



Report to Policy Committee

**Author/Lead Officer of Report: Ben Brailsford,
Head of Street Scene Services**

Tel: 0114 205 3006

Report of: Ajman Ali, Executive Director – Neighbourhood Services
Report to: Strategy and Resources Committee
Date of Decision: 20 November 2023
Subject: Community re-use of Steel Containers

| | | | | |
|---|-----|-------------------------------------|----|-------------------------------------|
| 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? 2439 | | | | |
| Has appropriate consultation taken place? | Yes | <input checked="" type="checkbox"/> | No | <input type="checkbox"/> |
| Has a Climate Impact Assessment (CIA) been undertaken? | Yes | <input checked="" type="checkbox"/> | No | <input type="checkbox"/> |
| 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:

In line with the decision made at Strategy and Resources Committee on 24 January 2023 that *the future use of the containers be reported back to the Committee for approval*, this report sets out the process used to determine their future use. It describes how individual organisations bidding for their use have been selected as preferred recipients of the eight containers, and notes that the Executive Director for Neighbourhood Services will, following approval of the uses, proceed to confirm those recipients.

Recommendations:**That the Strategy and Resources Committee:**

- 1) Note and approve the future uses of the containers, described in this report.
- 2) Note that the Executive Director for Neighbourhood Services enter into agreements to provide containers for reuse, with:
 - Friends of Glen Howe Park
 - Hallam and Redmire Rangers FC
 - Hillsborough Arena
 - Sheffield Wednesday Football Club Community Programme
 - St Wilfred's Centre
 - Wisewood Juniors FC

Background Papers:

[\(Public Pack\)Item 14 - Container Park Completion and Costs Agenda Supplement for Strategy and Resources Policy Committee, 24/01/2023 14:00 \(sheffield.gov.uk\)](#)

[Agenda item - Container Park Completion and Costs | Sheffield City Council](#)

| 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: Jonny McQuillan |
| | | Legal: Robert Parkin |
| | | Equalities & Consultation: Ed Sexton |
| | | Climate: N/A |
| | <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 | SLB member who approved submission: | Ajman Ali |
| 3 | Committee Chair consulted: | Cllr Tom Hunt |
| 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 Committee by the SLB member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1. | |
| | Lead Officer Name: Ben Brailsford | Job Title: Head of Street Scene Services |
| | Date: 7 November 2023 | |

1. PROPOSAL

- 1.1 This report sets out the process used to offer the containers from the former Fargate Container park project to communities across Sheffield. It identifies six organisations that are recommended to be approved to progress with delivering their projects.

Background

- 1.2 On the 24 January 2023, Strategy and Resources policy committee decided that the containers should be utilised for a different purpose other than as a commercial retail and food / beverage facility, such as usage by community groups, or to improve facilities in Sheffield's parks or other outdoor activity centres. The committee also required the future use of the containers be reported back to the Committee for approval, following the consideration of community submissions and having assessed opportunities for outdoor facility improvements. In total there are 8 containers which were utilised to construct the container park.

- 1.3 There was also a commitment that a review of the container park project be carried out by Internal Audit. That report will be considered at the Audit and Standards Committee on 23 November 2023.

Process

- 1.4 In line with the decision at Strategy & Resources committee on 24 January 2023 a process was required to allow community groups the opportunity to propose a project to re-use the containers. The council has an established process used to call for submissions from community groups and businesses for its economic recovery fund. The process for the containers is based on this approach. A two-stage process is used, initially to receive expressions of interest, that are then scored, before the preferred projects are then supported through the final delivery. This two stage process helps reduce potential costs and administrative burdens on community groups who might not be successful, while giving the council confidence that the project has a good prospect of success. What this means is that the proposed projects, once approved, will still need to satisfy a number of formal approvals, such as planning permission, before final delivery.
- 1.5 A panel was established to assess applications from community groups. This panel is made up of council officers, with relevant experience and skills in dealing with construction projects, including from the council's Capital Delivery Service. It also included officers from the council's Communities Services, as well as councillors Richard Williams and Janet Ridler from the Community, Parks and Leisure policy committee. Councillor Marieanne Elliott was also invited but was unable to participate due to existing commitments.

Applicants were asked to produce bids which :

(a) were aligned to the aims of the council. These were supporting communities to be fair and empowered, helping improve neighbourhoods, tackling inequalities, supporting young people to get the start in life they need, improving health and wellbeing, and supporting economic growth in a sustainable way.

(b) addressed a clearly identified need or issue in their community

(c) had a strong project management approach and team to manage and oversee delivery

(d) represented good value for public money.

Proposals were assessed on these criteria as well as the overall clarity of the proposal.

- 1.6 An expression of interest form and guidance notes were developed to support community organisations in addressing the five criteria being assessed. A proposed budget sheet was required for submission and a plan was produced to help organisation identify which containers they might want to receive. The documents are located in appendices A-D.
- 1.7 The expression of interest process launched on 31 July 2023 and closed on Sunday 10 September. The process was publicised through a dedicated webpage on the council's website, media releases, social media and directly to community groups through the council's network of partnerships with community organisations as well as through communication with all 7 Local Area Committees.
- 1.8 In total 11 applications were received. A total of 25 containers were requested by these 11 applicants. 4 out of the 7 Local Area Committees were represented by the 11 organisations.
- 1.9 Each member of the panel scored the applications individually before having a joint moderation session where discrepancies between scores could be challenged. Each of the five criteria was scored on a points system with a maximum of five points being attributed to the best response. The scoring template, with the definition for each level of score is attached at appendix E. The moderation sessions identified a number of clarification points where applicant organisations were contacted to request clarity of areas of their submission.
- 1.10 The organisations and projects with the highest scores have been allocated containers as part of this proposal. As a contingency should any of these projects be unable to be delivered in the next phase, the other organisations with viable proposals have been asked whether they would like to receive a container in those circumstances.

- 1.11 Unsuccessful applicants have been given further information on alternate funding routes to take their project forward. They have also been put in touch with their Local Area Committee manager, where appropriate, to discuss how their project could potentially be delivered through other mechanisms.

Recommendation

- 1.12 That the committee approves the future uses, and notes that the Executive Director for Neighbourhood Services is authorised to progress arrangements with the following proposed organisations and projects to re-utilise the containers.

1.12.1 Friends of Glen Howe Park – 1 container

A project to remove a derelict toilet block and replace it with a 'Community Engagement Hub'. The hub will be a base for the outdoor work undertaken by the friends group, but also a facility to host outdoor events and education.

This would be a space for people to meet, learn new crafts and run events related to the history of Glen Howe & surrounding areas, to encourage skills & education related to woodland crafts, ecology, natural habit & protection of wildlife.

The local community of Wharncliffe Side and surrounding area will be main beneficiary. This includes a broad demographic of households from low-middle income, families, single persons, elderly & young people.

The hub will facilitate a target of 20% increase in monthly attendance, increase the number of volunteers to 10 per event day and Deliver 6 public events per year.

One of the priorities of the North LAC is the improvement of park facilities

In their submission the Friends identified that “volunteering and attending events in the park promotes a stronger and more connected neighbourhood. People from the local community are brought together on a regular basis which helps promote a sense of community, engagement and belonging and offers people opportunities for people from all social spheres to put something back into their local neighbourhood. This provides a sense of ownership and pride. Many of the events we will hold will be free which will help people through the cost of living crisis.”

1.12.2 St Wilfred’s Centre – 1 container and steps / decking

St Wilfrid's is one of the largest and most comprehensive facilities for isolated, vulnerable, homeless and socially excluded adults in South Yorkshire. They offer a safe and supportive space where people can find understanding, practical assistance, a sense of belonging and the opportunity to begin to thrive. Clients are affected by homelessness, poverty, mental health needs, addiction, extreme isolation, learning disabilities and institutionalisation.

This project opens up access to the centre by creating a café and shop, as well as improving access by utilising the decking and stairs.

To open the Centre to the wider Sheffield Community will enable misconceptions and barriers to be addressed, but perhaps most significantly it will provide clients with real opportunities to provide a service and develop life and work skills.

The outputs will support reducing client vulnerability scores, increasing attendance from the community, increasing sales and services provided, and increase numbers of clients participating in activities.

In the application they said “We recognise the need to open our Centre (with a shop and cafe) to the wider Sheffield Community. This will enable misconceptions and barriers to be addressed but perhaps most significantly it will provide clients with real opportunities to provide a service and develop life and work skills”

1.12.3 **Hillsborough Arena – 1 container**

The container project will be used to create a classroom space, an additional meeting room, a craft space and a small storage area.

These additional facilities will support provision of activities for people with learning disabilities through an existing partnership with the “Sapphire Project Organisation”. It will also provide a space for health professionals and support workers to offer accessible health services tailored to the needs of individuals with learning disabilities.

The space will be used for young individuals transitioning into adulthood. Workshops on independent living, vocational training and educational opportunities can equip them with the tools they need to navigate the world confidently.

In addition to this, the container will be used as a meeting space for two other community groups which will provide a room hire income stream, to support the sustainability of the space.

Outputs will include delivering sessions in enhanced skills in key subjects-particularly reading, enhanced social interaction and communication skills, Implement financial capability sessions and develop self-advocacy skills

In their submission Hillsborough Arena noted that “The availability of a dedicated and well-equipped space will significantly enhance the quality of life for individuals with learning disabilities within our community. The shipping container will provide a secure and inclusive environment where they can learn, develop essential life skills, and build social connections.”

1.12.4 Sheffield Wednesday Community Programme – 2 containers

SWFCCP is a rapidly expanding, high community impact charity which currently enjoys successful partnerships with the Sheffield City Council, South Yorkshire Constabulary, Premier League Charitable Fund, English Football League, NHS. SWFCCP also works in partnership with over 50 local Schools and FE (post 16) providers

The facility will be managed to provide an inclusive approach to local residents utilising the space, as well as invited local groups of people to the site for sports provisions. The containers will be used to focus on the youth engagement programmes across Alternative Provision and Youth Mentoring programmes. The space would be used for one-to-one appointments, mentoring and wider workshops.

The key beneficiaries will be:

Young people living in deprivation, who are at-risk of exclusion from school across the city, in partnership with our local Primary and Secondary Schools.

Local young people within walking distance of the Jubilee, including Parson Cross, Winn Gardens, Hillsborough and Shiregreen.

Young people at-risk of criminal exploitation, referred into 1:1 mentoring by Sheffield Youth Justice, CAHMS, Social Care, PRU's and other services.

In their expression of interest they say “SWFCCP currently deliver projects that reach across Sheffield, providing activities in all local area committees. Through our currently and previous projects, we engage with culturally and ethnically diverse young people, older people, as well as more specific programmes that work with Pakistani women, refugees, asylum seekers, looked after children, Roma women, armed forces veterans, people with health conditions and many people living within deprivation. “The Barn” will become a central base for our various projects and will be open and accessible, providing services to our beneficiaries.”

1.12.5 Hallamshire and Redmires football club – 2 containers

The club has 300 players across 22 teams of both boys and girls. In 2022 they were awarded Sheffield & Hallamshire Football Association's Grassroots Club of the Year, in large part due to efforts to expand girls' football in Sheffield and to encourage more women to volunteer in football.

The containers provide a new and much-needed storage/changing facility for use by the club and all its teams at its home ground on Redmires Fields. They want all players to have access to safe, secure and dignified sanitary provision, including private changing areas and hygienic toilets. At a time when momentum behind women's football is at an all-time high, they are seeking to remove barriers into the game. The current facility of one Portaloo is seen as a significant barrier that would deter young girls from joining the club.

The ability to generate sufficient revenue to maintain their position as a financially healthy organisation would be greatly improved if there were more suitable facilities to hire or make and sell hot drinks and healthy snacks, providing income generation and greater economic sustainability.

The local community and its young people will benefit from this project. Players and their families come from across the city but have close relationships with communities around Hallam, Lydgate, Wisewood and Nether Green primary schools as well as Tapton, King Edward VII and High Storrs.

In the application they said "Our club is home to over 300 young Sheffielders, who love their football, form great friendships and are provided with a real insight into their own potential and ability to make an impact on the world. We believe we provide a positive, nurturing and inspiring opportunity – but unfortunately we feel limited by the physical infrastructure and facilities the club has at its disposal. The container clubhouse would be truly transformative for our club."

1.12.6 **Wisewood Juniors Football Club – 1 Container**

The club offers football sessions for children 4-18 years old, for both boys and girls.

The containers would be used to improve the facilities at the club's ground at the former British Telecom pitches at Black Lane. There's currently only 1 male and 1 female toilet for a club with over 280 members. The club has a five year expansion plan to increase to 330 members, so the new toilet facilities are essential to supporting this expansion.

As well as club members, Wisewood & Loxley Juniors Schools access the facilities for 'Sports Day' and other sporting activities. The club have also been approached by a local women's running group 'Sheffield Stride-out' who would also like to use our facilities, so new toilets will also support their expansion.

Receiving a container for this project means club subscriptions don't need to be increased to fund new facilities. The North LAC has 11,000 families from deprived backgrounds, so maintain subscription levels during a cost of living crisis is important to maintaining the club's membership.

In their submission Wisewood noted “As a community club Wisewood's primary aim is to support young people's well-being and offer them exercise. We work also with children from disadvantaged areas.....A huge amount of effort from volunteers goes into sustaining Wisewood Junior Football Club. It's grounds are sitting in the heart of Wisewood community and are an asset now and we want them to be a community asset for the future.”

2. HOW DOES THIS DECISION CONTRIBUTE ?

2.1 The Our Sheffield 22/23 delivery plan sets out six ambitions

- Fair, inclusive and empowered communities
- Strong and Connected Neighbourhoods which people are happy to call home
- Tackling inequalities and supporting people through the cost of living crisis
- Happy young people who have the start the need for the future they want
- Healthy lives and well being for all
- Clean economic growth

2.2 In applying for a container, each organisation has had to set out how their project would achieve one or more of the ambitions.

3. HAS THERE BEEN ANY CONSULTATION?

3.1 The desire to re-use the containers for community organisations was debated and agreed by the Strategy and Resources committee.

3.2 The criteria used for assessing the expression of interest forms was agreed by the Councillor representatives of the assessment panel.

3.3 The expression of interest process launched on 31 July 2023 and closed on Sunday 10 September. The process was publicised through a dedicated webpage on the council's website, media releases, social media and directly to community groups through the council's network of partnerships with community organisations and Local Area Committees.

3.4 Discussions on the re-use of the containers have taken place with the South Yorkshire Mayoral Combined Authority (SYMCA) who are the public body that administered the Get Building Fund grant.

4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

4.1 Equality Implications

The proposal is supportive of the Council's duties under the Equality Act 2010 and organisational equality policy. The range of community activities proposed to be supported is assessed as likely to have

positive impacts for several groups of people and interests, including in relation to:

Age, Disability, Health, Poverty, Sex, Race, Social Cohesion and the Voluntary, Community and Faith sector.

4.2 Financial and Commercial Implications

4.2.1 The community organisations receiving the containers do so in the knowledge that they are responsible for all project costs, and for the future upkeep and maintenance, and end of life decommissioning of the containers. There is therefore no planned ongoing revenue implications for the Council.

4.3 Legal Implications

4.3.1 This project is funded through Get Building Fund grant from SYMCA, which includes a 100% claw back provision. However, for the reasons set out in 4.3.2 below and as the overall Project Outputs, Project Outcomes, Key Milestones or Delivery Milestones are not specific/exclusive to this Concession Agreement the risk of the clawback provisions applying is likely to be low.

4.3.2 The decommissioning of the containers took place as expected within this Concession Agreement and the proposal to place the Containers in storage (with the intention so use them following a exercise on the most feasible option) does not appear to materially impact on the overall Project Outputs, Project Outcomes, Key Milestones or Delivery Milestones (none of which appear to be specific to these containers being moved from the temporary site). If following the completion of the re-use options report, the Council decides not to proceed with moving the containers to the alternate site, as may have been anticipated from the outset of the Get Building Grant fund, greater consideration will be required to assess the impact of this on the outputs and deliverables and whether a project change needs to be reported to SYMCA and their approval sought.

4.4 Climate Implications

4.4.1 An initial Climate Impact Assessment (CIA) has been completed and is attached at Appendix F. Any carbon impact is negligible.

4.4 Other Implications

4.4.1 None

5. **ALTERNATIVE OPTIONS CONSIDERED**

- 5.1 There were five expressions of interest that weren't selected. The overall scoring for the six preferred projects was higher. Selecting the lower scoring projects would have resulted in an unfair process and a perception the Council weren't being transparent in their decision making.
- 5.2 If the preferred uses are not deemed suitable by the committee, the council could choose to re-run the expression of interest process with a different set of criteria, however it is unknown whether this would generate any different outcomes to the type of projects which have come forward already, as the distribution of the opportunities was extensively communicated.

6. REASONS FOR RECOMMENDATIONS

- 6.1 An assessment panel made up of professional officers with experience in dealing with community and construction projects, as well as Councillors from the Communities, Parks and Leisure Policy Committee, came to the conclusion that the six preferred projects most closely met the desired outcomes defined by the published criteria. The six projects chosen will help support the community organisations develop and grow their offers for the local community. All the preferred projects will be deliverable construction projects that can be funded by the organisations bidding for them. Overall, the risk of the container projects not being successful was low.

Appendix A – Expression of Interest form

See attached.

Appendix B – Guidance documentation

See attached

Appendix D - Plan identifying each container

Each container is identified on the plan with a letter A – H.
Please reference the relevant letter (s) on your expression of interest form to show any you may be interested in

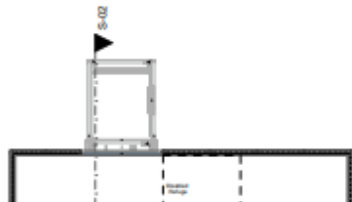
A

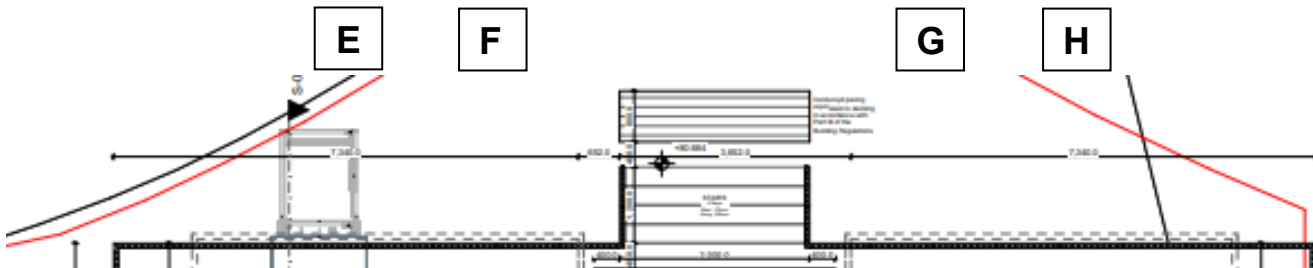
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C

B

▼ E-02





Appendix E- Scoring Sheet template

Scores for each section will be given out of 5, as follows:

| Score | Description of Response |
|-------|---|
| 1 | <p>Unacceptable Response</p> <ul style="list-style-type: none"> • No response, or • Not in alignment with the aims set out in the guidance • Response not relevant or question not answered <p>Completely unsatisfactory suggesting the applicant would have serious difficulties delivering the project, or has provided no relevant information at all.</p> |
| 2 | <p>Poor Response</p> <ul style="list-style-type: none"> • The response is partially in alignment with the aims of the council's objectives • The response has deficiencies, e.g. supporting evidence is minimal, relies on assertion <p>Indicates that the applicant would meet only some of the proposals some of the time. Considerable work would be needed with the applicant to expand on information provided in order for the information to indicate that standards are likely to be met.</p> |
| 3 | <p>Acceptable Response</p> <ul style="list-style-type: none"> • The response is in alignment with the aims of the Council's objectives • Some shortfalls but any concerns are of a minor nature • Further evidence may be required but confident that the applicant will be able to deliver the proposal. Further work may be needed to ensure that delivery will be consistent |
| 4 | <p>Good Response</p> <ul style="list-style-type: none"> • The response is in alignment with the aims of the Council's objectives • Good supporting evidence which is relevant, credible and supports claims <p>Indicates that the applicant has fully understood the aims of the container re-use project and can apply and deliver all the elements of their proposal. A small amount of work may be required in non-key areas to minimise any risk of delivery failure</p> |
| 5 | <p>Excellent Response</p> <ul style="list-style-type: none"> • The response is in alignment with the aims of the Council's objectives • Offers relevant detailed evidence to support their claims • Demonstrates a wholly comprehensive understanding of the aims of the project <p>Indicates that the proposed approach will result in the project aims being met and exceeded.</p> |

| | |
|-------------------------------|--|
| Community Organisation | |
| Proposed use | |
| Containers requested | |
| Summary of outputs | |

| 1. Alignment of Project Aims | |
|---|----------------------|
| <ul style="list-style-type: none"> - How strongly does the proposal align with the Council's objectives ? - What will the impact be (demographics / communities)? - How many people will be impacted? - Is the project a part of a longer term business plan for the area that will help meet the council objectives? <p>(/5)</p> | <p>Mark out of 5</p> |
| <p>Comments:</p> | |

| 2. Clarity of the proposal | |
|---|--|
| <ul style="list-style-type: none"> - Is the description of the project sufficiently clear? - How easy it is for us to understand what is being proposed and how it will be delivered? - Are there any gaps that require follow up evidence or clarifications <p>(/5)</p> | |
| <p>Comments:</p> | |

| 3. Is it addressing a real problem? | |
|---|--|
| <ul style="list-style-type: none"> - Does the proposal provide clear rationale or evidence of the specific need or opportunity it is aimed at addressing? - Does the projects duplicate existing provision in the community or another project that has already been initiated? <p>(/5)</p> | |
| Comments: | |

| 4. Strength of Project Management / Team | |
|---|--|
| <ul style="list-style-type: none"> - Does the project appear to be deliverable? - Has the applicant investigated any relevant permissions or licenses? - Are there any concerns about Health & Safety in this project? - How convincing are the timescales? - Does the applicant demonstrate capacity and capability to deliver? - Is budget realistic, over/underestimated? - Does the applicant have relevant experience? (/5) | |
| Comments: | |

| 5. Does it represent value for money | |
|--|--|
| <ul style="list-style-type: none"> - Are the outputs clear? Will it have impact? - Is there any match funding, is this confirmed? - Is there a clear sustainable business case to ensure longevity to the project? - Are there tangible community benefit & outputs - Is there clarity on the requirement for the containers (short term / long term / ownership) <p>(/5)</p> | |
| Comments: | |

| |
|---------------------------|
| Overall assessment |
|---------------------------|

| | |
|---|--------------------------|
| What is your level of confidence in this proposal? What are your main concerns? What are its key strengths? | Overarching Score /25 |
| Comments for feedback: | |

Appendix F

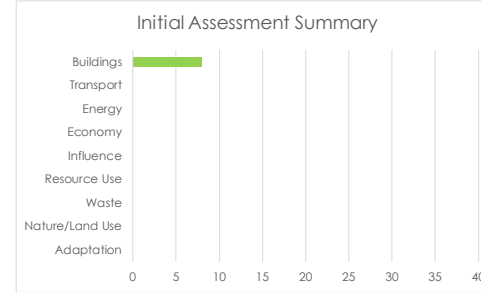
Climate Change Impact Assessment Summary

| | | | |
|------------------------------|---|----------------------|----------------------|
| Project/Proposal Name | Re-use of Steel Containers | Portfolio | Operational Services |
| Committee | Strategy and Resources | Lead Member | Cllr Tom Hunt |
| Strategic Priority | Fair, Inclusive and Empowered Communities | Lead Officer | Ajman Ali |
| Date CIA Completed | 06/11/2023 | CIA Author | Ben Brailsford |
| | | Sign Off/Date | 06/11/2023 |

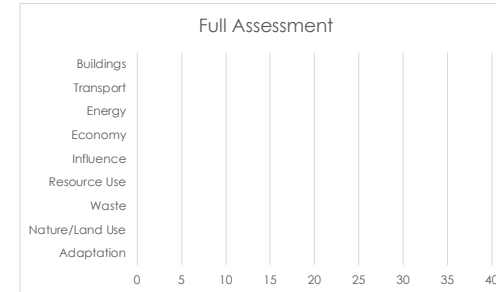
| | |
|---|---|
| Project Description and CIA Assessment Summary | <p>Proposal is to re-use the 8 steel containers from the fargate container park project for community groups to benefit from. Six organisations have expressed an interest for the 8 containers. The 8 containers will be used to provide toilet, storage and meeting / catering facilities. In some cases creating new infrastructure, in other replacing worn infrastructure.</p> <p>There is a benefit from re-using the containers, as it saves carbon being release from disposal of the containers if they weren't utilised, however this will be negligible, so over all the impact is expect to be neutral.</p> |
|---|---|

| | | | |
|-------------------------------------|---|------------------------|--|
| Rapid Assessment | Does the project or proposal have an impact in the following areas? Select all those that apply. Only complete the sections you have selected here in the assessment. | | |
| Buildings and Infrastructure | Yes | Influence | |
| Transport | | Resource Use | |
| Energy | | Waste | |
| Economy | | Nature/Land Use | |
| | | Adaptation | |

Initial Assessment Summary



Full Assessment Summary



| | |
|----------------|---|
| >=27 | The project will increase the amount of CO2e released compared to before. |
| 21-26 | The project will maintain similar levels of CO2e emissions compared to before. |
| 12-20 | The project will achieve a moderate decrease in CO2e emissions compared to before. |
| 3-11 | The project will achieve a significant decrease in CO2e emissions compared to before. |
| 0-2 | The project can be considered to achieve net zero CO2e emissions. |

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