

<b>MEETING:</b>	Cabinet
<b>DATE:</b>	Wednesday, 5 April 2017
<b>TIME:</b>	10.00 am
<b>VENUE:</b>	Reception Room, Barnsley Town Hall

## AGENDA

1. Declaration of pecuniary and non-pecuniary interests
2. Leader - Call-in of Cabinet decisions

### Minutes

3. Minutes of the previous meeting held on 22nd March, 2017 (Cab.5.4.2017/3)  
(Pages 5 - 6)

### Items for Noting

4. Decisions of Cabinet Spokespersons (Cab.5.4.2017/4)
5. Action Taken Under Paragraph B6 of the Responsibility for Executive Functions - Officer Delegations Contained in the Council Constitution (Cab.5.4.2017/5)  
(Pages 7 - 8)

### Petitions

6. Petitions received under Standing Order 44 (Cab.5.4.2017/6) (Pages 9 - 10)

### Items for Decision/Recommendation to Council

#### Overview and Scrutiny Reports

7. Task and Finish Group - Higher Level Skills and Jobs (Cab.5.4.2017/7) (Pages 11 - 18)
8. Task and Finish Group - Fly Tipping (Cab.5.4.2017/8) (Pages 19 - 26)
9. Task and Finish Group - Flooding (Cab.5.4.2017/9) (Pages 27 - 32)

#### Deputy Leader

10. Director of Public Health Annual Report 2016 (Cab.5.4.2017/10) (Pages 33 - 36)
11. Community Governance Review (Cab.5.4.2017/11) (Pages 37 - 42)

#### Communities Spokesperson

12. All Age Early Help Strategy (Cab.5.4.2017/12) (Pages 43 - 64)

#### Place Spokesperson

13. Local Plan - Progress and Update of Local Development Scheme  
(Cab.5.4.2017/13) (Pages 65 - 74)

## **RECOMMENDATION TO FULL COUNCIL ON 25<sup>TH</sup> MAY, 2017**

14. Barnsley Property Investment Fund 2 - Phase 1 (Cab.5.4.2017/14) *(Pages 75 - 88)*
15. Proposal to increase the charges and amend restrictions at Council controlled Parking Places (Cab.5.4.2017/15) *(Pages 89 - 106)*

### **People (Achieving Potential) Spokesperson**

16. Options Appraisal to Address Primary and Secondary School Pupil Place Planning Challenges (Cab.5.4.2017/16) *(Pages 107 - 128)*
17. Exclusion of Public and Press  
It is likely that the public and press will be excluded from this meeting during consideration of the items so marked because of the likely disclosure of exempt information as defined by the specific paragraphs of Part I of Schedule 12A of the Local Government Act 1972 as amended, subject to the public interest test.

### **Corporate Services Spokesperson**

18. NPS Barnsley Ltd and Barnsley Norse Business Plans 2017-18  
(Cab.5.4.2017/18) *(Pages 129 - 192)*

#### **Reason restricted:**

**Paragraph (3)** Information relating to the financial or business affairs of any particular person (including the authority holding that information)

To: Chair and Members of Cabinet:-

Councillors Houghton CBE (Chair), Andrews BEM, Bruff, Cheetham, Gardiner, Howard, Miller and Platts

Cabinet Support Members:

Councillors Cherryholme, Franklin, Frost, David Griffin, Lamb and Saunders

Chair of Overview and Scrutiny Committee  
Chair of Audit Committee

Diana Terris, Chief Executive  
Rachel Dickinson, Executive Director People  
Matt Gladstone, Executive Director Place  
Wendy Lowder, Executive Director Communities  
Julia Burrows, Executive Director Public Health  
Andrew Frostdick, Executive Director Core Services  
Alison Brown, Service Director Human Resources  
Neil Copley, Service Director Finance  
Katie Rogers, Communications and Marketing Business Partner  
Anna Marshall, Scrutiny Officer

Ian Turner, Service Director, Council Governance

Corporate Communications and Marketing  
Labour Group Room – 1 copy

Please contact Ian Turner on 01226 773421 or email [governance@barnsley.gov.uk](mailto:governance@barnsley.gov.uk)

Tuesday, 28 March 2017

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<b>MEETING:</b>	Cabinet
<b>DATE:</b>	Wednesday, 22 March 2017
<b>TIME:</b>	10.00 am
<b>VENUE:</b>	Reception Room, Barnsley Town Hall

## MINUTES

### Present

Councillors Houghton CBE (Chair), Andrews BEM, Bruff, Cherryholme (for Cheetham), Gardiner, Howard and Miller

### Members in Attendance:

Councillors Franklin, Frost, David Griffin, Saunders and Sheard

### 215. Declaration of pecuniary and non-pecuniary interests

There were no declarations of pecuniary or non-pecuniary interests.

### 216. Leader - Call-in of Cabinet decisions

The Leader reported that no decisions from the previous meetings held on 8<sup>th</sup> and 9<sup>th</sup> March, 2017 had been called in.

### 217. Minutes of the previous meeting held on 8th and 9th March, 2017 (Cab.22.3.2017/3)

The minutes of the meetings held on 8<sup>th</sup> and 9<sup>th</sup> March, 2017 were taken as read and signed by the Chair as a correct record.

### 218. Decisions of Cabinet Spokespersons (Cab.22.3.2017/5)

There were no Records of Decisions by Cabinet Spokespersons under delegated powers to report.

### 219. Petitions received under Standing Order 44 (Cab.22.3.2017/6)

It was reported that no petitions had been received under Standing Order 44.

### Corporate Services Spokesperson

### 220. Organisational Improvement Strategy (Cab.22.3.2017/7)

**RESOLVED** that the Organisation Improvement Strategy for 2017 – 2020, as detailed in the report now submitted, be approved for implementation with effect from 1<sup>st</sup> April, 2017.

### Communities Spokesperson

### 221. Community Engagement Strategy (Cab.22.3.2017/8)

**RESOLVED** that the Community Engagement Strategy, as detailed in the report now submitted, be approved, subject to wider consultation including with Elected Members to develop the themes in the Strategy based on their extensive experience within our local communities.

**Place Spokesperson**

**222. Air Quality Action Plan (Cab.22.3.2017/9)**

**RESOLVED:-**

- (i) that the outcome of the statutory consultation on the revised Air Quality Action Plan and the subsequent amendment of the Plan, as detailed in the report now submitted, be noted; and
- (ii) that the Plan be released and the actions contained within it be implemented.

**223. Licensing Act 2003 - Statement of Licensing Policy (Cab.22.3.2017/10)**

**RECOMMENDATION TO FULL COUNCIL ON 30<sup>TH</sup> MARCH, 2017** that the Licensing Act 2003 - Statement of Licensing Policy 2017, attached at Appendix 1 of the report submitted, be approved.

.....  
Chair

## **BARNSELY METROPOLITAN BOROUGH COUNCIL**

### **REPORT OF THE DIRECTOR OF LEGAL AND GOVERNANCE**

#### **Action Taken under Paragraph B6 of the Responsibility for Executive Functions – Officer Delegations Contained in the Council Constitution**

##### **1. Purpose of Report**

To inform Cabinet of action taken as a matter of urgency under Paragraph B6 of the Responsibility for Executive Functions – Officer Delegations contained in the Council Constitution.

##### **2. Recommendations**

**That the action taken under Paragraph B6 of the Responsibility for Executive Functions – Officer Delegations, as contained within the Appendix attached to the report, be noted.**

##### **3. Background**

Individual actions taken following consultation with the appropriate Cabinet Spokesperson are detailed by Cabinet Portfolio in the Appendix to this report. In accordance with Paragraph B6 of the Responsibility for Executive Functions – Officer Delegations contained in the Council Constitution these actions are reported into the next available Cabinet meeting.

##### **4. Implications**

There are no local area, crime and disorder, financial, employee or human rights implications arising directly from this report.

##### **5. Background Papers**

Decision notices of action taken under Paragraph B6 of the Responsibility for Executive Functions – Officer Delegations contained in the Council Constitution available for inspection in the Council Governance Unit, subject to the notice not containing personal information as defined by the Data Protection Act 1998 or exempt information as described in Schedule 12A of the Local Government Act 1972.

##### **6. Appendices**

Appendix 1 – Decision taken by Director of Legal and Governance.

**Officer Contact:** Ian Turner

**Telephone No:** 773421

**Date:** 24 March 2017

**Action Taken under Paragraph B6 of the Responsibility for Executive Functions –  
Officer Delegations Contained in the Council Constitution**

	<b><u>Date of Decision</u></b>
1. <b><u>Establishment of Community Use Agreements for Colleges, Schools and Academies and Novation of the Agreement for Greenacre School</u></b>	23 <sup>rd</sup> March, 2017

Director of Legal and Governance:

- (i) To enter into and from time to time revise all appropriate legal documentation to provide Community Use Agreements in respect of:
  - (a) Carlton Community College;
  - (b) Dearne ALC;
  - (c) Northern Education Trust;
  - (d) Penistone Grammar ALC;
  - (e) Springwell Special Academy;
  - (f) Greenacre School;
  - (g) Outwood Academy Shafton;
  - (h) Horizon Community College;
  - (i) Holy Trinity; and
  - (j) Netherwood.
- (ii) To novate and from time to time revise such novated Community Use Agreement which relates to Greenacre School to the Wellspring Academy Trust.



## BARNSELY METROPOLITAN BOROUGH COUNCIL

Report of the Chief Executive

### Petitions received under Standing Order 44

#### **1. Purpose of Report**

To consider action in respect of petitions received by the Chief Executive under Standing Order 44.

#### **2. Recommendations**

- 2.1 That Cabinet agree the action to be taken in response to the petitions referred to in the report in line with the Council's Petitions Scheme.**

#### **3. Background**

- 3.1** The Council's Standing Order 44 requires that "All petitions relating to a matter over which the Council ... has authority or which affects the Borough shall be presented to the Chief Executive who shall refer them to the relevant officer for investigation."
- 3.2** The Petitions Scheme, which was revised in April, 2013, requires petitions to be reported into Cabinet. This report sets out recent petitions received and the recommended response.
- 3.3** Whilst the report of petitions to Cabinet fulfils this duty requirement, Cabinet may wish to consider further action, such as referring any petition to the relevant Area Council.

#### **4. Details of Petitions Received**

- 4.1** Details of the petitions received up to this meeting of Cabinet are set out in the appendix attached, including a recommendation of the action to be taken for consideration. Members should note that individual petitions will not be the subject of further reports to Cabinet unless this is specifically requested at the meeting when the petition is reported.

#### **5. List of Appendices**

- 5.1** Details of Petitions received.

#### **6. Background Papers**

Petitions presented to the Chief Executive. Available for inspection in the Council Governance Unit, Town Hall, Barnsley, except where the petitions contain Exempt Information.

**Officer Contact:** Ian Turner **Tel No:** 01226 773421 **Date:** March, 2017

**Petitions received under Standing Order 44 - Cabinet – 5<sup>th</sup> April, 2017**

Issue	No. of Signatories	Date Received	Action recommended under the Petitions Scheme
Request for the reinstatement of the access to the Swaithe playing fields across the site of the former Worsbrough High School	79 signatories	28/02/2017	<p>Since the closure of Worsbrough High School in 2005, residents in the surrounding area have created an informal route across the site as a short cut to access the sports fields to walk dogs etc. However, the access has been closed off so that the land can be let on a grazing tenancy. The informal route is not included on the Definitive Map, and a claim for its inclusion is unlikely to be successful given that it has been in regular use for less than 20 years. Formalising the route would bring with it a maintenance liability on the Council and affect the letting of the site or any future proposals the Council may have for the site. As there is an alternative, albeit longer, definitive footpath available to the public to access the Trans Pennine Trail and other recognised public accessible routes, it is not recommended that this access be re-opened to the general public.</p>

## BARNSLEY METROPOLITAN BOROUGH COUNCIL

This matter is not a Key Decision within the council's definition and has not been included in the relevant Forward Plan.

Report of the Director of Human Resources,  
Performance and Communications.

### SCRUTINY TASK AND FINISH GROUP (TFG) REPORT ON HIGHER LEVEL SKILLS AND JOBS

#### 1. **Purpose of the report**

- 1.1 To report to Cabinet the findings of the Overview & Scrutiny Committee (OSC) from the investigation undertaken on its behalf by the Higher Level Skills and Jobs Task & Finish Group (TFG) regarding how we can increase the availability of higher level skills and jobs in Barnsley.

#### 2. **Recommendations**

- 2.1 **That Cabinet considers the conclusions and recommendations set out in section 6 as a result of the TFG's investigation into what is being done to: assist residents to obtain higher level skills; make suitable employment opportunities available; as well as consider what barriers may be faced in obtaining these jobs.**

#### 3. **Background**

- 3.1 Barnsley Council's Employment and Skills Strategy: More and Better Jobs, recognises the importance of people 'getting ready for work', 'getting into work' and 'getting on in work'. Therefore, during 2014/15 one of the OSC TFGs undertook an investigation into what provision is available to enable young people in the borough to be 'work-ready'. This was followed by an investigation during 2015/16 regarding what is in place to enable adults in the borough to be 'work-ready'.
- 3.2 It is noted that aside from academic attainment and the ability to carry out tasks in the workplace, employers need 'work-ready' employees who: have the right attitude; are reliable and will turn up on time; are able to communicate effectively and provide good customer care; and can work well as part of a team. In addition to this, the TFG recognises that the quality of jobs and availability of a skilled workforce is important for the borough's economic growth. Therefore continued this theme of investigations to consider how we are facilitating our communities to 'get on in work' and the provision of higher level skills and jobs in the borough, with this being defined as qualification Level 3 and above.
- 3.3 The members of this TFG included: Councillor Wayne Johnson (TFG Lead Member), Councillor Phil Birkinshaw, Councillor Gail Charlesworth, Councillor Malcolm Clements, Councillor Robert Frost, Councillor Joe Hayward, Councillor Phillip Lofts, Councillor Margaret Sheard, Councillor Sarah Tattersall and Councillor John Wilson, together with Co-opted Member Mr John Winter.

#### **4. What the Task & Finish Group (TFG) looked at**

- 4.1 Initially, the TFG met to consider the scope of the investigation. This included discussing a variety of contextual factors such as Economic Development, Brexit, education provision in the borough, Devolution, our local business context as well as services the TFG would like to engage with.
- 4.2 The TFG undertook a number of 'check and challenge' sessions regarding work being carried out and future plans. This involved asking questions regarding work undertaken, involvement and partnership working with other agencies including the impact of this on Barnsley residents. This included meeting with: Council representatives working at both a strategic and operational level in the Place Directorate as well as a representative from Sheffield City Region (SCR) and making contact with local businesses.
- 4.3 In addition to these sessions, the TFG were due to undertake a review of the Council's Adult Skills and Community Learning Service (ASCL) Self-Assessment Review (SAR). However, during the timescales of the TFG's investigation, the service underwent an Ofsted (Office for Standards in Education, Children's Services and Skills) inspection which negated the need for the TFG to review the SAR at this time.
- 4.4 Similarly, the TFG were also scheduled to engage with the Barnsley Bus Partnership (BBP) which has recently been formed so the relevant organisations can work together to improve local bus services. The organisations involved are the Council, SYPTE (South Yorkshire Passenger Transport Executive), Stagecoach Yorkshire, Watersons Coaches and Globe Coaches. Unfortunately due to the timescales the different groups were working to, this was not possible.

#### **5. What the Task & Finish Group found**

- 5.1 Through undertaking the 'check and challenge' sessions, the TFG found evidence of a variety of work which is being done to try to ensure there are opportunities for skill development in the borough. A regional issue however is that there is limited investment by local employers in their workforce. In relation to Level 4 qualifications and above, only 22% of the Barnsley population have this compared with Sheffield at 36% against a national average of 37%. One of the key challenges is funding for higher level qualifications as up to Level 2 (GCSE), organisations can draw down government funding, however funding for higher level qualifications either rests with individuals or employers.
- 5.2 A key opportunity is investment in higher level apprenticeships which offer a work-based learning programme and lead to a nationally recognised qualification. These enable adults to earn while they learn as well as enable employers to access funding. They can be used to meet the unique needs of businesses and attract new employees as well as develop those existing in a company. Currently, there is a lack of awareness of higher level apprenticeships both amongst businesses as well as the general population, resulting in their under-use. There is also a perception that apprenticeships are only for lower graded jobs and qualifications. It is acknowledged that better careers advice needs to be available for both young people and adults to make sure they are aware of such opportunities. This will require schools, colleges and businesses to work together better to promote opportunities.

- 5.3 A key link to the Employment and Skills strategy is the Barnsley Jobs and Business Plan (2014–2017) which focuses on how we will achieve sustainable business growth through infrastructure, investment, enterprise and business support to create jobs and opportunities. There have been a number of new developments in the borough, such as at Junctions 36 and 37. The TFG acknowledged that the nature of the developments would bring additional employment in Barnsley; however there may be a limited number of higher skilled jobs. Similarly, the TFG raised concerns that a number of residents have to travel out of the borough to obtain higher skilled work; however it was highlighted that often to obtain the skills and experience our businesses want, employees need to have moved around and worked elsewhere. Neighbouring developments such as the Advanced Manufacturing Park in Rotherham provide additional opportunities for Barnsley residents, as well as the supply-chain impact this may have for Barnsley businesses and future developments.
- 5.4 The TFG were made aware of a number of programmes being run through SCR including: the Growth Hub which aims to be the single point of contact for all business support across the region; the Skills Bank which forms part of the Growth Hub and aims to invest in skills and expertise to drive business growth in the region by providing advice, support and funding to businesses to develop their workforce; and the RISE programme which aims to increase graduate employment in small and medium sized enterprises by encouraging these businesses to employ graduates as well as advertise the opportunities to graduates as a whole, to compete with schemes available at larger, more established companies.
- 5.5 It was evident that there is a lack of awareness of these schemes in our local communities, particularly as only 20 businesses in Barnsley have currently accessed the SCR Skills Bank. It was highlighted that local Barnsley businesses do not necessarily identify with the 'SCR' terminology, therefore may not look to this for support in developing their businesses. There was evidence of work being done to engage with our local businesses to ensure they are aware of local opportunities. For example, 78 Barnsley companies have accessed £177,000 of funding from a scheme which has been established for some time through Leeds City Region (LCR) and support is in place to increasingly encourage businesses to access opportunities through SCR.
- 5.6 Contact was made with three of the 20 businesses which have engaged with the SCR Skills Bank, all of whom were complementary regarding the scheme. Some had been contacted by the Skills Bank directly and others through a broker. Key comments included: they had all been supported through the application process which they found simple; the scheme had enabled them to invest in their workforce which they would have either delayed or not been able to afford; and had also had their eyes opened to other opportunities. The businesses were willing to be advocates for the scheme and could not understand why others had not yet taken up the opportunities available.
- 5.7 In summary, the TFG were reassured by the amount of work being done and the schemes available to increase the availability of higher level skills and jobs in Barnsley. The TFG acknowledge that it will take time to develop some of these areas but we need to ensure that there is knowledge of what is available to our local communities.

## **6. Recommendations**

- 6.1 During the investigations, the TFG members made a number of suggestions and recommendations regarding the work being undertaken which the services were able to consider as part of their work. The TFG support the continuation of this and in addition recommend the following:

6.2 **Recommendation 1: Promotion of opportunities such as the SCR Growth Hub and higher level apprenticeships need to increase**

The TFG found there a number of opportunities for both individuals and business to increase skills and the number of higher level jobs; however there is a lack of awareness of these amongst our communities. Local media channels need to be utilised to promote this, including putting an article in staff communications so they are aware and can share their knowledge with family and friends who may be interested. It is important that the perception of apprenticeships is changed and communities made aware that these are not just at a low level. As a result of the introduction of the apprenticeship levy, it is also important businesses are encouraged to take on apprentices and understand the value these bring to the workforce, which will also assist them in utilising available funds.

6.3 **Recommendation 2: We recommend an all-member information brief (AMIB) is held so that ALL Members are aware of and can share knowledge of the available opportunities with their communities**

This will help to raise awareness of the schemes available through the SCR Growth Hub so that Members are better able to promote opportunities in their wards. This includes making local businesses aware of development opportunities and to encourage them to invest in their workforce. It is also important key messages are fed into local schools regarding future opportunities such as the RISE programme as well as higher level apprenticeships.

6.4 **Recommendation 3: SCR engage with Barnsley Elected Members so they can better understand local governance arrangements and networks**

By SCR representatives being involved at a local level, this will increase their knowledge of the Area Council and Ward Alliance arrangements in Barnsley and how their networks can be utilised to promote opportunities amongst local businesses. This includes both opportunities within the Growth Hub as well as the use of higher level apprenticeships. These networks can also be used to raise awareness amongst individuals of opportunities such as higher level apprenticeships which enables them to earn while they learn. The SCR will also be able to advise Area Councils on what they could prioritise investment in at a local level in terms of supporting this agenda.

6.5 **Recommendation 4: Careers advice needs to be improved for both young people and adults**

To achieve this, schools, colleges and businesses need to work closer together to ensure there is good quality provision across the borough. This includes connecting businesses with young people in our schools as well as their parents, particularly to raise awareness of local opportunities such as the RISE programme and higher level apprenticeships. As people tend to engage better with their peers, schools and colleges could invite previous students who have recently graduated or obtained employment to share their experiences with other pupils.

**6.6 Recommendation 5: The OSC facilitates consideration of BMBC's Adult Skills and Community Learning Service (ASCL)**

Further to the recent Ofsted inspection, the service is currently undertaking a governance review which includes increasing involvement of Elected Members. To assist with the ongoing review of the service and to enable Members to be aware of services being delivered, the OSC should engage with this and facilitate Scrutiny Members' involvement.

**6.7 Recommendation 6: Services to engage with Barnsley Bus Partnership (BBP) in relation to economic developments in the borough**

Throughout all three of the TFGs' investigations on jobs and skills, access to transport has been a fundamental aspect of this. For example new graduates often don't have access to their own car. The TFG welcomes the formulation of the BBP and continued work to improve services for our local communities, including specific work to enable access to the new economic development sites at junctions 36 and 37. The TFG recommends that as our key employment areas at J36 and J37 are brought into use, investment is prioritised to serving these areas to make sure employment opportunities are accessible and affordable for all.

The TFG would like to take this opportunity to thank all those who provided information and assisted with the TFG's investigation.

**7. Implications for local people / service users**

- 7.1 A variety of work is being done to facilitate access to higher level skills and jobs in Barnsley. A number of opportunities are available to support local people to access and gain higher level skills and therefore jobs. There are also opportunities for local businesses to access funding and training to develop their workforce and thereby their business which is likely to increase the number of higher skilled jobs in the borough. It is noted that access to transport is fundamental in enabling local communities to access these opportunities. Also that residents may need to be prepared to travel outside the borough and move around to obtain the required skills and experience businesses require for higher level jobs.

**8. Financial implications**

- 8.1 There are no specific financial implications, although in responding to the recommendations in the report, the financial implications of these would need to be fully assessed by the appropriate services responding which may be the Council or partnership agencies.

**9. Employee implications**

- 9.1 There are no specific employee implications, although in responding to the recommendations in the report, the employee implications of these would need to be fully assessed by the appropriate services responding which may be the Council or partnership agencies.

## **10. Communications implications**

- 10.1 A key theme which ran throughout the investigation is the need to ensure local people and businesses are aware of the variety of opportunities available to them. The findings and resultant recommendations are reflective of this and require the utilisation of local networks and media channels to spread the knowledge of available schemes.

## **11. Consultations**

- 11.1 Consultations have taken place with Councillors Johnson (TFG Lead Member), P. Birkinshaw, Charlesworth, Clements, Frost, Hayward, Lofts, Sheard, Tattersall and Wilson, Co-opted Member John Winter, Councillor Roy Miller, Council Officers David Shepherd, Tom Smith, Judy Sidebottom, Mark Anderson and the Senior Management Team as well as Krysia Wooffinden from SCR.

## **12. The Corporate Plan and the Council's Performance Management Framework**

- 12.1 As outlined in the Corporate Plan, the three priorities for Barnsley are: a thriving and vibrant economy, strong and resilient communities; and citizens achieving their potential. Ensuring people in our communities are 'work ready' and can 'get on in work' contributes to achieving all of these and should be prioritised in services being provided. The investigation therefore sought to better understand what is being done to facilitate higher level skills and jobs in Barnsley.

## **13. Risk management issues**

- 13.1 This issue relates to the following risks currently logged on the Council's Strategic Risk Register (SRR), as follows:
- 3034 - Lack of Educational Attainment (whilst the focus of this risk relates to attainment within schools and educational settings, elements of this risk are pitched at broader educational outcomes within the borough); and,
  - 3543 - Failure to ensure the adequate supply of land for housing and commercial property growth (whilst this risk focuses on the availability of land to enable development opportunities, elements of the mitigations for this risk touch on the opportunities present within the regional devolution deal, referenced in section 6.4 of this report).
- 13.2 Furthermore, risk owners within Business Unit 4 (Economic Regeneration) will be encouraged to remain cognisant of the recommendations detailed within this report as part of the regular review of operational risk registers.
- 13.3 The recommendations detailed in section 6 should be considered by the relevant risk owner in light of the SRR, which is programmed for its next review in March 2017.
- 13.4 It is likely the recommended activities detailed in this report will contribute further to the effective mitigation of these risks, and it would be appropriate for any follow-up report regarding the 'work readiness' of adults in Barnsley to be cognisant of these risks.



## **14. Promoting equality & diversity and social inclusion**

- 14.1 The TFG acknowledges that many barriers are faced by diverse groups in accessing employment as well as higher level skills and jobs, which creates inequalities. Vulnerable groups in particular need to be fully supported in this agenda as well as those that are hard to reach. Work is currently being undertaken to consider how through collaborative working, support and opportunities for vulnerable groups can be provided.

## **15. Glossary**

AMIB – All Member Information Brief  
ASCL – Adult Skills and Community Learning Service  
BBP – Barnsley Bus Partnership  
BMBC – Barnsley Metropolitan borough Council  
LCR – Leeds City Region  
Ofsted – Office for Standards in Education, Children’s Services and Skills  
OSC – Overview and Scrutiny  
SAR – Self Assessment Review  
SCR – Sheffield City Region  
TFG – Task and Finish Group

## **16. Background papers**

- Overview and Scrutiny Committee Task and Finish Group Report on ‘Work Readiness’ – Young People (Cab.25.3.2015/7.3):  
<http://barnsleymbc.moderngov.co.uk/Data/Cabinet/201503251000/Agenda/item%20f7.3.pdf>
- Overview and Scrutiny Committee Task and Finish Group Report on ‘Work Readiness’ – Adults (Cab.9.3.2016/8):  
<http://barnsleymbc.moderngov.co.uk/documents/s8211/Task%20and%20Finish%20Group%20-%20Work%20Readiness%20-%20Adults.pdf>
- Barnsley Council Employment and Skills Strategy: More and Better Jobs:  
<http://barnsleymbc.moderngov.co.uk/documents/s8211/Task%20and%20Finish%20Group%20-%20Work%20Readiness%20-%20Adults.pdf>
- Barnsley Council Jobs and Business Plan 2014-17:  
<http://barnsleymbc.moderngov.co.uk/documents/s7069/Jobs%20and%20Business%20Plan%20Update.pdf>
- Barnsley Council Jobs and Business Plan 2014-17 Update Report:  
<http://barnsleymbc.moderngov.co.uk/documents/s7069/Jobs%20and%20Business%20Plan%20Update.pdf>
- Barnsley Local Plan: <https://www.barnsley.gov.uk/services/planning-and-buildings/local-planning-and-development/our-new-local-plan/local-plan-publication-consultation-2016/>

Officer Contact: Anna Marshall      Telephone No: 01226 775794      Date: 24th March 2017

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**BARNSELEY METROPOLITAN BOROUGH COUNCIL**

**This matter is not a Key Decision within the council's definition and has not been included in the relevant Forward Plan.**

**Report of the Director of Human Resources,  
Performance and Communications.**

**SCRUTINY TASK AND FINISH GROUP REPORT ON 'FLY-TIPPING'**

**1. Purpose of report**

- 1.1 To report to Cabinet the actions taken as well as the findings of, the Overview & Scrutiny Committee's (OSC's) Fly-Tipping Task & Finish Group's (TFG's) continued work in relation to reducing the high instances of fly-tipping in the Borough.

**2. Recommendations**

- 2.1 That Cabinet notes the actions the group has taken, as well as considers the conclusions and recommendations set out in section 6 as a result of the TFG's continued work into reducing the high instances of fly-tipping in the Borough.

**3. Introduction/Background**

- 3.1 In 2015, Elected Members from across the Borough raised concerns about the amount of fly-tipping incidents that had occurred in their ward. Therefore during 2015/16 one of the OSC's TFGs undertook a detailed investigation into this area, working in partnership with Council officers, which resulted in the creation of a Draft Fly-Tipping Action Plan.
- 3.2 In response to this, the Council formed a cross-Directorate Officer Fly-Tipping TFG to consider and implement actions in the plan drafted by the Member TFG. During 2016/17, the Officer Fly-Tipping TFG has met regularly and has undertaken a number of the proposed activities. Additionally the OSC's Fly-Tipping TFG continued in order to: monitor the work of and input into the officer group; undertake further investigation into what is being done to combat fly-tipping; and complete the actions which were identified for Members in the Draft Fly-Tipping Action Plan.
- 3.3 The members of this TFG included:  
Councillor Gill Carr (TFG Lead Member), Councillor Robert Frost, Councillor Wayne Johnson, Councillor Caroline Makinson, Councillor Pauline Phillips, Councillor Harry Spence and Councillor Sarah Tattersall together with Co-opted Members Joan Whitaker and Pauline Gould.

#### **4. What the Task & Finish Group (TFG) looked at**

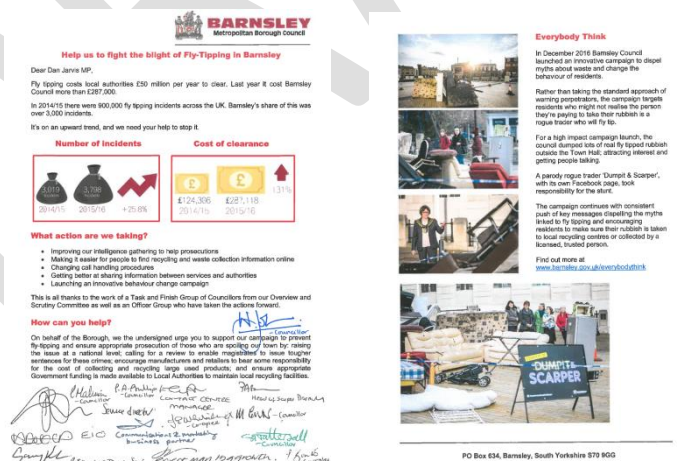
- 4.1 Initially, the TFG met to consider the scope of the investigation for this municipal year. This included reviewing what had been learnt during the first investigation and what Member actions needed to be undertaken, what other areas required further investigation including good practice around the Borough as well as undertaking ongoing monitoring of the Officer TFG.
- 4.2 The TFG met with officers and Members from the Dearne Area, to understand more about the work taking place in the local area to both prevent fly-tipping and improve the local environment. The group also met with legal representatives of the Council to understand the prosecution process in detail including sentencing guidelines for magistrates.
- 4.3 The TFG also met with representatives from the Officer TFG to understand how the original draft action plan had been taken forward, including formulation of the cross-directorate group as well as the detail of actions which had been taken and were still being planned.
- 4.4 In addition to these sessions, the TFG discussed how they would undertake the Member actions recommended from the original action plan to lobby MPs and Magistrates.

#### **5. What the Task & Finish Group found and action taken**

- 5.1 The TFG found evidence of excellent partnership working in the Dearne to tackle environmental issues including representatives from the public, private and voluntary sectors as well as local residents. Work was being undertaken to ensure the local community were involved in projects and facilitate them to take ownership of improving their local area. Good relationships have been developed with local private sector landlords to assist in tackling issues and preventative support measures are being put in place for residents to change behaviours rather than just take enforcement action.
- 5.2 By understanding legal processes in relation to enforcement the TFG gained a greater understanding of the investigative works being undertaken to ensure prosecutions as well as the processes Magistrates have to follow to issue penalties. Again there was evidence of officers working across services to gather intelligence and recent developments following the formulation of the Officer TFG.
- 5.3 As work was undertaken to develop the local fly-tipping campaign as part of the Officer TFG's work, the Member TFG were consulted along with Council staff regarding the designs and also attended the launch which attracted local and national media attention:



- 5.4 In addition to the launch of the fly-tipping campaign, the Member TFG found that the forming of the officer group had facilitated improvements in cross-directorate relationships. Officers from different services had come together and better understood the challenges of each other's roles and had changed their working practices to better gather intelligence to facilitate prosecutions. This includes amendments made to how the Customer Services team handle reports for fly-tipping. Also, work was being done through Regulatory Services to remind businesses of their duties in relation to waste management and highlight the Council services available.
- 5.5 Fly-tipping continues to be an issue for Councils around the country. The Government Department for Environment, Food and Rural Affairs (DEFRA) has recently published the data for England during 2015/16 which shows that local authorities dealt with 936,000 fly-tipping incidents which is a 4% increase since last year. A third of all incidents consisted of a quantity equivalent to a 'small van load'; the second largest category which accounted for 29% of incidents was a 'car boot load'. The estimated cost for the clearance of fly-tipping in England in 2015/16 was £49.8 million. Our local data indicates that there has been a 25.8% increase in fly-tipping incidents from 3019 in 2014/15 to 3798 in 2015/16. This is lower than the 41.4% increase in fly-tipping incidents between 2013/14 and 2014/15; however the cost of clearance has gone from £124,306 in 2014/15 to £287,118 in 2015/16.
- 5.6 To complete the Member actions from the original work to lobby MPs and Magistrates to highlight the issues faced by local services in tackling fly-tipping, documents have been developed and signed by members of both the Member and Officer TFGs to highlight the one council approach to tackling this issue. The documents outline the work the Council is taking, how MPs and Magistrates can help us fight against this blight on our Borough and reminds them of the launch of our local campaign.



**BARNSELEY**  
Metropolitan Borough Council

**Help us to fight the blight of Fly-Tipping in Barnsley**

Dear Councillor,

Fly tipping costs local authorities £50 million per year to clear. Last year it cost Barnsley Council more than £287,000.

In 2014/15 there were 100,000 fly tipping incidents across the UK. Barnsley's share of this was over 3,000 incidents.

It's on an upward trend, and we need your help to stop it.

Number of Incidents		Cost of clearance	
2014/15	3019	£124,306	2014/15
2015/16	3798	£287,118	2015/16
+25.8%		+131%	

**What action are we taking?**

- Improving our intelligence gathering to help prosecutions
- Making it easier for people to find recycling and waste collection online
- Changing call handling procedures
- Getting better at sharing information between services and authorities
- Launching an innovative behaviour change campaign

**How can you help?**

On behalf of the Borough, we the undersigned urge you to support our campaign to prevent fly tipping and ensure appropriate prosecution of those who are causing our town by making the issue at a national level, calling for a review to ensure responsibility to issue tougher sentences for those who cause environmental damage and ensure appropriate Government funding is made available to Local Authorities to maintain local recycling facilities.

*[Signatures of Councillors and Officers]*

**Everybody Think**

In December 2016 Barnsley Council launched an innovative campaign to dispel myths about waste and change the behaviour of residents.

Rather than taking the standard approach of warning perpetrators, the campaign targets residents who might not realise the person they're trying to take their rubbish is a rogue trader who will fly tip.

For a high impact campaign launch, the council dumped lots of real fly tipped rubbish outside the Town Hall, attracting interest and getting people talking.

A parody rogue trader 'Dumpit & Scarper', with its own Facebook page, took responsibility for the stunt.

The campaign continues with consistent push of key messages clearing the myths linked to fly tipping and encouraging residents to make sure their rubbish is taken to local recycling centres or collected by a licensed, trusted person.

Find out more at [www.barnsley.gov.uk/council/citythink](http://www.barnsley.gov.uk/council/citythink)

PO Box 634, Barnsley, South Yorkshire S70 9GG

## 6. Recommendations

- 6.1 During the investigations, the TFG members made a number of suggestions and recommendations regarding the work being undertaken which the services were able to consider as part of their work. In addition to these suggestions, the TFG recommends the following:

6.2 **Recommendation 1: The OSC facilitates the Fly-Tipping TFG to continue its work during the 2017/18 municipal year**

As fly-tipping continues to be an issue, further work needs to be done to take the campaign out to Area Councils such as incorporating the campaign materials in local publications and amongst local media networks. Members continue to receive a number of queries regarding fly-tipping and there are still a number of myths around, for example, the use of Household Waste Recycling Centres (HWRCs). Therefore the TFG can both engage with the Environment Agency as well as complete a frequently asked questions (FAQ) sheet which could be used by both Members and officers to deliver consistent messages. There is also potential to work with neighbouring Councils on tackling some of these issues.

6.3 **Recommendation 2: Services continue to facilitate officers from across the Council to attend and action the work of the Officer Fly-Tipping TFG**

One of the recommendations in the original draft action plan was for services to come together to jointly tackle the issue of fly-tipping. Due to the complexities involved in tackling fly-tipping it requires a cross-directorate approach and it is important officers are given the opportunity to share intelligence and amend operational activities accordingly.

6.4 **Recommendation 3: Sustained investment is made in the Fly-Tipping Campaign**

Since the launch of the media campaign in December 2016, it is important that the momentum from this is not lost and services continue to push this through both social and printed media channels. Cross-Directorate sustained investment is required both to continue with existing work as well as resource to develop new materials to take the campaign out to other stakeholders in our communities for example schools, private sector landlords and Berneslai Homes.

6.5 **Recommendation 4: An all-member information brief (AMIB) is held so that ALL Members are aware of and are updated in relation to key issues in relation to fly-tipping and the action being taken**

This will help raise awareness of all the work which has been undertaken in relation to fly-tipping, including sentencing guidelines of Magistrates, use of HWRCs, as well as further work which is planned. This session could also be used to gather information from all Members regarding queries they receive in relation to fly-tipping and any action they have taken as an Area Council, to learn from and share best practice.

The TFG would also like to take this opportunity to thank all those who provided information, attended events and assisted with the investigation.

7. **Implications for local people / service users**

7.1 The issue of fly-tipping is prevalent across the Borough; therefore improvements in this area of work have implications across the area. Residents are being involved in work in their local communities and by them being increasingly aware of the problem and associated costs through campaign materials should improve intelligence gathering and the prosecution of those committing this crime.

## **8. Financial implications**

- 8.1 There are no specific financial implications, although in responding to the recommendations in the report, the financial implications of these would need to be fully assessed by the appropriate services responding which may be the Council or other agencies.

## **9. Employee implications**

- 9.1 There are no specific employee implications, although in responding to the recommendations in the report, the employee implications of these would need to be fully assessed by the appropriate services responding which may be the Council or partnership agencies.

## **10. Communications implications**

- 10.1 To combat the issue of fly-tipping it would be impractical and ineffective to rely solely on enforcement action, therefore a joined up, holistic approach is required. A key focus to help prevent fly-tipping is communication activity, to reduce the incidents by raising awareness of the issues and costs, and making fly-tipping socially unacceptable.
- 10.2 In December 2016 the Council launched an innovative campaign to dispel myths about waste and change the behaviour of residents. Rather than taking the standard approach of warning perpetrators, the campaign targets residents who might not realise the person they're paying to take their rubbish is a rogue trader who will fly tip.
- 10.3 For a high impact campaign launch, the council dumped lots of real fly tipped rubbish outside the Town Hall; attracting interest and getting people talking. A parody rogue trader 'Dumpit & Scarper', with its own Facebook page, took responsibility for the stunt.
- 10.4 The campaign continues with a consistent push of key messages dispelling the myths linked to fly tipping and encouraging residents to make sure their rubbish is taken to local recycling centres or collected by a licensed, trusted person. Cross-Directorate sustained investment in this campaign is required to ensure its momentum is not lost and targeted work can be done with key stakeholders such as schools and landlords.

## **11. Consultations**

- 11.1 Consultations have taken place with Councillor Gill Carr (TFG Lead Member), Councillor Robert Frost, Councillor Wayne Johnson, Councillor Caroline Makinson, Councillor Pauline Phillips, Councillor Harry Spence and Councillor Sarah Tattersall, Co-opted Members Joan Whitaker and Pauline Gould and representatives from the Council Officer TFG, Claire Dawson, Councillor May Noble, Councillor Roy Miller and the Senior Management Team.

## **12. The Corporate Plan and the Council's Performance Management Framework**

- 12.1 One of the Council's strategic priorities is to have 'Strong and Resilient Communities'. Within this, 'Outcome 11' focuses on 'protecting the Borough for future generations', describing how we must ensure the effective collection and disposal of waste to protect the environment for the future. This requires encouraging residents, businesses and visitors to the Borough to ensure they recycle and correctly dispose of their waste, not only to protect the environment but to minimise associated costs and protect savings for other important services.
- 12.2. The formulation and continued meeting of the Officer Fly-Tipping TFG is evidence of this issue requiring a One Council response, with representation and action taken from across all Council Directorates.
- 12.3 As evidenced in the Council's Corporate Performance Report, fly-tipping continues to be an issue in the Borough, therefore the group will continue to investigate and take action in relation to this area of work.

## **13. Risk management issues**

- 13.1 Although not logged as a specific risk in the Council's Strategic Risk Register (SRR), the issue cuts across a number of risk areas such as economic growth, health and wellbeing and stakeholder engagement.
- 13.2 It is envisaged that the findings of the Overview and Scrutiny TFG will contribute towards the effective mitigation of these risks through the implementation of recommendations detailed in section 6 of this report.
- 13.3 The findings of the TFG, detailed in section 6 will be discussed between the Risk and Governance Manager, and relevant risk owners as part of the review of the SRR, and operational risk registers during 2017. A number of the actions detailed in section 6 may at that stage be included within the appropriate risk register as risk mitigation actions.

## **14. Health, safety, and emergency resilience issues**

- 14.1 Fly-tipping can cause serious pollution to the environment as well as risks to human health, wildlife and animals. National data shows that in 2014/15 nearly half of all fly-tipping incidents (48%) were on highways (2015/16 data not currently available). This can cause serious risks to road users, therefore it is important that work is undertaken to combat this issue.

## **15. Promoting equality, diversity, and social inclusion**

- 15.1 To ensure the correct disposal of waste, it is essential that all our communities understand how to correctly use local methods and facilities. Therefore when undertaking campaigns to highlight the issue of fly-tipping a variety of methods have been used including social media, videos, printed text so that the information is accessible to all our communities and promote social inclusion.



## **16. Reduction of crime and disorder**

- 16.1 Fly-tipping is a criminal activity and is considered as part of the local area's Joint Strategic Intelligence Assessment (JSIA). Large costs are associated with undertaking enforcement action; therefore it is impractical to rely solely on this to deal with the issue. It is important that residents are encouraged to be alert to the issue, reporting concerns and intelligence to appropriate agencies to assist with tackling the problem and reducing this crime.

## **17. Glossary**

AMIB – All Member Information Brief

BMBC – Barnsley Metropolitan Borough Council

DEFRA - Department for Environment, Food and Rural Affairs

HWRC – Household Waste Recycling Centre

OSC - Overview and Scrutiny Committee

TFG – Task and Finish Group

## **18. Background papers**

- Defra Fly-tipping Statistics for England 2014/15:  
[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/469566/Flycapture\\_201415\\_Statistical\\_release\\_FINAL.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/469566/Flycapture_201415_Statistical_release_FINAL.pdf)
- Defra Fly-tipping Statistics for England 2015/16:  
[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/595773/Flytipping\\_201516\\_statistical\\_release.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/595773/Flytipping_201516_statistical_release.pdf)
- Council's 2016-17 Q3 Corporate Performance Report:  
<http://barnsleymbc.moderngov.co.uk/documents/s18006/Appendix%201.pdf>

Officer Contact: Anna Marshall Telephone No: 01226 775794 Date: 24th March 2016

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**BARNSLEY METROPOLITAN BOROUGH COUNCIL**

**This matter is not a Key Decision within the council's definition and has not been included in the relevant Forward Plan.**

**Report of the Director of Human Resources,  
Performance and Communications.**

**SCRUTINY TASK AND FINISH GROUP (TFG) REPORT ON FLOODING**

**1. Purpose of report**

- 1.1 To report to Cabinet the findings of the Overview & Scrutiny Committee (OSC) from the investigation undertaken on its behalf by the Flooding Task & Finish Group (TFG) to review what has been learnt since the 2007 floods, what has been put in place, as well as make recommendations for improvements.

**2. Recommendations**

- 2.1 **That Cabinet considers the conclusions and recommendations set out in section 6 as a result of the TFG's review of Flooding in Barnsley.**

**3. Introduction/Background**

- 3.1 Following the Pitt Review, Scrutiny was given powers to investigate activities in relation to flood risk management; this includes information outlined in the Flood and Water Management Act 2010. Given the devastation that recent flooding events have caused, the impact of climate change and the increase in incidents of flooding, this TFG was established to consider Barnsley's position in relation to this. Specifically to investigate: what has been learnt since the 2007 floods including what preventative measures are in place; the emergency response; and how we have assisted communities to be prepared, particularly those in high risk areas.

- 3.2 The members of the TFG who undertook this investigation included the following: Councillor Paul Hand-Davis (TFG Lead Member), Councillor Gail Charlesworth, Councillor Jeff Ennis, Councillor Annette Gollick, Councillor Ralph Sixsmith, Councillor Harry Spence and Councillor Sarah Tattersall. Due to the high risk of flooding in the Darfield Ward and as none of these Members are on the OSC, they were co-opted onto the TFG to facilitate their contribution to the investigation: Councillor Dorothy Coates, Councillor Pauline Markham and Councillor Caroline Saunders.

**4. What the Task & Finish Group (TFG) looked at**

- 4.1 Initially, the TFG met to consider the scope of the investigation. This included discussing their key concerns and experiences of dealing with flooding issues in their local communities as well as services they would like to engage with.
- 4.2 The TFG undertook a number of 'check and challenge' sessions with officers and the Cabinet Member for the Place Directorate regarding the work being carried out

and future plans. This involved asking questions of them regarding their work, their involvement and partnership working with other agencies including the impact of this on Barnsley residents. This included meeting with: Council representatives working at both a strategic and operational level in the Place Directorate including those from Highways, Engineering and Transport; representatives from the Council's Health, Safety and Emergency Resilience Service; as well as a representative from the Environment Agency (EA).

- 4.3 In addition to these sessions, the TFG met with a group of residents from the Dearne who had been affected by the 2007 floods and had ongoing concerns regarding flood risk management in their local area.

## **5. What the Task & Finish Group found**

- 5.1 Through undertaking the 'check and challenge' sessions, the TFG found evidence of a variety of work which has taken place since the 2007 floods. This includes a number of schemes undertaking flood alleviation works to watercourses as well as residential properties. It is testament to the work undertaken that despite river levels being higher in 2012, only 6 properties were affected, compared with 660 affected in the 2007 floods.
- 5.2 Due to recent events, flooding is on the agenda locally, regionally and nationally which helps to ensure this is on the government radar and that resources are made available. A lot of work is being undertaken regarding flood alleviation and a number of reports have been published regarding findings and recommendations regarding how local areas can better plan and prevent flooding. One of the key documents is the Pitt Review which was undertaken as a result of the 2007 floods and contains 92 recommendations. The TFG has reviewed those relevant to Barnsley and has sought assurance that actions have been undertaken or plans are in place to complete them.
- 5.3 The TFG found evidence of some good partnership working in relation to flooding. For example, the EA working with the Council to implement water management schemes and assess planning applications to ensure developments do not have an adverse impact on flooding in the borough. The EA also advised that Barnsley had been effective in applying for funding for schemes in Barnsley, however due to limited resources, additional funding was available but applications for this would need to be completed. Work in partnership with Yorkshire Water is also undertaken; however challenges arise in terms of Barnsley schemes being prioritised due to pressures from other areas such as Calderdale.
- 5.4 A particular area of concern for the TFG is the increase in flash-flooding events where heavy rainfall causes localised flooding where drains are unable to cope with the amount of water, particularly if they have not been cleared. The TFG welcomed the information that in-cab GPS technology will shortly be used to undertake drainage management, which locates gullies and will gather intelligence over time regarding how often each one should be cleared.
- 5.5 The TFG also learned about specific flood plans being pulled together for local areas at Ward level, which include the use of flood stores. Different areas were at different stages with their plans and it is evident that there are a number of differing

opinions regarding what should be done in response to a flooding emergency, which creates challenges in terms of officers managing and resourcing responses. It was also highlighted that flood stores should not be seen as a panacea in response to flooding as their contents are limited.

## **6. Recommendations**

- 6.1 During the investigations, the TFG members made a number of suggestions and recommendations regarding the work being undertaken which the services were able to consider as part of their work. An example includes ensuring that information regarding Flooding is available under 'F' on the Council's website A-Z list to enable easier access to information rather than requiring customers to go through 'Highways and Drainage'. Also, ensuring links to information on surface water flooding are available from this page as this is an increasing problem and cause for customer enquiries, as well as links to the government's national flood campaign information. In addition to these suggestions, the TFG recommends the following:
- 6.2 **Recommendation 1: An all-member information brief (AMIB) is held so that ALL Members are aware of and are updated in relation to key flood risk management issues including supporting community resilience**  
This will help raise awareness of all the flood prevention work which has been undertaken both regionally and locally including works to properties and watercourses as well as planning policy implementation. Also this could be followed by a drop-in session for Members to discuss specific concerns in their wards.
- 6.3 **Recommendation 2: Barnsley Leadership Team (BLT) to engage in Emergency Planning to ensure all departments are prepared**  
To ensure the Council is resilient during emergencies and given the turnover of staff since the 2007 floods, the Council needs to ensure it is prepared should another similar event occur, for example being able to quickly access information regarding vulnerable residents.
- 6.4 **Recommendation 3: Emergency contact information card to go into the New Members Induction Pack**  
The small card which has been issued to all Elected Members with Out-of-Hours service contact numbers on should be included in the New Members Induction Pack to ensure all Members receive this information and are aware of the Council's on-call facilities.
- 6.5 **Recommendation 4: Intelligence regarding culverts, trash screens and flood-risk spots should be shared with Ward Alliances, enabling them to monitor and report issues**  
Sharing information with community members regarding water management infrastructure and risk areas in their local community will raise awareness amongst them regarding flooding. This alongside encouraging them to keep a watch on these when they are out in their community, for example checking trash screens are clear of debris and reporting issues via our customer services team, will enable issues to be dealt with in a timely way and avoid flooding incidents.

**6.6 Recommendation 5: Agree Council-wide principles regarding the response in a flooding event**

The TFG are aware that there are differing opinions amongst both Members and officers regarding what the Council's response should be in a flooding event, therefore it would be useful for cross-Council agreement to be sought so that appropriate resources can be put in place to respond and so that consistent messages can be given to our communities.

**6.7 Recommendation 6: Ensure local flood plans are finalised**

The TFG is conscious that completion of a number of local flood plans is still outstanding and a number of details missing such as key holders for flood stores and contingency plans for access. The TFG is cognisant of the previous recommendation regarding agreement of what the response should be, however feels it is vital completion of these is prioritised to ensure our communities are prepared. To enable completion of local flood plans it is important our communities engage to facilitate this. Additionally, our communities need to be proactive in taking preventative measures to protect their homes from flooding both in terms of their property's infrastructure, ensuring they have appropriate insurance cover and utilise information available on the Government's 'Floodaware' Campaign website: <https://floodsdestroy.campaign.gov.uk/>

**6.8 Recommendation 7: Investigation regarding the residents' flooding concerns in the Dearne to be followed up**

Further to the TFG meeting residents in the Dearne, the group is aware officers have already undertaken work to follow this up which the group welcomes. The group therefore requests that this is finalised in liaison with other agencies as indicated including the EA.

The TFG would like to take this opportunity to thank all those who provided information and assisted with the TFG's investigation.

**7. Implications for local people / service users**

- 7.1 Extensive works to both water courses and properties in the borough have been undertaken which have largely prevented flood damage in our local communities. It is important that such works continue and that our communities are encouraged to gather and report intelligence in relation to flood risks. By agreeing Council-wide principles regarding the response in a flooding event should enable both officers and Members to deliver consistent messages and support in an emergency.

**8. Financial implications**

- 8.1 There are no specific financial implications, although in responding to the recommendations in the report, the financial implications of these would need to be fully assessed by the appropriate services responding.

**9. Employee implications**

- 9.1 There are no specific employee implications, although in responding to the recommendations in the report, the employee implications of these would need to be fully assessed by the appropriate services responding.

## **10. Communications implications**

- 10.1 The work which has taken place in relation to flood prevention in the borough highlighted in the report should be shared and celebrated. By holding an AMIB, Members will be better aware of the work which has taken place in relation to flooding and how to be prepared in future. It is also important that our communities are aware of flood risks in their local areas so they are engaged and can share intelligence to protect their local community.
- 10.2 In planning for emergency incidents and when they arise, it is important that clear, timely and accurate information is available on the Council's website and social media channels, both to prevent unnecessary contact as well as facilitate ease of access of those who need to contact services.

## **11. Consultations**

- 11.1 Consultations have taken place with the Flooding TFG Members, Councillor Roy Miller, Council Officers Ian Wilson, Derek Bell, Sean Davis, Simon Dobby and the Senior Management Team as well as Simon Mann from the Environment Agency.

## **12. The Corporate Plan and the Council's Performance Management Framework**

- 12.1 As outlined in the Corporate Plan, the three priorities for Barnsley are: a thriving and vibrant economy, strong and resilient communities; and citizens achieving their potential. To contribute to achieving these, we need to ensure flood risk management is considered. This includes ensuring the homes we are building are fit for purpose and take account of flood risk, that we protect our borough for future generations and support our communities to be resilient.

## **13. Risk management issues**

- 13.1 The ability of the Council to be able to respond effectively in the event of an emergency event is logged as a risk in the Council's Strategic Risk Register (SRR) ('Failure to be prepared to assist in the event of an emergency resilience event in the region'). This risk is currently logged as being red' due to the significant impact on the Borough, and its residents if the Council is unable to respond and assist appropriately.
- 13.2 It is envisaged that the findings of the Overview and Scrutiny TFG will contribute towards the effective mitigation of this risk through the implementation of recommendations detailed in section 6 of this report.
- 13.3 The findings of the TFG, detailed in section 6 will be discussed between the Risk and Governance Manager, and the Head of Health and Safety as part of the review of the SRR which is due to be reviewed during March 2017. A number of these actions may at that stage be included on the SRR as risk mitigation actions.

## **14. Health, safety, and emergency resilience issues**

- 14.1 Ensuring BLT and Council services are prepared to respond in an emergency is critical, therefore it is important that BLT engage in emergency planning activities and ensure plans are in place and relevant information available in their services. It is also important Members are aware of how to respond in an emergency and are able to give consistent messages to our communities.

## **15. Promoting equality, diversity, and social inclusion**

- 15.1 The TFG highlighted that particularly in an emergency response, we need to ensure our customer needs are met, particularly those who are vulnerable, have disabilities and would need additional support should an emergency flooding event occur.

## **16. Glossary**

AMIB – All Member Information Brief  
BMBC – Barnsley Metropolitan Borough Council  
EA – Environment Agency  
OSC – Overview and Scrutiny Committee  
TFG – Task and Finish Group

## **17. Background papers**

- Government 'Floodaware' Campaign Website:  
<https://floodsdestroy.campaign.gov.uk/>
- Government Website: Find out if you're at risk of Flooding & sign up to Flood Alerts: <https://www.gov.uk/check-flood-risk>
- National Flood Resilience Review (Sept 2016):  
[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/551137/national-flood-resilience-review.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/551137/national-flood-resilience-review.pdf)
- Pitt Review of the 2007 Floods:  
[http://webarchive.nationalarchives.gov.uk/20100807034701/http://archive.cabinetoffice.gov.uk/pittreview/\\_media/assets/www.cabinetoffice.gov.uk/flooding\\_review/pitt\\_review\\_full%20pdf.pdf](http://webarchive.nationalarchives.gov.uk/20100807034701/http://archive.cabinetoffice.gov.uk/pittreview/_media/assets/www.cabinetoffice.gov.uk/flooding_review/pitt_review_full%20pdf.pdf)
- Defra: Government Response to the Pitt Review:  
[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/194675/govtresptopitt2008.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/194675/govtresptopitt2008.pdf)

Officer Contact: Anna Marshall Telephone No: 01226 775794 Date: 24th March 2017



**BARNSELY METROPOLITAN BOROUGH COUNCIL**

**This matter is not a Key Decision within the Council's definition and has not been included in the relevant Forward Plan**

**Report of the Director of Public Health  
22<sup>nd</sup> March 2017**

**DIRECTOR OF PUBLIC HEALTH ANNUAL REPORT 2016**

**1. Purpose of report**

The aim of this report is to provide Cabinet members with information about the Director of Public Health 2016 annual report.

**2. Recommendations**

That the contents of the Director of Public Health 2016 annual report be noted.

**3. Introduction**

**3.1 National context**

The Director of Public Health (DPH) is as independent advocate for the health of the population and system leadership for its improvement and protection. The independence is expressed through the DPH Annual Report – an important vehicle for providing advice and recommendations on population health to both professionals and public – providing added value over and above intelligence and information routinely available.

The annual report is the DPH's professional statement about the health of local communities, based on epidemiological evidence, and interpreted objectively. However it is not just the annual review of public health outcomes and activity. The annual report is an important vehicle by which the DPH can identify key issues, flag up problems, report progress and thereby serve their local populations.

It is a valuable process for internal reflection and team prioritisation as well as external engagement and awareness raising.

**3.2 Local context:**

For most people, what matters is not so much how many years they live, but being healthy for the years that they are alive. Many people are keen to state they do not want to live an extra ten years, if for those years they are suffering.

The Office for National Statistics publishes 'healthy life expectancy' figures. In Barnsley healthy life expectancy for men is 57.5 years and for women 56.3 years. This is the number of years lived in 'good' health.

Barnsley residents will spend a significant proportion of their lives not in good health and this begins early and well before retirement age. For women, almost a third of their lives could be spent in ill health.

The DPH annual report (2016) is a short film which aims to find out what 'being healthy' means to those living and working in Barnsley and how our approach to promoting good health might need to change from the decisions we make to the services we provide.

**4. Proposal and justification**

This short film will be used to communicate the work of the public health within BMBC to the public, BMBC staff and partners.

**5. Consideration of alternative approaches**

Instead of a traditional long paper report, a short video has been produced which will make the content more accessible to a wider audience. The video is easily understandable for members of the public and those professionals who are not public health specialists.

**6. Implications for local people / service users**

The video provides the views and opinions on what 'being healthy' means to those living and working in Barnsley to inform the Council's decision making with regards to improving healthy life expectancy.

**7. Financial implications**

There are no financial implications.

**8. Employee implications**

There are no employee implications.

**9. Communications implications**

The Director of Public Health's 2016 annual report will be publicly launched on 6<sup>th</sup> April 2017. A communications plan has been produced with a significant focus on the use of social media.

**10. Consultations**

The theme of the report has been shared with People, Place and Communities.

**11. The Corporate Plan and the Council's Performance Management Framework**

The film and subsequent actions to be taken will contribute to the 3 priorities within the Corporate Plan:

- thriving and vibrant economy
- people achieving their potential
- strong and resilient communities

**12. Promoting equality, diversity, and social inclusion**

The film and subsequent actions will ensure that commissioned services and programmes of work continue to promote equality, diversity and social inclusion.

**13. Tackling the Impact of Poverty**

There are no issues relating to tackling the impact of poverty.

**14. Tackling health inequalities**

The film and subsequent actions will ensure that commissioned services and programmes of work continue to tackle health inequalities

**15. Reduction of crime and disorder**

The film and subsequent actions will not impact on the reduction of crime and disorder.

**16. Risk management issues**

There are no risk management issues to consider.

**17. Health, safety, and emergency resilience issues**

There are no health, safety and emergency resilience issues to consider.

**18. Compatibility with the European Convention on Human Rights**

Not applicable

**19. Conservation of biodiversity**

Not applicable

Officer Contact: Diane Lee    Telephone No: 01226 776367    Date: 22<sup>nd</sup> March 2017

Financial Implications /  
Consultation



.....  
(To be signed by senior Financial Services officer  
where no financial implications)

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**BARNSELY METROPOLITAN BOROUGH COUNCIL**

**This matter is not a Key Decision within the Council's definition and has not been included in the relevant Forward Plan**

**Report of the Executive  
Director of Legal and  
Governance**

**Community Governance Review**

**1. Purpose of report**

- 1.1 To recommend that the council undertakes a Community Governance Review.

**2. Recommendations**

- 2.1 That the council undertakes a community governance review under the terms of reference outlined in Appendix 1.

**3. Introduction**

- 3.1 Community governance reviews provide the opportunity for principal councils to review and make changes to community governance within their areas. It can be helpful to undertake community governance reviews in circumstances such as where there have been changes in population, or in reaction to specific or local new issues.
- 3.2 Local Government and Public Involvement and Health Act 2007 transferred the power to undertake a Community Governance Review to Local Authorities. Local Authorities have discretion on when to conduct reviews but government guidance indicates that they should be conducted at least every 10 years.
- 3.3 Barnsley MBC has never conducted a community governance review for the entire borough and 2017 is the opportune time to conduct a review to ensure that we are adhering to government guidance and that any changes agreed to are in place in good time for the next scheduled parish council elections in 2019. As there are no scheduled elections in 2017 there is capacity within Electoral Services to carry out the review that would be unavailable in future years where there are elections.
- 3.4 There are currently 17 parishes in the Barnsley MBC area, 16 parish councils and a parish meeting: Billingley Parish Council, Cawthorne Parish Council, Dunford Parish Council, Great Houghton Parish Council, Gunthwaite & Ingbirchworth Parish Council, High Hoyland Parish Meeting, Hunshelf Parish Council, Langsett Parish Council, Little Houghton Parish Council, Oxspring Parish Council, Penistone Town Council, Shafton Parish Council, Silkstone

Parish Council, Stainborough Parish Council, Tankersley Parish Council, Thurgoland Parish Council and Wortley Parish Council.

#### **4. Proposal and justification**

4.1 That a Community Governance Review of the entire borough be undertaken.

4.2 That the review should consider:

- The modification of parish boundaries due to any recent or pending housing developments within the parished areas
- The grouping together of parishes where one or more parishes are struggling to sustain themselves
- The electoral arrangements of the parishes including the number of members of each council and any warding arrangements
- The creation of a new parish if there is interest from the community
- The dissolution of parishes if no other way of sustaining the parish can be found. Government guidance advises against the dissolution of a parish unless there is no alternative, therefore the review is only likely to recommend this option in very exceptional circumstances.

#### **5. Consideration of alternative approaches**

5.1 The council could choose not to conduct a community governance review. This would leave us open to criticism as we would not be adhering to guidance on this issue. It would also increase the likelihood of a petition to compel us to hold a review.

#### **6. Implications for local people / service users**

6.1 There are no direct implications from this report as the final proposals are subject to a final vote from council.

#### **7. Financial implications**

7.1 None.

#### **8. Employee implications**

8.1 None

#### **9. Communications implications**

9.1 None

#### **10. Consultations**

10.1 None

**11. Background papers**

11.1 None.

Officer Contact: A.C. Frosdick, Telephone No: Ext 3001, Date:

Financial Implications / Consultation ..... <i>(To be signed by senior Financial Services officer where no financial implications)</i>
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## **Community Governance Review – Terms of Reference**

That a community governance review be carried out by Barnsley Metropolitan Borough Council under the provisions of the Local Government and Public Involvement in Health Act 2007 (“the 2007 Act”). The review shall comply with the legislative requirements, have regard for the associated statutory guidance and will be conducted in accordance with these terms of reference. The review shall be of the community governance needs of the whole of the local authority area of Barnsley MBC. It shall have particular regard for the need to secure that community governance within the area under review:

- reflects the identities and interests of the communities in that area; and
- is effective and convenient.

When carrying out the Community Governance Review, the Barnsley MBC must also take into account other existing or potential community governance arrangements (other than those relating to parishes) in determining what parish arrangements to recommend. Following the review we shall make recommendations as to:

- whether or not to establish new parishes, the name of any new or existing parish and the styling (i.e. parish, community, neighbourhood or village) of any new parish;
- the retention, abolition or alteration of the area of the existing parishes; and
- whether or not any new or existing parish should have a parish council (subject to the particular restrictions on recommendations in this area set out in s.94 of the 2007 Act) and the electoral arrangements of any new or existing parish council – including the ordinary year of election, warding and number of councillors.

Following the review we may make recommendations as to:

- Whether or not to introduce any new community governance arrangements other than those relating to parishes and parish council's.
- the grouping (under a common parish council) of parishes;

The review shall invite and take account of submissions from all interested parties.

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## BARNSELEY METROPOLITAN BOROUGH COUNCIL

This matter is not a Key Decision within the Council's definition and has not been included in the relevant Forward Plan

**Report of the Executive  
Director - Communities**

### **Barnsley All Age Early Help Strategy (2017-2020)**

#### **1. Purpose of report**

- 1.1 The purpose of the report is to seek members approval of the All Age Early Help Strategy (2017-2020) and the key priorities and outcomes identified therein.

#### **2. Recommendations**

- 2.1 Cabinet members are asked to:-

- 2.1.1 Receive and endorse the All Age Early Help Strategy (2017-2020).
- 2.1.2 Agree to receive an annual position statement on the delivery of the All Age Early Help Strategy (2017-2020) and priorities for the coming year.
- 2.1.3 Note the proposal for the strategy to be adopted by the Health and Wellbeing Partnership and an associated ask for sponsorship through constituent organisations.

#### **3. Introduction**

- 3.1 Early Help is about empowering people to access the help they need early and supporting individuals, families and communities to do more for themselves. It is about changing our culture and re-focussing our approach along with our collective resources on the root causes of problems thereby reducing the demand on high-cost services and improving the outcomes for individuals, families and communities.
- 3.2 Early help is everyone's responsibility and requires cross-sector integrated approaches to ensure opportunities to support vulnerable individuals, families and communities are maximised and people get the help they need early.
- 3.3 Resilient and connected communities are crucial to not only helping each other and themselves to recognise when early help might be needed but also to ensuring there is strength and capacity to help vulnerable individuals and families to help themselves wherever possible.

3.4 The strategy (**Appendix 1**) provides a platform from which to drive forward our collective approaches to Early Help in Barnsley building on existing solid foundations and successes achieved across the system including our work in relation to community safety, healthy lifestyles, Think Family and Family Centres and the valuable work of our communities.

3.5 The strategy contributes towards the Council Vision of “A Brighter Future, A Better Barnsley” and three priorities, namely:

- Thriving & Vibrant Economy
- People Achieving Their Potential
- Strong & Resilient Communities

The priorities in this Strategy will also make a significant contribution towards achieving the council’s 2020 Future Council outcomes and targets.

3.6 The strategy will serve to further strengthen our response to the Sector Led Peer Review undertaken in October 2015 ensuring Early Help is seen and embedded as a continuum with smooth transitions across all age and life stages.

3.6 The Strategy sets out a clear vision, priorities and outcomes based on a number of intelligence sources including the Joint Strategic Needs Assessment and Joint Strategic Intelligence Assessment. These are as follows:

***“Individuals and families are safe, healthy and resilient having the confidence and skills to thrive and achieve their full potential so that collectively, our communities achieve the best possible outcomes for themselves, their families and each other”.***

Priority	Outcome
Empowering local people and communities to build capacity and resilience to enable people and communities to do more for themselves.	Strong connected communities supporting themselves and each other to lead happy and fulfilling lives thereby reducing the demand on statutory services.
The right early help, in the right place at the right time.	Individuals, families and communities are self-aware, able to identify when they need support and engage appropriate services to maintain their independence and wellbeing.
Ensuring a whole system approach to early help with strong partnership working and system leadership.	Mature and adaptive partnerships which have shared ownership and accountability for the delivery of an effective help offer.

3.7 The Stronger Communities Partnership whilst working alongside the Safeguarding Boards, the Children’s Trust and the Safer Communities Partnership has overall responsibility for the delivery of the strategy and the strategic priorities contained therein. The Stronger Communities Partnership has established Early Help Delivery Groups to support the delivery of the Strategy. The Governance structure is outlined at **Appendix 2** to this report.

- 3.8 To ensure timely and effective delivery of the identified priorities and outcomes, delivery plans have been developed and a stratified performance management framework will be developed to align with each of the three high-level priorities. Progress in terms of key deliverables, performance and effective management of risk will be actively monitored by Delivery Groups and on a highlight and exception basis, by the Stronger Communities Partnership.
- 3.9 The strategy will be reviewed annually to ensure the Council and Stronger Communities Partnership remains agile and able to respond to any emerging trends and risks identified as part of the Joint Strategic Needs Assessment, Joint Strategic Intelligence Assessment, Poverty, Needs Assessment, Case Studies, Surveys and other forms of intelligence.

#### **4. Proposal and justification**

- 4.1 The proposal is for the strategy to be adopted by the Health and Wellbeing Partnership and an associated ask for sponsorship through constituent organisations, taking a medium-term approach to strategic planning with the development of a three year plan. This will ensure that collectively we work together to implement a whole lifetime planning approach supporting people across the life course ensuring that early help needs are identified and support is put in place whilst ensuring smooth transitions between all stages of life. Taking a medium-term approach to strategic planning will help to provide stability and a longer-term view of our Early Help approach ensuring coordination and connectivity across the system harnessing the collective resources to achieve the best possible outcomes for and in partnership with individuals, families and communities.

#### **5. Consideration of alternative approaches**

- 5.1 An alternative approach would be to adopt an annual planning cycle however, the Stronger Communities Partnership have taken the view that this is not a viable option as short-term planning approaches may potentially serve to cause fragility and uncertainty thereby reducing the effectiveness of the strategic planning processes.
- 5.2 A further alternative would be to adopt life-stage specific strategies one focusing on children and families and the other focusing on the needs of vulnerable adults. The Stronger Communities Partnership have taken a view that this is not the best course of action as a holistic approach to whole lifetime planning is required to ensure that individuals, families and communities are effectively supported across the life course ensuring smooth transitions between all stages of life.

#### **6. Implications for local people / service users**

- 6.1 Taking a three year approach to Early Help strategic planning will provide greater stability to local people. The strategy supports a whole system approach to early help ensuring people are able to access the right early help at the right time and place whilst empowering local people and communities to build capacity and resilience to enable them to do more for themselves and each other.

## **7. Financial implications**

- 7.1 There are no immediate financial implications to the report; however, organisations forming part of the Stronger Communities Partnership will need to ensure the Early Help priorities and focus areas are taken into account in their respective service and financial planning processes.

## **8. Employee implications**

- 8.1 There are no immediate employee implications as a result of the report.

## **9. Communications implications**

- 9.1 As a product of the Early Help Strategy (2017-2020), a Communication Plan will be produced to ensure stakeholders across the borough are fully aware of the Early Help strategic vision and priorities and are able to influence and inform delivery.

## **10. Consultations**

- 10.1 The Stronger Communities Partnership and key partners including South Yorkshire Police, South Yorkshire Fire and Rescue, Barnsley Clinical Commissioning Group, and Berneslai Homes have been engaged throughout the development of the all age Early Help Strategy (2017-2020) and fully endorse the vision, principles, priorities and desired outcomes.
- 10.2 The Council's Senior Management Team have been consulted and are committed to driving forward delivery against the strategy in order to realise the vision and outcomes agreed for Barnsley.

## **11. The Corporate Plan and the Council's Performance Management Framework**

- 11.1 The All Age Early Help Strategy (2017-2020) will support the delivery of the 2020 strategic priorities and outcomes:

### **Thriving and Vibrant Economy**

- Increase skills to get more people working

### **People Achieving their Potential**

- Every child attends a good school and is successful in learning and work
- Reducing demand through access to early help.
- Children and adults are safe from harm
- People are healthier, happier, independent and active

### **Strong and Resilient Communities**

- People volunteering and contributing towards stronger communities

- 11.2 The strategy directly supports two areas of change as detailed in the Corporate Plan 2017-2020 those being: early help & facilitating behavioural change. The guiding principles of the strategy promote empowerment rather than paternalism building on the assets of communities to further develop resilience and resourcefulness to support themselves and broader communities. Making every

contact count will be integral to the Early Help approach in Barnsley ensuring that pathways are clear and people get the right, timely early help they need.

- 11.3 Performance will be actively monitored to ensure continuous improvement through a stratified risk and performance framework alongside detailed delivery plans to ensure the best possible outcomes for individuals, families and communities.

## **12. Promoting equality, diversity, and social inclusion**

- 12.1 The principles of equality, diversity and social inclusion are supported throughout the Early Help Strategy (2017-2020). A summary Equality Impact Assessment has been undertaken to ensure some of the most vulnerable sections of the community are not adversely affected and are effectively supported through system-wide early help approaches.

## **13. Tackling the Impact of Poverty**

- 13.1 The strategy will support some of the most vulnerable individuals, families and communities. The strategy should have a positive impact on those living in poverty and at threat of poverty in the future by helping to ensure that people recognise the signs early, access the right help at the right time and are empowered to take control of their lives.

## **14. Tackling health inequalities**

- 14.1 The strategy will support individuals, families and communities to be healthy making healthier choices throughout their life course thereby tackling and helping to reduce health inequalities.

## **15. Reduction of crime and disorder**

- 15.1 The strategy will support individuals, families and communities to make better life choices. The Stronger Communities Partnership will forge strong links with the Safer Barnsley Partnership to harness collective resources to ensure early help is embedded in the collective approach to tackling crime and disorder across the Borough.

## **16. Risk management issues**

- 16.1 A robust and proportionate risk management plan will be put in place and overseen by the Stronger Communities Partnership who will actively manage current and emerging risks ensuring effective mitigating actions are implemented to support delivery of the Early Help Strategy (2017-2020) and associated priorities.

## **17. Health, safety, and emergency resilience issues**

- 17.1 There are no immediate health and safety, or emergency resilience issues associated with this strategy.

**18. Compatibility with the European Convention on Human Rights**

18.1 The all age Early Help Strategy (2017-2020) is compliant with the European Convention on Human Rights.

**19. Conservation of biodiversity**

19.1 There are no apparent implications resulting from this report.

**20. Glossary**

None

**21. List of appendices**

Appendix 1 – All Age Early Help Strategy (2017-2020)

Appendix 2 – Governance Structure

**22. Background papers**

N/A

Officer Contact Paul Hussey Telephone No 01226 775834

Financial Implications / Consultation



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(To be signed by senior Financial Services officer  
where no financial implications)





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# ALL AGE EARLY HELP STRATEGY 2017-2020

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## FOREWORD

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**The All Age Early Help Strategy (2017–2020) for Barnsley identifies a series of priorities where we feel collectively, that we can make a difference to achieve the best outcomes for individuals, families and communities within the borough.**

**It is important that in such times where resources are reducing and demand for specialist services is increasing, that we work together and pool our resources to ensure people in our communities get the right support, at the right time, in the right place to tackle problems early. Early help minimises the risk of problems becoming more severe and entrenched, and ensures that people are supported to achieve their full potential and lead fulfilling and rewarding lives.**

The Barnsley Strong Communities Partnership reports to the Health and Wellbeing Partnership, bringing together a range of public, private, voluntary, community and social enterprise partners. This strategy will maximise capacity and builds the resilience of individuals, families and communities. It will promote collective ownership and accountability for the delivery of our visions and priorities. Working across all sectors, we acknowledge that strong and resilient communities form the solid foundation on which to deliver this strategy.

The strategy outlines our strategic intentions and approach to ensure early help is understood, accessible and firmly embedded within the working practices of all agencies, promoting lifetime and whole-family planning to deliver effective early help in Barnsley.

We are therefore pleased to announce this strategy, and look forward to working together to ensure that local people and communities can reach their full potential and that together, we can achieve a brighter future, a better Barnsley.



Councillor Lamb, Barnsley Council,  
Chair of Stronger Communities Partnership



Councillor Platts, Barnsley Council,  
Chair of Stronger Communities Partnership



# INTRODUCTION AND OVERVIEW

The All Age Early Help Strategy is one of a number of strategies and plans which contribute towards the Health and Wellbeing Partnership vision, enabling the people of Barnsley to:

BE HEALTHY

STAY SAFE

ENJOY AND ACHIEVE

BE AN ACTIVE CITIZEN

EARN A GOOD LIVING

It recognises that well-timed support and intervention in one aspect of a person’s or family’s life can lead to resilience, confidence and achievement in other aspects of life. There is also an emphasis on the importance of working together effectively with other local partner organisations in the public and voluntary sector, and with local communities, to promote shared ownership of the outcomes we want to achieve.

### What is early help?

Early help is a simple concept; it is about changing our culture from an often late reaction and re-focussing our approach along with our resources on the root causes of problems. By doing so, outcomes for children, young people, families and vulnerable adults improve and costly statutory interventions are avoided.

Early help is about giving people the help they need as early as possible, and supporting individuals, families and communities to do more for themselves. Central to our early help approach is the early identification of children, young people, families and vulnerable adults who would benefit from early Help and a co-ordinated early assessment and response to help people improve their outcomes.

Early help may occur at any point in an individual’s life, and can involve interventions early on in life as well as interventions early in the development of a problem.

### Whose responsibility is early help?

Early help is everyone’s responsibility. Individually and collectively we all have a responsibility for developing self-resilience, ensuring people are supported to build on their strengths, recognise when help is needed early and to develop tools to tackle root causes of problems to maintain their independence and overall wellbeing.

Resilient and connected communities are crucial to not only helping each other and themselves to recognise when early help might be needed, but also to ensure there is strength and capacity to help vulnerable individuals and families to help themselves wherever possible.

An effective early help approach requires cross-sector integrated working to ensure opportunities to support vulnerable individuals, families and communities are maximised and people get the early help they need. All sectors including the public, private, voluntary and community have an important role to play in supporting vulnerable people in our communities to recognise early when help is needed and to access the right support, at the right time in the right place.

Working together in a smarter and more joined up way, means that we can achieve greater efficiencies, reduce demand on high-cost services and help vulnerable individuals and families to a position where they are safe, secure and confident and can be effectively supported by universal services and their broader communities to achieve the best possible outcomes.

### Working together locally

The Early Help Strategy provides the high level shared vision, outcomes and priorities that partners across the Health and Wellbeing Partnership will collectively work towards over the period of 2017 to 2020. Due to the nature of early help, these are supported by the following connected strategies, plans and commissioning intentions:







LINKS BETWEEN STP AND ALL AGE  
EARLY HELP STRATEGY

The strategic intentions and direction of these strategies, plans and associated equality scheme requirements align to ensure that, collectively, we work together to deliver effective approaches to early help. This will achieve the best possible outcomes for and in partnership with local people and our communities and keep people safe from harm.

Barnsley Place-based  
Plan Priorities

EarlyHelp Strategy  
shared Priorities

IMPROVING HEALTHY LIFE EXPECTANCY

- Improving mental health and wellbeing
- Improving support for older people

- The right early help, in the right place at the right time

- Changing the way we work together (new models of care)

- Ensuring a whole system approach to early help with strong partnership working and system leadership

- Building stronger communities and being in control of my wellbeing

- Empowering local people and communities to build capacity and resilience to enable them to do more for themselves

## OUR PRINCIPLES AND COMMITMENT

Our vision for early help in Barnsley is...

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**Individuals and families are safe, healthy and resilient, having the confidence and skills to thrive and achieve their full potential so that collectively, our communities achieve the best possible outcomes for themselves, their families and each other.**

**In order to realise our vision, we have developed the following guiding principles:**

### Addressing root causes and building resilience

People are supported to build on their strengths, to understand underlying factors and develop tools to tackle the cause of problems, building on the resourcefulness of their families and broader communities.

### Holistic service pathways

We will work together to deliver an early help offer which is appropriate and tailored to individual and family needs, rather than organisational boundaries.

### Early help is everyone's responsibility

As part of our wider community engagement strategy and "Barnsley Deal". This strategy recognises individual self-awareness, responsibility and accountability. We will work together to ensure individuals and families receive the right support, at the right time in the right place to build resilience and achieve their maximum potential.

### Wraparound transitional support

Individuals and families are supported to ensure that needs are met as early as possible with appropriate step-up and step-down.

### There is 'no wrong door'

We will make every count, ensuring that pathways are accessible and clear so that people get the right, timely support regardless of the first point of contact.

### Whole lifetime planning

Working together, people are supported across the life course, ensuring that early help needs are identified and support is put in place ensuring smooth transitions between all stages of life.



# SETTING OUR PRIORITIES FOR 2017–2020

## Understanding our local needs

The Joint Strategic Needs Assessment uses all available data and information to assess the current and future health and wellbeing needs of our local residents and communities. The Older and Vulnerable Persons’ Needs Assessment, the Housing Strategy and Area Profiles are other key pieces of research which underpin our understanding and inform the setting of priorities. Such information is used to inform how resources are allocated across the borough in accordance with identified needs, ensuring the best possible health and wellbeing outcomes are achieved whilst also reducing health inequalities.

The following diagram provides an overview of the key findings from the most recent Joint Strategic Needs Assessment and other intelligence sources, and includes extracts from relevant equalities impact assessments. The diagram reflects the common risk factors associated with the need for early help. It is recognised that as part of the delivery and performance frameworks associated to the strategy there will be ongoing work undertaken in relation to life stages, and where appropriate, protected characteristics.



**Poverty and Deprivation:** Where you live in Barnsley has a significant impact on your likelihood of experiencing child poverty, fuel poverty, pensioner poverty and health issues.



**KS2 School Attainment:** Barnsley children are behind the expected levels at both Early Years and Key Stage 2.  
**Primary Attendance:** Broadly in line with national rates.  
**Obesity:** 22.1% of 4–5 year-olds, and 33.5% of 10–11 year-olds are overweight or obese.



**Mental Health:** Barnsley has lower rates of people entering and completing the IAPT service.  
**KS4 Results:** Higher than the expected level in Barnsley.  
**Secondary Attendance:** Broadly in line with national rates.  
**Youth Offending:** Rates reducing in Barnsley despite the England average increasing.



**Poverty and Deprivation:** 11.3% Fuel Poverty Rate.  
**Employment:** 6.3% Unemployment Rate.  
**Skills:** 27% of adults lack basic digital skills, 11% have no formal qualifications.  
**Offending:** 8.8% decrease in adult re-offending rate.  
**Crime:** 6% rise in overall Crime Rate. Violence against a person +39.4%; sexual violence +20.8%; criminal damage +9.0%; robbery -9.4%; theft -5.1%.  
**Obesity:** 70% of adults are overweight or obese.



**Poverty and Deprivation:** 1 in 5 pensioners claim Pension Credit.  
**People with long-term conditions:** Accounts for about 50% of all GP appointments, 64% of all outpatient appointments and over 70% of all inpatient bed days (nationally).

OUR APPROACH

All partners are committed to improving the lives of individuals, families and communities in the borough. This requires a multifaceted approach to early help, identifying people at risk and providing wraparound services which promote the principles of prevention, early help, early intervention, and short term targeted support, including step-up and step-down between tiers of need.

By working together and sharing information, we can ensure the best possible outcomes for individuals, families and communities underpinned by the support they need to improve general health and wellbeing:

Be healthy

Enjoy good physical and mental health and live a healthy lifestyle throughout the life course

Earn a good living

Achieve sustainable employment to be successful and reach full potential in life

Be an active citizen

Take responsibility and play an active role in the local community

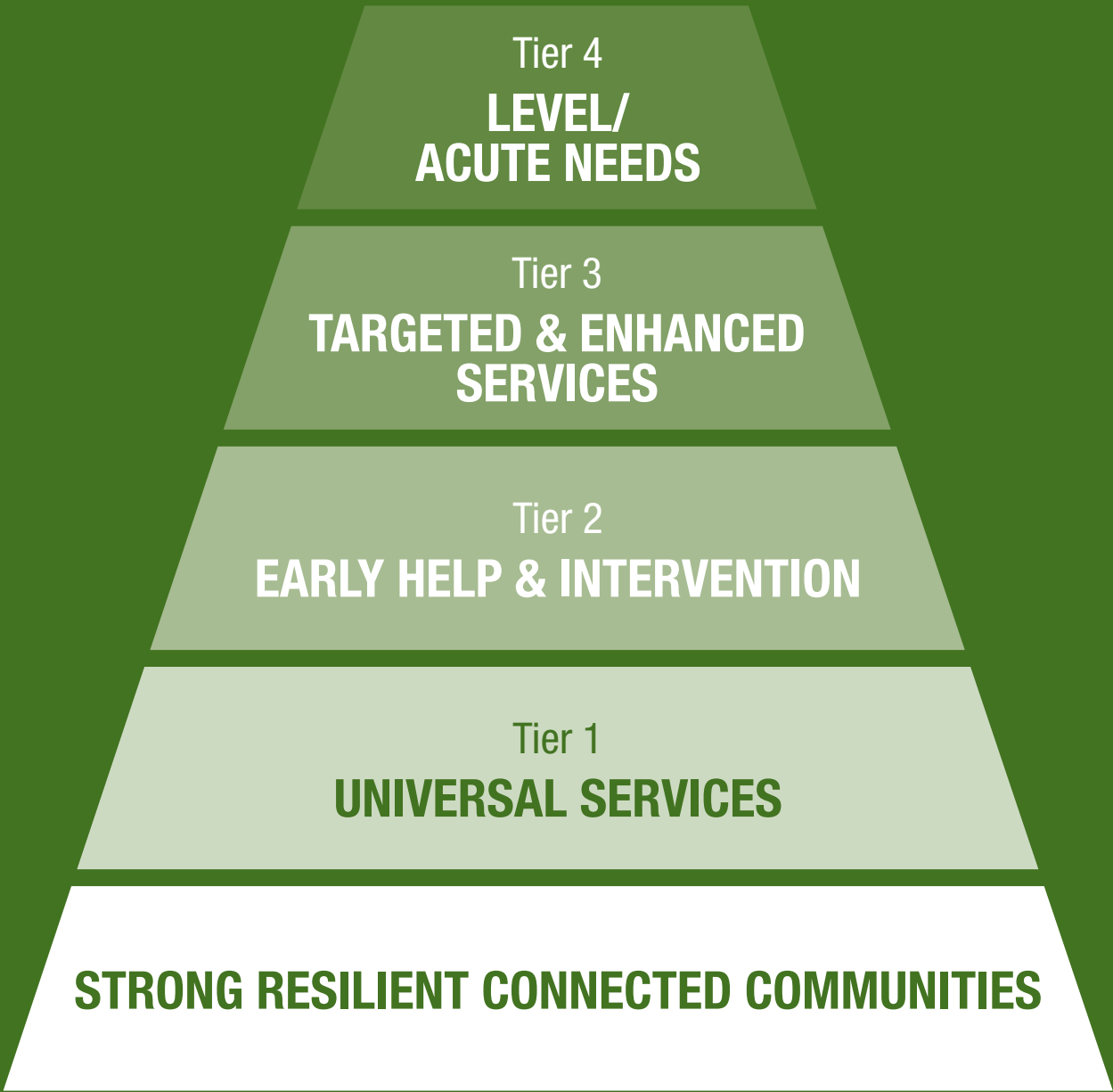
Enjoy and achieve

Get the most out of life and achieve full potential

Stay safe

Be protected from threat, harm and risk

At the heart of this multi-agency approach to delivering early help is integrated working across the whole system. A co-ordinated workforce will provide a more holistic, wraparound package of support to those who need it, at an early stage when interventions are most important. This is primarily focused on tier two vulnerable people, although it is important to emphasise that early help spans across the full spectrum of need.





## OUR JOURNEY SO FAR

The strategy will build on the successful work of the Stronger Communities Partnership and our communities in delivering effective early help across Barnsley. Early help is already firmly embedded in our collective approaches, and much success has already been achieved including through the work of our Family Centres, our Think Family Programmes and the invaluable work of our communities.

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The following case studies help to illustrate some of the real benefits of effective early help to individuals, families and communities. We will continue to be ambitious,

innovative and work together to build on our successes so that better outcomes can be achieved for and in partnership with individuals, families and communities.

**SARAH DEVELOPED THE SKILLS AND CONFIDENCE TO LIVE HER LIFE INDEPENDENTLY, DEVELOP BETTER FINANCIAL STABILITY AND REDUCED HER STRESS AND ANXIETY LEVELS**



### Sarah's Story

Sarah recognised her needs early and self-referred to access early help support. Sarah was on out of work benefits, had mental health needs and required support with finding work.

The Think Family Employment Advisor worked with Sarah to find a local volunteering opportunity. Sarah had previously suffered with anxiety and low confidence, but with support was able to take up a work experience placement at a local pharmacy. Sarah developed new skills and grew in confidence. She secured paid employment a few weeks later.

Sarah settled into her job and continued to access support to build her confidence and self-esteem. Since gaining employment, Sarah feels less stressed and anxious and has developed the skills and confidence to take up further training opportunities. Sarah no longer needs ongoing medical support for anxiety and is really proud of her achievements.

Sarah developed the skills and confidence to live her life independently, develop better financial stability and reduced her stress and anxiety levels. She is now able to better support her family and is looking forward to her future having achieved her long-term goal of gaining employment.



**SHE WAS FULLY SUPPORTED, REASSURED AND MOTIVATED. REGAINING THE CONFIDENCE TO ACHIEVE PREVIOUS LEVELS OF INDEPENDENCE WITHIN 4 WEEKS**



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**Hilda’s story**

Hilda is a highly independent 81-year-old lady who sustained a fall, resulting in a leg fracture requiring surgery.

After being discharged from hospital to Pathway 3 Re-ablement, she was fully supported, reassured and motivated, regaining the confidence to achieve previous levels of independence within 4 weeks.

Hilda is now able to mobilise indoors (for example up and down the stairs) and outdoors independently with no need for supervision. This has really enhanced her quality of life.

Hilda also has a Careline giving her reassurance knowing that help is at hand when needed.



**AS A RESULT OF THIS EARLY HELP, THE FAMILY DEVELOPED THE NECESSARY SKILLS TO GROW THEIR CONFIDENCE TO MOVE FORWARD THEIR LIVES INDEPENDENTLY**

**Thompson family’s story**

The Thompson family, two parents under 25 with a baby born with a number of health complications, were referred for early help with a number of support needs including benefits advice, budgeting, bereavement and building bonding and attachment.

The family worked with a Family Support Worker for four months to holistically address their individual needs as adults, developing the families parenting skills as well as ensuring that the individual needs of the child were met.

The Family Support Worker supported the family through a range of suitable approaches to meet their needs; expanding their skills in areas such as child development, money management and parenting, as well as supporting Mum to access mental health support.

As a result of this early help, the family developed the necessary skills to grow their confidence to move forward with their lives independently. The family went on to access local groups and were able to benefit from peer support from other parents taking care of a child in special care. They have built strong connections in their community, helping to reduce social isolation, maintain their independence and improve their quality of life.

## OUR PRIORITIES FOR 2017–2020

The Stronger Communities Partnership has agreed a number of priorities to deliver the vision for 2020. The following statements recognise the continued focus on building our workforce, community capacity and self-resilience.

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**Shared priority**

The right early help, in the right place at the right time.

**Outcome**

Individual's families and communities are self-aware, able to identify when they need support, and engage appropriate services to maintain their independence and overall wellbeing.

**Our focus****We will:**

- Ensure whole system early help pathways are developed which are clearly understood and embedded in practice.
- Ensure that early help thresholds are clearly defined and applied consistently.
- Ensure that evidence-based practice is coupled with insight and innovation to deliver the best possible approach to early help.
- Work with all agencies to put in place a workforce development plan to provide a whole system workforce response to our early help offer.
- Embed an outcome-focussed approach, ensuring that we can demonstrate the impact and difference made to, and in partnership with, our communities through the delivery of a whole system early help offer.

**What difference will it make?**

- People in Barnsley will know what advice and support is available to them and their families, to help them respond to problems or needs arising due to changing circumstances.
- They will know where and who to go to for support, and what to expect.
- People will be able to deal with issues or problems before they become more severe or complicated; and be independent and resilient enough to support themselves in the longer term, appropriate to their particular needs.



Shared priority

Ensuring a whole system approach to early help with strong partnership working and system leadership.

Outcome

Mature and adaptive partnerships which have shared ownership and accountability for the delivery of an effective early help offer.

Shared priority

Empowering local people and communities to build capacity and resilience, to enable people and communities to do more for themselves.

Outcome

Strong, connected communities supporting themselves and each other to lead happy and fulfilling lives, thereby reducing the demand on statutory services.

Our focus

We will:

- Co-produce with local communities and embed a shared understanding and commitment of our all age early help offer.
- Ensure that all learning across the early help spectrum is shared to celebrate successes, but also learn from areas of improvement.
- Ensure that Early Help is not seen as something at the periphery of service design and delivery, but is embedded as mainstream.
- Align our commissioning approaches to ensure we have a shared focus on outcomes to support the delivery of the Early Help vision and priorities for Barnsley.

What difference will it make?

- Service delivery agencies will work together to minimise duplication, share knowledge about services available, and ensure that vulnerable people don't fall through gaps in processes.
- People in Barnsley will be able to access a range of advice and support services through one point of contact.

Our focus

We will:

- Ensure that the premise of early help is underpinned by an asset-based approach to community development and resilience.
- Enable individuals, families and communities to self-help, and access services independently through maximising the use of technology, ensuring everyone is well informed about the service and support available.
- Promote independence by encouraging and enabling individuals to maintain a good quality of life accessing provision in their communities (helping them to help themselves).
- Recognise the need for strong connectivity with universal services to ensure people who need help are identified early, and effective step-up and step-down practices are in place.
- Ensure that the voice of the individual is at the centre of the early help offer, and individuals, families and communities are empowered to take control of their lives.

What difference will it make?

- People will have the knowledge and confidence to get involved or take a lead on community-based activities and projects, tailored to the skills and needs of their local areas.
- People will feel enabled to be independent but aware of how to seek support services when needed.

MONITORING THE DELIVERY OF OUR PLAN

Delivering our priorities

The Stronger Communities Partnership has overall responsibility for the co-ordination and of the strategy. Early help is everyone's business and therefore there are many organisations, partnerships and community groups, which together, will support the delivery of the strategy. The Stronger Communities Partnership whilst working alongside the Safeguarding Boards, the Safer Communities Partnership and the Children's Trust will ensure the strategic priorities are translated into operational delivery resulting in a co-ordinated and connected approach to early help in Barnsley.

Integrated partnership action plans will be developed and all actions will have lead officers and be time bound to ensure impact can be monitored and measured. The plans could be developed to reflect geographical boundaries I.E. area councils/borough or at a practice level to ensure local needs are met. Performance against key outcomes will be assessed in order to measure our success in delivering the strategy. Qualitative measures including feedback from individuals, families and communities will provide valuable insight and will be monitored alongside the delivery plan and performance measures to ensure that together, we achieve the best possible outcomes for and in partnership with our communities and the residents of Barnsley. It is important that in delivering our priorities we ensure appropriate connections are made to the actions of other strategies.

Resources

Public services are going through an unprecedented time of austerity measures where resources are and will continue to shrink. Our focus is therefore on targeting our resources appropriately in accordance with identified needs, thereby helping us to achieve the best outcomes for and in partnership with local people and communities.

Early help is an approach, not necessarily a service. Now more than ever there's a need to pool our resources across sectors acknowledging that strong and resilient communities will form the solid foundations to the successful delivery of this strategy.

Review

The Early Help Strategy covers the period 2017–2020 and will be reviewed annually to ensure the plan remains agile and focused on the emerging needs of local people and communities. The reviews will also enable an assessment to be made on progress to the previous year and provide means to harness commitment to deliver the future year's aspirations. This will also include equality analysis.

We will also continuously review our delivery plans to ensure there is a clear golden thread from the strategic priorities, outcomes and focus priority areas.

# CONTACT US

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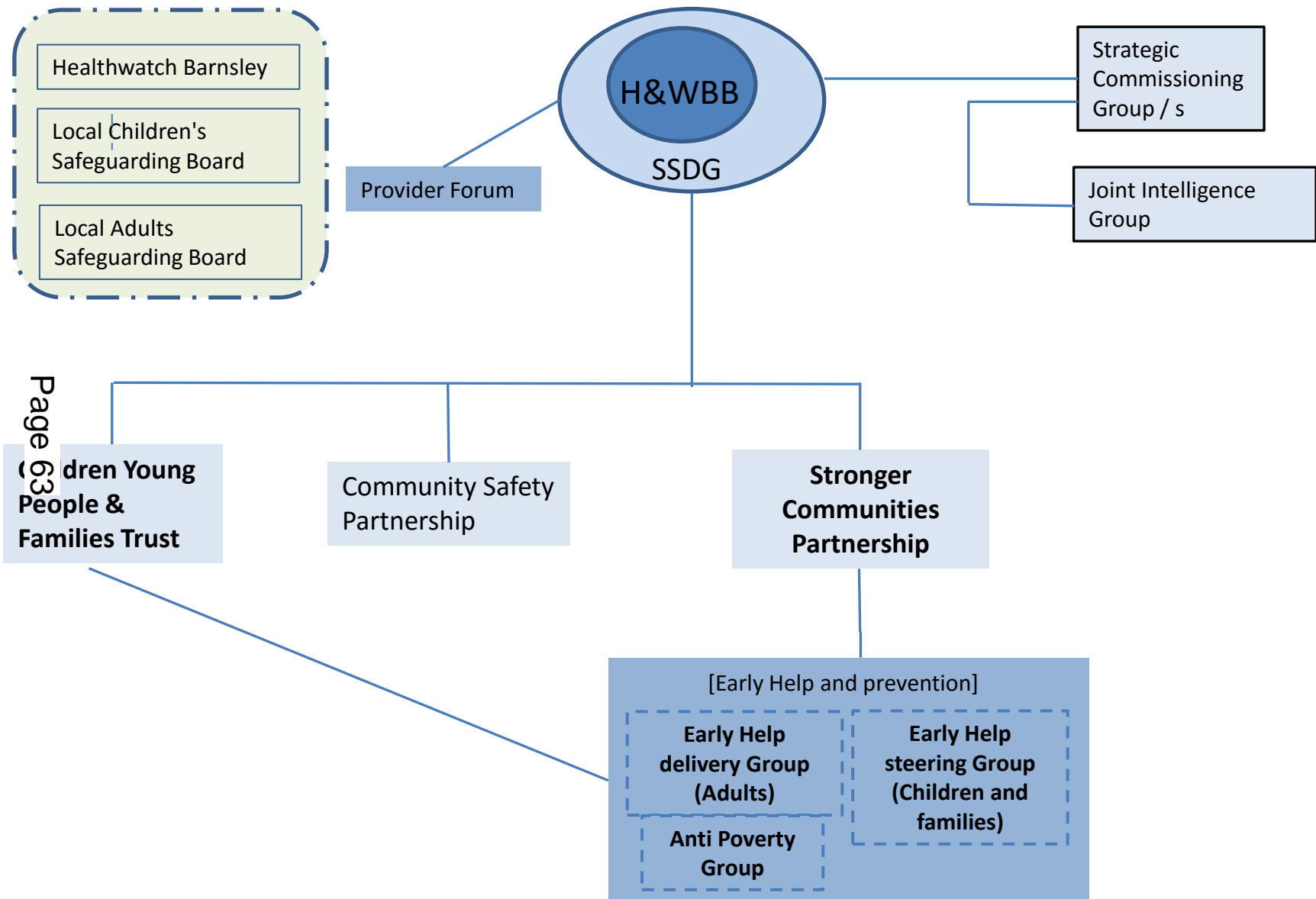
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If you would like to read this strategy online go to  
**[www.barnsley.gov.uk](http://www.barnsley.gov.uk)**

Date of publication: March 2017

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# Stronger Communities Partnership - Governance



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**BARNSELY METROPOLITAN BOROUGH COUNCIL**

**This matter is a Key Decision within the council's definition and has been included in the relevant Forward Plan**

**Report of the Place  
Executive Director**

**Local Plan – Progress and update of Local Development Scheme**

**1. Purpose of report**

- 1.1 The purpose of this report is to update members on general progress with submission of the Local Plan and to seek authority to update the Local Development Scheme as required as further details on the timescales emerge through the examination process.

**2. Recommendations**

- 2.1. **That the timescales in the current Local Development Scheme be updated.**
- 2.2 **That authority is delegated to the Head of Planning and Building Control to amend the Local Development Scheme as required during the Local Plan examination and to reflect progress on a South Yorkshire Joint Waste Plan.**
- 2.3 **That authority is delegated to the Head of Planning and Building Control to make a formal request to the Inspector under section 20(7C) of the Planning and Compulsory Purchase Act 2004 (as amended) to recommend main modifications to ensure the Local Plan meets the tests of soundness.**
- 2.4 **That approval is given to extend the Programme Officer Post to the end of 2017/18.**
- 2.5 **That following the Fixing our Broken Housing Market White Paper, we implement the 20% increase in planning fees from July 2017.**

**3. Introduction**

- 3.1 The last update of the Local Development Scheme was approved by Cabinet on 15<sup>th</sup> July 2015. The timescales it contains for Additional Consultation and Publication consultation have been adhered to. These were October/ November 2015 and June/July 2016 respectively. The timescale for submission slipped slightly due to the unprecedented volume of representations received.

- 3.2 The Local Plan was submitted to the Secretary of State for examination on 23<sup>rd</sup> December 2016. An independent Planning Inspector has been appointed to carry out the examination.
- 3.3 Until we have further clarity on the timetable for the examination hearings and the remainder of the process, it is proposed the Local Development Scheme and website are updated as follows:-
- Submission Date – 23<sup>rd</sup> December 2016
  - Pre Hearing Meeting – if required – To be advised<sup>1</sup>.
  - Hearings – Stage 1 hearings May 2017. Further hearing timescales to be advised.
  - Report – To be advised
  - Adoption – To be advised
- 3.4 Although we recognise that the scheme lacks clarity for the later stages of the examination process, we have been advised to do this by the Planning Inspectorate. It is therefore proposed that authority is delegated to the Head of Planning and Building Control to amend the Local Development Scheme and website accordingly when further details are known.
- 3.5 On 16<sup>th</sup> November 2016 Cabinet gave approval to prepare a South Yorkshire Joint Waste Plan and indicated that the Local Development Scheme will also be updated to reflect this. Other South Yorkshire authorities are still in the process of getting the necessary approvals so if the delegated authority is given to the Head of Planning and Building Control, it will allow the Local Development Scheme to be updated to reflect progress on the Joint Waste Plan as and when necessary.
- 3.6 The White Paper “Fixing our Broken Housing Market” was published in February and includes a number of measures that are relevant to our Local Plan examination. Alongside these the Government also proposes to increase planning fees by 20% partly in recognition of the fact that fees have not increased since 2012 but also in response to industry concerns regarding a lack of resources within Local Authority Planning departments.

#### **4 Proposal & Justification**

- 4.1 We are required by the Local Plan regulations to prepare and keep updated a Local Development Scheme. At the time the latest update was approved only indicative timescales could be given. This was because the examination timescale is led by the Inspector.
- 4.2 Based on recent experience in a neighbouring authority and the initial letter from the Inspector appointed to examine our Local Plan, the examination process is likely to take longer than originally envisaged. There are several reasons for this, which include the following:

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<sup>1</sup> This has not been mentioned in the Inspectors initial letter therefore at this stage we assume not required

- The Planning Inspectorate has now decided to hold hearings covering strategic issues first and will only arrange subsequent hearings once the Inspector is satisfied that strategic issues have been dealt with.
  - In excess of 12,000 individual comments have been received. This was more than envisaged for Publication stage and far exceeds the numbers received at previous consultation stages.
  - Since the Local Development Scheme was last updated the Housing White Paper and other planning legislation such as the Neighbourhood Planning Act have been published. The introduce a number of proposals that are likely to result in additional work being required throughout the examination process.
- 4.3 The proposal to delegate amending the Local Development Scheme to the Head of Planning & Building Control will allow Barnsley Council to comply with the Local Plan regulations through the examination as well as to reflect progress with the Joint Waste Plan. The Inspector can suggest modifications if there are areas of the plan where they have soundness concerns and modifications would make the plan sound in their view. We need to make a formal request to the Inspector to suggest modifications and authority is sought to do this at recommendation 2.3 of this report. Cabinet and Full Council approval will be needed to approve for consultation any main modifications proposed during the examination.
- 4.4 The fee increase proposed in the White Paper is considered to be overdue and we already anticipated a fee increase when setting the budget to 2020. Although authorities could in theory have turned down the offer of a fee increase all authorities in Leeds and Sheffield City Regions have confirmed they are likely to accept the offer. The increase will enable us to safeguard and invest in the Planning Service to support increased housing delivery in order to increase the likelihood of achieving local housing targets and facilitate other sustainable commercial development in accordance with corporate objectives.

## **5. Local Plan Progress to Date**

- 5.1 On 18<sup>th</sup> May 2016 and 26<sup>th</sup> May 2016 cabinet and full Council respectively approved the Publication version of the Local Plan for public consultation and submission, subject to no major changes being proposed.
- 5.2 The Local Plan, associated documents and supporting evidence base were submitted to the Planning Inspectorate on 23<sup>rd</sup> December 2016.
- 5.3 Amongst the documents submitted were a list of proposed minor modifications and the Statement of Consultation which summarised the key points made in representations received.
- 5.4 The Local Plan Publication Version 2016 was out to consultation for a period of eight weeks from 24 June to 19 August 2016. Around 6,500 people and organisations were contacted either by letter or email to advise them of the

consultation process. This included specific and general consultees, Duty to Cooperate consultees and everyone on the council's consultation database. A total of 12,393 comments have been received from 3051 contributing consultees. 28 late representations were received which we have not considered as duly made. Copies of these representations have been submitted to the Inspector who has advised that she is minded to accept them and these will be uploaded to the consultation database. The Council's planning service also consulted landowners on proposed allocations. A Statement of Consultation has been prepared as one of the submission documents and summarises the main issues raised. This document is available on the Council's website together with other documents that have been submitted to the Inspector.

- 5.5 The minor modifications proposed largely fall into the categories of updating information; correcting typographical errors or changes proposed in response to representations.
- 5.6 Since submission an independent Planning Inspector has been appointed who is currently reading the submission documents. The Planning team has received the Inspector's initial questions and has sent a response. The main initial question that makes reference to soundness of the Local Plan is regarding the Objectively Assessed Housing Need figure.
- 5.7 Other issues raised relate to the Council's views on the implications for the Local Plan arising from the Housing White Paper published on the 7<sup>th</sup> February. Consultation responses on the Housing White Paper are to be submitted by 2<sup>nd</sup> May 2017.
- 5.7 The Inspector has also sought views from Planning Officers on how she proposes to split the examination hearings. The initial proposal is as to split the hearings into three stages as follows:-
  - 1. Duty to Cooperate, Legal Compliance, Objectively Assessed Needs for Housing (including Gypsies and Travellers) and Employment in the Borough – May 2017.
  - 2. Spatial Strategy and distribution/location of development, Transport, Town Centres and Retail, Green infrastructure/greenspace, Green Belt and Safeguarded Land – timescale to be confirmed following stage 1.
  - 3. Site allocations, housing requirement figure and five year supply, development management policies, viability and monitoring/delivery – timescale to be confirmed following stage 2.
- 5.8 In our initial response we have requested that the inspector considers two stages of hearings in order to streamline the process. We are awaiting a response to this request.

## **6. Next Steps**

- 6.1 Once the Inspector has received Barnsley Council's substantive response to the issues raised regarding the Housing White Paper, and our Objectively

Assessed Housing Need, she will clarify how many stages of hearings there will be and the matters to be discussed at each session.

## **7. Consideration of alternative approaches**

- 6.1 It is important to keep the timescales for the Local Plan examination up to date as it progresses. As a minimum the Local Plan page of the website would need to be kept up to date if the LDS itself isn't updated.

## **7. Implications for Barnsley**

- 7.1 The Local Plan, once adopted, will provide the statutory planning framework for the borough as a whole and will contain planning policies to deal with all issues except waste. At present waste policies are contained in the Joint Waste Plan prepared with Rotherham and Doncaster and adopted in 2012.

- 7.2 Adoption of a Local Plan is essential in order to allow the Council to manage physical development of the borough on behalf of residents and businesses. This includes providing sufficient land in the right places to attract more businesses into the borough and to allow existing businesses to grow. The aim of this is to create more and better jobs in order to improve earnings and increase opportunities for local residents. It also aims to provide improved housing to meet existing need and the needs of future generations whilst at the same time protecting what is special about the borough.

## **8. Implications for local people / service users**

As above, the Local Plan once adopted will provide the statutory planning framework for the borough as a whole and will contain planning policies to deal with all issues except waste. The policies it contains will be used in making decisions on planning applications. Proposed site allocations will affect those people that live in the vicinity of them.

## **9. Financial implications**

- 9.1 Consultation on the financial implications has taken place with colleagues in Financial Services on behalf of the Director of Finance, Assets and ICT.
- 9.2 Resources have previously been set aside within the Jobs and Business Plan to cover the cost of the submission, examination and adoption of the Local Plan.
- 9.3 Whilst the examination timetable is not yet finalised it is now assumed that there will be an additional financial implication arising from the need to extend the Programme Officer post for at least a further 7 months until the end of 2017/18. The cost of the post will now be £27,350 in 2017/18, an additional £15,954. This additional expenditure will be contained within the additional resources included within the Jobs and Business Plan.
- 9.4 In addition to the above, the Government White Paper '**Fixing our broken housing market**' published on 7 February 2017 announced proposals to boost local authority capacity and capability to deliver planning cases, thereby improving the speed and quality with which cases are handled, while deterring unnecessary appeals.

- 9.5 These proposals include the offer to Local Authorities of increasing planning fees by 20% from July 2017. The Council has indicated to Government that it intends to take up this offer. It is estimated that this increase will generate additional planning fee income of £125,000 in 2017/18 (July 1<sup>st</sup> implementation date) with full year effect income of £187,500 per annum allowing the Council to deliver its 2020 medium term financial plan whilst also providing investment into the planning service.
- 9.6 The financial implications to this report are summarised in the attached Appendix A.
- 10. Employee implications**
- 10.1 There are no employee implications arising from this report.
- 11. Communications implications**
- 11.1 There are communications implications arising from this report. Communications support will be required in preparing and disseminating press releases and dealing with social media.
- 12. Community Strategy and the Council's Performance Management Framework**
- 12.1 Public consultation will be carried out in accordance with the revised Statement of Community Involvement which sets out how local people and stakeholders can engage in, and influence, planning decisions. The Barnsley Local Plan Statement of Community Involvement supports the Council's corporate priority of people achieving their potential.
- 13. Promoting Equality & Diversity and Social Inclusion**
- 13.1 Local Plan consultation has been carried out in accordance with the Statement of Community We have liaised with the network of Equality Forums that facilitate engagement with some of the diverse groups who have historically been harder to involve.
- 14. Tackling Health Inequalities**
- 14.1 There are no direct matters of relevance arising from this report but a Health Impact Assessment has been produced to consider the Local Plan proposals on health.
- 15. Climate Change & Sustainable Energy Act 2006**
- 15.1 There are no direct matters of relevance arising from this report but the emphasis of the NPPF is to promote sustainable development and the Local Plan must provide the evidence that proposals take account of the impact on the environment.
- 16. Risk Management Issues**
- 16.1 There is a risk that the Local Plan could be found unsound. In order to reduce this risk provision has been made to commission robust evidence.

**17. Conservation of Biodiversity**

17.1 No direct biodiversity implications arising from this report.

**18. List of Appendices**

Latest Local Development Scheme.

Office Contact: Paula Tweed Telephone No: 2611 Date: 9/3/17
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Financial Implications / Consultation ..... Date: .....
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Consultations have taken place with representatives of the Acting Executive Director, Finance
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## Report of the Executive Director Place

## FINANCIAL IMPLICATIONS

## Local Plan - Progress and update of Local Development Scheme

i) <b>Capital Expenditure</b>	<u>2017/18</u>	<u>2018/19</u>	<u>2019/20</u>	<u>Total</u>
	£	£	£	£
<i>Not applicable in this instance</i>	0		0	0
	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>To be financed from:</b>				0
	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
ii) <b>Revenue Effects</b>	<u>2017/18</u>	<u>2018/19</u>	<u>2019/20</u>	<u>2020/21</u>
	£	£	£	£
Additional Investment in Planning Services	125,000	115,000		
Highways Development Control Costs		50,000		
Employee Expenditure	27,350			
	<b>152,350</b>	<b>165,000</b>	<b>0</b>	<b>0</b>
<b>To be financed from:</b>				
Resources allocated within the J&BP	27,350			
Additional Planning Fee income	125,000	165,000		
	<b>152,350</b>	<b>165,000</b>	<b>0</b>	<b>0</b>

**Impact on Medium Term Financial Strategy***Not applicable in this report*

Agreed by:



.....23/03/2017...On behalf of the Director-Finance, Assets &amp; IS

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**BARNSELEY METROPOLITAN BOROUGH COUNCIL**

**This matter is a Key Decision within the Council's definition and has been included in the relevant Forward Plan**

**Report of Executive Director  
of Place Directorate**

**Barnsley Property Investment Fund 2 - Phase 1**

**1. Purpose of report**

- 1.1 To seek approval to proceed with the delivery of a further phase of the Property Investment Fund.

**2. Recommendations**

**It is recommended that:**

- 2.1 **Cabinet approve the capital allocation of £3,750,000 to fund the ongoing delivery of the Property Investment Fund and associated supporting procurement activity.**
- 2.2 **Cabinet note that a further report will be provided recommending and seeking approval of preferred investments, costs and outputs.**

**3. Introduction**

- 3.1 This report seeks approval for the allocation of £3,750,000 of capital monies to undertake a second phase of the property investment fund scheme aimed at accelerating inward investment and indigenous business economic growth. Specifically, approval is being sought to move forward with the procurement activity relating to a relaunch of the fund, technical assessment of applications and identification of preferred schemes.
- 3.2 Existing intelligence obtained through the Property Forum has identified potential schemes which could be brought forward at a number of sites within Barnsley. Based on this intelligence, it is projected that the following economic outputs could be delivered\*
- Creation of an addition 250,000 ft<sup>2</sup> of commercial property
  - 340 jobs
  - Annual business rate generation
  - £13.1m GVA contribution

\*proposals are purely indicative at this stage with actual outputs to be determined through the procurement process

- 3.3 The Barnsley's Jobs and Business Plan contains an aspiration to move towards closing the gap with regional job densities by 2033. Based on the analysis of past trends it has been estimated, that with interventions, an ambitious yet more realistic jobs growth target of approximately 17,500 additional new jobs may be achievable by 2033.
- 3.4 To achieve this ambitious jobs target a twin track approach is being adopted in order to find the land and property to accommodate this scale of jobs growth. One strand is focussing upon the allocation of up to 300ha of new employment land as proposed in the Local Plan. This will provide the long term land supply needed to meet this target.
- 3.5 The other strand of this strategy is to ensure that our existing allocated employment sites are fully developed in order to maximise the job creation potential currently locked in undeveloped land in the Borough. The property investment fund is therefore proposed in the Jobs and Business Plan as the potential solution to stimulate speculative development on the existing employment sites whilst addressing the issue of viability gaps.
- 3.6 The availability of a ready supply of high quality modern commercial property is essential in any economy. Locations which have a number of commercial properties that are speculatively built (meaning built with no end occupier in mind) enables an area to capture footloose inward investment enquiries as well as accommodating quickly growing local companies. It is an essential component of job creation as well as safeguarding existing jobs in the area.
- 3.7 The original property investment fund completed delivery in 2016 and has been highly successful delivering the following key outcomes:
- Creation of an addition 230,000 ft<sup>2</sup> of commercial property
  - 298 jobs projected to be secured within the funded developments
  - Increase in rental values from £4.50 ft<sup>2</sup> to £5.50 ft<sup>2</sup>
  - £19 million of private sector investment secured.
- 3.8 From a demand perspective, currently the borough lacks an adequate supply and range of available property that is sufficient to meet the current and increasing demand. This can be evidenced by the following current stock levels:
- 0.7M ft<sup>2</sup> of available commercial Industrial and office accommodation (with over 73,800 ft<sup>2</sup> currently under offer, an additional 35,000 ft<sup>2</sup> premises recorded as being under offer in January 17).
  - 7 large scale units up to 25,000 ft<sup>2</sup>+
  - 0 units above 100,000 ft<sup>2</sup>
- 3.9 Over the past 12 months the stock of available accommodation in the borough has decreased by 25%, which has been predominately driven by a 30% decrease in the amount of industrial accommodation in the borough. Such overall declines in stock levels have occurred, despite the provision of additional premises of 230,000 ft<sup>2</sup> through the initial property investment fund.

- 3.10 Property enquiry levels are at the highest level for eight years and demand continues to outstrip the existing supply in the local market.
- 3.11 Sheffield City Region is currently in the process of establishing a regional property investment scheme which will predominately be focused on interventions within Enterprise Zone sites. The proposals contained within this report are intended to compliment the regional scheme focusing on speculative development on non Enterprise Zones therefore maximising economic growth potential within Barnsley.
- 3.12 Initial dialogue with the development industry indicates that viability gaps continue to exist within the commercial market. Should the Council not proceed with this enabling proactive intervention then it is unlikely speculatively commercial property will take place in the short term. Barnsley's commercial property stock will remain low and continue to decline. This will not only make it more difficult for indigenous companies to grow (therefore limited jobs growth and business rate income to the authority) but it will also make it more difficult to attract new inward investors to the Borough which could result in neighbouring areas landing the companies resulting in lost opportunities of new jobs and increased business rates.
- 3.13 This report seeks to build on the success of the initial property investment fund scheme and take on board lessons learnt, in order to bring forward additional speculative commercial property development within Barnsley contributing to our employment and business growth aspirations.

#### **4. Consideration of alternative approaches**

- 4.1 **Do nothing** – this is not felt to be a realistic option as it is unlikely speculatively commercial property will take place due to existing viability gaps for a period of time. Barnsley's commercial property stock will remain low and continue to decline. This will not only make it more difficult for indigenous companies to grow (therefore limited jobs growth and business rate income to the authority) but it will also make it more difficult to attract new inward investors to the Borough which could result in neighbouring areas landing the companies resulting in lost opportunities of new jobs and increased business rates.
- 4.2 **Council lead on the development of commercial stock** – This scenario would see the Council leading on the development of new commercial stock and either retaining ownership or selling property to potential purchasers. This option is not deemed to be feasible due to the fact that the Council does not own suitable land for this purpose and the significant financial requirement that makes this option unviable.

## **5. Proposal and justification**

- 5.1 The reports seeks approval for the allocation of a first phase of capital monies to undertake a second property investment fund scheme. Appendix C of this report provides a high level overview of the proposed property investment fund application and approval process with key stages summarised in more detail below.
- 5.2 The focus of the property investment fund will be on facilitating the development of commercial properties which would otherwise be unviable without Council intervention where a clear economic business case exists. The key objectives of this exercise will be to deliver economic outputs in terms of job creation and business rate generation whilst minimising the risk of future financial exposure and ongoing costs for the Council.
- 5.3 The Council will seek to utilise existing procurement frameworks, or conduct a procurement event to engage a property specialist who will be responsible for relaunch of the scheme, application process and technical assessment of proposals. This specialist resource will report directly to and work with the Councils Head of Asset Management.
- 5.4 Private sector developers and land owners will be invited to participate in a transparent exercise, which will involve submitting development proposals, quantifying any viability gaps, the financial ask from the fund and the economic outputs of the proposals.
- 5.5 The appointed property specialist will work with the council and be responsible for undertaking a financial assessment and due diligence on submitted proposals, which will provide assurance of viability, build costs and economic outputs.
- 5.6 An internal assessment via the Property Investment Fund Project Board, linked to reports from the property specialist, will be undertaken on submitted proposals in order to select the preferred proposals based on cost, value for money, due diligence and economic outputs.
- 5.7 A further cabinet report will be presented requesting formal authorisation of preferred schemes and setting out the key conditions/ agreements of funding to minimise risks to BMBC
- 5.8 It is further proposed that short term project management resource will be secured for a period of 18 months providing additional resource capacity to deliver the PIF schemes.
- 5.9 In line with industry practice, it is proposed that a charge (entry fee) will be applied to individual scheme allocations enabling the Council to recover a proportion of their delivery costs which will include the specialist property support and project management resource.
- 5.10 Existing intelligence provides the following projected outputs from a Phase 2 PIF Scheme\*

- Creation of an addition 250,000 ft<sup>2</sup> of commercial property
- 340 jobs created
- Annual business rate generation
- £13.1m GVA contribution

\*proposals are purely indicative at this stage with actual outputs to be determined through the procurement process

## **6. Implications for local people / service users**

- 6.1. It is anticipated that the scheme will have a significant beneficial impact on the local communities they serve through the generation of additional employment opportunities.
- 6.2. It is intended that developers will be encouraged through the award of investment fund resources to use local labour as well as ensuring that apprenticeships are built into the build and construction contracts..

## **7. Financial implications**

- 7.1 Consultations on the financial implications have taken place with representatives of the Service Director (Finance Business Unit).
- 7.2 Approval is sought to establish the second phase of the Property Investment Fund totalling £3.75M, which has been earmarked as part of the wider capital allocations provisionally approved as part of the 2017/18 budget process.
- 7.3 It is proposed to use the initial allocation of £3.75M to provide financial support to commercial property development companies where a gap in the viability of a particular development has been identified. Specific schemes will be selected following due diligence based on cost, value for money and economic outputs.
- 7.4 An initial procurement exercise will be undertaken to engage a property specialist who will be responsible for the relaunch of the scheme, application process and support for the technical assessment of proposals. The cost of this is estimated to be in the region of £0.050M.
- 7.5 A dedicated Project Manager (grade 10) will also be appointed on a temporary contract for 18 months, who will be responsible for the overall management of the fund from the Council's perspective, managing the assessment and due diligence process of submitted proposals, providing further assurance of viability, build costs and economic outputs. This is estimated to cost around £0.065M.
- 7.6 The remaining £3.6M will be used to provide funding in the form of a grant to prospective developers and land owners. The award of funding will be subject to an application process and rigorous testing to ensure any proposed development meets the Council's aims and objectives. Consideration has

been given to the award of a loan rather than a grant although it is considered that this would not be attractive to the development market. In order to protect the Council's interest's specific conditions will be applied to any grant awarded where clawback of the grant will be actioned if specific outcomes are not met.

7.7 A further report will be produced to detail the proposed schemes, along with costs and outputs.

7.8 The financial implications are shown in Appendix A.

## **8. Employee implications**

8.1 The proposals contained within this report will see the creation of a temporary grade 10 project manager role for a period of 18 months, This role will provide additional capacity over and above existing resource levels and will be dedicated to the delivery of the Property Investment Fund. The creation of the role will also help to protect the ongoing delivery of existing strategic economic priorities.

## **9.9. Communications implications**

9.1 Communications support will be required throughout this process in order to promote the investment fund, schemes which are successful and longer term associated economic outputs.

## **10. Consultations**

10.1 A dedicated cross authority project team has been established in order to coordinate the delivery of this scheme consisting of asset management, legal, procurement, finance, economic development, risk management and planning. A project board is also set up in terms of reporting on schemes, recommendations for cabinet and managing risks.

## **11. The Corporate Plan and the Council's Performance Management Framework**

11.1. The proposals in this report are consistent with Council's Corporate Plan 2017-20 as it directly contributes towards the 'Growing the Economy' aspiration.

11.2. The Jobs and Business Plan sets out a clear set of metrics by which the overall success of the plan and this project will be defined.

## **12. Tackling health inequalities**

12.1. Beyond the contribution that the creation of new jobs can provide in terms of reducing overall worklessness, there are no direct matters of relevance arising from this report.



**13. Climate Change & Sustainable Energy Act 2006**

- 13.1 Action to improve the energy efficiency of the proposed buildings will help to reduce carbon emissions. Support for the low carbon sector is also proposed in the Jobs and Business Plan.

**14. Risk management issues**

- 14.1 A comprehensive risk register has been created in relation to this report and full details are contained in Appendix B. This will be regularly updated and managed via the project board meetings

**15. Health, safety, and emergency resilience issues**

- 15.1 None arising directly from this report although there is the need to ensure all relevant staff are aware of health and safety issues when visiting the development sites. Site contractors will be responsible for ensuring visitors to sites have the correct PPE.

**18. Reduction of crime and disorder**

- 18.1 It is envisaged that if the schemes are successful in creating more jobs and getting local people employed, this will have an impact on crime and disorder.

**19. Conservation of biodiversity**

- 19.1 There are no matters of direct relevance arising from this report, although it will be essential to ensure the buildings constructed and the sites are checked for their impact on biodiversity.

**20. Glossary**

Property Investment Fund (PIF)

**21. List of appendices**

Appendix A - Financial Implications

Appendix B – Risk register

Appendix C – Property Investment Fund Application Process

**22. Background papers**

- 22.1 Cab.2.7.2014/7 Cabinet response to the scrutiny report: Creating the Conditions for Economic Growth and Greater Prosperity – Bringing Forward Development on Sites Earmarked for Commercial Units and the Creation of Employment Opportunities.

Officer Contact: Paul Clifford Telephone No: 01226 775772 Date: 22/03/2017
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## Report of the Executive Director Place

## FINANCIAL IMPLICATIONS

**Barnsley Property Investment Fund Phase 2 Report**

i) <b><u>Capital Expenditure</u></b>	<u>2017/18</u>	<u>2018/19</u>	<u>2019/20</u>	<u>Future Years</u>
	£	£	£	£
Property Investment Fund - Phase 2	1,818,000	1,817,500		
Specialist Property Advice	25,000	25,000		
Project Manager	32,000	32,500		
	<b>1,875,000</b>	<b>1,875,000</b>	<b>0</b>	<b>0</b>
<b>To be financed from:</b>				
Funding earmarked as part of the 2017/18	-1,875,000	-1,875,000		
	<b>-1,875,000</b>	<b>-1,875,000</b>	<b>0</b>	<b>0</b>
ii) <b><u>Revenue Effects</u></b>	<u>2017/18</u>	<u>2018/19</u>	<u>2019/20</u>	<u>Future Years</u>
	£	£	£	£
none in this report				
<b>Net Cost/(-)Net Saving</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

To be financed from:

**Impact on Medium Term Financial Strategy**

Not applicable in this report

Agreed by: .....



.02/03/17....On behalf of the Service Director-Finance Business Unit

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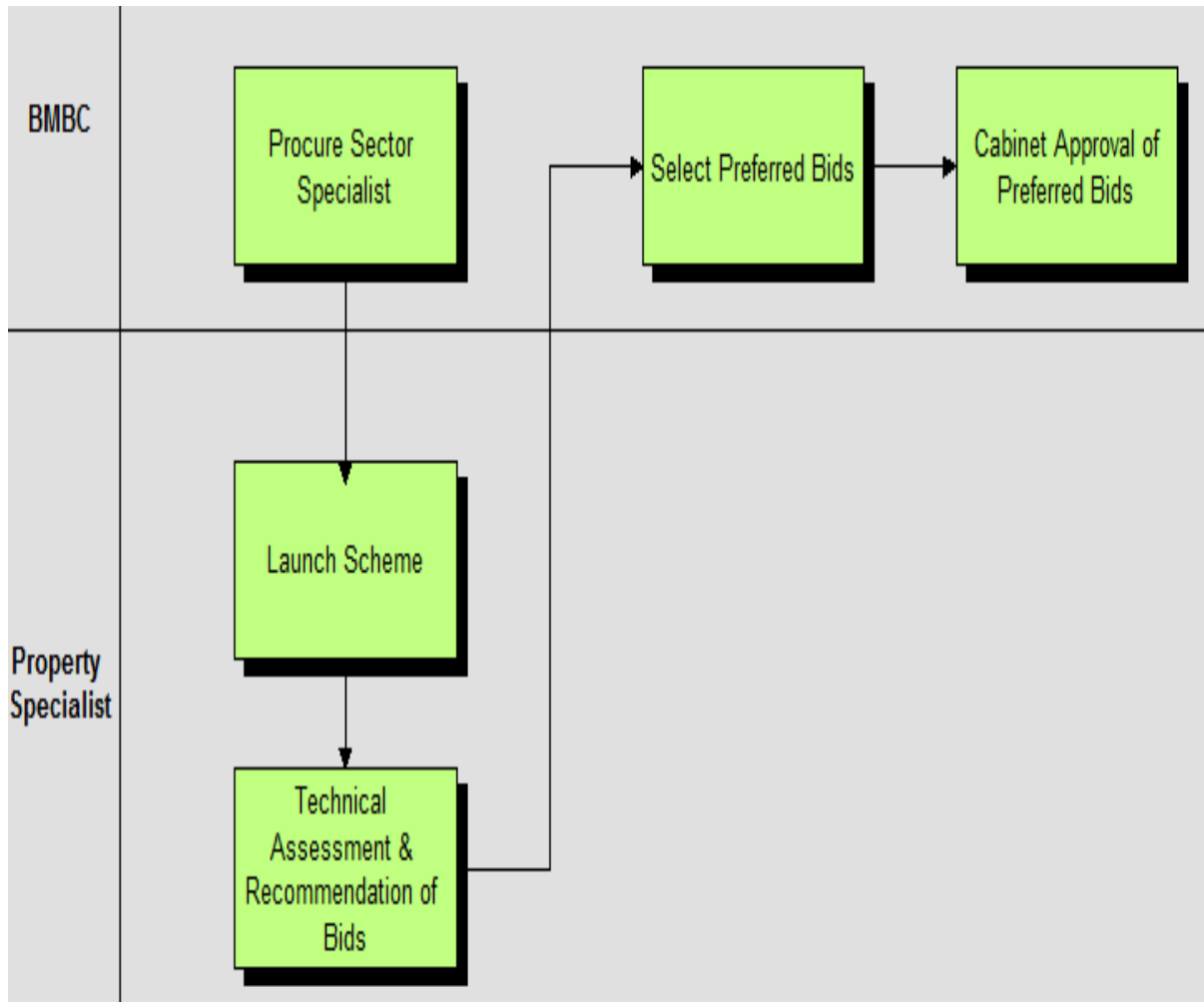
## BU 4: Property Investment Fund 2 - as at 08/03/2017

Risk No	Risk Title	Risk Consequences	Risk Owner	Existing Control Measures	Current Score	Prob. & Impact	Target Score	Prob. & Impact	Risk Mitigation Action	Owner	% comp	Review Date	Recovery Plan
4039	Failure to ensure BMBC tax liabilities are known and addressed	Increased costs and liabilities to the Council; These liabilities may not be solely relevant to PIF schemes and could impact on the overall financial position of the Council; Advice will be based on type of grant in place;	Lerina Pearson	Liaison with BMBC tax advisor; 'Opt to Tax' standard wording included in Cabinet Report to allow flexibility; Included within Property Consultants brief; BMBC financial vetting to be underpinned by robust checking by Property Consultant;	Category 3	P = L F = H OI = M	Category 5	P = L F = M OI = M	As scheme progresses, assess BMBC liability 17/18 - revisit tax advice in six months via liaison with BMBC Financial Advisor or Property Consultant	Sarah Whittaker	0%	30/06/17	
4040	Failure to ensure that the use of the allocation to deliver PIF 2 is managed	Increased number of developments 'in principle' resulting in increased possibility of tension or conflicts with other schemes;	Lerina Pearson	PIF 2 needs to complement existing schemes;	Category 4	P = M F = M OI = L	Category 5	P = L F = L OI = L	Ensure other schemes deadlines and milestones are factored into PIF2 programme	Sarah Whittaker	0%	30/06/17	
4041	Failure to ensure there is an appropriate level of due diligence undertaken on all recommendations provided by external consultants / contractors	BMBC underwriting decisions and allowing for recommendations to be undermined or watered down;	Lerina Pearson	BMBC will endeavour to maintain a tough stance in respect of negotiations and stick to original markers and not deviate; Consultant brief developed;	Category 3	P = L F = H OI = M	Category 6	P = VL F = L OI = L	Undertake formal procurement exercise to appoint property specialist	Sarah Whittaker	0%	30/06/17	
4042	Failure to ensure companies understand this is not a procurement exercise due to using the YORTender system	Companies challenging the Council with breach of procurement rules	Lerina Pearson	Legal disclaimers included in the prospectus and application form;	Category 4	P = M F = M OI = L	Category 5	P = L F = L OI = L	Close liaison / updates with developers who submitted a PIF bid including the provision of updates	Sarah Whittaker	0%	30/06/17	
4043	Failure to ensure that the developments are designed and constructed in accordance with planning approvals / developer proposals	Scheme being developed that are uncontrolled; Tension with other schemes;	Lerina Pearson	Use of BMBC Building Control to assist in controlling developments; Clause included within Development Agreements to encourage the use of BMBC services;	Category 4	P = M F = M OI = M	Category 5	P = L F = H OI = M	Liaison with BMBC Building Control to ensure capacity is in place	Sarah Whittaker	0%	30/06/17	
4044	Failure to ensure that BMBC is able to maximise regional funding opportunities to assist in the delivery of PIF outcomes	Missed opportunities to secure regional external funding to maximise the schemes;	Lerina Pearson	Liaison with LCR and SCR; Opportunities to lift and shift funding from other schemes as and when it is appropriate;	Category 2	P = M F = H OI = L	Category 5	P = L F = L OI = L	Timing of launch scheme / approvals / agreements to become 'live' after regional funding opportunities have been assessed	Sarah Whittaker	0%	30/06/17	
4045	Failure to ensure that planning issues regarding schemes are reduced to acceptable levels to enable approval to be provided	Schemes not approved by planning; Lack of approved developments;	Lerina Pearson	Aspirational BREAM requirements for 'Excellent' for PIF2 schemes;	Category 4	P = M F = L OI = M	Category 5	P = L F = L OI = L	Liaison with BMBC Development Management to ensure capacity is in place to enable them to influence development quality issues	Sarah Whittaker	0%	30/06/17	
4046	Failure to ensure that there are appropriate arrangements in place that in the event of a developer missing targets or outcomes clawback of grant funding can be undertaken legally	Developers failing to progress schemes and not being challenged to deliver the outcomes and outputs promised within proposals;	Lerina Pearson	Clawback mechanisms should be used to encourage appropriate developer activity;	Category 4	P = M F = M OI = L	Category 5	P = L F = L OI = L	Monitoring requirements logged on Evolutive and regularly reviewed 17/18	Sarah Whittaker	0%	30/06/17	
4047	Failure to ensure there is an appropriate package in place to secure the services of a high quality PIF Project Manager	Poor quality management of scheme; Programme, costs or quality concerns;	Lerina Pearson	Business Case developed for Scale 7 project manager;	Category 4	P = M F = M OI = M	Category 5	P = L F = L OI = L	Consideration of Scale 10 Project Manager role	Sarah Whittaker	25%	30/06/17	
4048	Failure to ensure the expectations of Senior Management are proportionate and managed	Increased expectations due to success of original PIF scheme; Lack of programme opportunity to undertake appropriate due diligence to protect BMBC;	Lerina Pearson	PIF 2 report presented to SMT 31/01/2017; PIF 2 report presented to Cabinet (Purple) 22/03/2017 and Cabinet (Yellow) 05/04/2017; Cllr Miller briefing 08/03/2017;	Category 4	P = M F = L OI = M	Category 5	P = L F = L OI = L	Ensure programme provides adequate opportunity to undertake appropriate due diligence	Sarah Whittaker	10%	30/06/17	

BU 4: Property Investment Fund 2 - as at 08/03/2017

Risk No	Risk Title	Risk Consequences	Risk Owner	Existing Control Measures	Current Score	Prob. & Impact	Target Score	Prob. & Impact	Risk Mitigation Action	Owner	% comp	Review Date	Recovery Plan
4049	Failure to ensure that internal and external support such as legal support is in place and is able to provide high quality advice	Poor quality advice in terms of protecting BMBC best interests; Poor timing of advice; Lack of quality assurance arrangements; Poor client managemnent arrangements; Poor supervision of consultants;	Lerina Pearson	PIF 1 lessons learnt considered and reflected in risks;	Category 3	P = L F = H OI = H	Category 5	P = L F = L OI = L	Early discussions with relevant Heads of Services to ensure resources will be in place	Sarah Whittaker	0%	30/06/17	
4050	Inability to be able to use the existing SCR Procurement Framework to procure speacialist support	Programme issues as time will be lost having to undertake a procurement exercise;	Lerina Pearson	Liaison with BMBC Procurement; Approval given to use SCR procurement framework;	Category 4	P = M F = L OI = M	Category 5	P = L F = L OI = L	Early discussions with preferred specialists - approved by Procurement	Sarah Whittaker	0%	30/06/17	
4051	Failure to ensure that the governance arrangements for receipients are robust and are capable of providing positive assurances	Poor governance arrangements resulting in weak and diminished outcomes from the scheme; Lack of assurances regarding elements such as insurance, maintenance, equality impact assessments and output or outcome monitoring;	Lerina Pearson	Risk Register in place; Use of Evolutive database;	Category 5	P = L F = M OI = M	Category 5	P = L F = L OI = L	Incorporate details onto applications to allow transparent decisions and awards to be made	Sarah Whittaker	0%	30/06/17	
4052	Failure to ensure that any conflicts of interests in terms of the procurement of specialist advisors - some of whom may be representing existing developers or developments	Specialsts having dual interests and not working for the benefit of the Council; Inappropriate governance resulting in increased costs, programming delays and quality issues;	Lerina Pearson	Liaison with Strategic Procurement;	Category 4	P = M F = M OI = M	Category 5	P = L F = L OI = L	Liaison with NPS to ensure they will tender for works	Sarah Whittaker	0%	30/06/17	
									Liaison with Strategic Procurement to work through procurement options	Sarah Whittaker	0%	30/06/17	

## Appendix C – Property Investment Fund Application Process Flow



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**BARNSELEY METROPOLITAN BOROUGH COUNCIL**

**This matter is not a Key Decision within the Council's definition and has not been included in the relevant Forward Plan**

**Report of the Executive Director - Place**

**PROPOSAL TO INCREASE THE CHARGES AND AMEND RESTRICTIONS  
AT THE COUNCIL CONTROLLED PARKING PLACES**

**1. Purpose of Report**

- 1.1 The purpose of this report is to seek approval to amend the Off-Street Parking Place Order and the Town Centre Parking Place and Controlled Parking Zone (CPZ) Order to enable an increase to some of the current parking charges, changes to the times when charges apply and removal of some limited time restrictions.

**2. Recommendation**

**It is recommended that:**

- 2.1 The proposals to vary the car parking charges in this report are advertised;
- 2.2 The proposals take cognisance of the ongoing construction works and the implications this has on people visiting or working in the town. Furthermore, that it seeks to maintain the free parking offer at weekends throughout the Glass Works construction period;
- 2.3 The Service Director – Environment and Transport, be authorised to implement the proposed changes to the parking charges following advertisement;
- 2.4 The proposal to revoke the short stay parking restrictions in this report are also advertised;
- 2.5 Any objections to the proposed revocation of the short stay parking restrictions are the subject of a further report; and
- 2.6 If there are no objections to the proposed revocation of the short stay parking restrictions; that the Interim Head of Highways, Engineering and Transportation and the Director of Legal and Governance be authorised to make and implement the amendments to the Off-Street Parking Place Order and the Town Centre Parking Place and CPZ Order.

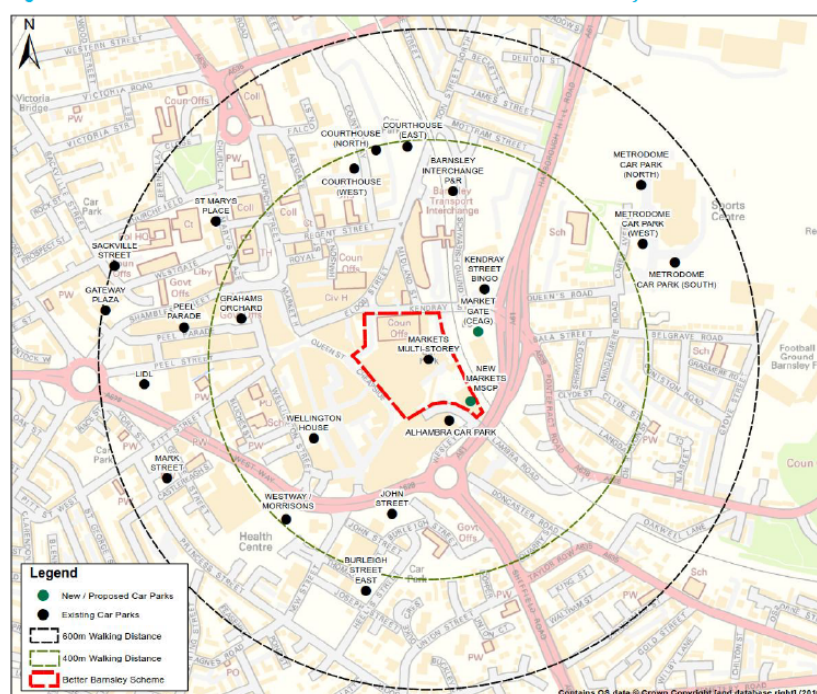
### **3. Introduction / Background**

- 3.1 The parking charges on the Council controlled parking places were last increased in 2013. In making the recommendations for this service a number of charging options have been developed. Each have been considered to determine implications on visitors, workers and impact on the authority.
- 3.2 The car parking offer to residents and visitors has been reviewed as part of the Better Barnsley Scheme to determine how the Councils' car parks are currently being used and to look at the likely future demand for car parking once the town centre redevelopment is complete and occupied. Following this report for charging in 2017-18, the *Car Parking Strategy* will be produced to support our corporate priorities with the redevelopment of the town centre.
- 3.3 The commissioned Car Parking study has outlined the need to *"introduce a consistent 6-day charging regime, to reflect the high-demand for short stay spaces on Saturday's"*, stating that once 60% of the retail space is trading that we have a full 6-day charging model in place.
- 3.4 Other similar developments such as in Belfast have found that a perceived high cost of adjacent parking opened at the same time as the new development was seen as an initial deterrent to people visiting. The planned multi-storey car park offer adjacent to the development will need to charge commercially viable rates. This gap between the Council's charge rates and the new private sector charge rates should be minimal.
- 3.5 Within 600m radius of the proposed Better Barnsley development there are currently 3772 off street parking spaces, providing easy access within 10 minutes. Within 400m or 5 minutes' walk are currently 2722 spaces, of which 966 or 36% are privately operated and already have 6-day charging regimes.
- 3.6 The Car Parking study also makes recommendations for the introduction of a 'Shoppers' parking zone within 400m of the development. This would include the following parking locations; Courthouse, Market Gate, Market multi-story, Alhambra, John Street, Wellington House, Grahams Orchard and Barnsley Interchange.
- 3.7 The commissioned Car Parking study provided detailed evidence on how people visiting Barnsley use key car parks across the town. With proximity to the shops being a critical factor for car park selection cited by 50% of those surveyed. 80% of those surveyed used the car parks to access shops or leisure facilities.
- 3.8 The recent study has shown on Saturday's, with the present capacity, car parks are often 88% occupied between 10.00am – 12.00pm and

78% between 2.00pm–4.00pm. On home football match days this increases to 93% and 86% full respectively with more demand continuing into the evening period.

- 3.9 Our present free parking offer means that those working in retail on Saturdays use these prime parking locations; leaving shoppers having to use car parking spaces further away.
- 3.10 Based upon 2011 Census data only 9% of Barnsley residents use public transport to journey to work. In comparison in Rotherham this is 10% and 20% in Sheffield.
- 3.11 The recommendations of this report support our strategies of increasing the use of public sector transport modes such as buses and trains, reinforcing the new Bus Partnership, which will help to mitigate town centre congestion levels and improve air quality.
- 3.12 The report also seeks to support improving the customer service strategy by continuing to expand the payment options being offered to users of the Council's car parks with the introduction of a *Car Park Ticket Machine Replacement Plan* that introduces cashless transactions by offering chip and pin payment options.
- 3.13 The following table identifies the key car parking locations within the town centre 400m and 600m zones.

Figure 2 Off-street Car Park Locations within 400m and 600m of Better Barnsley



- 3.14 The report recognises the sensitivities around car parking changes, the options developed have sought to balance a variety of factors, including:
- the benefits of free weekend parking
  - keeping price increases to a minimum;
  - taking cognisance of the predominate use of our car parks for shopping and leisure;
  - the longer term benefits to be drawn from the development of the town centre; and
  - competitive car parking offers in the town centre.
- 3.15 This report contains details of the proposals to revise the charges and parking arrangements across the Town Centre off-street and on-street parking.

#### **4. Consideration of Alternative Approaches**

##### **4.1 Option 1: Do nothing**

This option is not recommended. The amendment of parking charges has been approved as part of the budget approval process.

##### **4.2 Option 2 (recommended option)**

The proposals are advertised and if there are no objections, the Order is implemented. Any objections to be the subject of a further Cabinet report.

The proposal consists of 3 elements;

1. To increase the current charge for on-street parking, and remove the current time restrictions.
2. To increase the current Monday to Friday charges for tickets with the exception of day tickets in central locations.
3. To maintain the free weekend parking throughout the period of the construction of the Glass Works.

##### **4.2 Option 3:**

The proposals are advertised and if there are no objections, the Order is implemented. Any objections to be the subject of a further Cabinet report.

The proposal consists of 3 elements;

1. As option 2 above;
2. As option 2 above; and
3. To reintroduce a Saturday charging to John Street, the existing multi-story car park and Courthouse. All other central locations remain free.

#### 4.4 **Option 4:**

The proposals are advertised and if there are no objections, the Order is implemented. Any objections to be the subject of a further Cabinet report.

The proposal consists of 3 elements;

1. As option 2 above.
2. As option 2 above; and
3. To reintroduce a Saturday charging as Option 3 to a greater proportion of off street car parking locations to offset Mon-Fri proposed increases.

#### 4.3 **Option 5:**

The proposals are advertised and if there are no objections, the Order is implemented. Any objections to be the subject of a further Cabinet report.

A variant on Option 4 consisting of 3 elements;

1. As option 2 above.
2. As option 2 above; and
3. To protect the Saturday free parking at key car parks and key times from 10:00am to 3.00pm and to reintroduce charging arrangement as option 3 – proposal 3 outside of these times.

### 5. **Proposal and Justification For recommended Option 2**

5.1 These proposals are required to ensure that the authority meets the approved financial budget for 2017-2020. The strategy of increasing charge rates has been predicated on a series of amendments that seek to keep usage levels high; and to take into consideration the findings of the survey work to provide a range parking options for all people that use the Council's car parks. It is proposed to revoke the existing short stay parking restrictions, and to amend the existing parking charges:

5.2 **Proposal ONE:** To increase the current charge for on-street parking, and remove the current time restrictions that apply in these parking places (either a 1 or 2 hour max), thereby allowing the motorist to pay for any required length of stay between 8am and 6pm Monday to Saturday. The relatively high cost of using these parking places will maintain the desired turnover of vehicles, whilst offering the motorist the option to pay for the most central locations. Feedback from other councils who have implemented this, is that it provides a more flexible parking arrangement that benefits both those using the on-street spaces and local businesses, in particular those immediately adjacent to the locations. It is proposed to increase the current charges from:

- 70p to 90p for 30mins, (inner zone);
- 70p to 90p for one hour (outer zone).

- 5.3 **Proposal TWO:** To increase the current Monday to Friday charge for off-street parking. It is proposed to increase the current charges, in the centrally located car parks:

- £1.20 to £1.50 for one hour;
- £1.60 to £2.20 for two hours;
- £2.50 to £3.20 for a maximum of four hours; and
- Current £5.00 charge for 'all day' parking remains unchanged.

The recently commissioned review of car parking offer has shown that overall 80% of surveyed visitors parked in the town centre for shopping or leisure. Furthermore, that increasing the all-day charge would make the offer uncompetitive in comparison with other car parking providers in the town centre. On the peripheral car parks, the proposed increases are:

- 70p to £1.00 for two hours;
- £1.00 to £2.00 for four hours; and
- £2.00 to £3.00 all day.

It is considered that these proposed charges are reasonable and competitive given the location of the sites. Weekday charges at the new Market Gate car park will also remain unchanged to encourage usage of this presently underutilised site.

Full detail listings can be seen in Appendix B.

- 5.4 **Proposal THREE:** It is proposed that the charge for public season tickets remains unchanged as this charge is based on the £5.00 all day charge.
- 5.5 It is proposed to replace 9 of the older/obsolete 'pay and display' machines with new machines with the ability to accept card and cash payment, thereby continuing to expand the payment options for customers. The purchase cost of nine units is approximately £30k.
- 5.6 Additional costs of approximately £13.7k will be incurred through the need to upgrade some of the Council's 'pay and display' machines to accept the new pound coin being introduced this year.
- 5.7 The cost of implementing the proposals is estimated at £23.3k.
- 5.8 Full current and proposed parking charges for each parking location are shown in Appendix B of this report.
- 5.11 A comparison of current parking charges imposed by neighbouring authorities is shown on Appendix C of this report.

## 6. **Impact on Local People**

- 6.1 The proposal will contribute to convenient parking provision in the Town Centre.

**7. Compatibility with European Convention on Human Rights**

- 7.1 There is a potential interference with Convention Rights in that it is proposed to implement measures which may be perceived to be detrimental to the interests of private individuals, for the benefit of the public in general. Possible interference might arise under Article 8 – Right to Respect for Private and Family Life, or Article 1 of the First Protocol – Protection of Property.
- 7.2 However, the proposals have to be advertised in accordance with road traffic regulation procedures. Anyone can formally object to the proposals any objections will receive full consideration before a final decision is made.

**8. Promoting Equality and Diversity and Social Inclusion**

- 8.1 There are no equality and diversity issues associated with the proposals. Please see Appendix D for the completed assessment.

**9. Reduction of Crime and Disorder**

- 9.1 In investigating the options set out in this report, the Council's duties under Section 17 of the Crime and Disorder Act have been considered. There are no crime and disorder implications associated with the proposals.

**10. Conservation of Biodiversity**

- 10.1 There are no issues with the conservation of biodiversity associated with the proposals.

**11. Road Traffic Act**

- 11.1 Due regard has been given to the duty imposed on the Council to exercise the functions conferred on it by the Road Traffic Regulation Act (1984) so as to secure the expeditious convenient and safe movement of vehicular and other traffic (including pedestrians) and the provision of suitable and adequate parking facilities on and off the highway (section 122 Road Traffic Regulation Act 1984).

**12. Risk Management Issues including Health and Safety**

## 12.1

Risk	Mitigation/Outcome	Assessment
1. Challenge to the proposals because they infringe the Human Rights Act	Issues relating to potential interference with the Human Rights Act are fully explained and dealt with in Section 7 of this report. Any considerations of impacts have to be balanced with the rights that the Council has to provide a safe highway for people to use. The Director of Legal and Governance has developed a sequential test to consider the effects of the Human Rights Act which are followed.	Low
2. Legal challenge to the decision to make the Traffic Regulation Order (TRO).	The procedure to be followed in the publication and making of TROs are set down in statute, which provides a 6 weeks period following the making of an order in which a challenge can be made in the High Court on the grounds that the order is not within the statutory powers or that the prescribed procedures have not been correctly followed. Given that the procedures are set down and the Council follows the prescribed procedures the risk is minimal.	Low
3. Detrimental impact on Town Centre economy.	It is unlikely that the proposals will be detrimental to the Town Centre economy, because the proposals are generally similar to the current charges in neighbouring authorities.	Low
4. Deterioration of Health and Safety	There are no health and safety implications in connection with these proposals	Very Low

## 13. **Financial Implications**

- 13.1 Consultations on the financial implications have taken place with representatives of Finance, Assets & IT Services.
- 13.2 The costs associated with the required legal advertisements for the proposals are estimated to be £300.00 and will be funded by existing Car Parking budgets.
- 13.3 The costs associated with implementation of all the proposals are estimated at £23,000. This covers the costs of changing all the signs and machines with the new pricing information.
- 13.4 The cost of replacing nine obsolete machines is estimated at £31,050, and will be funded by existing Car Parking budgets.
- 13.5 Should all of the proposals be implemented it is estimated that this will generate a net increase in income of around £120k per annum.
- 13.6 The additional income generated will be used to contribute to the overall budget provision within Business Unit 6, offsetting the current cost pressures within the Unit.
- 13.7 Details of the financial implications are outlined in the attached Appendix A



**14. Employee Implications**

- 14.1 Existing employees in the Place Directorate will undertake all design, consultation and implementation work.
- 14.2 The Director of Legal and Governance will undertake all legal work associated with the advertisement and amendment of the Orders.

**15. Glossary**

- 15.1 none

**16. List of Appendices**

- 16.1 Annex A – Financial Implications  
Appendix B - Barnsley Town Centre Parking Charges 2017/18  
Appendix C - Adjacent Authority Car Parking Charges  
Appendix D - Equality Impact Assessment

**17. Background Papers**

- 17.1 None

**Office Contact:** Alan Turton **Telephone No:** 772163 **Date:** 3<sup>rd</sup> March 2017

## **ANNEX A**

### **PROPOSAL TO INCREASE THE CHARGES AND AMEND RESTRICTIONS AT THE COUNCIL CONTROLLED PARKING PLACES**

#### **Consultations**

(a) **Financial Implications**

The Head of Finance has been consulted regarding these proposals.

(b) **Employee Implications**

Existing employees in the Place Directorate will undertake all design, consultation and implementation work. The Director of Legal and Governance will undertake all legal work associated with the advertisement and amendment of the Orders.

(c) **Legal Implications**

The proposals to revoke short stay parking restrictions require the advertising of an Order, which can be objected to and challenged if procedures are not adhered to. The proposals to increase the parking charges require advertising only. The Director of Legal and Governance has been consulted regarding these proposals.

(d) **Policy Implications**

The proposals promote the Council's policies in respect of providing convenient public parking space within the Town Centre, and reducing congestion on the highway.

(e) **ICT Implications**

(f) **Local Members**

Local members have not been consulted.

(g) **Parish Council**

There is no Parish Council to consult

(h) **Health and Safety Considerations**

There are no Health and Safety implications associated with these proposals.

(i) **Property Implications**

There is no property implications associated with these proposals.

(j) **Implications for Other Services**

There are no significant implications for other Services arising from the recommendations in the report.

The Director of Legal and Governance will need to undertake the legalities associated with this report.

(k) **Implications for Service Users**

The proposals will increase the cost of parking for most service users. However, the proposals will create more convenient parking space in the central area, whilst maintaining the free Saturday offer in peripheral sites.

(l) **Communications Implications**

## APPENDIX B

### Barnsley Town Centre Parking Charges 2017/18

#### **For information**

Charges apply on Saturdays at the following privately operated sites in Barnsley.

- Morrisons - £1 for 2 hours, generally full;
- Alhambra - £1.80 for 2 hours, £2.70 for 5 hours, £6 over 5 hours;
- Gateway - £1 for one hour, £2 for 2 hours, £3 for 3 hours, £4 up to 10 hours, £5 up to 24 hours; and
- Peel Parade Multi Storey - £1 for one hour, £2 for 2 hours, £3 for 3 hours, £4 up to 4 hours, £4.50 up to 24 hours.

#### **Public Season Tickets**

	<b>Current 5 Day (Mon – Fri)</b>	<b>Current 6 Day (Mon – Sat) Not sold due to free Saturdays</b>	<b>No proposed change</b>
1 Week	£22.00	£27.00	No change
1 Month	£82.00	£100.00	No change
3 Months	£230.00	£275.00	No change
1 Year	£770.00	£910.00	No change

#### **Public Reserved Bays**

	<b>Current 5 Day (Mon – Fri)</b>	<b>Current 6 Day (Mon – Sat)</b>	<b>No proposed change</b>
1 Year	Not Available	£940.00	No change

## Option 2 Recommended Option

### Proposal 1: On-Street Charges 8am-6pm

	<b>Current</b> Mon-Sat	<b>Proposal ONE</b> Mon-Sat
<b>Inner Zone</b>	£0.70 30mins	£0.90 / 30mins No max stay
	£1.40 one hour max	
<b>Outer Zone</b>	£0.70 one hour	£0.90 / hour No max stay
	£1.40 two hour max	

### Proposal 2: Off - Street Charges 8am-6pm

	<b>Current</b> Mon-Fri	<b>Proposal TWO</b> Mon-Fri	<b>Proposal THREE</b> Saturday currently free
Lambra Road	£1.20 one hour £1.60 two hours max	£1.50 one hour £2.20 two hours max	Remains FREE
Grahams Orchard St.Mary's Place	£1.20 one hour max	£1.50 / hour no max stay	Remains FREE
Market Gate	£1.20/hour four hour max £1.00 evening charge	No change	Remains FREE
Wellington House	£1.20/hour No max stay	£1.50/hour No max stay	Remains FREE
John Street	£1.60 up to two hours £2.50 up to four hours max	£2.20 up to two hours £3.20 up to four hours max	Remains FREE
Sackville Street	£1.60 up to two hours £2.50 up to four hours max	£2.20 up to two hours £3.20 up to four hours max	Remains FREE
Courthouse Multi-Storey	£1.60 up to two hours £2.50 up to four hours £5.00 over four hours	£2.20 up to two hours £3.20 up to four hours £5.00 over four hours	Remains FREE
Churchfields Mark Street	£1.60 up to two hours £2.50 up to four hours £5.00 over four hours	£2.20 up to two hours £3.20 up to four hours £5.00 over four hours	Remains FREE
Pitt Street Joseph Street Burleigh Street East Burleigh Street West	£0.70 up to two hours £1.00 up to four hours £2.00 over four hours	£1.00 up to two hours £2.00 up to four hours £3.00 over four hours	Remains FREE
West Road, Pogmoor	£1.10 up to four hours £2.20 over four hours	£2.00 up to four hours £3.00 over four hours	Remains FREE

### Option 3

#### **Proposal 1: On-Street Charges 8am-6pm as Option 2**

#### **Proposal 2 Off - Street Charges 8am-6pm**

	<b>Current Mon-Fri</b>	<b>Proposal TWO Mon-Fri</b>	<b>Proposal THREE Saturday currently free</b>
Lambra Road	£1.20 one hour £1.60 two hours max	£1.50 one hour £2.20 two hours max	Remains FREE
Grahams Orchard St.Mary's Place	£1.20 one hour max	£1.50 / hour no max stay	Remains FREE
Market Gate	£1.20/hour four hour max £1.00 evening charge	No change	Remains FREE
Wellington House	£1.20/hour No max stay	£1.50/hour No max stay	Remains FREE
John Street	£1.60 up to two hours £2.50 up to four hours max	£2.20 up to two hours £3.20 up to four hours max	£2 all day
Sackville Street	£1.60 up to two hours £2.50 up to four hours max	£2.20 up to two hours £3.20 up to four hours max	Remains FREE
Courthouse Multi-Storey	£1.60 up to two hours £2.50 up to four hours £5.00 over four hours	£2.20 up to two hours £3.20 up to four hours £5.00 over four hours	£2 all day
Churchfields Mark Street	£1.60 up to two hours £2.50 up to four hours £5.00 over four hours	£2.20 up to two hours £3.20 up to four hours £5.00 over four hours	Remains FREE
Pitt Street Joseph Street Burleigh Street East Burleigh Street West	£0.70 up to two hours £1.00 up to four hours £2.00 over four hours	£1.00 up to two hours £2.00 up to four hours £3.00 over four hours	Remains FREE
West Road, Pogmoor	£1.10 up to four hours £2.20 over four hours	£2.00 up to four hours £3.00 over four hours	Remains FREE

**Option 4****Proposal 1: On-Street Charges 8am-6pm as Option 2****Proposal 2: Off - Street Charges 8am-6pm**

	<b>Current Mon-Fri</b>	<b>Proposal TWO Mon-Fri</b>	<b>Proposal THREE Saturday currently free</b>
Lambra Road	£1.20 one hour £1.60 two hours max	£1.40 one hour £2.00 two hours max	£1.00/hour No max stay
Grahams Orchard St.Mary's Place	£1.20 one hour max	£1.40 / hour no max stay	£1.00/hour No max stay
Market Gate	£1.20/hour four hour max £1.00 evening charge	No change	£1.00/hour No max stay
Wellington House	£1.20/hour No max stay	£1.40/hour No max stay	£1.00/hour No max stay
John Street	£1.60 up to two hours £2.50 up to four hours max	£2.00 up to two hours £3.00 up to four hours max	£2 all day
Sackville Street	£1.60 up to two hours £2.50 up to four hours max	£2.00 up to two hours £3.00 up to four hours max	Remains FREE
Courthouse Multi-Storey	£1.60 up to two hours £2.50 up to four hours £5.00 over four hours	£2.00 up to two hours £3.00 up to four hours £5.00 over four hours	£2 all day
Churchfields Mark Street	£1.60 up to two hours £2.50 up to four hours £5.00 over four hours	£2.00 up to two hours £3.00 up to four hours £5.00 over four hours	Remains FREE
Pitt Street Joseph Street Burleigh Street East Burleigh Street West	£0.70 up to two hours £1.00 up to four hours £2.00 over four hours	£1.00 up to two hours £1.50 up to four hours £2.50 over four hours	Remains FREE
West Road, Pogmoor	£1.10 up to four hours £2.20 over four hours	£2.00 up to four hours £3.00 over four hours	Remains FREE

**Option 5****Proposal 1: On-Street Charges 8am-6pm as Option 2****Proposal 2: Off - Street Charges 8am-6pm**

	<b>Current Mon-Fri</b>	<b>Proposal TWO Mon-Fri</b>	<b>Proposal THREE Saturday currently free</b>
Lambra Road	£1.20 one hour £1.60 two hours max	£1.40 one hour £2.00 two hours max	Remains FREE
Grahams Orchard St.Mary's Place	£1.20 one hour max	£1.40 / hour no max stay	Remains FREE
Market Gate	£1.20/hour four hour max £1.00 evening charge	No change	Remains FREE
Wellington House	£1.20/hour No max stay	£1.40/hour No max stay	Remains FREE
John Street	£1.60 up to two hours £2.50 up to four hours max	£2.00 up to two hours £3.00 up to four hours max	FREE 10:00am – 3:00pm £2 per day outside this time
Sackville Street	£1.60 up to two hours £2.50 up to four hours max	£2.00 up to two hours £3.00 up to four hours max	Remains FREE
Courthouse Multi-Storey	£1.60 up to two hours £2.50 up to four hours £5.00 over four hours	£2.00 up to two hours £3.00 up to four hours £5.00 over four hours	FREE 10:00am – 3:00pm £2 per day outside this time
Churchfields Mark Street	£1.60 up to two hours £2.50 up to four hours £5.00 over four hours	£2.00 up to two hours £3.00 up to four hours £5.00 over four hours	Remains FREE
Pitt Street Joseph Street Burleigh Street East Burleigh Street West	£0.70 up to two hours £1.00 up to four hours £2.00 over four hours	£1.00 up to two hours £1.50 up to four hours £2.50 over four hours	Remains FREE
West Road, Pogmoor	£1.10 up to four hours £2.20 over four hours	£2.00 up to four hours £3.00 over four hours	Remains FREE



# Appendix C

## Adjacent Authority Current Car Parking Charges

	Sheffield		Wakefield		Doncaster		Rotherham		Barnsley	
	inner	outer	inner	outer	inner	outer	inner	outer	inner	outer
Car park	£1/hour	£0.50/hour £2.00 all day	£0.90 one hour £1.60 two hours £2.80 four hours £5.80 over four	£2.50/day	£1/hour various max stays	£0.50/hour	£1.50 two hours £2.00 four hours £3.50 over four	£2.00/day	£1.60 two hours £2.50 four hours £5.00 over four	£0.70 two hours £1.20 four hours £2.00 over four
On-street	£1/30mins	£1/hour	£0.70 30mins £0.90 one hour £1.60 two hours £2.80 four hours £5.80 over four		£1/30mins	£1/30mins	£1.00 30mins £1.50 one hour £3.00 two hours		£0.70 30mins £1.40 one hour	£0.70 one hour £1.40 two hours
COMMENT	Mon-Sat 8am-4.30pm £2 /£1 4.30-8.30pm Sunday £1 flat rate to be reviewed (all best spaces taken by shop workers.				Mon-Sat 8am-6pm		Mon-Sat 8am-6pm  All day charge reduced from £6.50 resulting in twice the usage  One 300 space site offers free Saturday parking		Mon-Fri 8am-6pm car parks Mon-Sat 8am-6pm on-street  £1 flat rate evening charge applies Market Gate car park only	

Appendix D

Equality Impact Assessment

## BARNSELEY METROPOLITAN BOROUGH COUNCIL

This matter is a Key Decision within the Council's definition and has been included in the relevant Forward Plan

Report of the Executive Director (People)  
to Cabinet

(22<sup>nd</sup> February 2017)

### **Options Appraisal to Address Primary and Secondary School Pupil Place Planning Challenges**

#### **1.0 Purpose of the Report**

- 1.1 This report sets out a range of options to be considered to enable the council to meet the demand for more school places.
- 1.2 Over recent years additional primary places have been created to accommodate a population bulge. These pupils will soon enter the secondary phase. There will be considerable pressure in the secondary school system from September 2017. The demand for places will peak in 2022, to a projected need for an additional 938 places (equivalent to a small secondary school) after which demand may begin to reduce. However the projected numbers indicate that, over the period of the bulge, a new secondary school will be needed to accommodate the additional pupils. The pressure on places will be particularly acute in the town centre area and western part of the borough. A lack of secondary school places in these areas will initially lead to fewer children getting their first preference school, and travelling longer distances to school.
- 1.3 In addition to the need for more secondary school places, housing targets in the adopted Core Strategy and the emerging Local Plan, indicates a primary school will be required as part of a mixed-use development adjacent to Barugh Green/Higham (known as MU 1).
- 1.4 Due to the run-in time required for commissioning and delivering a new school, or for expanding existing schools, a decision needs to be made now in order to provide sufficient school places in the timescale required. In the shorter term bulge numbers are being planned for some schools already to meet growing demand in the next two years, but this approach will not meet demand beyond that period.
- 1.5 The council has a statutory responsibility to ensure there are sufficient school places. It can expand existing schools but it cannot open a new local-authority maintained school. All new schools must be opened as academies or free schools, and councils must go out to competition and seek bids from other organisations to open a new school. The role of the council is to broker and mediate rather than directly plan and deliver new schools. Key stakeholders in this new process are The Office of the Regional Schools' Commissioner (RSC), the Department for Education (DfE), local schools and local and national Multi Academy Trusts. A new school sponsor or proposer can only open a school with the approval and agreement of The Regional Schools Commissioner and the DfE.

- 1.6 The approach the council takes to securing additional schools is a factor in determining the source of capital funding. For example, if a Free School proposer applies to the DfE to open a school in Barnsley, and this is approved, the capital funding is provided by the Education Funding Agency (EFA). If the council opts to meet the additional demand by expanding existing maintained schools it has to meet the capital costs, and, in some circumstances, may have to fund expansions in academies. If it commissions a new Free School through competition it has to meet capital and project costs.
- 1.7 This report sets out a range of approaches and options for meeting the Council's sufficiency duty, including the relevant source of capital costs which would be required to implement each option.
- 1.8 The report includes interdependent options, particularly in relation to the secondary school places. Section 5 of the report sets out the following:
- The options for creating additional secondary places
  - The options for procuring suitable accommodation, in the event that the decision is that a new school is needed.
  - The two routes the council can take to securing a new school
  - The options for securing a proposer ( i.e. a provider) to run a new school
  - The issues and options relating to providing a new primary school.

## **2.0 Recommendations**

- 2.1 **Cabinet is recommended to review the options considered below and to support the further development of feasibility work on the preferred option(s).**

**A two-phase approach to the issues outlined is recommended with the more urgent secondary issues addressed as Phase 1 and the primary issues as Phase 2**

### **Phase 1**

- **Working in collaboration with a potential town-centre based Secondary Multi Academy Trust (MAT) to establish a new secondary free school as part of the Town Centre Regeneration project which will accommodate additional pupils entering secondary from the primary phase**
- **Working in collaboration with a potential new west of town Secondary MAT to accommodate the remainder of additional pupils entering secondary from the primary phase**

### **Phase 2**

- **Working in collaboration with a potential new west of town MAT to potentially accommodate additional primary pupils on the mixed-use site (MU 1) should the site be allocated in the Local Plan.**

## **3.0 Introduction**

- 3.1 In referring to the purpose of the report, a consultation and scoping exercise was jointly commissioned by Education, Early Start and Prevention, and Asset Management Services. Discussions have been held with school leaders, chairs of

governors, BMBC officers from Asset Management; Economic Development and Finance services to shape options to address the challenge of:

- *The urgent need for additional secondary school places for year 7 pupils entering secondary now and over the next ten years, in the central and western areas of the borough.*
- *The need for additional primary places, as a result of housing targets in the Core Strategy and emerging local plan.*
- *The commensurate need for additional specialist places proportionate to increased primary and secondary places. This is likely to equate to approximately a further 75 specialist places and potentially 20 additional alternative provision places. This issue is being addressed separately through the development of a SEND placement sufficiency strategy.*

#### **4.0 Consideration of Alternative Approaches**

- 4.1 Background research and analysis has been completed and schools and key stakeholders have been consulted on the implications for their own schools and the schools system as a whole.
- 4.2 The approach has been to explore as many options as possible and to recommend those which offer the solution which meets the greatest number of needs, and views of stakeholders, who would need to act as partners in delivering the proposal. Schools, in particular, as autonomous bodies, cannot have particular solutions imposed on them. However, consultations have indicated a direction of travel, on the part of some schools, with regard to developing academy trusts that would support the proposed options.
- 4.3 Within the appraisal, options that are likely to be rejected by the Regional Schools Commissioner/DfE have not been included, for example the expansion of a school rated less than good.
- 4.4 The balance of risks and benefits will need to be reviewed on an on-going basis as options are developed in more detail. There is, however an urgent need to address the pupil place planning challenges in the secondary phase, therefore a protracted planning phase is not recommended.
- 4.5 The preferred option will also need to address future challenges e.g. the possibility of a school closing in years to come due to falling birth rates. There is a national tendency for pupil numbers to increase then decrease over a regular timescale and according to a regular pattern. This means that schools are built and then closed or moth-balled on an approximately 25-year cycle. A potential solution to this reversal in birth rates is also offered within this report.
- 4.6 The recommended options below support the principles set out in Barnsley Alliance Strategy which states that:  
*'Fundamental to the work of The Alliance is our belief that working together is the best way to ensure that we are providing education that is inclusive, and puts*

*children and young people at the heart of what we do. We know that we are operating at a time of change in terms of national policy and within an environment of economic constraint and as the traditional role of the council in the school improvement process is changing, it is only by embracing a sector-led model that we will achieve success.'*

## **5.0 Options**

### **5.1 Phase 1 ( Secondary School Places) Options**

#### **5.2 Addressing the urgent need for additional places for pupils entering into Year 7**

5.3 Pupil place planning projections for secondary pupils at Appendix 2 show there is a 'bulge' of pupils coming through from primary phase. This bulge began in September 2015 and will continue for at least 10 years. The birth rate appears to be slowing and therefore beyond the ten-year point the trend may reverse although this will have to be assessed on an ongoing basis as demographics change over time. This data however masks the scale of the challenge; the position is highlighted more starkly at Appendix 2 where the projected year 7 numbers and places available at the relevant schools are compared.

5.4 The schools that are affected are those in the central and western areas: Darton College, Barnsley Academy, Horizon and Penistone Grammar School. In the central area, the maximum predicted shortfall in secondary places occurs in 2022, based on birth data and amounts to a 753-place deficit. For Penistone Grammar School, the maximum predicted shortfall occurs in 2024, based on birth data and amounts to a 244-place deficit. Appendix 2 shows data for the Barnsley-wide Year 7 cohort and demonstrates the need for whole year group space rather than generic space that might be available across all year-groups within the town's secondary schools.

5.5 Data on year 6 transfers out of the borough indicate that there is also a small but significant number of parents deciding to send their children out of Barnsley for their secondary education. On average over the last 10 years approximately 7% of Year 6 transfer age have travelled out of Barnsley to secondary schools elsewhere. As Barnsley schools improve over time it is possible that these numbers may reduce as parents decide to apply for a good local school and this may add a further small number to the deficits indicated above.

5.6 The options to address this challenge are:

1. Expand some existing secondary schools
2. Utilise space currently in all secondary schools across Barnsley
3. Build a new secondary school
4. Refurbish an existing public building and use for a fixed term to accommodate a new secondary school

5.7 Pros and cons of each of these options are:

	Option	Pros	Cons
1	<b>Expand some existing secondary schools</b>	<ul style="list-style-type: none"> <li>• Additional space could be provided specifically in the schools where it is needed.</li> <li>• A school accommodation review by Gleeds and Halliday Meecham Architects has already reviewed 3 schools where expansion might be possible, Horizon, Holy Trinity and Penistone Grammar</li> <li>• Gleeds have suggested that Penistone Grammar and Horizon could accommodate some of the additional pupils' needs via three-storey extensions.</li> </ul>	<ul style="list-style-type: none"> <li>• The capital expenditure required would need to be found by BMBC</li> <li>• Under the exclusivity terms in the Building Schools for the Future (BSF) contract, expansion work would have to be directed through the Local Education Partnership (LEP)</li> <li>• The time taken to complete further feasibility studies recommended by Gleeds and the contractual necessities with the LEP and the build works would mean that there will be a significant shortfall of places and no immediate and probably no medium-term solution</li> <li>• If Horizon were to be expanded this would create an extremely large secondary school (2532 pupils in 2023) and additional traffic associated with the expansion may be difficult to accommodate on the highway network without significant mitigation.</li> <li>• There is a down-turn in the birth rate evidenced now so the additional space created by the extensions at Horizon and Penistone Grammar may be defunct within 15-20 years although this could be partially offset by housing growth in the town. Holy Trinity would no longer be deemed suitable for expansion on education grounds due to its Ofsted rating</li> </ul>
2	<b>Utilise space currently in all secondary schools across Barnsley</b>	<ul style="list-style-type: none"> <li>• This is the option that is favoured by some secondary head-teachers</li> </ul>	<ul style="list-style-type: none"> <li>• The available space is not uniform and does not accommodate whole year groups</li> <li>• There may be an impact on curriculum or wellbeing offer</li> </ul>

			<p>as a result of changing use of available space</p> <ul style="list-style-type: none"> <li>• This option would necessitate secondary pupils travelling larger distances and increase the number of car journeys and potential traffic congestion</li> <li>• There would be a reduction in parental first-preferences and any-preferences through the Council's co-ordinated admissions process</li> <li>• Would require some capital expenditure to remodel spaces, which would have to be funded by the council</li> </ul>
3	<b>Build a new secondary School as part of the Free School programme</b>	<ul style="list-style-type: none"> <li>• The building can be designed specifically for the projected numbers of pupils</li> <li>• If a Free School Proposer comes forward capital is provided by the EFA</li> </ul>	<ul style="list-style-type: none"> <li>• The time taken to negotiate with DfE/EFA (Education Funding Agency), negotiate with a MAT, procure, design and build a new school is prohibitive.</li> <li>• It may occur that this school will have to be closed and moth-balled within 25 years as the birth rate falls impact on the town's secondary schools, although this could be partially offset by housing growth in the town.</li> <li>• If the Council commissions the school it will have to meet the capital costs</li> </ul>
4	<b>Refurbish an existing building and establish a new school to accommodate secondary pupils</b>	<ul style="list-style-type: none"> <li>• If a building can be identified and agreed this can done relatively quickly</li> <li>• If a building can be identified and agreed this can done relatively cheaply</li> </ul>	<ul style="list-style-type: none"> <li>• The time taken to negotiate with DfE/EFA, negotiate with a MAT, procure, re-design and re-model the building may be prohibitive</li> </ul>

5.8 For the reasons outlined above, **the recommended option is Option 4**

5.9 Procuring Suitable Accommodation

5.10 In the event that Option 4 is supported the next task would be to identify a suitable location and building.

5.11 As part of the background research into options, potential town-centre sites have been investigated, in principle, for conversion through re-modelling into a secondary school suitable to accommodate approximately 750 pupils.



5.12 The following site options have been explored in principle:

- Former college sixth form buildings, Regent Street, Barnsley
- Berneslei Close, former Council buildings
- Springfield House
- Various Primary School sites

5.13 Pros and cons of these options are:

	Option	Pros	Cons
1	<b>Former College Sixth form buildings, Regent Street Barnsley</b>	<ul style="list-style-type: none"> <li>• Likely to be less costly and take less time to re-model</li> <li>• Offers opportunity for partnership working with the nearby college for delivery of vocational curriculum</li> <li>• Offers potential further use after accommodation no longer needed for a school (in long term) eg Additional Learning Needs Centre</li> <li>• Contributes to the Town Centre regeneration scheme</li> <li>• Is centrally located and near to the transport interchange – aiding use of public transport to/from school</li> </ul>	<ul style="list-style-type: none"> <li>• Is in the ownership of a third party (Barnsley College) and will require negotiations over procurement/lease arrangements</li> <li>• If the new free school is to be proposed/sponsored by a MAT, will rely on the MAT taking forward this option</li> <li>• There are no sports fields attached to the building (NB If Horizon were to sponsor this free school their nearby sports and PE facilities could be used on a timetabled basis however transport would be needed for pupils in the school day)</li> <li>• Highways / infrastructure impacts</li> <li>• Could not be refurbished in time to meet demand immediately</li> </ul>
2	<b>Berneslei Close former Council buildings</b>	<ul style="list-style-type: none"> <li>• Town-centre locality</li> <li>• BMBC-owned</li> <li>• Surplus to Councils operational requirements</li> <li>• Immediately available</li> </ul>	<ul style="list-style-type: none"> <li>• Is likely to be more costly and take more time to re-model. Huge refurbishment costs due to previous non-education uses.</li> <li>• Fabric of the building requires major investment in new roof / heating and M&amp;E</li> <li>• The site is located within the Conservation Area and there are therefore limits on what could be demolished.</li> <li>• Additional traffic could cause problems on the gyratory at the junction of Old Mill Lane, Huddersfield Road and Victoria Road.</li> </ul>

3	<b>Springfield House</b>	<ul style="list-style-type: none"> <li>• Available For sale or To Let via Third Party</li> <li>• Large building which could be re-furnished relatively quickly from current office space</li> <li>• Close linkages to Horizon CC</li> <li>• Unused since 2013</li> </ul>	<ul style="list-style-type: none"> <li>• Not within the ownership of BMBC</li> <li>• Additional traffic could cause problems at Townend Roundabout and add to existing congestion on Dodworth Road.</li> <li>• Current access off Springfield Street is poor</li> <li>• Residential area – impacts</li> <li>• Change of use</li> <li>• Refurbishment costs</li> </ul>
4	<b>Various primary School sites' survey</b>  Only feasible options are:  Keresforth Close and Forest Academy	Already configured as schools	Keresforth Close - SCR grant funding bid approved and looking to masterplan the entire mixed use site with preference for housing and relocation of fire station  Forest Academy - large site could accommodate a new primary school only

5.14 For the reasons outlined above, **the recommended option is Option 1**

5.15 In the future (after 10 years) the proposed additional town centre school located in the former college sixth form building may not be needed as pupil numbers fall, however its proximity to Barnsley College would make it an attractive site as a multi-use vocational centre for all the borough's schools and linked closely and in partnership with the College. It could also provide a base for alternative and/or PRU provision and if this was included as part of the initial planning this would possibly assuage the concerns from other secondary schools in the borough that when/if in the future secondary numbers start to fall, their schools are at risk of closing if they are still not popular and are still not as strong as they would wish to be.

5.16 The fact that all the borough's secondary schools have recently been built under the Building Schools for the Future (BSF) programme with all of them under Private Finance Initiative (PFI) terms is a further assurance for secondary school heads and governing bodies as it is unlikely that the decision will be made in the foreseeable future for this investment to be lost through closing of a school building. As set out in legislation, all schools will remain under pressure to be judged as good or outstanding by Ofsted and to maintain high standards of teaching, learning and leadership and this will be a pressure that all schools will have to manage over the coming years. Decisions will be made by the Council and/or the Regional Schools Commissioner's office as judgements are passed and progress monitored on an ongoing basis.

5.17 Commissioning a new school

5.18 The DfE Guidance for Free School Presumption  
[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/501328/Free\\_school\\_presumption\\_guidance\\_18\\_february.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/501328/Free_school_presumption_guidance_18_february.pdf)  
 details how proposed new school provision is now progressed.

- 5.19 There are two routes available:
1. New provision can be commissioned by the Council through a competitive process. In this case the Council is responsible for all capital and pre- and post-opening costs.
  2. New provision can be delivered by third parties under the auspices of the DfE and working closely with the Council where the capital and pre- and post-opening costs do not fall to the Council but are funded by the DfE

5.20 Pros and cons of each of these options are:

	Option	Pros	Cons
1	<b>Under the auspices of the Council</b>	<ul style="list-style-type: none"> <li>• The Council controls and runs a mini-competition for proposers and decides on the best proposer and sponsor for the new school</li> <li>• The Council is in direct control of the timescales for delivery</li> </ul>	<ul style="list-style-type: none"> <li>• The Council has to find any capital costs and the pre- and post-opening project management revenue costs approximately (£300k)</li> </ul>
2	<b>Under the auspices of the DfE</b>	<ul style="list-style-type: none"> <li>• The Council does not need to find capital or revenue funds</li> <li>• The Council can influence the eventual choice of proposer/sponsor and the process</li> </ul>	<ul style="list-style-type: none"> <li>• The Council is not able to directly control the process or the eventual choice of proposer/sponsor</li> <li>• The Council cannot directly control the timescales for delivery</li> </ul>

For the reasons outlined above, **the recommended option is Option 2**

- 5.21 Securing an appropriate proposer ( provider) of a new school
- 5.22 Any new school must be run by an Academy Trust Current policy is that schools converting to academy status do so as part of a Multi-Academy Trust (MAT) rather than a stand-alone trust with a single school. MATs, once established, can expand the number of schools within the Trust, including through sponsoring underperforming schools. They can also propose and sponsor new Free Schools,
- 5.23 Any established MAT, either currently operating in Barnsley or with ambitions to operate in Barnsley could also propose and eventually sponsor a new town-centre-based free school.
- 5.24 Maintained schools that are good and outstanding can convert to academies, taking the lead in establishing MATs with other schools subject to due process and the approval of the Regional Commissioner.

- 5.25 Of the schools most affected by the increased need for places, Horizon and Penistone Grammar School (PGS) have high Ofsted ratings and so are in the position to establish MATs and if they want, to propose and sponsor a new free school.
- 5.26 Through consultation with both Horizon and PGS, it has become clear that the governor and leaders these schools are considering establishing MATs and have been in discussion with other local schools and the DfE about this.
- 5.27 As indicated above, pupil projection data shows that in the central region of Barnsley there is a predicted highest shortfall of places of 753 in 2023. This is a small secondary school sized free school. The numbers for the Penistone area show a predicted highest shortfall of places of 244 in 2024. This could be addressed by including these numbers with those above ( $244 + 753 = 997$ ), and this would be a medium-sized free school. However the places needed to meet demand in Penistone would be located in the town centre. An alternative would be to increase places in Penistone Grammar, which would strengthen its viability in establishing a MAT.
- 5.28 Pros and cons of each of these options are:

	Option	Pros	Cons
1	<b>Already established MAT proposing and sponsoring a new free school to provide all of the additional places needed (900+)</b>	<ul style="list-style-type: none"> <li>Decision-making and planning does not require as much Council or Barnsley schools' capacity</li> </ul>	<ul style="list-style-type: none"> <li>The nature of the proposer/sponsor's ambitions is unknown and this may create uncertainty in 'the system'</li> <li>Relies on third party corporate decision-making and timescales</li> <li>The opportunity to develop a 'Barnsley solution to a Barnsley challenge' may be lost</li> </ul>
2	<b>Existing maintained school becoming a MAT and proposing/sponsoring a new town centre free school providing all of the additional places needed</b>	<ul style="list-style-type: none"> <li>There are high performing local schools, Ofsted-rated Good with recent experience of establishing and building a new school</li> </ul>	<ul style="list-style-type: none"> <li>This is a medium-sized school and the chance of finding a large enough single property in the town-centre to re-model is less likely</li> <li>Many of the pupils in the free school are likely to be from the west of the borough increasing transport time, costs and additional and longer journeys to and from the school (particularly if the school is in the town centre): environmental impact</li> <li>Relies on maintained school becoming a MAT</li> </ul>

			within reasonable timescales
3	<b>Existing MAT or maintained school becoming a MAT and sponsoring a new, small secondary free school (700-800 places) to meet town centre demand, PLUS increasing number of places available in Penistone by approx. 250 places</b>	<ul style="list-style-type: none"> <li>Choice of MATs already in Barnsley, plus a high performing maintained schools in right location w experience of establishing and building a new school</li> <li>High performing local school in Penistone (PGS) suitable for expansion to meet demand in that area</li> <li>Would make Penistone school more financially viable as either a maintained school or as part of a new MAT</li> </ul>	<ul style="list-style-type: none"> <li>A town-centre site would need to be identified and procured/leased and re-modelled within the right timescales to provide accommodation</li> <li>PGS would need to provide extra accommodation for at least an additional 244 pupils which would require capital investment by the council</li> <li>Some of the additional places could be taken by pupils from the Sheffield area, based on PGS current intake radius</li> </ul>

5.29 For the reasons outlined above, **the recommended option is Option 3**

5.30 Phase 2: Addressing the medium-term need for additional primary places in the Barugh Green/Higham district

5.31 The adopted Core Strategy already identifies Urban Barnsley as the housing growth area in the borough and in the emerging Local Plan, there is a mixed-use site (MU 1) proposed adjacent to Higham and Barugh Green. The examination of the plan will take place in 2017 with a decision currently expected in late summer/autumn. If the Local Plan is deemed to be sound following examination, the indicative phasing plan provided by the developer suggests that houses will come forward in the following phases:

Phase	Dates	No. dwellings	No. Primary pupils	No. Secondary pupils
Phase 1	2018-2023	487 dwellings	104	74
Phase 2	2023-2028	598 dwellings	126	91
Phase 3	2028-2033	615 dwellings	131	93
<b>TOTALS</b>		<b>1700</b>	<b>361</b>	<b>258</b>

5.32 In order to cater for the additional school pupils that would be housed through this development a 1.5 form-entry primary school would be needed in the area. It is advantageous for all parties if the school is built as part of the first phase of the development as a new-build local primary school assists with the early sale of homes in order to meet identified housing need. It would also be advantageous to Barnsley as it would provide additional primary school places in a locality where places are

currently under pressure. The capital budget for the new school will be provided in part only by the Section 106 funds levied on the developer.

- 5.33 The probable timescales for the development and the school build are outlined below:

Local Plan Inspector's Decision	Summer/Autumn 2017
Developers take control of land	January 2018
Procurement of school developer	February – June 2018
Site available for new school build	Summer 2018
School open	September 2019

A survey of sites for potential primary school building is included at Appendix 3.

- 5.34 A high-level options appraisal has already been completed by BMBC in June 2016 with the following options considered:

Option1 – New school built on new site at Barugh Green

Option 2 - Expansion of the existing Barugh Green School

Option 3 - Expansion of the existing Gawber School

Option 4 – Expansion of Existing Wilthorpe School

Option 5 - New school built on alternative new site

- 5.35 This options appraisal concluded that **Option 1** was the most deliverable option however this did not take account of any changes in governance which may occur in the relevant schools ie conversion to a MAT may change the preferred option as capital funds may be made available through the EFA.

- 5.36 All of the considerations described above for the establishment of a new secondary free school also apply to the establishment of a new primary free school. The options available for this new school are therefore:

Option 1 – Already established MAT proposing and sponsoring a new free school

Option 2 – A new MAT for Barugh Green Primary sponsoring the new primary free school (a two school MAT initially)

Option 3 - A new MAT for Gawber Primary School sponsoring the new primary free school (a two school MAT initially)

Option 4 - A new MAT with both the local primary schools sponsoring the new primary free school (a three school MAT initially)

Option 5 – A new MAT with a secondary and a primary/several primaries sponsoring the new primary free school

Option 6 - A local secondary school changing its designation to become an all-through school

- 5.37 As a consequence of earlier national policy statements good and outstanding Barnsley primary and secondary schools have been actively considering choices about their future status and looking at options for forming or joining a MAT.

Throughout this consultation it is clear that both Gawber Primary School and Barugh Green are considering carefully the benefits and risks of establishing themselves as a MAT. Given the timescales and subject to due process and governing body decisions about their schools, if either of these schools led on the establishment of a MAT they could apply to sponsor a Free School. Equally if a secondary school governing body determined that it would like their school to become an all-through school, this could be planned and delivered within the timescales needed.

#### 5.38 Summary Of Recommended Options

5.39 A summary of the recommended options is outlined below, for Cabinet's ease of reference:

##### Phase 1

- For addressing additional demand for pupil places entering Year 7 – Option 4 (Refurbishment of an existing building and to establish a new school to accommodate secondary pupils)
- Subject to approving Option 4, the recommended option for procuring suitable accommodation is – Option 1 (Former 6<sup>th</sup> Form College Building, Regent St)
- Commissioning of a new school – Option 2 (Commissioned under the auspices of the DfE)
- Securing an appropriate proposer/provider – Option 3 (An existing MAT or a maintained school becoming a MAT which will sponsor a new, smaller secondary free school to meet demand from the Town Centre and to increase the number of available places in Penistone by approximately 250 places)

##### Phase 2

- For addressing the medium term need for additional primary school places in the Barugh Green/Higham areas – Option 1\* (New school to be built on a new site at Barugh Green)

*(\*based on the considerations outlined in Paragraphs 5.35 – 5.37)*

#### **6.0 Proposal and Justification**

6.1 As described above, the Council has no direct control over the proposed solutions which rely on individual schools' determinations and actions. If the above recommended options are deemed favourable to be taken forward into the next stage of development, the Council will need to have cognisance of the progress of individual school projects in order to satisfy itself that sufficient places will be available. There are also actions for different departments of the Council eg the Surveyor teams so a central co-ordinating role for the Council is envisaged. Schools will need to assemble a project team to work with the various stakeholders, including the Council as a key stakeholder and to work up a detailed delivery plan. As indicated above, there is particular urgency to move the approved option for the new secondary school into a delivery phase. The timescales for the new primary provision are less critical at this stage.

## **7.0 Implications for Local People and Service Users**

- 7.1 There is an urgent need for additional secondary school places in the central and western parts of the borough. The options above offer a short-term transitional solution as well as a more permanent solution to the challenge. Failure to address the challenge will mean that local parents will not be able to find a place for their children in the town's secondary schools at transfer from primary to secondary phase education.

## **9.0 Financial Implications**

- 9.1 The capital cost of providing new school places is funded by the DfE through the 'Basic Need' capital grant. This capital grant is used by local authorities to support the capital requirement for expanding existing maintained schools, free schools or academies, and by establishing new schools.
- 9.2 Basic need funding is allocated on the basis of a comparison of forecast pupil numbers with school capacity, with shortfalls in capacity attracting funding. The allocations for the financial years up to 2018-19 have been confirmed by the Government (and are based upon the projected need for new places by September 2019). The confirmed allocations for Barnsley are as follows:

2016-17	2017-18	2018-19	3 year Total
3,062,602	3,116,146	137,735	<b>6,316,483</b>

- 9.3 It should be noted that basic need funding for 2016/17 and 2017/18 is fully committed to funding a number of expansion schemes (and additional places) in primary schools (including academies) across the borough. The funding confirmed for 2018/19 £0.137m is significantly less than the amount for previous years, also with no funding confirmed beyond 2018/19. As it currently stands the basic need funding confirmed beyond 2017/18 is significantly inadequate to meet the medium term need for additional school places in the Barugh Green/Higham district and for pupils entering into Year 7 (secondary schools).
- 9.4 It should be noted that in addition to DfE basic need capital allocation, S106 funding (from local housing development) is another useful source of funding and contribution towards the capital requirement of new school places. If the Local Plan is considered to be sound and MU 1 is allocated as currently proposed it is envisaged that there would be a Section 106 contribution of £2.5 million available for additional secondary school provision and £2.5 million for primary provision.
- 9.5 The above identified s106 funding will create the 'seed' money for any additional capital that might be needed to convert the old sixth form building and to build the new school. The EFA could provide additional capital monies for the build as part of the 500 new Free School commitments for example.
- 9.6 There has been no survey yet of the old sixth form building and therefore no estimate of the cost to convert or the time it will take to do this. A full feasibility of the building for the proposed new use would be required as a priority action on any project delivery plan.



- 9.7 The funds needed to expand places in existing primary and secondary schools to meet demand in the shorter term have not been costed or identified as part of this report.

#### **10.0 Employee Implications**

- 10.1 None.

#### **11.0 Communications Implications**

- 11.1 The consultation carried out so far has been an open and transparent process with consultees having the opportunity to contribute to the shaping of the option. It is recommended to continue this approach into the project development phase and to establish a stakeholder reference groups which could also involve parents and young people.

#### **12.0 Consultations**

- 12.1 The informal consultation process undertaken so far has resulted in the formulation of this report. It is recommended to continue this informal consultation as described above. In addition, as part of the establishment of new MATs and free schools there will be a statutory Section 10 consultation process to be completed.

#### **13.0 The Corporate Plan and the Council's Performance Management Framework**

- 13.1 The proposals are relevant to the corporate priority relating to People Achieving their Potential, specifically the objective that every child is in a good school.

#### **14.0 Promoting Equality, Diversity and Inclusion**

- 14.1 Consideration of the need for additional special school places is given the same priority as the need for additional mainstream places.

#### **15.0 Tackling the Impact of Poverty**

- 15.1 None directly.

#### **16.0 Tackling Health Inequalities**

- 16.1 None directly.

#### **17.0 Reduction of Crime and Disorder**

- 17.1 None directly.

#### **18.0 Risk Management Issues**

- 18.1 Consideration of the options and support to proceed into an active project phase will mitigate the reputational risk to BMBC associated with having too few secondary place for pupils transitioning from primary to secondary in the coming years and having too few special school places.

#### **19.0 Health, Safety and Emergency Resilience Issues**

- 19.1 None.

**20.0 Compatibility with the European Convention on Human Rights**

20.1 None directly.

**21.0 Conservation of Biodiversity**

21.1 None.

**22.0 Glossary of Terms and Abbreviations**

22.1 None, applicable.

**23.0 List of Appendices**

23.1 Appendix 1: List of Consultees

Appendix 2: Pupil Place Panning data – Secondary NOR 2015-27 by area

Appendix 3: Analysis of potential new primary school sites at Barugh  
Green/Higham

**24.0 Details of Background Papers**

24.1 The free school presumption - Departmental advice for local authorities and new school proposers February 2016. All background papers used in the production of this report may be viewed by contacting Maggie Francis, People Directorate, Barnsley MBC, PO Box 634, Barnsley, South Yorkshire, S70 9GG

Officer Contact: Margaret Libreri

Tel. No. 773211 or margaretlibreri@barnsley.gov.uk

Financial Implications/
Consultation .....
<i>(to be signed by senior Financial Services Officer where no financial implications</i>

**Barnsley Metropolitan Borough Council**  
**Consultation – Pupil Place Panning Challenges**

Name	Designation	Consultation details	
		Date	Methodology
Barnsley Secondary Head teachers' Group		27.09.16	Presentation and discussion/Q & A at Holy Trinity Catholic and Church of England School
Michael Gilmore	Head teacher, Barugh Green Primary School	30.09.16	Meeting at School
Lerina Pearson	BMBC Economic Development	04.10.16	Meeting at Gateway Plaza
Joe Jenkinson	BMBC, Planning and Building Control	04.10.16	Meeting at Gateway Plaza
Tim Hartley	BMBC Asset Management	04.10.16	Meeting at Gateway Plaza
Margaret Gostelow and Molly Beevers	COG Horizon Community college and COG Greenacre Special School	04.10.16	Meeting at Gateway Plaza
Josh Amawhe and Catherine Pantry	BMBC Finance team	05.10.16	Meeting at Gateway Plaza
Councillor Tim Cheetham	BMBC Cabinet Spokesperson - People (Achieving Potential)	05.10.16	Meeting at Town Hall
Nick Bowen	Principal Horizon Community College	07.10.16	Meeting at Horizon Community College
Julie Brown and Liz Currie	Head teacher and Chair of Governors, Gawber Primary School	12.10.16	Meeting at Gawber Primary School
		17.10.16	Briefing paper produced for governors
Mike Rawlins and Julie Youel	BMBC Asset Management	12.10.16	Meeting at Westgate Plaza
Jo Higgins and Carol Mason	Principal and Assistant Principal	19.10.16	Meeting at Penistone Grammar School
Diane Greaves and Mark Wood	Principal and Business Manager, Greenacre Special School	20.10.16	Meeting at Greenacre Special School

		21.10.16	Briefing paper produced for meeting with DfE/RSC
Michael Gilmore, Sue Hague, Lerina Pearson, Maggie Francis	Head teacher and COG, BMBC Officers	01.11.16	Meeting at Barugh Green Primary School
Dave Whitaker	Executive Principal, Springwell Learning Community	16.11.16	Meeting at the school
Barnsley Secondary Head teachers' Group		25.11.16	Presentation and discussion/Q & A at Horizon Community College

Secondary phase NOR and projections 2017/18 -2026/27 as at November 2015

Net Capacity	<i>estimates based on current primary population</i>						Estimates based on birth data			
	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026

South West Area

Kirk Birk	1200	1116	1154	1190	1199	1197	1206	1211	1161	1109	1093
Netherwood	1600	1151	1187	1232	1240	1285	1313	1324	1302	1287	1264
The Dearne	1200	1017	1061	1087	1128	1147	1140	1132	1055	962	860
	4000	3284	3402	3509	3567	3629	3659	3667	3518	3358	3217

North East

Carlton	1100	743	773	789	781	792	814	836	841	846	842
Holy Trinity	700	737	758	784	805	809	818	827	824	829	829
Shafton	1500	1061	1105	1132	1151	1183	1185	1194	1190	1170	1143
	3300	2541	2636	2705	2737	2784	2817	2857	2855	2845	2814

Penistone Area

PGS	1400	1399	1466	1512	1587	1615	1649	1659	1567	1462	1369
			-66	-112	-187	-215	-249	-259	-267	-62	

Central Area

Darton College	1200	1109	1133	1137	1109	1140	1160	1195	1139	1102	1058
Horizon	2000	2031	2079	2192	2293	2386	2511	2590	2622	2631	2628
Barnsley Academy	900	869	891	927	962	973	1029	1068	1056	1054	1017
	4100	4009	4103	4256	4364	4499	4700	4853	4817	4787	4703
			-3	-256	-264	-399	-600	-753	-717	-687	-603

**TOTAL**

	12800	11233	11607	11982	12255	12527	12825	13036	12757	12452	12103
surplus(+)/deficit(-)		1567	1193	818	545	273	-25	-236	43	348	697

No. of schools oversubscribed	2	3	4	4	4	5	5	4	4	3
No. of pupils refused place		-69	-368	-451	-614	-849	-1012	-984	-749	-603

## Year 7 projections 2017 - 2024

									estimates based on birth data
South West Area	AN	Census data	estimates based on current primary population						
		Sep 2017	Sep 2018	Sep 2019	Sep 2020	Sep 2021	Sep 2022	Sep 2023	Sep 2024
Kirk Balk	240	236	247	243	257	238	253	269	229
Netherwood	320	243	258	269	251	277	282	292	247
The Dearne High	240	228	225	227	228	234	223	231	239
	800	707	730	739	736	749	758	792	715

### North East

Outwood Acad Carlton	220	163	164	165	158	171	200	192	168
Holy Trinity	140	153	154	160	157	164	163	160	147
Outwood Acad Shafton	300	242	235	230	219	256	245	261	247
	660	558	553	555	534	591	608	613	562

### Penistone Area

Penistone Grammar	270	295	308	319	337	301	335	346	325
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### Central Area

Darton College	240	229	222	248	213	245	254	232	201
Horizon	400	420	445	465	499	532	546	490	447
Barnsley Academy	180	171	187	208	196	188	224	210	189
	820	820	854	921	908	965	1024	932	837

<b>Total NOR Secondary</b>	<b>2550</b>	<b>2380</b>	<b>2445</b>	<b>2534</b>	<b>2515</b>	<b>2606</b>	<b>2725</b>	<b>2683</b>	<b>2439</b>
surplus(+)/deficit(-)		170	105	16	35	-56	-175	-133	111

No of schools oversubscribed	3	5	6	5	5	6	5	4
shortage of places in central and Penistone areas	25	72	150	155	176	269	188	72

AN - Admission Number

Cumulative (5 year) figure 822

NOR - Number on Roll

Cumulative (5 year) figure 938

**J37 Barnsley West – Potential New Primary School Sites – Key Pros and Cons**

Site	Pros	Cons
1) New site at Barugh Green (MU1)	<ul style="list-style-type: none"> <li>Land to be provided by developer plus £2.5m (S106) contribution towards build cost.</li> <li>Requirement for 360 pupil school on a minimum size site of 1.749ha</li> <li>To meet government target of 500 new Free School during the lifetime of this Parliament funding likely to be made available to meet the £5m funding gap</li> <li>Free school funding likely to be available to provide temporary facilities on site if necessary ready for first pupil.</li> <li>Located within the development site in terms of minimising walking distances</li> <li>Most deliverable short and long term option</li> </ul>	<ul style="list-style-type: none"> <li>Still £5m shortfall for provision to secure funding</li> <li>Due to government policy any new school must be a Free School which is outside of Local Authority control.</li> <li>Need to ensure developer can build within timeframe of Summer 18 access route to new school site</li> <li>Costs potentially higher with temporary facilities as well as long term facilities</li> <li>The primary school location within the site takes potential housing land which impacts indirectly on the current viability gap.</li> <li>Some issues of walking distances from Gawber end of the site.</li> <li>There could be timing issues due to diversion of overhead power lines</li> <li>Could there be an issue for the local plan in securing school sponsor in advance of the EIP</li> </ul>
2) Expand existing Barugh Green School	<ul style="list-style-type: none"> <li>Land available on site for expansion, use existing building for KS1 and build separate KS2 facility to create a 630 pupil school over two buildings.</li> <li>Would potentially overcome short term issues for school places by September 2018 to fit development profile</li> <li>Outstanding Ofsted rating, very popular school.</li> <li>Location to a reasonable area of MU1</li> </ul>	<ul style="list-style-type: none"> <li>Basic infrastructure e.g. kitchens and dining hall cannot be expanded in present location.</li> <li>Land available would only allow for 2 separate facilities and would also rely on an additional 2 classrooms being provided at Gawber School which is problematic - physically and in terms of securing funding to do so.</li> <li>Walking distances from Gawber end of MU1 not ideal</li> <li>LA school so cannot apply to be free school sponsor to secure funding</li> <li>Deliverability unlikely</li> </ul>
3) Expand existing Gawber School	<ul style="list-style-type: none"> <li>Outstanding Ofsted rating, popular school.</li> <li>Location to some areas of MU1</li> </ul>	<ul style="list-style-type: none"> <li>Due to changes of levels on site and lack of usable development space Asset</li> </ul>

		<p>Management advise it is not practical to expand school beyond present size.</p> <ul style="list-style-type: none"> <li>• The existing site is 0.775ha, the min site area for a 280 place school is 1.132ha, a shortage of 0.357ha</li> <li>• There are potential issues around the access to this development land which is only 20m max in length (reduced to 16m through landscaping) which could pose problems for passive supervision during playtime</li> <li>• There is a public right of way across the area which would need to be diverted</li> <li>• LA school so cannot apply to be free school sponsor to secure funding</li> <li>• Deliverability unlikely</li> </ul>
4) Expand existing Wilthorpe School	<ul style="list-style-type: none"> <li>• Space to expand.</li> <li>• Would overcome short term issues for school places by September 2018 to fit development profile</li> </ul>	<ul style="list-style-type: none"> <li>• Plans already in place to expand classroom spaces funded through S106 contribution to cover approved development in the area.</li> <li>• Distance from development site</li> <li>• Temporary spaces would become permanent and create issues with securing pupil numbers for new school on MU1</li> <li>• LA school so cannot apply to be free school sponsor to secure funding</li> <li>• Deliverability unlikely</li> </ul>
5) Alternative new school site	<ul style="list-style-type: none"> <li>• Funding likely to be available through Free School option if it can be proved in advance that a new school is necessary. DfE would assist in finding a site and sponsor if necessary.</li> <li>• Frees up development land within MU1 to improve viability</li> <li>• Potentially could be deliverable short and long term option</li> </ul>	<ul style="list-style-type: none"> <li>• Timescales implication to finding an alternative school site</li> <li>• The new location may not satisfy the MU1 catchment area.</li> <li>• Possibility to put on land adjacent to Barugh Green Primary but more peripheral site.</li> <li>• Could there be an issue for the local plan in securing school sponsor in advance of the EIP</li> </ul>



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