

Public Document Pack



MEETING:	Cabinet
DATE:	Wednesday, 17 April 2019
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 April, 2019 (Cab.17.4.2019/3)
(Pages 3 - 4)

Items for Noting

4. Decisions of Cabinet Spokespersons (Cab.1.4.2019/4)

Petitions

5. Petitions received under Standing Order 44 (Cab.1.4.2019/5)

Items for Decision/Recommendation to Council

Core Services Spokesperson

6. Overview and Scrutiny Committee - Task and Finish Group - Social Housing
(Cab.17.4.2019/6) (Pages 5 - 12)
7. Overview and Scrutiny Committee - Task and Finish Group - Substance Misuse
(Cab.17.4.2019/7) (Pages 13 - 20)
8. Overview and Scrutiny Committee - Task and Finish Group - Adult Mental Health
Crisis Care (Cab.17.4.2019/8) (Pages 21 - 28)

Place Spokesperson

9. Highways and Engineering: Transition to All Road Permits Scheme
(Cab.17.4.2019/9) (Pages 29 - 48)
10. HRA - Section 106 Acquisition Programme (Cab.17.4.2019/10) (Pages 49 - 56)
11. HRA - Empty Homes Acquisition Programme 2019/20 and 2021/22
(Cab.17.4.2019/11) (Pages 57 - 64)
12. Exclusion of Public and Press
It is likely that the public and press will be excluded from this meeting during consideration of the items so marked because of the likely disclosure of exempt information as defined by the specific paragraphs of Part I of Schedule 12A of the Local Government Act 1972 as amended, subject to the public interest test.

Joint Core Services and Place Spokespersons

13. The Glass Works: Leasing Update and Recommendation to Proceed with Phase 2 Construction Contract (Cab.17.4.2019/13) (Pages 65 - 94)

Reason restricted:

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

Core Services Spokesperson

14. Building Schools for the Future Re-Financing Proposal and Change in Law (Cab.17.4.2019/14) (Pages 95 - 104)

Reason restricted:

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

To: Chair and Members of Cabinet:-

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

Cabinet Support Members:

Councillors Franklin, Frost, Daniel Griffin, Pourali, Saunders and Tattersall

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 (Section 151 Officer)
Katie Rogers, Head of Communications and Marketing
Anna Marshall, Scrutiny Officer
Martin McCarthy, Service Director Governance, Members and Business Support

Corporate Communications and Marketing

Please contact Martin McCarthy on email governance@barnsley.gov.uk

Tuesday, 9 April 2019



MEETING:	Cabinet
DATE:	Monday, 1 April 2019
TIME:	10.00 am
VENUE:	Reception Room, Barnsley Town Hall

MINUTES

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

Members in Attendance: Councillors Frost, Daniel Griffin, Pourali, Saunders and Tattersall

248. Declaration of pecuniary and non-pecuniary interests

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

249. Leader - Call-in of Cabinet decisions

The Leader reported that no decisions from the previous meeting held on 20th March, 2019 had been called in.

250. Minutes of the previous meeting held on 20th March, 2019 (Cab.1.4.2019/3)

The minutes of the meeting held on 20th March, 2019 were taken as read and signed by the Chair as a correct record.

251. Decisions of Cabinet Spokespersons (Cab.1.4.2019/4)

The Record of Decisions taken by Cabinet Spokespersons under delegated powers during the week ending 22nd March, 2019 were noted.

252. Petitions received under Standing Order 44 (Cab.1.4.2019/5)

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

Deputy Leader

253. The 2018 Director of Public Health Annual Report (Cab.1.4.2019/6)

RESOLVED that the contents of the Director of Public Health's Annual Report for 2018, as detailed in the report now submitted, be noted.

Communities Spokesperson

254. Stop Smoking Service Business Case (Cab.1.4.2019/7)

RESOLVED:-

- (i) that approval be given to option 3 of the Stop Smoking Business Case (as detailed in Section 7 of the appendix to the report submitted) which involves a

revision of the current specification with a strong focus on secondary care including midwifery and integration;

- (ii) that officers within BMBC be authorised to approach the market to inform the procurement of a Specialist Stop Smoking Service from 1st November, 2019; and
- (iii) that the Director of Public Health and Executive Director Communities be authorised to have delegated authority to award the contract for the Specialist Stop Smoking Service following a competitive process.

255. Digital First - Enabling Technology (Cab.1.4.2019/8)

RESOLVED:-

- (i) that funding be approved as part of the Digital First programme to fund the work packages detailed within the report and accompany business case submitted; and
- (ii) that the procurement of a Third Party Supplier be undertaken following approval using public sector framework agreements to ensure the project delivery timescales are met.

.....
Chair

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
Core Services

SCRUTINY TASK AND FINISH GROUP (TFG) REPORT ON SOCIAL HOUSING

1. Purpose of report

- 1.1 To report to Cabinet the findings of the Overview & Scrutiny Committee (OSC) from the investigation undertaken on its behalf by the Social Housing Task & Finish Group (TFG). This included: reviewing Social Housing provision in Barnsley and how challenges of supply and demand are being met; how tenancies and estates are managed by local social housing providers; as well as how the needs of our most vulnerable residents are being met. The TFG considered current work, future plans and highlight a number of recommendations in support of further improvement.

2. Recommendations

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

3. Introduction/Background

- 3.1 As part of its work programme the OSC agreed to undertake a TFG investigation into Social Housing provision in Barnsley. Both local and national media continue to highlight the challenges of meeting housing supply and demand needs; in relation to which Elected Members frequently receive queries from constituents.
- 3.2 A number of recent reviews and changes have taken place in relation to the management of housing stock in Barnsley, including management of the Housing Revenue Account (HRA) being transferred to BMBC from its Arm's Length Management Organisation (ALMO) Berneslai Homes. Members also frequently interact with different local Housing Association providers (such as Yorkshire Housing Association) who manage varying numbers of tenancies across the Borough. Further to the aforementioned and the government publishing the Social Housing Green Paper, the OSC felt it was an opportune time to undertake this work.
- 3.2 The members of the TFG who undertook this investigation included the following: Councillor Gail Charlesworth (TFG Lead Member), Councillor Gill Carr, Councillor Malcolm Clements, Councillor Jeff Ennis, Councillor Joe Hayward, Councillor Sarah Tattersall, Councillor Kevin Williams and Councillor John Wilson.

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

- 4.1 Initially, the TFG met to consider the scope of the investigation. This included discussing their key concerns and the queries they frequently receive from their local communities, such as provision of housing for elderly and vulnerable residents. Also, how tenancy and estate management is undertaken by Berneslai Homes and local Housing Associations,

including both provision of support services as well as enforcement action. Given the points raised, the group agreed to hold sessions to understand the strategic view of housing provision in the Borough as well as hold specific sessions to explore the issues raised.

4.2 The TFG undertook a number of 'check and challenge' sessions with officers regarding the work being carried out and future plans. This involved asking questions of them regarding their work, their involvement and partnership working with other agencies including the impact of this on Barnsley residents. This included meeting with:

- Council representatives working in Housing Growth;
- Council representatives working in Community Safety, Enforcement and Stronger Communities in relation to both the commissioning and operational management of vulnerable service users;
- Representatives from Berneslai Homes including those responsible for tenancy and estate management as well as lettings;
- The Cabinet Member and Executive Director of the Place Directorate; and
- A Neighbourhood Services Manager from Yorkshire Housing Association (YHA).

5. What the Task & Finish Group found

5.1 The TFG attended a timely All Member Information Briefing (AMIB) which provided all Elected Members with an update and oversight of the Council's plans to deliver housing growth, including its key strategic priorities:

1. To support new housing development which creates a thriving and vibrant economy;
2. To ensure the design and delivery of new high quality, desirable and sustainable homes;
3. To make best use of/improve existing housing stock in Barnsley;
4. To develop strong, resilient communities; and
5. To support younger, older and vulnerable people to live independently.

5.2 Members were advised that the Government's Social Housing Green Paper was welcome locally and provided support of our aspiration to build more properties to meet housing demand. BMBC's Housing Growth service is keen to ensure that in developing 'affordable housing' this includes people being able to maintain a decent living standard also. There is a growing population; therefore opportunities are maximised with partners to deliver homes across the borough and generate income which can be reinvested into affordable housing. This includes working with Berneslai Homes, Housing Associations and local businesses to deliver properties both for sale and for rent. Berneslai Homes' Construction Services has also branched out into delivering new build homes and provides apprenticeship opportunities for local young people. Uncertainty around Brexit continues to be of concern to local agencies and private businesses; however work is being done to continue to maximise our housing assets.

5.3 As a result of the Government's Right To Buy (RTB) Policy, a proportion of the Council's housing stock is lost every year; therefore a lot of effort is being focused to seek external funding to support new housing delivery from national bodies as well as Sheffield City Region (SCR). Berneslai Homes manage the Empty Homes England programme on behalf of the Council and continue to buy back properties to mitigate some of the RTB losses where possible. Linked with this, investment is being made to bring empty homes back into use. A multi-faceted approach is being taken to not only buy properties, but to work with landlords to carry out and maintain improvements; however undertaking enforcement action where necessary.

- 5.4 From a strategic perspective, the Local Plan has now been published and work continues to ensure we deliver affordable housing for the borough as well as specialist properties, such as for those with disabilities. The transfer of the HRA back to the Council has enabled better alignment with strategic plans and enabled greater influence on the housing availability in the borough. Funding from Homes England is being utilised to bring schemes forward and a review will be undertaken shortly on the Council's Housing Strategy. Concerns from Members in relation to the increasing number of Houses in Multiple Occupation (HMO) across the borough were acknowledged and the TFG were advised of the measures in place to try and prevent and deal with this.
- 5.5 In relation to providing housing support for our most vulnerable residents, Members were made aware of the challenges this presents, both in obtaining properties as well as ensuring individuals live in accordance with their tenancy agreement. Due to complex issues including mental illness and substance misuse, many people have poor records in relation to rent arrears and breaking previous tenancy agreements; however if the Council doesn't help them, they are likely to end up homeless or in the unregulated private sector. This is especially true of young, single people. At least if these people are within Council properties, much more can be done to provide support services for them, as well as manage behaviour.
- 5.6 Members were also advised of work being done in partnership with Humankind, who are a charity who offer a variety of services including drugs and alcohol support as well as housing related support. As part of this, the service run training flats for young people which help them gain the necessary skills for managing a tenancy.
- 5.7 Unfortunately, both with Barnsley and around the country, there are some people, who despite several attempts to engage with them, choose to remain homeless and will not accept support from services. They collectively cost services the most money as they are often in crisis, requiring hospital and/or prison services. It is important however that all agencies acknowledge we have a shared responsibility to try and find suitable housing solutions for people who present with the greatest need.
- 5.8 Due to challenges with the supply of Council properties, it was highlighted that work increasingly needs to be done with the private sector as this is where a number of vulnerable people are housed. To support private landlords to obtain support provision for their vulnerable tenants, the Housing Options Team is pulling together a list of agencies where relevant services can be accessed. Work is also being done in partnership with Doncaster and Rotherham Councils to seek funding from Central Government to resource additional work to be done with the private housing sector.
- 5.9 In relation to tenancy and estate management, the Council has a Tenancy Strategy in line with the 2011 Localism Act; however work is currently being undertaken to review this. There is evidence of effective partnership working with Berneslai Homes, the Council's Enforcement Team and South Yorkshire Police (SYP) through the Safer Neighbourhood Service. This includes work to tackle domestic abuse as well as environmental crimes. The TFG were advised that Berneslai Homes are due to begin operating along the same boundaries as the Area Councils which will enable them to work on the same footprints as other services and commit to the ownership of particular areas and attend relevant partner briefing meetings.
- 5.10 Proactive management of tenancies and estates is undertaken to try to prevent issues occurring and escalating. This includes holding estate walkabouts as well as engaging with residents as part of 'Your Community, Your Say' meetings. Work is also undertaken

to seek feedback from Berneslai Homes' tenants in relation to their satisfaction of services. The service highlighted the increase in mental health issues amongst our communities and the challenges this presents, especially with determining capacity in relation to severe mental health conditions and undertaking enforcement action. The TFG also sought reassurance in relation to policies and procedures in place to ensure the safety and wellbeing of staff whilst undertaking their duties, including the availability of notifications where it may not be safe for them to undertake visits alone.

- 5.11 The TFG were made aware of the work undertaken to prevent evictions and explore every possible sanction before this is pursued. It is recognised that those who are evicted often remain in the borough as they have family connections and just move elsewhere; therefore it is critical that where possible we address issues and seek eviction as a last resort.
- 5.12 With regards to the Council's Lettings Policy, which is managed by Berneslai Homes on the Council's behalf; the TFG received a specific presentation which outlined the operation of the housing waiting list, how priority banding is managed as well as the allocation of properties. The Lettings Policy had recently been revised and agreed through Full Council to ensure it is in line with the requirements of the Homelessness Reduction Act 2017. Berneslai Homes advised of the work they are doing with partnership agencies to prevent homelessness, also to support the hospital if people have severe medical needs so delayed discharges can be avoided. Work is also done in close partnership with Housing Associations to manage access to social housing as well as with the Council's Enforcement Team in relation to the prevention and detection of fraud.
- 5.13 Berneslai Homes has good links with the Council's Housing Growth team so that intelligence regarding housing demand can be shared and addressed in future building schemes. Linked with this, the Council's Housing Growth Team act as a consultee on the Planning Regulatory Board so that they can ensure the right types of properties are built in the right areas.
- 5.14 Meeting with representatives from Yorkshire Housing Association provided the group with opportunity to better understand the work undertaken by Housing Associations. This includes the work they undertake to obtain funding and build new homes, including those done in partnership with Councils and Health Services. YHA is constituted as a charity; therefore any surplus funds are reinvested back into repairs, maintenance, tenancy support and the building of new properties. They operate strong and robust policies to deal with anti-social behaviour (ASB); however undertake work to prevent evictions whenever possible.
- 5.15 The TFG were impressed to learn of the variety of services provided by YHA to their tenants including support with wellbeing, benefits and gaining employment. This has included supporting tenants to start their own businesses and seek funding. YHA highlighted that their biggest concern is the prevalence of low level mental health issues and lack of timely support being available. This often results in issues escalating, especially as people fall through the gaps between services.

6. Recommendations

- 6.1 The TFG recognises the complexities involved in the provision of social housing and ensuring the needs of all our communities are met. This is against a backdrop of austerity, as well as national policies which compound the challenges being faced by services. Whilst recognising the excellent work being undertaken, the TFG makes the following

recommendations in support of the continues improvement of local services and support to local communities:

6.2 Recommendation 1 ACROSS ALL TFGs: A Multi-Agency Conference is held in relation to addressing the complex needs in our communities covering Housing, Substance Misuse and Adult Mental Health

A common feature of the OSC TFG's undertaken in 2018-19 on Social Housing, Substance Misuse and Adult Mental Health is the close, cyclical links between them. Each service area has raised challenges in relation to accessing the other services, difficulties in sharing information between them, as well as demands on services which could be avoided. It is therefore recommended that a large conference is held for those working at both a strategic and operational level in these and partner services to come together and develop an action plan to address some of these issues and monitor this on an ongoing basis.

6.3 Recommendation 2: OSC Members are engaged in the upcoming review of the Council's Housing Strategy

Due to OSC Members' knowledge and experience in communities, they would welcome the opportunity to comment on and make recommendations in relation to the Council's Housing Strategy, especially given its implications for local communities.

6.4 Recommendation 3: Increasing work is done to engage with private sector landlords

The group acknowledged the challenge this presents and the work being done in partnership with others to meet this need. This includes advising them in supporting vulnerable residents. The TFG however recognise that due to the shortage of social housing, there are increasing numbers of residents in private tenancies with vulnerabilities who need support services. This is especially prevalent within HMOs; therefore the TFG welcome additional work being undertaken to combat and manage this.

6.5 Recommendation 4: OSC Members are involved in contributing to the review of the Tenancy Strategy

Given OSC Members' knowledge and experience in communities, they would welcome the opportunity to comment on and make recommendations in relation to the development of this important strategy which is likely to greatly impact on their local communities.

6.6 Recommendation 5: All Elected Members are reminded of access to the Cautionary Contacts Database and the need to report any incidents to ensure timely updates are entered on the system

During the investigation the safety of both officers and Elected Members in undertaking visits to properties was discussed. The TFG were reminded of access to the Cautionary Contacts Database and to utilise this when undertaking their work; especially when addressing issues which may be sensitive or fractious. Members should also ensure they report any incidents to officers who can update the system.

6.7 Recommendation 6: Proactive contact is made by local Housing Association Officers, especially with Elected Members where large numbers of particular Housing Association properties are located

The Members were impressed by the work being undertaken by YHA and were unaware of the amount of services they provided to residents. During the discussion, it was evident that it would benefit both Housing Associations to be better informed in relation to community activities taking place, which they and their tenants could engage in. Also it is helpful for Elected Members to be aware of contacts of local agencies so they can better

engage with them. The latest contact information for Elected Members is available on the following link: <https://barnsleymbc.moderngov.co.uk/mgMemberIndex.aspx?bcr=1>

The TFG would like to take this opportunity to thank all those who provided information, attended meetings and assisted with the TFG's investigation; it is much appreciated.

7. Implications for local people / service users

7.1 The investigation undertaken by the Social Housing TFG as well as the recommendations made are in support of improving outcomes for people in Barnsley, especially in relation to meeting their housing needs. The TFG recognises the importance of meeting housing needs across the borough and welcome the work being undertaken to ensure this is meeting the specific demands of local communities.

8. Financial implications

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

9. Employee implications

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

10. Communications implications

10.1 As highlighted in the recommendations, the TFG are keen to engage in consultation and the development of local housing policies, following which they can share this knowledge in their communities. Similarly, the TFG recognise the importance of services coming together to tackle issues and share knowledge and intelligence both within their organisations and externally.

11. Consultations

11.1 Consultations have taken place with: the Social Housing TFG Members; the OSC; Councillor Roy Miller; Council Officers from Housing Growth, Community Safety, Enforcement and Stronger Communities; Berneslai Homes; YHA; and the Council's Senior Management Team.

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

12.1 As outlined in the Corporate Plan, the three priorities for Barnsley are: a thriving and vibrant economy, strong and resilient communities; and citizens achieving their potential. It is essential the Council and its partner organisations work together to support these aims, which includes meeting housing needs across the borough, including support for our most vulnerable residents.

13. Promoting equality & diversity and social inclusion

13.1 The TFG is keen to ensure that all Council services and activities are accessible to all its communities. Throughout the TFG's involvement in this work they have specifically referred to making sure that services and communication materials are accessible to all

Barnsley communities. This includes ensuring that access to services is available both online and in paper format for those who are unable to utilise Information Technology.

14. Tackling the impact of poverty

- 14.1 There are numerous information sources and academic studies which highlight the links between housing and poverty, including how housing can both mitigate as well as exacerbate the impact of poverty on people's lives. To tackle the impact of poverty it is important that efforts are made to limit rent costs, maintain good housing conditions in all tenures and monitor the impact of cuts to welfare benefits, especially for vulnerable residents.

15. Tackling Health Inequalities

- 15.1 There are large health inequalities between Barnsley and England and within Barnsley itself. Improving access to housing and reducing health inequalities will help local people to reach their full potential. The investigation undertaken by the TFG and recommendations made are in support of improving outcomes across the borough; with recognition that additional work is required in particular communities to help address health inequalities.

16. Risk management issues

- 16.1 This issue relates to the following risks currently logged on the Council's Strategic Risk Register (SRR), as follows:

- 3025 – 'Failure to Safeguard vulnerable service users'
- 3026 – 'Failure to achieve a reduction in Health inequalities within the Borough'
- 3047 – 'Failure to protect the health of the population from preventable health threats'

- 16.2 It is likely the recommended activities detailed in this report will contribute further to the effective mitigation of these risks, and it would be appropriate for any follow-up report to be cognisant of these risks.

17. Glossary

ALMO	Arm's Length Management Organisation
AMIB	All Member Information Briefing
ASB	Anti-Social Behaviour
BMBC	Barnsley Metropolitan borough Council
HMO	Houses in Multiple Occupation
HRA	Housing Revenue Account
OSC	Overview and Scrutiny Committee
RTB	Right To Buy
SCR	Sheffield City Region
SYP	South Yorkshire Police
TFG	Task and Finish Group
YHA	Yorkshire Housing Association

18. **Background papers**

- Barnsley Council Housing Strategy:
<https://www.barnsley.gov.uk/services/housing/housing-strategies/housing-strategy/>
- Social Housing Green Paper: A New Deal for Social Housing:
<https://www.gov.uk/government/news/social-housing-green-paper-a-new-deal-for-social-housing>

If you would like to inspect background papers for this report, please email governance@barnsley.gov.uk so that appropriate arrangements can be made

Report Author: Anna Marshall, Scrutiny Officer

Date: 27th March 2019

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
Core Services

SCRUTINY TASK AND FINISH GROUP (TFG) REPORT ON SUBSTANCE MISUSE

1. Purpose of report

- 1.1 To report to Cabinet the findings of the Overview & Scrutiny Committee (OSC) from the investigation undertaken on its behalf by the Substance Misuse Task and Finish Group (TFG). This included undertaking a review of substance misuse in Barnsley with consideration for both adults and young people in relation to support services, prevention work, as well as community safety and enforcement. The TFG considered current work, future plans and highlight a number of recommendations in support of further improvement.

2. Recommendations

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

3. Introduction/Background

- 3.1 As part of its work programme the OSC agreed to undertake a TFG investigation into substance misuse in Barnsley. Given the heightened profile of substance misuse both locally and nationally, the OSC felt it was an opportune time to undertake work in this area. The investigation sought to better understand the extent of substance misuse in Barnsley, the challenges being faced by services in tackling this, including both enforcement as well as provision of support services for young people and adults.
- 3.2 The members of the TFG who undertook this investigation included the following: Councillor Gill Carr (TFG Lead Member), Councillor Jeff Ennis, Councillor Annette Gollick, Councillor Wayne Johnson, Councillor Kath Mitchell, Councillor Pauline Phillips, Councillor Margaret Sheard, Councillor Sarah Tattersall and Co-opted Member Pauline Gould.

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

- 4.1 Initially, the TFG met to consider the scope of the investigation. This included discussing their key concerns and substance misuse issues both in their local communities as well as in the Town Centre. Given the points raised, the group focused on community safety and enforcement activity being undertaken and how Barnsley compared with neighbouring areas as well as the national picture. The use of the drug 'Spice' had become visibly prevalent in the town centre and there continue to be challenges in communities with abuse of alcohol as well as illegal substances.

- 4.2 The group were also keen to find out more about what support services are provided to both adults and young people in relation to substance misuse. This included how people are referred into services, what treatments they can access as well as how successful the interventions are. The TFG wanted to understand how well services are connected in the local area, and utilising their community knowledge, assist in where improvements could be made.
- 4.3 The TFG undertook a number of 'check and challenge' sessions with officers regarding the work being carried out and future plans. This involved asking questions of them regarding their work, their involvement and partnership working with other agencies including the impact of this on Barnsley residents. This included:
- Meeting with Council representatives working in Community Safety Services;
 - Meeting with Council officers responsible for the commissioning of Adult Substance Misuse Services;
 - Undertaking site visits to meet with officers who manage the service, Drug and Alcohol Practitioners who work with clients on a daily basis, as well as a service user, at the Adult Substance Misuse Service Hubs at Burleigh Court in the Town Centre and at The Factory in the Dearne;
 - Meeting with officers from South Yorkshire Police (SYP) who could provide insight into the impact of dealing with substance misuse on their service;
 - Meeting with the Cabinet Member and Executive Director of the Communities Directorate;
 - Finally, meeting with Council officers responsible for the commissioning, management and provision of the Children's Substance Misuse Service which is shortly due to move to Regent Street in the Town Centre to be co-located in a hub of services for young people.

5. What the Task & Finish Group found

- 5.1 Initially, the TFG focused on community safety and gained a better understanding of the challenging circumstances in which services operate, including having reduced resources and dealing with increasingly complex issues. The group were informed of changes in the drug market, specifically in relation to the synthetic cannabinoid 'Spice'. The drug is made up of a range of laboratory-made chemicals that mimic the effects of the main psychoactive component of cannabis. As the drug is synthetic, it can be up to 85 times more potent than cannabis and as a result of how it is made the amount and strength of the drug in each batch can vary. It is difficult to detect and is frequently used by very vulnerable people with multiple needs, including rough sleeping and mental health problems. Spice is very cheap and individuals may use it as a coping mechanism to escape from their daily life.
- 5.2 The group recognised the work being done both locally and nationally to tackle the issue of Spice, including taking enforcement action on those supplying the drug as well as researching possible treatment options. However, the TFG acknowledge that those using Spice have more complex needs, which require addressing alongside their substance use. Locally, a lot of work is being done amongst partners to tackle these issues, for example through the Safer Neighbourhood Service (SNS). The return of neighbourhood policing is assisting in gathering intelligence from communities and is being utilised to prevent issues escalating as well as gather evidence regarding criminal activity.
- 5.3 In relation to providing support to vulnerable people who are involved in substance misuse; housing and mental health were frequently mentioned as the biggest areas of challenge. There are challenges in ensuring we have enough provision of supported

housing for our most vulnerable residents and support for them to maintain tenancies. Work is currently being undertaken between the Council and Berneslai Homes to avoid evictions and formalise a procedure regarding what this should look like. It was highlighted that it is better for those with the most complex needs to be housed in Council properties. In Council tenancies they can be supported and managed rather than ending up in the unregulated private sector where it is much more difficult to intervene when there are issues; especially when this is coupled with absent landlords.

- 5.4 With regards to support services, Humankind has been commissioned by the Council to provide a comprehensive adult substance misuse service. The TFG welcomed the knowledge that this service was recently brought together under one contract which enables a more seamless service for clients as well as clearer performance management arrangements. The service offers advice and brief interventions as well as comprehensive structured treatment packages that include prescribing for substance misuse. The service aims to engage with people who may not have considered addressing their substance use. Access to the service is made through a Single Point of Contact number which accepts self-referrals and professional referrals (with consent). It was highlighted that individuals cannot be forced to engage in treatment and it is most effective when there is motivation to undertake behaviour change. The service provides drug and alcohol treatment interventions for those subject to Criminal Justice Custody or Court requirements.
- 5.5 The TFG questioned the extent to which Humankind services are closely linked with other partners and were reassured that they do visits in communities, attend Family Centres, host a Hepatitis Treatment Clinic delivered by a nurse from Barnsley Hospital and do a lot of work to promote their service and liaise with others such as GPs, Social Care Services, Job Centre Plus, SYP and the Probation Service, amongst others. The group were also positive with regards to the arrangements for officers from SYP to shadow Substance Misuse Key Support Workers and undertake placements in the service. This helps to aid officers' understanding of the challenges associated with substance misuse and also be aware of the variety of support services available.
- 5.6 On visiting the services provided by Humankind, the TFG were given a detailed presentation on all the services on offer and were reassured by the comprehensive assessments undertaken for clients which are sensitive to their wider needs and not just presenting substance misuse. Recovery Navigators manage care plans and provide key working alongside psychosocial interventions such as cognitive behavioural therapies to challenge behaviours and thought patterns. Clients are also encouraged to engage in other activities such as exercising, volunteering and attending peer support groups to aid in improving health and wellbeing. It was acknowledged however that mental ill-health amongst communities is considerable, especially those who engage in substance misuse. Often, individuals use substances to self-medicate and this can mask underlying needs such as learning disabilities and mental health problems.
- 5.7 The service highlighted that a cohort of the treatment population function well day to day and maintain positive relationships and employment. However stigma associated to substance misuse is a barrier to many people accessing help. It is important that we all take responsibility for reducing the stigma as this acts to isolate individuals even more. It is also important that employers take responsibility in supporting their employees in relation to substance use. As part of the recovery service offer, the Factory in the Dearne has facilities to help people with developing life skills; this includes access to a training kitchen, as well as an IT suite which offers jobs clubs. The TFG were impressed with the facilities available and work being undertaken and were supportive of a similar offer being developed within the Town Centre to assist more people being able to access such opportunities.

- 5.8 In meeting with a service user who had accessed adult support services and turned their life around; the importance of substance misuse support services was brought to life. It evidenced how this work had now prevented accident and emergency (A&E) attendances and this person was now able to contribute positively in their community. This individual had improved their self-confidence and re-gained interest in their old hobbies which now gave them a purpose and new lease of life. The individual highlighted the importance of utilising the techniques they had learnt to recognise their 'triggers' and prevent them relapsing. Also the availability of the Building Recovery in the Community (BRIC) Service which provides ongoing support and enables people in recovery from substance misuse to enjoy lasting change and integrate back into society in a meaningful and valued way.
- 5.9 On meeting with officers responsible for the Children's Substance Misuse Service, again the TFG sought reassurance that the service was well-connected with partner agencies and ensure that comprehensive assessments are undertaken for our young people. This includes taking a whole-family approach and continual assessment of risks and vulnerabilities. The team works closely with local Child and Adolescent Mental Health Services (CAMHS) as well as others such as Spectrum who deliver local Sexual Health services and Centrepoint who provide local Homeless support services. For young people, the service provides a mix of brief and ongoing interventions in line with national best practice as required and Support Workers are continually looking for creative ways through which they can engage clients. Support is also in place for parents who contact the service concerned for their young person and help is given to assist them in understanding the cycle of change and reassure them that they are not alone.
- 5.10 The group were encouraged that a lot of work was done to ensure a smooth transition from children's to adults' services and this pathway was well-designed and flexible depending on the needs of individuals. Work is also done to ensure a smooth pathway for young people moving out of the area to ensure they receive continued support in their new location. Links have been built and trust developed amongst local agencies which is enabling an increased number of referrals to the service. The challenge however continues to be the complexities involved with young people often having multiple vulnerabilities.
- 5.11 As the Children's Substance Misuse Service is small, a lot of work is done to provide training to other agencies, especially those who may already have relationships with the young people; therefore are better placed to provide interventions. The TFG questioned whether there is an offer for community groups to access training in relation to substance misuse and were advised that this is available through Barnsley's Safeguarding Children Board (BSCB).
- 5.12 In relation to schools, the TFG were keen that children and young people are being taught appropriately about substance misuse in schools to ensure that opportunities to prevent issues developing are being maximised. The TFG were advised that all schools have access to government funding for this as part of the Personal, Social, Health and Economic (PSHE) curriculum; however this is not necessarily prioritised and delivered in all schools.
- 5.13 Due to recent changes, it was highlighted to the TFG that the Children's Substance Misuse Service is currently undertaking a consultation in relation to a new name for the service. Members were advised that local children and young people were being involved in this; therefore once this was decided would be undertaking a service re-launch.

5.14 The TFG welcomed the information that the Council had continued to provide investment in Substance Misuse Services; however due to austerity, acknowledged that these services had received a reduction in funding. Additionally, the TFG also recognises that some financial support is provided from Barnsley Clinical Commissioning Group (CCG) for these services. The group were also informed that for 2020 a new Substance Misuse Strategy is being developed by the Council which would be an opportune time to review local arrangements.

6. Recommendations

6.1 Throughout the investigation, the TFG members made a number of suggestions and recommendations regarding the work being undertaken as well as were able to provide detailed information of other services available in local communities and funding streams which the services were able to consider. In addition to these suggestions, the TFG recommends the following:

6.2 Recommendation 1 ACROSS ALL TFGs: A Multi-Agency Conference is held in relation to addressing the complex needs in our communities covering Housing, Substance Misuse and Adult Mental Health

A common feature of the OSC TFG's undertaken in 2018-19 on Social Housing, Substance Misuse and Adult Mental Health is the close, cyclical links between them. Each service area has raised challenges in relation to accessing the other services, difficulties in sharing information between them, as well as demands on services which could be avoided. It is therefore recommended that a large conference is held for those working at both a strategic and operational level in these and partner services to come together and develop an action plan to address some of these issues.

6.3 Recommendation 2: An All Member Information Briefing (AMIB) is held on the structure and function of the Safer Neighbourhood Service including the Hub as well as our local Substance Misuse Services (following the re-launch of the Children's Service)

Members of the TFG found the information provided on the Safer Neighbourhood Service invaluable in helping them to better understand how local agencies are connected and priorities driven forwards. Having learnt about the substance misuse services, the TFG Members are now more confident in their knowledge and ability to refer people to the services. This would also provide an opportunity for the sharing of knowledge in relation to activities available in local communities and upcoming events Substance Misuse Services could attend. Members would also welcome receipt of any promotional materials such as posters and leaflets they could display in local community centres. Finally, it is important that Members and local community groups are aware of the free training available in relation to substance misuse through the BSCB.

6.4 Recommendation 3: Humankind increase proactive outreach work and visits to people in their own homes

The TFG welcome and recognise all of the good work being done by the service to support people with substance misuse. The group however raised concerns that given the often multiple and complex vulnerabilities of people requiring the service that more needs to be done to take services out to people, rather than requiring them to make their way to services.

6.5 Recommendation 4: Local employers are encouraged to ensure they have effective substance misuse policies and procedures in place which support staff to access treatment services

Given the number of people who are in employment but require substance misuse support services, the TFG would like to highlight the importance of employers being proactive and supportive of their staff. Humankind have delivered specific support to some of our local employers for staff, which has resulted in positive outcomes both for the individual and the employer.

6.6 Recommendation 5: Barnsley Schools Alliance undertakes specific work to identify and share good practice in relation to substance misuse prevention work through the PSHE curriculum and that this is delivered to ALL Barnsley pupils

The TFG are cognisant of the pressures which schools are under to deliver a rounded curriculum to pupils and maximise their education attainment. Given the importance of maximising the health and wellbeing of our young people to prevent them from developing problems in future and achieving their potential, the TFG advocate that this element of the curriculum is critical and work is done to seek reassurance in this area. Our young people's substance misuse service also welcome the opportunity to provide support to schools in developing appropriate and effective substance misuse policies.

6.7 Recommendation 6: OSC Members are consulted on the Substance Misuse Strategy Refresh and local partners take the opportunity to review their contribution to these vital preventative services

Throughout the investigation, it is evident that there are a number of partner agencies involved in dealing with substance misuse, either in taking enforcement actions or providing support services to those in need. The TFG welcomes the continued support which has been allocated to substance misuse services however recognises the importance of investing in preventative services which are of lower cost than dealing with the crisis end of care such as A&E attendance.

The TFG would like to take this opportunity to thank all those who provided information, attended meetings and assisted with the TFG's investigation; it is much appreciated.

7. Implications for local people / service users

7.1 The investigation undertaken by the TFG as well as the recommendations made are in support of improving health outcomes for people in Barnsley. The TFG recognises the importance of people's physical and mental health in all aspects of their life and the negative impacts substance misuse and poor wellbeing can have on individuals and communities.

8. Financial implications

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

9. Employee implications

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

10. Communications implications

10.1 The TFG are keen to promote the availability of and access to local substance misuse services both for young people and adults. The TFG welcomed the additional knowledge

they gained in relation to services which they recommend is shared with other Elected Members and our communities.

- 10.2 Given the vulnerabilities of people in our communities who would benefit from access to services, the TFG also recommend that where possible substance misuse services are increasingly proactive out in communities to access clients.

11. Consultations

- 11.1 Consultations have taken place with: the Substance Misuse TFG Members; the OSC; Councillor Jenny Platts; Council Officers from both the Communities and People Directorates; Humankind Substance Misuse Service; SYP; and the Council's Senior Management Team.

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

- 12.1 As outlined in the Corporate Plan, the three priorities for Barnsley are: a thriving and vibrant economy, strong and resilient communities; and citizens achieving their potential. Positive physical and mental wellbeing are central to achieving all of these priorities; therefore it is essential the Council and its partner organisations work together to support these aims, in particular by preventing and supporting those involved in substance misuse.

13. Promoting equality & diversity and social inclusion

- 13.1 The TFG is keen to ensure that all Council services and activities are accessible to all its communities. Throughout the TFG's involvement in this work they have specifically referred to making sure that services are accessible to all, particularly given the vulnerabilities of those requiring substance misuse support. As highlighted in the report, often those with complex and unmet needs are those most likely to turn to substance misuse and are in need of support services.

14. Tackling the impact of poverty

- 14.1 Encouraging people to have healthy lifestyles and avoiding substance misuse can help in tackling the impact of poverty. There are strong links between poverty, deprivation, widening inequalities and problem drug use. It does not mean that all those facing these challenges will develop problems; however the most vulnerable in our society such as the homeless are most at risk.

15. Tackling Health Inequalities

- 15.1 There are large health inequalities between Barnsley and England, and within Barnsley itself. Improving people's mental wellbeing and reducing health inequalities will help local people to reach their full potential. The investigation undertaken by the TFG and recommendations made are in support of improving services across the borough; with recognition that additional work may be required in specific communities to help address health inequalities.

16. Risk management issues

- 16.1 This issue relates to the following risks currently logged on the Council's Strategic Risk Register (SRR), as follows:

- 3025 – 'Failure to Safeguard vulnerable service users'
- 3026 – 'Failure to achieve a reduction in Health inequalities within the Borough'

- 3047 – ‘Failure to protect the health of the population from preventable health threats’

16.2 It is likely the recommended activities detailed in this report will contribute further to the effective mitigation of these risks, and it would be appropriate for any follow-up report to be cognisant of these risks.

17. **Glossary**

A&E	Accident & Emergency
AMIB	All Member Information Briefing
BMBC	Barnsley Metropolitan borough Council
BRIC	Building Recovery in the Community
BSCB	Barnsley Safeguarding Children Board
CAMHS	Child and Adolescent Mental Health Services
CCG	Clinical Commissioning Group
OSC	Overview and Scrutiny Committee
PSHE	Personal, Social, Health and Economic Curriculum
SNS	Safer Neighbourhood Service
SYP	South Yorkshire Police
TFG	Task and Finish Group

18. **Background papers and useful links**

- Humankind – Barnsley Recovery Steps:
<https://www.humankindcharity.org.uk/service/barnsley-recovery-steps>

If you would like to inspect background papers for this report, please email governance@barnsley.gov.uk so that appropriate arrangements can be made

Report Author: Anna Marshall, Scrutiny Officer

Date: 27th March 2019

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
Core Services

SCRUTINY TASK AND FINISH GROUP (TFG) REPORT ON ADULT MENTAL HEALTH CRISIS CARE

1. Purpose of report

- 1.1 To report to Cabinet the findings of the Overview & Scrutiny Committee (OSC) from the investigation undertaken on its behalf by the Adult Mental Health Task & Finish Group (TFG). This included understanding the broad spectrum of mental health illness and related services, which led to a specific focus on crisis care.

2. Recommendations

- 2.1 **That Cabinet considers the conclusions and recommendations set out in section 6 as a result of the TFG's investigation into Adult Mental Health Crisis Care.**

3. Introduction/Background

- 3.1 As part of its work programme the OSC agreed to undertake a TFG investigation into adult mental health. Given both the local and national focus on the challenges being faced in relation to mental health issues, the OSC maintains a focus on Child and Adolescent Mental Health Services (CAMHS) and felt it was an opportune time to undertake a specific investigation into adult mental health.
- 3.2 The members of the TFG who undertook this investigation included the following: Councillor Paul Hand-Davis (TFG Lead Member), Councillor Jeff Ennis, Councillor Annette Gollick, Councillor Caroline Makinson, Councillor Ralph Sixsmith, Councillor Sarah Tattersall, Cllr Neil Wright and Co-opted Member Mark Smith, Vice-Chair Healthwatch Barnsley. The group specifically co-opted Mark Smith as he is involved in a number of forums, both locally and nationally who provide support and challenge to the provision of mental health services. This provided additional expertise to the group as well as helped to avoid duplication of other work which has been undertaken.

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

- 4.1 Initially, the TFG met to consider the scope of the investigation. This included discussing all the key challenges they are aware of in relation to adult mental health, such as access to early help through to crisis care. It was evident that there is a lot of confusion amongst our communities in relation to adult mental health services, access to them as well as the performance of the agencies involved at different stages. Due to the complexities, the group agreed to receive an over-arching presentation on adult mental health in Barnsley and from this decided to focus on crisis care. This is an area they felt they could contribute positively to at this time; particularly following on from the report by Healthwatch Barnsley on Crisis Care published in January 2016.

4.2 The TFG undertook a number of 'check and challenge' sessions with officers regarding the work being carried out, future plans and key challenges. This involved asking questions of them regarding their work, their involvement and partnership working with other agencies including the impact of this on Barnsley residents. This included meeting with:

- Council representatives working in Public Health and the Communities Directorate who are responsible for the commissioning of preventative services;
- Officers from the Council's Adult Social Care Mental Health Social Work Team who provide assessment, care and support;
- Barnsley Clinical Commissioning Group's (CCG) lead commissioner of mental health support services;
- Officers from South West Yorkshire Partnership NHS Foundation Trust (SWYPFT) who provide local adult mental health support services;
- Officers from South Yorkshire Police (SYP) who could provide insight into the impact of responding to mental health incidents on SYP; and
- The Lead Nurse for Urgent Care and Mental Health at Yorkshire Ambulance Service (YAS), with whom the group held a teleconference.

5. What the Task & Finish Group found

5.1 The TFG received a presentation which gave a high level overview of mental health in Barnsley. This included providing TFG Members with an understanding of the Mental Health Continuum and the importance of language and terminology to refer to individual programmes of work. This clarified that in the way we would not talk about 'physical health' being all encompassing, we should think about mental health in terms of the following locally co-produced terms:

- Being Mentally Healthy and Resilient - which the majority of the population can be served by self-care, social support and Early Help Services;
- Common mental health issues such as low mood and low level anxiety - which can be assisted by Enhanced Primary Care such as the Improving Access to Psychological Therapy (IAPT) service available at GP practices;
- Significant and lasting mental health issues such as severe and persistent distress - which require support from Seamless Secondary Care such as Community Mental Health Teams;
- Finally, those who are 'Unwell and In Crisis': requiring support from Specialist Mental Health Services.

5.2 The group welcomed the variety of work being done both locally and regionally to prevent mental ill-health as well as meeting specific needs within each part of the Mental Health Continuum. This included recent developments in suicide prevention work and creation of a suicide learning panel to aid in both suicide prevention but also in ensuring appropriate support is provided to those who are affected.

5.3 It was acknowledged however that provision of information as well as the sharing of this amongst agencies continues to be a challenge which acts as a barrier to providing effective support services to those in need. This is coupled with the absence of a strategic group which could help to avoid silo working amongst partner agencies in relation to mental health. This group however would need to be made up of those with appropriate seniority in their organisation to make decisions which can be enacted.

- 5.4 Given TFG members' experience in communities, they expressed concern regarding ongoing support to those with significant and lasting mental health issues, especially in relation to out of hours support. The TFG were advised of how a number of local partners work together to provide these services and the complexities involved. This includes the challenges that arise from different agencies working on different geographical footprints and the need for particular specialties depending on incidents. Also in operating in line with legislation and the requirements this places on the presence of particular agencies at certain times; all of which are operating against a backdrop of finite resources.
- 5.5 In 2014, 22 national bodies involved in health, policing, social care, housing, local government and the third sector came together and signed the Mental Health Crisis Care Concordat (CCC). This national agreement sets out how organisations will work together better to make sure that people get the help they need when they are having a mental health crisis. Within Barnsley, the local agencies come together as part of an implementation group; however challenges arise in getting appropriate representatives from each organisation who have authority to make changes. This group has potential, however requires some revitalised commitment from all partners to ensure the creation and delivery of an effective action plan.
- 5.6 The group challenged the use and availability of Barnsley's Section 136 suite, which provides a place of safety for those detained by the police, whilst potential mental health needs are assessed and any necessary arrangements made for on-going care. Since previous investigations, it was evident that there had been improvements in its availability and this was no longer an area of concern. The group also welcomed knowledge of work in development around a 'memorandum of understanding' in South Yorkshire for the operation of s136 suites.
- 5.7 In relation to undertaking assessments and provision of support services, the TFG were reassured that agencies were cited on meeting a person's whole needs and not just the presenting mental health issue. This includes supporting physical needs, support with finances, undertaking benefit claims and access to housing. However, it was acknowledged that these issues are not all necessarily easy to resolve; nor are all agencies (especially those in the private sector), sympathetic to those with enduring mental health illness.
- 5.8 A lot of work is in place to try to prevent mental health needs escalating and deal with them through early intervention. However it is evident that service users often find all the services difficult to navigate. Also, some communities still feel there is a stigma attached to mental ill-health and see accessing support as a weakness. Therefore, it can be difficult for services to intervene before issues escalate. The group were advised that a new early intervention and prevention service is shortly due to be commissioned which will combine a number of existing contracts and will therefore be easier for service users to navigate. The TFG welcomed this but were keen to ensure that this did not duplicate work already being done in communities and that the new service was clearly promoted through Area Councils and Ward Alliances.
- 5.9 During the TFG's investigation, a national report 'Policing and Mental Health: Picking up the Pieces' was published which highlights a national issue of police officers increasingly being used as the service of default in responding to people with mental health problems. The report reflects that demand for police to respond to mental health-related calls is increasing. Also, that the response usually requires more than one officer in attendance and can be of some duration. The TFG were advised that on the whole, the national report reflects the challenges being experienced locally. There are some excellent examples of partners working well together locally; for example having a Mental Health Professional in

the Safer Neighbourhood Services Hub who can provide expert advice and assistance when dealing with issues. However this is not currently part of core funding arrangements. There are also a number of occasions where the police are transporting people to hospital as there is no ambulance service available or are left waiting a considerable time at an incident for an ambulance to arrive. The group concurred with the national report that there needs to be a re-think and long-term solutions to these issues.

- 5.10 Within YAS, the TFG were informed that focused work is being undertaken to better understand and more effectively address demand on services as a result of mental health incidents. This includes better presentation and analysis of data as well as basing Mental Health Nurses in the control room to assist with handling and de-escalating both 999 and 111 calls, which is having positive results. There continue to be challenges with access to information across different services, such as access to patient mental health records, as well as telephone numbers for services which are not just general access ones used by the public. YAS acknowledges the demands on their services and the priority which has to be given to certain calls; however it is also noted that frequently in relation to mental health incidents, patients don't need a paramedic but a trained Mental Health response which is discreet and available 24/7.

6. Recommendations

- 6.1 The TFG acknowledges that demand for mental health services at all stages on the continuum are increasing both locally and nationally against a backdrop of limited resource. Whilst recognising that there is evidence of excellent partnership working amongst local agencies, the TFG makes the following recommendations in support of assisting with the continual improvement of services and support to local communities:

6.2 **Recommendation 1 ACROSS ALL TFGs: A Multi-Agency Conference is held in relation to addressing the complex needs in our communities covering Housing, Substance Misuse and Adult Mental Health**

A common feature of the OSC TFG's undertaken in 2018-19 on Social Housing, Substance Misuse and Adult Mental Health is the close, cyclical links between them. Each service area has raised challenges in relation to accessing the other services, difficulties in sharing information between them, as well as demands on services which could be avoided. It is therefore recommended that a large conference is held for those working at both a strategic and operational level in these and partner services to come together and develop an action plan to address some of these issues and monitor this on an ongoing basis.

6.3 **Recommendation 2: A Strategic Mental Health Alliance is formed which can oversee all the work that is taking place across the continuum of mental health services and agencies involved in meeting mental health needs**

The TFG are acutely aware of both the number of agencies undertaking work to support those with mental health needs across the continuum and the challenges they face. The group therefore feel it is important that there is some co-ordinated strategic oversight of this to assist in enabling them to operate effectively, especially given the challenges highlighted in relation to information sharing.

6.4 **Recommendation 3: Focus is given by all agencies to reinvigorate the Barnsley Crisis Care Concordat (CCC)**

Linked with recommendation two, the group feel that as well as strategic oversight, there needs to be opportunity for those making decisions at an operational level to communicate, share information and work together to resolve issues arising in dealing with mental health crisis care. It is important that each agency signed up to the CCC sends appropriate representation who can attend consistently and help drive the

improvement and efficiency of crisis care responses 24/7; especially as most 999 and 111 calls in relation to mental health occur out of office hours.

6.5 Recommendation 4: Consideration is given to the commissioning of a non-clinical transport service

Given the high-demand being placed on police and ambulance services in responding to incidents, the TFG feels that having access to a non-blue light transport service for patients would be beneficial. This would both reduce the amount of inefficient use of police time and provide a more appropriate, discreet response for patients.

6.6 Recommendation 5: Professional Mental Health Workers within the Safer Neighbourhood Service Hub are assigned as part of core funding arrangements

Due to the challenges of information sharing and the positive impact having Professional Mental Health Workers in the Hub with access to patient information has, the TFG feel that this professional support should be considered as a core part of this service, rather than something which only has time-limited funding.

6.7 Recommendation 6: An Elected Member Talkabout is held on Mental Health

As a result of the evidence of increases in mental ill-health amongst all our communities across the mental health continuum and the rising demand for services; the TFG feel it would be beneficial for all Members to better understand differing mental health conditions as well as the services available in Barnsley, including the Recovery College which is open to everyone. This session would also provide opportunity for Members to think about their own mental wellbeing and how they can help themselves and others to be more resilient, incorporating elements of Mental Health First Aid (MHFA) Training as well as inviting local speakers to bring to life their experiences of mental illness.

6.8 Recommendation 7: The Overview and Scrutiny Committee undertakes further investigation of Adult Mental Health Services as part of its future work programme, with a focus on early intervention and preventative services

Given the mental health continuum and acknowledgment of both the spectrum of illness and therefore the appropriate response, the group focused their investigation on crisis care. It is evident that there continues to be challenges of access to mental health services in Barnsley, especially in relation to lower level support services which help to prevent issues escalating, which merit further investigation and clarity.

6.9 Recommendation 8: The Police Crime Panel (PCP) undertakes further investigation into the 'Policing and Mental Health: Picking up the Pieces' report and the implications for local services

As highlighted by the investigation, there is evidence that issues identified on a national level are present for our local services. Therefore, the TFG would recommend that the findings in this report are explored at a local level and assurance sought in relation to long-term solutions being put in place.

6.10 Recommendation 9: The Council's Elected Member Mental Health Champion and Senior Management Team Champion should lead on driving the Mental Health agenda including acting as an advocate for the above recommendations

Helping to drive this agenda is a role which is key for both the Council's Elected Member Mental Health Champion, which is currently Cllr Margaret Bruff and the Council's Senior Management Team Champion, which is currently Wendy Lowder. The TFG recognises the importance of this agenda being driven at a strategic level in support of enabling effective services at an operational level. It is important that these 'Mental Health Champion' roles continue to be assigned appropriately to relevant representatives within the Council.

6.11 **Recommendation 10: Steps are taken to ensure that there is access to 24/7 mental health crisis care support, especially out of office hours**

Given the local knowledge and experience of TFG members, as well as the evidence presented, the group constantly highlighted and challenged the importance and availability of access to 24/7 service provision. It was evident that calls for support in crisis from the public often occurred out of office hours. This created challenges not only for service users, but also for those trying to provide support having difficulty in contacting other professionals required. By providing effective out of hours support, it is hoped that the need for s136 detentions could be reduced which is of benefit both to service users as well as services themselves.

The TFG would like to take this opportunity to thank all those who provided information, attended meetings and assisted with the TFG's investigation; it is much appreciated.

7. Implications for local people / service users

7.1 The investigation undertaken by the TFG as well as the recommendations made are in support of improving health outcomes for people in Barnsley. The TFG recognises the importance of people's mental health in all aspects of their life and the negative impacts poor wellbeing can have on individuals and communities. The TFG is also cognisant of the need for access to effective 24/7 services in relation to mental health crisis care.

8. Financial implications

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

9. Employee implications

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

10. Communications implications

10.1 It is evident that there is a lot of confusion amongst our communities in relation to adult mental health services in Barnsley and access to them. It is therefore important that opportunities to share this information clearly and in accessible formats, is maximised. A specific recommendation is included in the report in developing and improving Elected Member knowledge of this which they will be able to disseminate in their communities.

10.2 Throughout the investigation, information sharing amongst agencies was consistently highlighted as a challenge which acts as a barrier to providing effective support services to those in need. Therefore, in the development of the strategic alliance and CCC, it is hoped that this is something which could be addressed.

11. Consultations

11.1 Consultations have taken place with: the Adult Mental Health TFG Members; the OSC; Councillor Jim Andrews; Councillor Margaret Bruff; Councillor Jenny Platts, Council Officers from Public Health, Communities and Adult Social Care; Barnsley CCG; SWYPFT; SYP; YAS; and the Council's Senior Management Team.

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

12.1 As outlined in the Corporate Plan, the three priorities for Barnsley are: a thriving and vibrant economy, strong and resilient communities; and citizens achieving their potential. Positive mental wellbeing is critical to achieving all of these priorities, therefore it is essential the Council and its partner organisations work together to support these aims.

13. Promoting equality & diversity and social inclusion

13.1 The TFG is keen to ensure that all Council services and activities are accessible to all its communities. Throughout the TFG's involvement in this work they have specifically referred to making sure that services are accessible to all, particularly given the vulnerabilities of those requiring mental health crisis care support.

14. Tackling the impact of poverty

14.1 A growing body of evidence has shown strong links between those of lower socioeconomic status and an increased likelihood of developing and experiencing mental health problems. Similarly, employment status is linked to mental health outcomes, with those who are economically inactive to be more likely to experience common mental health problems. It is therefore important to acknowledge that increased mental health support may be required in our more deprived communities. Also that tackling the impact of poverty will help to improve mental wellbeing amongst our communities.

15. Tackling Health Inequalities

15.1 There are large health inequalities between Barnsley and England, and within Barnsley itself. Improving people's mental wellbeing and reducing health inequalities will help local people to reach their full potential. The investigation undertaken by the TFG and recommendations made are in support of improving services across the borough; with recognition that additional work may be required in specific communities to help address health inequalities.

16. Risk management issues

16.1 This issue relates to the following risks currently logged on the Council's Strategic Risk Register (SRR), as follows:

- 3025 – 'Failure to Safeguard vulnerable service users'
- 3026 – 'Failure to achieve a reduction in Health inequalities within the Borough'
- 3047 – 'Failure to protect the health of the population from preventable health threats'

16.2 It is likely the recommended activities detailed in this report will contribute further to the effective mitigation of these risks, and it would be appropriate for any follow-up report to be cognisant of these risks.

17. Glossary

BMBC	Barnsley Metropolitan Borough Council
CCC	Crisis Care Concordat
CCG	Clinical Commissioning Group
IAPT	Improving Access to Psychological Therapies Service
MHFA	Mental Health First Aid
OSC	Overview and Scrutiny Committee

PCP	Police Crime Panel
SWYPFT	South West Yorkshire Partnership NHS Foundation Trust
SYP	South Yorkshire Police
TFG	Task and Finish Group
YAS	Yorkshire Ambulance Service

18. **Background papers & links**

- Barnsley Healthwatch, Mental Health Crisis Care Concordat Report, January 2016:
<https://healthwatchbarnsley.co.uk/wp-content/uploads/2014/06/Healthwatch-Barnsley-Mental-HealthConcordat-report-final.pdf>
- Policing and Mental Health: Picking up the Pieces, November 2018:
<https://www.justiceinspectors.gov.uk/hmicfrs/wp-content/uploads/policing-and-mental-health-picking-up-the-pieces.pdf>
- Barnsley All-Age Mental Health and Wellbeing Commissioning Strategy 2015-2020:
<https://barnsleymbc.moderngov.co.uk/documents/s10452/All-age%20Mental%20Health%20Commissioning%20Strategy%202015%20-%202020%20-%20ADOPTED.pdf>
- Mental Health Awareness: Hidden – A short documentary film based on ‘A Tiny Feeling of Fear’ by Barnsley author Jonathan Lee:
<https://www.youtube.com/watch?v=9PsQfg2pBDY>

If you would like to inspect background papers for this report, please email governance@barnsley.gov.uk so that appropriate arrangements can be made

Report Author: Anna Marshall, Scrutiny Officer

Date: 27th March 2019

BARNSELEY METROPOLITAN BOROUGH COUNCIL

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

REPORT OF THE EXECUTIVE DIRECTOR PLACE TO CABINET ON APRIL 17th 2019

HIGHWAYS & ENGINEERING: TRANSITION TO ALL ROAD PERMITS SCHEME

1. PURPOSE OF REPORT

- 1.1 This report sets out the rationale for expanding the existing permit scheme to include all adopted highways.

2. RECOMMENDATIONS

- 2.1 **That elected members approve the expansion of the current permit scheme from 320 of Barnsley's busiest streets to every street in the Borough's adopted road network as detailed in section 4 of this report.**
- 2.2 **By agreement to recommendation 2.1 above, that members acknowledge the need for additional resources to be employed to effectively administer the new scheme. These positions will be financed by the additional income generated by the scheme.**

3. INTRODUCTION

- 3.1 Street works and road works are a major cause of delay and disruption for road users, resulting in significant costs to the economy and society. Previous studies have estimated that the national cost of congestion resulting from street works is around £4.3 billion a year, successive governments have taken steps to support the effective management and coordination of works.
- 3.2 These steps have included the ability for local highway authorities to introduce permit schemes. Such schemes provide the Authority with the ability to proactively manage all works as a way to reduce and control the associated disruption. This increased control is achieved by requiring all works promoters (i.e. anyone who wishes to work in the highway) to seek permission before undertaking works and for those works to comply with conditions which the local highway authority applies.
- 3.3 In 2012 Barnsley, along with 5 other Yorkshire Authorities, implemented a permit scheme authorised by the DfT for operation on type 1, 2 & Traffic Sensitive (T/S) streets. The decision to operate a permit scheme only on our busiest streets came under direction from the DfT as two major all-street schemes had previously gone live 6 months before in Kent and London. The DfT were keen to measure the performance and impact of different types of schemes and encouraged the Yorkshire region to implement a common permit scheme targeting type 1, 2 and T/S streets.

- 3.4 In 2015, the government deregulated permit schemes, taking away the DfT control and regulation, which has resulted in the majority of new schemes being all streets schemes.
- 3.4 Permit schemes provide the facility to improve the coordination of all works, as the scheme generated funds cover the cost of additional staffing, allowing the authority to check 100% of the permit applications for the whole network, compared to approximately 23% of current notices received on minor roads that are highlighted only when geographical conflict with other works occurs.

4. PROPOSAL AND JUSTIFICATION

- 4.1 The Council has successfully operated a permit scheme on its 320 busiest roads since June 2012. It is proposed to extend the scheme to every street across the Council's adopted highway network to ensure the benefits are realised on all streets.
- 4.2 The key deliverable benefits of the permit scheme are;
- Reduces disruption and minimises congestion caused by works on our network;
 - Increases levels of control over all works;
 - Provides leverage, which can influence the way that works are undertaken; and
 - Generates a positive return for society. i.e. reduced congestion results in improved local air quality.
- 4.3 The existing scheme is estimated to have reduced highway occupation in Barnsley by approximately 14,450 days over its 6 years of operation, with the extended scheme estimated to further reduce occupation by 5,000 days per year.
- 4.4 The expanded scheme proposed by this report has been modelled through a detailed, robust cost benefit analysis (CBA) exercise which considers the cost of road and street works to road users (travel time costs, fuel and other vehicle operating costs), accident and fuel carbon emission costs.
- 4.5 To effectively manage the additional tasks of a permit scheme the DfT permit matrix has estimated that an additional 4 staff will be required. These posts will be funded by the additional permit fee income with the key duties of approving and assisting permit applications, including traffic management layouts, works durations, reinstatement provision and encouraging multi agency coordination. This will be covered by a separate delegated report.
- 4.6 It should be noted that the prevailing legislation which sets the financial framework for all network permit schemes (the Streetworks (Recovery of Costs) Regulations 2002) makes it clear that an Authority may only recover the costs associated with administering a scheme from works promoters. Any surplus revenue generated by a scheme must be invested back into the scheme and cannot be used to offset wider service pressures.

4.7 Key project milestones include;

Milestone	Target Date
Approval to commence	April 2019
Restructure Service	May – July 2019
Pre-commencement communications with key stakeholders	June – July 2019
Go Live Date	August 2019

5. CONSIDERATION OF ALTERNATIVE APPROACHES

5.1 Option 1 Revoke the permit scheme and return to a standard noticing regime:

Not operating a scheme could result in works promoters resources being used on the authorities that are running a permit scheme, which would mean works in Barnsley would not get the same attention as works in other permit authority areas. The permit scheme also funds 2 FTE members of staff which, if no longer in place, would leave the council under resourced and under legislated to mitigate the impact the lack of control over works taking place on our strategic road network would have. The overall benefits to the travelling public would not be achieved in terms of reduced travel time, vehicle operating costs accident and fuel carbon emission costs.

5.2 Option 2 Remain with the current split regime:

We are currently do not have as much control over the works taking place on the quieter residential streets as we do over the works on the busier roads This is due to the lack of resource available to monitor the duration of works or monitor working methods on the quieter roads which mean that average highway occupation and disruption is higher.

6. IMPLICATIONS FOR LOCAL PEOPLE/SERVICE USERS

6.1 Permit schemes provide a way to reduce the disruption caused by works, the current scheme is estimated to have reduced highway occupation in Barnsley by approximately 14,450 days over its 6 years of operation.

6.2 The extra staffing resource required to operate an all street permit scheme will allow the authority to coordinate works on all streets and increase the levels of joined up working between all works promoters. This is achieved by encouraging collaboration between works promoters working within the same street or area and greater controls over the timings of work through advance coordination.

6.3 Being in a position to challenge how long works will take will reduce the amount of time works promoters spend working on the highway. This will help improve the public's perception of works promoters and shorten journey times.

6.4 Reducing the disruption caused by street works by shortening the duration of works will make it easier for road users to access sites of employment and provide businesses with a more efficient highway network. Keeping connectivity of the network free from superfluous road works.

7. FINANCIAL IMPLICATIONS

- 7.1 Consultations on the financial implications have taken place with the representatives of the Service Director – Finance (S151 Officer).
- 7.2 Based on information collected by the service over the last few years, the service has estimated that extending the scheme will mean issuing 5,125 additional permits and 311 permit variations per year taking the total to 7,165 permits and 433 permit variations. The rates proposed for the category 3-4 roads are on average 23% lower than the category 0-2 roads because the checks involved in assessing the requirements are less onerous. All rates have been built up using the All Yorkshire Permit Scheme template of activities and the BMBC pay and overhead rates. The rates were consulted on in 2018 (see section 12). The additional permits will generate income of £262,218 per year.
- 7.3 Using the All Yorkshire Permit Scheme matrix to assess the levels of resources, the service has estimated that 4 additional staff and a mini restructure will be required to administer the whole scheme. The cost of this is £146,000 per year. When overheads are included, the total additional cost will be in the region of £262,000 and so the scheme meets the requirement of only recovering costs. Any surplus generated must be ring-fenced for use in this scheme in future years. Implementing this proposal will also allow full cost recovery of the permit scheme reducing the impact on the Council's base budget allowing a contribution towards delivery of the Council's efficiency agenda.
- 7.4 Income and costs will need to be kept under review to ensure that the £262,000 additional income is achieved and that staffing and non-staffing costs are in line with actual workload and demands for permits.
- 7.5 The financial implications are shown on the attached appendix A.

8. EMPLOYEE IMPLICATIONS

- 8.1 As part of the proposal the existing Streetworks structure will be revised in accordance with the Managing Change and supporting HR policies.

9. LEGAL IMPLICATIONS

- 9.1 The Traffic Management Permit Scheme Regulations (England) 2007 gives the Council power to amend existing Permit Schemes provided that the appropriate consultation has taken place. In this case consultation has been carried out in accordance with the regulations. In addition following the Deregulation Act 2015 the approval of the Secretary of State is no longer required for changes to the Permit Scheme and the Council has authority to approve the revised Scheme.

10. CUSTOMER AND DIGITAL IMPLICATIONS

- 10.1 As a direct result of reducing disruption and delay to highways users there will be an associated benefit in terms of noise and air pollution.

11. COMMUNICATIONS IMPLICATIONS

11.1 A proactive Communication plan will be developed to ensure the changes are effectively communicated to all promoters.

12. CONSULTATIONS

12.1 Formal consultation has taken place with the major affected stakeholders, the results of which are detailed in Appendix C.

12.2 In summary;

- Responses were received from 18 of the 67 identified consultees.
- 18 comments/questions were received, of which;
 - 2 responses were positive;
 - 14 responses were neutral; and
 - 2 responses were negative.
- The 2 negative responses were received from utility companies regarding the additional costs they will incur as a result of an expanded permit scheme.

12.3 Prior to the anticipated August 2019 “go live” date, pre-commencement communications will be released to the all key stakeholders detailing the changes to the current scheme.

13. THE CORPORATE PLAN AND THE COUNCIL'S PERFORMANCE MANAGEMENT FRAMEWORK

13.1 The proposal to move to an all streets permit system supports the strategic objective of developing a “thriving and vibrant economy” by;

- Providing a way to reduce the disruption caused by works;
- Providing increased levels of control over all works;
- Generating a positive return for society i.e. reduced congestion results in improved local air quality.

14. LIST OF APPENDICES

Appendix A: Financial Implications

Appendix B: Barnsley Permit Scheme – Consultation Report

Report author: Matthew Bell

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APPENDIX A
Report of the Executive Director of Place

FINANCIAL IMPLICATIONS

HIGHWAYS & ENGINEERING: TRANSITION TO ALL ROAD PERMITS SCHEME

i) <u>Capital Expenditure</u>	<u>2019/20</u> £	<u>2020/21</u> £	<u>2021/22</u> £	<u>Total</u>
None in this report	0	0	0	0
	0	0	0	0
	0	0	0	0
To be financed from:				
	0	0	0	0
	0	0	0	0
	0	0	0	0

ii) <u>Revenue Effects</u>	<u>2019/20</u> £	<u>2020/21</u> £	<u>2021/22</u> £	<u>Later Years</u> £
<u>Expenditure</u>				
Additional staffing costs	146,000	146,000	146,000	146,000
	146,000	146,000	146,000	146,000
	146,000	146,000	146,000	146,000
To be Financed from:				
Permit income	146,000	146,000	146,000	146,000
	146,000	146,000	146,000	146,000

There is no impact on the Medium Term Financial Strategy.

Impact on Medium Term Financial Strategy

This report has no impact on the Authority's Medium Term Financial Strategy.

	<u>2019/20</u> £m	<u>2020/21</u> £m	<u>2021/22</u> £m
Current forecast budget gap	0	0.028	4.857
Requested approval	0	0	0
Revised forecast budget gap	0	0.028	4.857

Agreed by:On behalf of the Service Director and Section 151 Officer - Finance

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Barnsley Permit Scheme Consultation Report



1. Introduction

On 12 June 2012 Barnsley MBC successfully introduced the Yorkshire Common Permit Scheme operating on type 0, 1, 2 and traffic sensitive streets.

To build on this success and to achieve the benefits set out in the CBA, Barnsley Council intends to change the name of the scheme to the Barnsley Permit Scheme (BPS) and extend the scheme to all streets within its adopted highway network.

This report is on the consultation for the Barnsley Permit Scheme.

2. Consultees

Barnsley Council identified the relevant consultees and stakeholders whom have an interest in the expansion of the BPS. Details of all of the consultees are attached in Appendix A.

Barnsley Council analysed their Street Works Register to identify all Statutory Undertakers that had undertaken any work since the commencement of the New Roads and Street Works Act. Following the same process made for the previous permit scheme consultations, every effort has been made to contact all of these organisations to give them the opportunity to take part in the consultation.

In addition, Barnsley Council ensured that the adjacent local authorities were included in the consultee list, as well as organisations such as bus operators, freight organisations and emergency services.

Wherever possible, an e-mail address for the consultee was obtained. Where no e-mail address was identified, a postal address was obtained.

In total 67 consultees were identified and these were contained within the following groupings:

Central Government	2
City Region	1
Emergency Services	3
EToN Provider	1
Government Agency	1
Highway Authority	2
Local Authority	12
Local Authority Group	1
Local Interest Group	4

Parish Councils	16
Transport Authority	2
Utility	21
Utility Company Group	1

3. Consultation

A dedicated e-mail box was set up by Barnsley Council for this specific consultation to receive all responses – permitsconsultation@barnsley.gov.uk.

Consultees were sent a letter giving details of the consultation and copies of the scheme document, supplementary information, CBA summary and list of permit streets.

The consultation commenced on 19/12/2018 and ran for an eight week period which ended on 13/02/2019.

4. Consultation Responses

In total 18 comments or questions were received of which 2 were positive, 14 were neutral and 2 were against the scheme. With regard to the 2 negative responses, these were from utility companies and related to the costs involved in running the permit scheme. The majority of the neutral comments were regarding clarifications of the details provisions of the proposed scheme. As a result some changes have been made to the supplementary information document.

A copy of all the consultation responses and Barnsley Councils replies is attached in Appendix B.

5. Next steps

Following the consultation and after taking in to consideration the responses received, Barnsley Council will now seek permission internally to implement an all streets permit scheme as set out in the amended Permit Scheme Document and the amended Supplementary Information document.

A copy of this consultation report will be published on Barnsley Councils website and will be sent to each consultee.

The revised scheme documents will be submitted to Barnsley Councils Cabinet and Executive board for approval in March/April 2019.

Should the scheme be approved, Barnsley Council will work with all consultees and works promoters to provide a smooth transition from the current arrangements to the successful extension of the permit scheme.

Appendix A – List of Consultees for the Barnsley Permit Scheme

Consultee	Category
A One	Highway Authority
AMEC	Utility
Anglian Water	Utility
B SKY B	Utility
Bradford CC	Local Authority
BT	Utility
Cadent Gas	Utility
Calderdale MBC	Local Authority
Centrica	Utility
City Fibre	Utility
Doncaster MBC	Local Authority
East Riding CC	Local Authority
Energy Networks	Utility
Environment Agency	Central Government
Freight Transport Association	Local Interest Group
Fulcrum	Utility
GTC	Utility
Harlaxton	Utility
Highways England	Highway Authority
JAG UK	Local Authority Group
Kirklees CC	Local Authority
Leeds CC	Local Authority
National Farmer Union	Local Interest Group
Network Rail	Transport Authority
North Lincolnshire CC	Local Authority
North Yorkshire CC	Local Authority
Northern Gas Networks	Utility
Northern Powergrid	Utility
Nottinghamshire CC	Local Authority
Billingley Parish Council	Parish Councils
Cawthorne Parish Council	Parish Councils
Dunford Bridge Parish Council	Parish Councils
Great Houghton Parish Council	Parish Councils
Gunthwaite & Ingbirchworth Parish Council	Parish Councils
High Hoyland Parish Council	Parish Councils
Langsett Parish Council	Parish Councils
Little Houghton Parish Council	Parish Councils
Oxspring Parish Council	Parish Councils
Penistone Town Council	Parish Councils
Shafton Parish Council	Parish Councils
Silkstone Parish Council	Parish Councils
Stainborough Parish Council	Parish Councils
Tankersley Parish Council	Parish Councils
Thurgoland Parish Council	Parish Councils
Wortley Parish Council	Parish Councils
Permits National DfT	Central Government
RNIB	Local Interest Group

Road Haulage Association	Local Interest Group
ROMECC	Utility
Rotherham MBC	Local Authority
Severn Trent Water	Utility
Sheffield City Region	City Region
Sheffield CC	Local Authority
Streetworks UK	Utility Company Group
SY Fire	Emergency Services
Symology	EToN Provider
SYP	Emergency Services
SYPTE	Transport Authority
T Mobile	Utility
Veolia	Utility
Virgin Media	Utility
Vodafone	Utility
Wakefield MBC	Local Authority
Western Power	Utility
Yorkshire Ambulance Service	Emergency Services
Yorkshire DfT	Government Agency
Yorkshire Water	Utility

Appendix B – Consultation Responses for the Barnsley Permit Scheme

This Appendix sets out the responses received from the consultees and the replies given by Barnsley Council.

No.	Feedback Type	Document / Section	Consultee response	Barnsley Council reply
1	Comment	General	We are keen to work with Barnsley, as with all Highway Authorities , to minimise disruption whilst carrying out our vital works and statutory obligations to maintain water supplies, safeguard water quality and ensure our waste water and water networks are managed effectively.	Noted - No action
2	Comment	General	Yorkshire Water agrees that Permit Schemes are an effective method of improving communication and co-ordination to ensure our essential Streetworks activities have as little impact as possible on road users and pedestrians. Further improvements in planning, communications and innovative techniques are necessary and we are determined to improve performance as detailed to the Yorkshire Joint Authority Group on 30 th January 2019. However we believe the current scheme, based on traffic sensitive and type 1/2 roads, is the best method to accomplish this without the need for an all streets approach.	Noted - No action

3	Question	5 Permit Document	Can you please clarify the streets where early notification of immediate activities is required? This may be an area for beneficial, collaborative working if we can share the date in our work planning systems.	Any such streets will be added as ASD in the Street Gazetteer, we currently do not have any such streets and designation of such streets will follow the same consultation process as for traffic sensitive streets.
4	Question	5 Permit Document	Similarly for "other features" of the street?	Where this information is available, it is included as ASD in the Street Gazetteer
5	Question	General	Do you know how many of the activities on your highway network are a) utility streetworks b) highway roadworks?	Yes, the Streetworks Register holds this information
6	Question	General	Has the cost benefit analysis included for the additional costs incurred by Utilities?	No, the CBA is carried out to ensure the scheme will deliver value for money and is a basic appraisal of the costs and benefits of the scheme.
7	Question	General	What transition arrangements will be put in place prior to the 1 st April 2019	There will be no transitional arrangements in place prior to the 1st April 2019.
8	Question	General	Are there any plans to review what constitutes traffic sensitive streets in the Barnsley district	Traffic sensitive reviews are undertaken periodically and any additions to the traffic sensitive streets are consulted on.

9	Question	General	For the application of permits for immediate activities (within 2 hours) can you please clarify the process for out of hours/weekend working?	If a street is not subject to early notification of immediate activities, the activity promoter shall apply for a permit within 2 hours of starting or by 10am the next working day if out of hours
10	Comment	General	Whilst we do not believe an all streets approach is necessary we will work with yourselves and other Utilities to ensure our necessary Streetworks are carried out with minimal impact on all our customers.	Noted - No action
11	Comment	6.1 Supplementary Information	Virgin Media are disappointed that Barnsley MBC's Permit Scheme and associated fee`s will apply to all classification of roads. Virgin Media requests that Barnsley grant permits for category 3 and 4 roads by default. Virgin Media believes that coordination on these roads is deemed to be minimal and for those permits to be at zero fee levels.	<p>The decision to apply permit fees to the authorities entire adopted highway network was taken following careful consideration and planning in line with a robust cost benefit analysis.</p> <p>To ensure that the extension of the scheme was not purely a paper based exercise, while at the same time staying true to the schemes objectives and benefits, the only option available to Barnsley Council was to charge reasonable fees on type 3 & 4 streets.</p>
12	Comment	11.8 Permit Scheme	Virgin Media acknowledges that Barnsley will review their fees accordingly and surplus income will be invested into the scheme.	Noted - No action

13	Comment	6.3 Supplementary Information	Virgin Media acknowledge that Barnsley will be applying a 30% discount for working wholly outside traffic-sensitive times.	Noted - No action
14	Comment	6.4 Supplementary Information	Virgin Media are encouraged that Barnsley will offer a 10% reduction to permit applications for the subsequent quarter following 90% pass rate on sample inspections.	Noted - No action
15	Comment	4.1 Supplementary Information	You have referred to TPIs 1,2 and 7 which all refer to phasing of works. My understanding is that work phases will cease to exist under Street Manager? If so you should add words to this effect. Street Manager will change things so you will need to word it carefully I think?	TPI measures are developed by the HAUC England Permit Forum and should be subject to change once Street Manager has been implemented. We have stated that we will always follow the latest TPI requirements and therefore removed the list of TPI's from the Supplementary Information document.

16	Comment	3.8 Supplementary Information	You state that you will impose conditions to ensure first pass reinstatements in sensitive areas. A permit scheme cannot impose conditions which are change the current legal framework and I am afraid this may be the case with this statement.	Agreed - Wording has been changed from 'The Barnsley Permit Scheme through imposing conditions and monitoring works will ensure that any works carried out in these sensitive areas are reinstated promptly and on a first time basis to reduce the number of interim reinstatements' to 'The Barnsley Permit Scheme through liaising with promoters and monitoring works will endeavour to ensure that any works carried out in these sensitive areas are reinstated promptly and on a first time basis to reduce the number of interim reinstatements.'
17	Comment	4.3 Supplementary Information	In AM4 you refer to EToN which will soon be defunct. You may wish to review this?	Agreed - Wording has been changed from 'AM 4 - Number of collaborative works - the number of collaborative works that have been identified using the relevant EToN code' to 'AM 4 - Number of collaborative works - the number of collaborative works that have been identified.'
18	Comment	6.1 Supplementary Information	In the fees you state the maximum for a PAA on cat 3,4 & Non Traffic Sensitive is £175 – I wish im afraid It's only £75	Agreed - typing error

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BARNSELEY METROPOLITAN BOROUGH COUNCIL

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

REPORT OF THE EXECUTIVE DIRECTOR PLACE TO CABINET

HOUSING REVENUE ACCOUNT (HRA) – SECTION 106 ACQUISITION PROGRAMME

1. PURPOSE OF REPORT

- 1.1 To approve the HRA Section 106 Acquisitions Programme for the financial years 2019/20 and 2020/21.

2. RECOMMENDATIONS

It is recommended that:

- 2.1 Cabinet approve the HRA Section 106 Acquisition Programme for the financial years 2019/20 and 2020/21.

3. INTRODUCTION

- 3.1 A successful HRA Section 106 acquisitions programme has been running since 2014. It has acquired 82 new build dwellings. This has helped to partially offset Council Housing stock loss through the Right to Buy Programme. Each year of late the Council has sold between 150 and 250 dwellings through Right to Buy and the Council Housing stock is reducing whilst the Council House waiting list remains at around 7,000 applications. Right to Buy sales also generate capital receipts, a part of which, under Central Government rules, has to be spend on replacement properties or paid over to the Government. Under these funding rules, expenditure that utilise the Right to Buy capital receipts has to be matched by a two thirds contribution from other HRA funds.
- 3.2 The Council has an Affordable Housing Supplementary Planning Document policy which requires developers of new build housing to provide a proportion of affordable housing on new build sites, above a minimum threshold, and is dependent on the location of the development within the borough.
- 3.3 The 82 properties purchased by the Council in the current programme have been purchased at an average cost of £67,209 per dwelling. This represents excellent value for money and the dwellings have been purchased at approximately 50% of open market value and at a considerably lower cost than self-delivered new build schemes. All of the properties purchased have been let as council houses at social rent levels, making them affordable for all.

- 3.4 Properties have been acquired across the borough and include bungalows, two and three bedroom houses and a small number of two bedroomed flats. The mix and type of properties is pre-set by agreement between the developer and the Council.
- 3.5 Developers will offer S106 properties to the Council or Housing Associations in a variety of ways. Some developers have regional agreements to sell all properties to one Housing Association, some are competitively tendered, and others choose to negotiate. Often there is a lengthy time gap between the completion of section 106 agreements between the developer and Council, the subsequent selection of a purchasing partner by the developer and the actual delivery of the units themselves.
- 3.6 Approvals for the purchase of section 106 properties will follow the normal Council approvals or delegation dependant on the value.

4. PROPOSAL AND JUSTIFICATION

- 4.1 It is proposed that the Cabinet approve an acquisitions programme for the next two financial years at a cost of £1.5m. This will enable approximately 20 section 106 dwellings to be purchased by the Council.
- 4.2 The programme will enable acquisitions supporting a number of key Council priorities including:
- Helping to meet the targets for new build homes;
 - Expending Right to Buy capital receipts;
 - Maintaining the number Council Houses available for letting at Social Rent levels.

5. CONSIDERATION OF ALTERNATIVE APPROACHES

- 5.1 Consideration has been given to discontinue the section 106 acquisitions programme diverting the funding into other HRA capital priorities. This has not been recommended because the programme supports a range of strategic priorities and represents very good value for money to the Council.

6. IMPLICATIONS FOR LOCAL PEOPLE/SERVICE USERS

- 6.1 The main benefits for local people and service users arising from the programme is that it helps to maintain the number of dwellings available for Council letting at Social Rent.

7. FINANCIAL IMPLICATIONS

- 7.1 Consultations have taken place with representatives of the Service Director – Finance (S151 Officer).
- 7.2 The £1.5M funding for this proposal has been set aside in principle by SMT / Members and has been formally approved as part of the 2019/20 HRA Budget Planning process that were submitted to Cabinet in January 2019 (Cab.9.1.2019/11 refers). This strategy is part of the Housing Growth Investment strategy and is funded from the HRA reserves.

- 7.3 Where eligible, 30% of the total purchase price of the properties can be funded using 1-4-1 Capital Receipts. Due to the restrictive criteria of allocating these receipts, it is not possible to quantify the amount of eligible funding that could allow the £1.5M budget to be enhanced at this point.
- 7.4 The current HRA business plan is forecasting a net decrease in the housing stock of 109 properties in 2019/20 which is based on the assumption of 210 RTB sales and 101 additional properties coming into the portfolio via new build and acquisitions strategies such as this.
- 7.5 Rental income within the HRA business plan has been calculated using the projected stock numbers. Any increase or decrease to those numbers will have a positive or negative impact on the amount of the rent the HRA can collect.
- 7.6 Financial services mitigate the risks to the HRA via robust monitoring of the RTB sales and rent collections in partnership with Berneslai Homes and Strategic Housing.

8. EMPLOYEE IMPLICATIONS

- 8.1 The S106 acquisitions programme is carried out jointly by officers within Berneslai Homes and the Council as the current programme and with the following responsibilities:
- Berneslai Homes – Management, sourcing and administration of the programme.
 - BMBC PLACE – Housing and Energy, consultation on proposals and monitoring at Housing and Energy Board.
 - BMBC Regeneration & Property Asset Management – Valuation of the properties and Legal Instruction.
 - BMBC - Legal Services (Property and Planning Team) – Legal and Conveyancing Services.
- 8.2 The programme can be contained within existing employee services as set out above.

9. LEGAL IMPLICATIONS

- 9.1 All properties will be purchased using the Council Legal Services (Property and Planning Team for Conveyancing and the use of experienced Council Solicitors reduces risk around this area.

10. CUSTOMER AND DIGITAL IMPLICATIONS

- 10.1 There are no customer or digital implications contained within this proposal.

11. COMMUNICATIONS IMPLICATIONS

- 11.1 There are no communications implications contained within this proposal.

12. CONSULTATIONS

- 12.1 Consultations on this report have taken place within Berneslai Homes, the Council Strategic Finance manager, and the Head of Housing and Energy.
- 12.2 Consultation on individual schemes takes place with Berneslai Homes Lettings and Housing Management Teams. The Council's Head of Housing and Energy and Strategic Finance Manager are also consulted about each proposed acquisition.

13. THE CORPORATE PLAN AND THE COUNCIL'S PERFORMANCE MANAGEMENT FRAMEWORK

- 13.1 The acquisition programme priorities proposed in this report aligns Berneslai Homes Strategic Plan with the Council's corporate priorities and requirements of Headline KPI's

14. TACKLING THE IMPACT OF POVERTY AND HEALTH INEQUALITIES

- 14.1 Having and maintaining an affordable home is an important part of tackling the impact of poverty and health inequalities. All of the properties purchased have modern standards of insulation, heat loss and heating as required by current Building Regulation standards.
- 14.2 Council Housing provides by far the main provision of Social Housing in Barnsley. Maintaining adequate numbers of well managed low cost, good quality Council owned social rented properties in therefore a major part of tackling poverty and health inequalities within the borough.

15. REDUCTION OF CRIME AND DISORDER

- 15.1 The properties purchased under this programme have good levels of external security.

16. RISK MANAGEMENT ISSUES

- 16.1 Risk management forms a part of the evaluation of each acquisition and a risk section is contained in each individual approval report.

17. GLOSSARY

HRA – Housing Revenue Account

18. LIST OF APPENDICES

Appendix A – Financial Implications.

19. BACKGROUND PAPERS

Acquisition Statistics and Reports

If you would like to inspect background papers for this report, please email governance@barnsley.gov.uk so that appropriate arrangements can be made

Report author: Stephen Davis

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Report of the Executive Director Place

FINANCIAL IMPLICATIONS

HRA Section 106 Acquisitions

i)	<u>Capital Expenditure</u>	<u>2019/20</u> £	<u>2020/21</u> £	<u>2021/22</u> £
	HRA Section 106 Acquisitions	375,000	1,125,000	
		375,000	1,125,000	0
	To be financed from:			
	BMBC HRA Capital Reserves	375,000	1,125,000	
		375,000	1,125,000	0

Impact on Medium Term Financial Strategy

Not applicable in this report

Agreed by: *B. Dal*On behalf of the Service Director-Finance, Section 151 Officer

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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 PLACE**

Housing Revenue Account (HRA) Empty Homes Acquisitions Programme 2019/20 – 2021/22

1. PURPOSE OF REPORT

- 1.1 To outline the HRA Empty Homes Acquisitions Programme to Cabinet for the financial years 2019/20 through 2021/22.

2. RECOMMENDATIONS

- 2.1 That the HRA Empty Homes Acquisitions Programme for the financial years 2019/20 through 2021/22 be approved by Cabinet.

3. INTRODUCTION

- 3.1 The Council has been running a successful acquisitions programme since 2012 within its Housing Revenue Account (HRA). This programme has acquired 205 properties over this time which has helped contribute towards partially offsetting the loss of Council Housing stock through the Right to Buy Programme.
- 3.2 In recent years, the Council has sold between 150 and 250 dwellings per annum through Right to Buy and the council housing stock is therefore reducing whilst the council house waiting list remains at around 7,000 applications. Right to Buy sales also generate capital receipts for the Council, a part of which, under Central Government rules has to be spend on replacement properties or paid over to the Government. Under these funding rules, expenditure that utilise the Right to Buy capital receipts has to be matched by a two thirds contribution from other HRA funds.
- 3.3 The programme has been focused on four priority themes which align both to strategic housing needs and other Council priorities such as the reduction of empty homes and are outlined below:
- Empty Properties –The Council has approved an Empty Homes Delivery Plan 2018 to 2021 and invested substantial resource over the period to reduce the 1,485 longer term properties in the borough. This priority theme is a part of that plan and is the acquisitions of long term empty properties, aimed at the strategic need to reduce the number of such properties within the borough and contributing towards the Council targets for this. These acquisitions also attracted Homes England – Empty Homes Grant levels at a current rate of £25,000 per dwelling and this has helped extend the number of such acquisitions. 70 Properties have been acquired to date under this

theme and this has fully reached the targets agreed with Homes England and will do so over the next two years.

- Former Right-to-Buy Properties – Such properties are regularly offered back to the Council for re- purchase. Typically, this will be because either the owner has passed away, there has been a family break down or because the owner has run into financial difficulties. The Council also has a statutory ‘Right of First Refusal’ on all properties sold under Right to Buy for a period of 10 years after sale;
- Properties offered by Housing Associations – A number of Housing Associations are seeking to reduce their social rented housing stock in the borough often, but not exclusively, to fund new build housing programmes. The new build programmes may or may not be within Barnsley and may or may not be for social rent. The Council is regularly approached to see if it would wish to purchase, prior to the properties being sold on the open market. Most Housing Associations will sell such properties at auction, often to the buy to rent market. An example of such a purchase is Carlton Street at Grimethorpe, where the Council purchased 22 properties, most with sitting tenants from Yorkshire Housing, at a value of £13,863 per dwelling. The Council has since improved the dwellings and made environmental improvements to make this area in the centre of the local community sustainable for the future; and
- Other Strategic Acquisitions – Occasionally it is advantageous to the Council to make strategic acquisitions, for example that might enable a tenant to move from a property, releasing access to a council area of land for development. Going forward it is proposed to expand this theme to include support to future neighbourhood based regeneration activity.

3.4 The 205 properties purchased by the Council in the current programme have been purchased at an average cost of £51,111 per dwelling which represents excellent value for money at, on average, 12.5% below market value.

3.5 Funding for void works arising from acquisitions is contained within the HRA voids capital budget with the current average cost of such void works totalling £7,597 per property. The cost of works varies with long term empty homes costing the most to improve.

3.6 Such approvals for purchase of individual properties within the four respective elements follow the Council’s governance and approval processes with a report is written for each, following consultation with the Head of Housing and Energy.

4. PROPOSAL AND JUSTIFICATION

4.1 It is proposed that the Cabinet approve an acquisitions programme for the next three financial years at a cost of £2.600M, using the four priority themes set out above but to increase the fourth theme to include strategic acquisitions needed to support future neighbourhood based regeneration activity. Budget Provision for this has been made in approved HRA Capital Expenditure Programmes (£2.2M) and from Section 106 funding set aside for this purpose (£0.4M). Homes England Empty

Homes grant is claimed on relevant property acquisitions and it this money re-cycles back into the programme accordingly and as it is received.

4.2 The programme will enable continuation of acquisitions that support a number of key Council priorities including:

- Reducing the number of Empty Homes in the borough;
- Expending Right to Buy capital receipts; and
- Maintaining the number Council Houses available for letting at Social Rent levels.

5. CONSIDERATION OF ALTERNATIVE APPROACHES

5.1 Consideration has been given to discontinue the acquisitions programme diverting the funding into other HRA capital priorities. This has not been recommended because the programme supports a range of strategic priorities and represents very good value for money to the Council.

6. IMPLICATIONS FOR LOCAL PEOPLE/SERVICE USERS

6.1 There are two main benefits for local people and service users arising from the programme:

- It reduces the number of empty homes within the borough improving and returning such properties to use; and
- It helps to maintain the number of dwellings available for Council letting at Social Rent.
- The programme also supports the training needs of apprentices employed within the PRIP Partnership by Berneslai Homes Construction Services (18 Apprentices) and Kier. (9 Apprentices). Some of these properties involve quite major refurbishments and the work type provides essential variety and valuable experience.

7. FINANCIAL IMPLICATIONS

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

7.2 The £2.196M funding for this proposal has been set aside in principle by SMT / Members and has been formally approved as part of the 2019/20 HRA Budget Planning process that were submitted to Cabinet in January 2019 (Cab.9.1.2019/11 refers). This proposal forms part of the Housing Growth Investment Strategy and is funded from earmarked HRA reserves.

7.3 In addition to the HRA reserves, Section 106 Contributions has been previously approved by Cabinet via the Empty Homes Programme report 2018-21. (Cab.13.12.2017 refers) totaling £0.400M.

- 7.4 The Council's own resources for the empty homes programme is to be supplemented by an element of Homes England – Empty Homes Grant income, to a maximum value of £0.995M. At this stage, it is not quantifiable in terms of how much of grant will be drawn down as it is predicated on the type of properties that become available and whether they meet the stipulations / conditions as set out by the grant. Each individual acquisition report that is presented for consideration will look to maximise this grant, in line with approved amounts, on a case by case basis.
- 7.5 Similarly, where eligible 30% of the total purchase price of the properties can be funded using 1-4-1 capital receipts, consideration will be taken, in line with the restrictive nature of the use of such receipts, to identify schemes that they can be utilised on. Like the Empty Homes Grant, each individual acquisition report that is presented for consideration will look to maximise these receipts, along with the grant as outlined above, in line with approved amounts, on a case by case basis.
- 7.6 The HRA business plan is forecasting a net decrease in the housing stock of 109 properties in 2019/20. This is based on the assumption of 210 RTB sales and 101 additional properties coming into the portfolio via new build and acquisitions strategies such as this proposal.
- 7.7 Estimated rental income within the HRA business plan has been calculated using these projected stock numbers. Any increase or decrease to those numbers will have a respective positive or negative impact on the amount of the rent the HRA can collect.
- 7.8 Financial services mitigate the risks to the HRA via robust monitoring of the RTB sales and rent collections in partnership with Berneslai Homes and Strategic Housing.

8. EMPLOYEE IMPLICATIONS

- 8.1 The acquisitions programme is carried out jointly by officers within Berneslai Homes and the Council as the current programme and with the following responsibilities:
- Berneslai Homes – Administer and organise the programme.
 - The Council's Head of Housing and Energy and Strategic Finance Manager are also consulted about each property.
 - BMBC Regeneration & Property Asset Management – Current valuation of the Property and Legal Instruction.
 - BMBC - Legal Services (Property and Planning Team) – Legal and Conveyancing Services.
- 8.2 The programme can be contained within existing employee services as set out above.

9. LEGAL IMPLICATIONS

- 9.1 All properties will be purchased using the Council Legal Services (Property and Planning Team for Conveyancing and the use of experienced Council Solicitors reduces risk around this are.

10. CUSTOMER AND DIGITAL IMPLICATIONS

10.1 There are no customer or digital implications contained within this proposal.

11. COMMUNICATIONS IMPLICATIONS

11.1 There are no communications implications contained within this proposal.

12. CONSULTATIONS

12.1 Consultations on this report have taken place within Berneslai Homes, the Council Strategic Finance manager, and the Head of Housing and Energy.

12.2 Consultation on individual acquisitions takes place with Berneslai Homes Lettings and Housing Management Teams. The Council's Head of Housing and Energy and Strategic Finance Manager are also consulted about each property.

13. THE CORPORATE PLAN AND THE COUNCIL'S PERFORMANCE MANAGEMENT FRAMEWORK

13.1 The acquisition programme priorities proposed in this report aligns Berneslai Homes Strategic Plan with the Council's corporate priorities and requirements of Headline KPI's.

14. TACKLING THE IMPACT OF POVERTY AND HEALTH INEQUALITIES

14.1 Having and maintaining an affordable home is an important part of tackling the impact of poverty and health inequalities.

14.2 Council Housing provides by far the main provision of Social Housing in Barnsley. Maintaining adequate numbers of well managed low cost, good quality Council owned social rented properties in therefore a major part of tackling poverty and health inequalities within the borough.

15. REDUCTION OF CRIME AND DISORDER

15.1 Empty property can be an easy target for crime and anti-social behavior. This proposal will help reduce the number empty properties in the borough.

16. RISK MANAGEMENT ISSUES

16.1 Risk management forms a part of the evaluation of each acquisition and a risk section is contained in each individual approval report.

17. GLOSSARY

HRA – Housing Revenue Account

18. LIST OF APPENDICES

Appendix A – Financial Implications.

19. BACKGROUND PAPERS

Acquisition Statistics and Reports

If you would like to inspect background papers for this report, please email governance@barnsley.gov.uk so that appropriate arrangements can be made

Report author: Stephen Davis

Report of the Executive Director Place


FINANCIAL IMPLICATIONS

HRA Empty Homes Programme

i) <u>Capital Expenditure</u>	<u>2019/20</u>	<u>2020/21</u>	<u>2021/22</u>
	£	£	£
HRA Empty Homes Programme	1,098,000	1,098,000	400,000
	1,098,000	1,098,000	400,000
To be financed from:			
BMBC HRA Capital Reserves	698,000	1,098,000	400,000
BMBC HRA S106 Contributions	400,000	0	0
	1,098,000	1,098,000	400,000

Impact on Medium Term Financial Strategy

Not applicable in this report

Agreed by:  n behalf of the Service Director - Finance, Section 151 Officer

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