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MEETING:	Cabinet
DATE:	Wednesday, 15 November 2017
TIME:	10.00 am
VENUE:	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 1st November, 2017 (Cab.15.11.2017/3)
(Pages 3 - 6)

Items for Noting

4. Decisions of Cabinet Spokespersons (Cab.15.11.2017/4) (Pages 7 - 10)

Petitions

5. Petitions received under Standing Order 44 (Cab.15.11.2017)

Items for Decision/Recommendation to Council

Place Spokesperson

6. Local Plan Examination - Modifications and Additional Sites Consultation
(Cab.15.11.2017/6) (Pages 11 - 96)
7. Barnsley Local Flood Risk Management Strategy (Cab.15.11.2017/7) (Pages 97 - 152)
8. Revision to Assisted Waste and Recycling Collection Policy (Cab.15.11.2017/8)
(To follow)

RECOMMENDATION TO FULL COUNCIL ON 23RD NOVEMBER, 2017

9. Taxi Licensing Update (Cab.15.11.2017/9) (Pages 153 - 158)

People (Achieving Potential) Spokesperson

10. Barnsley Special Educational Needs And Disability School Placement Sufficiency Strategy (2017-20) (Cab.15.11.2017/10) (Pages 159 - 192)

People (Safeguarding) Spokesperson

11. Provision of a Multi-Systemic Therapy Team on behalf of Sheffield City Council
(Cab.15.11.2017/11) (Pages 193 - 210)

To: Chair and Members of Cabinet:-

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

Cabinet Support Members:

Councillors Franklin, Frost, David Griffin, Lamb, Pourali 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, Director Public Health
Andrew Frosdick, Executive Director Core Services
Alison Brown, Service Director Human Resources and Business Support
Michael Potter, Service Director Business Improvement and Communications
Neil Copley, Service Director Finance
Katie Rogers, Communications and Marketing Business Partner
Anna Marshall, Scrutiny Officer
Ian Turner, Service Director, Council Governance
Chris Braithwaite, Senior Council Governance Officer

Corporate Communications and Marketing
Labour Group Room – 1 copy

Please contact Ian Turner on 01226 773421 or email governance@barnsley.gov.uk

Tuesday, 7 November 2017



MEETING:	Cabinet
DATE:	Wednesday, 1 November 2017
TIME:	10.00 am
VENUE:	Reception Room, Barnsley Town Hall

MINUTES

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

Members in Attendance: Councillors Franklin, David Griffin, Pourali, Shepherd

103. Declaration of pecuniary and non-pecuniary interests

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

104. Leader - Call-in of Cabinet decisions

The Leader reported that no decisions from the previous meeting held on 18th October, 2017 had been called in.

105. Minutes of the previous meeting held on 18th October, 2017 (Cab.1.11.2017/3)

The minutes of the meeting held on 18th October, 2017 were taken as read and signed by the Chair as a correct record.

106. Decisions of Cabinet Spokespersons (Cab.1.11.2017/4)

The Record of Decisions taken by Cabinet Spokespersons under delegated powers during the week ending 27th October, 2017 were noted.

107. Petitions received under Standing Order 44 (Cab.1.11.2017/5)

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

Place Spokesperson

108. Adoption of the South Yorkshire Municipal Waste Strategy (Cab.1.11.2017/6)

RESOLVED:-

- (i) that the South Yorkshire Municipal Waste Strategy Vision of “to reduce, re-use, recycle, and recover energy from 95% of South Yorkshire’s waste” be approved;
- (ii) that the South Yorkshire Municipal Waste Strategy, as detailed in the report now submitted, be adopted; and

- (iii) that approval be given to the key strategic priorities, strategic outcomes, outputs and the implementation of the South Yorkshire Municipal Waste Strategy.

109. Revision to Assisted Waste and Recycling Collection Policy (Cab.1.11.2017/7)

Cabinet discussed the report of the Place Spokesperson which set out proposed revisions to the Assisted Waste and Recycling Collection Policy. Cabinet noted that there was ambiguity regarding whether the proposal was for a one-off charge or a recurring annual charge. Therefore, it was agreed that this be clarified and consideration of the report be deferred until the Cabinet's next meeting.

RESOLVED That the report be deferred for consideration by Cabinet at its next meeting.

110. Exclusion of Public and Press

RESOLVED that the public and press be excluded from the meeting during consideration of the following items, because of the likely disclosure of exempt information as described by the specific paragraphs of Part I of Schedule 12A of the Local Government Act 1972 as amended, as follows:-

<u>Item Number</u>	<u>Type of Information Likely to be Disclosed</u>
111	Paragraph 3
112	Paragraph 3

Core Services Spokesperson

111. Asset Management Strategy - 5 Year Regeneration and Growth Programme 2017 - 2022 (Cab.1.11.2017/9)

RESOLVED:-

- (i) that the adoption of the Regeneration and Growth programme for the next five years and beyond and the implementation of the key themes as set out in the report now submitted, be supported;
- (ii) that the sites listed at Appendix B be approved in principle for inclusion in the Regeneration and Growth programme, subject to detailed consideration and further consultation with stakeholders and local Councillors;
- (iii) that, as appropriate, further reports be submitted on specific proposals for individual sites and properties, following consultations with local members, the Joint Asset Management Working Group and if necessary the Capital Oversight Board;
- (iv) that should the disposal of any of the properties be "materially" or significantly prejudicial to the Council's VAT partial exemption position, they are withdrawn from the programme until steps have been taken to protect the Council's VAT position;

- (v) that all capital receipts including Housing Revenue Accounts (HRA) dwelling and land receipts continue to be pooled corporately to support the Medium Term Financial and Asset Strategies unless specifically earmarked by Cabinet in accordance with the policies set out in the report submitted;
- (vi) that any shortfall in previously agreed earmarkings in relation to Building Schools for the Future (BSF) are covered off from the Council's corporate pooled receipts;
- (vii) that any property leased out by the Council be at full market value unless otherwise specifically agreed by Cabinet;
- (viii) that all housing schemes consisting of affordable or social housing are sold on a freehold or leasehold basis at £5,000 per unit (subject to the financial viability of each scheme being reviewed);
- (ix) that monies are earmarked from capital receipts to fund future specialist reports and planning application fees which will enhance the value of future development sites. The Capital Oversight Board will consider these where appropriate;
- (x) that the Service Director, Assets be authorised to offer properties and sites listed in the report for sale by tender/auction or private treaty sale, subject to full consultations being completed prior to disposal; and
- (xi) that the Executive Director, Core Services be authorised to complete transactions based on terms agreed, either using in-house resources or through the legal framework agreement which is often used for property transactions.

Place Spokesperson

112. The Glass Works - Appointment of a Development Management Organisation (Cab.1.11.2017/10)

RESOLVED:-

- (i) that approval be given to the appointment of Turner and Townsend, and project team, as the Council's Development Management Organisation (DMO) for the Glass Works project, as detailed in the report now submitted;
- (ii) that the Executive Director, Core Services be authorised to complete any necessary contract documentation relating to the appointment of Turner and Townsend;
- (iii) that approval be given to the appointment of NPS Barnsley to deliver contract monitoring and compliance for the DMO contract;
- (iv) that approval be given to the release of capital resources totalling £4.208m to be funded from prudentially borrowing, the costs of which to be financed from a combination of reserves and revenues generated by the wider Glass Works scheme; and

- (v) that it be noted that in the event that the DMO contract was terminated early there would be abortive costs payable, with these costs being funded from reserves previously earmarked for the wider scheme.

.....
Chair

BARNSELY METROPOLITAN BOROUGH COUNCIL

CABINET SPOKESPERSONS' DECISIONS

Schedule of Decisions taken for week ending 13th October, 2017

<u>Cabinet Spokesperson</u>	<u>Item</u>	<u>Decisions</u>	<u>Contact Officer</u>
1. Place and Public Health	Smoke Free Markets – Markets and Public Health Joint Initiative	(i) that with immediate effect no new traders to be allocated stalls selling any vaping or smoking accessories on any Barnsley Market, with immediate effect; (ii) that the removal of drugs related paraphernalia from sale on market stalls be implemented from 1 st January, 2018; (iii) that the creation of a smoke free Barnsley Market Square be implemented from 1 st January, 2018; and (iv) that the removal of smoking related products and restriction of e-cigarettes from sale on all markets in Barnsley be implemented by summer 2018.	Anne Untisz Tel: 772243 Diane Lee Tel: 787367

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BARNSELY METROPOLITAN BOROUGH COUNCIL

CABINET SPOKESPERSONS' DECISIONS

Schedule of Decisions taken for week ending 3rd November, 2017

<u>Cabinet Spokesperson</u>	<u>Item</u>	<u>Decisions</u>	<u>Contact Officer</u>
1. Place	Section 106 Project – Countryside Sites and Public Open Spaces	that a total of £80,000 of Section 106 monies be allocated for the enhancement and improvement of the following four Countryside Sites and Public Open Spaces:- <ul style="list-style-type: none">• Carlton Marsh - £25,000• Dearne Valley Park - £25,000• Netherwood Country Park - £15,000• Parkhill Nature Reserve - £15,000.	R. Boland Tel. 773136
2. Place	Section 106 Project – Grimethorpe Sports Ground CISWO	(i) that £30,000 of Section 106 monies be allocated as a contribution to the improvement of the former well-used sports facility at Grimethorpe Sports Ground; and (ii) that the funding be subject to Bruce Dyer Love Life UK Ltd signing a 25 year lease with CISWO for sport and community use.	D. Gill Tel. 775551

<u>Cabinet Spokesperson</u>	<u>Item</u>	<u>Decisions</u>	<u>Contact Officer</u>
3. Place	Section 106 Project – Play Development 2017	<p>that £300,907 of Section 106 monies be allocated as a contribution to the development and refurbishment of the following nine play spaces and related park projects:-</p> <ul style="list-style-type: none"> • Wombwell Park - £59,000 • Darfield Park - £50,625 • Pinfold Play Area - £10,000 • Bly Road Play Area - £10,000 • Middlecliffe Play Area - £20,000 • Church View Road Play Area, Penistone - £31,753 • QEII Penistone Recreation Ground - £30,000 • Mansion Fields, Wath Road - £63,420 • Ardsley Park - £26,109. 	J. Birch Tel. 774356

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 Place
Executive Director**

Local Plan Examination – Modifications and Additional Sites Consultation

1. Purpose of report

- 1.1 The purpose of this report is to update members on the Local Plan Examination and to seek authority to consult on modifications to the plan. This includes modifications already put forward when the plan was submitted and those arising from discussions during the stage 1 and stage 2 hearing sessions. Further modifications are also necessary in order to address the issues identified in the Inspectors Interim Findings (see Appendix 1) and this may include new housing site allocations.
- 1.2 The report also seeks authority to embark on an update of the Council's Jobs and Business Plan and Housing Strategy, which are over 3 years old and are now in need of an update to reflect the work undertaken since the Local Plan was originally consulted on in 2014.

2. Recommendations

- 2.1. **That the Jobs and Business Plan and Housing Strategy are reviewed and updated to align with the Local Plan (as modified).**
- 2.2 **That, subject to the outcome of the Sustainability Appraisal, the total number of jobs provided for during the Local Plan period is modified to approximately 28,840, including around 16,920 net additional jobs.**
- 2.3 **That, subject to the outcome of the Sustainability Appraisal, the objectively assessed housing need figure is a maximum of 1,134 dwellings per year based on the Policy On Employment-Led CR Sens Scenario in the Barnsley Demographic Forecasts October 2017 Report by Edge Analytics.**
- 2.4 **That for the remainder of the examination, authority is delegated to the Head of Planning and Building Control, in consultation with the Cabinet Spokesperson for Place, to agree to main modifications and associated consultation, including those requested by the Inspector at stages 1 and 2 of the examination, any further main modifications arising following the stage 3 hearings and in response to the Inspector's Interim Findings. This will include additional site allocations, changes to existing site allocations if required and any further changes to the figures in recommendations 2.2 and 2.3 if requested by the Inspector.**

2.5 That, subject to the Inspector agreeing, consultation on modifications to the plan, including any additional site allocations, begins in January 2018 for a period of 6 weeks.

2.6 That approval is given to extend the Programme Officer Post to the end of July 2018.

3. Introduction

3.1 The Local Plan was submitted for examination on 23rd December 2016. Following this the Inspector set out that the examination would proceed in three stages with indicative dates for each stage being May, July and October this year. In order to allow for a consultation on modifications to the plan following the October hearings it was assumed that adoption of the plan would occur around spring 2018 at the earliest.

3.2 In accordance with the indicative programme, the first hearings took place in May this year. Those hearings related to whether or not the plan was legally compliant and if the Council had satisfied the Duty to Co-operate. Our approaches to calculating the objectively assessed need for employment and housing were also explored at Stage 1.

3.3 In July Stage 2 hearings were held which covered a number of matters including our overall spatial strategy (i.e. the areas where development should be focused), our approach to reviewing the Green Belt, transportation matters, retail and town centre policies and all the environmental policies (e.g. climate change, biodiversity, historic environment). Following the stage 2 hearings the Inspector confirmed the dates for stage 3 and matters to be discussed but also indicated she would issue a report setting out her interim findings. This report was received in August and included a number of positive endorsements but also set out a number of issues that need addressing if the plan is to be found sound.

3.4 In these circumstances the Inspector will need to be satisfied that the modifications proposed will not be so significant or extensive that they would amount to a complete re-writing of the plan. It therefore follows that the objective should be to address soundness issues without significant or extensive changes and where possible favour an option that produces the fewest changes to the submitted version of the plan.

3.5 The Stage 3 Hearings took place in October and largely focussed on the site allocations within the plan, the methodologies used to inform the choice of sites, the housing densities that have been applied as well as the various Development Management policies. Some modifications were discussed during the hearing sessions in addition to those agreed previously. Some were of significance but the majority were to provide more clarity or update text to reflect changes that have occurred since the plan was submitted for examination. Although good progress appears to have been made, we were not able to complete discussion in relation to one of the mixed use sites (MU1) and so stage 3 was adjourned and will be reconvened in early December. However, we do not anticipate it changing our overall programme.

3.6 Importantly, following the stage 3 hearings, the Inspector has confirmed that our approach to housing densities is justified. This is highly significant as many representors had argued for a lower figure, which would have meant identifying further sites above and beyond those that will need to be included to address the interim findings and to replace the capacity that has been lost on some sites due to constraints or sites no longer being capable of delivering in full during the plan period.

4. The Inspector's Interim Findings

4.1 In terms of the positives the Inspector's Interim Findings letter, subject to review at the end of the examination, confirms the following:

- The Local Plan is legally compliant based on information received to date
- The Duty to Co-operate has been satisfied
- The need for significant jobs growth and the contribution this will make to city region priorities is accepted
- The methodology for calculating employment land requirements is robust.
- The spatial strategy appropriately identifies Urban Barnsley and the Principal Towns as the focus for development.

4.2 The Inspector's Interim Findings letter is silent on the following matters that were discussed at stage 2:

- Green Belt review,
- Transportation matters,
- Retail and town centre policies
- The various environmental policies (including landscape character, historic environment, former canals, green infrastructure, greenspace, flood risk, urban design, climate change)

4.3 The areas of concern within the report include the following:

- There is a mismatch between the level of jobs growth and the objectively assessed housing growth. If we want to retain the number of jobs then the Objectively Assessed Housing Need figure (OAHN) will have to increase from 1,100 to a minimum of 1,389.
- More positive approach required to planning for villages and need to distinguish between large villages and small villages/hamlets.
- Exceptional circumstances have not been demonstrated to justify allocating the reserve employment site at Goldthorpe (RSV1).

4.4 Some other minor issues were also identified which we are in the process of addressing through modifications. These include only enabling safeguarded land to come forward as part of the plan review and removing the policy relating to wind turbines.

5. Jobs and Business Plan Review & Local Plan Jobs Target

- 5.1 Having reflected on the Inspector's interim findings, to ensure that there is no mismatch between jobs and housing during the plan period, we have carried out a number of pieces of work looking at the options for aligning the objectively assessed employment and housing need. The work undertaken in respect of the jobs target, which is being carried out alongside preparatory work for a further review and update of the Jobs and Business Plan, is detailed in Appendix 2.
- 5.2 This work is leading us to conclude that it is no longer realistic to expect 33,000 more jobs to come about during the plan period. Instead a figure of approximately 28,840 appears more likely although this could reduce if assumptions on displacement and leakage occur. The figure of 28,840 is derived from adding 15,312 net additional jobs into the model for the period 2016/17 to 2032/33 that Mott McDonald estimated could occur based on the likely delivery of the portfolio of employment sites and other known interventions such as the investment in the town centre. When these jobs are added to the baseline assumptions on job creation during that period (i.e. jobs that can be expected to be created without such interventions based on projecting forward past trends) this creates additionality which produces the 28,840 estimate.
- 5.3 Although clearly a reduction, the Jobs and Business Plan (page 53) recognise that it could take 50 years to close the regional performance gap and that this would equate to 26,700 jobs by 2033. As such, a figure of 28,840 or a reduced figure closer to 26,700 would not be in conflict with the Jobs and Business Plan. It is nonetheless considered sensible to commence work updating the Jobs and Business Plan to reflect the Local Plan (as modified). This is because the Local Plan is subject to far greater scrutiny and is the document that will ultimately deliver the land allocations and so the target for job creation in the review of the Jobs and Business Plan should derive from Local Plan evidence which has full regard to market and economic signals, the various constraints and a detailed appraisal of deliverability considerations.
- 5.4 Reducing the jobs figure from 33,000 to a maximum of 28,840 is something that would constitute a "main modification" to the Local Plan and would therefore be subject to public consultation. Before deciding whether or not to pursue a lower figure we need to carry out a further iteration of the Sustainability Appraisal to establish the likely sustainability impacts of pursuing a lower figure, this is particularly so in respect of socio-economic considerations because fewer jobs would theoretically reduce socio-economic benefits. Linked to this, we have also assessed what the implications of a lower figure may be on City Region Aspirations for job creation.
- 5.5 The Sheffield City Region Strategic Economic Plan aims to deliver 70,000 net additional jobs within the City Region by 2024. To date good progress has been made and Barnsley has been a significant contributor in part as a result of bringing forward sites that were originally allocated for employment purposes in the Unitary Development Plan (e.g. Shortwood and Ashroyd

Business Parks, Gateway 36, Tankersley Business Park). When looking at how the 70,000 jobs would be divided between the various authorities a figure of 7,500 was attributed to Barnsley. This figure recognised that Barnsley had potential for significant jobs growth but that lead in times for delivering some of the sites meant that a higher figure would be unrealistic. Reducing the overall jobs target from 33,000 to a maximum of 28,840 will not therefore materially impact on Sheffield City Region aspirations, not least as we are still seeking to retain the same portfolio of employment sites.

- 5.6 In respect of Leeds City Region, the figure in the Strategic Economic Plan, which was refreshed last year, is a more modest 36,000 additional jobs by 2036 for the City Region as a whole. It is therefore unlikely there will be an adverse impact on the achievement of this as a result of the reduction in the total number of additional jobs anticipated in Barnsley by 2033 not least because we are still aiming to create almost 17,000 net additional jobs (including additionality but excluding displacement and leakage). Accordingly, it is considered that Barnsley's contribution to the City Regions in respect of job creation will be largely unaffected by a revised total jobs target but in accordance with the Duty to Co-operate we will be meeting representatives from the City Regions and neighbour authorities to seek their views and hopefully securing their agreement to the revised figure.
- 5.7 Given that the Sustainability Appraisal work is ongoing, in the interests of ensuring that the examination can progress without significant delay, it is proposed to delegate authority to the Head of Planning & Building Control in consultation with the Cabinet Spokesperson for Place to determine the revised jobs figure but at this stage the target is proposed to be approximately 28,840.
- 5.8 Although the jobs figure is certain to come down from 33,000 jobs, unless instructed to do so, we are not proposing to change the portfolio of employment sites or reduce the size of the larger sites to reflect the amount of those sites that we think could come forward in the plan period. This is because we will still require these sites to be delivering jobs beyond the plan period in order to close the job density gap that we anticipate will still exist at the end of the plan period and a margin for choice is considered essential to ensure that towards the end of the plan period there is a sufficient range of sites available to meet specific occupier requirements. In addition, whilst the number of jobs target has reduced, the sectors in B8 use class, in particular logistics, require a greater land take than other B uses. The precise portfolio of employment sites may nonetheless be affected by the outcome of the stage 3 hearings and if this were the case it would constitute another main modification to the plan, which would be decided by the Head of Planning & Building Control in consultation with the Cabinet Spokesperson for Place.

6. Housing Strategy & Local Plan Objectively Assessed Housing Need

- 6.1 It is now well documented that the issue of objectively assessed housing need has been the single most controversial issue for Local Plan examinations due to there being no agreed methodology and associated inadequacies with the National Planning Policy Framework and National Planning Practice

Guidance. In recognition of this the Government has consulted on a standard methodology but, as explained in appendix 3, this is not approved or adopted and therefore carries little weight, especially in areas where authorities are pursuing high levels of employment growth.

- 6.2 At the outset of the examination the Inspector wrote to us highlighting initial concerns about the relationship between our objectively assessed employment and housing need. In response, we commissioned an update to the Strategic Housing Market Assessment which concluded that our Objectively Assessed Need was somewhere between 967 homes per year (based on the Government's Household Projections and an allowance for migration trends) and 1,389, which was based on delivering 33,000 additional jobs growth within the borough by 2033. Based on the Inspector's Interim Findings we will be unable to present our objectively assessed need as a range and to instead use a fixed figure based on a jobs led scenario.
- 6.3 To address the Inspector's concern regarding the mismatch between the number of jobs and the new homes within the Local Plan there are possible options including increasing the objectively assessed housing need to a minimum of 1,389 homes a year, reducing the number of additional jobs anticipated in Barnsley to 2033 to align with the existing housing requirement of 1,100 or potentially a combination of reducing the jobs target and increasing the objectively assessed housing need figure.
- 6.4 In light of our recent work associated with the review of the Jobs and Business Plan, which reflects the market evidence from Mott MacDonald and Colliers and our own work to establish the quantum of jobs likely to be generated in other sectors having regard to the Council and partner interventions, our evidence points to a clear justification for reducing the jobs target from the current figure of 33,000. The reasons for this are set out in Appendix 2 and Appendix 3 also includes a detailed explanation of the implications of this decision on our objectively assessed housing need as well as the reasons why we do not consider that our evidence supports the option of increasing the objectively assessed housing need to a minimum of 1,389 homes per year.
- 6.5 Based on the reasons set out in Appendix 2, it is clear that we have had full regard to relevant market and economic signals when deciding that we should reduce the jobs target from 33,000 and in turn, as explained in Appendix 3, we propose to align the objectively assessed housing need with this target (the jobs led scenario) so that we are having full regard for jobs growth within the plan period. Accordingly, it is recommended that the objectively assessed housing need for the borough is a single figure which is a maximum of 1,134 homes per year.
- 6.6 Given that this figure represents an increase of 34 homes a year or 646 homes over the plan period it is likely that we will need to identify new housing site allocations. This is reinforced by the fact that some of the existing site allocations will not deliver in full during the plan period or can no longer accommodate as much development as we originally envisaged. As such, we

are currently looking to identify possible sources of supply in Urban Barnsley and the Principal Towns as well as the sites we will need around the villages. Appendix 5 sets out how we are intending to go about this.

7. Housing in and around Villages

- 7.1 When the Core Strategy was adopted in 2011 it sought to distribute 1,000 new homes in “other settlements” during the period 2008-2026. This amounted to 5% of the overall new homes that we were seeking to distribute during the plan period and reflected the fact that planning permission had already been granted for approximately 500 new homes. Within the Local Plan, 680 new homes are earmarked for “other settlements” but this figure only reflects the planning permissions granted in these settlements since the start of the plan period. This works out at 3.2% of the total number of homes proposed in the Local Plan and as a proportion this represents a reduction from the Core Strategy.
- 7.2 The reason for this decision was that sites in villages were not deemed to be as sustainable as the sites we had identified around Urban Barnsley and the Principal Towns. Certainly, villages in the east of the borough were not considered to be remote and in need of development to sustain local services given their proximity to the Principal Towns and the same can be said of a number of the villages to the west (e.g. Thurlstone and Oxspring). It is also important to note that throughout the plan preparation process no Parish Council or agency representing the villages expressed any fears that their communities required specific housing sites in order to counter decline.
- 7.3 In her Interim Findings the Inspector considers that the approach in the plan to housing in the villages listed in the settlement hierarchy lacks clarity. Her letter suggests that a greater allowance should be made for housing provision in villages. Using the 5% figure that was deemed appropriate when the Core Strategy was adopted would mean that the total number of homes attributed to other settlements would have to increase from 680 to 1047 homes (i.e. an increase of 367). A figure such as this does mean that some additional housing allocations would be required and it may be that the figure increased further if the overall housing requirement were to increase and/or there was insufficient capacity in the other settlements to accommodate that increase. However, any additional housing allocations will firstly be subject to further Sustainability Appraisal and Habitat Regulations Assessment as appropriate.
- 7.4 We have embarked on pieces of work looking at which villages are most suitable to accommodate some growth and what capacity there is within those villages without having to amend Green Belt boundaries. This includes an update of the village settlement assessments, which was recently published on the examination website (EB184) and site assessment work, which is ongoing. We consider that the level of development required to make a village demonstrably more sustainable would be of such a scale that it would have a substantially adverse impact on the character and appearance of the village, especially smaller villages/hamlets. Accordingly we consider that any new growth should be proportionate in scale to the size of the village and

directed towards the larger and more sustainable villages where existing services could be sustained by the new development rather than seeking to direct development towards the least sustainable, normally smaller, villages in the hope that this will support the provision of new facilities and services. Ideally this could be achieved without the need to amend Green Belt boundaries but, in the event that there is insufficient capacity in the larger villages outside the Green Belt, we are assessing whether there are any parcels of Green Belt around those villages that perform a weaker Green Belt function and may therefore be suitable for release should the need arise.

- 7.5 We are not proposing to identify any sites around villages that are unsustainable or in strongly performing areas of Green Belt unless there are obvious opportunities for infill to create a more defensible boundary and a site performs relatively strongly when assessed against the site selection methodology. Accordingly, if a village has no capacity for housing growth either outside the Green Belt or within an identified resultant parcel (i.e. area of land deemed to be performing a weaker Green Belt function/purpose) it is unlikely we will propose to identify a housing allocation. We will nonetheless include a modest windfall allowance within the plan period to support further growth in the villages over and above that associated with the proposed site allocations. This is in recognition of past trends and the fact that the plan includes a rural exceptions policy to support, in particular, delivery of affordable housing in and around villages.
- 7.3 Based on the above, it is inevitable that there will be a main modification to the plan to attributing a greater proportion of the housing requirement to the villages. The decision on how to do this will be informed by various pieces of work which are currently ongoing, including housing site assessments and a sustainability appraisal. Accordingly, it is recommended that the decision on the necessary modifications and which sites to include as housing allocations is also delegated to the Head of Planning & Building Control in consultation with the Cabinet Spokesperson for Place.

8. Reserve Site at Goldthorpe

- 8.1 The Inspectors' interim findings support the decision taken to allocate around 300 hectares of employment land but, in addition to this, we had identified a reserve site at Goldthorpe of around 100 hectares, which we sought to argue could come forward if a large footloose company came along with a floorspace requirement that could not be met elsewhere in the borough. Regrettably the Inspector does not consider that exceptional circumstances exist to support the sites removal from the Green Belt.
- 8.2 It is considered that there remains a strong sustainability argument based in particular on economic considerations to identify a site of such unique scale within the region to be available over the plan period for take-up by footloose and other large incoming employment users and that if a site of that scale were to come forward it makes sense to be located within the Dearne Valley, which was so badly affected by the demise of the mining industry and is still to fully recover economically. At the latest hearing sessions we suggested that

the policy associated with the reserve site should be amended so that the site could only come forward if the development proposed could not be accommodated elsewhere in Sheffield City Region or failing that in either Leeds or Sheffield City Regions. This amendment was put forward to recognise that if the argument in support of removing the site from the Green belt was to create a site of regional significance then it is not sufficient to merely ask for sites within Barnsley to be discounted. We hope that this modification will be sufficient for the Inspector to change her position but if it is not then we will have no option other than to agree to the site remaining within the Green Belt and for it to be deleted from the plan. It would then have to come forward by way of a planning application which must at the time demonstrate very special circumstances exist to outweigh the harm to the Green Belt and any other harm which it may cause.

9. Consideration of alternative approaches

Mismatch between Jobs and Homes

9.1 To address the concern regarding the mismatch between our jobs target and our OAHN one option could be to increase our OAHN to a minimum of 1,389 and this is certainly what representors acting for and on behalf of developers/landowners will be advocating. However there are a number of fundamental issues with this including the following:

- This will require much more land being released from the Green Belt given developers and their agents insistence that it is not possible to drive up densities over and above what the plan proposes and will involve significant delay whilst sites are assessed and consulted on. Moreover, the changes could be considered so significant or extensive that they would amount to a complete re-writing of the plan, this would be particularly so if the overall spatial strategy were to change to focus the additional development in the higher value areas in order to try and deliver a figure of 1,389 homes a year.
- Consistently delivering 1,389 homes per year is extremely unlikely to be deliverable given historical trends. Even if the plan is found sound, failure to deliver such a level of housing growth will quickly lead to the plan being out of date because we will be unable to demonstrate a 5 year housing supply. In turn, if the plan over-states the housing figure, this will make our employment sites and new safeguarded land vulnerable to planning permission being granted for housing undermining our economic ambitions and the credibility of the Council in respect of plan-making and planning more generally.

Approach to Villages

9.2 The alternative to the one suggested is to look to allocate some Green Belt sites within areas that are strongly performing a Green Belt function around either some or all of the villages. This is not considered necessary if, combined with a realistic windfall allowance, we are able to provide sufficient housing in and around the villages by utilising land that was originally proposed to be safeguarded or land within resultant parcels that are not

strongly performing a Green Belt function. In each case too we have sought to ensure that in any recommendations made, full consideration has been given to sustainability, as required by NPPF.

10. Implications for Barnsley

- 10.1 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.
- 10.2 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.

11. Implications for local people / service users

- 11.1 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.

12. Financial implications

- 12.1 Consultation on the financial implications has taken place with colleagues in Financial Services on behalf of the Service Director (S151 Officer) Finance.
- 12.2 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. In light of the Inspector's interim findings, additional consultancy support is being utilised to address some of the issues identified. Further costs will also occur as a result of the consultation on modifications to the plan and the need for a 4th stage of hearings. Resources have previously been set aside to provide further support should the need arise and at present planning fee income is exceeding the budgeted figure resulting in a surplus that can be used to cover additional costs.

13. Employee implications

- 13.1 The report proposes to extend the Programme Officer position for a further 4 months but there are no other employee implications arising as a result of the report.

14. Communications implications

- 14.1 Communications support will be required in preparing and disseminating press releases and dealing with social media. This will be particularly relevant when

the consultation on modifications takes place and when the Inspector issues her final report.

15. Promoting Equality & Diversity and Social Inclusion

- 15.1 There are no direct matters of relevance arising from this report but consultation will be carried out in accordance with the regulations as agreed with the Planning Inspector.

16. Tackling Health Inequalities

- 16.1 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.

17. Climate Change & Sustainable Energy Act 2006

- 17.1 In relative terms, the preferred option would have less of an impact on climate change than the alternative of increasing the objectively assessed housing need to 1,389 and aligning the housing requirement to this figure. However, as this isn't seen as being deliverable within the plan period then a direct comparison between the two is somewhat misleading. Nevertheless, a demonstrably more dispersed spatial strategy over and above that contained within the existing Core Strategy which proposed a significantly greater quantum of development being directed to the west of the borough at the expense of regenerating areas that are sustainably located within the accessibility improvement zone could have the potential to increase the plans impact on climate change. This is something that is considered through the ongoing sustainability appraisal process and the examination itself.

18. Risk Management Issues

- 18.1 There is a risk that the Local Plan could be found unsound. In order to reduce this risk provision has been made to commission further robust evidence to address the Inspector's concern.

19. Conservation of Biodiversity

- 19.1 The Habitats Regulations Assessment is being updated as part of the ongoing work to reflect our statutory duty and the emphasis in the NPPF to conserve and enhance biodiversity. The preferred option is likely to reduce biodiversity impact when compared with the option of pursuing a higher level of growth. In addition, the plan as modified will still seeks to protect the areas of high biodiversity value in order to comply with our statutory duty and improve the living standards of the local population.

20. List of Appendices

1. Inspector's Interim Findings
2. Rationale for reviewing and amending the total jobs target
3. Aligning our objectively assessed housing need with the revised jobs target
4. Barnsley Demographic Forecasts October 2017 Report
5. Options for additional housing provision

Office Contact: Joe Jenkinson Telephone No: 2588 Date: 3rd November 2017

Financial Implications / Consultation 27th October 2017
Consultations have taken place with representatives of the Executive Director,
Core Services

Barnsley Local Plan Examination

Inspector - Mrs S Housden BA (Hons) BPI MRTPI
Programme Officer – Mr Richard Gilbert 07713326295
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Ms P Tweed
Planning Policy Group Leader
Place Directorate
Economic Regeneration Service
Barnsley Metropolitan Borough Council
PO Box 634
Barnsley
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S70 9GG

15 August 2017

Dear Ms Tweed,

Barnsley Local Plan – Interim Findings Following Stage 1 and 2 Hearings

1. I am writing to indicate my initial findings on certain matters following the Stage 1 and 2 hearings and outline my assessment of three matters which were covered during the Stage 2 hearing sessions. This letter refers to the Duty to Co-operate (DtC), the objective assessment of employment and housing needs, spatial strategy/settlement hierarchy, the approach to Safeguarded Land and Site RSV1.
2. I have given full consideration to all the representations made on the plan including the contributions made at the Stage 1 and Stage 2 hearing sessions. The detailed reasons for my conclusions on the following matters will be in my final report and these will not necessarily be my final conclusions on these matters as they may change depending on the evidence that is presented during the remainder of the Examination. My report will also cover other matters that have arisen during the Examination but which are not dealt with in this letter.
3. Whilst I am seeking a response from the Council on the options raised at the end of this letter, I am not inviting comments from the Council or anyone else on my interim views at this stage. They are provided to identify the main matters where additional work may be required and main modifications may be needed to make the plan sound. The letter does not cover every matter considered during Stage 1 and Stage 2 but provides a broad overview of the matters over which I have significant concern.
4. Necessary follow up actions for the Council at this stage are identified in **bold**.

Duty to Co-operate (DtC) and Legal Compliance

5. Firstly, I consider that from all I have read and heard that Council has met the statutory requirements arising from the DtC. The reasoning for this conclusion will be set out in my final report on the Examination of the plan. At this point I have no specific concerns in respect of other aspects of the plan's legal compliance but cannot reach a final conclusion on this matter until the Examination is complete.

Objectively assessed need for employment and housing

6. The economic strategies adopted by the Council including the Jobs and Business Plan (EB31) seek to achieve significant economic growth. The Borough does not have enough jobs to support the working age population and this is well documented by statistics provided to the Examination on job densities and levels of out and in-commuting.
7. Economic growth in the Borough will also contribute to the Strategic Economic Plans of the Sheffield and Leeds City Regions (SCR and LCR). Within Barnsley, M1 Junction 36 and the Dearne Valley and M1 Junction 37 and Barnsley Town Centre are identified as Priority Growth Areas in the SCR Strategic Economic Plan (SEP). Infrastructure funding from the Sheffield City Region Investment Fund (SCRIF) has been identified to support employment and housing development. However, there is no indication of how the 70,000 net additional jobs sought through the SCR SEP will be distributed between the constituent city region authorities.
8. The plan seeks to deliver approximately 33,000 new jobs to 2033 (27,778 on a Full Time Equivalent basis or 1462 jobs per year). This includes a 'baseline' figure of 12,555 jobs based on Regional Econometric Modelling (REM) and 17,558 'additional' jobs to be secured through Council and partner interventions with the balance accounted for by REM assumptions for additionality.
9. The broad assumptions set out in the Employment Land Review (ELR) (EB31) which have been used to calculate the associated employment land requirement of 307.1 hectares in Policy E2¹ appear to me to be robustly based and justified by the evidence.
10. The Council's growth strategy and preferred 'jobs-led policy on' scenario are fundamental drivers for the plan and for the assessment of housing need. The Planning Practice Guidance (PPG) advises that plan makers should make an assessment of future jobs growth and indicates that if future labour supply is less than the projected job growth this could 'result in unsustainable commuting... or reduce the resilience of local businesses'.
11. The submitted plan was informed by the 2014 Strategic Housing Market Assessment (SHMA) (EB45) and following submission additional evidence was provided in the Demographic Update (2017) (EB56) and 2017 SHMA

¹ As proposed to be modified by MM11

update (the 2014 and 2017 documents are hereafter referred to as 'the SHMA').

12. As recommended in the PPG, the SHMA explores a number of alternative population projections based on migration over 5 and 10 year historical periods and alternative assumptions that examine an improvement in the headship rates of younger age groups. It also assesses the dwelling requirement over the plan period based on three jobs-led scenarios with sensitivity testing of different commuting, economic activity and unemployment rates.
13. Local Plans should meet the full, objectively assessed needs for market and affordable housing in their Housing Market Area (HMA), as far as is consistent with other policies set out in the NPPF. This requires an initial assessment of 'need' based on demographic change over the plan period, starting with the latest household projections from the Department for Communities and Local Government (DCLG). The achievement of economic potential also needs to be considered.
14. The SHMA concludes that the OAHN lies within a range from 967 (the demographic starting point) to 1389 (the 'jobs-led policy on' projection having regard to planned jobs growth). The upper figure would support the planned growth of 1462 jobs per annum but incorporates adjustments to reflect assumptions made about reductions in out-commuting and unemployment and increased economic activity rates. Without those assumptions, the OAHN would be 1910 dwellings per year to meet projected jobs growth, a figure which is supported in some representations.
15. Within that range, a precise figure of OAHN has not been identified or adopted by the Council. Notwithstanding the additional evidence submitted to the Examination, it remains unclear how many jobs would be supported by the plan's housing requirement figure of 1100 per year (20,900 over the plan period) and how this relates to the economic aspirations as set out in the Jobs and Business Plan (EB31).
16. Based on the findings of the SHMA and the jobs target set out in the plan, my view is that the OAHN is a minimum of 1389 dwellings. Whilst the relationship between economic growth and new housing is complex, undersupplying the number of new houses required for employees would mean that the economic strategy would not be delivered without increasing rates of commuting into the Borough. Whilst accepting that some of the jobs created would provide employment for residents in neighbouring Districts, one of the economic objectives is to increase self-containment and the proportion of residents living and working in the Borough.
17. During the hearing sessions, the Council re-iterated the factors set out in the Housing Background Paper (BP3) which have informed the overall housing requirement. As expressed in my Initial Issues letter (ID001), whilst there are likely to be relevant policy and deliverability considerations informing the housing requirement figure including Green Belt matters, these should not be applied to assessments of housing need.

18. Throughout the plan preparation process the OAHN and housing requirement have been based on the 1100 figure. The sustainability implications of higher levels of housing growth have not been assessed through the Sustainability Appraisal. Accordingly, it is not possible to be certain that there are environmental or other constraints to meeting the OAHN in full. This leads me to conclude that the approach to the OAHN and the housing requirement are not fully justified or consistent with national policy.
19. Further work needs to be undertaken to assess the implications of a higher OAHN which aligns with the plan's economic strategy in order to ensure that the housing requirement figure is soundly based. Depending on the outcome of this work, it may be necessary to identify additional housing sites. Alternatively, it may be necessary to review the Council's economic strategy to ensure alignment with the plan's strategy for housing.
20. This is a fundamental concern in relation to the soundness of the plan and may affect the future progress of the Examination. I have outlined the options that the Council may wish to consider at the end of this letter. The additional observations on the Main Matters below are made for completeness together with an indication of modifications which may be necessary to address other soundness issues.

Policy LG2, Spatial Strategy and Settlement Hierarchy

21. The overall spatial strategy is set out in Policy LG2 and supported by the settlement hierarchy and gives priority to new development in Urban Barnsley and the five Principal Towns as the most sustainable locations in the Borough. Whilst there have been some changes to the distribution of employment land, it broadly reflects the spatial strategy in the Core Strategy which was adopted in 2011.
22. The settlement pattern within the Borough, the location of rail and road networks, public transport and environmental constraints all limit the reasonable alternative strategies. The Local Plan Sustainability Appraisal (SD4) tested reasonable alternatives for the spatial strategy and distribution of development as set out in Policy LG2 against the sustainability objectives. The spatial strategy appropriately identifies Urban Barnsley and the Principal Towns as the focus for development. This is justified based on the assessment of alternatives within the SA and having regard to the need to promote sustainable patterns of development in accordance with the principles set out in the NPPF.
23. However, I am concerned that the approach to the 34 villages listed in the settlement hierarchy lacks clarity, is not sufficiently justified by the evidence and contributes to an approach to safeguarded land which is inconsistent with the NPPF.
24. The plan does not identify sites for new housing within the villages and directs the majority of new development to Urban Barnsley and the

Principal Towns. Policy LG2 allows for development in villages if consistent with Green Belt policy and necessary for the viability of the settlement and to meet local needs. Policy H2 indicates a zero figure for housing development in 'other' locations which includes the villages.

25. The Council's position as expressed at the hearing sessions is that the plan's approach does not represent a 'moratorium' on development in the villages as sites could come forward through the application of Green Belt policy as set out in paragraph 89 of the NPPF and Policy LG2, through Neighbourhood Plans and as an 'exception' site to meet community needs in accordance with Policy H8 and the NPPF. I was also referred to housing developments which have been allowed on appeal and approved on the edge of villages including at Huthwaite (Appeal Ref 3134783) and Hoylandswaine (Application Ref 2014/0754).
26. However, the evidence on which the sustainability of the villages has been assessed dates from 2007 and at the hearing sessions the Council accepted that a selective update of the Settlement Assessment (EB27 & EB28) could be provided, informed by more up to date evidence documents within the evidence base. That work has been included within the list of follow up tasks from Stage 2.
27. The plan has been prepared in the context of the NPPF which advises that housing should be located where it will enhance or maintain the vitality of rural communities. Within this context it is surprising that the plan's approach to villages appears more restrictive than the adopted Core Strategy. The zero figure for 'other locations' in Policy H2 compares with the provision made in Policy CSP10 of the Core Strategy for 1000 homes in 'other locations' which included the villages (notwithstanding that approximately 500 of these were existing commitments).
28. Based on what I have read and heard to date, my view is that if the plan is to be found sound it should have a more positive approach to the future of the Borough's villages. Pending the Council's substantive response to this letter, Stage 3 of the Examination will address the supply and deliverability of housing sites. Should any additional sites be found to be required as a result of these discussions this may inform the Council's decision about the most appropriate course of action to be taken to address the issue of soundness in relation to the villages in due course.
29. However, notwithstanding any decision on the above point, addressing some of the issues on the spatial strategy that arose during Main Matter 5 would help to support a more positive approach to the Borough's rural communities within the context of the plan's proposed spatial strategy. In particular:
 - The settlement hierarchy in Policy LG2 does not distinguish between villages which are 'inset' and those that are 'washed over' by the Green Belt. As such, it is not clear whether there will be any difference in the application of Green Belt policy to 'inset' and 'washed over' villages as set out in Policies LG2 and GB8 of the plan. **A main modification would therefore be necessary to identify within the settlement hierarchy**

table in paragraph 5.9 the villages that are 'washed over' by the Green Belt and those that are 'inset' together with further explanation of the implications in paragraphs 5.59 and 5.60.

- Although a definition of 'infill' development is included within the glossary of the plan, it is not clear whether or how this relates to Policy LG2 nor how it would be applied within any of the locations in the settlement hierarchy, including the villages. **A main modification would therefore be necessary to provide further clarification of the approach to infill development within the Policy LG2 and the supporting text.**
 - **A main modification would be necessary to define the terms 'larger villages' and 'small hamlets' (para 5.59) within the glossary and the supporting text.**
 - As discussed at the hearing sessions, Policy LG2 also appears to be more restrictive of development in villages compared with CSP8 in the Core Strategy due to the phrase 'and is necessary' within the final sentence of the policy. **A main modification would therefore be necessary to replace 'and' with 'or'.**
 - Further clarity on what is meant by 'the viability of the settlement' should be provided by incorporating the text in the third bullet of paragraph 5.4 into the supporting text to Policy LG2 **and a main modification would be necessary.**
 - **A main modification would be necessary to show the villages on the key diagram.**
30. The Council's response to the Matters, Issues and Questions MM5 question 5.10 indicates that further modifications to Policies LG2 and H8 may be necessary. This may be addressed by responding to the above points but if there are any additional matters which you consider would not be covered please inform me via the Programme Officer.

Safeguarded Land

31. Policy GB6 of the plan reflects paragraph 85 of the NPPF that the permanent development of safeguarded land will only be permitted following the adoption of a replacement Local Plan which proposes its development. However, the supporting text to the policy outlines that safeguarded land may be released in 'exceptional circumstances' which may include a lack of five-year land supply or to meet a local need. This creates considerable uncertainty about the function of safeguarded land and its role in maintaining the boundary of the Green Belt in the long term.
32. The Council has proposed a main modification to the supporting text to replace the reference to 'exceptional circumstances' with 'special circumstances' in recognition that exceptional circumstances in the NPPF relate to changes to the Green Belt boundary. However, there are no

'special circumstances' relating to the release of safeguarded land in the NPPF which makes clear that safeguarded land should only be allocated for development through a review of the plan. The approach even as proposed to be modified appears to be inconsistent with national policy and risks undermining a plan-led approach to development.

33. The unplanned development of safeguarded land also creates a risk that the Council would have to rely on further Green Belt boundary changes to meet objectively assessed need for employment and housing development in future plan reviews.
34. I recognise that recent proposals on safeguarded land have taken place within the context of a shortfall in the five-year supply of housing land. Whilst the plan should have regard to its practical implications for the planning application process, the policies should not be predicated on there being any future shortfall in housing land supply.
35. The modifications discussed at the Stage 2 hearing sessions would not make the supporting text to Policy GB6 sound. **Consequently, a main modification with replacement wording for the supporting text to Policy GB6 would be necessary which reflects national Green Belt policy.**

Site RSV1

36. The site forms part of DE6 General Area which was found to be strongly fulfilling Green Belt purposes in the Green Belt review (EB103 & EB104) in particular in safeguarding the countryside from encroachment. Part of the general area in proximity to Bolton upon Dearne and the Aldi Distribution Centre has been identified for employment as Site D1 (73 hectares) with the remainder identified as a reserve site RSV1 (98 hectares). Site RSV1 does not form part of the employment land requirement of 307.1 hectares in Policy E2².
37. The justification for setting aside the findings of the Green Belt review and identifying both D1 and RSV1 for employment uses includes their location within the eastern part of the Borough where economic indicators support the need for jobs growth and the lack of suitable sites identified through the GB review and site selection methodology. The sites are also within the Priority Growth Area in the SCR LEP.
38. In addition, the Council and representors refer to the need for large readily developable sites with good road links meeting the requirements of large logistics operators. General reviews of market conditions and site availability commissioned by both the Council³ and site promoters⁴ indicate

² As proposed to be modified by MM11

³ Industrial/Logistics Market Review Supply & Demand Report Commercial Property Partners (EB35)

that within the SCR there is a limited supply of sites of sufficient size to accommodate this type of operation and that developed together, sites D1 and RSV1 would be of national importance for this sector.

39. The Council's position as expressed at the hearing sessions is that the identification of site RSV1 as safeguarded land would not enable a large footplate use to be accommodated should one come forward within the plan period. This is somewhat inconsistent with the general view on safeguarded land expressed in relation to Policy GB6. The site does not form part of the employment land requirement and the Green Belt review identifies an important role for the site in fulfilling Green Belt purposes. In the absence of any further evidence to demonstrate that the exceptional circumstances exist to delete the site from the Green Belt the identification of the site as a reserve site is not soundly based.

Next steps

40. In the light of my findings there are a number of options for the Council to consider for the future progress of the Examination:
1. Continue the Examination on the basis of the current evidence and approach. However, it is likely that I would probably conclude that the submitted plan is unsound due to the lack of clarity in the OAHN figure and the lack of alignment with the economic strategy, the approach to villages, safeguarded land and Site RSV1.
 2. Suspend the Examination so that the necessary additional work to align the strategies for employment and housing can be completed and considered before proceeding with the remainder of the Examination together with addressing the other matters identified. It would be necessary for the Council to prepare a programme and time estimates for the work to be carried out and to enable participants from previous hearing sessions to consider the outcome of this work. Depending on the outcome of this work, it may be necessary to identify additional housing sites. This would have implications for the Examination timetable as it is likely that a further round of hearing sessions would be necessary.
 3. Proceed to the Stage 3 hearing sessions having informed participants of these interim views. However, it would be necessary to receive an initial indication from the Council that it is prepared to undertake the additional work as identified under option 2. Any further matters arising from Stage 3 (for example site deliverability) could then be addressed alongside the matters identified in this letter.
 4. Withdraw the plan and resubmit it for Examination when all the necessary supporting evidence and consultation has been completed.

⁴ Tangent Properties – Employment Sites and Potential for Large Unit Development Submitted by White Young Green for Goldthorpe Developments Ltd & Fitwilliam Wentworth Estate.

41. In terms of practical arrangements, the Stage 3 MIQs were to be published on the Examination web site during the week commencing 21 August 2017. However, this could be delayed until the following week whilst maintaining a reasonable time for responses. I realise that the Council will need some time to consider the contents of this letter but if this is likely to be beyond the week commencing 28 August it is likely to be necessary to postpone the first week of the Stage 3 hearing sessions and I would be grateful for an early indication.
42. I realise that this is not the position in which the Council would wish to be and that the Council's aim is to adopt the Barnsley Local Plan as soon as possible. In this context, I will do all I can to move the Examination process forward. However, this is without prejudice to my final conclusions on soundness.
43. Please let me know via Mr Gilbert if there are any questions in the meantime.

Yours sincerely

Sarah Housden

INSPECTOR

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Appendix 2 - Rationale for Reviewing and Amending the Total Jobs Target & the Jobs & Business Plan

Introduction

1. In 2014 the Council adopted our Jobs and Business Plan and Housing Strategy, both of which set ambitious targets for growth to achieve the Council's overall vision and the related priorities. Both documents therefore set the context for the Local Plan but as the plan had not been consulted on when the Jobs and Business Plan and Housing Strategy were adopted, the target within them were not fully informed by a detailed understanding of the various constraints, including environmental issues, policy constraints such as Green Belt and in particular, the associated deliverability considerations.
2. Paragraph 158 of the National Planning Policy Framework (NPPF) states that *"Each local planning authority should ensure that the Local Plan is based on adequate, up-to-date and relevant evidence about the economic, social and environmental characteristics and prospects of the area. Local planning authorities should ensure that their assessment of and strategies for housing, employment and other uses are integrated, and that they take full account of relevant market and economic signals"*.
3. Paragraphs 160 of the NPPF goes on to state that we should also: *"prepare and maintain a robust evidence base to understand both existing business needs and likely changes in the market"*. Following this, paragraph 161 states that *"Local Planning Authorities should use this evidence base to assess:*
 - *the needs for land or floorspace for economic development, including both quantitative and qualitative needs for all foreseeable types of economic activity over the plan period, including for retail and leisure development.*
 - *The existing and future supply of land available for economic development and its sufficiency and suitability to meet the identified needs."*

Jobs & Business Plan 2014

4. There is no doubt that the general thrust of the Jobs and Business Plan remains as relevant today as when it was adopted in 2014. There is still a demonstrable need for more job opportunities, more new businesses and better skills and training for Barnsley people. Barnsley's economy remains too small for the size of the borough and the town is unable to maintain enough jobs and businesses to support its working population.
5. Last year a report noting the performance of the Jobs and Business Plan 2014-2017 was approved which also set out a refreshed set of

priorities for 2017-2020. A further review will involve an update of the baseline data to establish the current economic picture, the successes achieved to date and will have regard to relevant market and economic signals. It will also set out areas where significant challenges remain, particularly in respect of the identified five primary sectors where Barnsley was deemed to have a competitive advantage. These were advanced manufacturing, construction, visitor economy, logistics and business services and two enabling sectors which could enable the growth of these sectors, which were creative and digital industries and the low carbon sector.

6. The relevance of these sectors to the Local Plan is highly significant because these formed the basis of the Employment Land Review that was originally carried out in 2014 to establish the overall employment land requirement. Had different sectors been pursued the qualitative and quantitative land requirement may have been different because job densities vary considerably depending on the type of use class that is being pursued/promoted.

Mott MacDonald Report 2016

7. In 2016 Mott MacDonald, with Colliers International as sub-contractor, were commissioned to prepare a consolidated evidenced base, including market intelligence, to assess the quantum of employment land required to meet the Borough's economic aspirations. The report also assessed whether there will be market demand for the quantum, type and location of employment sites proposed to be allocated through the Local Plan based on their experience of the commercial land and property market in the Yorkshire Region. The purposes of this was to demonstrate compliance with paragraphs 158, 160 and 161 of the National Planning Policy Framework.
8. The report states that "Deals, moves and new build development activity indicate that there is occupier interest in Barnsley. The Borough has a shortage of industrial and logistics supply which means that allocating land for this type of space to be developed has the potential to attract investors, occupiers and developers and provide new employment in the borough". The report went on to conclude that:

"The 17,500 net employment target set by BMBC is reasonable and achievable. However, at least 309 hectares of employment land will have to be allocated and developed within the plan period to make this possible, and even then, the Borough will be reliant on employment generation from other land use classes to meet this target."

9. Section 3 of the report includes a review of Barnsley's employment sites and includes analysis of occupier demand, property enquiries

and local deals with a particular emphasis on the logistics, office and industrial sectors. It concludes that demand is high for industrial and logistics floorspace but that in contrast, “the office vacancy rate has marginally increased suggesting that demand in this sector is not as great”.

Review of the Jobs and Business Plan & Local Plan Jobs Targets

10. It is important to note that the Jobs and Business Plan and Housing Strategy were based on an assumption that the plan would be adopted in late 2016 and that the employment land would be developed in full during the plan period in order to achieve 17,500 net additional jobs resulting in total jobs increasing by 33,000 by the end of the plan period. The fact adoption is likely to be almost 2 years later than originally envisaged impacts on the amount of jobs that can be expected during the plan period. The larger employment allocations that are currently within the Green Belt (e.g. those at Hoyland and Goldthorpe) have significant lead in times from when the plan is adopted to the delivery of jobs on site. This was something that was recognised in the 2016 Employment Land Report by Mott McDonald which indicated that only 127 hectares of employment land could be expected to come forward in the first 10 years of the plan period. Whilst this represents a significant increase compared with recent delivery rates, it reflects the fact that it takes time to install the required infrastructure, create the development platforms and provide any necessary mitigation.
11. In 2000 there were 82,000 total jobs within Barnsley and this figure remained roughly the same over the next decade. It dropped to 78,000 in 2012 but by 2015 the figure had increase to 88,000. Despite the considerable success since 2012, the target of increasing the total number of the jobs in the borough by 33,000 is hugely ambitious because it represents almost a 40% increase from 87,000 in 2014 to 120,000 by 2033. Indeed this figure has been criticised as unrealistic by a number of those making representations on the Local Plan, who are also concerned that it then translates into a completely unrealistic housing requirement because of the need to house workers that will fill those jobs.
12. In her Interim Findings report the Inspector does recognise the need for significant jobs growth and the contribution this will make to city region priorities. In part we consider that this is because even if 33,000 jobs are delivered this would still leave Barnsley short of the national and regional job density average based on current economic modelling. As such, it is likely that there will still be a need to deliver more “additional” jobs beyond the plan period.
13. The 33,000 figure was calculated by starting with the number of jobs that a previous version of the Regional Econometric Model expects to be generated by 2033 (12,500). We then added the

17,500 additional jobs that the Local Plan seeks to provide for. Following this, the Regional Econometric Model was re-ran and this produced an additional 3,000 jobs which would come about as a result of providing the 17,500 jobs (positive multiplier). This was considered to be a legitimate approach at the outset of the plan making process but now we are almost 4 years into the plan period it is sensible to reflect on what has happened in respect of job creation since 2014, to look at more recent economic modelling and to use the market and economic signals, as set out in the Mott MacDonald Report to revisit our assumptions on lead in times for delivery of jobs and the type of jobs and sectors that are likely to come forward on the proposed employment sites.

14. In respect of the type of jobs and sectors, the calculation that resulted in the figure of 33,000 jobs included 3,196 jobs in Business Services and over 1,050 jobs in the Creative and Digital Industries, which were assumed to fall within the B1a (Office) Use Class. Pleasingly, the report concluded that around 223 hectares of our employment land could be expected to come forward in the plan period, which roughly corresponds with the amount of land we said was needed before adding in a margin of choice (our Employment Land Review concluded that 224 hectares was needed of which 95 hectares would be to replace older, unsuitable employment sites that are likely to be lost to other uses (mainly residential) during the plan period. This left a figure of 129 hectares of land, which included a figure of 14.8 hectares that we would have required anyway as part of a “Policy Off” scenario with the remainder (114.2 hectares) being the land on which the net additional jobs would be accommodated.
15. As stated previously, when assessing the types of uses that could be accommodated on our employment sites, Mott MacDonald concluded that there was unlikely to be strong demand for B1a office uses. This is largely because these tend to focus around the regional cities, in the case of Yorkshire, mainly Leeds. Moreover, planning policies seek to guide these uses towards town centres rather than business parks akin to those included within our portfolio of sites. This analysis has been very much reflected on the ground in Barnsley where no new B1a office floorspace has been delivered in recent years and in fact, we are seeing a decline in office floorspace within the town centre in particular, which has experienced some office to residential conversions under the prior notification procedure. Accordingly, Mott MacDonald concluded that the sites would primarily lend themselves to B1a (Light Industrial), B2 General Industrial and particularly B8 (mainly in the logistics sector) uses.
16. On the basis of this analysis and as part of the preparatory work for the update of the Jobs and Business Plan, discussions have taken place amongst officers as to whether or not it will be possible or

desirable for the Council and its partners to prioritise interventions that specifically target the sectors that would produce jobs in the B1a use class. These discussions have led us to conclude that the Council's resources and those of its partners need to focus on the infrastructure requirements to deliver the employment land rather than seeking to intervene to promote specific sectors not least because of uncertainties as to whether such interventions could be state aid compliant.

17. In recognition of the findings of the Mott MacDonald report and the experience on the ground, a decision has been made to recommend moving away from some of the sectors in the Jobs and Business Plan.
18. In recognition of this, rather than adding 17,500 jobs into the Regional Economic Model based on the sectoral split in the Jobs and Business Plan, using the relevant market and economic signals set out in the Mott MacDonald report, we have reconsidered what the sites allocated in the Local Plan can realistically be expected to yield and in what sectors.
19. The current Employment Land Review, which focused on the five primary sectors and two enabling sectors in the Jobs and Business Plan produced the following breakdown:

Table 1

Use Class	Land Requirement	Percentage
B1a	40.8 ha	14%
B1b/c, B2 Industry	125.8 ha	43%
B8	124.3 ha	43%

20. These figures were derived from an assumption that the employment land would be developed in full and included the additionality that was produced by the Regional Economic Model.
21. In contrast, Mott McDonald's breakdown of the sites they assessed (which amounted to 296.7 hectares) produced the following breakdown:

Table 2

Use Class	Land Requirement	Percentage
B1	32.8 ha	11.1%
B2	76.7 ha	25.9%
B8	179.4 ha	60.5%
Non B	7.8 ha	2.6%

22. The Mott MacDonald Report does not provide a clear breakdown of the B1 use class but based on the commentary in their report it is difficult to make the case to attribute more than a third of the B1 assumption to office use (B1a). Our analysis therefore concludes that a more realistic split would be as follows:

Table 3

Use Class	Land Requirement	Percentage
B1a and Non B Uses	20.9 ha	7.2%
B1b/c, B2 Industry	116 ha	39.9%
B8	154 ha	52.9%

23. This split assumes a greater quantity of B2 than B8 compared with what Mott MacDonald conclude. The rationale for this is to reflect the need for more higher productivity jobs in the advanced manufacturing sector. An allowance for more B2 jobs also provides a robust position when we come to establish our objectively assessed housing need because it produces more jobs than had we applied the Mott MacDonald split.

24. Having established our split it is then necessary to calculate the number of “additional jobs” by deducting the following from the 290.9 hectare total:

- 95 hectares replacement allowance
- 67 hectares margin for choice
- 14.8 hectares generated from the REM baseline scenario

This leaves 114.2 hectares of land for net additional jobs. Using the methodology contained within the Employment Land Review, this produces the following land requirement, floorspace and jobs.

Table 3

Use Class	Percentage	Land Requirement	Floorspace m2	Job Density	Total Jobs
B1 and Non B uses	7.2%	8.2 ha	32,800	19 per sqm	1,726
B1b/c, B2 Industry	39.9%	45.6 ha	182,400	34 per sqm	5,364
B8	52.9%	60.4 ha	241,600	65 per sqm (mid-point of 50-80)	3,716
Total Additional Jobs on Employment Land					10,806

25. Based on this methodology, the 224 hectares of employment land that can be expected to come forward in the plan period will produce 10,806 direct net additional jobs predominantly in the B use classes. On top of this Mott MacDonald have estimated that a

further 3,557 additional jobs will be produced from the town centre developments and the additional residential development expected over and above that which would have occurred anyway. To this we have added jobs in the visitor economy sector and additional construction jobs consistent with what we originally envisaged in the jobs and business plan (650 in each sector). The total additional jobs added to the Regional Economic Model Baseline is therefore 15,312. We consider this to be more robust and realistic than the previous approach of simply adding 17,500 to the baseline which produced a total of 33,000 as a result of additionality (positive multiplier effect) as some of the additionality may already have been accounted for in the 17,500 or would now come forward beyond the plan period given the Mott MacDonald conclusions on when sites are likely to be delivered.

26. This work is leading us to conclude that based on the existing employment land portfolio but with revised assumptions on job densities and lead in times for delivery, it is no longer realistic to expect 33,000 more jobs to come about during the plan period. Instead the Regional Econometric Model produces a figure of 28,840 although an alternative run of the model that includes assumptions on displacement, leakage and a number of other factors reduced the figure to 24,840. We are planning for the higher figure but it is interesting to note that the mid-point between these two figures is 26,840 jobs, which is broadly equivalent to the figure of 26,700 cited on page 53 of Jobs and Business Plan as a measure of success. As such, the upper figure derived from the Regional Econometric Model or even a mid-point between the two scenarios would not conflict with the Jobs and Business Plan but it is considered sensible to update the Jobs and Business Plan to reflect the Local Plan (as modified). This is because the Local Plan is subject to far greater scrutiny and is the document that will ultimately deliver the land allocations and so the target for job creation in the review of the Jobs and Business Plan should derive from Local Plan evidence which has full regard to the various constraints and a detailed appraisal of deliverability considerations.

27. Paragraph 5.3 – 5.7 of the main Cabinet Report explain the implications of this revised jobs figure on City Region aspirations for job creation and also explain that the revised figure is subject to further sustainability appraisal work.

Conclusion

28. Based on the above, when having full regard to market and economic signals, it is considered necessary to reduce the overall jobs target in the Local Plan to approximately 28,840. This includes around 16,920 net additional jobs associated with the interventions in the Local Plan as well as other interventions by the Council and its partners. This approach is considered to fully accord with

paragraphs 158, 160 and 161 of the National Planning Policy Framework and reflects the more recent evidence available to the council since the Jobs and Business Plan was published in 2014.

Appendix 3 - Aligning the Objectively Assessed Need with the Revised Jobs Target

Introduction

1. In April 2014 the Council adopted our Housing Strategy, which set out the “Council’s ambitions for housing provision, investments and targets over the next 20 years”. It included strategic objectives and key ambitions but the targets contained within it did not amount to what the Council considered to be its “objectively assessed housing need”. Instead, this was derived from the Strategic Housing Market Assessment, dated November 2014, which was subsequently updated earlier this year.
2. Given that the Strategic Market Housing Assessment 2014 was completed after the Housing Strategy was adopted and has already been updated once and that three years have passed since the adoption of the Housing Strategy, an update is now due. It makes sense for this update to reflect the findings of more recent evidence connected with the examination of the Local Plan during which there has been a rigorous examination of what the borough’s objectively assessed housing need should be and what might be considered a realistic housing requirement having regard to the various sustainability considerations and constraints, including deliverability.
3. Paragraph 158 of the National Planning Policy Framework (NPPF) states that *“Each local planning authority should ensure that the Local Plan is based on adequate, up-to-date and relevant evidence about the economic, social and environmental characteristics and prospects of the area. Local planning authorities should ensure that their assessment of and strategies for housing, employment and other uses are integrated, and that they take full account of relevant market and economic signals”*. On this basis, it is important to ensure that our objectively assessed housing need reflects the likely jobs growth within the borough. This is particularly so as paragraph 182 of the NPPF requires authorities to *“meet objectively assessed development and infrastructure requirements”* in order for the plan to be considered positively prepared.
4. Our approach has always been to meet our objectively assessed need in full within the borough but where this is not achievable it is possible to work with neighbouring authorities to establish if they can accommodate any unmet need. Notwithstanding our approach, in the event that we found ourselves in a position of having to find additional housing sites to meet an increased objectively assessed need, we considered it prudent to pose this question to our neighbours as part of the Duty to Co-operate discussions and all have confirmed that they are unable to accommodate any unmet need from Barnsley.

5. In light of the Inspector's concern that the plan does not sufficiently align objectively assessed needs for employment and housing and that we may not therefore be meeting our objectively assessed housing need in full we have therefore been reviewing both our jobs target and our objectively assessed housing need.

The Revised Jobs Target

6. The note in Appendix 2 sets out in detail the reasons why we have chosen to review the jobs target. The result of this work is highly relevant for assessing the borough's objectively assessed housing need because the annual change in employment is then used by Edge Analytics to develop a range of employment-led scenarios to consider the demographic change and housing growth associated with Barnsley's employment growth targets. These scenarios are derived from a model known as POPGROUP which Edge Analytics devised to assist authorities in ensuring that their assessment of and strategies for housing, employment and other uses are integrated in accordance with paragraph 158 of the NPPF. Both Sheffield and Leeds City Regions and many of the authorities located within use this same POPGROUP forecasting model for calculating population change in recognition of the fact the methodology appears robust albeit accepting the challenges of aligning demographic and economic forecasting.
7. At present the Jobs-Led Scenario produces a requirement for 1,910 homes per year based on the number of full time equivalent posts in the borough increasing by 1,462 a year. These figures were derived from the 33,000 total jobs figure in the original forecast period and translated into full time equivalent posts.
8. In light of our recent work associated with the review of the Jobs and Business Plan, which reflects the market evidence from Mott MacDonald and Colliers and our own work to establish the quantum of jobs likely to be generated in other sectors having regard to the Council and partner interventions, our evidence points to a clear justification for reducing the jobs target from the current figure of 33,000.

Increasing the Objectively Assessed Housing Need

9. When we amended the Strategic Housing Market Assessment earlier this year we presented our objectively assessed housing need as a range, starting with what we considered to be the demographic baseline and rising to the jobs led scenario (with sensitivities applied) developed using POPGROUP.. It was deemed appropriate to consider sensitivity testing in absence of the economic assumptions underpinning the employment forecasts , particularly given that our total jobs figure of 33,000 was based on an assumption that all the employment land proposed to be allocated would be delivered and that this would result in additionality during the plan period to create a

further 3,000 jobs. The more recent evidence from Mott MacDonald stated that:

The 17,500 net employment target set by BMBC is reasonable and achievable. However, at least 309 hectares of employment land will have to be allocated and developed within the plan period to make this possible, and even then, the Borough will be reliant on employment generation from other land use classes to meet this target.”

10. This led us to conclude that we would not need as many as 1,389 homes each year because the level of jobs growth on which this was based would not realistically come forward during the plan period, especially as the adoption date for the plan was likely to be later than originally envisaged and that the types of development expected to come forward on our allocated employment sites would be at lower densities than assumed in our employment land review. In retrospect, we could have assisted the Inspector more by setting out our approach more clearly and explaining precisely how we arrived at a figure of 1,100 and so it is not entirely surprising that the Inspector has asked for greater clarity and arrived at a conclusion that the top end of the objectively assessed housing need (1,389 homes per year) represents the minimum.
11. Based on the more recent work undertaken we have now been able to quantify what we consider to be the lower figure produced by the jobs led scenario and this is detailed in Appendix 2. Nevertheless, given the Inspector's concern that we have not assessed a higher level of housing growth within the Sustainability Appraisal we have commissioned ARUP to assess the sustainability implications of a higher level of housing growth. Specifically, we asked them to test the figure of 1,910 homes per year which was the figure derived from the POPGROUP forecasting model without applying sensitivities. We then asked them to test a figure of around 1,600, which aims to look at the sustainability implications of applying one of either the commuting ratio or economic activity sensitivities that Edge Analytics previously applied as well as the figure of 1,389 derived from applying both of these sensitivities. We also asked ARUP to consider of a figure of 1,200 to broadly reflect the existing Core Strategy annual requirement and help us understand the implications of a figure somewhere between 1,100 and 1,389 should the higher figure give rise to significantly adverse sustainability impacts. The results of this work confirm that there would be significant impacts arising from the pursuit of 1,910 homes per year but the impact is less clear by the time this drops to 1,600.
12. In some respects this work lends weight to any decision to increase the objectively assessed housing need but the evidence in relation to likely jobs growth during the plan period does not support such an approach. Moreover, when reviewing the representations and hearing statement from those working within and representing the housebuilding industry,

it is apparent that the lead in times and likely build out rates on sites proposed to be allocated for housing in the plan will be such that it will not be possible to sustain consistent delivery of 1,389 homes per year. They are firmly of the view that large sites with more than one outlet will only deliver a maximum of 120 homes per year and that delivery will only commence after allowing time following adoption of the plan for determination of a planning application and the required preparatory site works. Elsewhere they have suggested a figure of 40 homes a year but again with lead in time applied. These are accounted for in our housing trajectory but this is currently based on delivery averaging 1,100 homes per year rather than a substantially higher figure. Although delivery is not a consideration when calculating objectively assessed housing need, given that we have consistently said that we will meet our objectively assessed need in full when seeking to determine our requirement, it is inevitable that delivery should be considered when deciding on what a realistic objectively assessed housing need figure should be.

13. Where sites are located within close proximity to each other, those arguing for a higher housing requirement are concerned that the market will not be able to sustain two outlets at any one time. One solution they have suggested is to allocate more small sites. Whilst small sites will have a role to play in respect of diversifying the market, it is our view that the same argument rings true i.e. there will only be so many developers willing to bring forward these types of sites at any one time. In addition, small sites would not provide sufficient capacity to support a significant increase in delivery and so we would still be relying on allocating more large sites that would essentially compete with the existing sites. This is a particular concern in respect of our regeneration objectives in some of the weaker housing sub markets because developers would naturally gravitate towards the more lucrative sites first.
14. To reinforce this concern, as well as looking for more small sites, some representors have suggested that delivery could improve by focussing significantly more development in higher value areas of the borough to the west of the M1 and adopting lower densities to reflect what has been delivered in recent years. However, there is insufficient evidence to suggest this would yield a consistently higher rate of delivery, the sustainability of such an approach would also be highly questionable and there would be significantly more harm to the Green Belt as a result of the unrestricted sprawl and encroachment into the countryside. Moreover this approach would result in a fundamentally different spatial strategy to the one already being pursued, which was deemed to be sound when the Core Strategy was adopted and which the inspector examining the Local Plan appears to be broadly satisfied with.
15. To establish how delivery could potentially be increased to a level of 1,389 per year we have reviewed past delivery rates and densities and

what this tells us is that the most likely way of increasing delivery is to build at higher densities. This is unsurprising since higher densities involve less land assembly, less infrastructure and generally less constraints. Build out rates are inevitably shortened because there are fewer materials and higher densities can lend themselves better to modern construction methods which substantially reduce build out rates. The problem in Barnsley is that the densities only tend to be achieved on brownfield sites, usually close to the town centre, which are currently in short supply. Elsewhere the market has been moved away from those densities and based on the representation and hearing statement from those in the housebuilding industry, it is unlikely that densities exceeding 50 dwellings per hectare will ever be delivered in Barnsley on a consistent basis. As such, there appears no obvious way of driving up delivery to levels significantly in excess of our housing requirement. This is particularly relevant as paragraph 154 of the NPPF is clear that Local Plans should be aspirational but realistic.

16. Accordingly, when faced with options for aligning our objectively assessed housing need with our jobs growth target the evidence clearly points to a reduction in the jobs target whereas there is no compelling evidence to substantiate increasing our objectively assessed need to a minimum of 1,389 homes per year. We are nonetheless in the process of completing our sustainability appraisal to establish the precise implications of such an approach.

Economic Assumptions & Jobs-Led Sensitivity Scenarios

17. When calculating the top end of our range for objectively assessed housing need (currently 1,389) Edge Analytics applied two sensitivities and an assumption on unemployment rates all of which have been criticised by those that argue for a higher objectively assessed housing need figure. Based on 33,000 total jobs in the plan period Edge Analytics calculated that up to 1,910 new homes could be required each year based on unemployment being at 4.5%. In recognition of the challenges in aligning demographic and economic modelling and in absence of the associated underpinning assumptions from the economic forecast, Edge Analytics developed two sensitivity scenarios.
18. The first sensitivity that Edge Analytics applied was to assume that commuting patterns in and out of the borough would return to where they were in 2001. Whilst still assuming a net out-commute, this represents an improvement to our commuting ratio primarily because far fewer people living in the borough would have to leave the borough to find work. It would nonetheless still see Barnsley being a significant net exporter of labour, which has been the case for a number of decades given the location of the borough within the Leeds-Sheffield corridor.

19. In light of the substantial number of jobs that are proposed within the borough during the plan period we considered that a return to commuting patterns experienced in 2001 was an entirely legitimate assumption to make and could in fact be on the conservative side. This is demonstrated by experience in other areas within Sheffield and Leeds City Regions where similar and sometimes greater changes have taken place over a 10 year period. In addition to this, it is notable that some inspectors examining plans elsewhere in the county (e.g. North Tyneside) have accepted that the commuting ratio sensitivity can be applied in a scenario where an authority is pursuing significant jobs growth over and above their “policy off” scenario.
20. The other sensitivity that was applied was to assume that economic activity rates will be maintained at their current level, meaning a greater proportion of the resident population have the potential to work. Again, there are very good reasons to apply this sensitivity given the national trend in part associated with the increase in the pension age. Locally we also anticipate a fall in the number of people unable to work because of conditions associated with the borough’s industrial and mining heritage. As with an improvement in the commuting ratio, the implication of applying this sensitivity was that more of the resident population can fulfil the employment growth, therefore there is a reduced need for net in-migration and subsequently additional houses.
21. The assumption that unemployment will be at 4.5% is one that has also been criticised. The reason Edge Analytics chose that particular figure was to reflect the trend of falling unemployment (nationally it is now at 4.2%) and having regard to welfare reforms, the Council’s own Employment and Skills Strategy and the fact that the Local Plan itself makes provision for such a significant quantum of employment land leading to a significant increase in job opportunities. In our opinion, in order to deliver such a significant quantum of jobs within the plan period it follows that the unemployment would need to be relatively low. For the purposes of calculating our objectively assessed housing need it would be perverse to assume a higher unemployment figure because this would mean the jobs would not materialise and in turn there wouldn’t be a need for additional housing to accommodate the workers that would otherwise take those jobs.
22. The latest version of the Regional Econometric Model is more sophisticated than the version which informed the original jobs target in the plan. It now applies its own assumptions on unemployment, economic activity rates and commuting ratios and these will automatically adjust depending on the amount of jobs inputted into the model. The higher the input the greater the adjustments. Importantly, the model cannot be manually manipulated to change these assumptions. As such, although Edge have tested an alternative economic activity rate sensitivity in light of the availability of economic assumptions underpinning the REM and updated OBR labour market analysis, no further sensitivities are being considered or applied to

inform our objectively assessed housing need. Although we maintain that the original approach and the sensitivities subsequently applied by Edge Analytics was a robust one it was subject to significant criticism from representors. By virtue of the fact no further sensitivities are being applied to determine the objectively assessed housing need this updated approach is considered more robust because representors would in effect have to discredit the Regional Econometric Model as opposed to sensitivities subsequently applied.

23. Given that the Regional Econometric Model automatically reduces the commuting ratio based on the inputs we provided we have considered whether it would be possible to pinpoint where people living in the borough were commuting to outside the borough who would instead take new job opportunities available in Barnsley. This would potentially have enabled us to broach this discussion in detail with the authorities affected. However, given Barnsley shares a border with so many authorities and is located with the Sheffield-Leeds corridor where there is so much scope for commuting beyond the borough boundary it is too difficult to pinpoint precisely which authorities would be affected by the commuting ratio output from the model. We also considered the level of growth that other authorities are pursuing in their adopted and emerging plans but this work did not lead us to conclude that their growth would materially affect the output. Notwithstanding this, we did raise the fact we applied this sensitivity with our neighbours during duty to co-operate meetings and none of them raised any objections.

DCLG Consultation: Planning for the right homes in the right places

24. In considering how to address the concerns identified by the Inspector regarding objectively assessed housing need it is worth noting that the Government has recently consulted on a standard methodology for calculating the figure. This is in recognition of the significant concerns expressed by the Local Plans Expert Group Report in 2016 that the existing approach to assessing housing need is too complex. These concerns were recognised by the Government when they published the Housing White Paper earlier this year. The recent consultation, referred to as “Planning for the right homes in the right places: consultation proposals”, proposes a much simpler methodology for calculating housing need. In short this is based on the published household projections with an adjustment made depending on the relationship between the median house price and the median earning within a local authority. The more expensive house prices are in comparison to earnings, the more housing an authority is expected to provide.
25. This methodology produces a figure of 898 households per year for the period 2016-2026 (excluding a vacancy rate) in Barnsley which implies that our housing need figure should fall substantially from the 1,389 homes per year for the period 2014-2033 (inclusive of a vacancy rate) that the Planning Inspector considers to be the minimum figure based on the jobs target in the Local Plan. However, the figure of 898 has no

regards for jobs growth and is essentially a demographic baseline. It is therefore more comparable with the 967 figure we had calculated to be our demographic baseline earlier this year. The consultation does suggest that where an authority is planning for a figure in excess of that generated by the methodology then Inspector's should assume the plan is sound unless there are compelling reasons to conclude otherwise. In the case of Barnsley, it is difficult to ignore our jobs growth aspirations and to do so on the basis of the consultation would be ill advised, particularly as the report is clear that transitional arrangements apply whereby authorities who have already submitted plans for examination are expected to continue based on the work already undertaken. Indeed, the Inspector wrote to the Council on 2nd October 2017 to confirm that she intends to progress the Examination in accordance with the guidance as currently set out in the National Planning Policy Framework and Planning Practice Guidance and to seek a way forward to deal with the issues raised in her interim findings.

26. The simplified methodology and in particular the relationship between median house prices and median earnings is nevertheless considered to be an appropriate way of establishing whether there has been sufficient delivery in the past and we do consider this to be an important consideration when the Inspector examines whether we should plan to meet any backlog associated with past under-delivery against housing targets. However, paragraph 158 of the NPPF is clear that authorities should ensure that their assessment of and strategies for housing, employments and other uses are integrated, and that they take full account of relevant market and economic signals" and so we cannot ignore the jobs growth targets when assessing our objectively assessed housing need.
27. Based on the reasons given above, it is clear that we have had full regard for relevant market and economic signals when deciding that we should reduce the jobs target and in turn we have sought to align the objectively assessed housing need with this target so that we are having full regard for jobs growth within the plan period. Accordingly, it is recommended that the objectively assessed housing need for the borough is a single figure based on total jobs growth of between 26 & 27,000 in the plan period.

Conclusion

28. Having received the Inspector's initial findings we have now undertaken further work to assess the implications of a higher objectively assessed housing need and at the same time we have commenced a review of our economic strategy as set out in the Jobs and Business Plan. This work has led us to conclude that there is compelling evidence to reduce the jobs target in the Local Plan, which in turn produces a maximum objectively assessed need figure of 1,134 homes per year. Should it result in further housing allocations over and

above those that will be required in the villages to support a more positive approach to the Borough's rural communities, these sites will be agreed by the Cabinet Member for Place in consultation with the Head of Planning & Building Control.

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Barnsley

Demographic Forecasts

October 2017

For the attention of:

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Demographic statistics used in this report have been derived from data from the Office for National Statistics licensed under the Open Government Licence v.3.0.

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The authors of this report do not accept liability for any costs or consequential loss involved following the use of the data and analysis referred to here; this is entirely the responsibility of the users of the information presented in this report.

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Context and Requirements

- 1.1 In 2014, Edge Analytics provided Barnsley Metropolitan Borough Council (BMBC)¹ with a range of demographic evidence to inform the Strategic Housing Market Assessment (SHMA)² update, published by arc4. This included the 2012-based sub-national population projections (SNPP) and mid-year estimates (MYE) for 2001–2013 from the Office for National Statistics (ONS), 2008-based and 2011-based household projections from the Department for Communities and Local Government (DCLG) and economic forecasts from the 2014 Regional Econometric Model (REM).
- 1.2 The release of the 2012-based household projection model from DCLG in 2015 led to a subsequent update of the demographic analysis, presented as an addendum³ to the 2014 report.
- 1.3 In 2017, BMBC commissioned Edge Analytics⁴ to provide an updated range of demographic scenarios, taking account of new evidence including; 2014-based population and household projection models from ONS and DCLG, MYEs to 2015, plus labour market analysis from the Office for Budget Responsibility (OBR). This evidence underpinned the objectively assessed housing need (OAHN) presented in the SHMA (2017)⁵ of 967–1,389 dwellings per annum (dpa).
- 1.4 BMBC has submitted its Local Plan, following which, it has been recommended that updated economic evidence is considered to revise and clarify the objectively assessed housing need figure for the 2014–2033 plan period.
- 1.5 The new evidence presented in this report includes the following:
- 2016 MYE from ONS, providing an additional year of historical population, births, deaths and migration for consideration in the scenario analysis
 - 2017 economic forecasts and underpinning assumptions from the Regional Econometric Model (REM)

¹ <https://www.barnsley.gov.uk/media/5088/barnsley-demographicforecasts-edgeanalytics.pdf>

² <https://www.barnsley.gov.uk/media/3952/barnsleyshma2014updatefinalreport.pdf>

³ <https://www.barnsley.gov.uk/media/5087/barnsley-demographicforecasts-dclg2012addendum-edgeanalytics.pdf>

⁴ <https://www.barnsley.gov.uk/media/5489/barnsley-demographic-update-march-2017.pdf>

⁵ <https://www.barnsley.gov.uk/media/5488/barnsley-2017-shma-addendum-report-1703-final-a.pdf>

- 2017 labour market analysis from the OBR⁶

1.6 The analysis presented in this report provides a demographic profile of Barnsley; considers the 2012-based and 2014-based ONS population projections and DCLG household model alongside alternative trend-based scenarios; and aligns this demographic evidence with a range of economic forecasts and associated assumptions from the latest REM output.

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⁶ <http://cdn.budgetresponsibility.org.uk/OBR-Fiscal-sustainability-report.pdf>

2 Area Profile

Geography

2.1 Barnsley is part of both the Leeds and Sheffield City Local Enterprise Partnerships (LEPs) and is bordered by the neighbouring areas of Sheffield, Rotherham, Doncaster, Wakefield, Kirklees and Derbyshire (Figure 1).

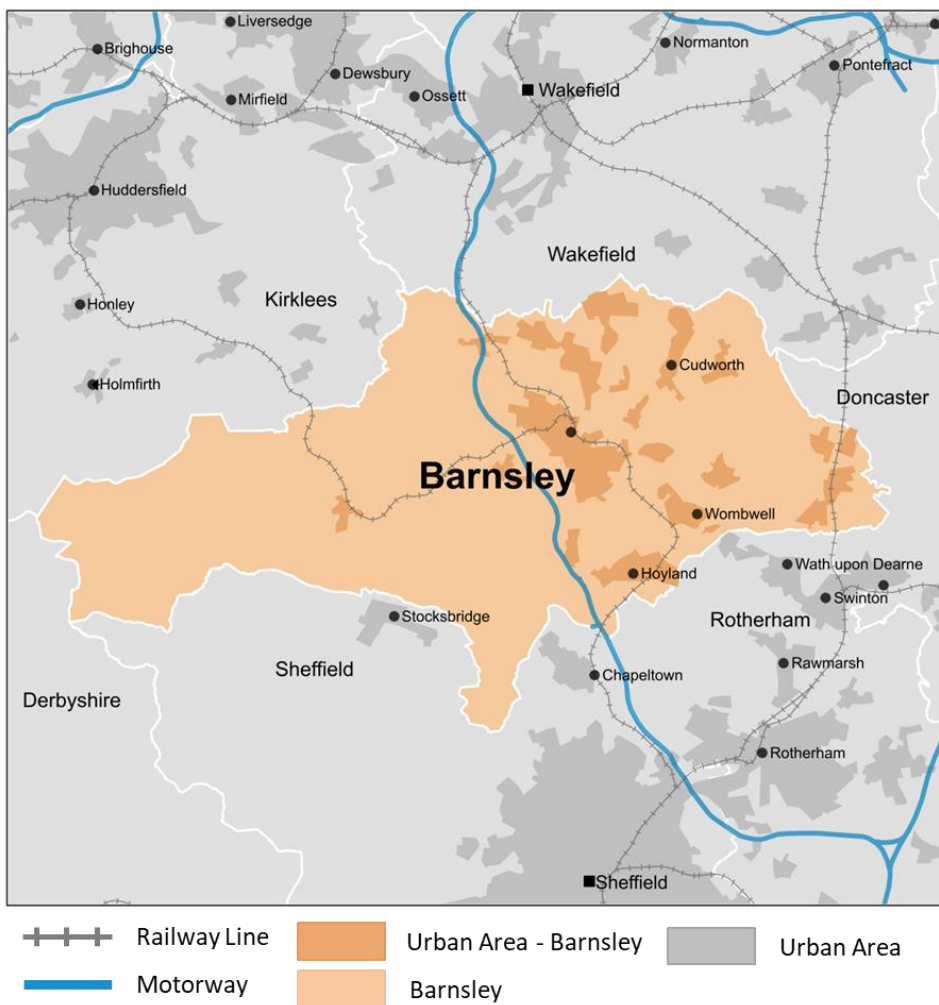


Figure 1: Barnsley Map

Population Growth Profile

- 2.2 The 2016 MYE for Barnsley suggests a population of 241,218, a 10.6% increase since 2001 (Table 1). The MYEs suggest that Barnsley's population is experiencing a higher rate of growth than the Yorkshire & Humber region (9.0%) but a lower rate than the rest of England (11.8%).

Table 1: Barnsley population change comparison (source: ONS)

Area	Population			
	2001	2016	Change	Change %
Barnsley	218,124	241,218	23,094	10.6%
Yorkshire & Humber	4,976,643	5,425,741	449,098	9.0%
England	49,449,746	55,268,067	5,818,321	11.8%

- 2.3 Following the 2011 Census, the 2002–2010 MYE were 'rebased' to align with the 2011 MYE. In the case of Barnsley, the impact of this adjustment was an uplift in its population, averaging +182 per year to 2011 (Figure 2). At the 2011 census, the population for Barnsley was 231,865, a 6.3% increase over the 2001–2011 decade. Since 2011, Barnsley's population has increased by 4.0%, at a higher annual rate than that experienced prior to the Census.

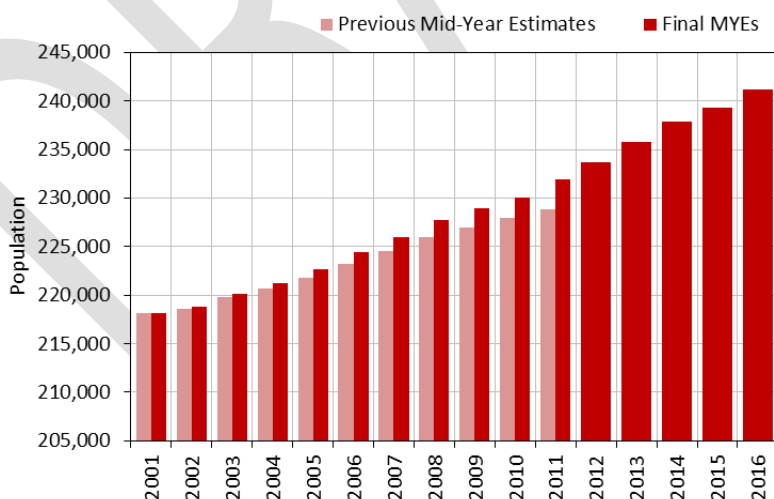


Figure 2: Barnsley Population change 2001–2016

- 2.4 Barnsley's annual population change has varied from +727 (0.3%) in 2001/02 to +2,086 (0.9%) in 2012/13 and 2013/14, with the latest MYE suggesting an increase of +1,899 (0.8%) from 2015 (Figure 3).

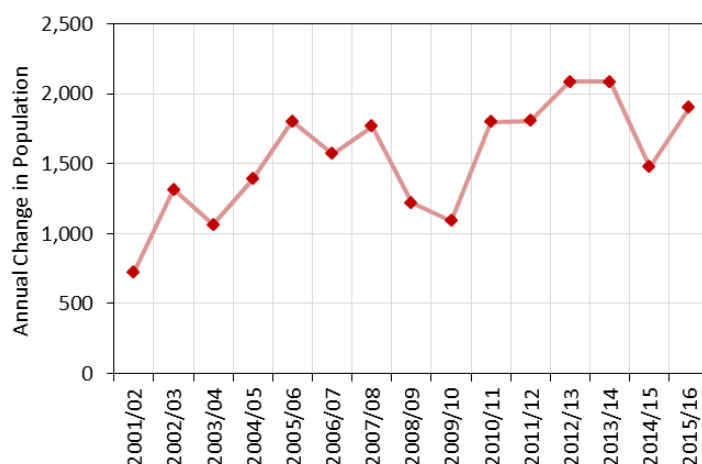


Figure 3: MYE annual change in population 2001/02–2015/16

Components of Change

2.5 Barnsley’s population change has been driven by a combination of natural change (i.e. the difference between births and deaths), internal and international migration (Figure 4). Historically, net internal migration (i.e. the exchange of migrants between Barnsley and other parts of the UK) has been the dominant driver of the districts’ population growth, averaging at +736 people per year since 2001/02.

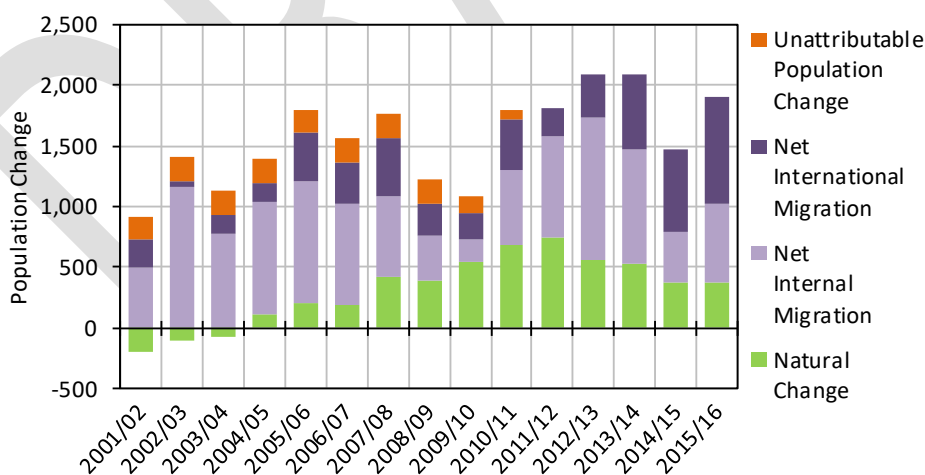


Figure 4: Barnsley – components of change 2001/02–2015/16

2.6 Net international migration has had a consistently positive impact upon Barnsley’s population growth, averaging +363 (2001/02–2015/16). The inclusion of the ‘unattributable population change’ (UPC) adjustment within the international migration component would increase its annual impact to +484 per year since 2001/02.

- 2.7 Excluding the first three years of the historical period, natural change has had a positive annual impact on population growth (an excess of births over deaths), averaging at +430 per year (2004/05–2015/16).

Internal Migration

- 2.8 Internal migration statistics measure the inflow and outflow of population to and from Barnsley and the rest of the UK (Figure 5). Since 2004/05, outflows have steadily increased, however inflows have remained at a higher level, resulting in an annual net inflow. It was a sharp reduction in inflows in 2009/10 that resulted in a drop in net migration, followed by a sharp rise in subsequent years.

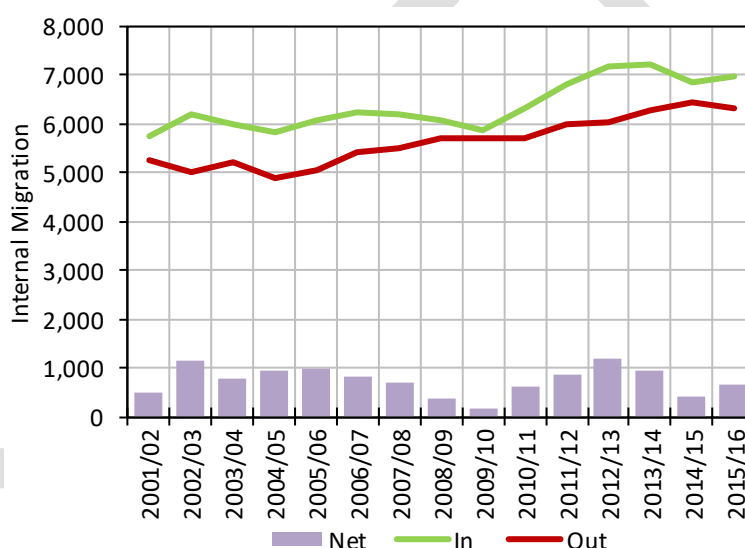


Figure 5: Barnsley's internal migration profile (2001/02–2015/16)

- 2.9 In terms of migration linkages between Barnsley and surrounding areas, the largest *positive* net exchanges (i.e. a higher inflow than outflow) have been with Sheffield and Wakefield (Figure 6). Since 2009/10, inflows from Sheffield have seen an increase from +840 to +1,204 people per year in 2015/16. This increase, alongside a relatively stable outflow, has resulted in a greater net flow of people migrating from Sheffield to Barnsley in the last 6 years.
- 2.10 With regards to the net outflow exchange, the largest flows have been between Barnsley and Scarborough, East Riding of Yorkshire and East Lindsey.

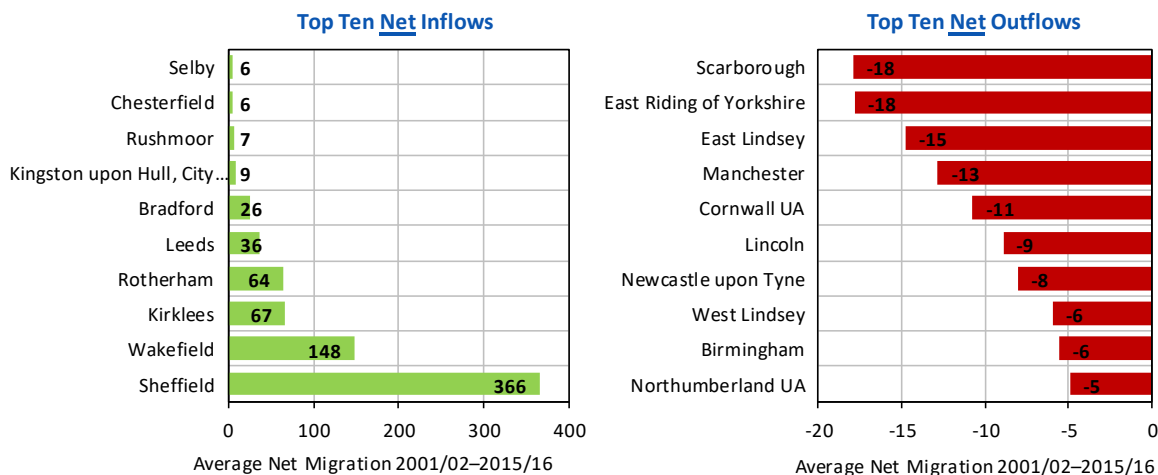


Figure 6: Top-10 internal migration average net inflows and outflows

2.11 The age profile of migration shows a net inflow in all age groups, with the exception of 15–19 year olds (Figure 7). The large net outflow of 15–19 year olds is associated with the student population moving to university, with a return flow evident in the 20–24 age groups.

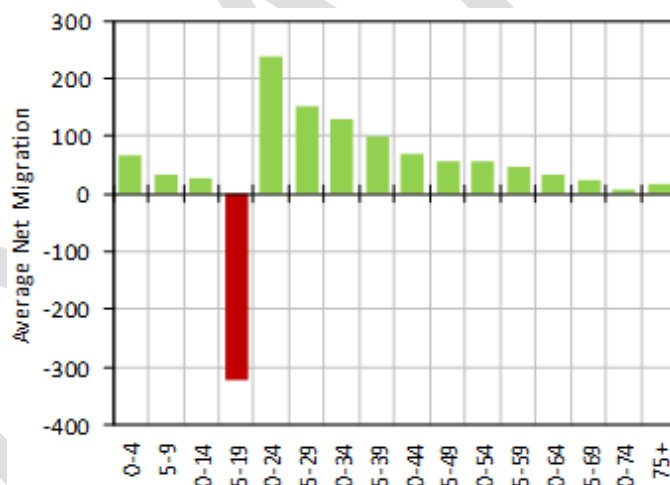


Figure 7: Barnsley internal migration age profile, 2001/02–2015/16

Age Structure

2.12 When considering future housing needs and the size and shape of the resident labour force, the age structure of Barnsley’s population is a key factor. Table 2 compares Barnsley’s age profile to the region and England, using the latest 2016 mid-year population estimates from ONS.

2.13 In 2016, Barnsley had a slightly older age profile than the region and England, with 19% in the 65+ age range and a median age of 43. This compares with 18% in the 65+ age range for the Yorkshire and Humber region and 16% for England, with a median age of 4 and 39 respectively. Barnsley has an OAD ratio of 30; the size of Barnsley's population aged 65+ is equivalent to 30% of its 15–64 age-group in 2016. This is closely aligned to the regional OAD of 29 but higher than England's of 25.

Table 2: 2016 MYE population age structure: Barnsley, YH & England

Indicator	Barnsley	Yorkshire and The Humber	England
Percentage 65+	19%	18%	16%
Percentage 80+	5%	5%	5%
OAD Ratio	30	29	25
Median Age	43	40	39

*OAD = Old Age Dependency Ratio (Population Aged 65+/Population Aged 15–64)

3 Demographic Forecasts

ONS Population Projections

- 3.1 Every two years, the Office for National Statistics (ONS) publishes its national population projections, setting key assumptions on the long-term effects of fertility, mortality and international migration to estimate population growth outcomes for England, Wales, Scotland and Northern Ireland.
- 3.2 The national population projection informs the sub-national population projection (SNPPs) for English local authorities, also published on a bi-yearly cycle. The latest 2014-based SNPPs use a combination of national and local assumptions on births, deaths and migration to formulate a 25-year projection (2014–2039) for each local authority.
- 3.3 Under the 2014-based SNPP for Barnsley, the population is estimated to increase by 11.7% over Barnsley’s 2014–2033 plan period. Net internal migration is projected to be the dominant component of population change, reflecting historical trends. Net international migration is projected to have a small but positive impact on population change over the 2014–2033 period. Natural change is expected to have a positive but reducing impact on population change, as Barnsley’s population ages.

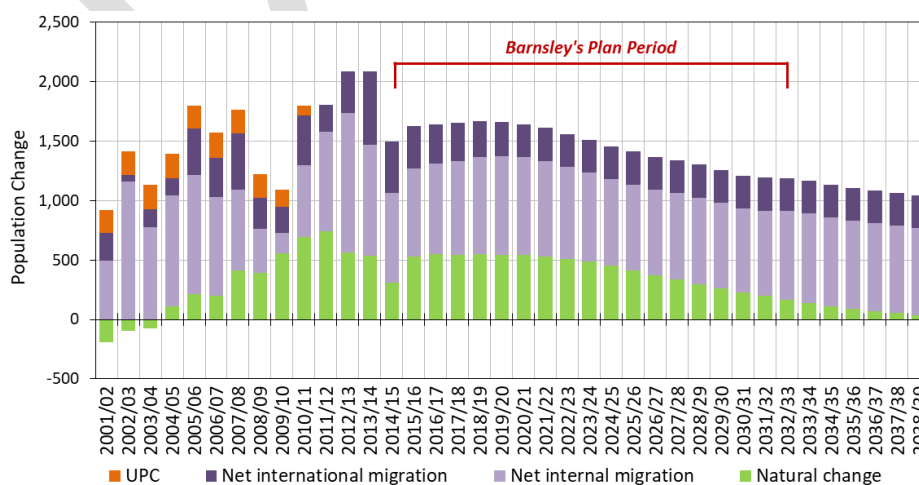


Figure 8: Barnsley historical and 2014-based SNPP components of change (Source: ONS)

Planning Guidance

- 3.4 At present, the Planning Practice Guidance (PPG) states that the DCLG household projections should provide the “*starting point estimate of overall housing need*” (PPG paragraph 2a-015). The 2014-based model is the latest set of household projections from the DCLG, underpinned by the 2014-based sub-national population projection (SNPP).
- 3.5 Under the 2014-based DCLG household projection model, the number of households in Barnsley is estimated to increase by 16,046 over the 2014–2033 plan period. This results in an annual growth of 845 *households* per year.
- 3.6 In September 2017, DCLG published its Housing White Paper detailing a draft methodology for a more standardised approach to OAN calculation across English local authorities. A three-step approach is proposed to calculating a housing need estimate:
- **Step 1:** The ‘starting-point’ household total is based on DCLG’s 2014-based projection.
 - **Step 2:** An adjustment is applied based on a local affordability ratio.
 - **Step 3:** A 40% ‘cap’ on the level of adjustment is applicable to those local authorities that have adopted Local Plans in the last 5 years or do not currently have a Local Plan.
- 3.7 The DCLG methodology has presented an OAHN estimate for each local authority for a 2016–2026 plan period (at present there are no guidelines published for Council’s with an extended Local Plan period or a base date prior to 2016).
- 3.8 The published OAHN figure for Barnsley is **898 *households*** per year (2016–2026)⁷. Taking into account vacant properties and second homes in the OAN calculation⁸, the estimated household growth results in an equivalent housing OAN of 936 *dwelling*s per annum (2016–2026).

⁷ Note that this figure refers only to the 2016–2026 period. The household growth figure in paragraph 3.5 refers to the full 2014–2033 plan period.

⁸ 2011 Census vacancy rate is 4.0% for Barnsley

Demographic Scenarios

3.9 The demographic evidence presented in the previous section provides context for the development of alternative trend-based scenarios which consider variant migration histories.

Three trend scenarios are presented as follows:

- **SNPP-2014**: This is the 2014-based SNPP for Barnsley and is presented as the 'benchmark' scenario
- **SNPP-2012**: This is the 2012-based SNPP for Barnsley and is presented as a comparison to the latest population projection.
- **PG 5yr**⁹: Internal migration rates and international migration flow assumptions based on a five-year historical period (2011/12–2015/16).
- **PG 10yr**: Internal migration rates and international migration flow assumptions are based on a ten-year historical period (2006/07–2015/16).

3.10 In line with the PPG, the latest 2014-based household growth assumptions have been applied to each scenario, in combination with a 2011 Census dwelling vacancy rate for Barnsley of 4.0%.

3.11 The population growth under each of the scenarios is presented in the form of a chart (Figure 9), with population change, net migration, natural change and associated household and dwelling growth presented for the 2014–2033 plan period in Table 3.

3.12 The **SNPP-2012** results in the lowest population growth of 10.4% over the 2014–2033 plan period, resulting in an annual dwelling growth of +808 per year. Under the **SNPP-2014** 'benchmark' scenarios, population growth is slightly higher (11.7%) over the plan period, resulting in an annual dwelling growth of +880 per year.

3.13 The alternative '**PG**' trend scenarios result in higher population growth than the **SNPP-2014** ranging from 12.4% under the **PG 10yr** scenario to 13.3% under the **PG 5yr** scenario. The slightly lower growth under the **PG 10yr** scenario is driven by the reduced net migration flows in 2008/09 and 2009/10, whilst the higher growth under the **PG 5yr** scenario captures the significant increases in net international migration since 2012/13. Under the **PG** scenarios, the annual dwelling growth ranges from 963–980 over the 2014–2033 plan period.

⁹ Note that PG stands for POPGROUP, the demographic forecasting model in which these scenarios have been generated.

Barnsley: Demographic Scenario Outcomes

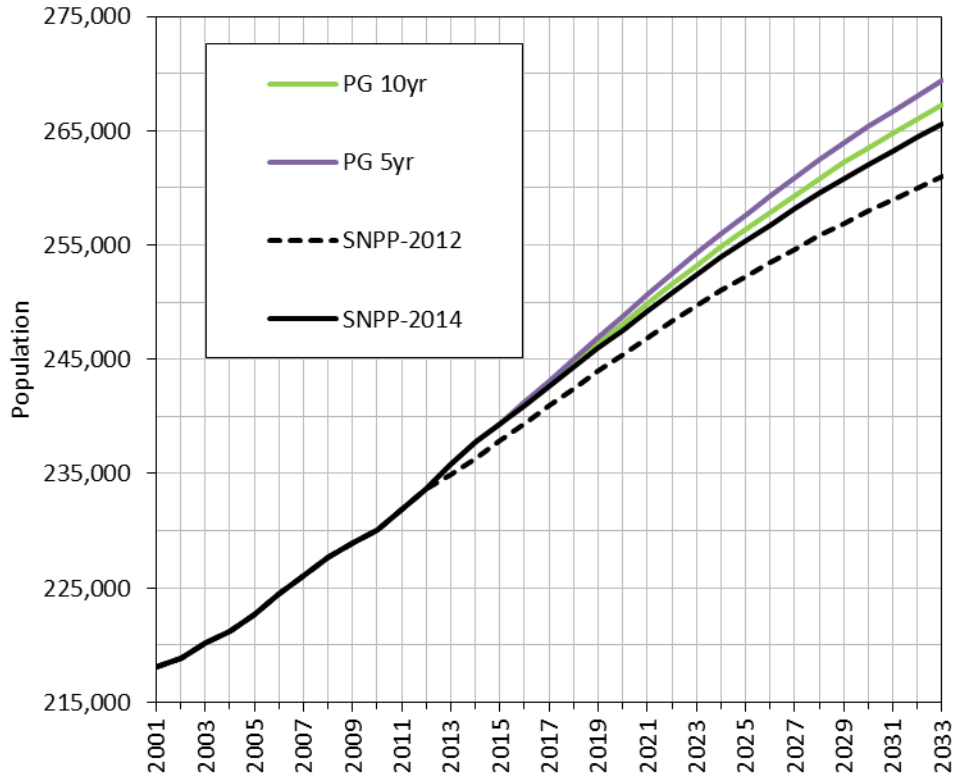


Figure 9: Population change demographic scenarios (2001–2033)

Table 3: Demographic scenario outcomes 2014–2033

Scenario	Change 2014–2033				Average per year	
	Population Change	Population Change %	Households Change	Households Change %	Net Migration	Dwellings
PG 5yr	31,564	13.3%	17,875	17.2%	1,280	980
PG 10yr	29,470	12.4%	17,563	16.9%	1,156	963
SNPP-2014	27,789	11.7%	16,047	15.4%	1,051	880
SNPP-2012	24,602	10.4%	14,729	14.2%	803	808

Note: PG scenarios include two years of historical data

Household Formation

- 3.14 Across the UK, younger adult age groups have seen the most significant change in household formation over the last ten years, due to a combination of housing undersupply and affordability issues. In formulating an OAN, PPG recommends that “*alternative assumptions in relation to...household formation rates*” are considered (PPG Paragraph 2a-017) to evaluate a potential ‘reversal’ of this trend.
- 3.15 In the demographic forecasts above, the DCLG 2014-based household headship rates (also known as household representative rates) determine the level and profile of household growth by age group and household category. The charts in Appendix B compare Barnsley’s headship rate trends for the DCLG’s 2014-based and 2008-based household projection models. The young adult, 25–44 male and 25–34 female age group suggest a lower rate of growth in the 2014-based model compared to the 2008-based equivalent.
- 3.16 To evaluate the effect of changes to young adult household formation over time, ‘Partial Return’ rates have been generated for Barnsley, in which the 2014-based headship rates for the 25–44 male and 25–34 female age groups return to a mid-point between the 2014- and 2008-based rates by 2033.

Table 4: Demographic scenarios average annual dwelling growth 2014–2033

Scenario	Population Change %	Average Annual Dwelling Growth 2014–2033	
		2014-based	2014-based Partial Return
PG 5yr	13.3%	980	1,056
PG 10yr	12.4%	963	1,038
SNPP-2014	11.7%	880	955
SNPP-2012	10.4%	808	881

- 3.17 The application of the ‘*Partial Return*’ headship rates to each of the demographic scenarios increases the dwelling growth over the plan period by **73-76** dpa (an average of 8.2%). This increases the *maximum* dpa under the scenarios from **980** using the unadjusted headship rates, to **1,056** applying the *Partial Return* headship rates.

4 Economic Growth

Economic Forecasts

- 4.1 In the assessment of housing need, the PPG states that *“plan makers should make an assessment of the likely change in job numbers based on past trends and/or economic forecasts as appropriate and also having regard to the growth of the working age population in the housing market area”* (PPG paragraph 2a-018).
- 4.2 In previous demographic analysis undertaken for Barnsley Council, the REM provided economic forecasts for Barnsley; ‘Policy On’, ‘Mid’ and ‘Policy Off’ trajectories of FTE jobs growth. No additional information was provided on key underpinning assumptions associated with these economic growth outcomes. Alternative assumptions on commuting ratio and economic activity rates were also considered on the ‘Policy On’ jobs growth trajectory.
- 4.3 The alignment of demographic and economic model evidence is challenging due to different methodologies, data inputs and assumptions. The key underpinning assumptions that link population and economic change are: (1) economic activity rates; (2) unemployment rates; (3) a commuting ratio.
- 4.4 Future economic activity rates are a key consideration in seeking to align demographic and economic growth. Economic activity rates determine the size of the resident labour force. The unemployment rate and commuting ratio determine the balance between the labour force and associated level of employment. The unemployment rate, determines the proportion of the labour force that is unemployed and as a result, the proportion that is employed. The commuting ratio determines the balance between the resident labour force and the number of jobs available in an area.
- 4.5 In the absence of these assumptions in the previous REM evidence, the Barnsley analysis included a series of ‘jobs-led’ scenarios, in which the link between economic and demographic

change was evaluated using a series of derived assumptions. This choice of assumptions enabled an estimate of dwelling growth, linked to economic change to be presented.

4.6 For the updated analysis presented here, new REM forecasts have been made available. These have provided a measure of both FTE jobs growth and the change in ‘workplace-based employment’. Availability of the latter is important as, with the additional provision of the underpinning assumptions on economic activity rates, unemployment rate and commuting ratio, an improved alignment of the forecast to the demographic evidence has been possible.

4.7 Three alternative REM economic forecasts have been provided for Barnsley, with variant levels of employment growth achieved over the 2016/17–2032/33 forecast horizon (Figure 10). In each case employment growth is measured as ‘workplace-based employment’:

- **Baseline REM:** Average employment growth of +440 per year
- **Policy On REM:** Average employment growth of +1,425 per year
- **Policy On-Netted REM:** Average employment growth of +1,192 per year

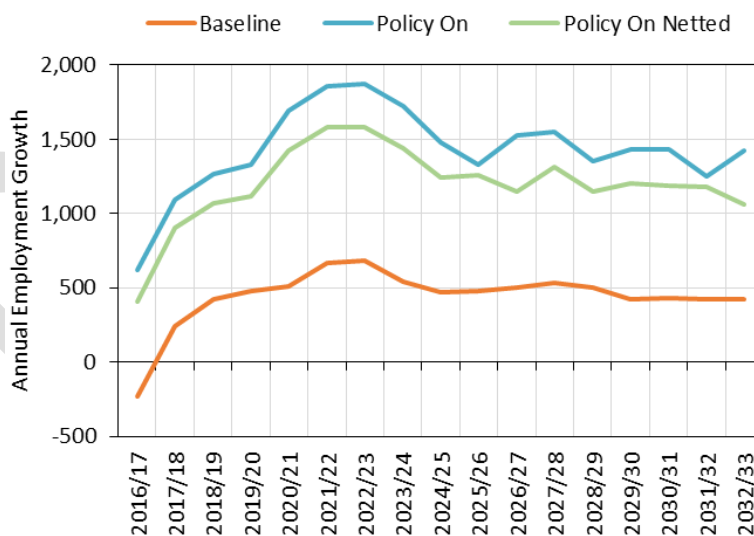


Figure 10: Annual employment growth for each REM scenario (2016/17–2032/33)

4.8 The key assumptions on economic activity rate, unemployment rate and commuting ratio have been provided with the three REM forecasts (Figure 11). The charts illustrate that whilst the unemployment rate variations are similar between forecasts, there are differences between the

underpinning economic activity rate and commuting ratio assumptions that inform the **Baseline** outcome compared to the **Policy On** and **Policy On Netted** forecasts.

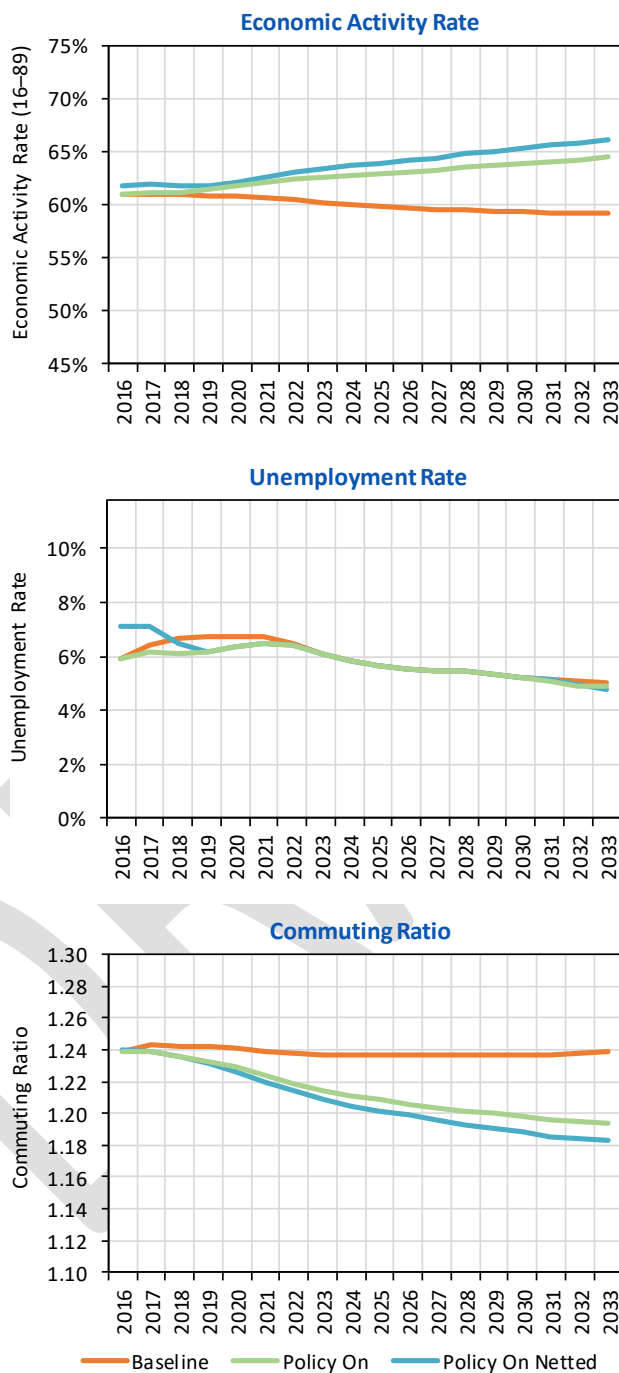


Figure 11: REM Economic Forecasts – Key Assumptions (2016–2033)

4.9 Economic activity rates determine the portion of the working-age population (aged 16–89) that are economically active (i.e. the labour force). The labour force includes those who are in work (i.e. workers) and those who are unemployed. At the start of the forecast period, Barnsley’s

aggregate economic activity rate for the 16–89 age range was approximately 61%, compared to a national figure of 64% for England.

- 4.10 Under the **Baseline** scenario, the aggregate 16–89 economic activity rate reduces to 59.2% by 2033. With a more substantial growth in employment, the **Policy On** and **Policy On Netted** forecasts assume an increase in the aggregate (16–89) economic activity rate over the forecast period, to 66.2% under **Policy On** and 64.5% under **Policy On Netted**.
- 4.11 The unemployment rate determines the proportion of the labour force that is unemployed (and as a result, the proportion that is employed). Under each of the three employment growth trajectories the unemployment rate reduces to approximately 5.0%–5.3% by 2033, with variation in the unemployment rate assumptions in earlier years of the forecast.
- 4.12 The commuting ratio determines the balance between the resident number of ‘workers’ (i.e. the employed labour force) and the number of jobs in the area. At the start of the REM forecast period, Barnsley has a commuting ratio of 1.24, which implies a large net outflow from the district. The **Baseline** forecast assumes only minor changes to Barnsley’s commuting ratio over the forecast period. In contrast, the commuting ratios under the **Policy On** and **Policy On Netted** scenarios assume a decrease from 1.24 in 2016 to 1.18 and 1.19 in 2033 respectively, reverting to a commuting balance that is similar to that recorded at the 2001 Census. This reduction in the commuting ratio retains a net outflow from Barnsley but at a reduced level.

Employment-led Scenarios

- 4.13 Using an ‘employment-led’ formulation of the POPGROUP model, it is possible to estimate the population and dwelling growth implications of a REM economic forecast. This enables direct comparison with the demographic forecasts presented earlier.
- 4.14 An **Employment-led Baseline** is presented alongside the demographic forecasts (Figure 12 and Table 5). Using the **Baseline** employment trajectory as the key determinant of growth, the **Employment-led Baseline** scenario uses economic activity rate, unemployment rate and commuting ratio assumptions direct from the REM (Table 5) to estimate its likely population and dwelling growth impact.

Demographic & Employment-led Scenario Outcomes

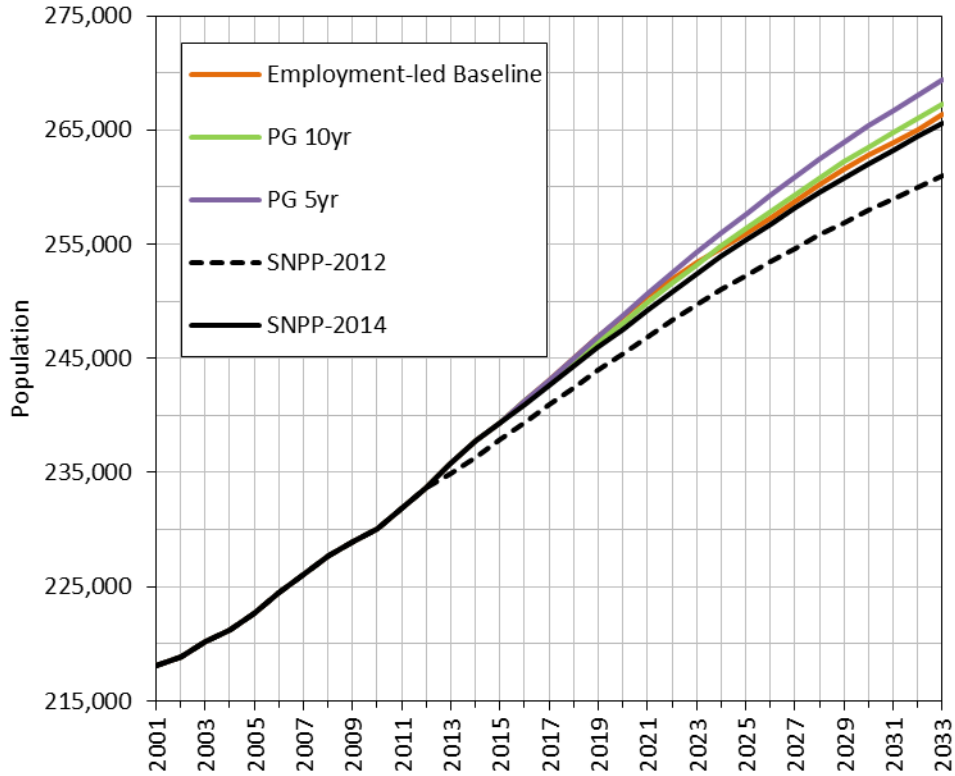


Figure 12: Population change demographic & employment-led scenarios (2001–2033)

Table 5: Demographic & Employment-led scenario outcomes 2014–2033

Scenario	Change 2014–2033				Average per year	
	Population Change	Population Change %	Households Change	Households Change %	Net Migration	Dwellings
PG 5yr	31,564	13.3%	17,875	17.2%	1,280	980
PG 10yr	29,470	12.4%	17,563	16.9%	1,156	963
Employment-led Baseline	28,474	12.0%	16,339	15.7%	1,092	896
SNPP-2014	27,789	11.7%	16,047	15.4%	1,051	880
SNPP-2012	24,602	10.4%	14,729	14.2%	803	808

Note: PG and Employment-led scenarios include two years of historical data

- 4.15 Under the **Employment-led Baseline** scenario, the population is estimated to grow by approximately 12% over the 2014–2033 plan period, resulting in a dwelling requirement of 896 dpa. This figure exceeds the **SNPP-2014** dpa outcome but is lower than both the **PG-5yr** and **PG-10yr** dpa figures.
- 4.16 Whilst the **Policy On** and **Policy On Netted** forecasts record higher annual employment growth, a similar configuration of employment-led scenarios which also use their respective REM assumptions on economic activity rate, unemployment rate and commuting ratio, results in a similar level of population and dwelling growth to the **Employment-led Baseline** scenario. The higher economic rates and the modified commuting ratios of the **Policy On** and **Policy On-Netted** scenarios enable the same level of population and dwelling growth to align with higher employment growth.
- 4.17 Higher economic activity rates result in a greater proportion of Barnsley's population being economically active, and therefore a larger local labour force is maintained over the forecast period. A lower commuting ratio results in a smaller net out-commute from Barnsley. Both factors contribute to less dependence on higher in-migration to meet employment growth in Barnsley.

Assumptions Testing

- 4.18 In recognition that the economic activity rate and commuting ratio assumptions are a key component of the **Policy On** and **Policy On Netted** scenarios, it is appropriate to consider how population and dwelling growth outcomes may vary under different conditions. This is achieved under a series of employment-led scenarios, applying variant assumptions in each case.
- 4.19 A first test examines the population and dwelling growth outcomes of **Policy On** and **Policy On Netted** scenarios which maintain the relatively stable commuting ratio that evident under the **Baseline** forecast (Table 6).
- 4.20 With a more stable commuting over the forecast period, the scenario model assumes that a higher level of net in-migration is required to meet the annual change in employment growth under the **Policy On** and **Policy On Netted** REM forecasts. A greater proportion of the resident labour force is subject to a net out-commute, so higher net in-migration is required to maintain the size of the labour force under these conditions.

Table 6: Employment-led 'CR SENS' scenario outcomes 2014–2033

Employment-led <u>CR SENS</u> Scenarios	Change 2014–2033				Average per year	
	Population Change	Population Change %	Households Change	Households Change %	Net Migration	Dwellings
Policy On	39,626	16.7%	20,670	19.9%	1,617	1,134
Policy On-Netted	37,381	15.7%	19,836	19.1%	1,496	1,088
Baseline	28,474	12.0%	16,339	15.7%	1,092	896

Note: The Employment-led Baseline scenario is identical to that presented in the core scenarios analysis.

- 4.21 The estimated dwelling growth requirement increases to 1,088 dpa and 1,134 dpa under the **Policy On Netted** and **Policy On** scenarios respectively.
- 4.22 A second test examines the population and dwelling growth outcomes of each of the **Baseline**, **Policy On** and **Policy On Netted** scenarios which retain their original commuting ratio changes but which assume changes to underpinning economic activity rates that are consistent with the latest OBR evidence (Table 7). The OBR provides 'national-level' forecasts of labour force changes, so these are used as a benchmark for comparison with the Barnsley REM output. The OBR does not incorporate the local employment growth factors that the REM has considered in its forecasts.

Table 7: Employment-led 'OBR SENS' scenario outcomes 2014–2033

Employment-led <u>OBR SENS</u> Scenario	Change 2014–2033				Average per year	
	Population Change	Population Change %	Households Change	Households Change %	Net Migration	Dwellings
Policy On	54,912	23.1%	26,598	25.6%	2,337	1,459
Policy On-Netted	51,276	21.6%	25,206	24.2%	2,158	1,383
Baseline	30,571	12.9%	17,134	16.5%	1,200	940

- 4.23 Application of OBR assumptions to Barnsley's age-specific economic activity rates, results in a reduction in its overall rate for the 16–89 age-range to 59% in 2033. In each case, the lower economic activity rates result in a smaller labour force being maintained in Barnsley, with higher net in-migration applied by the scenario model to achieve the necessary balance between population and the employment growth targets.

- 4.24 The estimated dwelling growth requirement under the **Baseline** scenario increases from 896 to 940 dpa under the variant economic activity rate conditions. Under the **Policy On-Netted** and **Policy On** scenarios, dwelling growth is estimated at 1,383 and 1,459 respectively.

DRAFT

5 Summary

Approach

- 5.1 Barnsley's SHMA has identified an OAN range of 967–1,389 dwellings per annum (dpa) over the 2014–2033 plan period. The lower dwelling growth of the OAN range was informed by a population growth scenario that derived its assumptions from a ten-year period (2005/06–2014/15), whilst the upper OAN range was informed by an economic-led scenario with adjustments made to both commuting ratio and economic activity rates.
- 5.2 Since the completion of the SHMA, DCLG has published its Housing White Paper detailing a draft methodology¹⁰ for a more standardised approach to OAN calculation across English local authorities. This methodology implies a **936** dpa figure for Barnsley over the ten-year period 2016–2026, or **909** dpa for the 2014–2033 plan-period.
- 5.3 In addition to the new DCLG evidence, the 2016 MYEs have been published, providing an additional year of historical data for Barnsley; the OBR has published its new labour market analysis; and revised economic forecasts have been produced from the REM.
- 5.4 In seeking to review its OAN and consider the latest demographic and economic evidence, a revised suite of growth forecasts has been presented for Barnsley. These have included the latest evidence and, with the release of more detailed data from the REM, have sought to achieve an improved alignment of demographic and economic modelling. The potential impact of higher rates of household formation amongst Barnsley's young adult population has also been considered.

¹⁰https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/644955/Planning_for_Homes_consultation_document.pdf

Results

- 5.5 A summary of the dwelling growth outcomes associated with the demographic and **Baseline** employment-led scenario indicates a range of **808–980** dpa, increasing by approximately +75 dpa if a headship rate adjustment is included (Figure 13). The DCLG recommendation for the equivalent 2014–2033 plan period sits within this range at **909** dpa¹¹.

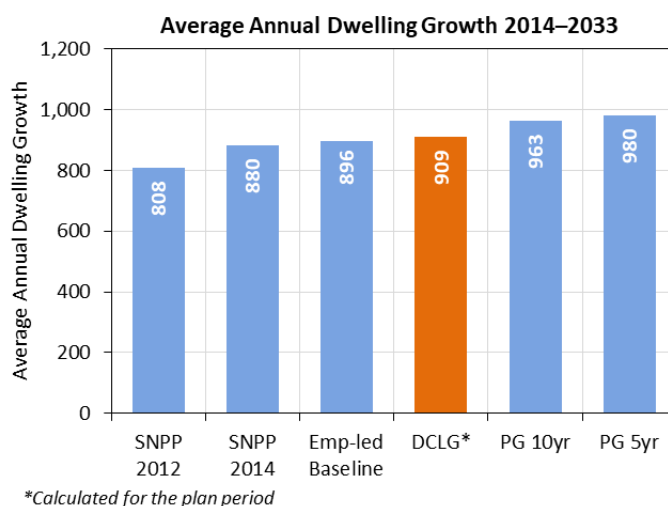


Figure 13: Dwelling growth (dpa) 2014–2033

- 5.6 **Baseline, Policy On** and **Policy On Netted** employment forecasts have been provided from the REM, together with underpinning assumptions on economic activity rates, unemployment rate and commuting ratios. This has enabled improved alignment of the economic forecasts to the associated demographic evidence. Each of these scenarios generates a similar population and dwelling growth when all assumptions are incorporated to their respective employment-led scenarios. Higher economic rates and a reduced net commuting outflow enable higher employment growth to be supported by the **Policy On Netted** and **Policy On** scenarios under the same level of population change.
- 5.7 In recognition of the importance of commuting ratio and economic activity rate assumptions in driving the **Policy On Netted** and **Policy On** forecasts, two sensitivities have been undertaken. The first assumes a relatively stable commuting ratio, as identified under the **Baseline** assumptions. The second considers economic activity rate adjustments in line with the OBR's 'national' labour force forecasts; a benchmark for comparison with the Barnsley REM output but

¹¹ Note that this has been calculated using the DCLG methodology applied to the full 2014–2033 plan period and the 2011 Census dwelling vacancy rate for Barnsley applied.

which does not incorporate the local employment growth factors that the REM has considered in its forecasts (Figure 14).

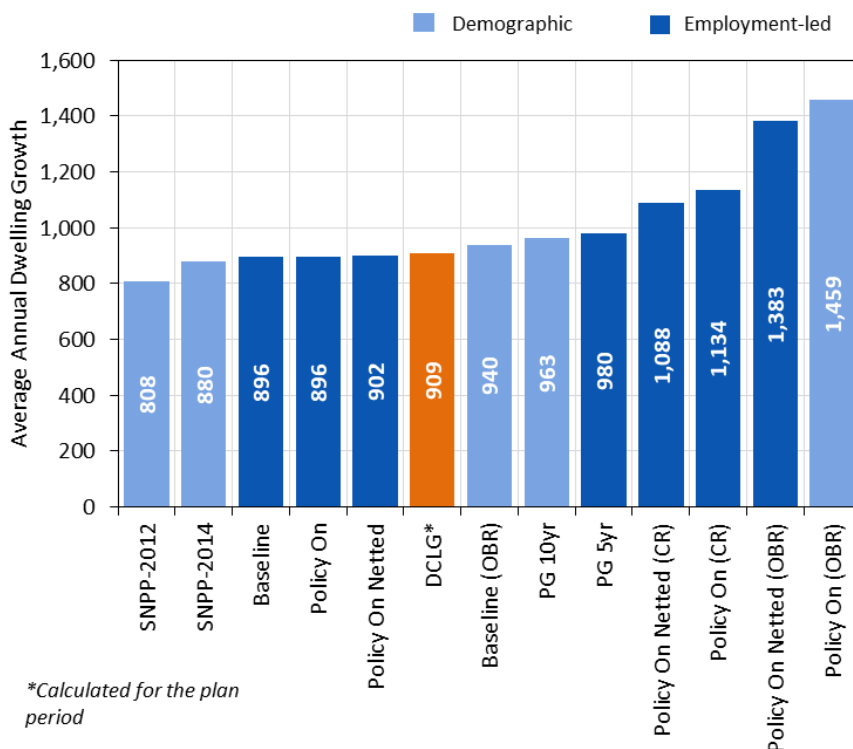


Figure 14: Dwelling growth (dpa) under demographic and employment-led scenarios (2014–2033)

- 5.8 Under the **Policy On Netted** and **Policy On** employment-led sensitivity scenarios, the estimated dwelling growth increases to 1,088–1,134 dpa when a more stable commuting ratio is considered alongside their respective employment-growth trajectories.
- 5.9 Alternatively, retaining the reducing commuting ratio but reverting to economic activity rate changes that are more in line with the national OBR benchmark, results in a higher dwelling growth range of 1,383 – 1,459 dpa for the **Policy On Netted** and **Policy On** scenarios. In addition, under the **Baseline** scenario, the inclusion of the OBR assumptions increases the estimated dwelling growth to 940 dpa.

Appendix A

POPGROUP Methodology

Forecasting Methodology

- A.1 Evidence is often challenged on the basis of the appropriateness of the methodology that has been employed to develop growth forecasts. The use of a recognised forecasting product which incorporates an industry-standard methodology (a cohort component model) removes this obstacle and enables a focus on assumptions and output, rather than methods.
- A.2 Demographic forecasts have been developed using the POPGROUP suite of products. POPGROUP is a family of demographic models that enables forecasts to be derived for population, households and the labour force, for areas and social groups. The main POPGROUP model (Figure 15) is a cohort component model, which enables the development of population forecasts based on births, deaths and migration inputs and assumptions.
- A.3 The Derived Forecast (DF) model (Figure 16) sits alongside the population model, providing a headship rate model for household projections and an economic activity rate model for labour-force projections.
- A.4 For further information on POPGROUP, please refer to the Edge Analytics website (<http://www.edgeanalytics.co.uk/>).

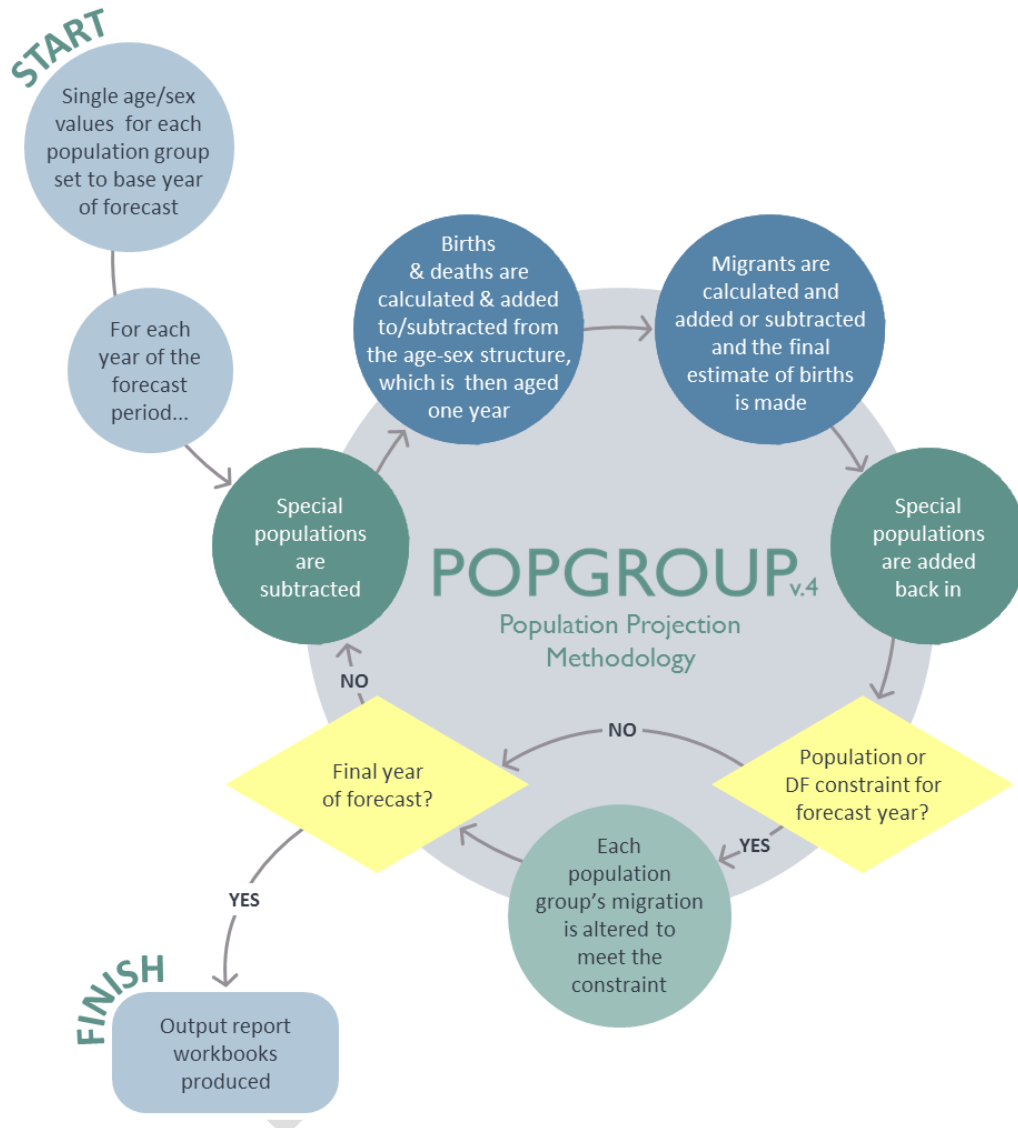


Figure 15: POPGROUP population projection methodology

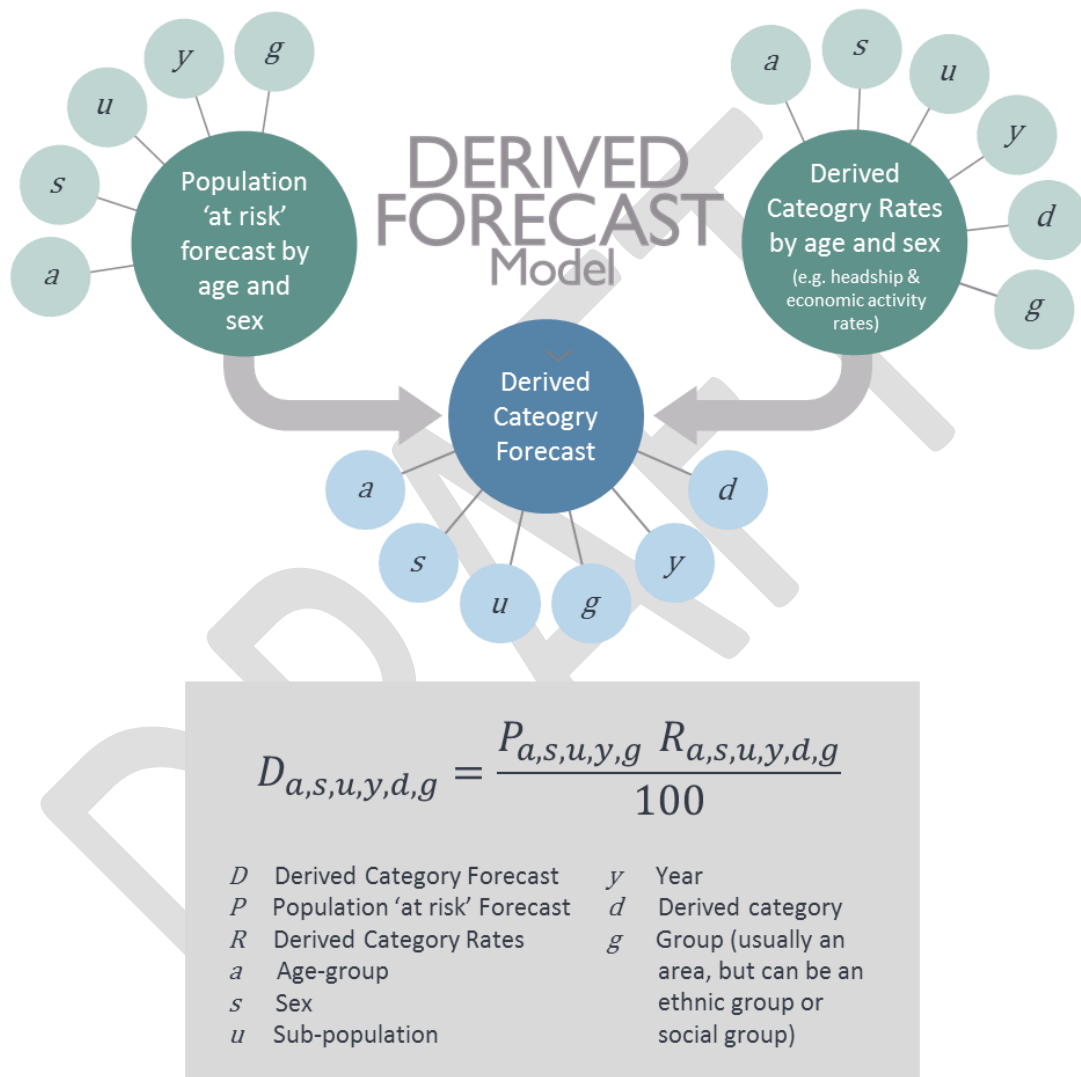


Figure 16: Derived Forecast (DF) methodology

Appendix B

Data Inputs & Assumptions

Introduction

- B.1** Edge Analytics has developed a suite of demographic scenarios for Barnsley using POPGROUP v.4 and the Derived Forecast model. The POPGROUP suite of demographic models draw data from a number of sources, building an historical picture of population, households, fertility, mortality and migration on which to base its scenario forecasts. Using historical data evidence for 2001–2016, in conjunction with information from ONS sub-national population projections (SNPPs) and DCLG household projections, a series of assumptions have been derived which drive the scenario forecasts.
- B.2** The following scenarios have been produced:
- SNPP-2014
 - SNPP-2012
 - PG 5yr
 - PG 10yr
 - Employment-led Baseline
 - Employment-led Policy On
 - Employment-led Policy On Netted
 - Employment-led Policy On (CR SENS)
 - Employment-led Policy On Netted (CR SENS)
 - Employment-led Baseline (OBR SENS)
 - Employment-led Policy On (OBR SENS)
 - Employment-led Policy On Netted (OBR SENS)
- B.3** In the following sections, a narrative on the data inputs and assumptions underpinning the scenarios is presented.

Population, Births & Deaths

Population

- B.4** In each scenario, historical population statistics are provided by the mid-year population estimates (MYEs), with all data recorded by single-year of age and sex. These data include the revised MYEs for 2002–2010, which were released by the ONS in May 2013. The revised MYEs provide consistency in the measurement of the components of change (i.e. births, deaths, internal migration and international migration) between the 2001 and 2011 Censuses.
- B.5** In the **SNPP-2012** scenario, the historical MYEs are used up to 2012. From 2012, future population counts are provided by single-year of age and sex to ensure consistency with the trajectory of the ONS 2012-based SNPP.
- B.6** In the **SNPP-2014** scenario, the historical MYEs are used up to 2014. From 2014, future population counts are provided by single-year of age and sex to ensure consistency with the trajectory of the ONS 2014-based SNPP.
- B.7** In the other scenarios, the historical MYEs are used up to 2016.

Births & Fertility

- B.8** In each scenario, historical mid-year to mid-year counts of births by sex have been sourced from the ONS MYEs.
- B.9** In the **SNPP-2012** scenario, historical births are used from 2001/02 to 2011/12. From 2012/13, future counts of births are specified, to ensure consistency with the 2012-based official projection.
- B.10** In the **SNPP-2014** scenario, historical births are used from 2001/02 to 2013/14. From 2014/15, future counts of births are specified, to ensure consistency with the 2014-based official projection.
- B.11** In all other scenarios, historical births are used from 2001/02 to 2015/16. From 2016/17, an area-specific age-specific rate (ASFR) schedule, derived from the ONS 2014-based SNPP, is included in

the POPGROUP model assumptions. Long-term assumptions on changes in age-specific fertility rates are taken from the ONS 2014-based SNPP.

- B.12 In combination with the 'population-at-risk' (i.e. all women between the ages of 15–49), the area-specific ASFR and future fertility rate assumptions provide the basis for the calculation of births in each year of the forecast period (i.e. from 2016 onwards).

Deaths & Mortality

- B.13 In each scenario, historical mid-year to mid-year counts of deaths by 5-year age group and sex have been sourced from the ONS MYEs.
- B.14 In the **SNPP-2012** scenario, historical deaths are used from 2001/02 to 2011/12. From 2012/13, future counts of deaths are specified, to ensure consistency with the 2012-based official projection.
- B.15 In the **SNPP-2014** scenario, historical deaths are used from 2001/02 to 2013/14. From 2014/15, future counts of deaths are specified, to ensure consistency with the 2014-based official projection.
- B.16 In all other scenarios, historical deaths are used from 2001/02 to 2015/16. From 2016/17, an area-specific age-specific mortality rate (ASMR) schedule, derived from the ONS 2014-based SNPP, is included in the POPGROUP model assumptions. Long-term assumptions on changes in age-specific mortality rates are taken from the ONS 2014-based SNPP.
- B.17 In combination with the 'population-at-risk' (i.e. the whole population), the area-specific ASMR and future mortality rate assumptions provide the basis for the calculation of deaths in each year of the forecast period (i.e. from 2016 onwards).

Migration

Internal Migration

- B.18 In each scenario, historical mid-year to mid-year estimates of internal in- and out-migration by 5-year age group and sex have been sourced from the 'components of population change' files that

underpin the ONS MYEs. These internal migration flows are estimated using data from the Patient Register (PR), the National Health Service Central Register (NHSCR) and the Higher Education Statistics Agency (HESA).

- B.19** In the **SNPP-2012** scenario, historical counts of internal in and out-migrants are used from 2001/02 to 2011/12. From 2012/13, future counts of migrants are specified, to ensure consistency with the 2012-based official projection.
- B.20** In the **SNPP-2014** scenario, historical counts of internal in and out-migrants are used from 2001/02 to 2013/14. From 2014/15, future counts of migrants are specified, to ensure consistency with the 2014-based official projection.
- B.21** In the **PG** scenarios, historical counts of internal in and out-migrants are used from 2001/02 to 2015/16. From 2016/17, future internal migration flows are based on the area-specific historical migration data. In the **PG 5yr** scenario, a *five* year internal migration history is used (2011/12 to 2015/16). In the **PG 10yr** scenario, a *ten* year history is used (2006/07 to 2015/16).
- B.22** In the **PG** alternative trend scenarios, the relevant historical time period is used to derive the age-specific migration rate (ASMigR) schedules, which are then used to determine the future number of in- and out-migrants.
- B.23** In the case of internal in-migration, the ASMigR schedules are applied to an external 'reference' population (i.e. the population 'at-risk' of migrating into the area). This is different to the other components (i.e. births, deaths, internal out-migration), where the schedule of rates is applied to the area-specific population (i.e. the population 'at-risk' of migrating out of the area). The reference population is defined by considering the areas which have historically contributed the majority of migrants into the area. In the case of Barnsley, it comprises all districts which cumulatively contributed 70% of migrants into the Leeds City Region LEPs over the 2008/09–2015/16 period.
- B.24** In the **Employment-led** scenarios (Baseline, Policy On and Policy On Netted), historical counts of internal in and out-migrants are used from 2001/02 to 2015/16. From 2016/17, these scenarios then calculate their own internal migration assumptions to ensure an appropriate balance between the population and the targeted increase in employment that is defined in each year of the forecast period. A higher level of net internal migration will occur if there is insufficient population and resident labour force to meet the forecast level of employment. In the

Employment-led scenarios, the profile of internal migrants is defined by an ASMigR schedule, derived from the ONS 2014-based SNPP.

International Migration

- B.25** Historical mid-year to mid-year counts of immigration and emigration by 5-year age group and sex have been sourced from the 'components of population change' files that underpin the ONS MYEs. Any 'adjustments' made to the MYEs to account for asylum cases are included in the international migration balance.
- B.26** In all scenarios, future international migrant counts are specified.
- B.27** In the **SNPP-2012** scenario, historical counts of migrants are used from 2001/02 to 2011/12. From 2012/13, the international in- and out-migration counts are drawn directly from the 2012-based official projection.
- B.28** In the **SNPP-2014** scenario, historical counts of migrants are used from 2001/02 to 2013/14. From 2014/15, the international in- and out-migration counts are drawn directly from the 2014-based official projection.
- B.29** In the **PG** scenarios, historical counts of international in and out-migrants are used from 2001/02 to 2015/16. From 2016/17, future international migration counts are based on the area-specific historical migration data. In the **PG 5yr** scenario, a five year international migration history is used (2011/12 to 2015/16). In the **PG 10yr** scenario, a ten year history is used (2006/07 to 2015/16). In all **PG** scenarios, an ASMigR schedule of rates is derived from the relevant migration history and is used to distribute future counts by single year of age.
- B.30** Implied within the international migration component of change in the **PG 5yr** and **PG 10yr** scenarios is an 'unattributable population change' (UPC) figure, which ONS identified within its latest mid-year estimate revisions. The POPGROUP model has assigned the UPC to international migration as it is the component with the greatest uncertainty associated with its estimation.
- B.31** In the **Employment-led** scenarios, historical counts of international in and out-migrants are used from 2001/02 to 2015/16. From 2016/17, international migration counts are taken from the ONS 2014-based SNPP (i.e. counts are consistent with the **SNPP-2014** scenario). An ASMigR schedule of rates from the ONS 2014-based SNPP is used to distribute future counts by single year of age.

Households & Dwellings

B.32 The 2011 Census defines a household as:

“one person living alone, or a group of people (not necessarily related) living at the same address who share cooking facilities and share a living room or sitting room or dining area.”

B.33 In POPGROUP, a dwelling is defined as a unit of accommodation which can either be occupied by one household or vacant.

B.34 In all scenarios, the household and dwelling implications of the population growth trajectory have been evaluated through the application of headship rate statistics, communal population statistics and a dwelling vacancy rate. These data assumptions have been sourced from the 2001 and 2011 Censuses and the 2014-based household projection model from the DCLG. The 2014-based model was released by the DCLG in July 2016, and is underpinned by the 2014-based SNPP from ONS.

Household Headship Rates

B.35 A household headship rate (also known as household representative rate) is the *“probability of anyone in a particular demographic group being classified as being a household representative”*¹².

B.36 The household headship rates used in the POPGROUP modelling have been taken from the latest DCLG 2014-based household projection model, which is underpinned by the ONS 2014-based SNPP. The DCLG household projections are derived through the application of projected headship rates to a projection of the private household population. The methodology used by DCLG in its household projection models consists of two distinct stages:

- **Stage One** produces the national and local authority projections for the total number of households by sex, age-group and relationship-status group over the projection period.
- **Stage Two** provides the detailed ‘household-type’ projection by age-group, controlled to the previous Stage One totals.

¹² Household Projections 2014-based: Methodological Report. Department for Communities and Local Government (February 2015). <https://www.gov.uk/government/statistics/2012-based-household-projections-methodology>

B.37 In POPGROUP, the Stage One headship rates have been applied by 5-year age group. Two sets of headship rates have been applied to each scenario (Figure 17):

- **2014-based:** DCLG 2014-based headship rates
- **2014-based Partial Return:** From 2014, the DCLG 2014-based headship rates for the 25–44 male age groups and 25–39 female age groups return to a ‘mid-point’ between the 2008-based and 2014-based rate by 2033. No adjustments have been made to the other age groups.

DRAFT

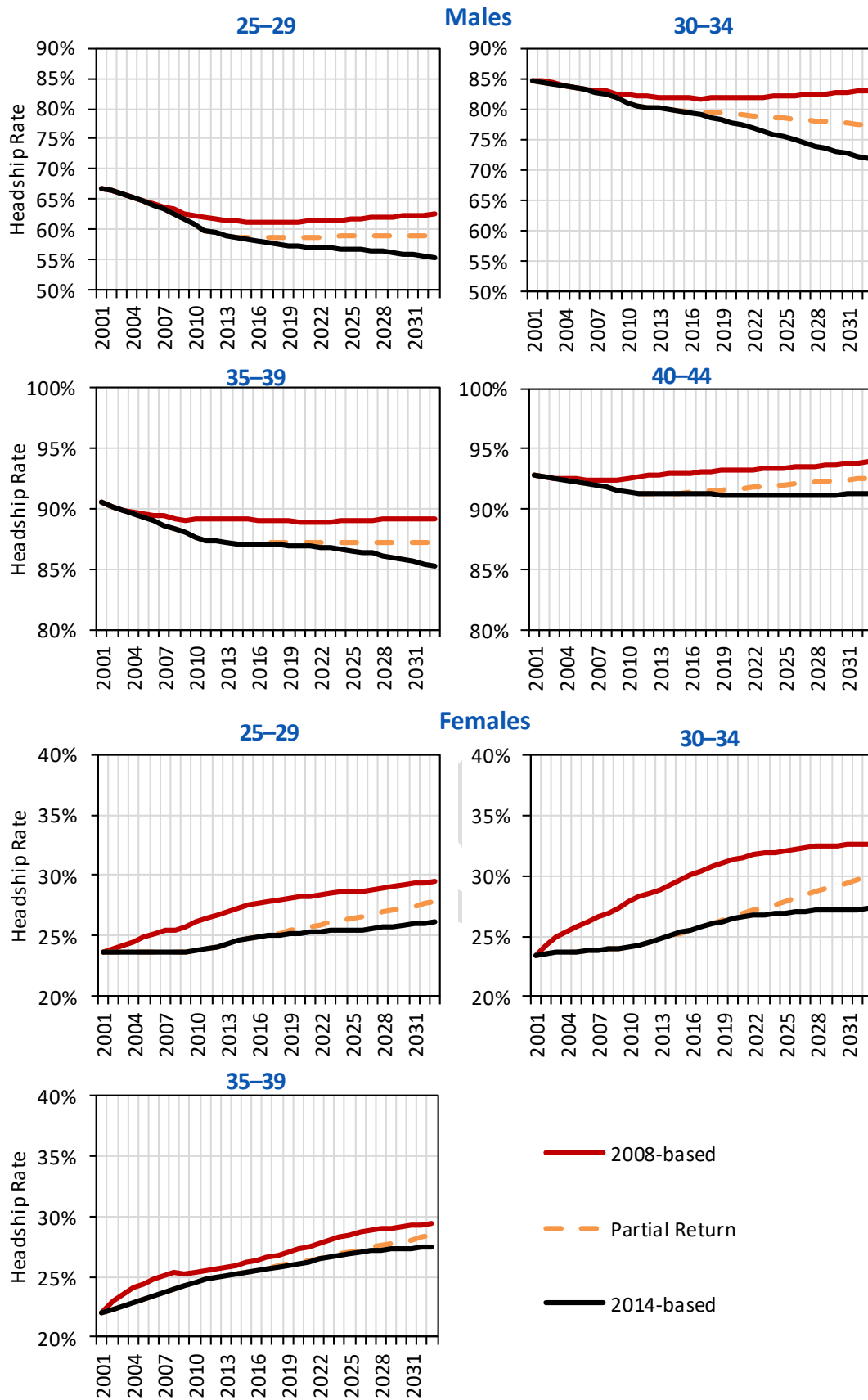


Figure 17: Headship rate sensitivities

Communal Population Statistics

- 5.10 Household projections in POPGROUP exclude the population 'not-in-households' (i.e. the communal/institutional population). These data are drawn from the DCLG 2014-based household projections, which use statistics from the 2011 Census. Examples of communal establishments include prisons, residential care homes and student halls of residence.
- 5.11 For ages 0–74, the number of people in each age group not-in-households is fixed throughout the forecast period. For ages 75–85+, the proportion of the population not-in-households is recorded. Therefore, the population not-in-households for ages 75–85+ varies across the forecast period depending on the size of the population.

Vacancy Rate

- 5.12 The relationship between households and dwellings is modelled using a 'vacancy rate', sourced from the 2011 Census¹³. The vacancy rate is calculated using statistics on households (occupied household spaces) and dwellings (shared and unshared).
- 5.13 Under all scenarios, a rate of **4.0%** for Barnsley has been applied, fixed throughout the forecast period. Using the vacancy rate, the 'dwelling requirement' of each household growth trajectory has been evaluated.

¹³ Census Table KS401EW: Dwellings, household spaces and accommodation type

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Appendix 5 – Options for additional housing provision

Introduction

1. In light of the Inspector's interim findings and the work we have carried out in relation to the jobs target and the objectively assessed need we have begun to consider the options available for providing any additional housing that may be required to meet our objectively assessed need in full. This work, which is being carried out alongside the work to establish options for providing additional housing within the villages, will also be important once we receive the Inspector's findings following stage 3 of the examination. As a result of work carried out in preparation for and during the Stage 3 hearings we have already identified the some sites may now not deliver in full during the plan period and that the capacity of others will reduce as a result of constraints that we not previously accounted for.
2. In light of the above it is necessary to explore the options available for identifying additional housing allocations should the need arise. This note therefore set out three possible options that we are considering. These are as follows:
 - a) Allocate housing sites that are currently shown as safeguarded land and look to identify new areas of safeguarded land.
 - b) Increase our assumption on the amount of units delivered on windfall sites throughout the plan period and find additional safeguarded land.
 - c) Revisit rejected sites to see whether constraints can be overcome.
 - d) Allocate sites known to the authority and promoted by developers that are within strongly performing general areas of Green Belt but which aren't themselves performing a strong Green belt function.
3. This report therefore sets out the rationale for and merits of each of these approaches.

Options

- a) *Allocate housing sites that are currently shown as safeguarded land and look to identify new areas of safeguarded land.*
4. This option would involve simply allocating areas of land currently shown as safeguarded land but which we consider capable of being delivered for residential development either in full or in part during the plan period. The sites themselves would firstly have to be located in areas of growth to ensure that we retain our settlement hierarchy.

They would then have to be considered suitable, achievable and available for housing development when assessed against our housing site selection methodology. This would also involve an assessment to ensure that there were no overriding constraints and we would then consider cumulative impacts including the potential for them to adversely affect deliverability of nearby sites due to the likely competition.

5. The advantage of this approach is that the areas of land identified have already been assessed as suitable for release from the Green Belt to meet longer term development needs. Accordingly, it is logical to explore opportunities arising from these areas of land first, which is the approach we are taking to identify additional sites in the villages.
6. This disadvantage of this approach is that the areas of safeguarded land around Urban Barnsley and the Principal Towns tend to be large in scale so where they are located around settlements already earmarked for substantial housing growth it is debatable as to what extent they could deliver in their entirety during the plan period. Where there is known developer interest the prospects inevitably increase but we need to consider any knock on implications on delivery of existing allocations.
7. Should we be able to identify such sites, it is almost certain we would have to identify new safeguarded land to replace the land being allocated and anticipated to deliver during the plan period. The starting point for this process would be to look at the resultant parcels identified in the Green Belt Review. There would again be logical because these areas of land are also not considered to be performing a strong Green Belt function. The only potential issue with this approach is that these resultant parcels are not distributed evenly between the identified growth settlements and so it may not be possible to sustain our spatial strategy in the years immediately following the end of the plan period.
 - b) *Increase our assumption on the amount of units delivered on windfall sites throughout the plan period and find additional safeguarded land.*
8. When we calculated how much safeguarded land would be required in order to ensure that Green Belt boundaries would endure beyond the plan period, we based this on providing a 5 year supply of housing based on the requirement to provide 1,100 homes a year. However, rather than providing the amount of land required to meet the requirement for 5,500 homes, we considered it sensible to firstly account for any windfall sites that would be likely to come forward during the plan period over and above those already accounted for.
9. In respect of windfall sites we made an allowance for the first 5 years of the plan period amounting to 476 homes, which amounts to just over 2% of our overall requirement. We used the first five years only based on previous planning guidance but more recent guidance does suggest

that a greater allowance can be included in Local Plans if it is supported by clear evidence. In the case of Barnsley, we have consistently delivered windfall sites in the past. This explains why there is so little previously developed land currently available, which has led to the need to review the Green Belt boundaries.

10. Until around 2008/09 Barnsley experienced significant housing development on sites previously used for employment purposes. This is set out on page 14 of our Annual Monitoring Report 2016. Since then the amount of employment land developed for residential purposes has declined significantly as a result of the Council taking a firm line on such proposals in order to protect the supply of employment land so that it is available to accommodate employment floorspace. However, once there is an adequate supply of employment land or premises in the locality as a result of the allocations in this plan and their associated development for employment purposes, it is probable that we will begin to support residential applications on suitable vacant employment sites that cannot satisfactorily support continued employment use. This is supported by the inclusion of a 95 hectare replacement allowance in our employment land calculations a good proportion of which could be suitable for residential purposes.
 11. In light of the above and historic evidence on other sources of windfall sites, it is considered that there is strong evidence to support our existing approach of factoring in a windfall assumption when establishing how much safeguarded land is required. However, we have refrained from bringing this allowance forward to form a component of our housing requirement as we consider that our current approach provides much needed flexibility should the identified housing allocations not come forward as anticipated and the approach does not result in additional Green Belt release by virtue of the windfall allowance being accounted for in the safeguarded land calculations. Nonetheless, there is potential scope to include a higher windfall figure within the plan if required and certainly we would expect a small allowance to be directed towards the villages to reflect historic trends and our rural exceptions policy.
 12. If we were to pursue this option we would need to identify new safeguarded land to ensure that Green Belt boundaries could endure beyond the plan period. This again leaves us with a challenge of ensuring there is a relatively equitable distribution of safeguarded land across the various settlements earmarked for growth.
- c) *Revisit rejected sites to see whether constraints can be overcome.*
13. This option is to revisit the rejected sites and see if they offer any potential. To some extent this is covered by the first option already as safeguarded sites were rejected as housing allocations. However, there are other sites that were rejected where new information may have come to light since the decision was made to reject them. Some

of these could have been raised in the stage 3 hearing sessions and it is possible that the Inspector may have a different view on their suitability, availability and achievability. As these sites have already been assessed it will be relatively straightforward to revisit the specific issues that resulted in the site being rejected.

14. In the majority of cases there will be no prospect of the constraint being overcome but there will inevitably be some sites that were rejected where the decision was finely balanced. If the context has changed and more sites are needed it is therefore logical to examine this possible source of supply.

d) *Allocate sites known to the authority and promoted by developers that are within strongly performing general areas of Green Belt but which aren't themselves performing a strong Green belt function/purpose.*

15. Since we embarked on the Local Plan process in 2014 a number of developers/landowners and their representatives have been promoting sites that we have consistently resisted because they fall within strongly performing general areas of Green Belt. Their argument has been that although the larger general area that their site is located within is performing a strong Green Belt function, their site alone is not. In light of the Inspector's findings that we may need to increase our objectively assessed housing need and that we have accepted that some site won't deliver to the extent originally anticipated, this position is certain to continue during the remainder of the examination. This is despite the fact that the inspector has made no criticisms of the Green Belt Review and the approach we've taken thereafter in her interim findings.

16. Our concern about adopting this type of approach is the danger that it would unravel our Green Belt Review methodology and our strategic objective of protecting the most important general areas of Green Belt and this is reinforced by the lack of criticism to date from the Inspector. On this basis, we consider that the scope of the exercise should be limited to a small number of sites around Urban Barnsley and the Principal Towns that we are already aware of and initially excluded at previous stages.

17. The main advantage of this particular option is the fact that where there is known developer interest we can be confident that sites will be delivered early in the plan period, which is important if we are to preserve a 5 year housing land supply. By definition, this decreases the extent to which we would have to allocate safeguarded land for residential purposes when the plan is first reviewed. Being willing to consider a small number of these sites will also potentially allow us to allocate sites in areas where there are few potentially competing sites further improving the prospects for delivery. It could also facilitate allocation of particularly sustainable sites that were only rejected because they were within a strongly performing general area of Green

Belt despite not themselves not performing a strong Green Belt function/purpose and having no overriding constraint that would prevent them coming forward. Such an approach would inevitably be criticised by those who are promoting sites that are currently safeguarded and/or are located within a Green Belt resultant parcel which we chose not to allocate. However, much of this potential source of supply has already been rejected for housing either because of an overriding constraint or because we felt there was already sufficient land allocated within a specific area that would promote a more sustainable pattern of development. It would therefore be difficult to justify resisting a new source of supply from a limited number of sites that despite being located within a strongly performing general area of Green Belt would promote a more sustainable pattern of development without causing demonstrable harm to the Green Belt and our overall strategic approach of seeking to protect the stronger performing general areas.

18. In light of the above, we do consider that this source of supply should be explored but it would be our intention to only pursue this option around Urban Barnsley and the Principal Towns in a handful of instances. Similarly, as indicated in paragraph 7.5 of the main cabinet report, this approach is unlikely to be considered around the villages unless there are obvious opportunities for infill to create a more defensible boundary and a site performs relatively strongly when assessed against the site selection methodology.

Recommendation

19. Having assessed these options it appears that they all have their merits but they also have disadvantages. They each therefore have the potential to contribute towards meeting objectively assessed housing need but this will largely depend on the circumstances. We are therefore proposing to explore each of these options but the scope of option 4 will be limited in scale to a handful of sites which we consider to have very specific characteristics that warrant their allocation.

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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 Matthew Gladstone, Executive Director - Place

BARNSELY LOCAL FLOOD RISK MANAGEMENT STRATEGY

1. PURPOSE OF REPORT

- 1.1 The purpose of the report is for Cabinet to approve the Council's Local Flood Risk Management Strategy to become the framework to deliver the effective management of flood risk in Barnsley.

2. RECOMMENDATIONS

It is recommended that:

- 2.1 Cabinet approves the strategy as the framework to deliver the effective management of flood risk in Barnsley.**

3. INTRODUCTION

- 3.1 The Flood & Water Management Act 2010 requires each Lead Local Flood Authority (LLFA) to develop, maintain, apply and monitor a strategy for flood risk management in its area.
- 3.2 Local flood risk includes surface run-off, groundwater and ordinary watercourses (including lakes, canals and ponds).
- 3.3 The Local Flood Risk Management Strategy (the Strategy) is prepared within the context of a national strategy for Flood and Coastal Erosion Risk Management (FCERM) prepared by the Environment Agency. The content of the strategy is set out in the legislation and can be summarised as:
- Assessment of local flood risk
 - Setting out objectives for managing local flood risk
 - Listing costs and benefits of measures proposed to meet these objectives, and how the measures will be funded
- 3.4 Following approval of the draft Local Flood Risk Management Strategy for consultation (Cab.5.11.2014/7), the Council consulted stakeholders on the draft Strategy. This Strategy is prepared following the consultation exercise carried out and feedback is summarised in Appendix E of the Strategy. The Strategy is also

mindful of the Overview and Scrutiny Committee Flooding Task and Finish Group recommendations (Cab.5.4.2017/9) and Service response (Cab.14.6.2017/13).

- 3.5 The assessment of local flood risk was set out in the Council's Preliminary Flood Risk Assessment (PFRA) (July 2011). The measures proposed to meet the objectives of the Strategy will be compiled from work already undertaken and will be set out in an objectives Strategic Implementation Plan after the Strategy has been approved (see hierarchy of flood risk management in Figure 1 of the Strategy).
- 3.6 The Environment Agency in Yorkshire has supported each LLFA in the preparation of its LFRMS to ensure consistency with both the national FRCEM and across all 14 LLFAs in the Yorkshire & Humberside Region. Barnsley's Local Flood Risk Management Strategy is included at Appendix 1.
- 3.7 The aim of the Strategy is to reduce the impact of flooding in Barnsley and to promote the Borough as a safe place to live, work and visit, supporting future sustainable growth. The Strategy sets out a four part approach to flood risk management in the borough:
- Prevention
 - Management
 - Response & Recovery
 - Lessons Identified and Review
- 3.8 Following the floods of June 2007, in which 352 properties flooded, many of these neighbourhoods had not experienced flooding before and were poorly prepared for responding to flooding. A total of 48 separate localities in Barnsley were affected by the flood where many properties were flooded twice in quick succession. Six distinct communities were severely affected, these being Darton, Lundwood, Darfield Bridge and Bolton-on-Deerne on the River Dearne together with Low Valley and Aldham Bridge on the River Dove.
- 3.9 The Council supports these residents by helping them to prepare and implement their own individual home flood plan, whilst facilitating the development and activation of community-level flood response plans. To help residents, it has made equipment available at strategically positioned flood stores (in Darton, Low Barugh, Low Valley and Darfield Bridge) for householders that are at risk of flooding. The flood stores will be reviewed on an ongoing basis, with communities and the views of communities taken into account regarding their continued provision and use.
- 3.10 Since the floods of 2007 Barnsley MBC has put in place a number of measures to manage flood risk by putting actions in place to manage the frequency and/or the impact of flooding when it does occur by:
- Building a flood protection scheme to reduce the probability of flooding to a community (e.g. Darton Village and Low Valley)
 - Introducing a property-level protection scheme to existing houses at risk of flooding, where flood resistance measures such as flood doors and/or air

brick covers can stop flood water entering homes (e.g. Lundwood and Bolton-on-Dearne)

- Setting up a warden service and support the worst affected communities to develop other response plans to help residents to reduce the impact of a flood.

3.11 This Strategy has been prepared taking into account lessons learned from the Boxing Day Floods 2015.

4. PROPOSAL AND JUSTIFICATION

4.1 The Council's Local Flood Risk Management Strategy is attached at Appendix 1.

5. CONSIDERATION OF ALTERNATIVE APPROACHES

5.1 No alternative approaches have been considered, as the preparation of the Local Flood Risk Management Strategy is a statutory requirement.

6. IMPLICATIONS FOR LOCAL PEOPLE/SERVICE USERS

6.1 There are no immediate implications on local people arising from this report, but the Strategy will provide the framework for future planning and mitigation of local flood risk.

7. FINANCIAL IMPLICATIONS

7.1 Consultations have taken place with representatives of the Service Director, Finance (S151 Officer).

7.2 As the report is only to adopt a specific strategy there are no direct financial implications arising from this report. Any costs associated with works relating to flood defense improvements will be considered as part of the Council's normal capital programme approval process.

8. EMPLOYEE IMPLICATIONS

8.1 There are no direct employee implications arising from the report.

9. COMMUNICATIONS IMPLICATIONS

9.1 Following approval of the draft Local Flood Risk Management Strategy for consultation (Cab.5.11.2014/7), the Council has consulted stakeholders on the draft Strategy. Following adoption of the Strategy a series of implementation plans will be developed including a comprehensive Communications Strategy to raise awareness in communities.

10. CONSULTATIONS

10.1 Consultations were carried out on the draft Strategy in February 2014 and feedback is summarised in Appendix E of the Strategy.

11. GLOSSARY

FCERM Flood and Coastal Erosion Risk Management
LFRMS Local Flood Risk Management Strategy
LLFA Lead Local Flood Authority

12. LIST OF APPENDICES

Appendix 1: Local Flood Risk Management Strategy.

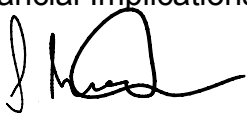
13. BACKGROUND PAPERS

Published Works:

- Flood & Water Management Act 2010;
- Barnsley MBC Preliminary Flood Risk Assessment, available for inspection in the Place Directorate, Westgate Plaza 1, Barnsley. Telephone (01226) 772182.

Officer Contact: Wayne Atkins **Telephone No:** 772182 **Date:** 31/10/2017

Financial Implications/Consultation



.....11/10/2017.....
(To be signed by senior Financial Services officer where no financial implications)

Barnsley

Local Flood Risk Management Strategy



Date	September 2017
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Version	FINAL DRAFT
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Revision Schedule

Local Flood Risk Management Strategy

Revision	Date Prepared	Details	Prepared by	Date Issued
01	May 2014	Draft Report (for Internal Distribution)	Wayne Atkins Principal Engineer - Drainage	
01	September 2017	Final Report for approval	Jan Wilson Interim Head of Highways , Engineering and Transportation Paul Castle Service Director Environment & Transport Matt Gladstone Executive Director – Place	

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Foreword

As Cabinet Spokesperson holding the portfolio for flood risk management in Barnsley I am delighted to be able to introduce this new Local Flood Risk Management Strategy for Barnsley.

Flooding can be devastating for people. Since the flooding events of 2007, we have worked hard to improve the resilience of the communities affected by better maintenance of drainage assets, the installation of physical measures, and by better organisation and support. There is still a long way to go, and this document sets out the framework for how we manage local flood risk in Barnsley with a four part approach: prevention, management, response and recovery, and learning and review.

There are tough challenges ahead as we cannot do everything, and part of our strategy is to help flood prone communities to help themselves. We rely on grant funding from the Environment Agency and other third party funding to be able to implement flood alleviation projects. The funding pot is, as ever, limited, and we compete with other authorities for that limited resource. However, we will continue to work with other bodies and flood risk management authorities to attract funding for flood alleviation projects that will provide benefit to local communities.



Cllr Roy Miller
Cabinet Spokesperson - Place

The Flood & Water Management Act 2010 requires that all Lead Local Flood Authorities prepare a Local Flood Risk Management Strategy. This document sets out how we will work alongside other risk management authorities, the private sector and local communities to deliver improvements together.

The management of flood risk in the Borough is key to the Council being able to realise its aspirations for economic growth. Achievement of those aspirations requires a partnership approach to ensure that development is sustainable and works to reduce flood risk.

We will continue to invest in flood alleviation measures as funding allows. We will prioritise maintenance on drainage assets to ensure that they function as they should in times of severe wet weather, and we will make riparian owners aware of their own duties and maintenance responsibilities.



Matthew Gladstone
Executive Director – Place

1. Executive Summary

The delivery of the Local Flood Risk Management Strategy for Barnsley will enable those who live, work, study and visit Barnsley to enjoy a place which is much more resilient to flooding. Despite current limitations to the available funding we still want to see the management of flooding improve even in times of austerity.

We will improve links between Council Services, communities and partners - finding ways to do our work more efficiently. We will also try to influence public and private investments in Barnsley to help us achieve our flood risk objectives.

This document sets out the overall strategy for local flood risk management, beneath it will sit a range of operational, response, community engagement and implementation plans that are identified within the Strategy.

This Strategy recognises that in practice the Council will not do it all, whilst setting out how community resilience and self-reliance can better manage flooding to minimise any impact it may have. The Council has provided flood stores stocked with tools and equipment, to enable those affected to help themselves during flooding events, at strategic locations to assist the communities hardest hit by flooding.

The Council's strategic approach endeavours to reduce the risk of flooding, whilst acknowledging that in some case the risk cannot be totally eliminated. We will continue to work with affected communities and local residents to raise awareness of their responsibilities and to help them to help themselves rather than placing their sole reliance on the Council.

In Barnsley our 4-step strategic approach will be to; **Prevent** flooding occurring through appropriate development; effective **Management** of our drainage systems through repairs and maintenance programs; prioritise our **Response and Recovery** operations during flooding events; and acting on the **Lessons Identified** when reviewing our flood risk management activities.

2. Background to Strategic Local Flood Risk Management

The ambition of the **Barnsley Local Flood Risk Management Strategy** is to reduce the risk and impact of flooding within the borough to the lowest possible level over time. This Strategy sets out the high-level approach to flood risk management and it is supported by a wide range of response plans, operational work programmes and activities along with various community engagement awareness raising information and events:

Implementation Plans: Defines the details of how the requirements of the Barnsley LFRMS will be fulfilled on the ground by setting out the timescales for delivery of individual flood alleviation work programmes and projects. The Implementation Plans identify areas and activities required to achieve this. However it should not be assumed that the necessary funding is in place to achieve the desired outcomes. In many cases funding for these has to be obtained from sources outside the Council in collaboration with its partners to enable the projects to be undertaken and there may be a time delay between identification and delivery of these projects as a result.

Community Engagement: Identifies the methods and types of communications with local residents, community groups and other stakeholders on flooding related matters before, during and following an event. A key aspect of our strategic approach is ensuring that those affected within the communities understand their responsibility with regards the flood risks they are exposed to and what they can do to reduce the impact of flooding should it occur. Our Community Engagement activities will endeavour to raise awareness of flood risk to the widest possible audience and by doing so reduce the reliance on Council services during flooding incidents.

Maintenance: A range of work plans and programmes which maintain the operational efficiency of the Council owned assets and infrastructure which provide flood risk reduction benefits

Operational Response Plans: Detail the arrangements for the response activities of the Council, its partners and local communities prior to, during and after a flooding event

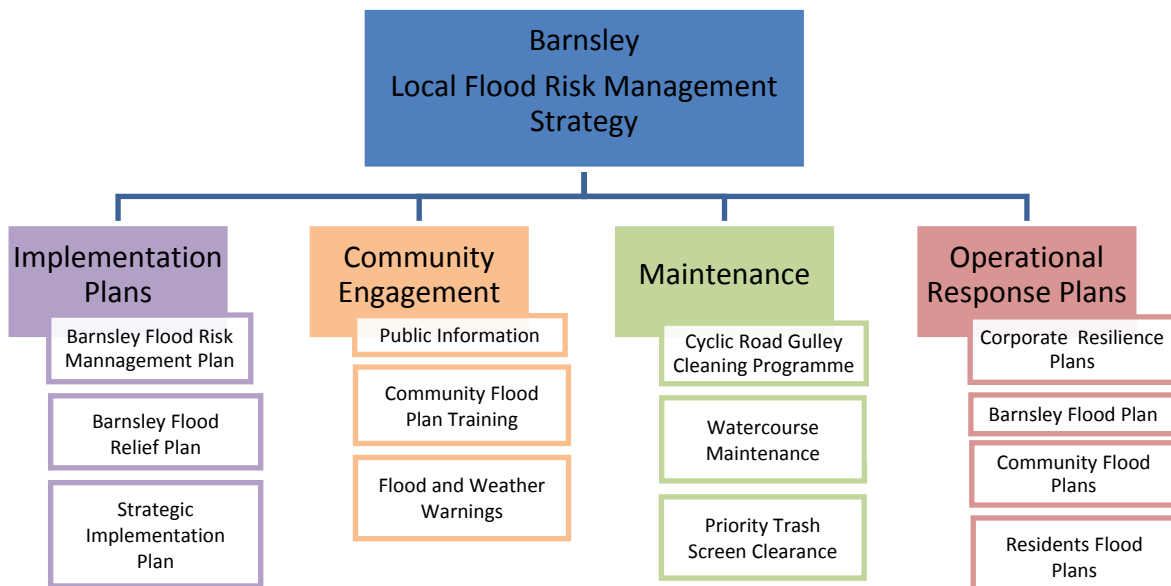
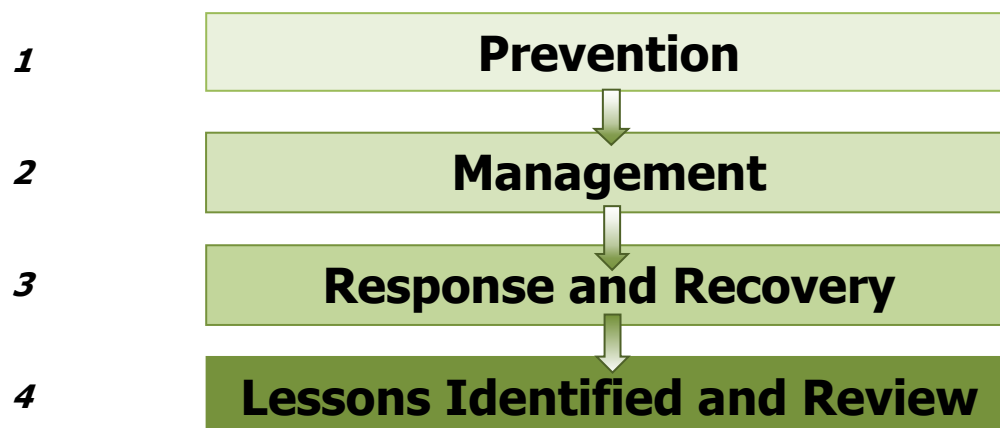


Figure 1 – Barnsley Council Hierarchy of Flood Risk Management

3. Flood Risk Management in Barnsley

The aim of the strategy is to sustainably reduce the impact of flooding in Barnsley and promote Barnsley as a safe place to live, work and travel to, supporting future sustainable growth by:



Prevention: Endeavour to avoid flooding, where ever possible through appropriate design of new developments, the maintenance and management of existing surface water drainage infrastructure:

- The Council will ensure that it adequately maintains its own drainage infrastructure and watercourses on land which it owns
- Developers are required to ensure that the drainage on proposed developments is effectively managed and does not cause an adverse flooding impact on the area surrounding their site
- Private land owners understand their responsibilities for the management and maintenance of watercourses on their land

Management: It is recognised that on occasion all our efforts can be overwhelmed by the conditions, when this happens we will endeavour to minimise the impact on communities:

- Barnsley Council promotes resilience in the business community and we support the development of their own continuity plans before flooding occurs
- Reduce the reliance on Council services during flooding events
- Ensures that businesses continue to operate and support the wider community during flooding

Response and Recovery: When flooding does happen we will take a risk based approach to our response and priority will be given to;

- Those individuals and communities most in need and to those least able to help themselves
- Local infrastructure that will enable local communities and Council service provision to get back to normal as soon as possible after a flood

Barnsley Council promotes an ethos that empowers all parts of the community to become more resilient to future flooding events. It is expected that residents, land owners and businesses in the Borough understand the flood risks that affects them and they take appropriate action to prevent flood damage to their homes and property and prepare flood plans to make themselves more resilient if flooding occurs.

Lessons Identified and Review: When flooding does happen we will take a risk based approach to our response and priority will be given to those individuals and communities most in need and to those least able to help themselves

4. Why Do We Need A Flood Risk Management Strategy ?

4.1. The Legislative Context

This Strategy has been developed with regard to all current legislation and guidance relating to flood risk management as a result of the floods in 2007.

The main changes in approaches to flood risk management in recent years are as a result of the Flood and Water Management Act 2010 (FWMA), which came into effect on the 12th April 2010.

The FWMA legislation was as a result of the recommendation of the Pitt Review of the 2007 floods, clarifying the functions of the different authorities that have a role in managing flood risk. This included identifying Authorities (in our case Barnsley MBC) as the Lead Local Flood Authority (LLFA).

The full extent of the powers and responsibilities of this role are set out in the Stakeholders section of this report.

Barnsley Council as a LLFA is required, under Section 9 of the Flood and Water Management Act (FWMA), to develop, maintain, apply and monitor a strategy for local flood risk management – a “Local Flood Risk Management Strategy” (LFRMS).

Section 9 of the FWMA states that the LFRMS must specify the following:

- a) The risk management authorities in the LLFA area,
- b) The flood and coastal erosion risk management functions that may be exercised by those authorities in relation to the area,
- c) The objectives for managing local flood risk (including any objectives included in the authority's flood risk management plan prepared in accordance with the Flood Risk Regulations 2009),
- d) The measures proposed to achieve those objectives,
- e) How and when the measures are expected to be implemented,
- f) The costs and benefits of those measures, and how they are to be paid for,
- g) The assessment of local flood risk for the purpose of the strategy,
- h) How and when the strategy is to be reviewed, and
- i) How the strategy contributes to the achievement of wider environmental objectives.

Local flood risk is defined in the act (section 9 (2)) as:

- a) Surface run-off
- b) Groundwater and
- c) Ordinary watercourses

The nature of the Strategy does mean that it cuts across/links with other functions and regulations. The diagram below illustrates these links.

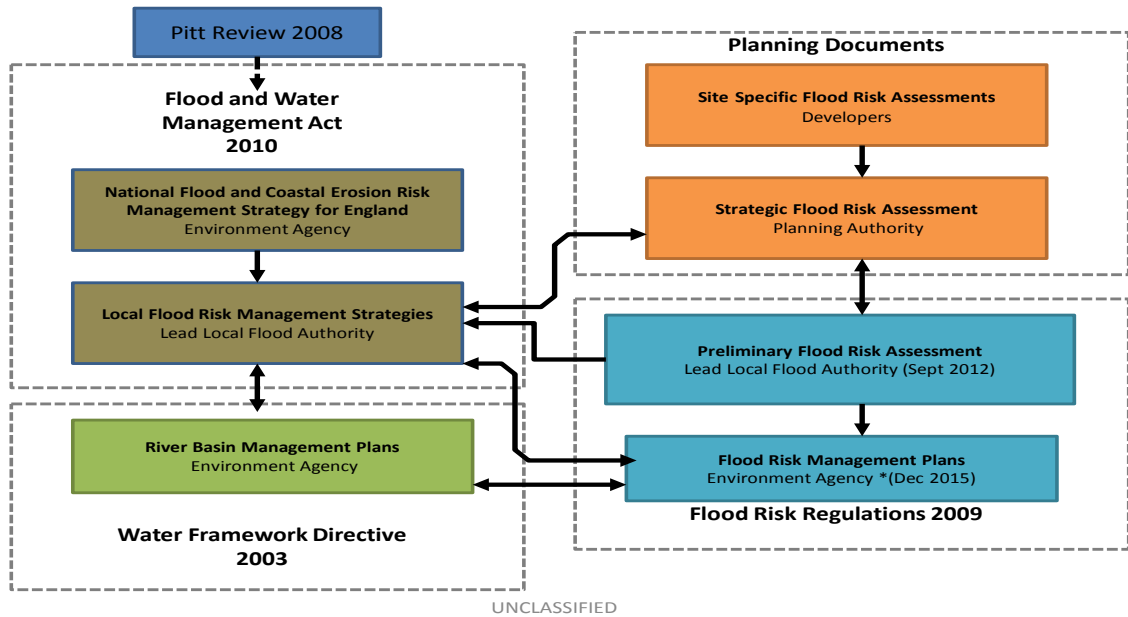


Figure 2 - Relationships Between Laws, Directives and Regulations Concerning Flood Risk Management

After the 2007 floods, the Flood and Water Management Act (2010) (FWMA) was introduced to provide legislation for the management of risks associated with flooding and coastal erosion. The FWMA gives the Council two new major responsibilities as the lead Local Flood Authority (LLFA) for our area which is to:

- Develop, maintain, apply and monitor a Strategy to manage surface runoff and groundwater flooding in Barnsley.
- Assess Sustainable Drainage Systems (SuDS) and the drainage implications of new building developments.

It identifies the likelihood of flood risk in the borough and the responsibilities all stakeholders have to manage it. It sets clear objectives for the management of flooding and indicates the results we wish to see from the work that all the stakeholders do. The Action Plan states specific actions to reduce the greatest risks and how the impacts of flooding on our communities can be reduced. It provides an indication of when the activities will take place and which organisation will lead to get the work completed once the necessary funding has been found.

This Strategy is consistent with the Environment Agency's National Flood and Coastal Erosion Risk Management (FCERM) Strategy. The overall aim of the FCERM Strategy is to ensure the risk of flooding and coastal erosion is properly managed by using a full range of options in a co-ordinated way. The 6 principles that should be reflected in the Barnsley Local Flood Risk Management Strategy are:

- Community Focus
- Catchment approach
- Sustainability
- Proportionality
- Encouraged beneficiaries to invest
- Multiple benefits

4.2. How We Avoid Flooding in Barnsley

Barnsley Council endeavours to avoid flooding by ensuring that development land is identified outside of areas of known flood risk. Where this cannot be avoided appropriate flood mitigations measures are employed to reduce the risk of flooding homes, roads and other important infrastructure.

As set out in the Principles, we endeavour to avoid flooding by undertaking **Preventative** measures such as carrying out proactive maintenance:

The Council: Ensures the maintenance of its highway drainage system to keep its roads gullies clear of blockage to reduce the risk and impact of surface water flooding on roads. Additional maintenance is carried out on trash screens at culvert entrances on ordinary watercourses where the Council is the riparian owner which are known to be at high risk of flooding.

Other Flood Risk Management Authorities (RMAs): Barnsley Council will work with RMAs e.g., the Environment Agency, Internal drainage Boards and Yorkshire Water to identify flood risk issues for which they are responsible and cooperate with them to develop appropriate flood risk reduction solutions.

Development: The management of surface water run-off as a result of new development sites is to be achieved in a way which does not have a negative flood risk impact on the site and also the surrounding area.

Development will be directed to areas of lowest flood risk (from all sources). Where development on urban brownfield sites results in development within flood zones 2 and 3 as designated on the Environment Agency's Flood designation maps, priority will be given to sites which:

1. Already benefit from an acceptable standard and condition of defences; or
2. Have existing defences which will be improved as a result of the proposal to an acceptable standard and condition; or
3. Do not have existing defences, if it can be shown that there are no appropriate sites already benefiting from defences, and the development can be made safe through the creation of new defences which would also benefit existing communities.

Developments within flood risk areas will be supported where they pass the sequential and/or exception tests (if they are required). Proposals which are in accordance with both allocations and any other local development framework policies will normally be deemed to have passed the sequential test.

All development over 1 hectare, and any development within flood risk areas will be supported where it:

1. provides a fit for purpose site specific Flood Risk Assessment
2. will be safe from all forms of flooding, without increasing the level of flood risk to surrounding properties and/or land for the lifetime of the development;
3. provides adequate means of foul sewage disposal and achieves a reduction in surface water run-off on previously developed sites and no increase from existing rates on green field sites;
4. makes use of Sustainable Drainage Schemes, where appropriate;
5. is designed to be resilient to any flooding which may occur (including making provision for circumstances in which existing flood defences fail);
6. facilitates the maintenance of flooding and drainage infrastructure; and;
7. ensures that mitigation measures (including Sustainable Drainage Schemes) can be maintained over the long term and will not have an adverse impact on the water environment, including ground water aquifers, flood water capacity and nature conservation interests.

Residents and Homeowners: Each resident in the Borough has a responsibility to take the necessary steps to understand the flood risks which affect their home and to take appropriate action to prevent flood water entering their property and prepare flood plans to make themselves more resilient if flooding occurs.

Businesses and Commercial Enterprises: Each business within the Borough has a responsibility to take the necessary steps to understand the flood risk which affects their business and to take appropriate action to prevent flood water entering their premises and/or land. In addition, where a business has a watercourse within land in their ownership they will assume the duties of the Riparian Owner.

Riparian Owner: The responsibility for the maintenance of an ordinary watercourse rests with the Riparian Owner, the landowner is deemed to be responsible for the part of the watercourse that runs through land in their ownership.

All riparian owners have the same rights and responsibilities, these are to:

- Accept flood flows through your land
- Keep the banks clear of anything that could cause an obstruction and increase flood risk, either on your land or downstream if it is washed away.
- Maintain the bed and banks of the watercourse and the trees and shrubs growing on the banks, clear any litter and animal carcasses from the channel and banks
- Always leave a development-free edge on the banks next to a watercourse
- Keep any structures, such as culverts, trash screens, weirs and mill gates, clear of debris
- Not cause obstructions, temporary or permanent, that would stop fish passing through
- Have a legal obligation to notify the Lead local Flood Authority (LLFA) if you would like to build or alter a structure that acts as an obstruction to a watercourse

4.3. How We Manage Flood Risk

Flooding becomes a problem for our communities when water is in a place that affects our day to day lives. The highest impact is when flood waters enter our homes and businesses; however there can also be widespread disruption and impacts on the economy when flooding affects our roads or other infrastructure i.e. the Railway network.

The FWMA requires all the Risk Management Authorities (RMAs) that manage flooding to work together to find the best ways to reduce the probability and the impact of flooding.

The **Management** of flood risk is achieved by putting actions in place to manage the frequency and/or the impact of flooding when it does occur by:

- Building a flood protection scheme to reduce the probability of flooding to a community
- Introducing a property level protection scheme to existing houses at risk of flooding; where flood resistance measures such as flood doors and or air brick covers can stop flood water entering homes
- Setting up a warden service and support communities to develop other response plans to help residents to reduce the impact of a flood

We do this by developing an understanding flood risk, managing the likelihood and reviewing our actions to reduce flood risk as a constant process.

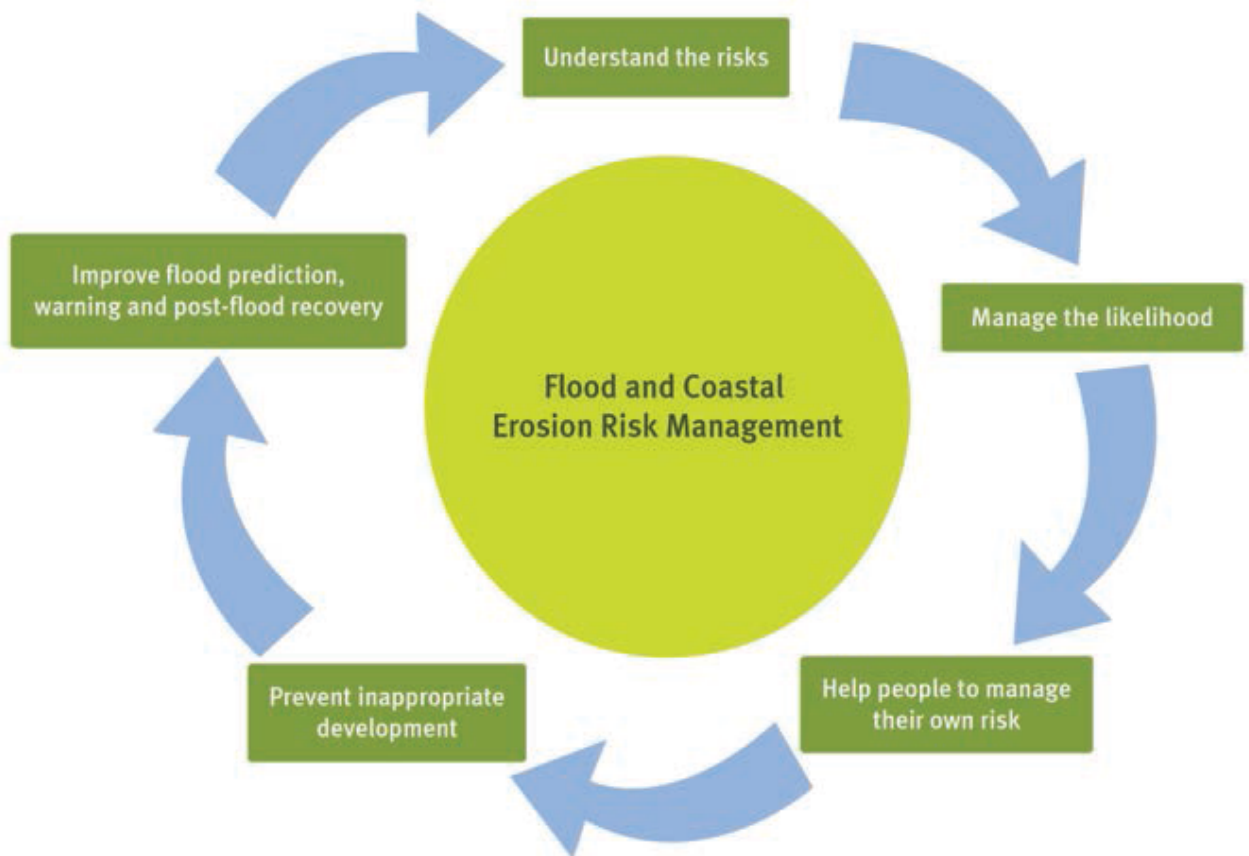


Figure 3 - Managing Flood and Coastal Erosion Risks
 (Ref: Environment Agency - National FCERM Strategy)

This diagram shows how this Strategy, other Plans and Programmes are linked to manage flood risk as an ongoing “live” process which is constantly under review.

4.4. How We Respond to Flooding in Barnsley

The Council and its partners including the Environment Agency, Yorkshire Water, the Internal Drainage Boards (IDBs) and neighbouring authorities all work together to share information about flooding, the weather and the local circumstances to help identify when and where we might expect future flooding.

As set out in the Principles, where flooding has already occurred we endeavour to mitigate the effects by being proactive whilst we are in the **Response** phase of a flooding event, our action will be determined by:

- Weather forecasts before and during a flooding event to help and inform our responding services, partner agencies, local communities and businesses
- This includes the work to put flood resilience plans in place to make sure we are able to do the most we can, and make the best decisions about what is needed in response to incidents of flooding
- We develop, exercise and update our flood resilience plans and involve the other RMAs, our partners and local communities in the plan preparation
- **Recovery:** This is the work done during and after a flood event to help get homes and communities as well as Council services back to normal as quickly as possible. This is closely linked with the way in which we plan and respond during an event, as well as what management is in place in those communities.

The Council supports these residents by helping them to prepare and implement their own individual home flood plan, whilst facilitating the development and activation of community-level flood response plans. To help residents it has made equipment available at strategically positioned flood stores (in Darton, Low Barugh, Low Valley and Darfield Bridge) for householders that are at risk of flooding. The flood stores will be reviewed on an ongoing basis with

communities and the views of communities taken into account regarding their continued provision and use.

NOTE - Other than via community flood stores Barnsley Council does not provide sandbags in the lead up to flooding events. We strongly encourage residents at risk of flooding to make their own preparations to prevent water ingress affecting their home and respond to flooding if it does occur. This should include flood risk from rivers, becks and streams bursting their banks and also from flash flooding from surface water runoff from drainage systems and from adjoining land. It is expected that businesses and other corporate enterprises will have their own business continuity arrangements to manage the known flood risk to their premises.

Where a Major Incident is declared (likely in the event of a flood warning being issued) the Council will, available resources allowing, deploy emergency response staff and, again where resources are available, endeavour to provide staff to carry out the following;

- Ensure the local flood store is open
- Deployment and positioning of Road Closure signage
- Information dissemination to affected residents including door-knocking and reassurance visits
- Liaison with the local Flood Wardens and Flood Volunteers
- Liaison with other flood emergency responders
- Liaison and the provision of update reports to the general public via the available media/social media channels

In most cases Insurance Companies will organise temporary accommodation for their policy holders, so contact should be made by individuals with their Insurer to find out what assistance they can provide. If a property is at risk of flooding this should be done prior to a flood by individuals so that they are aware of the action to take.

Where there are residents who are unable to access accommodation via these routes or with family/friends, the Council and/or community may establish a Humanitarian Assistance Centre (HAC) to offer immediate support including hot drinks, food and somewhere dry to rest, to members of the community who have no alternative. This Centre may not be in the immediate area. The HAC may be staffed by Council staff (possibly supported by the voluntary sector) or local volunteers.

When flooding has occurred Barnsley Council will lead the recovery effort, as set out in our Principles, helping to get people back into their homes and get our economy back to normal at the earliest opportunity. We do this by responding to request for support from our communities, co-ordinating on-site actions by the multi-agencies, undertaking an assessment to identify recovery needs and make appropriate effort to provide assistance to residents which have suffered the effects of flooding within their homes during the recovery phase of a flooding incident. The Council will also do its best to provide staffing support during the clear-up operation to ensure that public areas are returned to normal as soon as possible after a flood. Insurers and landlords also have a role in the recovery and residents should discuss this with them as appropriate.

The council understands flooding can have a severe impact on people's physical and mental health, regardless of their age. There are many different ways flooding can effect physical health from minor ailments to severe effects.

If water becomes contaminated this increases the risk of waterborne infections and diseases. The psychological trauma experienced by flood victims can have a lasting impact on their emotional wellbeing. Flooding could also lead to a water shortage, limiting access to drinking water.

We will work closely with public health locally to address the physical and mental health impacts which arise as a result of flooding.

5. What Are We Trying To Achieve

The Objectives set out below are the flood risk management aspirations for Barnsley. These are a reflection of the existing planning policies and the vision for Barnsley as detailed in the Corporate Plan.

5.1. Objectives

This sets that direction for what we wish to achieve in the Strategy's Action Plan and demonstrates how we will endeavour to achieve these objectives.

1. Promote appropriate development within and outside areas at risk of flooding

These will include effective and maintainable methods for the management of surface water, drainage systems, SuDS and watercourses throughout the Borough.

2. Raise and maintain awareness of flooding

Through well thought out engagement with communities and partners to allow for better management and response to flooding

3. Improve flood resilience in Barnsley

Through the validation and exercising of emergency response and recovery plans, we will engage Council services, other responding organisations and communities so that they recognise their role when the plans are activated and can respond appropriately to a flood.

4. Promote sustainability through all our flood risk work

Including considering the impacts of climate change, protecting and where practical improving the health of the water environment, and promoting well designed, appropriate amenity space around our water environments. This will ensure compliance with the relevant legislation, including the Water Framework Directive.

5. Embed BMBC's role as Lead Local Flood Authority (LLFA) into the wider Council service

This will help make the links between our objectives and those of other parts of the Council, taking opportunities to deliver multiple benefits wherever possible.

6. An effective and supported recovery effort during and after a flood event

Aiming to have communities returned to normal as quickly as possible, reducing the impact on people and services.

6. Developing A Sustainable Flood Risk Strategy In Barnsley

6.1. Sustainability

Section 27 of the Flood and Water Management Act 2010 requires LLFAs and other flood and coastal erosion Risk Management Authorities (RMAs) to aim to make a contribution towards the achievement of sustainable development when exercising their flood and coastal erosion risk management functions. It also requires the Secretary of State to issue guidance on how those authorities are to discharge this duty and explain the meaning of sustainable development in this context. Defra has done this in the form of the "[Guidance for Risk Management Authorities on sustainable development in relation to their flood and coastal erosion risk management functions](#)".

It sets out that sustainable development in the context of flood and coastal erosion risk management (FCERM) includes:

- Taking account of the safety and wellbeing of people and the ecosystems upon which they depend,
- Using finite resources efficiently and minimising waste,
- Taking action to avoid exposing current and future generations to increasing risk, and
- Improving the resilience of communities, the economy and the natural, historic, built and social environment to current and future risks.

These principles are reflected in our Objectives, and we expect that they will be followed as actions are delivered by the Council and all other RMAs active in Barnsley.

6.2. Supporting Sustainable Growth

Barnsley MBC are keen to attract both regeneration and growth to our area, in line with our Vision and Priorities. There is a need to provide sufficient homes and jobs to support this growth. This need for growth, re-generation and economic development presents both opportunities and challenges for flood risk management (from all sources of flooding). Balancing and appropriately weighing key sustainable development factors including flood risk can deliver sustainable growth whilst reducing overall flood risks to people and property.

The Councils Local Development Framework (LDF) and sites for allocation are still in development. However, the [Core Strategy](#) was adopted in September 2011 and provides a spatial strategy for the future development of Barnsley up to the year 2026. The relevant objectives are:

In order to meet these objectives the following are the relevant policies:

Objective 4: Promotion of Sustainability Through All Our Flood Risk Work reflects and supports the planning policy areas to promote sustainable building, protection and enhancement of the countryside, climate change adaption and the promotion of Green Infrastructure. These will also be reflected in the way Barnsley MBC chooses to implement its role as the SAB. Early discussions with developers are essential to find the most sustainable and effective way to manage water from the development to maximise the wider benefits of well-designed drainage, in terms of flood risk, the impact on Council services (as the adopting and maintaining body for these new drainage assets) as well as biodiversity and amenity value. We have worked with our neighbouring authorities to develop a '*South Yorkshire Design Guide For SuDS*' that will inform developers of the requirements of the SAB. We will encourage all new development to achieve well designed, well thought out drainage arrangements.

Barnsley MBCs aim is to produce a Green Infrastructure Strategy, which will be informed by the Leeds City Region and South Yorkshire Green Infrastructure Strategies, The Local FRM Strategy should aim to link with this process and ensure that there are combined aims to provide space for the safe management of water within the wider plans for open space.

The Local FRM Strategy aims to support other planning policies to protect and improve habitat as set out in Objective 4 and maximise the use of the washlands for flood protection. The aim is to protect the form, character and distinctiveness of the river corridors as well provide biodiversity improvements through FCRM activity and the actions of the SAB.

It is the planning policies which require well supported and appropriate physical, social and economic infrastructure that support the approach of the Strategy to work with developers both through the planning and SAB processes. This relates specifically to *Objective 1: Promotion of Appropriate Development Within and Outside Areas at Risk of Flooding* ensuring infrastructure to support new development is designed with consideration of problems with existing communities to maximise the use of public funds and resources.

Flooding issues can impact on the Growth Agenda and the priorities of the Council to grow the Local Economy. Of course these issues are not unique to Barnsley, but with the authority's unique position of sitting within both the Sheffield and Leeds City Regions, there are opportunities to maximise potential funding or support through these channels, seeking to deliver growth improve existing or provide future sustainable infrastructure.

6.3. Supporting the Environment

Flood risk management is an environmental activity and the strategy needs to support both local and national plans for sustainable development. Ensuring our measures can satisfy the needs of today while making sure that future generations can also look forward to the same quality of life.

It does this by considering key legislation such as the [Water Framework Directive \(WFD\)](#) and the [Strategic Environment Assessment \(SEA\) directive](#) as well as more local initiatives such as "[The Don Networks: Our Plan for the River Don](#)". This will also support the development of Barnsley's Green Infrastructure policies as they develop.

We will look to make improvements to the wider water environment as a result of flood risk activity wherever possible, helping improve the environment in which we live – helping to create a successful market town and surrounding borough, as well as working towards the requirements of the Water Framework Directive.

6.4. Monitoring and Review of the Flood Risk Management Strategy

As discussed in section 2, this Local FRM Strategy is a live document, and therefore minor changes to the Action Plan and progress against the actions could change regularly. However, anything that could cause a major change to this (that could affect the principles of what we are hoping to achieve) will trigger a review i.e. a change in approach or priority caused by a major flooding incident or a significant change in the legislation.

Otherwise a review of the strategy will take place on a 6 yearly basis in consultation with key stakeholders and the public (depending on the scale of the change) and linking with the cycles for the review of Barnsley's Preliminary Flood Risk Assessment (PFRA) required by the Flood Risk Regulations 2009.

Barnsley

Local Flood Risk Management Strategy

(Appendices)

Date	September 2017
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Version	FINAL DRAFT
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Revision Schedule

Local Flood Risk Management Strategy

Revision	Date Prepared	Details	Prepared by	Date Issued
01	September 2017	Draft Report (for Internal Distribution)	Wayne Atkins Principal Engineer - Drainage	

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Appendix A

1. Flood Risk In Barnsley

1.1. The Local Setting

Barnsley lies at the midpoint between the region's two main cities of Leeds to the north and Sheffield to the south. It covers an area of 320 square kilometres and is home to around 222,000 people.

Historically Barnsley was centred on coal mining resulting in the borough's dispersed pattern of small towns and villages. Because people lived where they worked and coal was moved by rail, road links between towns and villages were poor and communities were self-contained.

The borough has a varied geography. The west of the borough is predominantly rural in character with open moorland, arable farmland and natural woodland. It is characterised by attractive hilly countryside part of which lies in the Peak District National Park, and is centred on the rural market town of Penistone. In the centre of the borough is Barnsley itself and the surrounding urban area which is the main shopping, administrative, business and entertainment centre. To the east of the borough stretching from the M1 motorway to the Dearne Valley are the towns of the former Barnsley coalfield which form a dense settlement pattern and have a relatively high level of deprivation. The Multiple Deprivation Index highlights Barnsley as one of the most deprived areas in England. In 2007 it was ranked 41st out of 354 local authorities surveyed. The west is far more affluent than the east with conditions and income similar or equal to the national average, whereas in the east there is a consistent and acute pattern of deprivation.

The map below shows the extent of the BMBC are and the main rivers that drain the district.



Figure 1 - Barnsley MBC Administrative Area

Appendix A

1.2. Physical Characteristics

The Barnsley MBC area includes catchment areas of the River Dearne and the Upper Don. This is shown in Figure 1. The Dearne and Upper Don catchments have their own unique characteristics and flooding issues.

The River Dearne rises in Flockton Moor, Emley Moor and Denby Dale area. The Upper Don rises on Thurlstone Moors near the Snailsden, Winscar and Windleden reservoir complex.

The Upper Don and Dearne typically experience a fairly natural flood response. There are also a number of designated washlands on the Dearne.

The topography of the Barnsley MBC area, especially in and around built-up areas make them prone to flooding caused by heavy rain due to impermeable surfaces and the lack of capacity within the sewers. Modelling carried out for Barnsley's Strategic Flood Risk Assessment (SFRA) show that there are areas where surface ponding may generate flood depths over 0.5m (which could be made worse by flooding from local watercourses) are distributed across the Barnsley MBC urban areas.

Both the Surface Water (pluvial) and Main River (fluvial) flood risk maps are available for the public to view on the Environment Agency's website.

1.3 Understanding Flood Risk

In order to manage flood risk, it is important that we understand the types of flood risk. These are as follows:

River and Stream/Dyke Flooding

This occurs when a river, stream or dyke cannot cope with the amount of water draining into it from the surrounding land, which may lead to the overtopping of the river causing flooding to adjacent land and properties. This is sometimes referred to as "Fluvial" flooding

Surface Water Flooding

This occurs when rainwater does not drain away through the normal drainage systems (sewers, highway gullies etc.) or soaks into the ground, but lies on top or flows on the surface instead. This is sometimes referred to as "Pluvial" flooding.

Sewer Flooding

This happens when sewers cannot cope with the amount of water flowing through them during a storm. The sewers become overwhelmed and excess flows spill out onto adjacent land and property.

Groundwater

Groundwater flooding is usually very local and governed by the local geology. It usually occurs after periods of prolonged or heavy rainfall.

Groundwater flooding can arise from:

- Natural exceptional rises in groundwater level, reactivating springs and short lived watercourses (often referred to as 'Clearwater flooding').
- Rising of groundwater (known as rebound) following reductions in historic abstraction.
- Mine water recovering to natural levels following cessation of pumping.
- Local shallow drainage/flooding problems unrelated to deep groundwater responses.

Appendix A

1.4. History of Flooding Issues In Barnsley – Past And Potential

The following Table 1 summarises information from the records regarding flooding in Barnsley.

Table 1 Summary of Flood Records for Barnsley

Flooding Event and Description	Source of Flooding
July 2012: Significant periods of rain affected the wider region from April – November. The most intense storms affecting the Barnsley area during July and resulted in a handful of properties being inundated	Surface Water Main River Ground water
January 2008: A period of intense rain fall resulted in a small number of properties within the Darton area of the borough being affected by internal flooding of basements within their properties	Surface Water
June 2007: Intense rainfall for a prolonged period culminated in severe flooding on 15 th June throughout the whole of the borough. The continuation of the intense rainfall lead to repeat a 2 nd and more significant flooding event on 25 th June	Surface Water Main River Ground water
Spring 1970: Anecdotal reports confirm that properties flooded in the Darton area	Main River
Flooding during 1950's 1960's: Anecdotal evidence that properties flooded in the upper Don catchment	Main River

Historically there had been a few small scale flooding events within the borough, usually these affected the Darton village which is known to be the first community to be affected by high river levels in the Dearne and acts as an informal 'barometer' for flooding across the borough.

Widespread areas of the north of England were affected by significant rainfall events in 2012 from April through to November, causing a great deal of flooding in many parts of Yorkshire. The impact on communities within the Barnsley area was relatively minor although some property-level inundation did occur during July 2012 when the worst effects of these storms were experienced.

A handful of properties were affected during this period, this can be directly attributed to the programme of repair works undertaken by the authority along with other risk management authorities in the intervening years since the 2007 floods.

Barnsley was affected by heavy and sustained rainfall which continued for a 10-day period leading up to the first flood which started early in the morning of Friday 15th June 2007. In total there were 352 properties flooded and many of these neighbourhoods had not experienced flooding before and were poorly prepared for responding to flooding. During the two flooding events of 15th and 25th June 2007 approximately four times the seasonal average rainfall for the area was experienced. During a 24 hour period between June 14th and 15th a total of 118mm was recorded at a local weather station, with 68mm recorded in the north-west of the borough at Cannon Hall, Cawthorne. The intense rainfall continued during the days leading up to the 25th June when a further 80mm was recorded at Cannon Hall, this additional rain fell onto ground which was already saturated.

Appendix A

A total of 48 separate localities in Barnsley were affected by the flood where many properties were flooded twice in quick succession. In addition to entire neighbourhoods being inundated, many of these areas comprised of single properties or small clusters of residential properties. 6 distinct communities were severely affected, these being Darton, Lundwood, Darfield Bridge and Bolton-on-Deerne on the river Dearne, and also Low Valley and Aldham Bridge areas on the river Dove. The impact ranged from just a few inches to several feet of water flowing into properties. In many cases properties were affected by diluted untreated sewage which had contaminated the flood waters, when waste water treatment installations and combined sewers were overwhelmed.

Appendix B

Glossary

Annual Exceedance Probability (AEP)	The chance of a flood of a given size happening in any one year e.g. 1 flood with a 1% AEP will happen, on average, once every 100 years.
Catchment	A surface water catchment is the total area that drains into a river or other drainage system.
Catchment Flood Management Plan (CFMP)	A strategic planning tool through which the Environment Agency works with other key decision-makers within a river catchment to identify and agree policies for sustainable flood risk management.
Chance of Flooding	The chance of flooding is used to describe the frequency of a flood event occurring in any given year, e.g. there is a 1 in 100 chance of flooding in this location in any given year. This can also be described as an annual probability, e.g. a 1% annual probability of flooding in any given year. (See AEP)
Climate Change	A long term change in weather patterns. In the context of flood risk, climate change will produce more frequent and more severe rainfall events.
Critical infrastructure	Infrastructure which is considered vital or indispensable to society, the economy, public health or the environment, and where the failure or destruction would have large impact. This would include emergency services such as hospitals, schools, communications, electricity sub-stations, Water and Waste Water Treatment Works, transport infrastructure and reservoirs.
Department for Environment, Food and Rural Affairs (Defra)	The UK government department responsible for policy and regulations on the environment, food and rural affairs.
DG5 Register	A Water and Sewerage Company (WaSC) held register of properties which have experienced sewer flooding (either internal or external flooding) due to hydraulic overload, or properties which are "at risk" of sewer flooding more frequently than once in 20 years.
Environment Agency	The Environment Agency was established under the Environment Act 1995, and is a Non-Departmental Public Body of Defra. The Environment Agency is the leading public body for protecting and improving the environment in England and Wales today and for future generations. The organisation is responsible for wide ranging matters, including the management of all forms of flood risk, water resources, water quality, waste regulation, pollution control, inland fisheries, recreation, conservation and Navigation of inland waterways. It also has a new strategic overview role for all forms of inland flooding.

Appendix B

Glossary (Cont'd ...)

Environment Agency Flood Zones	Flood zones on the maps produced by Environment Agency providing an indication of the probability of flooding (from rivers and the coast) within all areas of England and Wales.
Exceedance Flows	Excess flow that appears on the surface once the capacity of the underground drainage system is exceeded.
Flood Risk Management Plan	A plan for the management of a significant flood risk. The plan must include details of; a) objectives set by the person preparing the plan for the purpose of managing the flood risk, and b) the proposed measures for achieving those objectives.
Flood Risk Regulations	Legislation that transposed the European Floods Directive in 2009.
Flood and Water Management Act	The Flood and Water Management Act clarifies the legislative framework for managing surface water flood risk in England.
Floods Directive	The EU Floods Directive came into force in November 2007 and is designed to help Member States prevent and limit the impact of floods on people, property and the environment. It was transposed into English law in December 2009 by the Flood Risk Regulations.
Fluvial Flooding	Resulting from excess water leaving the channel of a river and flooding adjacent land.
Lead Local Flood Authority (LLFA)	The authority, either the unitary council, or county council, with responsibility for local flood risk management issues in its area, as defined in the Flood and Water Management Act.
Local Development Framework (LDF)	A folder of documents which includes all the local planning authority's Local Development Documents (LDDs). The local development framework will also comprise the statement of community involvement, the local development scheme and the annual monitoring report.
Local Resilience Forums (LRF)	LRFs are multi-agency forums, bringing together all organisations which have a duty to co-operate under the Civil Contingencies Act, and those involved in responding to emergencies. They prepare emergency plans in a co-ordinated manner.
Main River	Main Rivers are watercourses marked as such on a main river map. Generally main rivers are larger streams or rivers, but can be smaller watercourses in critical locations.
Ordinary Watercourse	An ordinary watercourse is any other river, stream, ditch, cut, sluice, dyke or non-public sewer which is not a Main River. The local authority has powers to manage such watercourses.

Appendix B

Glossary (Cont'd ...)

Pitt Review	An independent review of the 2007 summer floods by Sir Michael Pitt, which provided recommendations to improve flood risk management in England.
Pluvial flooding	"Pluvial" flooding (or surface runoff flooding) is caused by rainfall and is that flooding which occurs due to water ponding on, or flowing over, the surface before it reaches a drain or watercourse.
Resilience Measures	Resilience measures are designed to reduce the impact of water ingress to properties and businesses, including measures such as raising electrical appliances, concrete floors etc.
Resistance measures	Resistance measures are designed to keep flood water out of properties and businesses, and could include flood guards, air brick covers etc.
Riparian owners	A riparian owner is someone who owns land or property adjacent to a watercourse. A riparian owner has a duty to maintain the watercourse and allow flow to pass through his land freely.
Risk	In flood risk management, risk is defined as the probability of a flood occurring as a consequence of weather conditions.
Strategic Flood Risk Assessment (SFRA)	An SFRA provides information on areas at risk from all sources of flooding.
Surface Water Flooding	Surface water flooding occurs when flooding from sewers, drains, groundwater, and runoff from land, small water courses and ditches that occurs as a result of heavy rainfall.
Surface Water Management Plan (SWMP)	A tool to understand, manage and coordinate surface water flood risk between relevant stakeholders.
Sustainable Drainage Systems (SuDS)	A sequence of management practices and control measures designed to mimic natural drainage processes by allowing rainfall to infiltrate and by attenuating and conveying surface water runoff slowly compared to conventional drainage.
Urban Creep	The change of permeable areas within the urban environment to impermeable areas. Typical types of urban creep are the creation of patios, paving the front gardens to create hard standing parking areas or house extensions.
Water Framework Directive (WFD)	A European Community Directive (2000/60/EC) of the European Parliament and Council designed to integrate the way water bodies are managed across Europe. It requires all inland and coastal waters to reach "good status" by 2015 through a catchment-based system of River Basin Management Plans.

Action Plan

Having set the strategic direction through the previous sections, the following table is a list of the actions we wish to see delivered to help us meet our 6 Objectives.

Table 3 Table of Actions

No	Action	Delivers which Objective/s	Lead Organisation	Supporting Organisations	Timescale	Source of Funding
1	Establish and provide training for Flood Response Teams	3 & 6	BMBC – Health, Safety & Emergency Resilience Unit (HSERU) & Communities	Other Council services local communities, Flood Wardens & Volunteers	Jan 2018	BMBC – HSERU & Communities
2	Coordinate awareness training for local Flood Wardens and volunteers	3	BMBC – HSERU & Communities	Other Council services, Ward Alliances, local communities, Flood Wardens & Volunteers	Jan 2018	BMBC – HSERU & Communities
3	Complete development and delivery of local Community Emergency Flood Plans	3 & 6	BMBC – Highways	Local communities, Flood Wardens & Volunteers	Jan 2018	BMBC – Highways
4	Raise awareness of the Council’s Sand Bag Policy	2	BMBC – Highways & Comms	Wide range of internal and external partners	Jan 2018	BMBC – Highways & Comms
5	Develop Council’s Sustainable Drainage System (SuDS) Policy in line with National Standards	1, 2, 3, 4 & 5	BMBC – Highways	Wide range of internal and external partners	Mar 2018	BMBC – Highways
6	Develop and establish the Council’s SuDS	1, 2, 3, 4 & 5	BMBC – Highways	Wide range of internal	Mar 2018	BMBC – Highways

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No	Action	Delivers which Objective/s	Lead Organisation	Supporting Organisations	Timescale	Source of Funding
	Approval Body (SAB)			and external partners		
7	Raise awareness of the Council's SAB procedures	1, 2, 3, 4 & 5	BMBC – Highways	Wide range of internal and external partners	Apr 2018	BMBC – Highways & Comms
8	Barnsley Relief Plan identifies capital works projects which will provide flood risk benefits to local communities and/or Council infrastructure	3, 4 & 5	BMBC – Highways	Other Council services and external partners	Jul 2018	BMBC – Highways
9	Environment Agency - Medium Term Plan: Identifies flood alleviation scheme which are funded Flood defence Grant in Aid (FDGiA) and/or Local Levy which provide flood risk benefits to local communities	1, 3, 4 & 5	BMBC – Highways	Environment Agency	March 2021	BMBC – Highways

Appendix D

Roles and Responsibilities of Risk Management Authorities that Operate in Barnsley

1. Barnsley MBC

The Flood and Water Management Act 2010 identified Barnsley MBC as the Lead Local Flood Authority (LLFA) for its administrative area. This gives the council a strategic role in overseeing the management of surface water runoff and groundwater flood risk as well as the following new powers;

- Power to do works to manage flood risk from surface runoff or groundwater;
- Power to designate structures and features that affect flooding;
- Powers to request information from any person in connection with the authority's flood and coastal erosion risk management functions;

It also gives the Lead Local Flood Authority new responsibilities which can be divided into the following areas;

- Strategic Leadership- bringing together stakeholders and leading on developing a strategy to manage flood risk in the borough (resulting in this document)
- Regulation – changes to the Land Drainage Act giving Barnsley Powers to regulate/consent work that effect any non-Main River (responsibilities for the regulation of main River stay with the Environment Agency)
- Produce Flood Investigation Reports (including determining when an investigation is needed)
- Maintaining a Register and Record of Assets
- Power to designate structures and features that affect flooding or coastal erosion
- Recording Flood Incidents
- Implementing the SuDS (Sustainable Drainage Systems) Approval Body (SAB): approve drainage systems for new development.

As well as these new roles, some of Barnsley's longstanding responsibilities have important roles to play in flood risk management. These include responsibilities as:

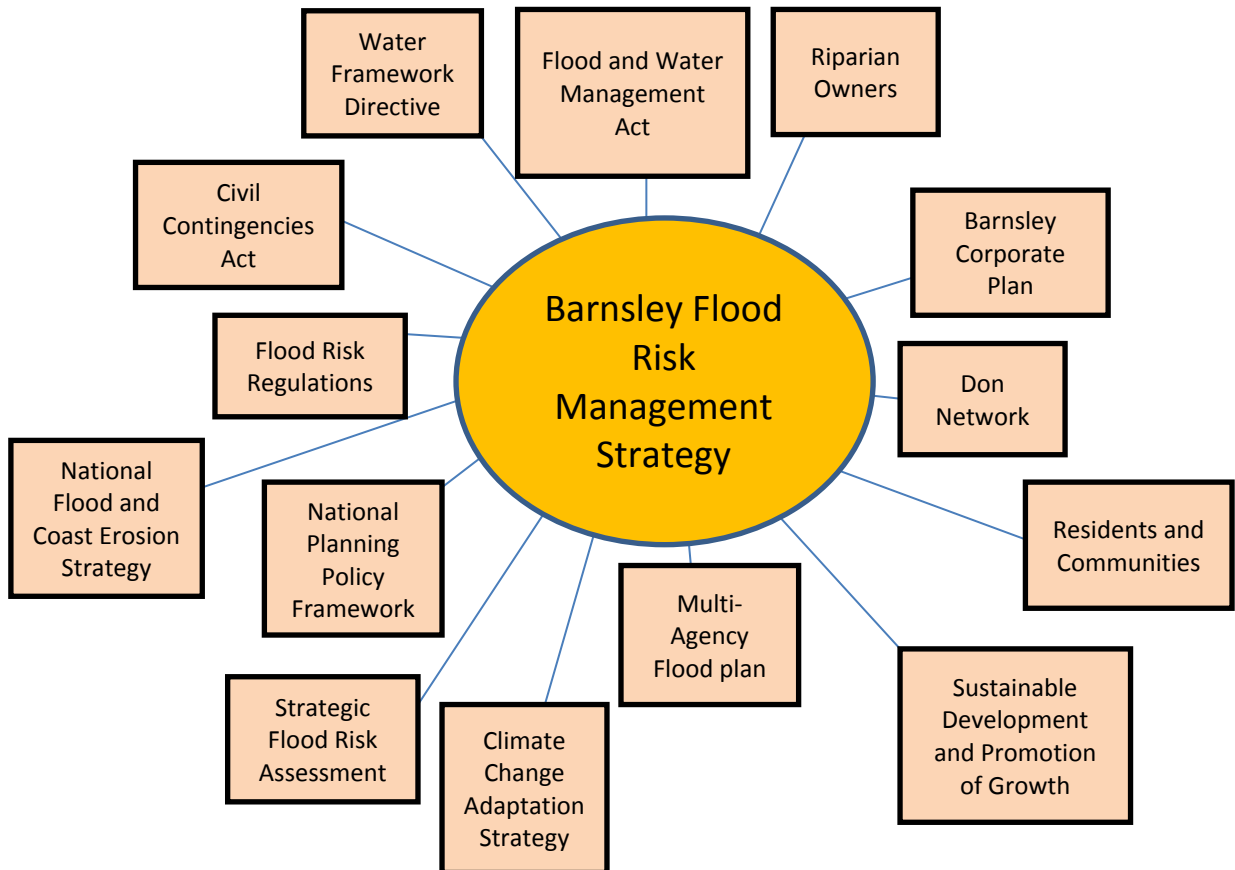
- planning authority
- highways authority
- emergency planning
- parks and open spaces
- social housing

These various responsibilities link to our role as a Lead Local Flood Authority, as well as other statutory responsibilities. We have written this Strategy document to support and explore these links: as we develop and deliver the strategy we can hope to make the most of our position to deliver a good, multi-beneficial approach to flood risk management as well as efficiencies.

Appendix D

National Legislation

Local Consideration



District-wide Initiatives

Figure 2 – Links Between The Flood Risk Management Strategy And Other Initiatives And Legislation

1.1. Barnsley Multi-Agency Strategic Flood Group

Following the events of June 2007 Barnsley MBC recognised that there was a wide range of disparate organisations responsible for individual aspects of flooding and the management of water generally.

With this in mind the authority set about establishing a strategic group of these agencies, along with members from the blue light services and representatives from the key affected areas across the borough to form the Barnsley Multi-Agency Strategic Flood Group (BMAISFG) in 2008. The following are members of the BMAISFG:

- Barnsley MBC
- Dearne & Dove Internal Drainage Board
- Environment Agency
- Representatives from Residents’ Local Flood Groups
- RSPB
- SY Fire Service
- SY Police

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- Yorkshire Water

This forum allows the membership to discuss the strategic nature of their individual work programs and allows the coordination of these programs, and where appropriate these are collated and form a single coherent approach to dealing with flooding and water management issues within the borough. The meetings are held on a quarterly basis meeting.

An organogram of the BMASFG is provided in Figure 3 below.

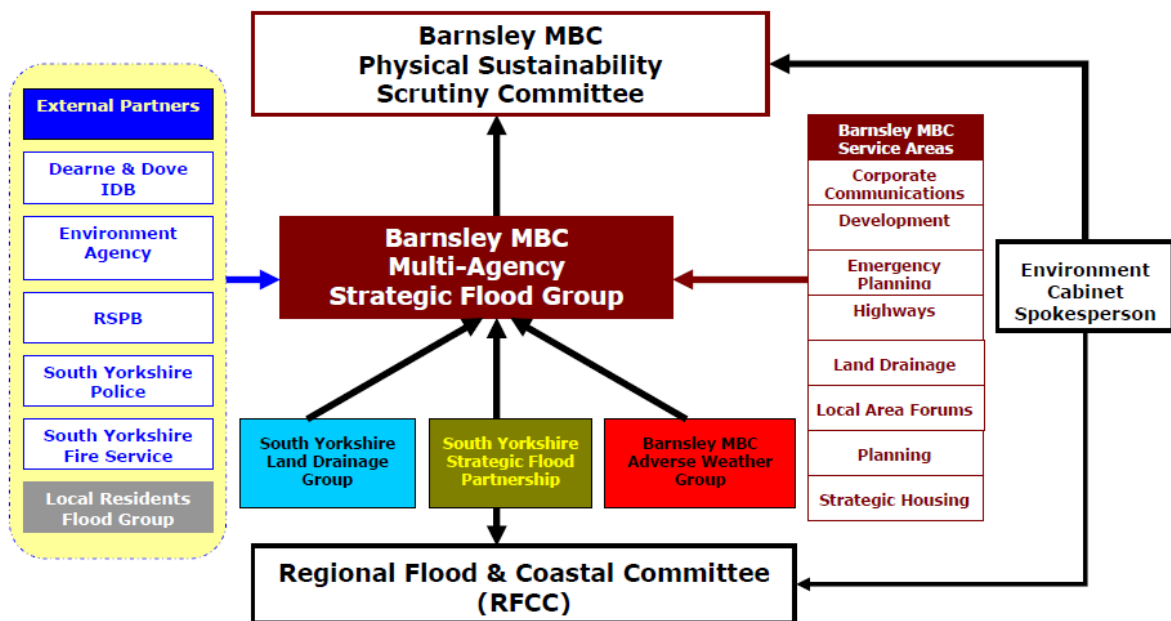


Figure 3 – Organogram of Barnsley Multi-Agency Strategic Flood Group

1.1. Implementing our Role as SuDS Approval Body

One of the legislative requirements of the Floods and Water Management Act 2010 is to establish a SuDS Approval Body. The SAB will approve all SuDS systems for new development. Barnsley MBC's SAB will be fully integrated with all of Barnsley MBC's partners, both internal and external, and will be committed to working effectively with developers to encourage the use of SuDS in line with National and Local guidance.

The 4 South Yorkshire Authorities (Barnsley, Doncaster, Rotherham and Sheffield) have created a South Yorkshire SuDS Design Guide for developers, which not only provides more detailed guidance to compliment the National Guidance, but also ensure all 4 authorities have a consistent approach when considering a SuDS application.

2. Other Risk Management Authorities

2.1. Yorkshire Water (YWS)

YWS are the sole water company operating in Barnsley. As a provider of water infrastructure services YWS have existing responsibilities in relation to managing flood risk, which have been supplemented by the FWMA. Yorkshire Water's assessment of their responsibilities are summarised below: -

- Where appropriate, assist the LLFA's in meeting their duties in line with the National FCERM Strategy and guidance;

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- Where appropriate assist the LLFA's in meeting their duties in line with local strategies in its area;
- Where appropriate share information and data with RMAs, relevant to their flood risk management functions;
- A duty to effectually drain their area, in accordance with Section 94 of the Water Industry Act 1991;
- A duty to register all reservoirs with a capacity greater than 10,000m³ with the Environment Agency;
- An agreement with Ofwat to maintain a register of properties at risk from hydraulic overloading in the public sewerage system (DG5 register);
- The appropriate management of surface water in combined systems;
- Encouraging the use of SuDS;
- Creating a detailed understanding of flood risk from the public sewer system;
- Explore and implement multi benefit/agency schemes.

In the Company's [Strategic Direction Statement](#) they have an aspiration that over the next 25 years, there will be zero flooding of homes or businesses as a result of failing sewer assets.

2.2. Environment Agency

The Environment Agency (EA) is an executive, non-departmental public body. Its principal aims are to protect and improve the environment, and to promote sustainable development. The EA take lead responsibility for risk-based management of flooding from Main Rivers and the sea and regulation of the safety of reservoirs. They are the enforcement authority for higher risk reservoirs, ensuring they have flood plans and for establishing and maintaining a register of reservoirs. This information must be made available to the public.

The Environment Agency has an important strategic overview role in flood risk management across England including the following tasks:

- Publishing the National FCERM Strategy which provides a clear national framework for all forms of flood risk);
- The conversion of Regional Flood Defence Committees (RFDCs) into Regional Flood and Coastal Committees (RFCCs) with a new remit to include coastal erosion issues;
- Powers to request information from any person in connection with the Environment Agency's flood and coastal erosion risk management functions;
- Power to designate structures and features that affect flooding or coastal erosion;
- Powers to cause flooding and erosion for nature conservation and cultural heritage reasons, and people's enjoyment of these;
- A duty to have regard to FCERM in carrying out other work that may affect FCERM;
- Must act in a manner consistent with this Strategy when carrying out FCRM activities in the authority area;
- Act as a statutory consultee to the SuDS approving body on sustainable drainage that impacts water quality or strategic flood risk;

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- Reporting and monitoring flood and coastal erosion risk management, in particular, under section 18 of the FWMA providing a report to the Minister on the progress by all RMAs against the requirements of the FWMA.

In doing this they

- Support Lead Local Flood Authority activities
- Providing the data, information and tools to inform government policy and aid risk management authorities in delivering their responsibilities.

2.3. Danvm Drainage Commissioners (Internal Drainage Board)

Danvm DC IDB is the sole IDB operating in the Barnsley area and covers a total area of 22,190 hectares with only a 1,466Ha within the Barnsley borough, therefore their role is limited. Under the FWMA the IDB have new duties and responsibilities supplementing their existing powers. Key responsibilities include:

- Power to designate structures and features that affect flooding or coastal erosion;
- Powers to cause flooding and erosion for nature conservation and cultural heritage reasons, and people's enjoyment of these;
- A duty to exercise their functions in a manner consistent with local and national strategies;
- A duty to be subject to scrutiny from lead local flood authorities' democratic processes;
- The ability to work in consortia with other IDBs;
- A statutory consultee to the SuDS approving body on sustainable drainage that impacts land drainage;
- Power to do works on ordinary watercourses flooding within their boundary and, with the Environment Agency's consent, the sea.

2.4. The Highways Agency

As a highway authority the Highways Agency manage a number of major trunk roads and motorways across Barnsley's district. Their sole responsibility in relation to flood risk management is to;

- Provide and manage highway drainage and roadside ditches under the Highways Act 1980;

A duty to exercise their functions in a manner consistent with local and national strategies;

3. Stakeholders: Their Roles And Responsibilities

The Flood and Water Management Act 2010 recognises the following organisations to be Risk Management Authorities (RMA):

- Lead Local Flood Authorities
- The Environment Agency
- Water Companies
- Highways Authorities
- Internal Drainage Boards

All risk management authorities have the following duties and powers:

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1. Duty to be subject to scrutiny from lead local flood authorities' democratic processes. They can be called to account for their actions by the Overview and Scrutiny Committee.
2. Duty to co-operate with other risk management authorities in the exercise of their flood and coastal erosion risk management functions, including sharing flood risk management data.
3. Power to take on flood risk functions from another risk management authority when agreed by both sides

The key responsibilities of each of the above authorities are outlined in the following table;

Table 2 Risk Management Authority (RMA) Functions

Risk Management Authority	Risk Management Functions
Barnsley MBC – Lead Local Flood Authority	<ul style="list-style-type: none"> • Develop, maintain, apply and monitor a Local Flood Risk Management Strategy. • Duty to co-operate with other risk management authorities. • Duty to exercise flood risk management functions in a manner consistent with the Flood and Coastal Erosion Risk Management (FCERM). • Powers to undertake works to manage flood risk from surface water or groundwater. • Power to request information in connection with its Flood Risk Management functions. • Duty Investigate "local" flooding incidents • Duty to maintain a register of assets which have a significant effect on flood risk. • Power to designate structures or features that affect flood risk. • Power to consent works on Ordinary Watercourses (Internal Drainage Boards continue to exercise this power within their areas). • Act as the Sustainable Drainage (SuDS) Approval Body (SAB) with responsibility for approval of new Sustainable Drainage Systems • Duty to exercise FCERM functions consistently with the national and local strategies. • Duty to contribute to sustainable development in exercising FCERM functions.
Environment Agency	<ul style="list-style-type: none"> • Strategic overview for all forms of flooding. • Duty to develop and publish the National Strategy for FCERM to cover all forms of flooding. • Powers to request information in connection with FCERM functions. • Powers to designate structures and features that affect flooding or coastal erosion. • Duty to exercise FCERM consistently with the national and local strategies.

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Risk Management Authority	Risk Management Functions
	<ul style="list-style-type: none"> • Duty to report to ministers on FCERM including implementation of strategies. • Statutory consultee to the SuDS Approving Body (SAB) on sustainable drainage* • Powers to undertake works to manage flood risk from main rivers and the sea. • Duty to contribute to sustainable development in discharging their FCERM functions. • Ability to issue levies on LLFAs. • Duty to have regard to LLFA scrutiny processes. • Powers of regulation of Reservoirs and Main Rivers.
Danvm Drainage Commissioners (Internal Drainage Board)	<ul style="list-style-type: none"> • Power to regulate ordinary watercourses within their district under the Land Drainage Act, including consenting and enforcement. • Power to designate structures and features that affect flooding or coastal erosion. • Duty to act consistently with local and national strategies. • Duty to have regard to LLFA scrutiny processes. • Ability to work in consortia with other drainage boards. • Statutory consultees to the SuDS Approving Body (SAB)* • Power to undertake works on ordinary watercourses.
Water and Sewerage Companies (Yorkshire Water)	<ul style="list-style-type: none"> • Collection, treatment and supply clean drinking water. • Collect, treat and dispose of waste water. • Duty to have regard to national and local strategies. • Duty to have regard to LLFA scrutiny processes. • Adoption of private sewers.

Please note: Duties and responsibilities are the things we must do, they are statutory requirements. Powers mean we have the ability and the legal weight to allow us to do those things listed, but they are used at the discretion of the RMA.

All these organisations, together with equivalents for the rest of South Yorkshire (Doncaster, Rotherham and Sheffield) are represented on the South Yorkshire Flood Risk Partnership. This meets on a quarterly basis and acts to consider strategic flooding issues on behalf of South Yorkshire and the feed into the Yorkshire Regional Flood and Coastal Committee (YRFCC).

The YRFCC consists of members representing all of the LLFAs across Yorkshire as well as some members appointed by the Environment Agency (EA). They meet once a quarter and have a statutory role to agree how flood risk investment is allocated in Yorkshire as well as approve all EA plans and programmes.

The YRFCC has an important role to play in the direction of future flood risk management and, in particular, the allocation of funds both through the:

- YRFCCs bid on behalf of Yorkshire LLFAs for the nationally determined Flood Defence Grant in Aid (FDGiA)

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- Allocating locally raised funds (known as Local Levy money – this is money levied through Council taxes throughout Yorkshire) which are to be spent on the prevention and mitigation schemes by the Organisations listed above.

There are a number of organisations that are not RMAs in accordance with the legal definition, but do have a significant role to play in helping us manage flood risk in Barnsley. They are:

- Canal and Rivers Trust – as managers of the navigable canals and waterways within the region
- Don Network: as Catchment Hosts for the Don and Rother, striving to make improvements to the network of rivers within the catchment
- Local Enterprise Partnerships (LEPs): may provide a source of funding for borough-wide development, incorporating community benefits including flood risk mitigation
- River Stewardship company who help maintain our rivers corridors

In addition to the organisations listed, it is particularly important for us to work closely with communities affected by flooding. An important part of the flood resilience work we do is community engagement and we continue to work with all communities in our borough that are at the highest risk of flooding. This is set out in our objectives and improvements to the way we do this are an important part of our Action Plan.

Our web-site does include a number and leaflets for people at immediate risk of flooding, which can be found [here](#)

3.1. Maintenance Responsibilities

There is sometimes confusion over the division of responsibility for maintenance activities, particularly in relation to the maintenance of watercourses. Regardless of the legal division of responsibilities, many people incorrectly perceive maintenance to be solely the responsibility of either the Local Council or the Environment Agency. However in many cases the responsibility lies with the land owner (known as a riparian owner).

Under common law, the person who owns the land or property next to a river or watercourse (sometimes referred to as the Riparian Owner) is responsible for maintaining the beds and banks of the watercourse and clearing any obstructions from the channel and the banks. A Riparian Owner must accept flood flows through their land, even if these are caused by inadequate capacity downstream, but has no duty in common law to improve the drainage capacity of a watercourse. Building “structures” alongside the river or changing the shape and size of the channel could have an impact on flood risk for the landowners and neighbours and is likely to require the permission from the relevant organisation.

We would always recommend talking to the relevant organisation before carrying out any works. More information about these rights and responsibilities can be found in the Environment Agency publication: Living on the Edge.

Barnsley Council, as LLFA under the Flood and Water Management Act 2010 is required under s19 of the Act to undertake investigations into the cause/s once there has been flooding. Once the investigation is complete it should become clear who the responsible body is and whether any necessary mitigation work to either prevent or reduce the impact of flooding is required. The responsible body could be the landowner, or could be one of the RMAs depending on the circumstances.

Where legal action is taken following incidents of flooding any civil action between the affected parties shall be resolved between those affected without any further involvement from the Council.

Appendix D

Funding The Flood Risk Management Program

1. Funding Options for Flood Risk Work

There is a limited amount of funding available to progress the 'List of Measures' in Appendix C. The available funding comes from a number of different sources, the largest proportion coming from central government. A summary of all the funding sources available is summarised in the Table below.

Source of Funding	Description	Indicative budget 2012/13	Administered By	Appropriate For
Flood Defence Grant-in-Aid (FDGiA)	Central government funding for flood (and coastal) defence projects – recently revised to encourage a partnership approach to maximise match-funding, work towards achieving specified outcomes with a requirement to evidence a reduction in flood risk to properties.	£30million (Yorkshire)	Environment Agency	Medium to large capital FRM projects
Local Levy	Annual contributions from Councils to a regional "pot", smaller than the FDGiA budget but offers more flexibility on the type and size of project it can fund.	£2million (Yorkshire)	Environment Agency	Smaller FRM projects or as a contribution to FDGiA projects
Private Contributions	Voluntary, but funding from beneficiaries of projects could make contributions from national funding viable. Contributions could be financial or "in kind" e.g. land, volunteer labour.	Unknown	Barnsley MBC	All projects
Water Company Investment	Investment heavily regulated by Ofwat but opportunities for contributions to area-wide projects which help to address sewer under-capacity problems.	Unknown	Yorkshire Water Services	Projects which help to remove surface water from combined sewers
Section 106 contributions (Town & Country Planning Act)	Contributions from developers, linked to specific development sites where off-site improvements to drainage infrastructure are required to make the developers proposals acceptable.	Unknown	Barnsley MBC	Larger development sites
Community Infrastructure Levy (CIL)	A local levy applied by the Planning Authority on developers to contribute to a general infrastructure fund. Leeds City Council has not yet implemented a CIL scheme. A bid for CIL would have to be made for flood management/drainage improvements against other competing council priorities.	Unknown	Barnsley MBC	All measures outlined in the Strategy

Appendix E

Source of Funding	Description	Indicative budget 2012/13	Administered By	Appropriate For
Developer Schemes	Where a developer, as part of their proposals, construct works for flood alleviation. These can be separate schemes, part of a larger scheme or contributions in kind i.e. land.	Unknown	Barnsley MBC	Development
SuDS Approval Body (SAB)	Application and inspection fees from developers in support of the approval and inspection of new development related SuDS.	Unknown	Barnsley MBC	Development drainage approval and FRM issues
Council Tax	A "ring-fenced" provision within the annual council tax for the specific purpose of addressing FRM.	Unknown		Key measures in the Strategy
Business Rates Supplements	Agreement from local businesses to raise rates for specified purposes.	Unknown		Measures which address flood risk to businesses
Council Capital Funding	The Council's infrastructure programme prioritising capital improvement projects. The programme has included funding for drainage capacity improvements for a number of years which is targeted at the highway drainage systems.	Unknown		Measures which are small to medium capital projects
Council Revenue Funding	The Council has a number of revenue streams to support technical and admin processes and to maintain council infrastructure. Existing revenue budgets include; Highway Drainage Maintenance, Highway Gully Maintenance, Watercourse Maintenance and funding for the Flood Management Team discharging the LLFA duty for the Council.	Drainage Maintenance (£400k) Gully Maintenance (£500k) Watercourse Maintenance (£80k)		Measures requiring officer time and/or maintenance activity

Collated Feedback from the Barnsley LFRMS Workshop to steer the development of LFRMS

Introduction

A workshop was held at Barnsley Central Library to share the vision for the Barnsley Local Flood Risk Management Strategy and the role and opportunities this provides for the Council, partners and people of Barnsley.

The following is a record of all the comments collated from that workshop, together with statements as to how we have accommodated these comments into the draft Strategy document or how we will deal with them as we go forward.

Where was comment made	Comment	How we have dealt with in the Barnsley LFRMS
What should the Strategy be about?		
Points posed by Cllr Miller in opening statement	Sandbags: Clarity on Council policy – what is done/not done to help public understanding and manage expectations?	<p>The Council’s sandbagging policy is discussed in section 4.4</p> <p>We recognise that more needs to be done to raise awareness and manage the expectations of the public. We have aimed to give clear messages through the Principles, and reflect the need for further work in the Objectives and Actions</p>
Points posed by Cllr Miller in opening statement	Experience in 2007: flooding caused closure of all bridges within Barnsley – affecting communities access to essential services e.g. Hospital – what has been done/what could be done to limit consequences to communities and to the wider council services i.e. carers couldn’t get across the borough either	<p>The impact of the 2007 floods to the wider community is discussed in section 4.3</p> <p>We are not able to stop the closures of the bridges in large flooding events, such as that experienced in 2007. We can however learn from the experiences and build in contingencies to help limit the impact of these closures when they do happen.</p> <p>We acknowledge that further work is needed to raise this awareness and plan for these circumstances and have included actions within</p>

Appendix F

Where was comment made	Comment	How we have dealt with in the Barnsley LFRMS
		the Action plan to address this.
Points posed by Cllr Miller in opening statement	Need to address how to deal with new drainage systems with difficult to maintain features (underground tanks in highways etc.) so are reduced in efficiency if not managed	This can be addressed through the way that we implement the new role as SuDS Approval Body (SAB). As reflected in the Action Plan we are working with other Authorities across South Yorkshire to agree technical standards for new drainage systems. This should ensure all new systems are fit for purpose and who and how they are maintained is agreed and understood.
Points posed by Cllr Miller in opening statement	There should be no splitting of responsibilities depending on the source of flooding – wet stuff is wet stuff	This is reflected in the Principles we have set out (in particular Principle 2). Throughout the document we have aimed to talk about the impact of flooding, regardless of the source. But as Lead Local Flood Authority we also acknowledge that we need to have an awareness of where responsibility lies for different issues. This will enable us to ensure the actions can be taken forward. As a result we are able to be clear in the action plan who is the responsible body for delivering each action.
Feedback Forms	I would like to see the strategy broken down into: Prevention, Response, recovery.	We have done this in the way we have presented the principles, the objectives and the way we have discussed the management of flooding in section 3.
Group 3 Flipchart/workshop 1 outputs	<ul style="list-style-type: none"> • Impact- not just a guidance doc. • To tackle existing issues as well as new planning developments • Thought through plans (e.g. training for flood wardens) 	The new responsibilities of the SAB are discussed in section 4.3 and Appendix A. How we develop the supporting documents and technical standards for this future role are

Appendix F

Where was comment made	Comment	How we have dealt with in the Barnsley LFRMS
	<ul style="list-style-type: none"> • Share good practice & learning from others • Setting out responsibilities- will/won't be covered • Design standards • Maintenance • SAB roles and responsibilities • Making the plan relevant- without worry 	<p>included in the Action Plan.</p> <p>All other points we have reflected in either the Principles of the Objectives, to produce a thought through document and action plan</p>
<p>What needed to make those links between the LFRMS to other services/Organisation</p>		
<p>Group 2 Flipchart/workshop 1 outputs</p>	<p>Cross reference existing local and national planning policies/ relevant legislation</p> <ul style="list-style-type: none"> • Identify risks/ existing known flood zones • Surface water flooding risks • Identify stakeholders • Explain responsibilities of local community 	<p>We have addressed these in the following parts of the document:</p> <ul style="list-style-type: none"> • Section 4 • Section 5 • We discuss this in the principles with our main objectives relating to improving awareness and helping communities help themselves. Specifically the responsibilities of riverside (Riparian) Owners are discussed in section 5
<p>Group 2 Flipchart/workshop 1 outputs</p>	<p>Defining responsibilities</p> <ul style="list-style-type: none"> • Will it link to the SFRA? Risk of duplication? • Overlaps need to be identified • How to avoid? • Consultation • Overarching document • Opportunities 	<p>We have signposted existing documents wherever we can, and summaries messages from other documents such as the SFRA wherever possible to avoid repetition and overlap, to produce an over-arching document.</p>

Appendix F

Where was comment made	Comment	How we have dealt with in the Barnsley LFRMS
Feedback Forms	Explanation of how and which departments work together would be useful in strategy document	<p>We have included a diagram to show just how much of the Councils Services have a link with flooding, and the work of flood risk management in Appendix A.</p> <p>However, we do recognise there is need to work on this to raise awareness and contingency in the way we work. We have included actions within the Action Plan to help us make these improvements</p>
Feedback Forms	We do need to get more information about what is expected of everybody, including the response phase which is still not fully sorted	As above
Group 2 Flipchart/workshop 1 outputs	<p>Opportunities to:</p> <ul style="list-style-type: none"> • Reduce flood risk • Partnership working • Community engagement/ awareness • Improved efficiency • Highlight examples of good practice 	We have acknowledged these opportunities and have captured them in the principles and objectives of the Strategy
Group 2 Flipchart/workshop 2 outputs	<p>Impact to consider on wider services:</p> <ul style="list-style-type: none"> • Staff training • Must follow National Guidelines • Cost and increase workloads • Increased partnership relations 	It is important that we consider these impacts as we deliver the actions

Appendix F

Where was comment made	Comment	How we have dealt with in the Barnsley LFRMS
Group 3 Flipchart/workshop 1 outputs	What links with existing processes need to be made: <ul style="list-style-type: none"> • Infrastructure planning • Emergency planning • Neighbourhood networks 	We have/will make these links through: <ul style="list-style-type: none"> • Our actions to identify and deliver standards for future drainage systems (through the SAB) • Our discussion in section 2.3 of the response plans, the objectives relating to well thought through plans and actions • Our communication plan includes the use of the connections through the Neighbourhood Network to improve awareness and liaison with our communities
What should be in/out of the Document?		
Group 1 Flipchart/workshop 1 outputs	A. Prevention B. Response C. Recovery <ul style="list-style-type: none"> • Learn lessons from previous events • Work in conjunction with neighbouring boroughs • Responsibilities placed on developers • Clear expectations - Who does what during flooding (response and recovery) 	These are reflected in the Principles and the Objectives, but also discussed in the document in sections 4.3 History of Flooding and 5, Roles and responsibilities
Feedback Forms	Make sure that you keep the public aware – tell your good news stories – how many houses haven't flooded etc. <ul style="list-style-type: none"> • Involve them in practice runs • Raise Awareness 	Raising awareness is the core of our Principles and Objectives, and is the subject of some actions within the Action Plan. Involving communities is at the core of our communication plan
Group 3 general discussions	<ul style="list-style-type: none"> • We need to understand people better and what people want – feed into a communications plan and how we manage community resilience. • Ref to Flood stores – so people know there is a safety net, giving confidence 	The first and final points form part of the Objectives for the Strategy. The sand bag/flood stores are explained within section 2.3

Appendix F

Where was comment made	Comment	How we have dealt with in the Barnsley LFRMS
	<ul style="list-style-type: none"> Keep plans esp. Emergency plans live. 	
Feedback forms	Inclusion of public (or wardens) and ... to take ownership of strategy before publishing so they will support afterwards – for instance, feedback from flood wardens on what they want to see, and fire service etc.	This is an important part of our communication plan to target consultation and engagement with communities and wardens, on the strategy and for the way we deliver the actions.
Feedback Forms	Would it be useful to involve South Yorkshire Fire and Rescue in the development of the Strategy to give their input if all prevention methods fail?	As above. We also have actions to work with emergency services to build contingency and keep response plans live.
Group 1 Flipchart/Feedback from Workshop 1	<ul style="list-style-type: none"> Publish clear policies Engage with partners Increase public awareness Educate people 	<p>We have written the principles and objectives in a way to give clear messages and provide information about what we do to manage flood risks.</p> <p>Engagement and raising awareness are core to our objectives and are an important part of our communications plan</p>
Feedback Forms	<p>Reference to riparian responsibilities</p> <p>Strategy needs to be honest in terms of current risk and damage and benefits of FCRM and funding which may attract business etc.</p> <p>Also include impact of flooding if BMBC didn't manage what it currently manages</p>	Riparian Responsibilities are set out in section 5 of the document which also signposts information for riparian owners at: Living on the Edge
Feedback forms	linking up YWS risks and upcoming schemes with council/EA risks and schemes is critical to partnership working	<p>Working in partnership is core to how we deliver FCRM, and is set out clearly in the Principles and Objectives.</p> <p>We have also included an action to work with YWS to look at future investments</p>

Appendix F

Where was comment made	Comment	How we have dealt with in the Barnsley LFRMS
Feedback Forms	Just to reiterate that plans to extract financial contributions from developers must be necessary, reasonable and related to the proposed development if we require run-off rates to be reduced (which we do) then it would not be necessary or reasonable for us to seek financed through the community infrastructure levy.	<p>Noted – that securing financial contributions through planning system are very restricted, see section 4.6 where we have discussed the planning process.</p> <p>What avenues are available for the future management of surface water issues for new developments will be linked with the new role of the SAB, for which we are still waiting for guidance from government. We have discussed the direction we wish to take with the SAB in section 4.6</p>
Feedback Forms	Surface Water flooding – Planning guidance on this is lacking	See above – need to make links with planning policy and the Local Plan too
What should the final products look like?		
Group 1 Flipchart/Feedback from Workshop 2	<ul style="list-style-type: none"> • In- clear responsibilities of different partners • Ex- jargon, keep short and sweet • Be clear on audience- different versions for different needs • In- linkages to other agencies 	<p>We have kept the text as simple and jargon free as possible, producing two products, the full documents and a simple executive summary to account for different audiences.</p> <p>Section 5 and appendix A sets out what the different partners are responsible for and how we work together.</p>
Group 1 Flipchart/Feedback from Workshop 2	<ul style="list-style-type: none"> • Understandable documentation for all stakeholders • Avoid duplication of info/plans- signpost to E plan and contacts • Concise “NO WAFFLE”- “Jargon” • NPPF, Corporate plan, consider all plans for service areas 	<p>See above</p> <p>We have sign posted other documents where we can and tried to limit duplication to a minimum</p>

Appendix F

Where was comment made	Comment	How we have dealt with in the Barnsley LFRMS
	<ul style="list-style-type: none"> • Definition of responsibilities of stakeholders 	
Group 3: Feedback from workshop 2	<p>Need to be honest about what is possible, the damage that could result from flooding and the benefits of carrying out different FCRM activities as well as the possibility of funding. Be honest about the economic benefits – for existing businesses and developers/future investors in Barnsley – this also needs to link to the SAB and the Local Plan.</p> <p>Need to include information about what is done to manage flood risk now and its impact</p> <p>Need a communications strategy – need to communicate information that empowers people and communities.</p> <p>Need to be aware that not able to get developers to pay for things off their site through planning systems</p>	<p>We have aimed to be as honest and open about what we do as possible and the approaches we take – through the Principles.</p> <p>We have linked FCRM activity with the Local Plan and the emerging SAB guidance and responsibilities in sections 4.6</p> <p>We have developed a Communications Plan designed to raise awareness and encourage engagement</p>
Objectives/Actions		
Group 1 Flipchart/Feedback from Workshop 2	<ul style="list-style-type: none"> • Manage response • Manage recovery • Prevent where possible • Core team to develop strategy • Set clear responsibilities • Integrated with current groups/structures • Publicise positive effects of actions 	<p>We have incorporated most of these points within the principles and set out the responsibilities of partners and communities in the text, see section 5</p> <p>The Strategy has been developed using this feedback and that of others who were unable to attend the workshop. These people have been used as a pre-public consultation group.</p>
Group 2 Flipchart/Feedback from Workshop 2	<ul style="list-style-type: none"> • Realistic/ deliverable/ achievable • Better communication with community • How do we work together, better 	<p>We have used these to set the principles and objectives. We have reviewed our action plan to ensure its clear who and how we work better together, and that the action are realistic/deliverable/achievable</p>

Appendix F

Where was comment made	Comment	How we have dealt with in the Barnsley LFRMS
Group 3: Feedback from Workshop 2	Aims and Objectives: creating opportunities and making links with wetland creation and value but where this relates to District/Strategic SuDS systems, it needs to link with spatial planning – the Local Plan could also help identify opportunities – links to planning policies	Reflected in the Objectives

Other things we need to follow up:

- **Share with others (from feedback forms):** It would be good to get feedback from the EA who attend other similar meetings with other LLFAs
- **Need to make links with (From feedback forms):** the up and coming cabinet report on what the extent of the flood response will be from the Health, Safety and Emergency Res team.

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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, Place Directorate**

TAXI LICENSING UPDATE

1. Purpose of Report

- 1.1 To inform Members of the programme of taxi licensing activity progressed within Regulatory Services, particularly in relation to safeguarding children, improving on existing standards and with the key priority of ensuring the safety of the paying public.

2. Recommendations

- 2.1 To consider the report and progress made so far.
- 2.2 That approval be given for the Licensing Team to put a business case together to introduce taxi cameras in all licensed vehicles.

3. Introduction

- 3.1 Following the publication of the Dame Louise Casey review and more recent Rotherham Update Paper, Barnsley MBC's Licensing Service was able to confirm that a number of measures introduced by Rotherham MBC were already firmly in place in Barnsley. Whilst this is reassuring, it is important to ensure that the existing robust processes and policies are regularly reviewed to ensure public safety.
- 3.2 The Licensing Service has considered a number of improvements implemented by Rotherham MBC that are not already in place in Barnsley, and assessed the merits of introducing them here.
- 3.3 Standard Convictions Policy
- 3.3.1 Initial assessment of convictions policies across South Yorkshire shows that there is a good degree of consistency. Where appropriate, policies are tailored to specific issues within individual authorities, such as the Child Sexual Exploitation (CSE) situation in Rotherham.
- 3.3.2 The current convictions policy in Barnsley bears many similarities to that of Rotherham, particularly in relation to the convictions to be considered and the time period that must have elapsed since conviction before an individual can be considered "fit and proper" to be a licensed driver. It is felt that the current policy is robust enough to deal with any matters of

concern that arise in relation to drivers, but it will be regularly reviewed to ensure that this remains the case.

3.3.3 Having said this, the Licensing Service in Barnsley, along with other local authorities, is firmly of the view that national minimum standards should be introduced by the Government to ensure that any existing anomalies between policies are not perpetuated and that local authorities can be confident that all taxis in their area are operating to consistent and acceptable standards, whether licensed by them or not. The Service will take every opportunity to lobby government to this end.

3.4 Retrospective Application of the Convictions Policy to all Existing Drivers

3.4.1 Rotherham MBC, due to the extent of the problems identified in relation to CSE in particular, has applied its convictions policy to all current drivers and assessed them against it. This has resulted in 6% of its 1,200 drivers having their licences revoked.

3.4.2 Officers have considered taking a similar line in Barnsley, but advice from Legal Services is firmly that extreme caution should be exercised here, that there may not be sufficient evidence in place at this time to show a similar CSE problem in Barnsley as that which has existed in Rotherham.

3.4.3 Officers are of the view that there is not enough evidence relating to the taxi trade in Barnsley to justify retrospective application of the convictions policy. If such a move were to be made here, the Council would run the risk of legal challenge, possibly via judicial review, and that the current good working relationship with the taxi trade in Barnsley would be compromised.

3.4.4 The Council continues to robustly apply its convictions policy to current drivers when any new information or intelligence comes to light. This has resulted in eight drivers having their licences revoked recently due to matters of concern being reported. All drivers continue to have extensive criminal records check carried out when any application for, or renewal of, a licence is made.

3.5 Shared Database

3.5.1 Information sharing between local authorities and partner organisations is critical to the effective enforcement of taxi licensing. To this end, officers from Barnsley and neighbouring authorities got together to develop a shared database whereby any driver licence revocations or refusals could be entered onto the database and shared between colleagues. This would go some considerable way to preventing a driver from having their licence revoked in one area, only to carry on working in another area, or to have a licence granted in another area.

3.5.2 The work started in South Yorkshire has now been picked up nationally, and the Institute of Licensing and the National Anti-Fraud Network have been commissioned to deliver a national database of taxi driver licence refusals and revocations.

3.5.3 While a national database will not in itself solve all the challenges faced by Licensing Services in relation to taxi drivers and operators, it is an important sector-led step in preventing drivers having licences refused or revoked in one area and then working in another.

3.5.4 The Licensing Service will continue to support and participate in the development of the national database wherever possible.

3.6 Taxi Cameras

3.6.1 Rotherham has also mandated that all taxis licensed in its area should have taxi cameras fitted.

3.6.2 It is felt that introducing a similar requirement in Barnsley would be appropriate.

3.6.3 Introducing taxi cameras in Barnsley would involve a lengthy and difficult process, including the gathering of suitable evidence to justify such a move and close collaboration with the Information Commissioner's Office to establish the rules and constraints within which any such scheme would have to operate.

4. **Proposal and Justification**

4.1 It is proposed that Members give the go-ahead for officers to commence the process of establishing a business case to justify the introduction of cameras in all licensed vehicles in Barnsley, including making contact with the Information Commissioner's Office to agree the framework within which any such scheme would have to operate.

4.2 Whilst not complacent in anyway, there is not the evidence that Barnsley has a CSE problem on the same scale as Rotherham. Having said that, it is felt that installing cameras in taxis would provide reassurance to both drivers and passengers, and would help to ensure their safety.

5. **Consideration of Alternative Approaches**

5.1 A decision not to approve the mandatory installation of taxi cameras in all licensed vehicles does not support the prevailing need to ensure the well-being and safety of both drivers and passenger.

6. **Implications for Local People and Service Users**

6.1 The programme of activity to be undertaken will ensure those licensed to drive licensed vehicles and members of the paying public benefit from improved licensing standards, thus ensuring the safety of those who live, work and visit the borough.

7. Financial Implications

- 7.1 Consultations on the financial implications have taken place with representatives of the Service Director – Finance (S151).
- 7.2 The purchase/installation cost of taxi cameras will be borne by the licensed driver and/or vehicle proprietor. There are no other financial implications emerging from this report.

8. Employee Implications

- 8.1 There will be some additional duties placed on officers within the Licensing team in that the Service will have some data management responsibilities for recordings taken from cameras in taxis, but it is intended that this is contained within existing resources.

9. Communications Implications

- 9.1 There are no immediate communications considerations arising from this report. However, throughout the period of policy and process review, there have been a number of public media campaigns in respect of the use of licensed taxis. It will also be necessary to communicate clearly with the taxi trade and the general public as and when cameras are installed in vehicles.

10. Consultations

- 10.1 The Council's SMT has been consulted on the content of this report.

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

- 11.1 The protection of vulnerable children and adults remains a key Council priority, thus enabling people achieve their potential.

12. Promoting Equality, Diversity, and Social Inclusion

- 12.1 There are no implications resulting from this report.

13. Tackling the Impact of Poverty

- 13.1 There are no implications emerging from this report

14. Tackling Health Inequalities

- 14.1 This programme of work promotes the health and safety of vulnerable children and adults transported in licensed vehicles across the borough.

15. Reduction of Crime and Disorder

- 15.1 The mandatory introduction of taxi cameras and the over-arching review of licensing policies and processes, along with the establishment of a national database, will assist the Council in reducing crime and disorder across the

borough. Ensuring those licensed to drive are, in accordance with the LG(MP)A76, both professional and aware of the safety of passengers and vehicles at all times is a key aspect off all the changes made, and proposed, to the licensing regime in Barnsley

16. Risk Management Issues

16.1 Delivery of licensing services, including issues relating to CSE, is already referenced in the Regulatory Services risk register. It is anticipated that the measures already in place, plus the introduction of cameras in taxis, will serve to mitigate any risk to the Council.

17. Health, Safety & Emergency Resilience Issues

17.1 There are no implications emerging from this report.

18. Compatibility with the European Convention on Human Rights

18.1 The Council wide approach to ensuring Council Services with a stake in safeguarding the general public continue to learn from the Casey Report, in accordance with the right for both vulnerable children and adults to be protected from harm and exploitation.

19. Conservation of biodiversity

19.1 There are no implications resulting from this report

20. Glossary

20.1 CSE Child Sexual Exploitation
NAFN National anti-Fraud Network
LG(MP)A76 Local Government (Miscellaneous) Provisions Act 1976

21. List of Appendices

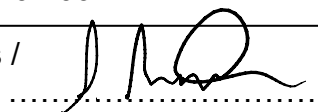
2.1.1 There are no appendices to the report

22. Background Papers

Background papers used in the compilation of this report are available to view by contacting the Licensing Service, Barnsley MBC, PO Box 634, Barnsley, S70 9GG.

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Date: 07/09/17

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 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

(15th November 2017)

BARNSELY SPECIAL EDUCATIONAL NEEDS AND DISABILITY SCHOOL PLACEMENT SUFFICIENCY STRATEGY (2017-20)

1.0 Purpose of the Report

- 1.1 To present for Cabinet's consideration the Borough's draft Strategy for developing a more sustainable system for commissioning and providing sufficient placements for pupils with special educational or complex needs, including a disability (SEN(D)).

2.0 Recommendations

- 2.1 **Cabinet notes the proposal and justification for the development of the SEN(D) School Placement Sufficiency Strategy (2017-20) with a view to its approval and adoption.**

3.0 Introduction

3.1 The Local Authority's Role And Responsibilities

- 3.2 Part 3 of the Children and Families Act (2014) requires the local authority to ensure partner agencies work together to undertake a detailed assessment of local need and for arrangements to be in place to plan and commission education, health and social care services for children with SEN(D).

3.3 Local And National Context

- 3.4 In Barnsley, the percentage of SEN(D) children with a Statement of Special Needs or an Education and Health Care Plan (EHCP) as a proportion of the school population, continues to rise and is consistently higher than both the Regional and National Average.

- 3.5 Equally, the number of SEN(D) children without a Statement yet who are still eligible for support (including children in care) in the Borough, also exceeds the Regional and National Average.

- 3.6 In addition, the number of requests for statutory assessments of need, arising through the above Act, leading to conversion into EHCPs, has, also, significantly increased in the intervening period.

- 3.7 To add to the pressures in all areas of activity within the system, a consistently high number of pupils continue to have their needs met through out of Borough placements, including within independent provision, after efforts to place them, locally, in either mainstream or specialist schools, have been exhausted.

- 3.8 In commissioning school placements, Part 3 of the Children and Families Act requires the local authority to consult parents of pupils with SEN(D) on their preference, in view of the right, under the above Act, to request a specific school, college or other setting to be named in their child's EHCP.
- 3.9 The local authority must, subsequently, comply with such a preference and name the provision, unless one of the following situations emerge:
- The placement would be unsuitable for the age, ability, aptitude or needs of the child or young person, or
 - The attendance of the child or young person at this particular setting would be incompatible with ensuring the efficient education of other pupils or the effective use of resources.
- 3.10 In summary, all SEN(D) pupils who have been placed in education placements which are located outside the Borough, are the result of local mainstream or specialist schools or academies indicating that they cannot meet their needs; or have no available places or if the parent(s) preference is for this specific setting to which the local authority must comply, particularly if it cannot reasonably refuse the request.
- 3.11 In a reflection of developments taking place nationally and regionally, demand among Barnsley children and young people for SEN pupil school places is such that the financial allocation from the Schools Block Funding (Higher Needs Element) is no longer able to fund the level and type of provision required.
- 3.12 This demand is almost certain to become more intense during the remainder of the period of the Council's Medium Term Financial Strategy (MTFS). The most significant challenges will be in relation to meeting the educational needs of children and young people whose primary need concern the following:
- Social, emotional and mental health (SEMH)
 - Autistic spectrum disorder (ASD)
 - Speech, language and communication (SLCN)

4.0 Sufficiency Planning: Review Of Current Provision

- 4.1 A local authority review of resourced provision and independent sector out of Borough placements was undertaken earlier this year. A summary of the outcomes of this review is summarised below:
- 4.2 Barnsley Based Resource Provision (RP)
- Feedback provided by pupils and parents indicate that pupils are placed in placements which are appropriate to their needs with a good level of satisfaction.
 - All except one of the local settings, containing SEN pupil placements are judged to be 'Good' or better by Ofsted.
 - The majority of pupils placed in Barnsley RP are showing progress at an expected level or better.
 - However, there is a lack of clarity over appropriate pathways and decision making in the allocation of placements within Barnsley based RP. There is also

potential inequity in some elements of RP which could impact upon the range of placements offered; parental choice and the optimum use of resources.

4.3 Independent Provision In Barnsley And Out Of Borough Provision

- There exists scope to build capacity in order to offer the type of provision, currently delivered outside the Borough, within Barnsley. This could, also, prove beneficial in terms of reducing the time spent by pupils in travelling to and from their placement.
- Whilst there are some examples of good or outstanding practice, the quality of learning environments among settings, is variable. However, no serious concerns were evident, through the review.
- Placement planning for children with multiple or complex needs is improving with 15 places at Greenacre School able to be offered to pupils by the statutory offer deadline of 15th February 2017.

5.0 Proposal And Justification

5.1 Barnsley Draft SEN(D) School Placement Sufficiency Strategy (2017-20)

5.2 In recognition of the contextual framework set out in Sections 3 and 4 of this report, the current model for the planning and commissioning of sufficient placements for SEN(D) children where, in particular, needs are unable to be met locally, leading to them being placed outside the Borough, is becoming increasingly unsustainable.

5.3 In response to the challenges emerging, a draft SEN(D) School Placement Sufficiency Strategy has been developed for Cabinet's consideration. This is enclosed as Appendix 1 to the report.

5.4 As well as providing greater detail, concerning the national and local context, the draft Strategy, in particular, proposes a place based action plan in order to tackle these challenges and establish a more coherent, effective and sustainable system for commissioning education placements for SEN(D) pupils.

5.5 Among the key objectives of the draft Strategy will be to reset the current balance between Borough based provision and the types of provision used to provide placements outside of the Borough as part of providing the best type of placement closer to home; improving parental choice and the quality of the pupil's experience. This will be progressed through the following:

- Ensuring best value is delivered through existing specialist resources.
- Developing the engagement of children, young people and families in the planning and commissioning of provision.
- Development of sufficient specialist placements in order to meet need, including through school places planning; establishment of a discretionary fund to enhance local provision and working with partners to develop collaborative commissioning for specialist provision.
- Enhancing a 'graduated response' as part of developing the capacity and potential of local mainstream schools and academies to meet the needs of children and young people with SEN(D).

6.0 Consideration of Alternative Approaches

- 6.1 In order to comply with its statutory duty of providing a sufficient number of placements for a growing percentage of children and young people with SEN(D) whilst achieving value for money and a more effective use of resources, the Council has no alternative but to develop a system and approach which is more sustainable yet, at the same time, is envisaged to yield improvements in the range of choice on offer, particularly through improving provision which is closer to home.
- 6.2 Partners believe that the draft Strategy represents the best approach, moving forward.

7.0 Implications for Local People and Service Users

- 7.1 Through the measures summarised in Paragraph 5.5, the draft Strategy aims to improve the potential of children and young people with SEN(D), improve the experience of parents and carers in accessing this service and to build the resilience and independence of such children and young people in support of their transition to adulthood.

8.0 Financial Implications

- 8.1 The DSG high needs funding represents the main source of funding of direct SEN support to pupils / learners. Barnsley's 2017/18 DSG high needs funding is **£13.7M**. Under the current funding system, the majority of SEN support will be the responsibility of the school or provider where the pupil attends. The first £10,000 of support required by a pupil will be met by the school or provider from their core budget. Where the pupil requires additional education support, 'top up' funding will be provided (from its DSG high needs block budget) to the school, based on an assessment of needs. The following outline the planned use of high needs funding for 2017/18:

2017-18 DSG High Needs Budget	£M
Mainstream schools / academies	2.576
Special schools / academies	3.847
Alternative provision (PRU / Behaviour support)	1.431
Specialist resource provision	1.060
Out of Authority SEN placements	2.418
Children centres/PVIs (early years)	0.064
SEN support services	0.679
FE colleges (post 16)	1.191
Other (SALT; HTST, etc)	0.394
	13.660

* excludes the over-commitment of £1.6m carried forward from 2016-17

- 8.2 A financial risk of £5.1m currently exist in the high needs budget in 2017/18 and mainly relates to SEN out of authority placements. This risk is comprised of the budget deficit carried forward from 2016/17 **£1.6m** and an in-year recurrent pressure of **£3.5m**. The cost pressure is a consequence of the increased number and cost of SEN pupils / learners placed in external specialist institutions / schools, mainly due to lack of suitable and appropriate places within the borough.

Projection of future needs / cost

- 8.3 Based on average trend to date of Barnsley's total school and SEN pupil population and pupils with statements or EHCP (3.9%), it is reasonable to project or assume an average annual growth of 20 SEN specialist placements. It is assumed that 50% of future annual growth would require placements in out of authority independent / non-maintained schools (due to lack of places within the borough). The following detail the financial impact of the increasing use of external / out of borough placements:

	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23
No. of independent school placements	146	156	166	176	186	196
Projected costs (£k)	5,936	6,376	6,762	7,149	7,535	7,922
Current budget (£k)	-2,418	-2,418	-2,418	-2,418	-2,418	-2,418
Projected deficit (£k)*	3,518	3,958	4,344	4,731	5,117	5,504

* Deficit in 17/18 excludes the £1.6m carry forward from 16/17

- 8.4 The current financial year (Q2 position) and average unit cost of placements has been used as the baseline for projecting future years' funding requirement. Based on the above assumptions, the in-year deficit is expected to rise from £3.5m to £5.5m by 2022/23. The budget envelope for future years excludes additional funding that would from the new high needs national funding formula (NFF). Likewise, no provision has been included for annual inflationary increases in prices.

Managing demand / financial impact

- 8.5 A number of commissioning intentions have been put forward aimed at increasing specialist places locally and to address the challenges faced by the authority with regards to placement sufficiency and demand (see paragraph 5.5). The estimated cost of implementing these actions is estimated at £0.7m in 2018/19 rising to £1.9m by 2020/21 (comprised of both place and top up funding, using benchmarked rates applicable for similar provision in other local authorities). The Impact on out of authority independent schools placements and costs are detailed in the table below:

Placement planning	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23
Independent schools placements	146	146	146	146	146	146
annual demographic growth		10	20	30	40	50
New SEMH places		-10	-20	-30	-40	-50
New SLCN places		-2	-5	-8	-10	-10
New Abbey school places		-10	-10	-10	-10	-10
New ASD places				-10	-20	-20
Impact of graduated response			-10	-20	-30	-40
	146	134	121	98	76	66

	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23
number of pupils / placements	146	134	121	98	76	66
Est costs of new places (£k)	0	695	1,501	1,923	1,960	1,998
Projected costs (£k)	5,936	5,525	5,023	4,134	3,284	2,897
Current Budget (£k)	-2,418	-2,418	-2,418	-2,418	-2,418	-2,418
Projected Deficit (£k)	3,518	3,803	4,106	3,639	2,826	2,477

- 8.6 It is envisaged that the additional specialist places locally would provide much needed capacity to manage annual demographic growth as well as allow for the reduction of current out of borough placements (of 80 by 2022/23). The outcome of the proposed commissioning actions would result in a net reduction in the recurrent budget deficit from the current £3.5m to £2.4m over the next 5 years (inclusive of the investment cost of the new places).

Financial Sustainability

- 8.7 There is an ongoing financial sustainability issue as the additional funding through the new high needs national funding formula and the proposed transfer of funding from the schools DSG block (£2m by 2019/20) would not fully address the projected deficit (see table below).

	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23
	£k	£k	£k	£k	£k	£k
deficit b/fwd	1,645					
Forecast annual deficit	3,518	3,803	4,106	3,639	2,826	2,477
Transfer from schools block	0	-700	-700	-700	-700	-700
Additional NFF funding*	0	-702	-1,309	-1,309	-1,309	-1,309
Annual net deficit	5,163	2,401	2,097	1,630	817	468
3 year cumulative position	5,163	7,564	9,661			

- 8.8 Whilst flexibility within the DSG regulations allows deficit to be carried forward from one year to the next (subject to schools forum approval), this is only limited to 3 years (also the introduction of the 'hard formula' from 2020/21 is a limiting constraint). The following options will need to be considered to address the ongoing annual sustainability issue:

1. Dialogue with the DfE / EFA regarding additional funding to address the funding requirements for the additional specialist places and to seek approval to manage the deficit over a longer timeframe. Currently, no provision is built within the model for additional funding to cover or mitigate the cost of the new commissioned places;
2. Increase the level of funding transferred from the schools block in 2018/19 to 1.5% (£2.1m). The approval of the Secretary of State for Education is required for proposed application to transfer above the 0.5% limit;
3. Seek to transfer additional funding from schools in 2019/20 at the 0.5% limit. This would result in an overall transferred funding of £2.8m by 2019/20. Schools forum approval will be required. It is expected that current flexibility to transfer funding between DSG funding blocks will cease with the move to the 'hard formula' from 2020/21 (when schools budgets will be determined nationally through the NFF by the Government);
4. Ongoing assessment / review of current out of authority placements;
5. Consider a review of thresholds, with a view of reducing top up funding provided to schools to meet assessed needs (in light of increased NFF funding to

schools). This would be undertaken alongside a review of other centrally retained DSG budgets.

- 8.9 The table below shows the impact of the increased funding from schools (options 2 and 3 above) on the funding gap over the next 5 years:

funding model based on 1.5% transfer from schools in 18/19 and additional 0.5% in 19/20

	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23
	£'000k	£'000k	£'000k	£'000k	£'000k	£'000k
deficit b/fwd	1,645					
Forecast annual deficit	3,518	3,803	4,106	3,639	2,826	2,477
Transfer from schools block	0	-2,100	-2,800	-2,800	-2,800	-2,800
Additional NFF funding*	0	-702	-1,309	-1,309	-1,309	-1,309
	5,163	1,001	-3	-470	-1,283	-1,632
Cumulative position	5,163	6,164	6,161	5,691	4,407	2,775

9.0 Employee Implications

- 9.1 No workforce implications have been identified through the development of the draft Strategy.

10.0 Communications Implications

- 10.1 Subject to Cabinet approval, the draft Strategy will be published and signposted via the Council's Web site and its networks as part of ensuring relevant practitioners are aware of its objectives within the context of a partnership based approach; the joint commissioning of provision and the improvement of educational, health and wellbeing outcomes for all SEN(D) children and young people requiring placements.

11.0 Consultations

- 11.1 The draft Strategy has been formulated in consultation with the Council's Senior Management Team and relevant partners and representatives of the Barnsley Children and Young People's Trust, including the Barnsley Alliance for Schools Board.

12.0 The Corporate Plan and the Council's Performance Management Framework

- 12.1 The draft Strategy and action plan will support Corporate Plan priorities in relation to 'People Achieving Their Potential' together with the strategic priorities of the Barnsley Children and Young People's Plan (2016-19) (including that every child attends a good school as well as early targeted intervention for those whose needs merit such support)

13.0 Promoting Equality, Diversity and Inclusion

- 13.1 The draft Strategy specifically promotes improvements in the potential of children and young people with SEN(D) who are defined as a protected group under the Equality Act and Public Sector Equality Duty.

14.0 Tackling the Impact of Poverty

14.1 The draft Strategy will help in ensuring the impact of SEN, including disabilities or any other complex needs upon a child or young person's educational outcomes and overall wellbeing, is minimised so that they can go on to become more confident and active citizens and benefit from the economic prosperity and increased social capital arising through both investment in the Borough and improvements in the health and wellbeing of local communities.

15.0 Tackling Health Inequalities

15.1 Please see Paragraph 14.1

16.0 Reduction of Crime and Disorder

16.1 There are no implications for tackling crime, disorder or anti social behaviour emerging through consideration of the draft Strategy.

17.0 Risk Management Issues

17.1 The draft Strategy intends to place the Council in a better position to comply with its statutory duty relating to the development of a local SEN 'offer' (including sufficient education provision).

17.2 The action plan will incorporate a risk log which should enable swift management action to be taken, where necessary, to maintain progress against objectives and to prevent any impact upon the attainment of SEN(D) pupils. These risks will be recorded in the Business Unit 1 operational risk register and regularly reviewed by the Senior Management Team.

18.0 Health, Safety and Emergency Resilience Issues

18.1 There are no health, safety or civil resilience implications arising through this report.

19.0 Compatibility with the European Convention on Human Rights

19.1 The draft Strategy supports our commitment to the United Nations Convention on the Rights of the Child and is fully compatible with the EU Convention.

20.0 Conservation of Biodiversity

20.1 There are no implications for the local environment or the conservation of biodiversity emerging through the report.

21.0 Glossary of Terms and Abbreviations

21.1 None, applicable.

22.0 List of Appendices

22.1 Appendix 1: Barnsley Draft Special Educational Needs and Disability School Placement Sufficiency Strategy (2017-20)

Annex to Appendix 1: Draft Strategy 'Plan on a Page' Version

23.0 Details of Background Papers

23.1 Background papers used in the formulation of this report are available to view by contacting the Education, Early Help and Prevention Service, People Directorate, Barnsley MBC, PO Box 634, Barnsley, South Yorkshire S70 9GG.

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Date: 11th September 2017

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

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EVERY CHILD
make
EVERY DAY
count
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Document revision control

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Document Sponsor: Margaret Libreri, Service Director Education , Early Start & Prevention (BU1)

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Linked Strategies / Plans:

Children and Young People Plan 2016-19

Barnsley SEND Strategy 2016

Review of Adolescent Pathways and Support (2017-20)

Children Missing Education (2017)

Sufficiency of School Placements for Children with Special Educational Needs & Disability (SEND)

Introduction

Background

Barnsley faces considerable pressure in continuing to meet the needs of pupils with Special Educational Needs and Disabilities (SEND). There are increasing numbers of pupils with an Education, Health and Care Plan (or its predecessor, the Statement of Special Educational Needs) and in-borough special school provision is currently over-subscribed. Our ambition should be that wherever possible children and young people have their needs met in their chosen mainstream setting, educated alongside their peers within their local community.

This SEND Sufficiency Strategy sets out how Barnsley will address pressures within the system, particularly by placing a renewed focus on developing capacity locally to meet the needs of pupils with SEND. Review activity to date has highlighted some areas where significant improvement can be made locally, particularly to prevent pupils having to travel extensively out of borough. Development of this strategy has provided the opportunity to take stock of the range, diversity and impact of commissioned provision and to propose a series of actions to better develop the SEND local education offer.

The actions proposed will form the basis of consultation and engagement with parents / carers and children and young people, to ensure their influence over the development of local services.

The Need for a SEND Sufficiency Strategy in Barnsley

Duties set out under the Children and Families Act (2014), state that local authorities must ensure that services work together where this promotes children and young people's wellbeing or improves the quality of special educational provision (s25).

Local authorities must work with one another to assess local need, and must have arrangements in place to plan and commission education, health and social care services jointly for children and young people with special educational needs or disabilities (s26).

Commissioning arrangements should be informed by a clear assessment of local needs and make best use of all the resources available in the area to improve outcomes for children and young people in the most efficient, effective, equitable and sustainable way.

In order to inform commissioning decisions, partners should draw on the wide range of local data sets as well as qualitative information about the likely education, health and social care needs of children and young people with SEN or disabilities.

Data sets reflecting demography, prevalence, numbers of children with special needs and primary need category, use of out-of-area placements for those with low incidence needs, analysis of the key performance indicators and information from the early years foundation stage profiles should all be used to reflect local levels of need and inform sufficiency.

The data pertaining to children placed out of Borough, in specialist provision and cost analysis must be taken into account when evidencing local need and how local resources can respond to that need. Thus, the correlation between sufficiency and future commissioning is clear.

Sufficiency planning also supports any requirements for resources to be re commissioned/de commissioned or developed as the base level of need is clearly evidenced with accurate forecast data supporting future service planning.

Aims of this Strategy:

To maximise available resource to ensure children and young people have access to the right school provision to meet their needs, wherever possible within Borough.

To realise our ambition, as stated in the Barnsley SEND Strategy, that children and young people wherever possible are educated within their own community.

To ensure all commissioned provision delivers best outcomes within a value for money framework and works effectively with local mainstream and specialist settings to support children and young people within their family and community networks.

To develop a partnership approach to ensuring the appropriate range and capacity of provision is available locally to meet the needs of pupils with SEND.

Objectives:

To deliver a system-wide approach that:

- places children, young people and families at the centre of planning, respecting their views and working with them as partners to deliver best possible outcomes;
- works together to prevent wherever possible children and young people from requiring non-mainstream and specialist education;
- promotes person-centred specialist support ,where required, with a view to building capacity in mainstream and inclusive provision wherever this can be said to be in the best interests of the educational and broader outcomes of the child and their family (graduated response);
- ensures that children and young people requiring ongoing specialist support are placed in the best possible provision to meet their needs and are supported to experience a stable and enjoyable school life.
- promotes support and provision to young people to allow them to develop their independence and to enjoy a successful transition to adulthood

Assessment of Need

Local and National Context

- In January 2016, Barnsley's SEN population was 14.9% compared with 14.4% nationally.
- The current school population in Barnsley is 33, 281 (January 2017), an increase from 32,761 in January 2016.
- The current (April 2017) SEN population (including post-16) is 8716 and is profiled across stages as follows:
 - Early Years 800 **
 - Primary 2,972 - Reception to Year 6
 - Secondary 1,294 - Year 7 to Year 11
 - Post-16 3650

** The Early years figure includes 2, 3, and 4 years olds; however, the Primary figures will also include some 4 years olds who have started in Reception.

For SEN support the proportion for All English authorities ranges from 6.5% to 19.4%. Barnsley has a value of 11.1%, compared to an average of 11.9% in All English authorities.

- Barnsley generally has higher numbers of children subject to a statement of SEN or an Education, Health & Care Plan (EHCP) than is the case regionally and nationally.
- Statements / EHCPs as a % of school population (January 2016)*:
 - England 2.8%
 - Yorkshire & Humber 2.4%
 - Barnsley 3.8% (excluding out of borough placements)

Across All English authorities, the proportion of pupils with statements or education, health and care (EHC) plans ranges from 0.3% to 4.5%. Barnsley has a value of 3.8%, compared to an average of 2.8% in All English authorities.

There were 1,726 children and young people in May 2017 with a statement of special needs or an EHCP.

In Barnsley, 40.0% of looked after children are on SEN support without a statement, compared to 37.5% in All English authorities. 35.8% of looked after children in Barnsley have a statement of SEN or EHCP, compared to 30.0% in All English authorities (2013/14 academic year).

In September 2017, there were 174 looked after children placed in Barnsley by other local authorities compared to 99 placed out of area by Barnsley. Of these 99, two thirds are placed within 20 miles of Barnsley and, for school age children, likely to maintain their local school placement.

32.5% of children in need in Barnsley are on SEN support and 19.8% of children in need have a statement of SEN or EHC plan. This compares in turn to all English authorities at 28.1% and 21.9%.

**all comparator data is drawn from January 2016 School Census Special needs and Disabilities in England SFR29/2016 which covers Nursery to Year 11.*

Attainment and progress at Key Stage 4 in Barnsley is 'significantly below' national averages for pupils with a statement of SEN / Education, Health & Care Plan or in receipt of SEN Support (2016 Attainment 8 and Progress 8 scores)

Current Position in Barnsley

The local authority is responsible for 1726 Statements of Special Educational Need and Education Health and Care Plans, 36.3% are placed in specialist provision and 63.7% in mainstream.

PHASES	TYPE OF PROVISION																
	CM	FC & VOL	MA	MS	NMS	PRE	APA	EHE	IND	NP	OIN	OLA SP	RP	SA	EOTAS	MP16	ISP
EARLY YEARS	2	15	2	6	2	4	0	0	0	0	0	0	0	0	0	0	0
PRIMARY	0	0	66	328	8	0	1	9	25	6	1	7	36	147	0	0	0
SECONDARY	0	0	76	240	7	0	12	7	43	9	2	21	26	194	2	3	0
POST 16	0	0	1	5	6	0	0	0	8	4	0	2	0	74	0	315	4
	2	15	145	579	23	4	13	16	76	19	3	30	62	415	2	318	4
Total = 1726																	

- CM – Child Minder
 - FC & VOL – Early Years Family Centres and Voluntary Nurseries
 - MA – Mainstream Academies
 - MS – Mainstream School (Maintained)
 - NMS – Non Maintained Special School
 - PRE – Pre School
 - APA – Alternative Provision Academy
 - EHE – Elective Home Education
 - IND – Independent Special School
 - NP – Not yet placed
 - OIN – Other Independent School
 - OLASP – Other Local Authority Special School
 - RP Resource Provision
 - SA – Special Academy
 - EOTAS – Educated Other Than At School
 - MP16 – Mainstream post 16 provision
 - ISP – Independent Specialist provider
- Note: These figures do not include early years children or post-16 students placed in specialist provision.*

Barnsley LA has the highest percentage of Statements and EHCP's compared to statistical neighbours.

The Local Authority is required to provide a statistical return to the Department for Education referred to as the SEN 2 return. This highlights trends in activity and requires explanations if significant variances are reported. From the SEN 2 return the table below highlights the increase in maintained statements and plans that the Local Authority is responsible for. This shows that over a 4 year period there has been an increase of approximately 500 cases being maintained by the LA. This in turn has a significant financial impact as well as a resource implication adding to the pressure within the High Needs Block.

	<u>S</u>	<u>E</u>	<u>TOTAL</u>
SEN2 2013	1211	0	1211
SEN2 2014	1216	0	1216
SEN2 2015	1310	5	1315
SEN2 2016	1142	232	1374
SEN2 2017	848	757	1605
Current (May 17)	605	1121	1726

S – Statements

E – Education Health and Care plans

The profile of statements and plans has altered to reflect the transitional arrangements in accordance with the revised legislation in 2014. The statutory requirement is for all Statements to have been converted to Education Health and Care plans by March 2018. As of 1st June 2017 the Local Authority has 575 statements to convert.

Requests for Statutory Assessments of Need has significantly increased over a 3 year Period which, in turn has placed a considerable pressure on resources and allocated funding:

Between 01.09.14 and 31.08.15 there were 248 requests for assessment, this was an average of **20.67** per month over a 12 month period.

Between 01.09.15 and 31.08.16 there were 255 requests for assessment, an average of **21.25** per month

01.09.16 to the 30.05.17 there were 228 requests which averages **25.33** per month

Of the requests for assessment the majority conclude with a plan being issued, based on thorough assessment of what is required to meet a child's needs. Completed assessments over the same period is shown as follows:

01.09.14 – 31.08.15 – 140 (**11.67 per month**)

01.09.15 – 31.08.16 – 166 (**13.83 per month**)

01.09.16 – 23.05.17 – 139 (**15.44 per month** over a 9 month period)

In summary there is an overall increase in all areas of activity for this cohort of pupils, including assessment of need, issuing and maintenance of plans, requests for increased funding and placements in specialist and out of Borough provision.

In June 2017 there were 105 pupils placed out of Borough in independent provision (approved placements for September 2017 increases this number to 136) and 90 pupils placed in other Local Authority mainstream and special schools.

Consultation with local provision is undertaken prior to placing pupils out of Borough in order to determine if the pupil need can be met locally and that a graduated response has been considered. Therefore pupils have been placed out of borough because efforts to place them locally have been exhausted.

The 'primary need' profile of these (out of borough) pupils in June 2017 was as follows:

Primary Need	Pupil Numbers in Independent provision
SEMH (Social, Emotional & Mental Health)	62
ASD (Autistic Spectrum Disorder)	24
HI (Hearing Impaired)	3
PD (Physical Disability)	1
PMLD (Profound & Multiple Learning Disability)	4
SLCN (Speech, Language & Communication Needs)	11

As noted the significant level of needs is attributable to SEMH and ASD. For some pupils there is a dual diagnosis of ASD and ADHD which at times can be problematic when determining the most appropriate provision if there are other associated difficulties.

The numbers of pupils placed in independent and non-maintained/state-funded special schools has increased significantly:

From 01.09.14 – 31.08.15 there were **19** pupils placed (an average of 1.5 per month).

From 01.09.15 – 31.08.16 there were **30** placements (average of 2.5 per month).

From 01.09.16 – 30.05.17 there were **31** places (average of 3.44 per month over a **9** month period).

This increase in placement activity has significantly contributed to the financial pressure highlighted within the High Needs Block.

The table below sets out the number of pupils placed in other Local Authority mainstream and special schools. Barnsley LA still retains financial responsibility for all of these pupils. Funding this provision can at times include both 'top up' and 'place-led' funding.

Type of Need	Pupil Numbers by other Mainstream schools	Pupil Numbers by other LA Special Schools
ASD	17	9
SEMH	4	4
MLD	6	12
PD	1	1
PMLD	0	2
SLCN	12	11
SLD	1	4
SPLD	2	0
Not Confirmed	2	2
Total	45	45
Total Cost	£161,406	£442,323

Parental preference for the Local Authority to consult with specific provision must be pursued in accordance with section 33 and 39 of the Children and Families Act. The child’s parent or the young person has the right to request a particular school, college or other institution to be named in their plan. The Local Authority **must** comply with that preference and name the provision unless:

- It would be unsuitable for the age, ability, aptitude or SEN of the child or young person, or
- The attendance of the child or young person there would be incompatible with the efficient education of others, or the efficient use of resources.

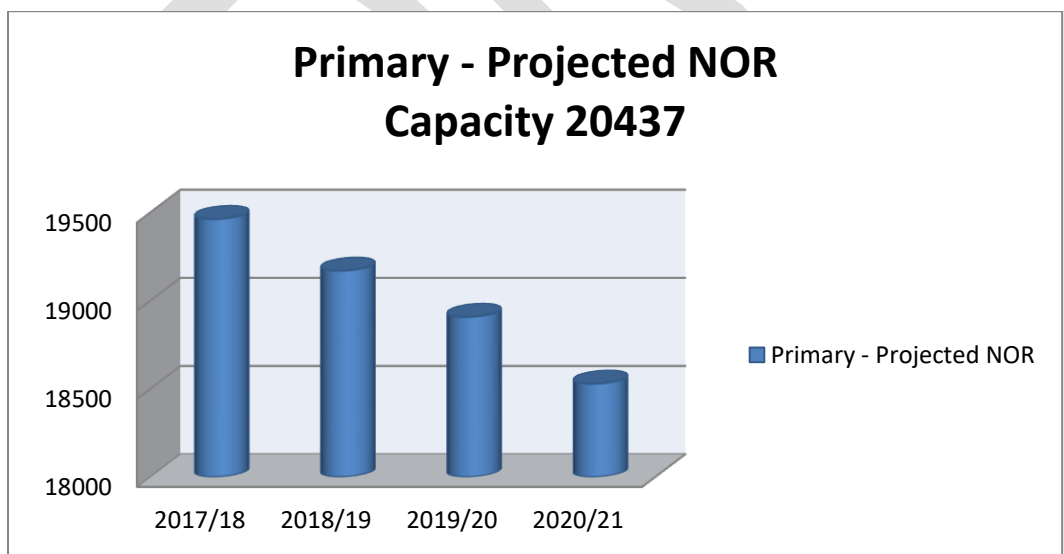
Therefore all of the pupils placed out of Borough have been duly placed as a result of local provision indicating that they cannot meet need, have no available provision or where parental preference is for alternative provision, and the authority cannot reasonably defend a decision not to place out of borough.

Projecting Need at Population Level

There is an anticipated increase in the year 7 school population projected to peak in 2022/23. At the same time, the data demonstrate that numbers in primary peaked in 2017/18 and should start to fall slightly and plateau in subsequent years.

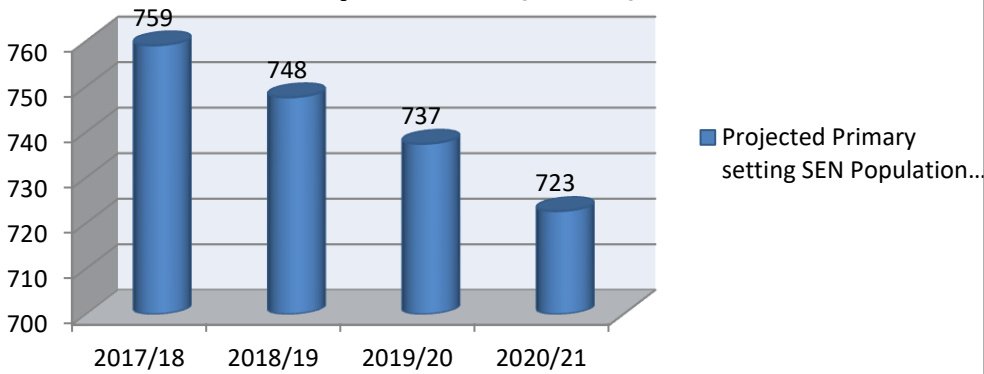
When this is extrapolated for SEND pupils, using a 3.9% EHCP measure, the expectation is that numbers of pupils with an EHCP should remain relatively stable in Primary but continue to increase in Secondary.

The table below details projected numbers on roll for primary phase. These numbers should be treated with caution however as there were around 250 more applications for primary places for 2017/18 than anticipated. The reasons for this are being investigated and projected NOR may need to be further adjusted by this number in due course.



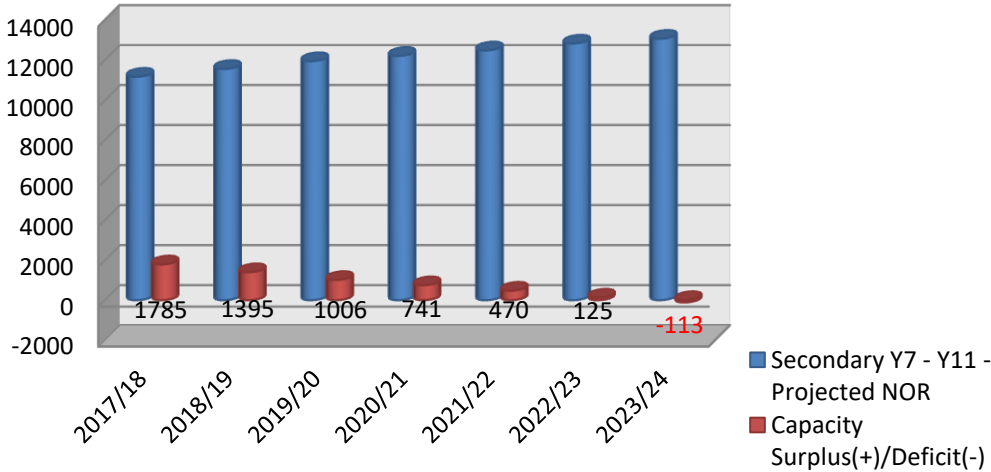
Allowing for a small increase in the rate of pupils with an EHCP, numbers in primary settings is shown below.

Projected Primary setting SEN Population (3.9%)

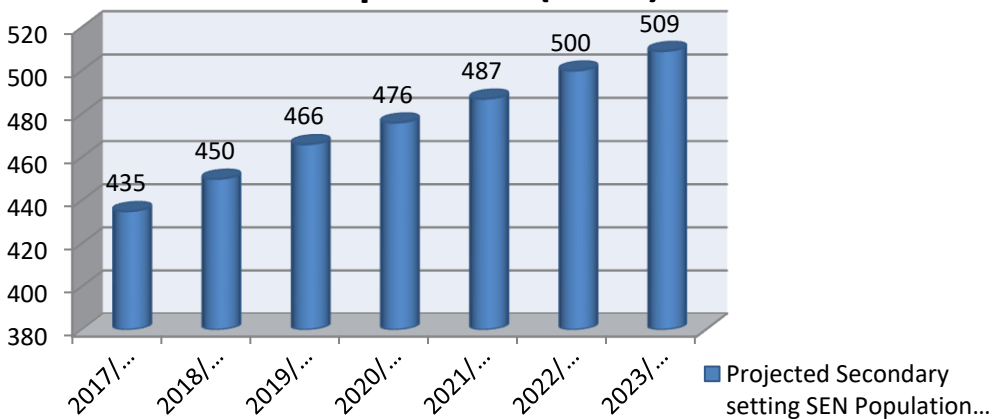


The tables below demonstrate how this looks for secondary phase.

Secondary Y7 - Y11 - Projected NOR



Projected Secondary setting SEN Population (3.9%)



The needs of SEND children are very specific to each individual and can be difficult to predict in terms of prevalence and trends. It is difficult therefore, to anticipate need developing only in line with demographic changes. As the data above suggest, the increase in requests for assessment and the numbers of plans issued, doesn't necessarily correlate with straightforward population growth.

When the Children and Families Act (2014) reforms were first introduced, the expectation was that EHCPs would only be required to support the 2% of pupils with the most complex needs. Anecdotally, authorities around the region and nationally are experiencing growth in demand for assessment and the issuing of plans. The demand for specialist placements appears to be increasing across the region, with the Department for Education recently inviting bids to establish a specialist free school for autism in Doncaster.

The increasing numbers of specialist, out of borough placements are an indication that Barnsley is currently unable to meet the needs of an increasing proportion of SEND pupils within local provision. **This represents the most significant challenge to SEND Sufficiency planning for the coming period.**

In particular, there is a challenge in meeting the needs of children whose primary need is:

- Social, Emotional and Mental Health (SEMH)
- Autistic Spectrum Disorder (ASD)
- Speech, Language and Communication (SLCN)

Of these groups, SEMH and ASD account for the overwhelming majority of out of borough placements.

Sufficiency planning and making the best use of resources

In addition to special school places, Barnsley is required to develop a 'graduated response' to meeting the needs of SEND pupils. Support should be arranged as a continuum, with children helped to remain in their own school wherever possible.

Through the reforms to SEND planning and delivery introduced through the Children and Families Act (2014), local authorities and CCGs have a duty to consider the extent to which children and young people's needs could be met more effectively through integrated planning and commissioning and aligning or pooling budgets in order to offer greater value for money, improve outcomes and/or better integrate services for children and young people.

Partners should consider how best to ensure the resilience of families and local services to enable children and young people with more complex needs to participate actively in their local community, have better access to local services, and the development of universal support to ensure effective use of specialist services.

In order to ensure best use of local resources, sufficiency planning must take into account how accessible and equitable current provision is, including health and social care support. We must also ensure that access and decision making for specialist provision is transparent, with a clear pathway to support the principle that specialist school places and resources are used by children with the greatest level of need.

Sufficiency planning must also ensure that there is adequate provision of the correct type and that it is located within accessible range to the community. This requires us to consult with key stakeholders, partners, children and families to ensure if provision is re/de-commissioned and that any future changes or

relocation of services can be evidenced. Changes to services for children with special educational needs should also be subject to the 'SEN Improvement Test' and duties under the Equalities Act. We need to be confident that we have the right type of provision, of the right volume and in the right place. Provision should be able to meet local need, and thus reduce the number of children being placed out of borough.

The voice of the child, young person and family is central to meeting special educational needs, and consideration must be afforded to parental preference. If we are to develop resilience in mainstream provision and gain greater parental confidence within this sector, this strategy must also take into account place elements and support provision within universal and mainstream services and to reduce the reliance on the limited capacity of our special schools.

The vast majority of children with SEN are supported and educated within mainstream services. We therefore need to reinforce support at key points of transition and in particular at secondary transfer.

The mainstream sector therefore has a crucial role to play when considering SEN support and sufficiency within the Borough.

Use of Resources & Forecast Financial Position

Financial allocations within special needs are often volatile in nature, as it is difficult to project or forecast requests in year, and determine how need may change or alter.

In addition, Barnsley is a net importer from out of Borough, and therefore has to assume responsibility for children moving into the authority from outside Barnsley. Of children that have a statement or EHC plan, the local authority is required to assume legal and financial responsibility for these children. (If a child or young person is also looked after, the 'Belonging Regulations' apply.)

The financial allocation for 2016/17 for Independent and non-maintained provision was £2,145,628. The out turn for 16/17 was £3,899,692, a variance of -£1,754,064.

The financial allocation for other Local Authority Schools (mainstream and special schools out of Borough but not independent) was £551,000. The out turn was £538,197, variance of +£12,803.

The Early Years financial allocation for private and voluntary sector, and family centres was £55,000. The outturn was £50,414. The variance was +£4,586.

The overall variance for expenditure was -£1,722,341.

The overspend position will continue to compound in 2017/18 and subsequent years, pending the implementation of mitigating actions, per attached action plan, commissioning intentions and financial modelling schedules.

The current specialist provision within the Borough is as follows:-

- Greenacre has 320 places (including satellite provision)
- Springwell Special Academy has 96 places (not including alternative provision academy)

- There are 91 places in Resource Provisions across the Borough
In the 2015/2016 academic year, 31.4% of school pupils with statement or EHC plans were placed in these provisions by Barnsley MBC.

The following shows the overall number of high needs places commissioned for 2017/18 AY compared to 2016/17 as notified and confirmed by the EFA under the notification process:

Institution Name	2016/17 Allocated EFA funded places	2017/18 Planned places	Change
Barnsley college	354	334	-20
Greenacre school	323	331	8
Barnsley MBC	0	15	15
Independent Training Services	10	15	5
Royston Meadstead Academy	10	10	-
Hoyland springwood Academy	10	10	-
Carlton Outwood Academy	25	25	-
Springwell Alternative Academy	99	99	-
Springwell Special School	96	96	-
	927	935	8

High needs places	Allocated places 2016-17	Planned Places 2017-18	Change
Horizon	12	12	-
Joseph Locke primary	10	10	-
Worsborough Common primary	10	10	-
Oakhill	8	8	-
	40	40	-

All of the above placements are allocated for September 2017. Two of the resource provisions are over the commissioned numbers by 4 places – these are being funded through exception. Greenacre and Springwell Special schools have all of the places allocated for September 2017.

In addition to the 99 alternative academy (Pupil Referral Unit) places at Springwell, we currently commission 21 places over and above the published admission number (PAN).

The Local Authority commenced the allocation of places for special schools in September 2016 for placement September 2017. Greenacre continues to be oversubscribed as in previous years. For this period of allocations there were 27 available places for Sept 2017. However, due to issues with lack of assurance around continuity of one of the satellite provision and the pupil movement between primary and secondary phases in real terms this has reduced the potential places to 21. There were 59 applications for these 21 places. All places have therefore been allocated and there are still a number of requests that remain outstanding requesting a placement for September.

Springwell Special Academy continues to be oversubscribed. The placement arrangements for pupils within SEMH provision does differ as the placement requests continue throughout the academic year at a greater rate and due to the complexity of need it is a difficult cohort to forecast future provision for.

Review of Current Provision

A review of all our Resourced Provisions and independent-sector out of borough placements concluded in July 2017. The key messages to arise from this review are summarised below.

General Feedback

In general, the range of provision reviewed and the individual cases considered suggest that pupils are placed within provision appropriate to their needs.

There was evidence that parent's / carers' views indicated good levels of satisfaction with provision.

There was also evidence of settings addressing complaints and concerns appropriately and that actions had been taken .

Main findings in relation to Resourced Provisions

A Resourced Provision is a specific arrangement whereby the local authority commissions a designated number of places for specialist provision within mainstream schools and settings. Pupils allocated places in the RP are added to the roll of the school to allow them to be educated and supported within a mainstream while also receiving access to specific expertise to meet their needs.

All but one of our RPs are within local schools that are rated 'good' or better by OfSTED.

The majority of pupils placed in Barnsley RPs are progressing at 'expected' or 'above expected' levels.

There is a particular issue relating to ASD provision at key stages 3 and 4 where pupils are largely progressing at 'below expected' levels.

There is insufficient clarity around appropriate pathways and decision-making as it relates to pupils being allocated placements in our Resourced Provisions.

The provision of some support services to RPs is inequitable (eg SALT) and although it is recognised by reviewers that this may be rooted in historical commissioning arrangements, it potentially impacts on the range of placements offered by individual RPs and on parental choice.

There is a particular issue in relation to the proportion of time a child spends accessing specialist provision as distinct from accessing the mainstream provision available to every other child.

Due to the varying level of complexity of pupil need RPs are required to operate a flexible model and therefore utilise resources differently.

Out of Borough Provision (including Independent School provision within Barnsley)

The first key message to arise from the information available to reviewers is that there is little evidence to suggest that what has been observed in out of borough settings could not be replicated much closer to home and, in most cases, within Barnsley. Some excellent practice has been observed which Barnsley should learn from in order to develop local models of support for SEND children, even those experiencing multiple and complex barriers to learning.

The quality of provision observed has been generally good with some examples of outstanding practice. There are however, a small number of settings where progress isn't felt to be in line with expectations and where a more structured approach to learning would benefit individual pupils. Use of provision mapping was not evident in all settings.

The quality of learning environments varies considerably. Some settings are clearly established to provide a calm and nurturing environment in order to address particular learning and behavioural needs. There were a small number of settings visited however, where the facilities were not felt by reviewers to be of an acceptable standard for the care of our pupils.

The reviewers were not aware of, nor did they find evidence of any immediate concerns regarding individual pupils that would give rise to the need to urgently review a placement. There was one case however, where the placement was not felt to be meeting need which has been dealt with outside of this review.

Progress of pupils varies. There is good evidence in some settings of pupils with previously very challenging needs having progressed in line with or above expectations. However, there were also a small number of cases where the reviewers felt pupils had not progressed as had been hoped.

Overall attendance in general is satisfactory but with some exceptions. One out of borough provider felt that relationships with local services needed to be strengthened in order to improve the effectiveness of the partnership around pupils and their families.

In terms of value for money there are some concerns regarding evidence of best use of resource, for example numbers of staff deployed for activities and numbers of children evident within the setting.

There are issues identified regarding contractual compliance – for example, one setting couldn't evidence individual files having been kept up to date. In addition, there were a number of settings identified where practice around notifications to LA regarding attendance and incident reporting needs to improve.

There is a concern arising from the review regarding the amount of time some pupils have to spend travelling to and from school. Although most of the settings furthest from Barnsley are within recommended maximum travel time, when busy roads and multiple pick-ups are factored in it is clear that more needs to be done to develop provision locally to avoid pupils having to spend such a lot of time travelling.

Areas of Strength in the Local System and Emerging Practice

Special school and alternative provision provided locally through Greenacre and Springwell is highly regarded by parents and professionals and rated 'Good' or 'Outstanding' by OfSTED.

There are some excellent examples of good practice both in local provision and in out of borough, independent schools.

Joint commissioning arrangements, particularly for more complex cases, are well established and enjoy strong partnership support. Commissioning with NHS Barnsley CCG is supported through a s75 NHS Act (2006) agreement.

There is a process underway to 'convert' statements of special educational needs to Education Health and Care plans – the current rate stands at c.80% with a robust plan to have completed conversions within the 2017/18 financial year.

In addition to the transfer / conversion process, the Assessment and Review Team (SEN) are also processing the majority of new requests for assessment within the timeframes established under the new legislation.

Placement planning for children with complex needs is improving with 15 places at Greenacre School able to be offered to pupils by the statutory offer deadline of 15th February 2017. This is a positive achievement that, for the first time in Barnsley, affords families of children with very specialist SEND the same opportunities to plan for their new school life within a similar timeframe as their non-SEND peers.

Of the children for whom a special school place is not suitable or appropriate, consideration is also given to resourced provision, satellite provision, additional support within mainstream school settings or out of borough placements.

A multi-agency SEND Strategy Group has been established to drive forward the aims of the Barnsley SEND Strategy and is making good progress in identifying and addressing system-wide issues for children and families.

Why the Increasing Demand for Out of Borough Placements?

In 2014 the SEND reforms and the revised SEND code of practice became statutory as part of the Children and Families Act. The period leading up to this, which was critical for schools and local authorities in terms of planning and preparation for implementation of the anticipated SEND reforms, was also a period of other significant change in education. As a consequence of DfE policy on underperforming schools, there was an acceleration in the academies conversion programme. In Barnsley, for example 22 schools converted in the academic years 2012- 2014, more than half of the total number of conversions to date in the authority. There were also changes to school funding arrangements which resulted in a shift of resources from central support services, such as behaviour support, to individual school budgets. These changes will have had an impact on the demands being made of schools and local authorities in terms of SEN arrangements, but also more broadly on capacity to respond coherently and strategically to an early emerging trend of increased demand for specialist provision.

The period since the introduction of the Children and Families Act (2014) has seen a fundamental change in the way the needs of children with SEND are presumed to be met with the first £6k of potential funding for

SEND pupils now allocated directly to schools and deployed at their discretion to meet the needs of individuals.

The assumptions of the SEND reforms introduced through the new legislation were that only the 2% of children with the most complex needs would need an Education, Health & Care Plan and that of these, the majority could be supported in mainstream schools.

The low level of funding available to Barnsley schools through the national formula may go some way to explaining how some schools feel unable to meet needs within existing resources. Furthermore, there is a contextual link between some aspects of SEND (particularly Social Emotional and Mental Health needs) and levels of poverty and deprivation.

The process for issuing an EHCP is a complex one with criteria to be fulfilled by schools and others before it can be agreed. However, if a mainstream school is struggling to meet the needs of a child within existing resources, it is reasonable to assume that both professionals and parents are more likely to view the need for an EHCP as a necessity. Feedback from parents suggests there is little confidence in the current system and its ability to meet needs at the earliest stage possible, particularly within mainstream provision. *'They (mainstream schools) don't want our children in their school'* was the comment from one parent of a child with SEMH needs.

The period leading up to the introduction of the reforms coincided with Government policy for all schools to eventually become academies by 2020. Although the central policy position has since shifted, planning within BMBC at the time anticipated a much reduced role for the local authority in schools and accordingly, reduced resource for central support and some services moving to a partially traded model. In addition, Resourced Provisions in mainstream schools were handed over from BMBC direct management to the control of individual schools. Although the quality of provision is generally good in RPs, the absence of robust service specifications and contract management may have contributed to confusion around decision-making for which children are placed in RPs and has restricted the scope for strategic oversight of this aspect of provision.

In addition to these broader factors, there is clear evidence that Barnsley's experience is far from unique. The proportion of SEND children in England educated in specialist school settings increased from 5.6 per cent in 2012 to 8.5 per cent in 2016. The proportion in independent schools increased from 4.5 per cent to 6.3 per cent over the same period (DfE). The latest data from DfE demonstrates a trend toward more specialist provision with almost half of children with EHCPs now educated in specialist settings.

Work with partners in Yorkshire and Humber has also highlighted increasing demand across the Region, particularly for special school places. DfE expect local authorities to publish commissioning plans and to increase collaborative working in order to meet demand together.

The table below illustrates the increase in numbers of Barnsley pupils placed out of borough for specialist provision since 2013/14. Numbers for 2017/18 include those placements already agreed and due to commence in September 2017.

2013/14	48
2014/15	58
2015/16	73
2016/17	94
2017/18	136

Currently, Springwell Special Academy is commissioned to provide 96 SEMH places locally. Levels of local authority top-up funding to Springwell in particular present a challenge in the school's ability to meet the needs of some children who present with SEMH disorders. Partly, this is a school organisation issue as although there may be a small amount of capacity within the school as a whole, particular year groups are over-subscribed. Negotiations with Springwell to date have been predicated on a fixed top-up agreed annually and lack the flexibility which may have allowed the school to consider on a case-by-case basis what would be needed in order to support a child locally and prevent the need for more expensive, out of borough provision.

During the 2016/17 academic year, there were 62 pupils placed as a result of SEMH as primary need. Although there will always be a small cohort of pupils whose needs are severe and profound and will require the support of very specialist providers, this illustrates a clear gap in local provision.

In addition, 24 pupils were placed with an Autistic Spectrum Disorder (ASD) as primary need. There are a number of possible explanations for the increase in this number, including:

- Improvements to the process for assessment and diagnosis of ASD in children and young people locally has led to an increase in the numbers of pupils with a positive diagnosis;
- Children with ASD can be very vulnerable and often are not best supported in large, busy environments where social interaction is more challenging. Some parents express real anxiety about the ability of some mainstream schools to meet their child's needs.

In addition, there is a small cohort of pupils with profound Speech, Language and Communication Needs (SLCN) that can't currently be met locally. These pupils access specialist provision which is based near Mansfield in Nottinghamshire. Rated 'outstanding' by OfSTED in 2014, this provision supports those with a severe or complex communication need. The curriculum on offer and in particular the type of support available from speech and language therapy is not something that can be found locally.

Key Challenges for the 2017-20 Period

As the data and evidence summarised in this strategy suggest, Barnsley faces considerable pressure in meeting the needs of SEND children. A robust and urgent partnership action plan is required to address system-wide issues, which if not tackled, could lead to Barnsley being unable to meet the needs of more SEND pupils locally and growing numbers of children having to be placed at a distance from their home.

The Children and Families Act (2014) reforms have gathered pace in Barnsley and it is a real strength locally that a very significant proportion of former Statements of Special Educational Need have now been converted to Education, Health and Care Plans. There does however remain a very challenging programme of reforms which need to be better embedded to the way all partners do their business in Barnsley, in accordance with the Barnsley SEND Strategy. These include:

- Ensuring the voice of parents/ carers and children / young people is central to the development of plans at strategic, operational and individual level.

- Health and Social Care agencies (including those responsible for transition / adult services) playing their full role in embedding the reforms and supporting, developing and leading where necessary the planning for individual children.
- Improving the Local Offer and awareness of it (particularly among parents and carers).
- Improving personalisation and promoting the possibility of personalised resource for families (including personal budgets).

While there have been significant improvements in attainment levels over recent years, the gap in attainment for SEN / non-SEN pupils is a continuing challenge in Barnsley.

Statistical and practice-based evidence appear to suggest that more pupils can be supported in mainstream settings in Barnsley than is currently the case. There is a clear need therefore to establish a more **graduated response** to improve and embed support at all levels in schools and supporting services in order to build capacity and expertise across the system.

Reducing demand for specialist and out of borough placements is unlikely to be achieved without a significant investment of resources.

Special schools (Greenacre and Springwell) remain fully-subscribed either as a whole school or in particular year groups, limiting the amount of capacity available locally to assist in preventing out of borough placements; at the point of reporting to Schools' Forum in June 2017, there were 29 formal consultation requests for out of borough provision. This was primarily for Social and Emotional Needs and Autistic Spectrum Disorder.

Levels of funding to Barnsley Schools are among the lowest in England. This has a knock-on effect on the allocations made through the High Needs Block. Wellspring Trust (providers of Greenacre and Springwell Special Schools) have highlighted through contract management routes how low rates of discretionary funding (local authority top-up) inhibit their ability to deliver services and support over and above strict placement costs that might allow for pupils with more complex needs to be educated locally.

The numbers of children currently placed out of borough is unacceptably high and seemingly rising. In addition to being educated away from their peers and local communities, children placed at a distance from home experience longer journeys and more costly transport arrangements.

Parents and carers need to have confidence that our local system can meet the needs of their child. Support must be accessible and available when children need it. Parents and carers in Barnsley have fed back that they have to 'fight' at every stage to get their children's needs identified, assessed and met which contributes to the erosion of confidence in the system. Though SEND feedback events (Talkabouts) have been well attended, parental engagement at a strategic planning level is currently under-developed, a problem exacerbated by the absence of a recognised parent /carer forum.

How effectively can we address these issues and what are the likely timescales?

It is clear from the issues presented in this strategy document that no one agency working in isolation can resolve the current and projected pressures in meeting the needs of SEND pupils in Barnsley.

The resource across the whole system in Barnsley needs to function more effectively for SEND children. Investment is only one part of the answer to the complex range of issues presented. In addition to the local authority SEND team, schools, health and care partners in particular have a key role to play in

improving the system to deliver better outcomes for some of our most vulnerable children and young people.

The table below summarises a programme of activity designed to significantly improve the education offer to SEND children and their families in Barnsley. The actions respond to the needs identified in this document which together with our commissioning intentions highlighted in the table on page 22, will be shared with parents and carers, children and young people and other stakeholders to allow for full partnership engagement in meeting the current and future challenges to placement sufficiency.

<u>Short to Medium Term</u>	<u>Action Complete By</u>
<u>Ensure best value is delivered from existing specialist resources</u>	
Review governance of placement decisions / review membership of decision making panels to include schools/settings	December 2017
Review operating models for RPs and consider range and volume of RP places	April 2018
Review SALT support to RPs – establish consistent model	April 2018
Ensure RPs are focussed on right range of need (establishing where primary ASD provision is etc.) - RP provision developed in line with current demand – particularly SEMH and ASD to enhance the graduated offer and reduce demand for specialist places	April 2018
Service specifications and monitoring arrangements for RPs need to be developed	June 2018
Enhance governance & monitoring of providers	December 2017
Review SEN funding direct to schools and settings	Tbc – pending implementation of revised national funding formula
<u>Engagement of children, young people & families in the development of commissioning strategies</u>	
Develop & implement revised mechanisms for parent engagement	January 2018
Work in partnership with schools settings and Barnsley Youth Council to organise a children/young people’s SEND forum	January 2018
<u>Develop Sufficient Specialist Placements to Meet Need</u>	
Commission 50 additional SEMH places	September 2018 September 2019
Review current placements and establish those cases where local provision child and family needs and preference	September 2018
Investigate potential link to secondary school place planning to include additional ASD / SEMH provision	July 2018 – implementation in line with secondary school place planning (Central area)
Consider use of exceptional funding arrangements to secure local placements — develop discretionary fund to enhance local provision for individuals	December 2017
Work with academies / maintained schools in neighbouring LAs to access specialist placements	Ongoing

<u>Short to Medium Term</u> <u>Ensure best value is delivered from existing specialist resources</u>	<u>Action Complete By</u>
Develop local SLCN provision to reduce reliance on very specialist OOB (10 places)	Sept 2018
Work with regional partners to develop collaborative commissioning for specialist provision: scoping plan to be published	April 2018
<u>Medium to Long term</u> <u>Enhance the 'graduated response' to develop capacity to meet needs in mainstream settings</u>	
Implement local moderation model for sector led support/challenge (Barnsley Alliance)	Sept 2018
Develop and implement a My Support Plan – for pupils with identified needs that do not require an EHCP	Sept 2019
Develop, devise and implement revised guidance to schools / expectations of mainstream – review thresholds, build evidence-based practice, workforce development & CPD	January 2019
Develop access to appropriate advice, services and support to enable schools to deliver a graduated offer	Sept 2018 onwards
Introduce assessment places	Sept 2019
Review delivery of special school provision in mainstream settings for pupils with moderate learning difficulties (MLD)	Sept 2018

SEND Sufficiency Strategy 2017 – 20

Table of Commissioning Intentions

	<u>Identified Need</u>	<u>Proposed Solution</u>	<u>Timescales</u>
1.	Insufficient local capacity to meet the needs of CYP with complex Social, Emotional & Mental Health Needs (SEMH)	Commission additional 50 complex SEMH places Phase one : 25 Phase two : 25	September 2018 September 2019
2.	Insufficient local capacity to meet the needs of CYP with complex Speech, Language & Communication Needs (SLCN)	Commissioning additional 10 complex SLCN places	September 2018
3.	Insufficient local capacity to meet the needs of CYP with Autistic Spectrum Disorders (ASD)	Review commissioning of Resourced Provisions – cross-phase (ASD & C&I) Explore collaborative commissioning for specialist places with neighbouring LAs Develop options appraisal in conjunction with secondary school place planning (Town Centre proposals)	Sept 2018 Ongoing July 2018
4.	Improve capacity for parents to influence planning and decision-making at individual, operational and strategic level	Work with parents to commission third party support to develop mechanisms for engagement / deliver co-produced solutions to allow ongoing engagement	January 2018
5.	Insufficient local capacity to meet the needs of CYP with Moderate Learning Difficulties (MLD) and additional, complex needs	Commission further 10 places with Nexus Multi Academy Trust (Abbey School) Rotherham	September 2017

Special Educational Needs and Disabilities Placement Sufficiency Strategy (2017 - 20) – Plan on a Page

Why do we need a sufficiency strategy?

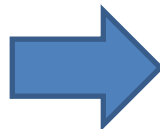
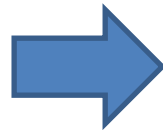
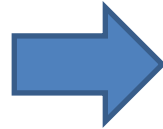
- High levels of EHCP & rising
- Challenges to mainstream & inclusion
- Duties to work as a partnership to improve outcomes (C&F Act)
- Assessment of Current & Future Needs
- Realise our ambition to be inclusive
- Strengthen the partnership to improve outcomes for children, young people and families
- Gap in progress between SEND & non-SEND pupils is unacceptable

The resource challenge

- In-borough specialist provision full or oversubscribed
- High levels of Out of Borough placements –continue to rise
- Value for money
- Forecast c.£8m funding gap (High Needs Block)

Projections and forecasting – current & future provision

- Numbers with EHCP likely to continue to rise in short term
- Numbers likely to increase most in secondary phase
- Particular challenge for support & placements for pupils whose primary need is:
 - o Social, Emotional and Mental Health (SEMH)
 - o Autistic Spectrum Disorder (ASD)
 - o Speech, Language and Communication (SLCN)



What can we do to improve the system?

Graduated response

- Workforce development
- Practice for inclusion
- Guidance & support to mainstream schools

Best value from existing capacity

- System works together
- Clear expectations of providers & decision-making

Work with parents / carers to improve engagement

- More confidence in system to meet needs
- Increased parental influence

Commission additional capacity to include:

- SEMH
- ASD
- SLCN

Work with neighbouring LAs / schools / MATs to address low incidence & specialist need together

How will we know that the plan is working?

Children, young people & families at centre of planning

Gap with non-SEND pupils closing

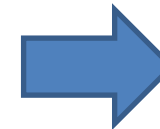
Pupils are supported wherever possible in mainstream and inclusive settings

Pupils in need of specialist support are placed in most appropriate provision – wherever possible within (or very near to) Barnsley

Reduced reliance on Out of Borough placements

Deployment of resources achieves maximum value for money with funding gap narrowed to a sustainable and affordable level

System works together to support young people in successful transition to adulthood and maximum independence



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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 (People)
to Cabinet

(15th November 2017)

Provision of a Multi-Systemic Therapy Team on behalf of Sheffield City Council

1.0 Purpose of the Report

- 1.1 This report proposes that Barnsley MBC enters into a partnership agreement to manage and deliver a Multi Systemic Therapy (MST) Standard Team on behalf of Sheffield City Council.

2.0 Recommendations

- 2.1 **That Cabinet approves the participation of the Barnsley Youth Justice Service in providing an MST Standard Team on behalf of Sheffield City Council, to support the Sheffield area.**
- 2.2 **That, subject to Cabinet's approval of the proposal, a progress report on the work of the MST Standard Team, in supporting sector led improvement elsewhere in the Region and of any accruing benefits which could be applied, locally, is submitted for Cabinet's consideration, following the first year of the Programme.**

3.0 Introduction

- 3.1 Multi-systemic Therapy (MST) is an evidence based programme that works with the parents or carers of a child to prevent that child going to prison or coming into Local Authority care. MST is run in over 500 sites across nearly 30 countries internationally and is a licensed programme from MST Services based in the United States.
- 3.2 In 2008 Barnsley Council was successful in attracting tapered funding from the Department of Health to set up and run a Multi-systemic Therapy Team. The service was successful and it expanded in 2014 as Barnsley entered into a partnership with Rotherham MBC. This led to the Barnsley MST Team providing a service across two boroughs on a 50/50 cost and capacity basis. This has proved to be a successful model and performance data indicates that the team has been instrumental in addressing behaviour that would otherwise have led to children going in to care or going to prison.
- 3.3 In July 2017 an informal approach was made by Sheffield City Council (SCC) to ask if Barnsley Council would be prepared to run an MST Standard Team on behalf of Sheffield, serving the needs of their population.

4.0 Proposal and Justification

- 4.1 This proposal creates the opportunity to increase the overall resilience of the existing Barnsley and Rotherham MST Team through the expansion of capacity created through an additional team, focusing on the Sheffield area. Through establishing a second team we will increase the use of specialist interventions for young people at risk of care across the region and to potentially generate future income for the authority, allowing us to increase the strength of programme management, building expertise and experience across a larger geographical area. This will lead to increased benefits for a greater proportion of children, young people and families being supported by the service.
- 4.2 The current Barnsley and Rotherham Team will benefit from having a peer team in the Region enabling shared training as well as sharing of best practice and support. In particular, the presence of another supervisor post will provide resilience and support to the current supervisor. In addition to a modest reduction in some fees a second team will enable training and development work to be shared and delivered at a cheaper unit cost, whilst improving the quality of training through pooled perspectives
- 4.3 Through our work with families, the Youth Justice Service is aware that there are high levels of mobility across Local Authority boundaries. Greater awareness in Sheffield of MST approaches will support a more consistent offer in this Region.
- 4.4 In addition, a greater regional presence will be helpful when it comes to engaging with partners, particularly colleagues in South Yorkshire Police. The normalisation of MST in four of the five Basic Command Unit (BCU) areas will support better partnership working. The two teams in South Yorkshire will be aligned with the 5 teams in Leeds to support and develop a Yorkshire regional network.
- 4.5 MST is a programmed and manualised intervention. This ensures that it can be delivered in new areas with no loss of programme fidelity, in Barnsley, as long as there is adherence to programme fidelity. Strategies are in place to assess and measure programme fidelity, mitigating risk that delivery deviates from the programme model. The Service aims to monitor and review the effectiveness of the programme and to take remedial action if data indicates that it is not being delivered appropriately.
- 4.6 The specific proposal is for Cabinet to agree for Sheffield City Council to commission Barnsley MBC's Youth Justice Service to manage and run an MST Standard Team for a period of three years. The team would be fully funded by Sheffield City Council and would have the same staffing structure as the Barnsley and Rotherham MST Team. As a condition of licence the staff would be employed by Barnsley MBC. Through contract negotiations, Barnsley MBC will ensure that it will not accrue any additional liabilities as a result of employing staff to deliver a service on behalf of another local authority. The agreement with Sheffield City Council will therefore be structured to ensure it mitigates any potential financial risks to this Authority.

- 4.7 The Service has planned for the MST Standard Team to deliver 40 cases pro rata in the first year of operation moving to 50 cases per year as a mature team.
- 4.8 The proposal would involve Sheffield City Council paying a fee for this service and a proportionate contribution for the Programme Manager role. This will enhance the overall strength of both services and create additional capacity to support their ongoing development.
- 4.9 The team would be employed on current Barnsley MBC Job Profiles and would be based within the Council's Youth Justice Service. This Team will be managed by the Youth Justice Service Manager who also undertakes the MST Programme Manager role for the current team. The Youth Justice Service Manager is an experienced Programme Manager and is fully trained in the MST model.
- 4.10 In order to mitigate the potential reputational risk of either the existing or new service not performing to the required standard, it is proposed that the revenue generated through the commissioned service should be used to provide necessary operational capacity within the Youth Justice Service. The Service has undertaken an assessment of the most effective model and anticipates that this can be done whilst maintaining the effectiveness of Barnsley's current Youth Justice provision.
- 4.11 A key part of the service offer to Sheffield is the experience, knowledge and expertise which the Barnsley service holds in setting up and running a programme. The additional resourcing requirements will be met by Sheffield as part of the cost of establishing the new team in their area.
- 4.12 In employing staff on behalf of another authority there are specific issues raised and the proposal is made on the basis that Barnsley MBC's Legal and Commissioning Teams are supportive and are satisfied that the authority is suitably protected from any additional liability.
- 4.13 Governance
- 4.14 Currently the MST service is overseen by a steering group. The Terms of Reference and membership will be reviewed in light of the current proposal to ensure continued strong and effective governance. It is anticipated that the Steering Group would continue to meet on a quarterly basis, with a continued focus of holding the services to account and ensuring that the services are delivered in line with the licence. It is proposed that the Programme Manager will step aside from chairing the Steering Group and a chair person will be chosen from the membership of the group. Voting within the group will be on an individual authority and each authority will have one third of the voting entitlement; ensuring a partnership of equals.
- 4.15 The Steering Group will report into commissioning arrangements within each Local Authority. In terms of the proposed staffing structure, concerning the proposal, please see Paragraphs 8.1.

5.0 Consideration of Alternative Approaches

- 5.1 This report proposes that the Council's Integrated Youth Support Service is able to provide a specific service on behalf of another authority as part of sector led improvement in the Region and leading to the potential generation of future income for Barnsley MBC. The proposal will ensure that capacity and resources are in place, both to ensure the current level of quality and standards are maintained within Barnsley and to meet the needs for an MST Standard Team, for the Sheffield area. This would enable a larger proportion of vulnerable young people to benefit from an MST programme, within the Region.

6.0 Implications for Local People and Service Users

- 6.1 This proposal will enable us to expand the offer of MST Standard across another community with close ties to Barnsley. The current team in Barnsley will benefit from a further peer team being in place that can offer support, share training and good practice with and provide additional resilience in key roles to a greater proportion of young people in a neighbouring area, without detrimentally affecting the quality and level of provision, delivered to all communities in this Borough.

7.0 Financial Implications

- 7.1 Consultations have taken place with representatives of the Service Director (Finance)/Section 151 Officer. The financial implications of managing and delivering an MST Standard Team on behalf of Sheffield City Council, through a partnership agreement is summarised below and in the attached Appendix 'A'.
- 7.2 It is proposed to replicate the existing Barnsley Standard Team (which also provides support to Rotherham) for the Sheffield arrangement. An estimated one-off cost of £25,000 would be incurred in setting up the team/arrangement in 2017/18 (for example, recruitment, training, IT, promotional materials, etc). It is agreed that any set up costs would be passed through to Sheffield City Council at no risk to Barnsley MBC.
- 7.3 The effective date for the new arrangement would be 1st April 2018, although it is expected that recruitment into new posts may commence in January 2018. The annual recurrent cost of the Sheffield MST Standard Team is estimated at £370k and consists of the following:
- Staffing/ on-cost, on-call allowance, travelling and mileage costs. The costs of the Youth Justice Senior Practitioner role (please see Paragraph 8.2) will be met via the MST Programme Management fee of £46,000.
 - Programme management fee.
 - General office expenses, including phones, stationery and printing.
 - MST licence/support fees, and
 - Accommodation/overheads.
- 7.4 The arrangement with Sheffield will, initially, be for 3 years, during which the Team and associated running costs would be fully funded by Sheffield City Council on a

'cost pass-through basis'. The arrangement will be underpinned by a legal agreement/framework that would ensure all future liabilities during and after the 3 year period, do not fall on the Council. Such financial risks are to be mitigated through the legal agreement, including pay/pension increases, staff termination costs and ill health retirement.

8.0 Employee Implications

8.1 The proposed structure of the MST Standard Team (Sheffield) is summarised below and detailed in Appendix 'B' of the report. The structure is determined by the MST Licence and is not negotiable. The proposal will involve the establishment of the following posts:

1 FTE MST Supervisor (Grade 12)
4 FTE MST Therapists (Grade 9)
1 FTE MST Family Engagement Worker (Grade 6)

8.2 In addition, and to provide additional capacity within the Youth Justice Service, the following post will also be established

1 FTE Youth Justice Senior Practitioner (Grade 10, subject to evaluation and confirmation)

8.3 The above posts have been evaluated through the Barnsley MBC Job Evaluation Scheme. There are no employee implications for existing staff within the Council's Youth Justice Service. The new posts will be recruited to in compliance with this Council's recruitment and selection policy.

9.0 Communications Implications

9.1 There are no communications implications for Barnsley MBC emerging through consideration of this report.

10.0 Consultations

10.1 In developing this proposal, consultation has been undertaken with the Service Director (Human Resources and Business Support), Service Director (Finance) and Service Director (Legal Services). In addition the UK Licence Holder for MST Services has been consulted and has indicated her support to the proposal.

11.0 The Corporate Plan and the Council's Performance Management Framework

11.1 This proposal will create additional high quality posts to help and prevent a greater proportion of young people within our Region, from going to prison or into local authority care. The MST Standard Team will support a greater percentage of families within the Region, to improve parental skills, leading to improvements in the range of outcomes for children and young people, at risk of entering the Youth Justice system and, thereby, enhance their potential for becoming active participants in the labour market and as citizens for the benefit of their communities.

12.0 Promoting Equality, Diversity and Inclusion

12.1 The MST Standard Team will ensure that the specific, equality related needs of individual service users are identified and met, as part of the Service's specification.

13.0 Tackling the Impact of Poverty

13.1 Please see Paragraph 12.1.

14.0 Tackling Health Inequalities

14.1 Please see Paragraph 12.1.

15.0 Reduction of Crime and Disorder

15.1 Through being better able to care for their children, this programme will enable the Council to perform a key role in enabling parents to help reduce crime and disorder, committed by young people, in areas close to or bordering the Borough and the presence of a second team will enhance the resilience of the existing team.

16.0 Risk Management Issues

16.1 Any risks, concerning the potential impact of the proposals upon capacity and resources, together with the quality and level of provision delivered, locally, will be monitored as part of the regular review of the Integrated Youth Support Service element of the Business Unit 1 Operational Risk Register.

17.0 Health, Safety and Emergency Resilience Issues

17.1 There are no implications for the resilience of the Borough, arising through this report.

18.0 Compatibility with the European Convention on Human Rights

18.1 There are no implications for the Convention, arising through the proposal.

19.0 Conservation of Biodiversity

19.1 There are no implications for the local environment or the conservation of biodiversity emerging through the proposal.

20.0 Glossary of Terms and Abbreviations

20.1 None, applicable.

21.0 List of Appendices

21.1 Appendix 'A' – Summary of financial implications.
Appendix 'B'- Summary of proposed service structure.
Appendix 1 - Proposed MST Standard Team service specification.

22.0 Details of Background Papers

22.1 Background papers used in the compilation of this report are available, subject to a request, by contacting the Youth Justice Manager, Barnsley Metropolitan Borough Council, the McLintock Building, Summer Lane, Barnsley, South Yorkshire, S70 2NZ or telephone (01226) 774986

Officer Contact: Margaret Libreri (Service Director: Education, Early Start and Prevention)

Tel. No. (01226) 773211 or e-mail
margaretlibreri@barnsley.gov.uk

Date: 16th October 2017

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

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APPENDIX A
Prepared on Behalf of the Director of Finance

FINANCIAL IMPLICATIONS

Provision of a Multi-systemic Therapy Team on behalf of Sheffield City Council

i) <u>Capital Expenditure</u>	<u>2017/18</u> £	<u>2018/19</u> £	<u>2019/20</u> £	<u>Total</u>
	0	0	0	0

To be financed from:

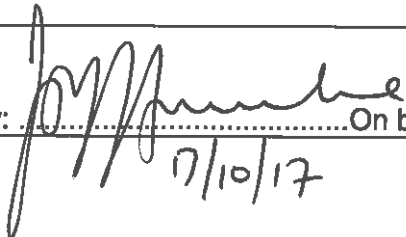
ii) <u>Revenue Effects</u>	<u>2017/18</u> £	<u>2018/19</u> £	<u>2019/20</u> £	<u>Later Years</u> £
Proposed Cost				
Set Up (training, recruitment, etc)	25,100	0	0	0
Staffing related costs (incl on-call cover)	0	311,350	311,350	311,350
Travelling / mileage	0	9,000	9,000	9,000
General expenses	0	4,700	4,700	4,700
MST Licence / Support fee	0	25,600	25,600	25,600
Accommodation / overheads	0	18,950	18,950	18,950
	25,100	369,600	369,600	369,600

To be Financed from:

The above cost would be met by Sheffield City Council (as per the legal agreement)

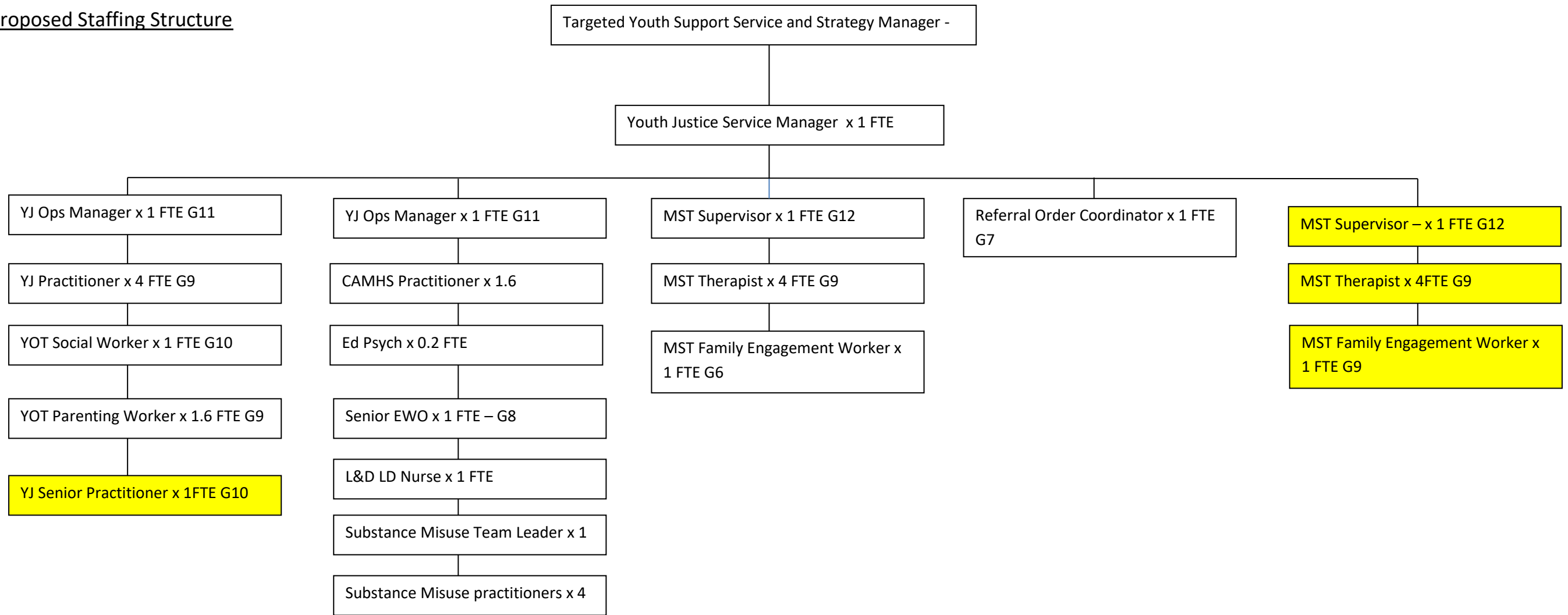
iii) Impact on Medium Term Financial Strategy

This report has no impact on the Authority's Medium Term Financial Strategy.

Agreed by:  On behalf of the Director of Finance 7/10/17
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Proposed Staffing Structure



Barnsley Targeted Youth Support – Youth Justice.

Key -

- Indicates existing post
- Indicates proposed post

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SERVICE SPECIFICATION for: Multi Systemic Therapy (MST)

Document revision control

Version	Author/editor	Notes	Date Published
V1.	Adrian Hobson		Oct 2017

Document Authors: Adrian Hobson, Ben Finley

Date of document: October 2017

Date of specification review: April 2018

1. Purpose

This specification reflects the vision, principles and strategic objectives of the Barnsley Children and Young People's Trust which are to:

Ensure every child and young person is as healthy as possible, feels safe and secure, learns as much as they can both academically and for pleasure, feels part of and able to contribute to their communities, and grows up knowing that they can earn enough money to have a decent life and support themselves and their own families in the future.

The aim of this specification is to provide a comprehensive service response for the delivery of Multi Systemic Therapy. Training will be delivered in line with the MST licence requirements and the team will be appropriately trained.

The Council is responsible for commissioning safe, cost effective and sustainable services and will develop and implement robust contract monitoring systems to ensure that high quality standards are maintained.

The Council will consult regularly with key stakeholders to gather and collate information that the Council can analyse and use to pursue continuous improvements and efficiencies in service provision and commissioning ensuring services meet the needs of service users effectively.

2. Background

MST is an intensive family and community based intervention for children and young people aged 11-17, where young people are at risk of out of home placement in either care or custody and families have not engaged with other services. The key goals of MST are to break the cycle of anti-social behaviours by keeping young people safely at home, in school, and out of trouble.

MST teams focus on the whole world of the young person - their homes and families, schools and teachers, neighbourhoods and friends. MST staff go to where families live and work with them intensively for three to five months, including being on call to families 24 hours a day, seven days a week.

MST therapists aim to:

- work intensively with parents or carers to empower them with the tools and resources to manage the young person's behaviours;
- increase young people's engagement with and success in education and training;
- promote positive activities for parent and young person;
- reduce young people's offending and/or anti-social behaviour;
- improve family relationships;
- tackle underlying problems in the young person or parent, including substance misuse.

Cost savings are achieved by targeting youth, who are at imminent risk for out-of-home placement, and then successfully preventing placement, while preserving community safety.

3. Service Objectives

An MST team has been operational within Barnsley since 2008 and Barnsley Metropolitan Borough Council (The Council) are the licence holders for this service.

Sheffield City Council wish to have their own MST team to operate across the city and this team will be a duplicate of the existing team operating in Barnsley, both in terms of staff structure and capacity. Both teams will be employed by Barnsley Council and programme managed by the Youth Justice Service Manager in Barnsley to provide consistency and the purpose of this specification is to formalise that arrangement.

4. Scope and Outputs

The service will provide an MST team consisting of a Supervisor, four Therapists and a Family Engagement worker for which programme management will be provided by the Youth Justice Service Manager within the Council. This team will have the capacity to deliver a service to 50 young people per year, pro rata as a mature team.

The Team Supervisor will be responsible for the allocation of cases within their team under the direction of the Programme Manager. The capacity of the new team will be solely for the use of Sheffield City Council.

Should any member of the team become unavailable, due to maternity leave or long term illness, then Sheffield City Council will have the option of either accepting the reduced capacity within the team during that period or of funding additional staffing to bring the capacity of the team back up to a full complement.

Sheffield City Council will pay a fee to the Council for the delivery of these services which will include an element for the programme management of the team. Details of fees are included in Appendix 1 – Fee Structure.

The services will be expected to:

Outputs (number/quantity)

Provide a service to 50 families each year referred by Sheffield City Council that is successful in the primary objective of keeping children living in their home and in secondary objectives of

- Supporting families to take responsibility for the care of their children
- Improved family functioning
- Improving the attainment and attendance of children in education
- Preventing children from being involved in crime and anti-social behaviour
- Reduced substance misuse
- Reductions in internalizing problems such as anxiety, dissociation, and post-traumatic stress disorder symptoms and reduced rates of mental illness
- long-term re-arrest rates reduced

5. Quality

- The Council must be able to demonstrate that the above service objectives are being delivered and that outcomes are being achieved
- The Council will ensure that they have the right staff with the right skills, qualifications, experience and knowledge and that they will work in partnership with the Children and Young People's Trust to develop and deliver the model specified.
- The Council will manage risk in order to ensure that essential standards of quality and safety are maintained and have systems in place to assess and monitor the quality of service provision/strategy implementation.
- The Council will take account of comments and complaints, investigations into poor practice and have recognised protocols for dealing with any such incidents or complaints.
- The Council will identify, implement and demonstrate continuous improvements to the quality of the service.
- All staff that come into contact with children and young people shall have submitted checks to the Disclosure and Barring Scheme and be aware of their responsibility to safeguard and promote the welfare of children and young people. Staff providing services for children and their families as well as those with incidental contact with children should have appropriate ongoing training in order to fulfil their responsibilities for the child's welfare.
- Staff dealing with parents/carers who are accessing services and whom give concerns to professionals with regards to the health safety and well being of children in their care, will communicate their concerns effectively through the appropriate referral systems that are agreed and adopted locally through the Barnsley Safeguarding Children Board.
- The policy will include a clear protocol for the management of child protection concerns and possible breaches of confidentiality. All staff (both clinical and non-clinical) should be familiar with the service's confidentiality policy.

6. Expected Outcomes

- That families are empowered to resolve and address issues at the earliest opportunity without the need for longer term statutory children's social care intervention demonstrated via a reduction in looked after children and evidence of what's improved for the child.
- A reduction in contact with the Police and Criminal Justice system
- An improvement in the level of attendance and attainment at school
- An increase in parents reported sense of self-efficacy
- Increased opportunities for families, children and young people to have their voice recognised by playing a central role in decision making processes.
- A successful transition route from specialist services to universal services or independent functioning without further intervention.

7. Service monitoring and evaluation

The Council will demonstrate the effectiveness of the service in terms of delivering the expected outputs, and therefore contributing to the specified outcomes. Information systems must comply with the requirement of the Data Protection Act and BMBC Guidance on Information Governance. The Programme Manager will review performance and financial management on a quarterly basis.

8. Provision of service

The Council has a legal obligation to adhere to all equality legislation. The Council shall hold all relevant policies at the commencement of delivery. These policies shall include the reporting

mechanism for any adverse events which would constitute a deviation. Any and all adverse events should be reported to the Programme Manager.

The Council shall act reasonably and in good faith and comply with requirements as stated.

- The Council shall carry out the services in line with best practice.

The Council will ensure that:

- The Programme Manager will directly manage all aspects of the Service following established protocols within the Council.
- The Council shall have the right people with the right skills in the right numbers to deliver safe, child centric and cost effective provision. That recruitment and management of staff is adherent to best practice in safeguarding children.
- The Council shall have in place effective appraisal and continuing professional development arrangements and be able to demonstrate continuous improvement in their workforce if required.
- The service will meet all stated outcomes.
- The services provided will operate in line with the Council's child protection and safeguarding standards and in accordance with the requirements of Barnsley Safeguarding Children Board.

For the avoidance of doubt, nothing in this Agreement is intended to prevent the Council from setting higher quality standards than those laid down in the Agreement.

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