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Report of: Eugene Walker, Executive Director of Resources
Report to: Co-operative Executive
Date of Decision: 19th January 2022
Subject: Agreement to proposed COVID Memorial Activity in 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 Executive Member Portfolio does this relate to? Sustainable Neighbourhoods, Wellbeing, Parks and Leisure		
Which Scrutiny and Policy Development Committee does this relate to? Overview and Scrutiny Management 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? <i>(awaiting confirmation)</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

This report is reporting to Co-operative Executive members on proposed COVID Memorial activity in Sheffield during 2022 and seeks agreement from Co-operative Executive for these proposals. Members are also invited to provide any further thoughts and guidance.

Recommendations:

That the Co-operative Executive:

1. Approves proposals for COVID memorial activity described in the report and confirm agreement to use some public health underspend towards the COVID Memorial Activity.
2. Delegates authority to the Executive Director for Place who in consultation with the Executive Director for Resources will be responsible for ensuring the delivery of the COVID Memorial Activity including the award of contracts following mini competition.
3. To the extent not already delegated to them by the Leader's Scheme of Delegation, delegate authority to the Executive Director of Place, in consultation with the Director of Legal and Governance and Director of Finance and Commercial Services to prepare and execute all required documentation and take steps to implement these recommendations.

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: Liz Gough
	Legal: Marcia McFarlane Equalities: Bev Law
<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: Eugene Walker, Executive Director of Resources
3	Executive Member consulted: Cllr Alison Teal , Executive Member for Sustainable Neighbourhoods Wellbeing Parks and Leisure

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: Paul Taylor	Job Title: Head of Customer Services
	Date: 15 December 2021	

1. PROPOSAL

- 1.1 A multi-agency COVID Memorial Group has been in operation since March 2021, considering what could be suggested as appropriate memorialisation of the COVID pandemic period in Sheffield. The size of the group has grown, and it now includes four elected members and a member of the general public.
- 1.2 The group has been seeking to put in place memorial activity which covers a wide area of activity, and to which the input of all of Sheffield's communities and citizens can be welcomed. The group is also mindful of the disproportionate impact of the pandemic on certain communities and geographical areas of Sheffield and that this should be reflected in memorial activity. Timing of memorial activity has also been important to the group, given that the pandemic appears to have no tangible end point in sight.
- 1.3 The group has developed and refined three areas of memorial activity. These are:

A Memorial Archive. This will allow citizens of Sheffield to leave memories of loved ones lost during the pandemic, to celebrate the coming together of communities that has happened, or to leave any other memories related to the pandemic period.

A Memorial Trail. The group's vision is that a memorial trail will be created covering a number of geographical areas of Sheffield. This can be overseen by the Council's Local Area Committees, with each working with their geographical community to agree what their memorial should look like. Sheffield Teaching Hospitals NHS Trust have also indicated that they would like Northern General Hospital and Royal Hallamshire Hospital to form part of the trail; and it appears that the Hospital Charitable Trusts may be willing to be involved in helping to fund these. The trail will be such that it can be followed and will end up at any centralised memorial site. There is still some discussion as to whether the memorial sites should be assigned some sort of blank template to do something with (similar to the Bears of Sheffield model) or each site be given a free hand. The group is also considering how the points on the trail can be used for reflection and contemplation, possibly with QR codes that can be scanned into mobile devices.

A centralised memorial. There is agreement that there needs to be some sort of City Centre memorial at a site to be finalised. The nature and detail of this memorial is still to be agreed. The group envisages a good deal of discussion with Sheffield's communities and citizens as to what any site should look like, including the involvement of local media outlets. Once the general principles of the centralised memorial are agreed post-consultation then a tendering process will commence for the design and build.

1.4 There has been discussion of the plans at various points over the last ten months, including with Corporate Members Group which discussed the plans in late June and then again in early October.

1.5 A key consideration has been the funding of memorial activity. It was recommended that Public Health grant monies were used to fund the Covid memorial. These funds are ring-fenced for activities that improve health and wellbeing and reduce inequalities in health; it was agreed that some of this funding could be used if COVID memorial activity was seen as part of a larger programme of work, first sponsored by and committed to by the Health and Wellbeing Board in 2019, namely developing Sheffield as a 'Compassionate City'. A Compassionate City provides the foundation for better experiences of death, dying and bereavement. However, the potential scope and benefits lie well beyond these. The Compassionate Sheffield project aims to deliver the Community and Civic elements of a Public Health approach to death and dying. Compassionate Communities are networks of support comprising of family, friends, neighbours and community members. They are the foundation of what matters most to those undergoing experiences of death, dying, loss and care giving. There is general agreement that our proposed memorial activity will have public health benefits and will contribute to establishing Sheffield's status as a Compassionate City. Memorial activity needs to be part of the City's post-pandemic learning and needs to leave a legacy. Therefore, in early November 2021 the Co-operative Executive Member for Sustainable Neighbourhoods, Wellbeing, Parks and Leisure signed off the use of public health underspend for COVID Memorial Activity.

1.6 The projected costs of the proposed activities is £357,000 and this is the amount that has been signed off. There have been some developments with how this project will roll out since the original costings were drawn up. It is therefore now proposed that these monies are broadly split as follows:

Memorial Archive work	£25,000
Memorial Trail	£132,000
Centralised memorial	£200,000

1.7 In terms of the Memorial Archive, it was proposed that given the low value of this work, this element can be tendered out using a mini-competition process whereby three or more organisations are approached and asked to submit a tender. This process is currently under way and we anticipate that a successful bidder will be selected during January 2022 and work on the Archive will be fully under way by the end of that month.

1.8 Creation of the Memorial Trail will include close liaison with Local Area

Committee (LAC) Chairs. Decisions will need to be made around whether things move forward with the template idea or else LACs are given a free hand. If the decision is a template then this again may need a mini-competition to commission the template designer, and will mean less monies available to individual LACs. Another suggestion which has been made is that LACs could each look to commission a local artist to work with them on what their element of the memorial trail might look like. LACs may also decide to think about things like memorial tree planting. As has been noted STH Trust want Northern General Hospital and Royal Hallamshire Hospital to be part of the trail; we anticipate that this could either be in line with any template idea or else the hospitals are given a free hand. Early indications are that both the Teaching Hospitals Trust Charity and Childrens Hospital Trust Charity would be interested in helping to fund the hospital elements. If a decision is made to add reflection QR codes to the trail this will need to be costed up. Thought also needs to be given to what the order of the trail will be. Further thoughts around these areas are welcomed from Co-operative Executive members.

- 1.9 The City Centre memorial is a key aspect of memorialisation activity and will be of major importance to citizens. The COVID Memorial Group agree that this is an area where the involvement of communities and citizens can be very much encouraged. We envisage working with local media and also using social media to encourage people in the city to make recommendations, perhaps based on a range of possibilities generated by elected members and partners. Further discussions will be needed with elected members as to where in the City Centre any memorial could be sited. The proposed Pounds Park site was originally discussed but then discarded as the tone of the site seemed out of step with memorialisation activity. The Peace Gardens is a possibility, but there are of course a range of other possibilities. Once there is agreement as to broadly what any central memorial might look like and where it will be sited, the design can then be tendered out.
- 1.10 In terms of timescales, the vision of the Memorial Group is that all memorial activity should be complete by Autumn 2022. It has been suggested that this will enable communities and citizens to be involved in putting e.g. memorial trail ideas together during the Spring and Summer months. Timescales will of course be kept under review. As has been noted, work is already under way on tendering out the Memorial Archive element and once Co-operative Executive approval is given to this report work can start in earnest on the other two strands.
- 1.11 It has been suggested by the Memorial Group that once the Centralised Memorial is in place there should be some sort of COVID commemoration event to mark its launch. Any commemoration should also be linked in to the Compassionate Sheffield principles and what more can be done around helping to improve the death, dying and bereavement experiences of our citizens.
- 1.12 The Sheffield City Council Communications team are already in the loop

regarding memorial activity. We have agreed that this report will act as the trigger point for a communications campaign around planned memorial activity. The campaign will involve sharing the plans with citizens and identifying how people can become involved.

- 1.13 Thought needs to be given to the overall project management of this programme of activity. Up to now oversight and management of activity has been provided by the Head of Customer Services within the Resources portfolio. However, now that plans are becoming more concrete it feels more appropriate that management of the programme should sit within the Place portfolio. Outline discussions around this will shortly get under way.
- 1.14 In terms of keeping elected members informed on progress going forward, as has been noted four elected members are represented on the Memorial Group. However updates will continue to be provided to Corporate Members Group and Co-operative Executive as required. Co-operative Executive may elect to designate one member as a conduit between the group and progress on the ongoing activity.
- 1.15 At CMT on 10th January the suggestion was made that the opportunity for some form of public subscription could be enabled. This would enable citizens to make a contribution to the costs of the memorial and could enable plans to be scoped up and extended. This will be considered further.

2. HOW DOES THIS DECISION CONTRIBUTE?

- 2.1 This decision will help to put a line in the sand as to what Sheffield's memorial activity will look like, meaning that work on the various elements can get under way in earnest and there should be no significant drift from what has been agreed. It has been suggested that COVID memorial work can be aligned with Sheffield City Council's vision for the City Centre.
- 2.2 As has been noted these proposals must ensure appropriate involvement of all of Sheffield's communities and citizens in planning COVID memorial activity, and that the disproportionate impact of the pandemic on different communities and locations is reflected in that activity. This decision will help to ensure that this is the case.

3. HAS THERE BEEN ANY CONSULTATION?

- 3.1 As has been indicated above, the COVID Memorial Group has a wide and diverse membership. This includes Sheffield City Council Members and Officers, and representatives from Faithstar, South Yorkshire's Community Foundation, Flourish, the Sheffield Psychology Board, the

Sheffield Clinical Commissioning Group, Sheffield Cathedral, the Sheffield Church Burgesses, the Sheffield Star (Nancy Fielder) and Radio Sheffield (Katrina Bunker). In addition, there are two representatives from the Sheffield Humanist Community, and a member of the general public (someone whose mother died as a result of the pandemic and wrote to members asking about the City's memorial plans and who was subsequently invited to join the group).

3.2 In addition, the SCC Head of Customer Services has had two meetings with the Sheffield Faith Group (administered by Faithstar) and has met with the Sheffield Accountable Care Partnership Executive Group.

3.3 General enquiries from citizens about memorial activity have been routed to the SCC Head of Customer Services for response and any subsequent discussion.

4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

4.1 Equality of Opportunity Implications

4.1.1 As noted above, the COVID pandemic has impacted disproportionately on certain communities and geographical areas of Sheffield. It is therefore important that any memorial activity planning is mindful and reflective of that impact. Some discussions have taken place involving representatives of community faith organisations, but further ongoing extensive consultation will be needed once the proposed activity is approved by Co-operative Executive. This will be discussed in detail with Equalities colleagues, who have already been brought up to speed with the outline proposals.

4.1.2 The tender specification for the Memorial Archive strand stresses the need for an inclusive approach to gathering memories. This includes being mindful of language or other communication difficulties and ensuring that this is not a bar to contribution. Potential bidders also need to be aware of cultural norms within certain communities when identifying ways to encourage contributions.

4.2 Financial and Commercial Implications

4.2.1 As has been noted agreement has been obtained to use Public Health underspend monies to finance memorial proposals. This is because the memorialisation work is closely allied to the Compassionate Sheffield initiative. Care will be taken to ensure that all proposed activity aligns to the Compassionate Sheffield principles.

4.2.2 In terms of Commercial implications care will be taken to ensure that all procurement rules are followed and complied with. This includes the use of tendering and mini-competition procedures as appropriate.

4.3 Legal Implications

- 4.3.1 The Secretary of State for Health and Social Care used powers under section 31 of the Local Government Act 2003 to provide the public health grant funding to the council. This funding must be used for public health functions specified in section 73B (2) of the National Health Service Act 2006; the proposed memorial activity is within those functions.
- 4.3.2 The Council must comply with all conditions for the Public Health funding set out in the funding agreement. The conditions include a requirement that expenditure is incurred between 1 April 2021 and 31 March 2022 but underspends can be carried over to the next financial year with all existing grant conditions continuing to apply. Breach of grant conditions can lead to reduction, suspension or withholding of grant payments or the Council may be required to repay the whole or part of the monies paid
- 4.3.3 The proposed service cost for each aspect of the Memorial Activity will be less than current thresholds for public contracts under the Public Contract Regulations 2015, so these regulations will not apply to contracts awarded under these proposals. The process for selecting service providers must comply with principles of transparency, fairness and equality, the Council should therefore use a mini competitive process to select a provider; this will be compliant with the requirements of the Council's Contract Standing Orders.
- 4.3.4 The Localism Act 2011 gives local authorities a "general power of competence" which enables them to do anything that an individual can do as long as the proposed action is not specifically prohibited by law; there are no specific statutory prohibitions preventing the Council from taking steps proposed in this report. The Council can use this power to undertake activities necessary to deliver the innovative working proposed in this report.
- 4.3.5 Legal advice has been and will continue to be taken in respect of all aspects of COVID memorialisation work

4.4 Other Implications

- 4.4.1 As noted, proposed COVID memorial activity is taking place under the auspices of the Public Health programme and specifically Compassionate Sheffield. Public Health colleagues will be fully involved and consulted with as the work rolls forward.

5. **ALTERNATIVE OPTIONS CONSIDERED**

- 5.1 The COVID Memorial Group mulled over a number of potential options for memorial activity, but the three strands as set out were established very early on. Once those principles were in place the group has

considered and continues to consider some of the detail. However no significant alternative approaches have been suggested or considered.

6. REASONS FOR RECOMMENDATIONS

6.1 There has been a degree of discussion over the last ten months regarding these proposals, including with elected members. However by taking the decision to agree these proposals Co-operative Executive will help to firmly put these proposals in place as Sheffield's commitment to memorialising the pandemic period, and the work on these proposals can then move forward in earnest. Outcomes from this decision include:

- Providing a start point for sharing the proposals with Sheffield citizens;
- Setting in motion a more concentrated round of involvement and consultation;
- Confirming the start of work on the Memorial Archive once mini-competition bids have been assessed;
- Enabling discussions with LAC Chairs and others to roll forward in respect of the Memorial trail;
- Enabling consultation around and the tendering process for a centralised memorial.