to the schemes were successful. 12% were referred in error or did not meet the eligibility criteria. 38% were not successful either because the customers decide not to take up a place or the service provider does not accept the referral.
- Main reasons for declining a referral are support needs are considered too high or risks to self or others.
- Move on can also be difficult for people with very complex needs. We need to address any gaps in service provision.

9. Consultation Findings

A number of different consultation events were undertaken to discuss the key priorities in the homeless prevention strategy these included :-

- A public consultation on citizen space
- Workshop with housing equalities board
- Consultation with over 20 providers of homeless services across the city
- Focus groups with a variety of internal and external stakeholders
- Workshop with council housing neighbourhood managers
- Consultation events with customers including young people, women fleeing domestic abuse, rough sleepers, people using temporary accommodation and people who are homeless at home.

There was overwhelming support for the draft priorities and some useful suggestions and feedback this included :-

Stakeholders

- Welcomed partnership working and felt it important that all stakeholders and partners signed up to the strategy
- Needed to be a link with welfare reforms and what the impact would be
- Need to look at long term supported living options for those people who will never be able to live without support
- Need suitable housing options for people leaving prison
- Look at types of accommodation available and recognise shared and communal living does not suit everyone
- Target people who are at a disadvantage when it comes to homelessness
- Separate provision for 16-17 year olds
- More women only provision
- Need to ensure health works alongside homelessness services and there are pathways into substance use services and mental health services.
- Need clear pathways for escalation of issues with health, mental health, adult social care, children's services and learning disability provision.
- ETE is a good priority; need to ensure it includes basic skills provision and links into financial inclusion.

Customers

- Customers need to be involved in how services are developed in the future
- Homeless prevention is the most important priority
- Advice needs to be available for longer hours not end at 5pm
- More outreach work out in the communities
- Don't assume all homeless people need a hostel
- Improve access to private rented properties
- Better accommodation for couples needed
- Better provision for those with brain injury

- Help with childcare so people can go back to work
- Have a fund to help people get into work such as enabling people to buy work clothes

There was general feedback from customers and stakeholders that the strategy should be easy to understand format and available in different languages.

10. Summary of Key required Improvement areas

- Develop a culture across organisations to work proactively to prevent homelessness and support people for longer who need help.
- Provide better information about homelessness including giving everyone at risk of homelessness an agreed written personal plan.
- Review casework management system.
- Develop a prevention toolkit, training and advice to organisations
- Put in clear pathways and referral routes in place including for public bodies that will have a duty to refer cases
- Use data to help target resources to prevent homelessness
- Improve debt/money advice
- Reflect developments in locality working ensuring housing support interventions for families are streamlined and integrated
- Work closely with safeguarding hub
- Increase education work in schools
- Further integrate housing services with other young peoples' services
- Build on existing protocol for homeless 16/17 year olds to include all vulnerable people under 25, including developing our existing support to care leavers
- Jointly commission cross sector responses to those people with complex and multiple needs
- Improve earlier identification of the risk of domestic abuse
- Review our housing options and advice services to make sure they are fully accessible and responsive to the needs of the whole community
- Improve prevention work for refugees leaving accommodation for asylum seekers
- Ensure all individuals presenting as homeless and citing substance misuse issues are referred straight to treatment using local pathways
- Work with other South Yorkshire Councils to improve the service offer and outcomes in the sub region
- Develop more targeted prevention activity to reduce the number of new rough sleepers
- Help people with entrenched patterns of rough sleeping more holistically through better collaborative working and support tailored to their individual needs
- Improve temporary accommodation provision and develop plans for a new scheme to replace existing provision that will be fit for purpose
- Increase the use of dispersed properties
- Review our approaches to providing shared housing
- Improve access to good quality private rented housing
- Commission services aligned to support homeless prevention at an early stage
- Review effectiveness of housing support pathway
- Improve access to primary care and treatment programmes to reduce hospital admissions and use of Accident and Emergency services
- Improve the understanding within health and housing services of homelessness and ensure appropriate referral routes are in place
- Develop targeted opportunities to assist people into work, education and training

Sheffield Homelessness Prevention Strategy 2017-2022

Our Vision: We will minimise homelessness in Sheffield by focussing on early prevention to help people keep their home or move in a planned way to a new settled home.

If a crisis does occur, we will provide good quality housing options and support people to resolve their housing problems in ways that are resilient and long lasting.

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1. Introduction

The Homelessness Prevention Strategy sets out the strategic direction and priorities for Sheffield over the next 5 years. It has been developed by Sheffield City Council in consultation with customers, service providers, and other stakeholders. It supports the Corporate Plan and Housing Strategy 2013-2023, and complements other strategies and programmes that encourages independence and target help at the most vulnerable. All these organisations have signed up to the strategy.

In our last Homelessness Strategy produced in 2010, we said we would focus more on homeless prevention. The **overall** level of recorded homelessness in Sheffield has reduced by nearly 60% against a backdrop of big increases nationally since then. However there was a 4% rise in the number of households accepted as homeless by the Council in 2016/17 and we must prioritise the right actions to address the real risk of further increases. The Strategy takes account of the Homelessness Reduction Act that will be implemented in 2018 that will introduce new duties for the Council.

Significant changes have affected the housing options and support available including cuts to welfare benefits and severe reductions in public sector budgets. There is a continuing shortage of affordable housing and a big increase in the number of private sector tenancies which have less security of tenure than social and owner occupied housing.

People often ask for help with their housing when a crisis is imminent or has already occurred and this limits the options available to them. To get better at earlier prevention, the specialist homelessness services will need to be more proactive before a crisis occurs. We also need to make sure other services including housing, care, education, health and voluntary services take earlier action to respond to and identify the risk of homelessness.

We want to improve co-ordination and collaborative working to help people find lasting solutions to meet their housing aspirations and needs. Public services are moving towards more locality based working and this provides a great opportunity to streamline responses and support more people to remain in their local community.

The Strategy does not set out everything we will do, and we will continue to provide high quality emergency responses where homelessness is unavoidable. We have reviewed performance over the last 5 years, and identified the actions that will make the most difference to improve homelessness prevention.

2. Vision and Strategic Priorities

2.1 Our Vision

We will minimise homelessness in Sheffield by focussing on early prevention to help people keep their home or move in a planned way to a new settled home.

If a crisis does occur, we will provide good quality housing options and for people to resolve their housing problems in ways that are resilient and long lasting.

2.2 Strategic Priorities

We have identified the following 6 strategic priorities that will have the most impact on preventing homelessness. These are explained in more detail in Section 4.5 of this Strategy.

Priority One: Proactively Preventing Homelessness

Many people are already experiencing a housing crisis or problem before they ask for advice from homelessness services. They may have been in touch with other services that may have been able to help or refer them to specialist services earlier. We will get better at reaching people earlier with the right advice, practical help and support to keep their current home or move in a planned way.

Priority Two: Strengthening Partnerships to Support Vulnerable Groups

Some vulnerable groups are at a greater risk of homelessness and of repeated incidence of housing instability. This includes young people, those with complex needs, substance misusers, victims of domestic abuse and some BME communities. There are also groups with very complex needs who may be substance misusers, have mental health issues and contact with the criminal justice system. We will improve our targeted interventions and partnership work to help people find lasting housing solutions. This includes how we assess needs and plan support jointly across agencies and design the specific services that are provided.

Priority Three: Tackling Rough Sleeping

We want to see an end to rough sleeping in Sheffield by doing more to prevent the risk and improve the support that is available. The numbers of people sleeping rough are at low levels compared to other major Cities, but we have seen some increase locally. The main focus currently is on dealing with rough sleeping at crisis point or mitigating the impact. There are a range of services but the activity needs more co-ordination. We will concentrate more on preventing rough sleeping happening and improving the effectiveness of services for entrenched rough sleepers.

Priority Four: Improving Housing Options and Housing Support

We will always try to help people keep their current home but sometimes a move is necessary. We need to improve the range of housing options available to both prevent homelessness and meet rehousing duties. We need more affordable options for young people and for those with complex needs. As well as providing housing, we also want to improve the support available to help people keep their home and live independently.

Priority Five: Addressing Health Needs

Poor health can be both a cause and effect of homelessness. Being homeless can make it more difficult to access health services, have a healthy lifestyle and ultimately reduces life expectancy. A high proportion of people who become homeless have diagnosed mental health and long-term physical health problems. We need to get better at helping people to address their health needs and have access to the right services.

Priority Six: Improving Access To Employment, Education And Training

Having the means to pay for housing is one of the major obstacles to resolving housing problems and increasing choice. There are low levels of economically active or being in education or training amongst groups who have experienced homelessness. To help future resilience and independence we will do more to help people affected by homelessness to enter employment, education and training.

3.0 Background

3.1 Legislation and National Policy

Homelessness is defined in legislation under Part 7 of the Housing Act 1996. It includes people with nowhere that it is reasonable for them to live and people who are threatened with losing their home within 28 days. The Council has a number of duties to both prevent homelessness occurring and provide advice and assistance to people who are homeless. A minority of people who make homeless applications are owed temporary and permanent rehousing duties.

Our strategy takes account of developments in national legislation and policy, including:

- **The Homelessness Reduction Act** received Royal Assent in March 2017 and will make substantial amendments to the existing legislation. This is due to be implemented in April 2018. This is a welcome development as it shows the commitment to tackle homelessness nationally. However, this will have significant resource implications. Councils will have to provide new services for all those affected by homelessness and changes include:
 - A duty to help people to secure accommodation 56 days before they are at risk of losing their current home.
 - Anyone who has been served with a valid section 21 of the Housing Act 1988 notice that the landlord requires possession that expires in 56 days or less will now be classed as “threatened with homelessness”.
 - A duty to help people for 56 days following homelessness occurring.
 - Specified public authorities will have to notify the Council of service users who are homeless or at risk of homelessness.
 - The duty to provide advisory services is expanded and should cater for different groups who are at more risk of homelessness.
 - Councils will have to carry out needs assessments for all eligible applicants and agree personal plans to help them to secure accommodation.
 - Councils will need to take reasonable steps to prevent homelessness for all eligible applicants.
 - If people do not co-operate or refuse an offer of accommodation from the Council to relieve homelessness the main homelessness duty will not apply. If an applicant does not take reasonable steps agreed in their plan, this can also end the duty.
 - New rights to review are also contained in the legislation.

- **“Making Every Contact Count – A Joint Approach to Preventing Homelessness”** was published by the ministerial working group on homelessness under the Coalition Government in 2012. This set out 10 challenges which it was felt would lead to a gold standard service being delivered by local homelessness services. A number of these challenges have already been met locally, and we will prioritise where we need to make improvements including:
 - ✓ a commitment to preventing homelessness across all council services
 - ✓ Housing Options prevention service to all clients including written advice
 - ✓ support to access education, employment and training
 - ✓ developing a suitable private rented sector offer for all clients

- **No Second Night Out** - the national standard developed by the Government to end rough sleeping. We have adopted this and want to make sure we do more to prevent rough sleeping by working with other South Yorkshire Councils.
 - We have a duty under the Care Act 2014 to prevent needs for care and support. We must provide or arrange for the provision of services, facilities or resources, or take other steps, which we consider will contribute towards preventing or delaying the development of, or reduce, needs for care and support by adults in Sheffield. In performing the duty we must have regard to the importance of identifying (a) services, facilities and resources already available in our area and the extent to which we could involve or make use of them in performing that duty; and (b) adults in the area with needs for care and support which are not being met (by us or anyone else).

 - **Funding of Supported Housing** is currently being reviewed by the Government and this will affect how services are commissioned and funded. Funding from rents and services will be taken out of the welfare system altogether and devolved to Local authorities to commission with. We will continue to monitor progress of these changes and will ensure that we have a supported housing sector that meets needs and focusses on quality and value for money..

3.2 Homelessness in Sheffield

To help set our priorities we have undertaken a review of homelessness in Sheffield. This is set out at Appendix 1. We have looked at trends over the last 5 years, and considered our performance locally against the national figures. We have consulted with customers, and key stakeholders. We have also completed a Homelessness Health Audit and a Call for Evidence from experts over the last 2 years. Our strong performance on reducing homeless overall puts Sheffield in a good position to improve earlier prevention work and develop our responses to the new legislation.

Our main findings are

3.2.1 Key Changes Since 2010/11

Homelessness Key Facts	2010/11	2016/17
Number of homeless presentations to Council	4,969	1,319
Number of homeless acceptances by Council (eligible, homeless and in priority need)	1,070	438
Numbers of households homeless but not in priority need	1,257	472
Number of Acceptances from 16/17 year olds	59	1
Number of Acceptances per 1000 households	4.65	1.87
Number of Households in Temporary Accommodation (snapshot 31 st March)	277	77
Number of Rough Sleepers Official Count	11	15
Number of Homeless Preventions per 1000 households (housing secured for a minimum of 6 months)	8.4	9.11

- Most people found a long term solution to their housing problem, but 17% of all customers presented on 2 or more occasions in a 5 year period. Of these, the majority (57%) were single men aged between 18-44 and 30% of these applied 3 or more times.

3.2.2 How Sheffield compares to other areas

- There has been nearly a 60% reduction in homeless acceptances in Sheffield, in contrast to a national increase of over 30% since 2010.
- In the past 12 months homeless acceptances have increased by 4% in Sheffield.
- There were 1.9 homelessness acceptances per 1000 households in Sheffield compared to the Core City average of 3.6 per 1000 and national average of 2.5 per 1000.
- Acceptances from young people under age 25 reduced from 48% in 2011 to 22% of total acceptances 2016. This is now in line with the national figure of 23%.
- 48% of homeless acceptances were from single people or couples in Sheffield in contrast to the national figures of 29%.
- The 3 top reasons now for homeless acceptances in Sheffield are being asked to leave by friends or family/parental eviction (32%), ending of a private sector tenancy (16%) and domestic abuse (11%). Nationally ending of a private sector tenancy is now the most common reason given with family/parental eviction second.
- The incidences of rough sleeping is still low at 15 people in comparison to other major cities but has increased. The increase in rough sleeping overall in Core Cities was 73% compared to 36% in Sheffield.
- Sheffield performs well on use of Temporary Accommodation (TA) at 0.33 per 1000 households in TA compared to the national figure of 3.1 per 1000 households. Bed and Breakfast is now only used in an emergency.
- 70 % of people in TA are single people/couples with no children in Sheffield, compared to the national figure of 26%.

3.3 Consultation Feedback on the Strategy

- Customers told us that they are in agreement with the priorities in this strategy. They said we needed to stop everyone asking them the same questions and we should talk to each other. They would like to get more support in their local community and get help earlier with their problems to prevent homelessness. They want better housing choices and do not think

hostels are right for everybody. They would like more support to help them sustain housing after they have been rehoused.

- Our partner organisations support the priorities in the strategy. They told us that they are committed to proactively working together to prevent the issues that lead to homelessness and we needed to make sure all the right agencies are signed up to the strategy and to improve pathways. They told us we need approaches that respond to the needs of different groups. Our partners recognise that housing is often a presenting issue and lasting solutions need to be delivered in partnership particularly for people with complex needs include drug and alcohol use and mental health concerns.

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4.0 Delivering the Strategy

Key to delivering the strategy will be the continued collaborative working between the Council and its partners. However, we recognise we need to strengthen these arrangements both strategically and operationally.

We will

- Convene a Homelessness Prevention Strategy Steering Group with representation invited from all key partners to oversee and monitor the implementation of the Strategy.
- Convene a Homeless Prevention Forum for all key stakeholders to strengthen our existing networks, co-ordinate activity and work collaboratively to increasingly focus on prevention.
- Produce an action plan that will be updated annually and be flexible in responding to any emerging needs or trends. Actions and targets will be agreed with partners who will be asked to make specific commitments on their contribution to the strategy that are relevant to each priority and performance measures will be put in place.
- Report progress on delivering the strategy half yearly to the Lead Cabinet Member responsible for housing and homelessness.
- Ensure value and coherent service provision is achieved by directly delivering and jointly commissioning, where appropriate evidence based services that support our priorities with partners. Services will continue to be commissioned based on evidence of need and best practice. A Strategic Commissioning Plan was approved by cabinet in February 2016..
- Consider the scope for market stimulation in the longer term to address gaps in housing options.
- In recognition that there are some significant unknown issues, for example the outcome of the review of Supported Housing funding, adopt a flexible commissioning strategy and service models.
- Consult service users and other stakeholders to influence service design. We will ensure commissioned and directly delivered services are inclusive and explicitly address equality issues to improve experience and outcomes.
- Enable existing and new partners to work in Sheffield bringing their own expertise, resources and innovative approaches that help to deliver on our priorities.
- Recognise links and dependencies with other relevant strategies and expect strategic leads to recognise the risk of homelessness when developing strategies and plans.

- Develop alternative funding streams as appropriate to complement existing resources. For example as part of the wider work on Public Service Reform we will develop proposal to attract Social Investment to help us accelerate the changes we want to make.
- Strengthen local community based responses to prevent homelessness by including this in local plans and locality based working.

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5.0 Homelessness Prevention Strategic Priorities in Detail

5.1 Priority One: Proactively preventing homelessness

One of the most effective ways to prevent homelessness is to speak to people as early as possible about their housing concerns. We have a strong network of advice available in the City including the Council's Housing Options and Advice Service, Private Sector Housing Team and voluntary advice services.

However, we know many people are already experiencing a housing crisis or problem before they ask for advice from homelessness services. They may have already been in touch with other services. We want to get better at reaching people earlier with the right advice, practical help and support to keep their current home or move in a planned way.

Because we will need to work with more people for up to 112 days to meet the new homelessness prevention duties, there is a risk that services will be overwhelmed. So we must make sure responses are both timely and every contact is made to count whether directly to housing or with other services. Some public bodies will have a new duty to refer cases to homelessness services.

The Council reports back to the Government on homelessness prevention activity that enables people who are threatened with homelessness to keep or find suitable housing that will be available for at least 6 months.

Although there is a wide variation in recording methods nationally, benchmarking does give us some insight into how we compare to other areas. Sheffield does relatively well on using Sanctuary Schemes, arranging supported housing, accommodation with friends/family, and making offers of social housing. We do less well on resolving benefit problems, debt advice, and arranging private tenancies and need to improve these.

To build on the services that are already in place we will

- Provide high quality timely advice to all residents on their housing options.
- For people at risk of homelessness, we will agree a written personal plan that sets out the actions they can take and we will take. We will review our casework management system to ensure we can monitor progress and report on the outcomes of advice given.
- Develop a culture across organisations to work proactively to prevent homelessness and to support people for longer who need help.
- Provide tailored advice for people at greater risk of homelessness including single people, those released from prison, care leavers, former members of the armed forces, people leaving hospital, victims of domestic abuse, people with learning difficulties and mental health issues.

- A disproportionately high number of single people with physical and mental health concerns are accepted as homeless compared to families in Sheffield, and we need to do more to target earlier prevention work at this group.
- Provide better information about homelessness and how to deal with housing issues generally. This includes improving our use of online communication channels to inform individual residents and the wider community.
- Develop a prevention toolkit, training and advice to organisations to help universal and specialist services to respond to the risk of homelessness at an earlier stage.
- Put in place clear pathways, referral routes including for public bodies that will have a new duty to refer cases, protocols and information sharing agreements between services working with customers at risk of homelessness.
- Consider how data and predictive analysis can be used to help target resources to prevent homelessness. This will include developing local community based responses in geographical areas with higher levels of homelessness including specialist advice to locally based universal services.
- Make better use of debt/money advice to improve prevention work.
- Review and develop appropriate Housing Options that support prevention including Private Sector Tenancies, as detailed in Priority Four.
- Better align assessment processes within statutory services and include exploring housing issues where appropriate as a key line of questioning.

5.2 Priority Two: Strengthening Partnerships to Support Vulnerable Groups

Some vulnerable groups are at a greater risk of homelessness and we will improve our partnership work and targeted interventions to meet needs and improve outcomes. There are already excellent examples of joint working and we want to build on this to be more effectively focussed on earlier prevention rather than responding to a crisis.

As well as the Homelessness Prevention Strategy, other key strategies and programmes of work impact on the incidence of homelessness and we need to get better at ensuring these explicitly recognise and address the risk of homelessness.

5.2.1 Families and Young People

Sheffield has performed very well in reducing youth homelessness and amongst families with dependent children:

- Homelessness acceptances for people aged under 25 fell from 525 people in 2011 to 97 in 2016.
- Homeless acceptances fell from 543 to 223 households with dependent children in the same period.
- Homelessness acceptances for young people under 18 fell from 23 to 1

However, when homelessness does occur this can have a significant and lasting impact and we therefore want to do more to improve our focus on prevention.

For young people, it is increasingly difficult to leave home at an early age due to the limited availability of affordable housing. Further restrictions on benefits for most people aged under 21 planned from 2018 will also increase the risk of homelessness. The main reason for homelessness amongst young people is being asked to leave by parents or other family members. Our focus will need to continue to be on helping the family to stay together until the young person can afford to live independently.

However, some young people must live independently at a young age, for example Care Leavers or those who are at risk of violence. We recognise that Care Leavers have particular needs as whilst there are very few presentations from them when they are under the age of 21 years they are over-represented in later life amongst groups who fail to maintain stable housing. There are also a small number of 16/17 years old who become homeless and Looked After by the Council.

There are hidden issues for other groups including the difficulties young LGBT people can face with family relationships and when trying to find a new home. These groups of young people will not always have family support to help them to be successful in their new home. We must therefore make sure the support they need is in place.

For families with children, they now usually keep their current home or settle quickly in to their new home. However, a small number do need additional support particularly if they have complex needs and a previous history of homelessness.

We will

- Continue to work closely with social care and other services to prevent housing problems arising including with the Multi Agency Support Teams, and the Building Successful Families Programme to support families with complex issues.
- Reflect the developments in locality working by reviewing housing support interventions for families to make sure they are streamlined and integrated with other local services focussed on the prevention of a crisis occurring. (Priority 4)
- Work closely with all partners through the Sheffield Safeguarding Hub that provides a single point of access for concerns about vulnerable children, young people and young adults who have complex needs or might be, or are, at risk of harm.
- Increase education work in schools and other young people's services to raise awareness of housing issues and the realities of leaving home at an early age.
- Further integrate housing advice with other young people's services to improve holistic working and seamless service provision.
- Improve the identification of the risk of homelessness and target interventions such as mediation, to support families and young people sustain current housing when it is safe to do so.
- Building on the very successful protocol we have in place for assessing and supporting 16/17 year olds, we will further develop our Housing Support Pathway for all vulnerable people under 25.
- We will review and develop our existing support to Care Leavers and Looked After 16/17 year olds to develop bespoke support and housing options for this group including trainer flats, supported tenancies, staying close to previous residential home or other support. We will develop permanent housing options that include provision within the private rented sector, council stock and registered providers.
- Develop more flexibility in how housing support is given and improve continuity of service for families and young people when they move on to their permanent home. We will positively enable young people to return to the family home where this is appropriate as well as supporting independent living.

5.2.2 Adults with Complex and Multiple Needs

Some adults with complex and multiple needs are at an increased risk of repeated periods of homelessness. They may have limited rights to rehousing if they have been found intentionally homeless or are not in priority need. They may have previously lived in supported housing and or social housing/private tenancies they could not sustain. As well as housing issues, they will often have frequent contact with the criminal justice system, mental health, social care, and voluntary services. They will often have mental and physical health concerns and issues with substance misuse. We know women with complex and multiple needs can be less visible and harder to reach.

The current process of assessing and meeting needs has not proved effective for this group and we are undertaking a review of arrangements in partnership with customers and key stakeholders. We have already begun to change our approaches for example we have recently commissioned a Housing First service.

We will:

- Improve the earlier identification and information sharing about people with complex and multiple needs, including those that may be less visible, that are at risk of homeless and provide targeted advice and support in collaboration with other services to keep their current home.
- Jointly commission cross sector, innovative and holistic responses to put in place lasting solutions for customers who experience a recurrence of housing instability. This will include developing more flexible and longer term support interventions for people who need ongoing help to maintain their housing.
- Make sure there is one joined-up plan that helps people to meet their needs and goals building on the existing key worker model and multi-agency working to both achieve and sustain stability.
- Review the multi-agency panels that currently plan support to adults with complex needs to streamline responses, improve effectiveness and outcomes.
- Develop initiatives with voluntary and independent services where they can be more effective in engaging with individuals/families and support funding bids that enable this.

5.2.3 Domestic Abuse

Domestic Abuse is the third highest reason for homeless acceptances in the City and the majority of those affected are women with children. This reflects the findings of the recent needs assessment that shows over 94% of users of Domestic Abuse Services are women, 60% have children and 23% report they live with their perpetrator at the start of their support. Violence from other family members is also an issue for young men who present as homeless and some young men are at risk of forced marriage. It is also a growing issue in relation to adult child on parent domestic abuse.

Reducing Domestic Abuse is a multi-agency priority and housing has a key role in both providing a safe place to live and taking action against perpetrators. We have commissioned a Sanctuary Service and are working with specialist domestic abuse providers to improve responsiveness and to simplify pathways.

The Domestic and Sexual Abuse Strategy is being reviewed and we will make sure our actions complement this particularly with a focus on prevention.

We will:

- Improve the earlier identification of the risk of domestic abuse and use the DASH tool to ensure we offer the right support to tenants in our role as housing providers.
- Review the provision of housing support for male victims of domestic abuse.
- With partner services review how we consider risk in relation to domestic abuse in family relationships.
- Ensure our practice recognizes coercive control and patterns of previous behaviour in assessing homeless applications.
- Ensure we understand that some victims will not have felt able to report to the police
- Review our processes and outcomes for people who are awarded homelessness and domestic abuse priorities in collaboration with Children and Young People's Services, to ensure we are effective in helping people to move to a settled new home.
- Review how we use our existing powers to support victims to stay in their own homes where appropriate.

5.2.4 Black and Minority Ethnic (BME) Households

Locally and nationally, BME communities are over-represented among homeless people accounting for 33% of homelessness acceptances. The 3 top reasons for homelessness presentations for BME households are evictions by families/friends (30%), leaving asylum seeker accommodation (12%) and domestic abuse (10%) We must therefore prioritise addressing the disproportionate risk and impact of homelessness by both ensuring fair access to housing and targeting prevention activity.

We will

- Review our housing options and advice services to make sure they are fully accessible and responsive to the needs of the whole community:
- Improve our partnership work with community organisations and specialist services to provide targeted interventions for communities at greater risk of homelessness.
- Improve homeless prevention work for refugees leaving accommodation for asylum seekers.
- Ensure housing support schemes specifically address the support needs of BME communities.
- Ensure all actions taken to deliver our priorities set out in this strategy are specifically designed to be inclusive and address equality issues for BME groups disproportionately affected by homelessness.

5.2.5 Substance Misuse

Homelessness is intrinsically linked with substance misuse for many. While not the sole cause, chaotic use of substances can severely impact on an individual's ability to access and keep safe and appropriate housing options. It also leads to higher risk of eviction from tenancies for various reasons. Being of No Fixed Address (NFA) increases the likelihood of complexity in a client of substance misuse treatment's life which in turn makes recovery more difficult to achieve. In Sheffield in 2015/16, only 2% of non-opiate drug treatment clients reported a housing issue at their 6 month treatment review, compared to 14% nationally. However, locally, in 2015/16, 19% of opiate users in treatment at their 6 month treatment review reported a housing issue, the same proportion as nationally (this equates to around 380 individuals in the city). In addition, people in opiate treatment in Sheffield in treatment for longer than 6 months report NFA levels higher than the national average – 14% compared to 11%.

We will:

- Work with Sheffield Drug and Alcohol Co-ordination Team in order to ensure homeless prevention strategies and substance misuse strategies complement one another.
- Ensure all individuals presenting as homeless and citing substance misuse issues are referred straight to treatment using local pathways.
- Work with tenants at risk of losing their property with substance misuse issues in order to reach solutions that will prevent loss of home and stabilisation and eventual ceasing of substance misuse.
- Complete the local substance misuse screening tool with all homelessness presentations in order to identify substance misuse as quickly as possible.

5.2.6 Other Vulnerable Groups

There are other people who are particularly vulnerable to homelessness and we will need different approaches. This includes victims of Modern Slavery, and people with no recourse to public funds such as failed asylum seekers and economic migrants. This can be quite small numbers of people but they can have more limited options and sometimes are “invisible” to the services.

We will

- Improve awareness of Modern Slavery being a potential cause of homelessness and make sure people can access the right support and services.
- Make sure our advice is inclusive, and target information at groups who may be unable to access public funding about their options and support reconnection where this is appropriate
- Liaise with voluntary services who are working with groups who cannot access support from publically funded services.
- Assist Council services who support people who are ineligible for homelessness assistance under other statutory powers to source suitable accommodation.

5.3 Priority Three: Tackling Rough Sleeping

We want to see an end to rough sleeping in Sheffield by doing more to prevent the risk and having better options available. There are a range of services offering support including advice, accommodation, day services, and outreach work. Whilst this means there is a lot of help available and some information sharing, the activity is not currently well co-ordinated currently. The main focus is on dealing with rough sleeping at crisis point or after it has occurred mitigating the impact.

The government defines rough sleeping as people sleeping or bedded down in the open air and people in buildings or other places not designed for habitation. A long term rough sleeper is defined as someone who has been identified as sleeping rough on at least 50 occasions over a 5 year period.

People who become entrenched in rough sleeping are more likely to have complex mental and physical health needs and shortened life expectancy. Most have previously been involved in programmes of support and have lost permanent and supported housing. Supporting entrenched rough sleepers will link to our work under Priority 2 to improve partnership work for the most vulnerable to homelessness.

Despite an increase in numbers in our official count from 11 to 15, we have relatively low levels of rough sleeping compared to other major cities. This number does fluctuate, and 4 of the 15 people in our last official count were known to have accommodation available to them. 200 people a year present as homeless due to rough sleeping.

There is a link between rough sleeping and street begging. However, the majority of people who are prolific beggars are known to have accommodation. Our “Help us Help” publicity will continue to provide information to individuals and the public about what services are available to support people and how they can help.

We will

- Work with other South Yorkshire Councils to improve the service offer and outcomes in the sub region over the next 2 years including support to people leaving institutions.
- Improve the joining up of the statutory, commissioned and voluntary services that are working with rough sleepers to co-ordinate activity, share information and collaborate on initiatives.
- Develop more targeted prevention activity to reduce the number of new rough sleepers.
- Improve the provision of advice, needs assessment and access to emergency housing in the evenings and at weekends focussing on prevention.
- Improve the identification and support of women rough sleepers

- Help people with entrenched patterns of rough sleeping more holistically through better collaborative working and support tailored to their individual needs.(links to Priority 2 and 4)
- If people have come from another area we will reconnect them back to their local community where they have support unless there is a good reason why they cannot return.
- Provide good information to the public about rough sleeping and how they can help if they have concerns.

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5.4 Priority Four: Improve housing options and housing support

We will always try to help people to keep their current home or to have a planned move, but sometimes an urgent move is necessary. We will give realistic advice on housing options in these circumstances. Housing providers in all tenures are key to ensuring we can help people to find and keep their new home. We will continue to provide resettlement services e.g. Shelter's homeless prevention and resettlement service to prevent problems escalating and to ensure underlying problems are addressed to ensure there is long term housing stability for the household.

Sometimes, tenancy failure occurs after rehousing and we want to do more to prevent this. 60% of all of homelessness acceptances are from people aged over 25, and they often have a history of previous housing instability and housing related debt which affects the options available.

We need to improve the range of housing options available to both prevent homelessness and meet rehousing duties. The changes to benefits, and the uncertainty about the funding of housing support, means that some of our existing provision may be unsustainable going forward.

To reflect the changing environment and to better meet needs, we will address the following areas:

5.4.1 Temporary Accommodation (TA)

The Council has a duty to provide emergency housing for people who may be eligible, homeless and in priority need of housing if they have nowhere else to stay. Approximately 7% of all presenting households are offered temporary accommodation and the average stay is between 6-8 weeks. In a snapshot in 2016, 141 children were living in temporary accommodation.

TA is currently provided by using a mixture of in-house Council and commissioned services as well as using supported housing. This is a complicated arrangement for providing under 100 units of accommodation across 3 sites, and there is very limited access out of office hours, so Bed and Breakfast is still used in emergency. The units used were built as general needs housing, require updating, have limited accessibility and are difficult to manage as emergency short term housing.

We have completed a review of TA and concluded that:

We will

- Continue to reduce the number of fixed units to reflect the current reduction in demand and our plans to improve prevention outcomes for single people who are the main users of TA.
- Develop plans for a new scheme to replace the existing provision that will be fit for purpose for all customers. This will also provide emergency

assessment places to eliminate the use of Bed and Breakfast Accommodation.

- Use dispersed properties and supported housing to complement the fixed accommodation scheme so we have greater flexibility if demand changes and to meet individual needs for example for working households or those with their own furniture.
- Improve the planning and continuity of support to customers leaving Temporary Accommodation to help them successfully resettle. (links to Priority 2)

5.4.2 Social Housing

In Sheffield, we have mainly relied on social housing to meet urgent housing needs and this will continue to be important as social landlords have specific responsibilities to provide housing for vulnerable people. Approximately 80% of customers left temporary accommodation following the offer of social housing compared to the national figure of 64%. As part of our statutory duties, we also give a reasonable preference to people who are homeless but not in priority need - this does not give them a guarantee of social housing but does give them priority over other people. We provide support to people who have a rehousing priority to help them find a new home through the Choice Based Lettings system.

However, there is a shortage of social housing and it is not available in all areas of the City. We are committed to building new homes in the social rented sector but demand will continue to exceed supply. We have a limited number of properties that are large enough for bigger households. For younger people affected by benefit changes, social housing providers do not offer shared/studio accommodation currently. The ending of lifetime tenancies in social housing and benefit changes, may also affect the extent to which social housing can be relied on to meet urgent needs.

We will:

- Give realistic advice to all residents about the social housing in the City and support them to find housing in a planned way via Choice Based Lettings.
- Prioritise homeless households for social housing and improve pre-tenancy partnership work to improve successful outcomes.
- Build on the work already undertaken by social landlords to improve tenancy sustainment at a local community level. This includes identifying the risk of homelessness and targeting support at vulnerable households.
- Review our approaches to providing shared housing and smaller units that will be affordable for single person households in the social housing sector.

5.4.3 Private Rented Housing

Since 2014, the Council has been able to meet the full rehousing duty by offering private rented properties. Under the new homeless legislation, the

circumstances in which we can help an applicant find a private sector tenancy will expand. The Council and Nomad currently have schemes that arrange private rented tenancies to prevent homelessness.

Realistically, we will need to further expand access to private rented housing for people owed homeless rehousing duties and other groups in housing need. This will help us provide meaningful options for people that we must help under the new Homeless Reduction Act. It enables us to offer more choice of property type and areas as well as recognising that not everybody is looking for a lifetime home.

This does have challenges as finding enough properties can be difficult due to the issues with benefits and the market is now very competitive as more people rent privately overall. The lower security of tenure is also an issue as the loss of an Assured Shorthold Tenancy is one of the main reasons for homelessness.

We will:

- Improve access to the good quality private rented sector housing to expand choices and provide affordable options for single people. This includes supporting both tenants and landlords and developing new approaches that are attractive to all parties.
- Co-ordinate how we work with private sector landlords and developers to maximize the use of resources and opportunities for all vulnerable people in the City.
- We will focus more on tenancy sustainment and timely advice to prevent a housing crisis arising in private sector working positively with landlords and tenants to improve successful outcomes.

5.4.4 Housing Support

The Council commissions housing support services that help people to develop independent living skills in specialist accommodation schemes or in their own homes across all tenure. Some services aim to prevent homelessness or resettle after a period of homelessness and some offer support to people with bespoke needs.

The budgets available locally for housing support have reduced by 50% in the last 5 years and the Government has reviewed and is consulting on other funding arrangements. Changes to benefits will pose challenges to the viability of schemes going forward. Many of the service providers locally combine public funding with significant charitable funding and volunteer input.

Despite limited resources, the physical condition of some supported accommodation has been improved and new provision developed. The proportion of floating support compared to accommodation based services has increased and new services have been introduced. However overall the current position is that floating support has reduced by 31% since 2014 and accommodation based support by 19% since 2014.

Since 2014 our Housing Support Pathway has managed access and move on to schemes for homeless people. We have found in reviewing outcomes for 2016/17:

- Over 65% of customers have a positive outcome on leaving supported housing.
- Only 50% of referrals to the schemes were successful. 12% were referred in error or did not meet the eligibility criteria. 38% were not successful either because the customers decide not to take up a place or the service provider does not accept the referral.
- Main reasons for declining a referral are support needs are considered too high or risks to self or others.
- Move on can also be difficult for people with very complex needs. We need to address any gaps in service provision.

Thinking and practice is changing in the delivery of housing support models. This includes considering how to provide more tailored responses, supporting people in their local community, achieving long term housing stability and how to provide psychologically informed environments.

There will continue to be a place for supported short term housing particularly in an emergency or in specialist provision for high needs and we know there are some gaps in services. However, as we become more successful at prevention the balance between hostel type provision at the point of housing crisis and preventive support provided in general needs housing will continue to alter. We will review our support model when Government proposals are clarified.

We also want to make sure that we are making the best use of resources and do not duplicate efforts. Although all social landlords have a range of measure in place to support tenancy sustainment, 50% of floating support customers are social tenants. Housing and other agencies are increasingly adopting key worker approaches and we must be clear about roles and responsibilities.

We will

- As a landlord, the Council aims to integrate seamless housing management and low/medium housing support through our Housing + model to promote early prevention, minimise duplication and make the best use of available resources. We will explore with other social landlords adopting a similar approach so our limited additional resources can be targeted at higher needs, specialist accommodation based or floating schemes and private sector tenants.
- Commission services that are progressively aligned to support homeless prevention at an early stage to help more people to stay in their current home or have a planned move rather than manage a crisis. We may need to continue to fund some existing services whilst we develop and implement earlier prevention services.

- As keyworker models have developed in social care, housing and other agencies, ensure there is no duplication of support between services and that support plans are joined up.
- Review the effectiveness of our Housing Support Pathway to make sure we are getting the best and consistent outcomes for customers in placements and move on to sustainable permanent housing.
- Address gaps including single sex accommodation, longer term services for older people with complex needs, and ensure an appropriate range of young people's services.
- We have reviewed the High Support Service for families and have moved this to a dispersed model delivered in general needs housing. We will review the need for our other accommodation based schemes for families as we increasingly focus on early prevention and supporting families within their local community.

5.5 Priority Five: Addressing Health Needs

We want to improve health outcomes as poor health can be both a consequence and cause of homelessness. Being homeless can make it more difficult to access health services, have a healthy lifestyle and reduce life expectancy. Our data shows that the proportion of homeless people with diagnosed mental health problems (63%) is over double that of the general population and that almost all long-term physical health problems are more prevalent in the homeless population than in the general public.

In recognition of this and that people facing homelessness have some of the worst health outcomes in the City, the joint Chairs of Sheffield's Health and Wellbeing Board have signed the Homeless Health Charter. This commits the Board to identify health needs and encourage the Council and the CCG to commission local health services for inclusion. In seeking to improve health outcomes we need to focus on prevention of homelessness and helping to address the impacts of being homeless.

We conducted a Homeless Health Needs Audit in 2015 with over 300 users of supported housing services. This has given us a detailed insight into health needs and emphasised the importance of partnership action in the City to address the social determinants. The findings from the Audit led to twelve recommendations that have informed the development of this Strategy. More details can be found at

<https://www.sheffield.gov.uk/.../sheffield/...health/publichealthstrategyandreports/Shef...>

The audit concentrated on single people and we have more work to do on understanding the health impacts for families with children locally.

The actual numbers of people accepted as homeless due to mental or physical health issues has fallen from 241 in 2011 to 117 people in 2016. However, the proportion of people accepted as homeless for these reasons has increased from 19% to 31%.

Issues such as brain injury and trauma, substance misuse and mental health problems can make it more difficult to cope with housing and other related problems. Untreated and unsupported mental health issues can lead to unstable housing and people not reporting poor housing conditions which can lead to homelessness.

The responses to our Call for Evidence; Preventing and Responding to Homelessness (2015), emphasised the importance of psychological interventions to achieve better outcomes. Both housing and mental health service providers have said they need to work more closely together to support customers who are at risk of homelessness.

We will

- Commission local health services that are inclusive of people who are homeless or at risk of homelessness.
- Improve access to appropriate primary health care and treatment programmes to reduce hospital admissions and use of Accident and Emergency services.
- Improving understanding within health and housing services of homelessness and ensure appropriate referral routes are in place to enable early prevention. (Links to Priority 2)
- Provide the right, care support and housing on discharge from hospital or care settings to make sure people leaving institutions have appropriate accommodation to move to. (Links to Priority 2 and 4)
- Work with public health and CCG to identify interventions that will be of the most use to client groups and promote this with service providers.
- Work with all agencies and organisations including those wider than health and social care to ensure that both health and housing are well linked to best service the people and the community they are in.
- To work with local landlords including commissioned and non-commissioned supported accommodation providers to move people into general needs tenancies in a timely manner.
- Work to understand and address the health impact of homeless children

5.6 Priority Six: Improving Access to Employment, Education and Training

To help future resilience and independence it is essential to help customers to enter employment. People at risk of homelessness must be supported to improve their own financial situation, and be valued for the contribution they can make to the local economy and community.

Having the means to pay for housing is one of the major obstacles to resolving problems and increasing choice. Our case records and the Health Audit show that there is a high dependence on benefits and low levels of being economically active or being in education or training amongst groups who have experienced homelessness.

Finding work or housing can be much more difficult with no settled address, few qualifications or a history of health issues, previous offending history and a poor employment record. In the Homeless Health Audit, 54% reported they were unable to undertake training, volunteering or employment due to a health problem. Only 21% said they had access to guidance on work or training and only 9% were in employment (this is better than the national figure of 6%).

We will:

- Develop targeted opportunities to assist people in to work, education and training to tackle dependence on benefits and public services. This can be through increasing both voluntary and paid work opportunities.
- Include support into education, training and work within the service specifications when we commission housing services.
- Provide practical tailored support to individuals such as help with travel costs and work clothes.
- Ensure apprenticeship and traineeships are inclusive of people who have experienced homelessness.

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Appendix 2

Glossary

No Second Night Out	Government initiative to stop people rough sleeping for more than one night
Priority Need	Homeless legislation category where a homeless household is deemed vulnerable and the Local Authority has a duty to rehouse if they are not intentionally homeless
Intentionally homeless	Household is made homeless by their own deliberate act or omission
Families	People who have a child under 16, or under 19 if still in education, living with them
Floating Support	Support not linked to accommodation
Rough Sleepers	People sleeping on the streets or other places that are not classed as accommodation
Supported accommodation	Accommodation that has support linked to it

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Author/Lead Officer of Report:

Damian Watkinson,
Finance Manager

Tel: 0114 273 6831

Report of: *Eugene Walker*

Report to: *Cabinet*

Date of Decision: *17th December 2017*

Subject: *Capital Approvals for Month 7 2017/18*

Is this a Key Decision? If Yes, reason Key Decision:-	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
- Expenditure and/or savings over £500,000		<input type="checkbox"/>		
- Affects 2 or more Wards		<input checked="" type="checkbox"/>		

Which Cabinet Member Portfolio does this relate to? ***Finance and Resources***

Which Scrutiny and Policy Development Committee does this relate to?

Overview and Scrutiny Management Committee

Has an Equality Impact Assessment (EIA) been undertaken? Yes No

If YES, what EIA reference number has it been given? *(Insert reference number)*

Does the report contain confidential or exempt information? Yes No

If YES, give details as to whether the exemption applies to the full report / part of the report and/or appendices and complete below:-

"The (report/appendix) is not for publication because it contains exempt information under Paragraph (insert relevant paragraph number) of Schedule 12A of the Local Government Act 1972 (as amended)."

Purpose of Report:

This report provides details of proposed changes to the Capital Programme as brought forward in Month 7 2017/18

Background Papers:
Appendix 1, Appendix 2a -

Lead Officer to complete:-		
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.	Finance: <i>Marianne Betts</i>
		Legal: <i>Sarah Bennett</i>
		Equalities: No
<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>		
2	EMT member who approved submission:	<i>Eugene Walker</i>
3	Cabinet Member consulted:	<i>Councillor Olivia Blake Cabinet member for Finance and Resources</i>
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Decision Maker by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.	
	Lead Officer Name: <i>Damian Watkinson</i>	Job Title: <i>Finance Manager Business partner Capital</i>
	Date: 22 nd November 2017	

MONTH 07 2017/18 CAPITAL APPROVALS

1. SUMMARY

- 1.1 A number of schemes have been submitted for approval in line with the Council's capital approval process during the Month 7 reporting cycle. This report requests the relevant approvals and delegations to allow these schemes to progress.
- 1.2 Below is a summary of the number and total value of schemes in each approval category:
- 1 additions to the capital programme creating a net increase of £174k
 - 9 variations to the capital programme creating a net reduction of £96k
 - Total net impact of the additions and variations proposed on the capital programme is net increase of £78k
- 1.3 Further details of the schemes listed above can be found in Appendix 1.

2. WHAT DOES THIS MEAN FOR SHEFFIELD PEOPLE

- 2.1 The proposed changes to the Capital programme will improve the recreational leisure facilities, schools, roads and homes used by the people of Sheffield, and improve the infrastructure of the city council to deliver those services.

3. BACKGROUND

This report is part of the monthly reporting procedure to Members on proposed changes to the Council's capital programme.

4. OUTCOME AND SUSTAINABILITY

- 4.1 By delivering these schemes the Council seeks to improve the quality of life for the people of Sheffield.

5. OTHER IMPLICATIONS

5.1 Finance Implications

The primary purpose of this report is to provide Members with information on the proposed changes to the City Council's Capital Programme further details on each scheme are included in Appendix 1 in relation to the schemes to be delivered and Appendix 2a in relation to grants to be issued.

5.2 Procurement and Contract Award Implications

This report will commit the Council to a series of future contracts. The procurement strategy for each project is set out in Appendix 1. The award of the subsequent contracts will be delegated to the Director of Financial and Commercial Services.

5.3 Legal Implications

Any specific legal implications in this report are set out in Appendix 1; Appendix 2a in relation to grants to be issued.

5.4 Human Resource Implications

There are no direct Human Resource implications for the Council.

5.5 Property Implications

Any specific property implications from the proposals in this report are set out at Appendix 1.

6. ALTERNATIVE OPTIONS CONSIDERED

- 6.1 A number of alternative courses of action are considered as part of the process undertaken by Officers before decisions are recommended to

Members. The recommendations made to Members represent what Officers believe to be the best options available to the Council, in line with Council priorities, given the constraints on funding and the use to which funding is put within the Revenue Budget and the Capital Programme.

7. REASONS FOR RECOMMENDATIONS

- 7.1 The proposed changes to the Capital programme will improve the services to the people of Sheffield
- 7.2 To formally record changes to the Capital Programme and gain Member approval for changes in line with Financial Regulations and to reset the capital programme in line with latest information.
- 7.3 Obtain the relevant delegations to allow projects to proceed.

8. Recommendations

Cabinet is recommended to:

- Approve the proposed additions and variations to the Capital Programme listed in Appendix 1, including the procurement strategies and delegate authority to the Director of Finance and Commercial Services or nominated Officer, as appropriate, to award the necessary contracts;
- Approve the making of grants as detailed at Appendix 2a

Finance & Commercial Service - November 2017

ADDITIONS		
Scheme Description	Value £000	Procurement Route
ECONOMIC GROWTH (formerly Strong Economy)		
<p>Canal Towpath Resurface</p> <p>The Council has a corporate objective of increasing active travel as part of its overall transport strategy designed to improve travel choice and tackle congestion. A key element of this solution is to build cycle infrastructure to an exceptional standard and/or away from traffic.</p> <p>This project will deliver a resurfaced section of the canal towpath between Meadowhall and Sheffield City Centre with the priority section between Tinsley Locks and Broughton Lane. Resurfacing the towpath will create a direct green route aimed at improving opportunities for walking and cycling in the Lower Don Valley.</p> <p>The cost of £174k is to be funded by the Sustainable Transport Exemplar Programme (STEP) which finishes on 31st March 2018, as a result, expected construction date is early February 2018.</p>	174	Works to be undertaken by EC Surfacing Ltd under the Non-Highways Re-Surfacing Programme

VARIATIONS

Scheme Description	Variation Type	Value £000	Procurement Route
THRIVING NEIGHBOURHOODS AND COMMUNITIES			
<p>Play Improvements Project This project is investing in play facilities in approx. 23 parks across Sheffield to improve the quality of the sites as measured by the Sheffield Standard and the Play Value scores.</p> <p>Current budget £378K Required budget identified following Final Business Case £376K Budget reduction now implemented - £2K</p> <p>The Outline Business Case highlighted the risk that “the project is fragmented in nature- both in terms of the variety of works and the geographical spread. This poses a challenge in terms of monitoring the works and ensuring the project is on programme.” Consultation, agreeing scope and collating information for the Phase 1 Final Business Case took longer than estimated in the Outline Business Case. This means that work on Phase 1 sites will start later than previously programmed. Lessons learnt in Phase 1 will be applied to Phase 2 to mitigate impact on the overall project programme which is still scheduled for completion in October 2019, but has therefore reprofiled the costs as below:</p> <p>2017/18 Current Budget £82K - Slippage £15K = £67K 2018/19 Current Budget £187K + Slippage 15K + Brought Forward from 19/20 £20K - S106 Reduction £2K = £220K 2019/20 Current Budget £109K - Brought Forward to 18/19 £20K = £89K</p> <p>Funded by S106 Parks Programme £311K and Public Health £62K</p>	Slippage & Reprofile	<p>Slippage: 15 (into 18/19)</p> <p>Reprofile: 20 (into 18/19 from 19/20)</p> <p>Reduction: £2K (in 18/19)</p>	No Change

<p>Bus Hotspots Phases 2 & 3</p> <p>This on-going project aims to improve bus reliability and accessibility as part of an overall transport strategy to improve travel choice, increase social inclusion and tackle congestion. It has developed and implemented a programme of small to medium schemes in conjunction with South Yorkshire Passenger Transport Executive (SYLTE) and bus operators. Solutions depend on the nature of the problem but examples include:- new or extended bus lanes; revised junction arrangements which could include signalling and roundabouts; Strategic Traffic Management (IT co-ordination) strategies; adding bus detection to a traffic signal controller; new waiting and loading restrictions through a Traffic Regulation Order; short lengths of carriageway widening; and bus stop improvements</p> <p>The overall budget has been increased by £402k funded by Better Buses Area (BBA) funding. In 2018/19, this will - in addition to slippage from this financial year of £238k - fund works at Birley Spa Lane / Moss Way, Meadowhall Road / Meadowhall Way / Jenkin Road, Handsworth Road / Parkway and Granville Road.</p>	<p>Budget Increase</p>	<p>402</p>	<p>Amey at Schedule 7 of the Highway PFI contract</p>
<p>Lower Don Valley Cycle Route</p> <p>This project initially commenced in 2013 and was to improve the cycle connection between Sheffield and Rotherham. Over the years the project budget has been increased as the route progressed.</p> <p>It has been decided that any further works will be under taken as separate projects. As a result, there is a saving of £174k STEP funding (Sustainable Transport Exemplar Programme). This saving is being transferred to the Canal Towpath Resurfacing project. (see Additions section)</p>	<p>Budget Reduction</p>	<p>-174</p>	<p>N/A</p>
<p>CCTV Parking Enforcement</p> <p>This project is to deliver small scale signing and lining schemes that are either locally requested programmes, or to improve the enforceability of existing restrictions, that help manage the highway to improve the reliability/consistency of journey times and reduce incidents that will cause delay on the highway. This project is funded by a revenue contribution to capital.</p> <p>In order to help mitigate revenue pressures, approval is being sought to defer £55k spending into</p>	<p>Slippage</p>	<p>55 (from 17/18) 55 (into 18/19)</p>	<p>N/A</p>

2018/19.			
<p>Double Yellow Lines</p> <p>This project is part of the Traffic Management Programme which through parking restrictions and enforcement, contributes to the management of traffic in the city. This project provides the lining and implementation of double yellow lines, including responding to public requests for new loading and waiting restrictions.</p> <p>Works currently being planned for this financial year includes the planning and delivery of four packages of double yellow lines (with around ten locations in each).</p> <p>The project is currently forecasting a full year overspend of £20k including £6k on staff costs largely due to the increased general programme management costs, and the progression of another package of schemes.</p> <p>Funded from Local Transport Plan</p>	<p>Director Variation (Increase) (For note only)</p>	<p>20</p>	<p>No Change</p>
<p>Taxi Rank Improvements</p> <p>The overall aim of this project is to provide new or improved facilities / alternative solutions to manage taxi ranking within the City Centre, through a signing and lining programme.</p> <p>Areas currently being delivered include; Angel Street, Ecclesall Road, Fitzwilliam Street, Mappin Street east side between West Street and Charlotte Lane and West Street, with a couple of areas currently awaiting the approval to overrule objections (Arundel Gate outside the O2 Academy and West Street outside numbers 167-173).</p> <p>The project is currently forecasting an overspend of £6k due on staff fees largely due increased general programme management costs.</p> <p>A budget increase of £11k funded from the Local Transport Plan (LTP) is required to fund the</p>	<p>Director Variation (Increase) (For Note only)</p>	<p>11</p>	<p>No change</p>

<p>£6k overspend, and deliver another site improvement in 2017/18 (subject to Traffic Regulation Order process) and to commence planning for 2018/19 schemes. Funded by Local Transport Plan</p>			
ECONOMIC GROWTH (formerly Strong Economy)			
<p>94024 Digital Incubator At the request of the Department of Culture, Media Sport (DCMS), SCC has received and is acting as Accountable Body for £3.5m of capital funding to establish a new facility providing work space, business incubation and other services for entrepreneurs and small and medium sized businesses (SMEs) based in the Sheffield City Region, whose ambitions and business models rely on digital technologies and their applications.</p> <p>This project has been delayed due to the grant recipient needing to demonstrate that the grant investment can be made in a State Aid compliant manner. The nature of the project means that there is only one State Aid scheme available to use and it is not designed for the type of intervention proposed. An alternative delivery mechanism will hopefully be agreed formalised in the next two weeks.</p> <p>This significant work is being undertaken with the grant beneficiary by officers within Legal, Regeneration and Creative Sheffield therefore internal fees will still be charged but this will be a small amount compared to the current 17/18 profile.</p> <p>Slippage is therefore required to reflect the delay in capital works:</p> <p>2017/18 Current Budget £3,019K - Slippage into 18/19 £3,004K = £15K 2018/19 Current Budget £410K + Slippage from 17/18 £3,004K - Slippage into 19/20 £410K = £3,004K 2019/20 Current Budget £10K + Slippage from 18/19 £410K - Slippage into 22/23 £10K = £410K 2020/21 Current Budget £10K 2021/22 Current Budget £10K 2022/23 Current Budget £30K + Slippage from 19/20 £10K - Slippage into future years £30K = £10K</p>	Slippage	Slippage: 3,004 (into 18/19) 410 (into 19/20) 10 (into 22/23) 30 (into future)	No Change

Business Partner Capital

Summary Appendix 1
CPG: 20th November 2017

<p>Future Years Current Budget £0K + Slippage from 22/23 £30K = £30K</p> <p>Current Budget Total £3,489K, New Budget Total £3,489K</p> <p>Funded by Department of Culture, Media Sport (DCMS)</p>			
INFRASTRUCTURE			
<p>Moorfoot Lifts</p> <p>Following a survey of the lifts in the Moorfoot building, it has been confirmed that there is an urgent need for all 9 of the lifts in the central and north wings to be replaced. This is mainly due to the risk of failure to just a few which would lead to the Moorfoot building potentially having to close, which would greatly disrupt Council services. The replacement of the 9 lifts will comprises the following:</p> <ul style="list-style-type: none"> • 6 Core lifts • 2 North wing • 1 service lift <p>Work is anticipated to start on site in the Feb 2018 and be completed July 2019.</p> <p>This variation reflects the reduction in required budget of £353k following the decision taken at October 2017's CPG to issue the contract award to ANSA Lifts and also the resultant slippage of £529k due to the re-phasing of works to align with tender projections.</p> <p>The project is funded by Corporate Resource Pool Capital Receipt</p>	<p>Budget Reduction and Slippage</p>	<p>Variation: -353</p> <p>Slippage: -354 (from 17/18 into 19/20) -175 (from 18/19 to 19/20)</p>	<p>No Change</p>
<p>Corporate Buildings Condition Surveys Programme</p> <p>The operational estate suffers from an acute backlog maintenance liability, with various common building elements now at the point of failure. This Project includes for undertaking condition surveys across the operational estate, to understand the current backlog maintenance position, plan future lifecycle maintenance programmes and gather sufficient data to underpin future asset</p>	<p>Procurement route variation</p>	<p>0</p>	<p>Change to YORConsult</p>

management planning, including asset rationalisation.

The project, totalling £660k, will include 2 types of condition surveys (building and services) with budgets of £360,000 for 2017/18 and £300,000 for 2017/18.

This variation reflects a revision to the original approved procurement route restricted OJEU to the new recommendation of procurement via YORconsult Professional Services Consultancy Framework

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Grant to be Paid to	SCC Funding Source	Project to be funded by the Grant	Conditions and Obligations	Value £000
Sheffield Countryside Conservation Trust (SCCT)	S106 Parks Programme	Environmental Improvement Works and Access Improvements Grange Rd/Ochre Dyke £6,878 Birley Spa £22,908 Silkstone Ravine (East Glade) £3,092 Bowman Drive £9,622	<p>As part of the S106 Parks Programme approved in March 2016 funding was set aside to improve the sites.</p> <p>Sheffield Countryside Conservation Trust (SCCT) has responsibility for these sites. Following consultation with local groups SCCT developed a proposal and cost estimate for works to each of the sites.</p> <p>A funding agreement has been drawn up by Legal Services including that the recipient will comply with the terms of SCC Contracts Standing Orders (i.e. quotations and tendering)</p> <p>SCCT shall submit to the Council prior to tendering of the Works the final design details and specifications for approval.</p> <p>The Grant Recipient shall be responsible for the ongoing maintenance.</p>	42.5

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Author/Lead Officer of Report:
Natalie Shaw

Tel: 0114 2736842

Report of: Laraine Manley: Executive Director PLACE

Report to: Cabinet

Date of Decision: 13th December 2017

Subject: Zest Centre & 54-56 Upperthorpe Road,
Sheffield

Is this a Key Decision? If Yes, reason Key Decision:-	Yes <input type="checkbox"/>	No <input checked="" type="checkbox"/>
- Expenditure and/or savings over £500,000	<input type="checkbox"/>	
- Affects 2 or more Wards	<input type="checkbox"/>	
Which Cabinet Member Portfolio does this relate to? Cllr Mazher Iqbal Cabinet Member for Business and Investment		
Which Scrutiny and Policy Development Committee does this relate to? Economic and Environmental Wellbeing Scrutiny and Policy Development Committee		
Has an Equality Impact Assessment (EIA) been undertaken?	Yes <input checked="" type="checkbox"/>	No <input type="checkbox"/>
If YES, what EIA reference number has it been given? Place 32		
Does the report contain confidential or exempt information?	Yes <input type="checkbox"/>	No <input checked="" type="checkbox"/>

Purpose of Report:

This report proposes a series of recommendations to review and rationalise the property leased by Netherthorpe and Upperthorpe Community Alliance (NUCA) and its associated organisations to address the organisations long term sustainability. Decreasing revenue support from the Council and the costs of repair and maintenance of the properties leased by NUCA is putting increasing pressure on the organisation and limiting its ability to develop and deliver services.

The report seeks Cabinet approval for a series of recommendations which will support NUCA to develop a viable medium term business plan and capital investment strategy and enable them to continue to deliver services to the local

community.

Cabinet are asked to consider:

1. The surrender of the existing lease of the Zest Centre (Marked as 1 in the attached Appendix) from the Upperthorpe & Netherthorpe Healthy Living Centre Trust and a re-grant of a lease to Netherthorpe & Upperthorpe Community Alliance.
2. The surrender of the lease of 54–56 Upperthorpe Road (Marked as 2 in the attached Appendix) from the Netherthorpe & Upperthorpe Community Alliance and disposal by the Council on the open market. The surrender will be conditional to the acceptance of a business case to re-invest the capital in the Zest Centre.

A separate business case is to be produced and submitted to the Capital Programme Group for consideration which will request that the capital derived from the disposal of 54-56 Upperthorpe Road be re-invested into the Zest Centre to assist in the group's investment into their retained property.

Recommendations:

That Cabinet approves:

The surrender of the lease of the Zest Centre, Upperthorpe, Sheffield, S6 3NA, currently held by the Upperthorpe & Netherthorpe Healthy Living Centre Trust.

The grant of a new lease of the Zest Centre to Netherthorpe & Upperthorpe Community Alliance and delegate authority to the Chief Property Officer to agree such Heads of Terms in line with this report.

The surrender of the lease of 54–56 Upperthorpe Road, currently held by Netherthorpe & Upperthorpe Community Alliance.

The release of Netherthorpe & Upperthorpe Community Alliance from a Debenture, dated 23rd December 1999 in relation to 54–56 Upperthorpe Road, upon the surrender of the lease.

The disposal by auction by the Council of 54–56 Upperthorpe Road.

A delegation of authority to the Chief Property Officer who in consultation with Director of Commercial and Financial Services and Director of Legal and Governance to take all other necessary steps, not covered by existing delegations, including any proposed capital works and improvements to give effect to the proposals set out in this report.

Background Papers:

None

Lead Officer to complete:-	
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.
	Finance: Paul Schofield
	Legal: David Sellars / Henry Watmough-Cownie
	Equalities: Annemarie Johnston
<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>	
2	EMT member who approved submission: <i>Laraine Manley</i>
3	Cabinet Member consulted: <i>Cllr Mazher Iqbal</i>
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Decision Maker by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.
	Lead Officer Name: Tammy Whitaker
	Job Title: Head of Property Services
Date: 31/11/2017	

1. BACKGROUND

1.1 Netherthorpe and Upperthorpe Community Alliance (NUCA) and Zest (NUCA's trading arm), currently operate from a series of premises leased from the Council. However, decreasing revenue support from the Council and repair and maintenance liabilities of the properties is putting increasing pressure on the financial sustainability of NUCA and constraining the income generating potential of the organisation. NUCA is currently developing a medium term business plan and capital investment strategy to address these issues.

1.1.1 Zest, previously known as the Upperthorpe & Netherthorpe Healthy Living Centre Trust (UNHLCT) is a registered charity and the trading name of Netherthorpe and Upperthorpe Community Alliance (NUCA), also a registered charity. As such it shares a number of common trustees and similar charitable objects to NUCA.

1.1.2 Zest delivers services to local people in the Netherthorpe, Upperthorpe and Langsett areas of the city. It manages the Zest Centre, a community building from which it delivers health, employment, training, social and physical activities to adults and children from across the city. The Centre houses a public swimming pool, two gyms, a library, café, meeting rooms and offices for hire and rent.

1.1.3 Zest's mission is:

To provide a healthy living centre delivering responsive services to tackle local inequalities, including:

- Health and wellbeing
- Employment and skills
- Sport, leisure and recreation

To foster communities where everyone feels welcomed, valued and can fully participate in the life of the community.

To play an active role in supporting other disadvantaged communities in Sheffield.

1.2 Funding

1.2.1 NUCA had a deficit of £77k in the year up to 31st March 2016 (with the previous year being £16k). Zest currently receives significant annual revenue support from the Council, (including £100k for the Gym from the Public Health budget and £24.5k for the Library). It also receives £16k pa rental income from the MAST team who rent office space within the former Slipper Baths.

1.2.2 Funding for NUCA and Zest is likely to decline in the near future due to a reduction in revenue funding from the Council. The accommodation

occupied by the MAST Team is coming to the point of being unfit for occupation due to roof leaks.

- 1.2.3 In addition the properties held by NUCA require significant capital investment in order to enable their continued use and maximise their revenue generating potential. In order to address these issues Zest is developing a medium-term business plan and capital investment strategy and there is continuous dialogue with the Council on revenue funding and business planning to generate income.

1.3 **Zest/NUCA Property Interests**

- 1.3.1 NUCA and Zest hold interests in several properties owned by the Council.

- Zest Centre
- 54-56 Upperthorpe Road
- 58 and 60- 62 Fawcett Street
- Housing Office Shipton Street

- 1.3.1 A number of these are now vacant and surplus to requirements. In order for NUCA to address funding issues and implement its medium term business plan it needs to rationalise its property interests and invest in the retained property.

1.3.2 **Zest Centre**

The Zest Centre comprises three Victorian buildings, the former Public Baths & Laundry, the Public Library and the former Caretakers Lodge. The Upperthorpe & Netherthorpe Healthy Living Centre Trust hold a lease from SCC for a term of 30 years from the 1st August 2002. The existing lease of the Centre makes provision for the whole of the property, or the part comprising the Pool only, to be handed back to the Council with 12 months' notice, should funding in one year be less than the previous year. There are potential clawbacks of grant funding involved should the Centre close or be sold.

- 1.3.3 The Centre represents a significant repair and maintenance liability due to the age and construction of the Grade II listed buildings. Nearly £4m of external funding has been invested in the property since the Council granted the lease in 2002. The Secretary of State for Health has a legal charge over the property.

- 1.3.4 Despite this investment, further repairs are required including roof replacement, addressing water penetration in the former Slipper Bath area, penetrating damp in the attic, and repair and refurbishment of office and studio space. Without these repairs the spaces will become unusable in the near future and will limit the income generation of Zest as some of these areas are let. Repairing liabilities for the property lie with Zest but are limited to the condition of the premises at the commencement of the lease as evidenced by a schedule of condition.

- 1.3.5 Zest is developing several options and costings for repair and

improvement works together with options for the use of the space to generate maximum revenue income. Zest is also assessing potential external funding support for the various options. However, in order to maximise external funding Zest requires a longer lease than that currently in place. The existing lease has only 23 years remaining and most funding regimes require a minimum period of 25 years.

1.3.6 54 – 56 Uppertorpe Road

The Council is the head lessee of shop premises on Uppertorpe Road, (shown edged red and marked 2 on the plan in the attached Appendix) via a lease for a term of 800 years from 25th March 1892, subject to a ground rent of £26 p.a.

1.3.7 The Council granted a lease to NUCA of two shops, 54-56 Uppertorpe Road, for a term of 99 years from 23rd December, 1999 at a peppercorn rent, for use in accordance with the Memorandum & Articles of NUCA. The properties were altered and improved to enable use by NUCA via a Funding Agreement involving a range of external funders, including ERDF and SRB, with the Council contributing the value of the properties, estimated at £25,000 at the time. It is understood that clawback provisions associated with this funding have now expired.

1.3.8 The Council took a Debenture charge over the property and other assets of NUCA at the same time as the grant of the lease to ensure that the Council could secure some share of the proceeds should the properties no longer be required by NUCA and the lease assigned. The Debenture does not mention any specific sum subject to the charge, but appears to be related to the original Funding Agreement.

1.3.9 NUCA no longer occupy the properties and do not wish to continue to provide services from them. Whilst they could assign the existing lease this would be difficult unless the existing charge over the property held by the Council is lifted.

1.3.10 Other Properties

NUCA currently hold other properties at 58 & 60 - 62 Fawcett Street on leases for a period of 99 years (or the residue thereof) from 4th March 2003 at a peppercorn rent and the former housing offices at Shipton Street under Licence. Heads of Terms for Shipton Street are close to agreement for a lease co-terminus with the existing leases for the Fawcett Street properties, also at a peppercorn rent.

2. PROPOSAL

2.1 In order to address financial pressures faced by NUCA and ZEST the following actions are proposed:

1. The Council accepts a surrender of the existing lease of the Zest Centre from the Healthy Living Trust and grant a new lease to NUCA for a longer period. This would allow NUCA to continue to seek new sources of external grant funding. It is proposed that

the new lease be co-terminus (i.e. ending on 3rd March 2102) with the existing leases for other NUCA properties in Fawcett Street and the lease approved for Shipton Street.

2. The Council accepts a surrender of the existing lease of 54–56 Upperthorpe Road from NUCA and releases the legal charge over the property. The Council then disposes of the property via auction which would generate a capital receipt.
3. The Executive Director PLACE will make a final decision on the terms of any new lease of the Zest Centre to NUCA.

A separate business case is to be produced and submitted to the Capital Programme Group for consideration which will request that the capital derived from the disposal of 54-56 Upperthorpe Road be re-invested into the Zest Centre to assist in the group's investment into their retained property.

3. HOW DOES THIS DECISION CONTRIBUTE?

3.1 The decision will:

- Enable continued and potentially enhanced use of the Zest Centre and provision of facilities, services and support for the benefit of the local community
- Help to sustain the medium-term business plan for Zest
- Enable Zest to apply for external grant funding to support the Centre and provision of services to the local community

3.2 The Council, with Zest, will be able to continue and improve delivery of the following corporate priorities set out in the Corporate Plan 2015 – 18:

- Thriving neighbourhoods and communities
- Better health and well-being; and
- Tackling inequalities

4. HAS THERE BEEN ANY CONSULTATION?

4.1 There has been continuous dialogue and consultation with Zest officers and Trustees of NUCA and the Healthy Living Trust to assess future funding options for Zest and to identify a way forward. Members are aware of the proposals.

5. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

5.1 Equality of Opportunity Implications

5.1.1 The Zest mission outlined elsewhere in this report fully embraces the equality of opportunity objectives of the Council. The proposed decision will enable both organisations to make a continued and improved contribution to achieving those shared objectives.

5.2 Financial & Risk Implications

5.2.1 This decision should be viewed in the context of the Council's diminishing ability to provide support from revenue budgets to Zest and other community organisations, due to continuing reductions in overall levels of local authority revenue funding from Government. A separate business case is being produced concerning the use of capital receipts generated by the disposal of 54–56 Uppertorpe Road for investment in the Zest Centre

5.2.2 Should Zest exercise the option to hand back the Centre to the Council it is unlikely that annual funding could be made available to keep the centre open. This would result in the loss of both services and facilities currently provided to the local community. This, in turn, is likely to lead to increased pressure on Council and other public sector services which will have financial implications for those services.

5.2.3 The Council would also be left with a significant repair and maintenance liability for a listed building for which no current revenue or capital budget provisions exist. It is unlikely that the Council could lease or dispose of the Centre to pass on these liabilities and any capital funding generated from the disposals would be limited given the condition of the building and its location.

5.2.4 The surrender of the lease and the disposal of 54–56 Uppertorpe Road will generate a capital receipt to the Council, estimated at approximately £130,000. The Council would not, however, receive this sum unless NUCA surrendered the lease and NUCA could not release any funding from an assignment unless the existing legal charge to the Council is lifted. NUCA could, if it chose, continue to occupy the property until the end of the current 99 year lease.

5.2.5 The proposed strategy, therefore, represents the best way forward for both parties.

5.3 Legal Implications

5.3.1 The grant of a longer lease for the Zest Centre at a peppercorn rent is not considered to represent disposal at less than best consideration for the purposes of s123 of the Local Government Act 1972. It is considered that there would be little or no opportunity for the Council to dispose of the Centre on the open market for other uses in order to secure a capital receipt. The reasons for this are detailed within this report. Further, it is considered that the continued use of the Zest Centre would help to deliver the vision for Sheffield as a sustainable community set out within the City Strategy.

In determining whether the disposal of 54 – 56 Uppertorpe Road would help to secure the promotion or improvement of the economic, social or environmental well-being of its area, the Council should have regard to its Sustainable Community Strategy prepared pursuant to Section 4 of the Local Government Act 2000.

A further business case is to be produced regarding the disposal of any capital following the sale of 54 – 56 Uppertorpe Road, which will include a proposal to re-invest such capital to the Zest Centre.

5.4 Property Implications

5.4.1 The capital value of the properties at 54–56 Uppertorpe Road, if sold at auction by the Council following surrender of the existing lease, is estimated at £130,000. Disposal via auction would be an open market transaction thereby satisfying the requirements of s123 of the Local Government Act 1972 relating to best consideration.

5.4.2 The surrender and grant of a new lease for the Zest Centre offers the best way forward for the Council to ensure that this property is kept in beneficial use and that a significant repair and maintenance liability does not fall upon the Council.

5.4.3 Should Zest no longer operate the Centre and it returns to the Council it is considered that there would be no potential for another community group to take a lease of the property and that there would be no demand in the open market to operate the property as a library, swimming pool etc.

5.4.4 It is considered that there would be little opportunity for the Council to dispose of the Centre on the open market for other uses in order to secure a capital receipt. The planning designation is as part of a Neighbourhood Centre and the main alternative use of the property is considered to be a mix of retail and residential but the level of any capital receipt for a disposal for that use is considered to be constrained by:

- Grade 2 Listed Building designation
- The age, layout and construction of the property
- Current capital maintenance and investment needs for the fabric of the building
- High levels and costs for future maintenance
- The costs of conversion (for say apartments)
- Low Gross Development Value given overall property values in the local area and likely demand for apartments in this location

5.4.5 The costs for repair, maintenance and conversion of the Zest Centre are considered to be far in excess of any resultant end value given the

above issues and it is doubtful whether areas of the property, such as the former Laundry, would be capable of being brought into any beneficial use, as part of a comprehensive conversion.

5.4.6 Whilst there may be theoretical potential for use of the property as offices, perhaps with retail units on the ground floor, it is not considered that there is a level of demand for either of these uses in this location that would generate significant rental and capital values.

5.4.7 The grant of a longer lease at a peppercorn rent is, therefore, not considered to represent disposal at less than best consideration for the purposes of s123 of the Local Government Act 1972.

6. ALTERNATIVE OPTIONS CONSIDERED

6.1 The Council has a limited number of different options due to the existing leases in place and the wish to maintain the facilities and services which the Council considers are important to the delivery of key corporate policy objectives. These are summarised in the table below, together with the potential implications:

	OPTION	IMPLICATIONS
1	Do Nothing	<ul style="list-style-type: none"> • Reducing funding support from the Council to Zest • Inability of Zest to seek external grant funding • Zest finances become unviable • Zest no longer operate the Centre • Centre closure & loss of facilities and services • Centre & other properties return to the Council • Significant financial liabilities for the Council and limited options for disposal and generation of capital receipt
2	Sell Uppertorpe Road properties and Council retains capital receipt	<ul style="list-style-type: none"> • Zest not likely to surrender lease making option undeliverable • Other implications as for Option 1 • Subject to a separate business case
3	Focus Zest operation on lease/ use of Centre only and hand back other properties to Council	<ul style="list-style-type: none"> • Zest assessing this option as part of business plan process and implemented in part by decision by Zest not to use Uppertorpe Road properties • Main costs for Zest relate to the Centre itself • Council could dispose of other properties (e.g. Fawcett Street, Shipton Street) and release further capital receipts for re-investment in the Centre

		<ul style="list-style-type: none"> • Council would incur some interim cost liabilities for properties prior to disposal • May lead to reduction in some services offered by Zest and reduced income • Implications in option 1 may still apply • This option could be considered at a later date if preferred option is insufficient to resolve financial issues
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6.2 The current proposals represent the best way forward in seeking to achieve the objectives of the Council and Zest within the constraints outlined earlier.

6.3 The Council will continue to work with Zest to assess potential options and to seek to ensure that the above objectives can be met as far as possible.

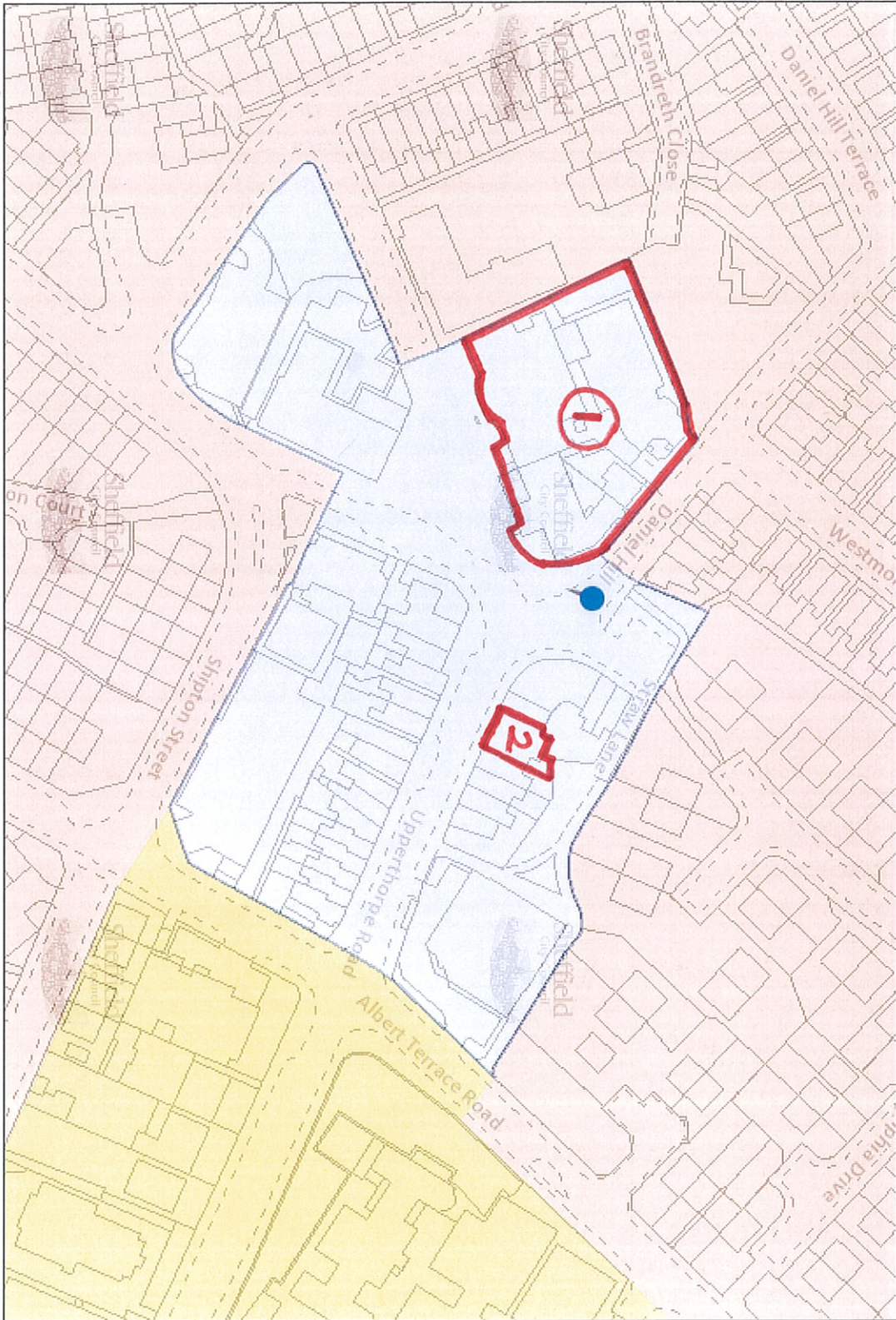
7. REASONS FOR RECOMMENDATIONS

7.1 The recommendations will assist the Council to deliver key corporate policy objectives set out in the Corporate Plan 2015 – 18 by supporting NUCA to develop a viable medium term business plan and capital investment strategy. Specifically:

7.1.1 The disposal of 54–56 Upperthorpe Road will release capital funding for potential reinvestment in the Zest Centre (subject to an approved business case by Capital Programme Group) to support the continued provision of facilities and services to the local community

7.1.2 The grant of a longer lease of the Zest Centre will assist in bidding for external grant funding for capital investment

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Author/Lead Officer of Report: Philip Beecroft,
Head of Highway Maintenance

Tel: 273 5911

Report of: Paul Billington
Report to: Cabinet
Date of Decision: 13th December 2017
Subject: War Memorial Trees

Is this a Key Decision? If Yes, reason Key Decision:-	Yes <input type="checkbox"/>	No <input checked="" type="checkbox"/>
- Expenditure and/or savings over £500,000	<input type="checkbox"/>	
- Affects 2 or more Wards	<input type="checkbox"/>	
Which Cabinet Member Portfolio does this relate to? Environment and Streetscene		
Which Scrutiny and Policy Development Committee does this relate to? Economic and Environmental Wellbeing Scrutiny and Policy Development Committee		
Has an Equality Impact Assessment (EIA) been undertaken?	Yes <input checked="" type="checkbox"/>	No <input type="checkbox"/>
If YES, what EIA reference number has it been given? EIA 123		
Does the report contain confidential or exempt information?	Yes <input type="checkbox"/>	No <input checked="" type="checkbox"/>
If YES, give details as to whether the exemption applies to the full report / part of the report and/or appendices and complete below:-		
<i>"The (report/appendix) is not for publication because it contains exempt information under Paragraph (insert relevant paragraph number) of Schedule 12A of the Local Government Act 1972 (as amended)."</i>		

Purpose of Report:

To update Cabinet on the city's first ever long term investment plan in the city's war memorial trees and in particular to report back to Cabinet on the costs of engineering solutions to retain war memorial street trees on Western Road, Tay Street, Oxford Street, Springvale Road and Binfield Road as well as proposals for Heathfield Road. Following the report to the Economic and Environmental Wellbeing Scrutiny and Policy Development Committee on the Western Road memorial trees, the Cabinet Member for the Environment and Streetscene asked that Amey be commissioned to carry out outline design work for tree retention works in sufficient detail to enable an estimate of the level of additional funding needed to be provided to Cabinet.

Recommendations: Cabinet is asked to agree to

1. Support the long term investment plan in the city's war memorial trees as set out in this report
2. Note the costs of an estimated £500,000 involved in carrying out engineering solutions to retain 41 war memorial trees on Western Road, Tay Street, Oxford Street and Binfield Road and make a final decision on the 41 trees accordingly
3. 300 new memorial trees to be planted in Sheffield's park's by the council before November 2018 to create a permanent lasting war memorial for the city
4. Following discussions with residents on the war memorial streets, practical and affordable options be considered to replant trees that were lost and not replaced in previous years prior to the current Streets Ahead contract
5. The council guarantee that the 300 new trees in parks and any possible replacement trees on the war memorial streets, be replanted in perpetuity

Background Papers: None

Lead Officer to complete:-		
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.	Finance: Janinne Scarborough
		Legal: Steve Eccleston
		Equalities: Annemarie Johnstone
<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>		
2	EMT member who approved submission:	Laraine Manley
3	Cabinet Member consulted:	Bryan Lodge
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Decision Maker by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.	
	Lead Officer Name: Philip Beecroft	Job Title: Head of Highway Maintenance
	Date: 27 th November 2017	

1. PROPOSAL

1.1 For the first time the council is able to commit to a long term investment plan in the city's war memorial trees. This will consist of:-

- a) The planting of an extra 300 memorial trees in our city's parks prior to November 2018. This is the biggest memorial planting scheme in living memory
- b) Although two thirds of the current memorial trees are unaffected by the replacement programme, around 40 trees currently fall into one or more of the council's replacement categories of dead, dying, dangerous, diseased or causing damage or access problems. Appendix A gives illustrations of the impact of these trees. If Cabinet decides to replace any of the 41 trees, then they would be replaced on a guaranteed 1 for 1 basis. For generations, it has not been possible to replant a lost war memorial tree, with the result that the current stock is only half the original number

- c) Discussions with residents on war memorial streets about the practicalities of replacing some of the trees that have been felled and not replanted in past years prior to the current Streets Ahead contract
- d) Guarantee the long term future of the new war memorial trees to be planted in our parks via a council commitment to replace them in perpetuity
- e) If Cabinet decide to replace any of the 41 street trees, then the council should commit to their long term replacement in perpetuity
- f) Consult the War Memorial Trust, the Royal British Legion and other interested parties regarding a significant event(s) to commemorate the 100 year centenary of the First World War on Armistice Day in November 2018

1.2 The report confirms the significant cost of retaining the 41 war memorial trees that fall into the replacement categories and that the engineering solutions only provide partial and potentially short term solutions to those trees which are damaging the roads, paths and residential properties. It is also important to note that two thirds of the current stock of war memorial trees are unaffected by the proposed replacement programme set out in this report

1.3 The costs of engineering works indicated in this report (illustrative samples of which are included in Appendix A) are based on outline designs on 26 of the 41 trees that fall into the replacement categories. To offer Cabinet a full cost of potential replacement of all 41 trees, we have used the average cost of the 26 and applied this to the remainder. All these engineering works sit outside the contract and would require additional council funding from core budgets.

1.4 As part of the street tree replacement programme certain trees on Western Road, Tay Street, Oxford Street, Springvale Road and Binfield Road were identified by council officers for replacement due to them being dead, dying, dangerous, diseased, damaging or discriminatory. These decisions were made after consideration by both Amey and separately by the Council on whether any of the engineering solutions included within the Streets Ahead contract could be used to retain trees.

1.5 As the trees are part of a war memorial this raised public interest and the Council was requested to look at funding more significant works to retain the trees. The Council agreed to undertake that further review and outline design, particularly on the affected trees on Western Road.

1.6 Heathfield Road is also a war memorial street but with different circumstances. The proposal is to discuss with local residents and the Veterans Association a plan to renew the memorial trees on Heathfield Road. Any tree replacement work required by the contract has already taken place.

- 1.7 In addition to the Streets Ahead tree replacement programme there is also a proposal from the Parks and Countryside Service to engage with the public to establish permanent memorial trees in some parks around the city. This will provide up to 300 new and extra trees.

2. HOW DOES THIS DECISION CONTRIBUTE?

- 2.1 For first time in 100 years, and in readiness for the 2018 Centenary we will create a new memorial consisting of around 300 trees in our city's parks and will retain this new memorial in perpetuity. We will also commit to replant all memorial trees that need replacement and to do this in perpetuity, alongside consultation with residents on options to replant lost memorial trees that were never replaced. Over the years, around half the original trees have been lost and not replaced. We will work with the people of Sheffield on what they would like to see from this new major memorial project and how the city should best commemorate those who have fallen in conflicts but who are not represented by the many existing memorial trees in the city. We will work collaboratively with the people of Sheffield, community groups, The Greenspaces Forum, the Royal British Legion and the War Memorials Trust on this new memorial project. This project will be led by the Parks and Countryside Service and will be in addition to any work on memorial street trees carried out by Streets Ahead.

3. HAS THERE BEEN ANY CONSULTATION?

- 3.1 As the work is part of the Streets Ahead highway upgrade programme, Amey provide general information on the works proposed in each area via Roadshows and then inform residents of more detailed timings of works by letter. In relation to tree works in response to public demand for more information the Household Surveys were introduced. The survey was reviewed and backed by the High Court in 2016.
- 3.2 The survey gauged public reaction to specific tree proposals on a street by street basis. Any streets where a majority of respondents disagreed with the proposed works were referred to the ITP for an independent second opinion.
- 3.3 Dialogue has taken place with veterans groups and residents in relation to the Heathfield Road memorial and this will continue.
- 3.4 Proposal under discussion to plant 300 trees to create new memorials in some parks and this will continue.
- 3.5 Amey will engage in further discussion with residents on each of the memorial streets in the event that Cabinet decides to replace any of these trees.

4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

4.1 Equality of Opportunity Implications

4.1.1 Overall, there are no significant, positive or negative, equalities implications from this proposal. Any potential work will make it easier for everyone to get around safely due to improved condition of footways, and this will particularly benefit older people, parents with buggies, and people with restricted mobility and their carers. However, Armed Forces and ex-Armed Forces personnel may perceive a negative effect of the change. To mitigate this, we will work with the people of Sheffield on what they would like to see from the new major memorial project and how the city should best commemorate those who have fallen in conflicts but who are not represented by the many existing memorial trees in the city.

4.2 Financial and Commercial Implications

4.2.1 The total cost to retain the trees is around £500,000. This figure is based on preliminary design work by Amey and would be outside of the core funding for the Streets Ahead programme. Undertaking this work would have an impact upon the council's general fund revenue outturn position and would require prioritisation of the potential tree works against other pressing council priorities such as social care.

4.2.2 By contrast, if the decision is to replace all of the 41 trees, then this will have no impact on the contract funding because this work is already funded or any wider impact on the council's budget.

4.3 Legal Implications

4.3.1 There is a legal obligation on the council to maintain the highway under S41 Highways Act 1980. The council delivers this duty through the Streets Ahead contract with Amey. The removal of the trees helps deliver the Highways Act obligations. The High Court has held the programme to be lawful in *Dillner v Sheffield Council* [2016] EWHC 945 (Admin). A failure to maintain the highway properly and lawfully could result in legal claims being brought for compensation.

5. ALTERNATIVE OPTIONS CONSIDERED

5.1 The review covers the war memorial trees that are classed as dead, dying, dangerous, diseased, damaging or discriminatory.

5.2 It should be noted that the damaging category applies to third party property as well as the public highway. In some instances the damage to

third party property extends beyond damaging drives and garden walls to serious damage affecting the actual house that may in time require underpinning works.

- 5.3 Where trees are damaging property this would continue even if the highway works to retain trees was carried out. It is also possible that trees not currently causing any property damage would do so in time as they continue to grow. Equally, the engineering works may offer only short to medium term solutions given the trees will continue to grow and impact on the street environment and surrounding properties. If the trees are not replaced this will lead to potentially expensive claims against Amey or the council.
- 5.4 Where the streets were referred to the ITP, the alternatives to replacement were suggested in their advice letters as below:
- 5.4.1 Western Road
23 trees referred to ITP
ITP agreed with SCC for replacement of 11 and proposed engineering works on 12. Eleven trees are damaging private property. The Council carried out a further detailed review including Airspade excavations to check root locations and found that it could not agree with the ITP advice on any of the 12 trees they proposed engineering works for.
- 5.4.2 Tay Street
Not included in Household Survey as no residences.
2 trees to replace. Both are damaging the highway and one is dying.
- 5.4.3 Oxford Street
8 trees referred to ITP
ITP agreed with SCC for replacement of 4 and proposed engineering works on 4. Following further review the Council agreed with ITP advice and have found a solution to retain 3 of the four trees the ITP advised could be retained.
- 5.4.4 Binfield Road
6 trees referred to ITP but tree o/s 23 was worked round prior to their inspections
ITP agreed with SCC for replacement of 4 and proposed engineering works on 1. Following further review the Council could not agree with ITP advice on the single tree it suggested could be retained. One tree is damaging private property.
- 5.4.5 Springvale Road
2 trees referred to ITP
ITP agreed with SCC for replacement of both trees. Both are causing damage to the highway.

5.4.6 Heathfield Road

Streets Ahead works were carried out in 2014 and the street was not therefore included in the Household Survey. Only two trees needed to be replaced for condition reasons but there are others missing that failed many years ago. The request is from a Veterans Association that the remaining trees are all replaced as they are poor specimens along with new planting to reinstate the memorial.

- 5.5 In summary, all options suggested by the ITP have been considered in detail and where possible accepted. In the majority of trees the advice was ultimately rejected as either not practical and/or would incur expenditure outside the core funding for Streets Ahead. It should be also be noted that many of the engineering solutions will only give a temporary solution to the damage being caused and the tree will still require replacement at some point. Where trees are damaging third party property it is almost always as a result of damage caused by roots. If the tree is not replaced this damage will continue irrespective of any engineering solutions and will almost certainly give rise to claims against the Council or Amey and may make houses uninsurable.

6. REASONS FOR RECOMMENDATIONS

- 6.1 This report aims to indicate the costs of retaining the 41 war memorial trees. The report points out the estimated cost of around £500k to retain these trees.
- 6.2 The recommendations in this report point to the importance of war memorial trees and the suggested long term commitment and investment plan for these trees.
- 6.3 The trees on Heathfield Road are in a wide grass verge. As a result the trees that required work or replacement were not causing any damage to the highway or private property but were dead or dying. There is a provision within the contract for up to 600 'missing trees' to be replaced at no cost to the Council. It is recommended that 20 of these are used to restore this memorial.
- 6.4 Western Road has the largest number of memorial trees. There were originally 97 trees but over the years this number has reduced to 54 of which 23 now fall into the replacement categories. Potential replacement works will ensure that the memorial continues but has been met with concerns amongst some residents and that led to further in-depth investigations of the ITP advice. Sensitive excavation by Airspade was carried out and this confirmed that the ITP suggested root bending and pruning was simply not possible on such large mature trees.
- 6.5 In order to fully explore the cost of the engineering works to attempt to retain the trees on Western Road, Amey were commissioned to carry out preliminary design work and from that derive a robust estimate of the

cost of the works. This estimate is £310,090.

- 6.6 Looking specifically at Western Road where more detailed work has been carried out there are other impacts to consider. These include;
- Each tree will need a build-out into the road which is an average of 5m long. This will mean a loss of approximately 35 parking spaces along the length of Western Road should the trees be retained.
 - The road will be reduced in width even when the level of parking is low due to the regular build-outs
 - One way working was considered but it was felt that this could lead to an unacceptable increase in traffic speeds and therefore lead to road safety issues
 - Some of the work may still not be possible as it may cause problems with private property threshold levels and could result in water from the road running into the property
 - Where work to utilities apparatus has been identified (such as to the BT chamber opposite number 239) no account of the costs for any diversion/re-location works have been included. Any such costs would be determined by the utility affected and be payable to them
 - Where root damage is occurring to private property leaving trees in place by carrying out these works will exacerbate this problem for the residents and will lead to insurance claims. The existing visible damage is covered in the estimates but the costs could increase once any work is commenced as further damage may become apparent
 - Ultimately the houses could become uninsurable
- 6.7 It has been demonstrated earlier in the report that the option to retain the damaging trees would be a significant cost to the council and provides only a partial and potentially short term solution, given the continuing damage caused by the trees (as they continue to grow) and the on-going and significant impact on residents in terms of traffic and parking restrictions; damage to property and related insurance issues.
- 6.8 The option of doing nothing to the 41 trees which fall into the council's replacement categories i.e. leaving the trees and the streets and not committing to any form of mitigation for the 41 trees is not acceptable given the Council has a legal duty under the Highways Act to maintain the highway in a safe condition. Equally the do nothing option potentially exposes the Council's budget to long term and potentially increasing insurance claims from property owners and accident claims from users of the paths and highway; it also leaves the street in a condition of poor accessibility to the most vulnerable members of the community and finally, it leaves the Council open to increasing costs of 'patch and repair' over many years.

Appendix A

Example photos of damage on Western Road and three examples of preliminary design work with costings.

Outside No 81: SA. Recommend Replacement: ITP in Agreement:

Footway already significantly ramped by roots tracing to boundary wall: Kerb pushed out into channel line: Photo also showing recently repaired wall to the property



Outside No. 93: SA. Recommend Replacement: ITP in Agreement:

Root/buttruss in carriageway causing damage and preventing any further kerb placement. Roots also in channel line of traffic and tracing towards third party boundary wall near gate.



Outside No. 111: SA. Recommend Replacement: ITP in Agreement:

Cannot install full profile kerb as roots growing under carriageway. Footway already ramped by shallow roots. Damage to private wall by roots tracing to property is very evident

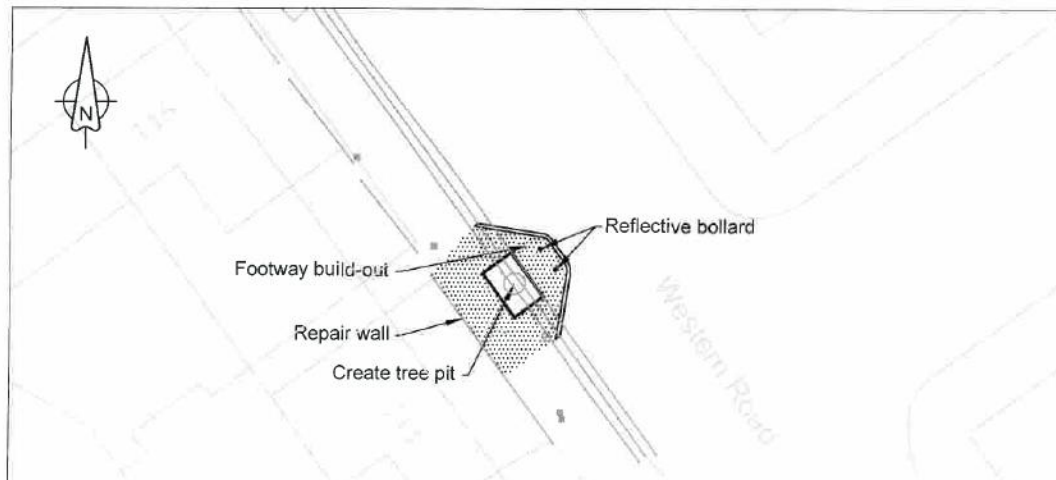




Location Plan 1:2500



o/s no. 111



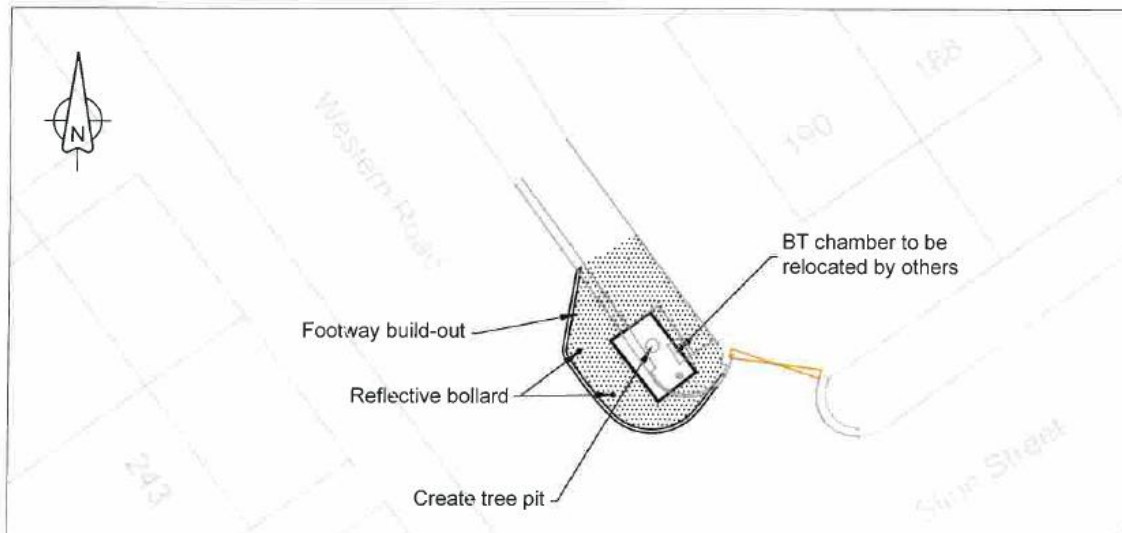
PROPOSED WORKS
Western Road o/s no. 111
1) Remove kerbs and tarmac footway
2) Install concrete kerbs to form build-out
3) Create tree pit
4) Install reflective bollards
5) Repair wall
6) Tarmac footway and build-out
£15,580



Location Plan 1:2500



Opposite No. 239



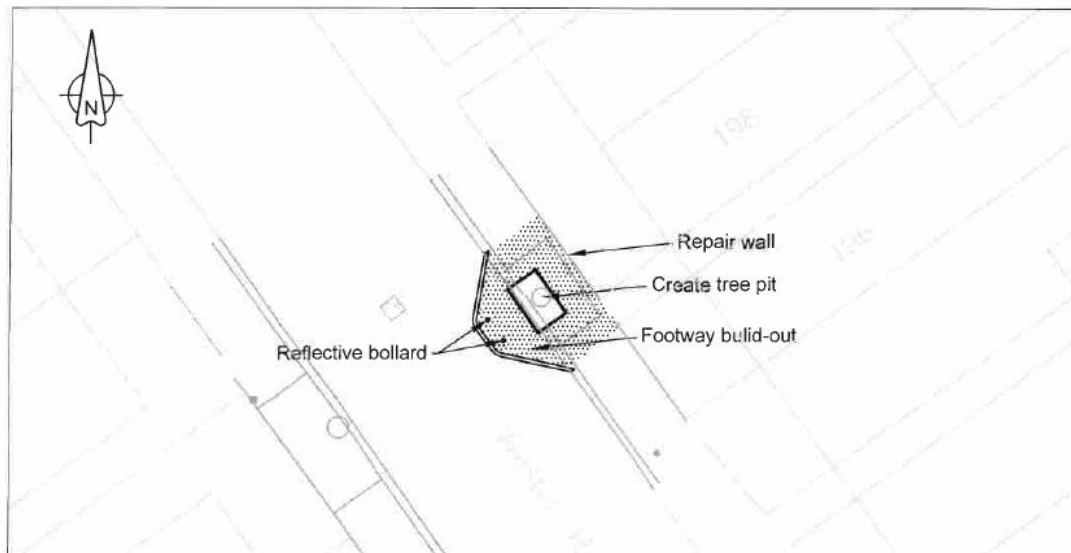
PROPOSED WORKS	
Western Road opposite no. 239	
1)	Remove kerbs and tarmac/flag footway
2)	Install concrete kerbs to form build-out
3)	Create tree pit
4)	Install reflective bollards
5)	Relocate BT Chamber to be relocated by others
6)	Tarmac footway and build-out
£29,650	



Location Plan 1:2500



o/s no. 198



PROPOSED WORKS
Western Road o/s no. 198
1) Remove kerbs and tarmac/flag footway
2) Install concrete kerbs to form build-out
3) Create tree pit
4) Install reflective bollards
5) Repair wall
6) Tarmac footway and build-out
£15,580



Author/Lead Officer of Report: Jayne Ludlam,
Executive Director

Tel: 0114 27 35726

Report of: *Jayne Ludlam*

Report to: *Cabinet*

Date of Decision: *11 December 2017*

Subject: *Report of the Local Government & Social Care Ombudsman*

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

Purpose of Report:

In line with the requirements of the Local Government & Social Care Ombudsman, the report outlines for Cabinet, the Ombudsman's report on a complaint made by Mrs X about the Council's actions in assessing her son, Y's, special educational needs and putting provision named in his Education, Health and Care Plan in place. The report also gives the Council's response to the Ombudsman's report.

Recommendations:

That the Cabinet notes the findings of the report and the actions taken in response, namely:

1. Arrange a review of Y's Education, Health and Care Plan;
2. Apologise to Y and Mrs X;
3. Pay £1,500 to Mrs X for Y's educational benefit; and
4. Pay £300 to Mrs X to acknowledge the frustration, time and trouble and uncertainty its faults caused her.
5. Develop an action plan to ensure that the faults identified by the Ombudsman do not occur again.

Lead Officer to complete:-		
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.	Finance: <i>Helen Damon</i>
		Legal: <i>Nadine Wynter</i>
		Equalities: <i>Michael Bowles</i>
<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>		
2	EMT member who approved submission:	<i>Jayne Ludlam</i>
3	Cabinet Member consulted:	<i>Jackie Drayton</i>
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Decision Maker by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.	
	Lead Officer Name: <i>Jayne Ludlam</i>	Job Title: <i>Executive Director</i>
	Date:	

1. PROPOSAL

- 1.1 This report summarises the findings of a formal report (appendix A) by the Local Government & Social Care Ombudsman regarding a complaint made by Mrs X and her son, Y. The report also provides a response from the Council.
- 1.2 Mrs X complained about the Council's actions in assessing her son's special educational needs and putting provision named in his Education, Health and Care Plan (EHC Plan) in place. She also complained about the Council's subsequent handling of her complaint.
- 1.3 The Ombudsman found that the Council was at fault when it:
- delayed issuing Y's EHC Plan by six months;
 - issued the wrong version of the final EHC Plan;
 - delayed providing the provision named in the EHC Plan;
 - delayed holding an annual review in 2017;
 - failed to communicate properly with Mrs X, and delayed its review of her complaint.

These faults led to:

- Y missing 18 months of support being delivered in his education placement that was subsequently named in his EHC Plan that he was entitled to receive;
 - distress for Y;
 - uncertainty for Mrs X about how Y would have progressed differently were it not for the faults, especially given he is in his GCSE years; and
 - frustration, time and trouble for Mrs X in pursuing her complaints.
- 1.4 To remedy the injustice caused to Mrs X and Y, the Ombudsman recommended the Council should:
- arrange a review of Y's EHC Plan;
 - apologise to Y and Mrs X;
 - pay £1,500 to Mrs X for Y's educational benefit;
 - pay £300 to Mrs X to acknowledge the frustration, time and trouble and uncertainty its faults caused her.

The Ombudsman also recommend the Council should:

- measure the impact of the steps it has taken to meet the timescales required to finalise EHC Plans and annual reviews;
- put in place measures to identify when annual reviews are outstanding and
- take action to ensure they are completed within 12 months of the

last review;

- monitor whether young people are receiving the support specified in section F of their EHC Plans.

1.5 The Council has reviewed the case in depth in order to understand what went wrong and what learning can be taken from this case to improve practice. In particular the council has identified that its current funding routes for high needs learners are not developed to support children with additional needs who live in Sheffield but access their education in a school outside of the city. Had Sheffield got a funding model in place for children in other Local Authority schools then funding would have been agreed when the plan was. It should be noted that the level of funding requested by the school did not match the funding model that Derbyshire use as their host Local Authority, a funding model which was sought to be utilised by the Council to resolve the dispute. The Council identified that communication between the school and the SEN service was poor leading to delays in resolution. The council has also identified that the systems in place within the SEN team to manage complaints have historically not been robust, leading to issues remaining outstanding and not resolved. The Council has developed an action plan (appendix B) to ensure the issues identified in the report and the Council's own review will not be repeated for other service users.

1.6 The Council has accepted the Ombudsman's recommendations, and has taken steps to remedy the injustice caused by its actions. An apology has been issued and financial recompense made. An annual review was held by the school.

1.7 The Council is working hard to address significant issues and challenges in regards to supporting Children and Young People with Special Educational Needs both through the statutory assessment process and more widely through provision in the city. A cabinet report approved in November 2017 details a review and engagement with key stakeholders on how our provision is delivered and developed to better meet the needs of our Children, Young People and their families.

1.8 Investment is being made in the SEN Assessment Team, including in regards to complaints management, to improve practice and performance, including a workforce development plan and additional resources so as to address the current concerns in regards to practice.

2. HOW DOES THIS DECISION CONTRIBUTE?

2.1 This report has implications for the 'In Touch Organisation' priority in 2015 – 2018 Corporate Plan. The Council is committed to listening and being responsive to its residents. In this case it will aim to respond to the issues raised in this case by:

- Resolving the issues relating to Y's EHC Plan

- Learning from this complaint by reviewing how the SEND Assessment Service communicates with customers and progresses statutory requirements including how they resolve conflicts and complaints during that process.

3. HAS THERE BEEN ANY CONSULTATION?

- 3.1 The report has been prepared in response to a public report issued by the Local Government & Social Care Ombudsman on 5 October 2017 following his investigation of a complaint against Sheffield City Council.
- 3.2 The Council has developed the attached Action Plan (Appendix B), which will be monitored by the Head of Service and Director of Commissioning, Inclusion & Learning.

4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

4.1 Equality of Opportunity Implications

4.1.1 As a Public Authority, we have legal requirements under Section 149 and 158 of the Equality Act 2010. These are often collectively referred to as the 'general duties to promote equality'. To help us meet the general equality duties, we also have specific duties, as set out in the Equality Act 2010 (Specific Duties) Regulations 2011.

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

4.2 Financial and Commercial Implications

4.2.1 In accordance with Section 30 of the Local Government Act 1974, the Council is required to place a Public Notice in a local newspaper and on a website confirming that a report had been issued by the Parliamentary and Health Service Ombudsman and Local Government Ombudsman advising the public where copies of the report were being made available. The cost of the notices was £1,416 and this has been met from existing People Portfolio budgets in the 2017/18 financial year.

4.2.2 The financial remedy of £1,800 recommended by the Ombudsman has been met from existing People Portfolio budgets in the 2017/18 financial year.

4.2.3 As per para 1.7 and the action plan in appendix B, additional resource is being made available for the SEN Assessment Team. The cost of this resource is covered by one off funding in 2017/18, but from 2018/19 will need to be funded from existing budgets following a wider service restructure.

4.3 Legal Implications

4.3.1 Section 92 Local Government Act 2000 provides that where a local authority considers that a person has been adversely affected by its maladministration it may make payments or provide other benefits to that person. The Ombudsman's findings and recommendations have been accepted and the Council is therefore able to make the compensation detailed in this report. The Director of Legal and Governance under the Council's Constitution is authorised to approve payment in those circumstances.

4.3.2 Any actions arising out of the Reviews will be implemented as separate decisions, subject to consultations and Equality Impact Assessments as required by relevant legislation.

5. ALTERNATIVE OPTIONS CONSIDERED

5.1 The Council could choose to contest the findings of the Ombudsman. However the Council accepts the Ombudsman's view that there has been fault causing injustice to Y and Mrs X.

5.2 The Council could contest the recommendations of the Ombudsman, but as it acknowledges the failings in this case, it believes it should accept the recommendations the Ombudsman has proposed to remedy these failures.

6. REASONS FOR RECOMMENDATIONS

6.1 The Council has considered the findings of the Ombudsman in this case and believes that they are accurate. The Council is working to ensure that the issues identified in the report are addressed for Y and Mrs X and not repeated for other service users.

Investigation into a complaint against Sheffield City Council

(reference number: 16 009 691)

5 October 2017

**Report by the Local Government and
Social Care Ombudsman**

Report summary

Education – Special educational needs provision and Education, Health and Care Plans

Mrs X complains about the Council's actions in assessing her son Y's special educational needs and putting provision named in Y's Education, Health and Care Plan (EHC Plan) in place. She also complains about the Council's subsequent handling of her complaint.

Finding

Fault found causing injustice and recommendations made.

Recommendations

To remedy the injustice caused to Mrs X and Y the Council should:

- arrange a review of Y's EHC Plan;
- apologise to Y and Mrs X;
- pay £1,500 to Mrs X for Y's educational benefit; and
- pay £300 to Mrs X to acknowledge the frustration, time and trouble and uncertainty its faults caused her.

We also recommend the Council should:

- measure the impact of the steps it has taken to meet the timescales required to finalise EHC Plans and annual reviews;
- put in place measures to identify when annual reviews are outstanding and take action to ensure they are completed within 12 months of the last review; and
- monitor whether young people are receiving the support specified in section F of their EHC Plans.

The Council has accepted our recommendations.

The complaint

Mrs X complained the Council:

- delayed completing her son's Education, Health and Care Plan (EHC Plan);
- changed the content of the EHC Plan without her agreement;
- failed to ensure the educational provision in the EHC Plan was in place;
- did not communicate properly with her; and
- delayed assigning an appropriate person to review her complaint.

Legal and administrative background

The Ombudsman's role

We investigate complaints about 'maladministration' and 'service failure'. In this report, we have used the word fault to refer to these. We must also consider whether any fault has had an adverse impact on the person making the complaint. We refer to this as 'injustice'. If there has been fault which has caused

an injustice, we may suggest a remedy. (**Local Government Act 1974, sections 26(1) and 26A(1), as amended**)

We may investigate matters coming to our attention during an investigation, if we consider that a member of the public who has not complained may have suffered an injustice as a result. (**Local Government Act 1974, section 26D and 34E, as amended**)

The law says we cannot normally investigate a complaint when someone can appeal to a tribunal such as the Special Educational Needs and Disability Chamber of the First Tier Tribunal (the Tribunal). However, we may decide to investigate if we consider it would be unreasonable to expect the person to appeal. (**Local Government Act 1974, section 26(6)(a), as amended**)

Councils have responsibility for completing EHC Plans for children who have special educational needs that mean there is a need for special educational provision. The EHC Plan is a legal document which sets out a description of a child's needs. It says what education, health and social care support will meet those needs. We cannot change an EHC Plan; only the Tribunal can do that.

The Council is responsible for making sure all the arrangements specified in the EHC Plan are put in place. We cannot look at complaints about what is in the EHC Plan but can look at other matters, such as where support set out in an EHC Plan has not been provided or where there have been delays in the process.

The EHC assessment process

The Special Educational Needs Code of Practice 2014 sets out the law and guidance for councils to follow in assessing and providing for pupils with special educational needs. It says:

- all children are entitled to an education ... that is appropriate to their needs (**SEN Code of Practice, paragraph 6.1**); and
- councils must consult with parents and have regard to the outcomes they wish to achieve and support they need to achieve them throughout the process of assessment and production of the EHC Plan (**SEN Code of Practice, paragraph 9.21**).

The whole process of issuing a finalised EHC Plan must take no longer than 20 weeks aside from in limited exceptional circumstances (**Special Educational Needs and Disability Regulations 2014, Regulation 13(2)**).

Councils are responsible for ensuring there is effective coordination of the assessment and development process for an EHC Plan. Councils must carry out the process of EHC needs assessment and EHC Plan development in a timely manner.

The EHC Plan

If a council decides to issue an EHC Plan it must first issue a draft for the parents or young person to consider. The final EHC Plan must be the same as

the draft version agreed or modified in light of representations made about the draft version. (***SEN Code of Practice paragraph 9.125***)

Provision must be detailed and specific and should normally be quantified, stating for example the type, hours and frequency of support and the level of expertise.

Parents do not have a right of appeal against the contents of an EHC Plan until a council issues a final EHC Plan and sends a decision letter, even if the process takes more than 20 weeks.

Delivering provision named in an EHC Plan

Councils are required to arrange educational provision from the date an EHC Plan is finalised.

Schools are required to put in place the provision set out in an EHC Plan on a day to day basis. However councils have the ultimate binding legal duty to ensure the special educational provision in section F of an EHC Plan is delivered. Councils may expect a school or college named in the EHC Plan to do this, but if this does not happen, the council must step in and provide the special educational provision. In *R v London Borough of Harrow ex parte M [1997]* a council argued that because it had made a request to a health authority to arrange provision, it had fulfilled its own duty. The Judge disagreed and ruled the council's duty is owed personally to the child and is non-delegable.

We usually expect straightforward provision to be in place as soon as possible and at the latest no more than four weeks after the issue of the final EHC Plan. Planning for complex provision should start in advance of the EHC Plan being finalised and be available within no more than half a term from when a final EHC Plan is issued or amended.

The special educational provision named in an EHC Plan can include provision funded from the school's budget share, and more specialist provision funded wholly or partly from a council's high needs funding.

Funding from a council's high needs budget will vary depending on how it funds services locally and what it expects schools and colleges to provide as part of the council's Local Offer. This may lead to difficulties in agreeing funding arrangements where children attend schools in different council areas to where they live.

Reviewing EHC Plans

Councils must review EHC Plans no later than 12 months after an EHC Plan is finalised and then within 12 months of any previous review. Councils must then notify the child's parents of the outcome within four weeks of the review meeting. (***SEN Code of Practice paragraph 9.166 and 9.169***)

Councils can require schools to convene and hold EHC reviews on their behalf (***SEN Code of Practice paragraph 9.173***).

The Council's complaints procedure

The Council's complaints procedure says it will send a complainant a written response within 28 calendar days of the start of the investigation. If it cannot meet this timescale it will write to the complainant to explain this.

If a complainant asks the Council to review their complaint, the Council completes an investigation review. Its procedure does not specify how long this review will take.

How we considered this complaint

We have produced this report following the examination of relevant files and documents and an interview with the complainant.

We gave the complainant and the Council a confidential draft of this report and invited their comments. The comments received were taken into account before the report was finalised.

Under the information sharing agreement between the Local Government and Social Care Ombudsman and the Office for Standards in Education, Children's Services and Skills (Ofsted), we have shared this decision with Ofsted.

What we found

The EHC Plan

What happened

Mrs X's son, Y, attends a school in a neighbouring council's area (Council B). Y has special educational needs. Y has difficulties with short-term auditory memory, organisation, motor skills and writing, and he has dyslexia.

On 15 July 2015, when Y was in Year 8, the Council agreed to begin an assessment of his needs. The law says the Council has 20 weeks to complete the assessment and issue a final EHC Plan, therefore it was due for completion on or before 2 December 2015.

The Council held a multiagency meeting on 5 November 2015 to co-produce the content of the draft EHC Plan.

The Council issued the draft EHC Plan on 15 February 2016 and gave Mrs X 15 working days to make any comments.

After the Council received Mrs X's comments in early March 2016, it amended the draft EHC Plan and sent it to Mrs X to sign. The Council said it would issue the final EHC Plan within two weeks.

The Council issued the final EHC Plan for Y on 6 May 2016. However, Mrs X and the School told the Council this was not the version of the EHC Plan that had been agreed by all parties at the draft stage. In addition, Mrs X told the Council the School did not have the funding in place to make the special educational needs provision specified in section F of the EHC Plan. The School told the Council it was not happy with the funding arrangement.

In June the Council agreed the final EHC Plan it had issued in May was incorrect and not in line with the agreed draft. It issued an amended final EHC Plan on 2 June. This was six months outside the time limit allowed to issue the EHC Plan.

In response to Mrs X's later complaint, the Council accepted there was a delay in issuing the final EHC Plan. It said this was as a result of not being able to arrange a meeting to discuss the EHC Plan until November 2015. It accepted this was not a requirement but it considered a meeting good practice, despite causing delay. It said it was aware other families in its area were also experiencing these delays and so it had since put in extra resources.

The final EHC Plan issued in June said Y needed provision which included the following:

- *“Classroom learning which is supplemented by supported small group and individualised programmes.”*
- *“Regular and consistent 1 to 1 literacy and numeracy tuition.”*
- *“To have constant access to alternative means of reading and recording – for example, using technology readers, dictation software, laptop, tablet or word processes, drawings, diagrams, mind-maps, a scribe or reader - should be considered where appropriate. Where possible staff should utilise these methods for the whole class so that [Y] does not feel 'different' to his peers.”*
- *“Support to develop his organisational skills; this should include a keyworker who [Y] trusts and has a good relationship with each day to look at his planner with him and discuss what he needs to do and assess his mental frame of mind.”*
- *“A meeting once a week with a mentor who will support [Y] to express any concerns he is having in his academic subject areas and to help formulate an ongoing action plan for success.”*

However the EHC Plan did not clearly specify length and frequency of support.

Mrs X informed the Council in October 2016 that Y was not receiving the support set out in section F of his EHC Plan. This appears to have been as a result of the continuing disagreement between the Council and the School about the funding arrangements for the support.

In November 2016, as a result of the Council's investigation into a complaint by Mrs X, the investigating officer recommended the Council hold an urgent review of Y's EHC Plan so it could discuss with the School how to ensure Y received his provision.

In January 2017 Mrs X wrote to the Council as it had still not arranged the review of Y's EHC Plan recommended in November 2016.

From January to March 2017 the Council and the School continued to discuss the funding needed to provide the support in section F of Y's EHC Plan.

In February 2017, following a further investigation of Mrs X's complaint by the Council, the investigator pointed out the Council had failed to conduct the urgent

review of Y's EHC Plan recommended in November. It repeated this recommendation for an urgent review and said it was likely at this review the Council would agree to provide Y with additional support beyond what was specified in Y's EHC Plan. However, the Council did not arrange this review. The Council arranged a meeting with the School in March, which Mrs X joined, but this meeting was to discuss further the issues around funding arrangements.

In March and May the Council's Special Educational Needs (SEN) Panel considered the funding requirements.

Following the summer 2017 term the Council informed us the provision specified in Y's EHC Plan was in place and it had sent its first payment to the School. It did not clarify what, if any, provision the School is providing to Y above that named in his EHC Plan to help him to catch up as agreed by the Council in February 2017.

Y's EHC Plan was due for an annual review in June 2017 but the Council has not completed the review. It says it asked the School to arrange the review.

Analysis

The Council delayed completing Y's EHC Plan. It should have issued a final EHC Plan by December 2015 but it did not complete it until May 2016. The Council then amended the EHC Plan soon after, in June, when it accepted it had not issued the correct version. There was a six month delay in issuing a final EHC Plan. This is fault.

The Council changed the EHC Plan's content after the draft EHC Plan was issued in March. This is fault. This added a further one month delay to finalising the EHC Plan. We have taken this into account when calculating there was a six month delay in issuing the final EHC Plan.

Mrs X had to go to the time and trouble of attending mediation when the Council issued the wrong version of the EHC Plan.

The Council told us "*Regrettably there were clearly missed opportunities to meet with or provide challenge to the school regarding provision and funding*"... "*and the Council is sincerely sorry about this*".

The Council failed to ensure Y received the special educational provision in his EHC Plan. This is fault. Mrs X made the Council aware Y was not receiving the support in October 2016. However Mrs X had forewarned the Council in May the School may not be able to put the provision in place.

The Council's delay in putting Y's provision in place was due to it failing to resolve its dispute with the School about the amount of funding that was needed to provide the provision for Y. We cannot investigate the content of the EHC Plan as any disagreements about this are for the Tribunal. However the wording of the EHC Plan led to differences in opinion between the Council and the School about what it meant.

If it were not for the delays outlined above, the Council should have put in place the special educational provision for Y by January 2016. The Council did not resolve the funding issues before the end of the summer term in 2017. The provision was in place by September 2017. The disagreement over funding does not remove the Council's obligation to ensure the provision was put in place. It has a duty to Y which it cannot delegate.

There was an 18 month period from January 2016 to July 2017 when, if it were not for fault by the Council, Y should have received the support specified in his EHC Plan. As the Council had identified he needed the support set out in his EHC Plan, this caused him a disadvantage.

The delay also led to frustration for Mrs X who needed to chase the Council. She went to time and trouble in trying to get the Council to issue the EHC Plan and to try to resolve the lack of support to Y.

The Council failed to ensure Y's EHC Plan was reviewed within 12 months, by June 2017. This is fault. It meant the Council missed the opportunity to review Y's EHC Plan and resolve some of the issues. However as the provision had not yet been put in place it could not realistically assess its impact on Y and decide whether it was working.

It is not possible to say how Y would have progressed differently were it not for fault by the Council, but we are satisfied he was caused a disadvantage. This leaves Mrs X and Y with uncertainty given he is now in his GCSE years. Mrs X says Y reduced the number of GCSEs he would study based on what he thought he would be able to do without the support in his EHC Plan. Mrs X says this caused him distress and she is concerned his life choices will now be affected.

When considering how to remedy the injustice caused by fault by the Council, we must consider actions the Council has already taken. The Council says Y will have one-to-one catch-up sessions, and that the funding agreed will provide for this. However the panel did not agree to fund any provision aside from that named in Y's EHC Plan. The Council has not shown how it has calculated the funding. We have recommended a remedy that assumes Y's provision and additional one-to-one catch-up sessions will be provided using the funding agreed by the Council, from September 2017. If Y does not receive catch-up sessions within the budget agreed by the Council, it is open to Mrs X to make a further complaint to us.

The Council must review Y's EHC Plan within 12 months from the last review. The review of Y's EHC Plan was due in June 2017 but has not yet taken place. Despite the Council's assurance it asked the School to arrange the review, as it has not occurred within 12 months, this is fault.

Communication with Mrs X and her complaint

What happened

On 20 April 2016 Mrs X complained to the Council about its failure to complete her son's EHC Plan by December 2015. Her MP also wrote to the Council in support of her complaint.

At the end of June 2016 the Council replied to Mrs X's MP apologising for its delay in issuing Y's EHC Plan and for the delay in responding to the complaint.

Mrs X complained to the Council again in October 2016. She said the Council's failure to complete the EHC Plan by December 2015 meant the support was not in place while Y was choosing his GCSE options. She said the lack of support led him to reduce the number of GCSEs he would study. She told the Council Y was not receiving the support as set out in his EHC Plan in June 2016.

The Council responded in November 2016. This was within its complaint timescales. It accepted there had been delays and an error in issuing the wrong version of the final EHC Plan. It apologised for the effect the delay had on Y as his mental health had worsened and it had caused the family additional stress.

Mrs X remained dissatisfied and asked the Council to review the complaint. The Council said it would appoint an investigator and respond by 14 December.

The Council completed its review in February 2017, two months later than it had agreed. The delay appears partly to have been due to the Council allocating an investigating officer who was an employee of one of the officers Mrs X complained about. It then allocated a different investigating officer.

The Council accepted there had been multiple times when it could have communicated better with Mrs X and the investigating officer recommended the Council review why the problems persisted.

Analysis

The Council delayed assigning an appropriate person to review the Council's complaint response. This delayed its response to Mrs X, as it sent its response to her complaint two months later than it said it would.

It is disappointing that the complaint review investigation of February 2017 had to repeat the same findings and recommendations as the one before in November 2016, as the Council had taken no action to hold a review of Y's EHC Plan. This added to Mrs X's frustration and the Council lost the opportunity to put things right sooner.

The Council has already accepted it failed to communicate properly with Mrs X. It has apologised and said it has provided staff training on standards of casework, including expectations for responses to parents. This is an appropriate response to try to prevent a recurrence of the fault. However, we recommend the Council makes a payment to Mrs X to acknowledge the time and trouble this fault caused her.

Mrs X had to chase the Council on many occasions, sometimes via her MP, and she went to time and trouble because of the Council's failure to communicate with her.

Others affected

The Council's response to Mrs X's complaint acknowledged the delays she experienced had also been experienced by other young people. We are aware of three other recent complaints to us for the same faults by this Council.

The Council says as a result of the complaints it has reviewed its procedures and identified it needs to:

- monitor the performance of its case management system, keeping timescales under regular review. It will monitor cases weekly;
- review its processes;
- monitor correspondence with parents and streamline processes, giving more time for case officers to resolve parental concerns. It will arrange training for this;
- ensure Special Educational Needs and Disability (SEND) officers know how to
- manage cross-border funding policies. This will include a review of how the Council manages this. Training has begun;
- provide training on the complaints process to the SEND team.

Conclusions

The Council was at fault when it :

- delayed issuing Y's EHC Plan by six months;
- issued the wrong version of the final EHC Plan;
- delayed providing the provision named in the EHC Plan;
- delayed holding an annual review in 2017;
- failed to communicate properly with Mrs X; and
- delayed its review of her complaint.

These faults led to the injustice of:

- Y missing 18 months of provision named in his EHC Plan that he was entitled to receive;
- distress for Y;
- uncertainty for Mrs X about how Y would have progressed differently were it not for the faults, especially given he is in his GCSE years; and
- frustration, time and trouble for Mrs X in pursuing her complaints.

The Council has confirmed it is taking steps in response to the previous complaints to us. It is too early to see the results of these actions because they are still ongoing. More young people are likely to have been affected by these faults.

Recommendations

To remedy the injustice caused to Mrs X and Y, within three months of this report the Council should:

- review Y's EHC Plan as a matter of urgency, as recommended by its complaint investigations, showing clearly how it calculates the level of funding agreed. This review will also give Mrs X a right of appeal to the

Tribunal if she disagrees with the provision specified in section F of the EHC Plan;

- apologise in writing to Mrs X and Y to recognise the injustice caused to them by the faults identified;
- pay Mrs X £1,500 to use for Y's educational benefit, for example for tuition or additional equipment, to try to make up for the lack of provision to Y for 18 months;
- pay £300 to Mrs X to acknowledge the frustration, time and trouble and uncertainty its faults caused her.

Within three months, the Council should also:

- measure the impact of the steps it has taken to meet the timescales required to finalise EHC Plans and annual reviews;
- put in place measures to ascertain when annual reviews are outstanding and take action to ensure they are completed within 12 months of the last review;
- monitor whether young people are receiving the support specified in section F of their EHC Plans.

The Council has accepted our recommendations.

The Council must consider the report and confirm within three months the action it has taken or proposes to take. The Council should consider the report at its full Council or Cabinet and we will require evidence of this. (***Local Government Act 1974, section 31(2), as amended***)

Decision

We have found fault causing injustice. The Council has agreed to take action to remedy the injustice caused to Mrs X, Y and others who may be affected.

Action Plan

	Area of concern	Action	What we have already done	How will we improve this?	Timeframe	How will this be monitored
1.1	Communication with parents and schools	Clear protocols in place to respond to parents and carers within 3 working days in line with the council communication policy	<ul style="list-style-type: none"> • Training on phone management and techniques for business support staff • Additional Business Support staff in place to co-ordinate the EHC Needs Assessment process, including effective communication with parents at key points • Regular discussion both within team meetings and in supervision about expectations re communication. 	1. Further training for team on expectations and time management	Dec-17	Training session complete
1.2				2. Use of capita ONE database to ensure actions are logged and monitored	Apr-18	Reports will show that actions are responded to within 3 working days
2.1	Delay in issue of EHC Plan	We will increase the percentage of EHC Needs Assessments completed within a 20 week timeframe from 10% for those begun in academic year 2016/17 to 50% for those begun in academic year 2017/18 with further year on year increases.	<ul style="list-style-type: none"> • Full review of the EHC Needs Assessment Process • End to end timeline created and in operation using the Capita ONE system • Additional business support staff to administer the EHC Needs Assessment, including monitoring of timeframes. • Training programme for all staff to cover all areas of SEN 	1. Further training on how to complete EHC plans in a timely manner	Dec-17	Training session complete
2.2				2. Review of all EHC Paperwork and report templates to ensure clearer, more consistent plan writing, within shorter timescales	Jan-18	New paperwork will be published for use
2.3				3. Effective monitoring through monthly supervision to support and challenge	Jan-18	All supervisions for locality managers will record case

	Area of concern	Action	What we have already done	How will we improve this?	Timeframe	How will this be monitored
			<ul style="list-style-type: none"> Weekly case management monitoring in place. 	cases at risk of not being completed within timeframe		management discussions. Monthly data returns will show improvement in EHC Needs Assessment completed in timeframe
2.4				4. Recruitment of Service Manager to lead and oversee performance of service on a daily basis	Dec-17	Service manager in post
2.5				5. Further recruitment to ensure full staffing levels are in place to cover each locality area	Dec-17	One remaining Locality Manager in post
3.1	Handling of complaints	All complaints responded to within Council policy timeframe with a clear action plan as to how the complaint will be resolved, setting out clear timeframes for completion that will then be adhered to	<ul style="list-style-type: none"> complaints process reviewed in line with corporate complaints process allocated administrator agreed to oversee complaints process, including developing complaints monitoring within the Capita ONE system. Currently agency staff whilst recruitment being completed complaints handling training 	1. Creation of internal tracking and monitoring document for complaints	Dec-17	Internal tracking document completed, agreed and in use
3.2				2. Recruitment and training of allocated administrator to oversee complaints process	Dec-17	Administrator in post
3.3				3. training for all staff on complaints process to ensure that complaints are responded to within timeframe with an	Jan-18	Training complete

	Area of concern	Action	What we have already done	How will we improve this?	Timeframe	How will this be monitored
3.4			for staff with further training to follow	appropriate action plan		
3.5				4. Weekly complaints review meeting to ensure complaints are being responded to and actions are being monitored	Jan-18	Weekly mtg in diary with recorded outcomes and actions
3.6				5. Utilisation of Capita ONE system to monitor outcomes and actions relating to complaints to ensure that they are addressed and completed. Report created to ensure internal tracking and monitoring.	Mar-18	Reports able to be generated on capita ONE on outstanding complaints and actions
3.7				6. Development of whole service performance monitoring system to ensure oversight of performance of the service	Mar-18	Performance framework in place and discussed by management on a weekly basis
				7. Utilisation of individual supervision to address areas of complaints to ensure actions are completed	Mar-18	All supervisions for locality managers will record complaint discussions utilising monthly complaint report
4.1	Monitoring of annual reviews	A robust process in place to monitor annual reviews and ensure local authority	<ul style="list-style-type: none"> all cases allocated to officers within our Capita system ONE 	1. Review of annual review paperwork to ensure all appropriate information is	Mar-18	New paperwork will be published for use

	Area of concern	Action	What we have already done	How will we improve this?	Timeframe	How will this be monitored
		representation is in place where required	system	gathered		
4.2			<ul style="list-style-type: none"> additional business support to ensure that appropriate reminders are flagged and attendance is arranged 	2. Develop a timeline and process for annual reviews to be completed for both internal and external use detailing what must be done when and by whom	Jan-18	Timeline in place for Capita, internal use and external publishing
4.3				3. Additional training on annual reviews and the process to be followed for schools, local authority staff and other agencies	Mar-18	Training dates published and in place
4.4				4. Ensure that annual review information in Capita ONE is complete and accurate	Jan-18	Report will show annual review date against all cases
4.5				5. Ensure a termly list sent to all schools of annual reviews to be completed the following term	Jan-18	Report and process in place to allow termly report to be sent to all schools
4.6				6. Termly monitoring of annual reviews (complete, attended) and reminders to schools where necessary	Jan-18	Cross reference report will be created that identifies gaps in reviews and attendance. Officers trained to follow these up
5.1	Monitoring of whether	We will have effective systems that allow us to	We currently expect schools to deliver provision detailed in	1. Establish what monitoring systems other local	Dec-17	Feedback gathered from Y&H Partners

	Area of concern	Action	What we have already done	How will we improve this?	Timeframe	How will this be monitored
	provision detailed in EHC Plans is delivered	monitor whether provision detailed in an EHC Plan is in place or not within a school setting	Section F of an EHC Plan and raise concerns either via annual review or when a parent or service raises concerns that provision is not in place	authorities use to ensure provision is in place		as to how they monitor provision
5.2				2. Develop localised process for monitoring provision via LA services and key-working approach	Jan-18	Local process in place and articulated on the local offer
5.3				3. Review our funding models to ensure that appropriate resources can be made available to schools as top-up funding, whether in or out of district. Develop the process to ensure this is agreed and provided in individual cases	Mar-18	Review complete as part of strategic review and new processes presented to schools forum
5.4				4. Creation of audit process for EHC plans to monitor provision in place	Mar-18	Audit process in place to monitor provision

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Author/Lead Officer of Report: Mick Crofts,
Director of Business Strategy and Regulation

Tel: 35776

Report of: Laraine Manley, Executive Director of Place
Report to: Cabinet
Date of Decision: 13th December 2017
Subject: Waste Contract Review – Next Steps.

Is this a Key Decision? If Yes, reason Key Decision:-	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
- Expenditure and/or savings over £500,000	<input checked="" type="checkbox"/>
- Affects 2 or more Wards	<input checked="" type="checkbox"/>
Which Cabinet Member Portfolio does this relate to? Cabinet Member for Environment Which Scrutiny and Policy Development Committee does this relate to? Economic and Environmental Wellbeing	
Has an Equality Impact Assessment (EIA) been undertaken?	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
EIA reference number 363	
Does the report contain confidential or exempt information?	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
If YES, give details as to whether the exemption applies to the full report / part of the report and/or appendices and complete below:- Appendix One is not for publication by virtue of Regulation 20(2) Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012 because, in the opinion of the proper officer, it contains exempt information under Paragraphs 3 (Information relating to the financial or business affairs of any particular person (including the authority holding that information)) and 5 (Information in respect of which a claim to legal professional privilege could be maintained in legal proceedings) of Schedule 12A of the Local Government Act 1972 (as amended) and the public interest in maintaining the exemption outweighs the public interest in disclosing the information.	
Purpose of Report: This report seeks authority to agree terms in settlement of a number of disputes that have arisen between the parties under the Integrated Waste Management Contract (IWMC) and to agree amendments to the IWMC to realise cost savings that will ensure the IWMC remains affordable and sustainable for the Council. The intended outcome of this strategy is to significantly reduce the cost of Waste Services and to allow for a more responsive and sustainable service in the future.	

Recommendations:

That Cabinet:

1. Approves the terms of the settlement of a number of disputes that have arisen between the parties under the Integrated Waste Management Contract (IWMC);
2. Agree amendments to the IWMC in line with this report to realise cost savings that will ensure the IWMC remains affordable and sustainable for the Council;
3. To the extent not already covered by existing delegations authorises the Executive Director of Place, in consultation with the Director of Finance and Commercial Services and Director of Legal and Governance to take such steps as appropriate to implement the above recommendations.

Background Papers:Cabinet Report dated 18th January 2017 – Waste Services Review.Cabinet Report dated 18th January 2017 - Waste Management Policies.

Lead Officer to complete:-		
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.	Finance: Jane Wilby
		Legal: Dave Hollis
		Equalities: NA
<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>		
2	EMT member who approved submission:	Laraine Manley
3	Cabinet Member consulted:	Bryan Lodge
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Decision Maker by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.	
	Lead Officer Name: Mick Crofts	Job Title: Director of Business Strategy and Regulation
	Date:	

1. PROPOSAL

- 1.1 The Council has an Integrated Waste Management Contract (IWMC) with Veolia, which runs from 2001 to 2036. Pressures to the Council budget meant that the Waste Contract Review was commissioned to consider if there is a deliverable alternative strategy to the current contract arrangements in order to achieve savings required to ensure the service can operate within the Council's reducing budget. The key strategic objective established for the review was to significantly reduce the cost of Waste Services and to allow for a more responsive, flexible and sustainable service in the future.
- 1.2 Consequently on 18th January 2017 Cabinet approved a procurement strategy to go to the market for alternative provision in the event that the current contract was terminated.
- 1.3 The Council's commercial strategy always recognised, however, agreement could be reached with Veolia to reduce the costs of the IWMC and satisfactorily resolve a number of outstanding disputes. Veolia have proposed an annual reduction in payment amounting to £3.558m per annum against the current contract costs plus a total one off settlement of £5.6m (estimated value as at 31st March 2018) which together meet ongoing savings and resolve a number of outstanding disputes. In addition there is also an opportunity to realise a further £1.0m per annum of savings related to service changes that will still be explored. The proposed revised contract also includes an extension of two years for the Energy Recycling Facility which will provide ongoing security of our treatment of waste.
- 1.4 The key principles of Veolia's proposals were agreed in a Memorandum of Understanding (MoU) which was signed on the 27th July 2017 by both parties. A detailed and legally binding deed of variation will make the changes necessary to amend the IWMC and implement the proposal set out in the MoU. The key purpose of this Cabinet Report is to approve entering the amendments needed to implement the savings and will include provisions for the settlement of all outstanding disputes.

Appendix One (Closed) contains the details of Veolia's proposals.

- 1.5 The biggest challenge and opportunity going forward is establishing a new relationship to enable the parties to work effectively together. Without a re-setting of the relationship a revised contract is likely to fail. Both sides are committed to starting afresh. A Partnership Charter and a refreshed governance structure, which are the first steps in resetting the relationship, will be put in place. Our mission is to deliver the high quality Waste Management services to the people of Sheffield and to be recognised as the leading partnership for our collective achievements. This will be done by delivering an ambitious and continually improving set of services through skilled, motivated and focused people that embrace innovation and collective ownership.

2. HOW DOES THIS DECISION CONTRIBUTE?

- 2.1 The strategy in this report contributes to the 'Being an In touch Organisation' and 'Thriving Neighbourhood and Community priorities' identified in the Council's Corporate Plan 2015 – 2018. This is through reducing the cost to the Council of providing waste services and making the best use of public money to have the greatest impact for Sheffield.
- 2.2 Waste Services are a cornerstone of the thriving neighbourhoods and communities priority ensuring our city is clean and tidy.
- 2.3 Sheffield's Green Commission has established a transformative energy principle for Sheffield: An energy secure city with transformative affordable, clean, efficient, low-emission, networked, renewable, resilient, simple and locally owned energy solutions. The Energy Recovery Facility and the District Energy Network are key assets for the city in realising our aspirations.

3. HAS THERE BEEN ANY CONSULTATION?

- 3.1 Changes affecting service delivery were the subject to a separate Cabinet report 'Waste Management Policies' on the 18th January 2017, which involved online consultation on the proposed service changes. Successfully delivering this strategy is a key step in achieving the delivery model for how the Council can secure better value for money waste services.

4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

4.1 Equality of Opportunity Implications

- 4.1.1 Overall there are no significant differential, positive or negative, equality impacts from implementing the proposals.

An Equality Impact Assessment (reference 363) has been completed for where changes are taking place that impact on the Recycling Service that residents receive. The EIA identified that there potentially may be some low negative impacts for customers with reduced mobility, some older people, pregnancy/ maternity, carers, low income households and social cohesion. These impacts are mitigated through the assisted collection scheme and through communications to residents.

There may also be a small number of job losses for Veolia staff due to the changes to the Recycling Service. It is intended that these will be mitigated through a natural turnover of staff and use of fixed term contracts as the recycling service changes will not be implemented for another 12 months or so. If staff redundancies cannot be fully mitigated Veolia will seek to run a voluntary scheme and provide support and guidance through the process which will be in accordance with agreed Veolia policies.

Apart from the changes to the Recycling Service, the rest of the details of

Veolia's proposals are considered to be commercially sensitive as they contain information that relates to the business information of other parties. These proposals do not have any, positive or negative, equality impacts.

4.2 Financial and Commercial Implications

4.2.1 For the Council to be able to accept Veolia's proposals this must be justified having regard to (i) the application of the performance mechanism, (ii) the savings opportunity represented by the proposal and (iii) the associated risks if the Council does not reach agreement with Veolia.

4.2.2 Key advantages of reaching agreement with Veolia, include:

- avoids the significant costs of early termination of the existing contract;
- no service disruption for customers and staff (compared to procurement route and TUPE implications);
- avoidance of ongoing legal and procurement costs (although some legal/project costs will be incurred in order to conclude the amendments to the IWMC);
- savings can be deliverable under the proposals with effect from April 2018. The procurement route would require a lengthy OJEU process and savings, if realised, would not be achieved until at least April 2019 as a minimum;
- there would be greater certainty of savings compared to the procurement route where there is no guarantee of the amount of savings that can be achieved. Although financial modelling suggests that the opportunity for savings via the procurement route is potentially greater than the savings offered by Veolia's proposal, there is no guarantee that such savings can be achieved until fully tested in the market;
- the procurement route proposed would mean that the Council would retain responsibility for the District Energy Network and the risk of major repairs and maintenance;
- providing the opportunity to re-set the relationship and establish a sustainable contract over the remaining term;
- extension of two years for the Energy Recycling Facility which will provide ongoing security of our treatment of waste and avoid landfill;
- continuation of a high level performing service;
- resolution of outstanding disputes means an additional financial benefit in this financial year (further details are set out in Appendix 1);
- although the Council believes it has a strong case on the matters in dispute, as with any litigation or adjudication proceedings there is no absolute guarantee that the Council would be successful.

4.2.3 The key disadvantages of reaching agreement with Veolia, include:

- the lost opportunity to test the market and put in place new contract arrangements that:
 - provide short term flexible contracts for the different services
 - reset of prices and baseline for resources deployed
 - full transparency for pricing and change
 - alternative solution for District Energy Network;
- it may be difficult to maintain the long-term relationship, particularly if the IWMC does not prove to be sustainable over the remaining term.

4.3 Legal Implications

4.3.1 The legal implications of the Veolia proposal are covered in Appendix One.

4.3.2 The work involved to complete these proposals is in itself a significant project and therefore the procurement option and any escalation of outstanding disputes was put on hold until a Cabinet decision is made. If Cabinet does not approve the recommendations as set out in this report the Council can revert to the procurement option as detailed in the Cabinet Report of January 2017 and progress any outstanding disputes.

4.4 Other Implications

4.4.1 There are no other implications arising directly from this report. All the Council's statutory responsibilities will be adhered to.

5. **ALTERNATIVE OPTIONS CONSIDERED**

5.1 There are two alternative options open to the Council:

Option One: No change to current contract;

Option Two: Go out to procurement as set out in the Cabinet Report of January 18th 2017 and pursue the disputes.

5.2 **Option One:** The Council could continue with the IWMC in its current form but this would mean that the Council would not achieve any financial savings. The implications of not achieving budget savings would mean that the Council would need to find savings elsewhere and potentially result in service cuts in other parts of the Council. The Council would also have to resolve any outstanding disputes and as mentioned above there is no absolute guarantee that the Council would be successful in such matters.

This option is dismissed as it does not achieve any financial savings.

5.3 **Option Two:** Proceeding with the procurement is still a viable option, but this report is seeking the opportunity to reach agreement with Veolia to resolve outstanding disputes and realise significant savings. If the

recommendations detailed in this report are not approved we will revert to the procurement route and would need to resolve any outstanding disputes through other means. The key reasons why on balance the recommendation is to reach agreement with Veolia is because of the following key risks in relation to the procurement option:

- **Level of termination payment:** There is a risk that the Council and Veolia may not be in agreement on the compensation payment due to Veolia in the event the IWMC was terminated, which could result in a lengthy and costly court process to resolve.
- **Competition in the market (& tender prices):** Although the procurement option provides an opportunity for savings compared to current contract prices there is no guarantee that such savings can be realised until fully tested in the market.
- **3rd party waste to fill Energy Recovery Facility capacity:** The risk to the Council if a contractor is not able to fully secure the feedstock (other waste) for the Energy Recovery Facility (ERF) which would mean reduced income share to the Council, and could cause operational issues to the ERF. Also the Council's share of income from the ERF will be exposed to energy market price risk.
- **District Energy Network condition:** The short-term Operation & Maintenance contract proposed would only take on low level maintenance risks, so the Council would retain responsibility and the risk of major repairs and maintenance under this model.
- **Management Information:** Through remaining with Veolia the Council is mitigated from the risk of knowledge and information transfer between the existing and any new contractor.

This option is therefore dismissed because the preferred option, although challenging, provides greater certainty of savings that can be applied at least 12 months earlier than the procurement option.

6. REASONS FOR RECOMMENDATIONS

- 6.1 Resolving the disputes that have arisen between the parties under the IWMC and agreeing proposals to realise cost savings will ensure the IWMC remains affordable and sustainable for the Council. The proposals in this report achieve the intended outcome of the Council's strategy to significantly reduce the cost of Waste Services and to allow for a more responsive and sustainable service in the future.

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