

MEETING:	Cabinet
DATE:	Wednesday, 22 July 2020
TIME:	10.00 am
VENUE:	THIS MEETING WILL BE HELD VIRTUALLY

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 8th July 2020 (Cab.22.7.2020/3)
(Pages 3 - 6)

Items for Noting

4. Decisions of Cabinet Spokespersons (Cab.22.7.2020/4) (Pages 7 - 8)

Petitions

5. Petitions received under Standing Order 44 (Cab.22.7.2020/5)

Items for Decision/Recommendation to Council

Deputy Leader

6. Adult Mental Health (Early Intervention and Prevention) - Response to Scrutiny Task and Finish Group (Cab.22.7.2020/6) (Pages 9 - 14)

Environment and Transportation Spokesperson

7. Recycling - Response to Scrutiny Task and Finish Group (Cab.22.7.2020/7)
(Pages 15 - 24)
8. LED Group A Streetlight Replacement Programme 2019-20 (Cab.22.7.2020/8)
(Pages 25 - 38)

Regeneration and Culture Spokesperson

9. Proposed New Foot and Cycle Bridge (Cab.22.7.2020/9) (Pages 39 - 58)
10. NPS Barnsley Ltd - The Way Forward Termination Of The Current Joint Venture (JV) (Cab.22.7.2020/10) (Pages 59 - 62)

Children's Spokesperson

11. Review and Refresh of the Barnsley Placement and Sufficiency Strategy for Children in Care and Care Leavers (2020-23) (Cab.22.7.2020/11)
(Pages 63 - 94)

To: Chair and Members of Cabinet:-

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

Cabinet Support Members:

Councillors Charlesworth, Franklin, Frost, Saunders, Sumner and Tattersall

Chair of Overview and Scrutiny Committee
Chair of Audit Committee

Sarah Norman, Chief Executive
Matt Gladstone, Executive Director Place
Melanie John-Ross, Executive Director Children's Services
Wendy Lowder, Executive Director Adults and Communities
Shokat Lal, Executive Director Core Services
Julia Burrows, Director Public Health
Neil Copley, Service Director Finance (Section 151 Officer)
Martin McCarthy, Service Director Governance, Members and Business Support
Garry Kirk, Service Director Legal Services
Michael Potter, Service Director Business Improvement and Communications
Katie Rogers, Head of Communications and Marketing
Anna Marshall, Scrutiny Officer

Corporate Communications and Marketing

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

Tuesday, 14 July 2020



MEETING:	Cabinet
DATE:	Wednesday, 8 July 2020
TIME:	10.00 am
VENUE:	THIS WILL BE HELD VIRTUALLY

MINUTES

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

Members in Attendance: Councillors Franklin, Frost, Saunders and Tattersall

283. Declaration of pecuniary and non-pecuniary interests

Cllr Tattersall declared a non-pecuniary interest in the matters to be considered at minute number 293 by virtue of being a Berneslai Homes Board Member.

284. Leader - Call-in of Cabinet decisions

The Leader reported that no decisions from the previous meeting held on 24th June, 2020 had been called in.

285. Minutes of the previous meeting held on 24th June 2020 (Cab.8.7.2020/3)

The minutes of the meeting held on 24th June, 2020 were taken as read and signed by the Chair as a correct record.

286. Decisions of Cabinet Spokespersons (Cab.8.7.2020/4)

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

287. Action Taken under Paragraph B6 of the Responsibility for Executive Functions - Officer Delegations Contained in the Council Constitution (Cab.8.7.2020/5)

RESOLVED that the action taken by Executive Directors under Paragraph B6 of the Responsibility for Executive Functions – Officer Delegations, as contained within the Appendix attached to the report now submitted and detailed below, be noted:-

- 1 Authorisation of the Health Protection (Coronavirus, Restrictions) (England) Regulations 2020

288. Petitions received under Standing Order 44 (Cab.8.7.2020/6)

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

289. Barnsley Multi-Agency COVID-19 Outbreak Control Plan (Cab.8.7.2020/7)

RESOLVED:-

- (i) that Barnsley's Multi-Agency COVID 19 Outbreak Control Plan, be noted; and
- (ii) that the content of the Plan and the development of the Outbreak Control Engagement Board be supported.

290. Restoration of Meeting Arrangements (Cab.8.7.2020/8)

RESOLVED:-

- (i) that the emergency actions taken in addressing the challenges of lockdown and successes achieved, the proposals to virtually return all meetings to a pre-lockdown position and, in accordance with any changes to Coronavirus Act legislation, the proposals to further restore physical or hybrid physical/virtual meeting arrangements, be noted;
- (ii) that the proposed, amended 'tech refresh' programme for Members, required to support the restoration of meeting arrangements ambition be noted.

291. RoSPA Awards (Cab.8.72020/9)

RESOLVED that the achievement of the Royal Society for the Prevention of Accidents Order of Distinction Award 2020 and British Safety Council International Safety Award 2020, be noted and continuous efforts made to improve upon performance in health and safety within the Authority.

292. Net to Gross Payments (Cab.8.7.2020/10)

RESOLVED:-

- (i) that the proposed change to current payment arrangements from the 27th of July 2020, be agreed;
- (ii) that the proposed changes to be made in July will not include third party top ups be agreed; and
- (iii) that further consultation with care home provider be supported.

293. Housing Revenue Account (HRA) - Capital Works 2020/21 Programme (Cab.8.7.2020/11)

RESOLVED:-

- (i) that approval be given to the Housing Revenue Account Capital Works as detailed in the report now submitted; and

- (ii) that the commentary relating to the installation of new gas boilers, as set out in paragraph 4.2 and the implications of the capital works programme in relation to the Council's Zero 40/45 objectives at paragraph 18.1, be noted.

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Chair

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BARNSELY METROPOLITAN BOROUGH COUNCIL

CABINET SPOKESPERSONS' DECISIONS

Schedule of Decisions taken for week ending 10th July, 2020

<u>Cabinet Spokesperson</u>	<u>Item</u>	<u>Decisions</u>
1. Place (Environment and Transportation)	Amendment to Traffic Regulation Order (TRO) – Central District: Inclusion of cashless option for on-street parking in Barnsley town centre	that additional wording be added to the Traffic Regulation Orders to clarify the ability of on-street customers to pay for on-street parking sessions via a cashless option.

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

Report of the Director of Public Health

RESPONSE TO THE SCRUTINY TASK AND FINISH GROUP (TFG) REPORT ON ADULT MENTAL HEALTH – EARLY INTERVENTION & PREVENTION

1. Purpose of report

- 1.1 To report to Cabinet the plans and progress against findings of the Overview & Scrutiny Committee (OSC) from the investigation undertaken on its behalf by the Adult Mental Health Task & Finish Group (TFG).

2. Recommendations

- 2.1 **That Cabinet supports the progress made against each of the recommendations and supports the ongoing plans to implement them over the next 12 months.**

3. Introduction/Background

- 3.1 Further to last year's TFG undertaken on Adult Mental Health - Crisis Care, as part of its work programme the OSC agreed to continue this work and undertake a TFG investigation into early intervention and prevention in relation to adult mental health.
- 3.2 In their report, the TFG made 10 recommendations to support the continual improvement of services and support to local communities. This report provides an update of progress made against each of those in the context of our Covid-19 recovery. A mental health impact assessment has been produced which identifies what action needs to be taken over the short, medium and long term.
- 3.3 The Health and Wellbeing Board is working collaboratively to consider the development of a mental health partnership in Barnsley to create a successful place, where the mental health of everyone is a central consideration and where residents can live their best life. All activity, be it individual, community, operational or strategic will be delivered in a way to help residents of Barnsley to be more resilient, to feel good and to function well, building positive relationships to help deal with life's challenges. The mental health partnership will focus on what matters most to residents, including a worthwhile job, a decent home and good friends. The mental health partnership will concentrate on where it can make the biggest difference; challenging the system and holding others to account.

4. TFG Recommendations and Responses

- 4.1 **Recommendation 1: '5 Ways to Wellbeing' should be promoted, with a specific Barnsley version developed to encourage the local audience to engage with it**
Having discussed the '5 Ways to Wellbeing' the TFG were keen to promote this as a way for people to improve and maintain their emotional wellbeing. The TFG especially liked a poster which had been created with a local Yorkshire twist and felt that something similar should be developed to display across Barnsley, for example on toilet doors in workplaces, social and community venues, notice boards and online. The TFG also liked that this referred to wellbeing rather than 'mental health' as they feel this terminology acts as a barrier for some people to access relevant information.

Service Response:

There has been some progress towards this recommendation, but work has paused due to the Covid-19 response and recovery. However, Five Ways to Wellbeing messages have been promoted during lockdown and the development of a local version will be a key element of our mental health recovery plan.

Public health officers have engaged with the Men in Sheds project to identify what Five Ways to Wellbeing means to them and work has started to co-produce the local version with practical examples of what activity could include.

4.2 Recommendation 2: '5 Ways to Wellbeing' is incorporated as a consideration when Area Councils and Ward Alliances commission local services

Members identified how this simple consideration could assist in further promoting and improving wellbeing in local communities and how prioritising initiatives which positively contribute to this would additionally support spend on certain local services.

Service Response:

This approach was adopted as part of the Area Wellbeing Grant fund in 2019/2020, supported by Public Health in Communities and worked well overall to encourage local areas to focus on all aspects of wellbeing and to address inequalities. It may also be beneficial to focus on particular outcomes based on local need to ensure any funding and outcomes for residents is maximised.

4.3 Recommendation 3: BMBC's sickness recording and reporting should distinguish between the source of mental ill health so that issues can be addressed accordingly, and we should encourage other local employers to adopt this approach

The TFG are keen to reduce the stigma associated with mental ill health in the workplace. By recording the source of mental health absence, the TFG feel this will also assist in organisations implementing appropriate support mechanisms for employees to aid their recovery depending on the issues identified, for example if stress is work-related or non-work related.

Service Response:

We fully support the need to reduce stigma in relation to mental health issues in the workplace and we are developing a mental health proposal to support a culture where staff feel able to raise mental health issues. Having an understanding of the source is important to determine appropriate support mechanisms however, there may not be a single source and indeed could be several sources which in turn makes a specific absence recording arrangement difficult. What is important is early intervention to implement appropriate support mechanisms.

In terms of stress, when an employee reports either feeling stressed or absence due to stress, an individual stress risk assessment needs to be completed to identify any perceived work-related component of this. The assessment should identify the concerns of the employee (the stressors) with a view to taking action to minimise the risk as with any other health and safety matter. This assessment can also be carried out on a team or group of employees to identify general concerns.

4.4 Recommendation 4: The IAPT Prescription Pad is rolled out to Pharmacists and the list of contacts includes the Council's ASCL Service

The TFG felt the prescription pad was very innovative and it would be good to expand its use. Given that IAPT needs to ensure the right referrals, the TFG felt it would be useful to expand the contact list to include the ASCL Service and highlight its wellbeing courses as this may be a more appropriate intervention for some individuals rather than Talking Therapies.

Service Response:

The IAPT Prescription pad continues to be popular and is being used effectively, and more pads have been printed and distributed to all appropriate accessible places within the Borough.

The ASCL Service would be keen to be included in the list of contacts. ASCL delivers learning for work and wellbeing and has a range of courses focused on supporting recovery from and management of mild to moderate mental health issues.

4.5 **Recommendation 5: An All Member Information Briefing is held on the Council's ASCL Service so that Members are aware of the services on offer, especially the wellbeing aspects which Members could refer constituents to.**

Having visited the ASCL Service, the TFG were impressed by the person-centred approach adopted in terms of meeting individual wellbeing needs. As highlighted in the session, the most effective referrals to the service come by word of mouth; therefore, it would be helpful to increase knowledge of the services on offer to local members, especially given the recently broadened wellbeing curriculum.

Service Response:

An all member information briefing on the ASCL service has been delayed as a consequence of the Covid 19 pandemic, but will be undertaken as soon as practicably possible.

4.6 **Recommendation 6: The names of Mental Health First Aiders should be listed alongside Physical First Aiders in all Council buildings, as well as encouraging other organisations to do the same**

The group were keen to recognise mental health first aid as being as important as physical first aid; therefore, would like to see the contact names visible for each building as you would expect with those trained in physical first aid. As the training is rolled out and Council employees meet with other organisations, the TFG would like to encourage this good practice to be spread.

Service Response:

The council is currently developing an offer in relation to mental health which includes mental health first aid. If the approach is approved and implemented, we will ensure that appropriate visibility is given.

4.7 **Recommendation 7: Elected Members are provided with Mental Health First Aid training**
Given the role of Elected Members in the community and the vulnerable constituents they come into contact with, the TFG felt that it was essential for members to receive this training.

Service Response:

This training will be developed in conjunction with wider plans in place relating to the Health and Wellbeing mental health offer for staff. Plans had to pause due to Covid-19 response, but virtual mechanisms will now be considered to ensure this can be delivered as soon as possible.

4.8 **Recommendation 8: Work produced by those undertaking ASCL courses should be displayed in Council buildings, specifically the Cooper Gallery alongside case studies of those who have produced the work**

The TFG felt the artwork produced from the classes was of such a high standard it should be displayed in public areas. This would act as both encouragement to those who have produced the work as well as be an advert for the ASCL Service. The artwork could be displayed alongside case studies of those who have undertaken courses, many of whom now have improved mental wellbeing and have moved into employment and out of poverty.

Service Response:

The ASCL Service would welcome the opportunity to display work produced by learners in Council Building and is keen to work alongside relevant services to facilitate this once access to building is possible.

Exhibition space at the Cooper Gallery is generally booked up for two years ahead of time, so it would probably not meet the needs of the clients. An alternative would be the clock tower gallery - which is the third floor of the Town Hall. There is space, but there would be a cost to curate and

hang the work professionally. The service agrees that the best option would be to look at a display in the Markets upstairs where there is a Gallery space that has been created for the Barnsley College end of Year Show.

4.9 **Recommendation 9: A specific budget is made available as part of the commissioning of Social Prescribing services to ensure community groups and activities which they refer to receive funding to contribute to running costs.**

The TFG were complementary with regards to the social prescribing service; however, felt that it was essential that financial support was made available to local community services, especially given that this is the practice elsewhere in the country.

Service Response:

At the time of writing, we are waiting for a response from the CCG.

4.10 **Recommendation 10: The Overview and Scrutiny Committee undertakes further investigation specifically on access to early intervention and prevention services in relation to children's mental health and wellbeing as part of its future work programme**

Given this investigation focused on support to adults, the TFG felt it was important to explore and scrutinise services available for children and young people in relation to their mental health and wellbeing. This is especially pertinent given the demand on specialist Child and Adolescent Mental Health Services (CAMHS); thereby it is important to establish what early help support services are available and to what extent they are effective.

Service Response:

This is a worthwhile investigation which should be recommended.

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

5.1 While many people have acted in solidarity in response to COVID-19, and there will be some positive benefits from this community spirit and response, the epidemic will likely have many psychological impacts on the population which may have a detrimental effect on the short, medium and long-term mental health of some residents. In turn, this may reduce people's resilience and their ability to cope. Longer term impacts in terms of trauma, grief and distress may exacerbate the burden of mental ill-health in the community long after recovery.

Responding to the recommendations within the OSC TFG report will contribute to addressing the mental health problems experienced by residents and employees across the borough.

6. **Financial implications**

6.1 There may be financial implications of several recommendations, therefore, further consideration will need to be given.

7. **Employee implications**

7.1 The recommendations contained within this report will have a positive impact on the mental health and wellbeing of employees and their families.

8. **Communications implications**

8.1 The Five Ways to Wellbeing is an important element of our covid-19 recovery planning and a communication plan has been developed.

9. **Consultations**

9.1 Colleagues within the Council, Barnsley CCG and SWYFT have been consulted in the production of this report.

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

10.1 The recommendations will contribute to the three priorities for Barnsley of: a thriving and vibrant economy, citizens achieving their potential, and strong & resilient communities.

11. Promoting equality & diversity and social inclusion

11.1 A mental health impact assessment has been completed.

12. Tackling the impact of poverty

12.1 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 wellbeing 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.

13. Tackling Health Inequalities

13.1 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.

14. Risk management issues

14.1 The Council's Strategic Risk Register (SRR) is currently under review; therefore, the reference to specific risks is likely to change. However, it is likely the recommended activities detailed in this report will contribute further to the effective mitigation of risks associated with poor mental wellbeing in Barnsley, and it would be appropriate for any follow-up report to be cognisant of these risks.

15. Glossary

ASCL	Adult Skills & Community Learning Service
BMBC	Barnsley Metropolitan Borough Council
CCG	Clinical Commissioning Group
IAPT	Improving Access to Psychological Therapies Service
MHFA	Mental Health First Aid
NHSE	National Health Service England
OSC	Overview and Scrutiny Committee
PCN	Primary Care Network
SYHA	South Yorkshire Housing Association
SWYFT	South West Yorkshire Partnership NHS Foundation Trust
TFG	Task and Finish Group

16. Background papers & links

- OSC TFG Report on Adult Mental Health Early Intervention & Prevention (Cab.18.3.2020/9):
<https://barnsleymbc.moderngov.co.uk/documents/s64178/TFG%20Adult%20Mental%20Health%20Early%20Intervention%20and%20Prevention%20Cabinet%20Report%20FINAL%2020200309.pdf>
- OSC TFG Report on Adult Mental Health Crisis Care (Cab.17.4.2019/8):
<https://barnsleymbc.moderngov.co.uk/documents/s48061/Overview%20and%20Scrutiny%20Committee%20-%20Task%20and%20Finish%20Group%20-%20Adult%20Mental%20Health%20Crisis%20Care.pdf>

- Response to the OSC TFG Report Recommendations on Adult Mental Health Crisis Care (Cab.10.7.2019/8):
<https://barnsley.mbc.moderngov.co.uk/documents/s55291/Adult%20Mental%20Health%20-%20Response%20to%20Scrutiny%20Task%20and%20Finish%20Group.pdf>

Report Author: Diane Lee

Date: 10 July 2020

BARNSELEY METROPOLITAN BOROUGH COUNCIL

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

**REPORT OF THE
EXECUTIVE DIRECTOR PLACE
TO CABINET**

RESPONSE TO THE SCRUTINY TASK AND FINISH GROUP (TFG) REPORT ON RECYCLING

1. PURPOSE OF REPORT

- 1.1 To report to Cabinet the response to the recommendations made by the Recycling Task and Finish Group (TFG) on behalf of the Overview & Scrutiny Committee (OSC) in cab

2. RECOMMENDATIONS

- 2.1 The recommendation is that cabinet approve the adoption of the proposals within section 4.

3. INTRODUCTION

- 3.1 This report outlines the outcome of the investigation into the councils ability to implement the recommendations made by the Recycling Task and Finish Group (TFG) on behalf of the Overview & Scrutiny Committee (OSC).

The service discussed solutions with suppliers and undertook benchmarking to identify potential costs.

4. PROPOSAL AND JUSTIFICATION

- 4.1 Due to the impact of the COVID-19 pandemic, the implementation and timescales of the proposals will be affected by the councils and individual services recovery plans.

- 4.2 **Recommendation 1: A Communications campaign should be undertaken to reduce the confusion for residents over which items can go in which bin as well as highlight the need to adhere to the local scheme, not national messages.**

This is chance to pictorially explain what should be in each bin and direct residents to the A-Z on the website which ought to be made more visible on the landing page. Social media campaigns, household leaflets and bin stickers should be used, which could also incorporate key information as well as targeted messages at certain times such as how and when to recycle over the Christmas period.

The campaign could also include requesting to work with local supermarkets to hold a stall in their local stores to show which Barnsley bin common items from their stores should go in. A number of our local stores have positive policies in relation to

the environment, reducing waste and recycling which could be promoted to customers at the same time.

The recommendation is partially supported, with detailed responses to individual items in 4.2.1 to 4.2.4.

4.2.1 The recommendation of a communications campaign is supported.

As part of the council's investments in 2020/21, As part of the council's investments in 2020/21 Cab.5.2.2020/6, Investment Proposal R25. Funding of a temporary recycling manager and recycling officer posts was approved. These posts will develop a communications campaign to pictorially explain what goes in each bin and conduct promotional events within local stores, schools and community events.

Following the review of investments as part of the financial moratorium, this investment is now supported and will be progressed in accordance with appropriate governance for investments.

4.2.2 The recommendation of household leaflets as part of a communications campaign is not supported.

Previously the service held an annual budget of £20k for the creation and distribution of an annual waste collection schedule which included images of what goes in each bin. As a result of financial efficiency measures, the decision was made to move to a digital only calendar with the same images.

Since the digitisation of the calendar brown recycling tonnages has increased by c11% and over the same period when calendars were physically distributed, brown bin tonnages increased by c5%. Based on these results it is concluded that the physical distribution of leaflets will have no effect on the increase in recycling and better value for money would be achieved through alternate communications campaigns.

4.2.3 This is chance to pictorially explain what should be in each bin and direct residents to the A-Z on the website which ought to be made more visible on the landing page is supported.

The check my bin day does provide any information relating to recycling, to obtain it the calendar must be downloaded in PDF format.

Digital usage data shows that the check my bin day function has been used over 282,000 between 1st of January to the end of May 2020.

It is proposed that a visual display what items go in each bin is added to the check my bin day landing page and that the same visual display is included in a future resident's magazine.

As part of the BDR (Barnsley, Doncaster and Rotherham) joint waste partnership and a-z of what goes in each bin is being developed and will be included as part of the council's web content.

4.2.4 The recommendation for the use of bin stickers is supported.

It is proposed that the application of bin stickers should be considered as part of the financial implications of 'collecting a wider range of plastics from residents' in Recommendation 4.

4.3 **Recommendation 2: The Council should encourage schools to cover waste and recycling as an essential part of the curriculum**

Across Barnsley there is variance in whether schools cover this agenda in the curriculum. Some have been very proactive and have introduced specific schemes in their schools; however, this has been down to particular staff to drive this agenda. A number of resources are available for schools to access in relation to the BDR Waste Treatment Facility at Manvers so that children and young people in the Borough can understand what happens to their residual waste.

Globally, it is evident that young people are driving this agenda as it will be they that live with the consequences of not looking after the environment today and through their knowledge they will be able to influence their parents'/carers'/family's/friends' behavior.

4.3.1 The recommendation is supported.

It is proposed that BDR present to the Barnsley Alliance Boards for primary and secondary schools to encourage them to utilise existing BDR resources and help younger people to understand what happens to their waste and influence their parents'/carer's/family's/friends' behavior.

The timescales of this will be impacted due to the Alliance's recovery to COVID-19.

4.4 **Recommendation 3: The Council should be leading the way in terms of the 'Reduce, Reuse, Recycle' agenda and this should be incorporated into all its premises and contracting as well as encouraging partner agencies to do the same**

The Council should be leading the way in terms of the 'Reduce, Reuse, Recycle' agenda and this should be incorporated into all its premises and contracting as well as encouraging partner agencies to do the same. Members of the TFG were keen for the Council to be leading on this agenda as well as learn from the practise at other organisations such as offering a discount to those who bring their own reusable cup into Council-run/contracted cafés such as at Barnsley Premier Leisure (BPL).

Single use plastics should be avoided including at places such as the new Market Kitchen. Where possible items such as uniforms which are available in recycled materials could be purchased. As the Council works closely with a number of partner agencies, they also have opportunity to influence their practises positively, as well as come together to work with contractors in terms of collection/disposal of items which is mutually beneficial.

The recommendation is supported, with detailed responses to individual items in 4.4.1 and 4.4.2.

- 4.4.1 The recommendation that the Council should be leading the way in terms of the 'Reduce, Reuse, Recycle' agenda is supported.

It is proposed that environmental measures and targets as part of social value scoring, be included as part procurement and tender exercises, and that consideration be given to amending the cabinet report template, to include wider environmental implications.

- 4.4.2 The recommendation that the council should encouraging partner agencies to do lead in the 'Reduce, Reuse, Recycle' agenda is supported.

It is proposed that existing partner organisations be encouraged to reduce single use plastics and increase use of recycled material through existing contract management arrangements with support provided by waste management.

Further work will be undertaken with our facility management service to introduce the same recycling services as provided to the residents to encourage further adoption and to reduce our impact on the environment.

The timescales of this will be impacted due to the partner agencies recovery to COVID-19.

- 4.5 **Recommendation 4: The Council should invest in collecting a wider range of plastics from residents and also start offering a commercial recycling collection**

The TFG appreciate that these initiatives will come at a higher cost to the Council. However, they feel that residents are increasingly wanting to 'do their bit' in terms of this agenda. Also, having declared a Climate Emergency, the TFG feel it is important for the Council to be investing in such initiatives. Linked with recommendation 1, the timing of a communications campaign needs to be mindful of any upcoming changes including information for residents on recycling bin capacity and side waste.

The recommendation is partially supported, with detailed responses to individual items in 4.5.1 and 4.5.2.

- 4.5.1 The recommendation that the Council should invest in collecting a wider range of plastics from residents is supported.

As part of the council's investments in 2020/21 Cab.5.2.2020/6, Investment Proposal R16. Funding for the inclusion of additional plastics to be collection as part of the kerbside recycling service (Brown Bin) was approved.

It is estimated this would increase the amount of recycled plastics collected in the borough by c10% and is recommended that approval to be given to change the kerbside brown bin service to include the additional plastics.

Following the review of investments as part of the financial moratorium, this investment is now supported and will be progressed in accordance with appropriate governance for investments.

- 4.5.2 The recommendation that the Council also start offering a commercial recycling collection is supported pending the outcomes of a consultation and wider service review.

BMBCs Commercial Waste service currently offers two types of commercial waste collections. A weekly General waste collection, equivalent to domestic grey bins and a fortnightly paper and card recycling, equivalent to domestic blue bins.

The service currently has around a 22% market share with c1500 general waste customers and c350 paper and card recycling customers.

The service operates two dedicated RCVs Monday to Friday with a further domestic waste RCV redeployed to a rural general collection service on Monday's.

2 x RCV - collection of general waste – Tuesday to Friday

2 x RCV – collection of paper and card – Monday only

1 x RCV – collection of rural general waste – Monday only.

It is estimated that service is currently running close to maximum capacity and the addition of an additional recycling collection equivalent to the domestic brown bin would require an additional dedicated RCVs.

It is proposed that a commercial waste consultation is conducted to establish commercial waste customer recycling intensions and the potential number of subscribers. This will enable a wider review of the commercial waste service model to ensure additional recycling achieves existing customer experience levels and identify financial requirements.

It is proposed that consultation questions and objectives and subsequent findings are to be as part of a separate wider commercial waste service review. With a separate report to be submitted to cabinet consideration.

- 4.6 **Recommendation 5: Area Councils and Ward Alliances support local community groups with the 'reduce, reuse recycle' agenda, whether this is financially to undertake campaigns or to offer them space to promote these key messages at local galas**

Area Councils and Ward Alliances support local community groups with the 'reduce, reuse recycle' agenda, whether this is financially to undertake campaigns or to offer them space to promote these key messages at local galas The TFG was impressed by the enthusiasm and commitment of the local community group and would hope to see this work expanded across to other communities in the Borough so we have a strong network of Plastic-Free groups and initiatives in Barnsley.

- 4.6.1 The recommendation is supported.

It is proposed that as part of 4.2.1, additional recycling officers attend local galas and events to support the promotion of recycling and the expansion of plastic-free groups and initiative across the borough.

4.7 Recommendation 6: The Council puts aside part of any income generated via waste services to invest in initiatives which encourage the reduction, reuse and recycling of waste

The Council puts aside part of any income generated via waste services to invest in initiatives which encourage the reduction, reuse and recycling of waste. In line with declaring a Climate Emergency and the global concerns regarding the environment, the TFG feel the Council should ring-fence monies to demonstrate to residents its action on this agenda, including invest to save initiatives. Income generated from the new trade waste facility for example, could be used to employ a recycling officer to promote the agenda in schools, on social media etc.

4.7.1 The recommendation is supported subject to a financial review.

It is proposed that a review of income generated from waste services is conducted to support investment in initiatives to encourage the reduction, reuse and recycling of waste.

Due to the council's financial recovery to COVID-19, further consideration will need be given to the short term prioritisation of any income generated via waste services. It is recommended that a financial review of Recommendation 6 is delayed until the council's financial position is clearer.

4.8 Recommendation 7: When developers bring forward planning applications, adequate storage for recycling bins should be incorporated and identified on the plans

When developers bring forward planning applications, adequate storage for recycling bins should be incorporated and identified on the plans. The TFG acknowledge the complexities involved in planning applications; however, feel that it is imperative that the requirements of the new Housing Development Supplementary Planning Document in relation to bin storage are consistently enforced on all relevant planning applications and that we are encouraging both residents and businesses to dispose of their waste appropriately to minimise damage on the environment by recycling.

4.8.1 The recommendation is supported.

The Supplementary Planning Document, Section 18 Recycling/Waste states:

The council encourages waste minimisation, re-use and recycling. All new development must be designed to accommodate the waste and recycling regimes in force, for example providing sufficient space for the full range of recycling bins;

In design terms bins should not be visible from within the public realm and shared private space when stored. Communal bin storage areas should be in robust materials that will withstand vandalism; and

In most instances access must be provided to the rear of the garden for storage of wheelie bins, via clear pathway unimpeded by cars parked within the boundary of the dwelling. For terraced properties the use of ginnels to provide direct rear garden access should be considered as they are more likely to be used than fenced

pathways along the rear of adjoining gardens. The provision provides clear instructions that all new developments must provide.

To help ensure that refuse facilities are properly considered at the planning stage, the Planning Service consults with the domestic and commercial waste collection services on all major planning applications.

Supplementary Planning Document in relation to bin storage are consistently enforced on all relevant planning applications and encourages both residents and businesses to dispose of their waste appropriately to minimise damage on the environment.

5. CONSIDERATION OF ALTERNATIVE APPROACHES

5.1 **Do Nothing** – With a number of recommendations able to be implemented with zero cost. Maintaining the current ‘as is’ would not offer the most cost-effective solution to supporting the councils climate emergency and is not recommended.

5.2 **All additional Funding be provided** – with a number of recommendations requiring additional funding, approval for the provision of funds would expedite changes but place the councils financial recovery to COVID-19 at risk. As a result, this approach is not recommended.

6. IMPLICATIONS FOR LOCAL PEOPLE/SERVICE USERS

6.1 Dependent on the financial moratorium and further financial approval - All residents will be able to recycle plastic pots, tubs and trays as part of the existing kerbside brown bin recycling collection service.

7. FINANCIAL IMPLICATIONS

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

7.2 In Recommendation 1, there is a requirement to fund a communications campaign. To this end, a one off investment of £80k was proposed. This investment funding has now been approved for release and will be used to fund two officers who will develop a communications campaign to pictorially explain what goes in each bin.

7.3 Recommendation 4 – as part of the one off investments, £100k was approved for the service to introduce increased recycling of plastics. This investment has now been approved for release and the Council will be able to increase recycling to include items such as yoghurt pots.

7.4 Recommendation 4 – it was also proposed to introduce a commercial recycling collection service. This service is currently not provided for plastic recycling and will be subject to consultation. The outcome of this consultation and any resultant financial implications will be reported back to Members in a separate cabinet report.

7.5 Recommendation 6 – Any income currently generated by the Council on recycling is used to support the costs of the recycling service. The income from recycling is extremely volatile and is subject to large variations. For example, paper and card at

the start of the year was achieving £50 per ton but is now only achieving £8 per ton. The income is used to offset the costs of providing the recycling services which is currently leading to a pressure within the service budget.

8. EMPLOYEE IMPLICATIONS

- 8.1 None directly related to the approval of the proposals in the cabinet report.
- 8.2 Dependent on the financial moratorium and further financial approval of additional funding for recycling officers in 4.2.1 and 7.2 – the creation of two 12-month temporary posts consisting of;
- 1 x Grade 9 recycling manager; and
 - 1 x Grade 6 recycling officer.

A separate delegated HR report will be submitted should funding for the posts be approved.

9. LEGAL IMPLICATIONS

- 9.1 None.

10. CUSTOMER AND DIGITAL IMPLICATIONS

- 10.1 Addition of visual representation of what items go in what bin to the check my bin day facility.
- 10.2 Dependent on the financial moratorium and further financial approval of additional funding for additional plastics in 4.5.1 – amendments to recycling webpage and bin collection calendar PDF content.
- 10.3 Dependent on the financial moratorium and further financial approval of additional funding for additional plastics in 4.5.1 – amendments to contact centre scripts and frequently asked questions.

11. COMMUNICATIONS IMPLICATIONS

- 11.1 Dependent on the financial moratorium and further financial approval of additional funding for recycling officers in 4.2.1 - Collaboration with recycling officers to ensure recycling messages align with council's wider communications strategy.
- 11.2 Dependent on the financial moratorium and further financial approval of additional funding for recycling officers in 4.2.1 and additional funding for additional plastics in 4.5.1 – development of new recycling communications campaign.

12. CONSULTATIONS

- 12.1 Joe Jenkinson, Planning, Policy and Building Control
Hazel Shaw, ICT System Management
Richard Lynch, Barnsley Schools Alliance
Lisbeth Baxter, BDR waste partnership
Chris Arnold, Strategic Procurement
Anthony Devonport, Bereavement, Environment and Sports

Dawn Greave, Finance
Craig Tyler, Governance
Katie Rogers, Communications and Marketing

13. CONSERVATION OF BIODIVERSITY

13.1 Reduction of single use plastics negative impact on biodiversity.

Officer: Dale Sparks

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STREET LIGHTING REPLACEMENT PROGRAMME 2019-2020

Page 25

BU6 – HIGHWAYS &
ENGINEERING

UPDATE REPORT FOR
CABINET

JULY 2020



BACKGROUND

In 2019 the Council approved £4.2m of funding (Cab.20.3.2019-15) for a programme of upgrades to the Street lighting stock (Group A) along the borough's main roads.

In addition to lantern replacement, the project included the testing and replacement of columns to provide greater lifecycle benefits and to future proof our lantern stock.

In total, 8,480 of the 33,091 lanterns were scheduled for replacement, with the remainder having already been upgraded as part of the previous Group B programme.



Buildit
Building a
better Barnsley

The image shows the 'Buildit' logo and tagline. The word 'Buildit' is in a large, bold, black sans-serif font, with the 'it' portion in a blue color. Below it, the tagline 'Building a better Barnsley' is written in a smaller, black sans-serif font, arranged in three lines.

DESIGN & PROCURMENT

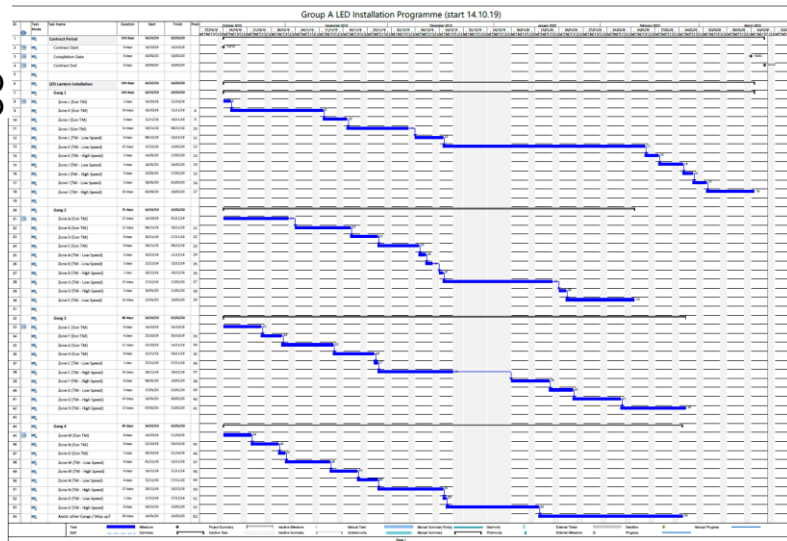
- Two successful procurement activities were undertaken in 2019 to source our lantern provider and specialist installer.
- In May 2019, contracts were awarded to Urbis Schreder and Eon Ltd to deliver the key components of our upgrade programme.
- The AXIA 3 Lantern was selected as the primary product as it offered luminosity variations that would allow our columns to remain in situ, reducing the cost of column relocation and minimising disruption on the network
- The upgrade programme commenced in October 2019.



e-on | UK



PROGRESS AGAINST THE PROGRAMME



- **APRIL 2019** – 6 months prior to the installation of the new LED lanterns the electrical components on the base of our existing lighting assets had to be upgraded. This work was carried out by our in-house Street Lighting Engineers.
- **OCTOBER 2019** – Phase 1 of the main programme commenced and focussed on the “simple” exchanges on easily accessible lanterns where simple traffic management would be appropriate. Phase 1 concluded in December 2019 but was delayed by severe high wind storm events in the latter part of 2019.
- **JANUARY 2020** – Phase 2 of the main programme commenced on the remaining lantern stock. This allowed a lead in for more complicated traffic management, including lane closures to be safely programmed. Part of the programme switched to night time working to improve safety and reduce disruption on our network.
- **MARCH 2020** – 7,000 lanterns had been exchanged prior to the COVID 19 pandemic. The programme was put on hold following Government Guidance across all sectors including the construction sector.
- **JUNE 2020** – Main programme completed. C.150 lanterns remain outstanding. These are the more ornamental and difficult to access lanterns in the Borough.

BENEFITS OF THE PROGRAMME: INVESTING TO SAVE

The original Capital Allocation of £4.2M to deliver the project was put forward on an invest to save basis with an annual, year on year saving of around £500,000.

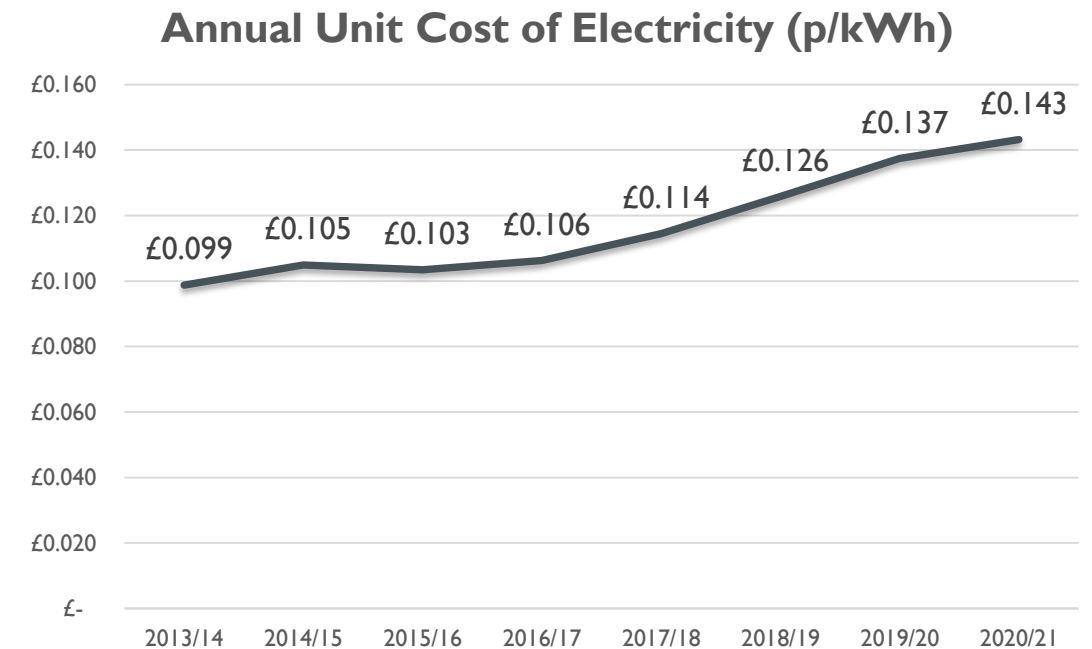
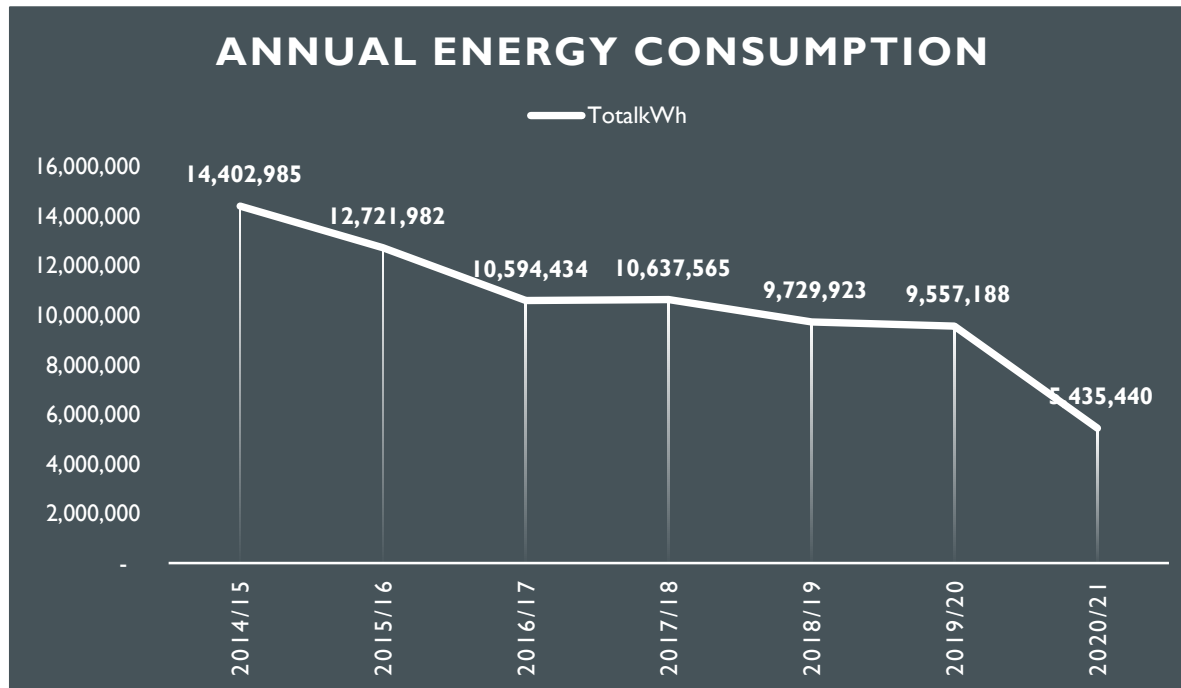
With a guaranteed lifespan of 10 years for individual LED units, (and an expected lifespan of 25 years) this investment will return around 3 times the initial project cost over the anticipated life of the asset.

In addition, the reduced repair and maintenance burden of lantern inspection will create additional service capacity which can be re-invested into other areas



BENEFITS OF THE PROGRAMME: INVESTING TO SAVE

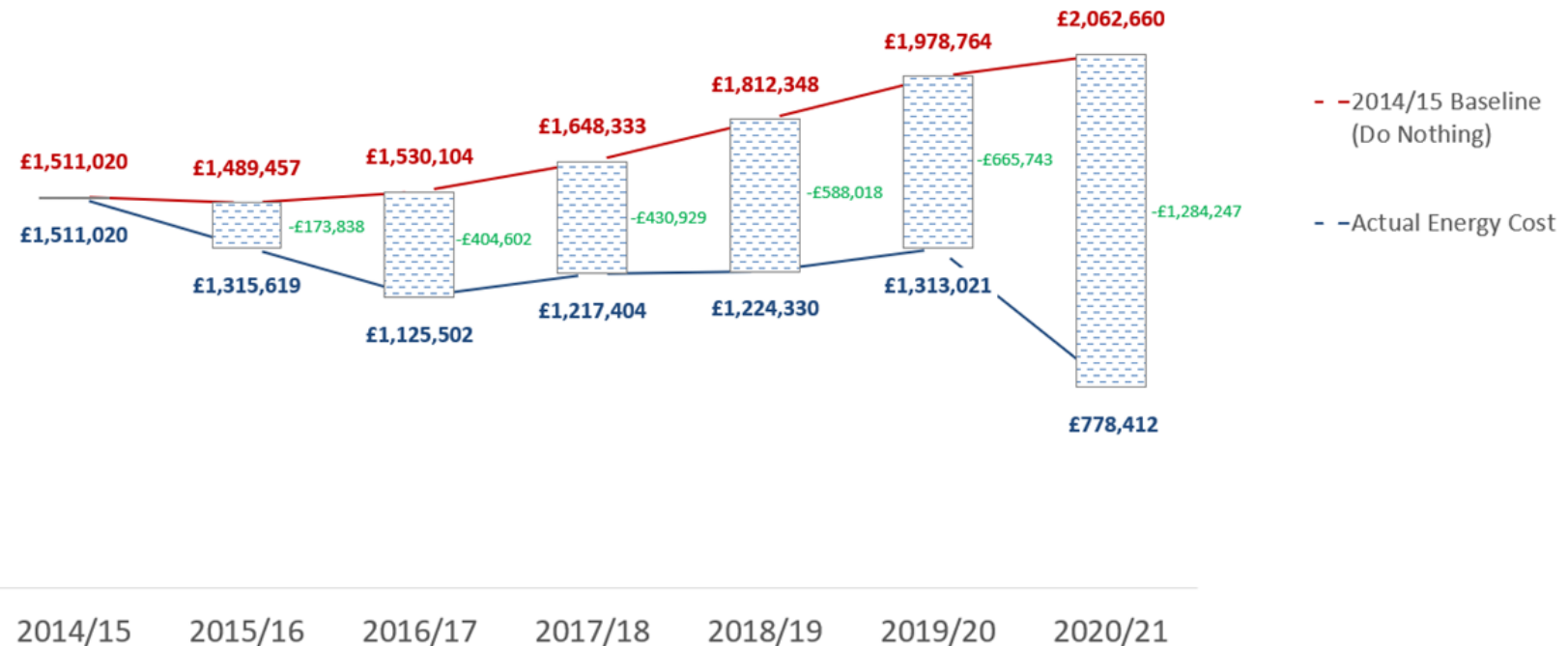
- The financial benefit to the Authority of switching to low energy street lanterns is made up of a combination of two factors;
 1. The direct saving from using less energy; and
 2. Avoiding the cost of annual energy price increases.



BENEFITS OF THE PROGRAMME: INVESTING TO SAVE

- The impact of the LED exchange programme has meant that not only have reduced the impact of annual energy price increases but our reduced overall usage of energy had led to a direct saving for the Authority.
- Had we “done nothing” in 2014/15 our forecast cost for energy would have been around £2M. Instead, our forecast energy cost for this financial year is around £780k.
- The cumulative cost avoidance of the Group B and Group A lanterns is around £3.5M between 2014 – 2021 when compared to the baseline “do nothing” scenario.

STREET LIGHTING LED PROGRAMME - SAVINGS OVER TIME



BENEFITS OF THE PROGRAMME: ENERGY & CARBON REDUCTIONS

All light emitting technology has an associated Wattage rating. This is the amount of energy it takes to produce a certain amount of light. In most circumstances, the higher the wattage the brighter the light but also the more power it uses. To demonstrate the energy and associated carbon savings of installing LED lanterns the following table highlights the substantial differences in wattages modern LED's are able to generate without ANY reduction in the amount of light actually being produced;

LAMP TYPE	WATTS	AXIA 3 LED REPLACEMENT WATTAGE	% WATTAGE REDUCTION
COSMO	90	32	64%
SOX	135	38	72%
SON-T	400	51	87%

When measured over the entire Group A lantern stock, this Wattage saving amounts to an annual saving of 4,1 Million KWh,



A saving of 4.1 Million KWh, is the equivalent of;



Running 280 Million LED TV's for 1 hour;



Powering 2.25 Million Electric Dishwashers loads;



Powering 80,000 Refrigerators for a month.



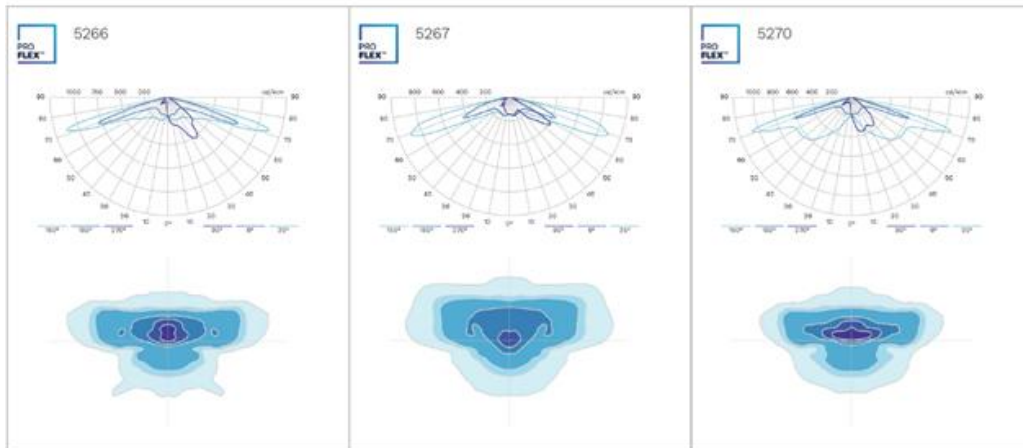
The Carbon equivalent of this annual energy savings is estimated at **1,200** tonnes of carbon per year. This makes a significant contribution to our ZERO40 Carbon Reduction Targets

BENEFITS OF THE PROGRAMME: ENERGY & CARBON REDUCTIONS

BENEFITS OF THE PROGRAMME: REDUCED ENVIRONMENTAL IMPACTS

Axia 3 | LIGHT DISTRIBUTIONS

Schröder



Modern LED lanterns allow the light emitted to be controlled in a number of ways with finite control.

This means the light generated is “thrown” down where it is needed most and “bleeding” to the side and above the lantern head is eliminated. This provides a number of benefits including;

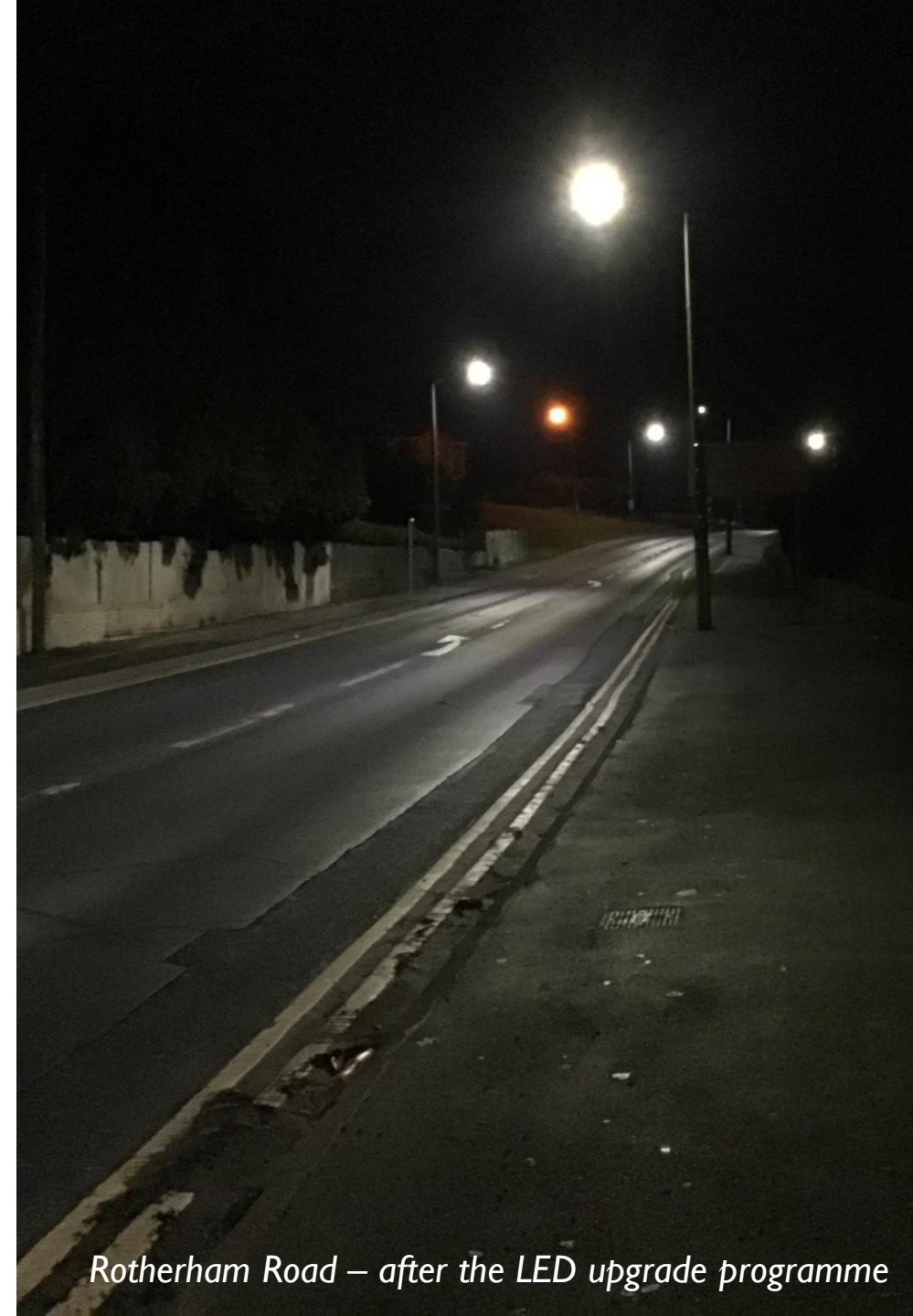
- Improved road safety as black spots between lights can be improved;
- Well lit roads and streets encourage people to walk and cycle more, promoting improved health and well being
- LED's emit high quality white light making night time colours more natural. This provides better facial recognition for security and CCTV cameras therefore helping to make areas safer.
- Reduced light pollution benefits light sensitive species including some species of bats.

Our new lighting units also offer greater control with regard to when they switch on and switch off and light levels can be adjusted at source should greater or lesser levels of light be needed at specific locations.

BENEFITS OF THE PROGRAMME: LIFECYCLE IMPACTS

Conventional street light are re-lamped every 4 years where as our new LED lanterns have a guaranteed lifecycle of 25 years – that's a saving of 6 re-lamping cycles. As a result there is;

- Reduced disposal of old lamps containing harmful mercury;
- Reduced fuel used and the accompanying pollution to service those fixtures;
- Reduced potential for congestion on the highway network through lane closures or road works
- Less natural resources and energy used to produce the replacement lamps
- Less fuel used to transport lamps form the factory to the distributor, the contractor and to the job site.
- Additional capacity within the existing service which can be re-invested in other maintenance and repair work, for example, illuminated signs and bollards.



Rotherham Road – after the LED upgrade programme

BENEFITS OF THE PROGRAMME: SOCIAL VALUE – HMP LINDHOLME

- During the procurement phase questions were raised regarding safe and efficient disposal of the old, energy in-efficient lantern stock.
- Following a successful pilot project with Doncaster MBC we have been able to form a partnership with HMP Lindholm, who's residents have dismantled our old lanterns into their component parts so that the precious metals can be recycled.
- Not only does this work greatly reduce the amount of waste which would have traditionally gone to landfill but the recycling scheme teaches Lindholme residents “additional skills” and “promotes a positive work ethic”.
- Recycling the lanterns in this way saves around £20,000 in disposal costs.
- In addition, to the social value opportunity provided by HMP Lindholme, our LED Supplier, Urbis Schreder, will contribute £20,000 toward a Schools Lighting fund which will improve the lighting around School premises. The detail and allocation of this is currently being explored.



NEXT STEPS: SMART STREET LIGHTING

In an effort to future proof our new lighting assets for the long term we invested in an LED product that would allow them to be enhanced as new and emerging technologies came to market.

As a result, our new Group A lantern stock can now be retrofitted in a number of ways to support the changing needs and priorities of the Organisation.

By thinking of our street lighting assets as more than just “lights” we will be able to unlock additional value for residents and visitors making the borough safer (CCTV), healthier (AQ/pollution monitoring), greener (EV charging) and better connected (Wi-Fi and 5G). With the potential to monetise the asset in a way that see’s them generate a financial return for the Authority.

Internal discussions have already started to explore what this potential could be and members will be updated accordingly in the future



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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**

Proposed New Foot and Cycle Bridge

1. PURPOSE OF REPORT

- 1.1 The purpose of this report is;
- 1.2 To provide an update to cabinet regarding the outcome of the initial feasibility study and ground investigation report for the proposed foot and cycle bridge linking Penny Pie Park with Pogmoor Recreation Ground to enhance the delivery of the approved A628 Dodworth Road/Broadway Junction Improvement scheme (Cab.25.07.2018/15)
- 1.3 To seek the necessary approvals to undertake all statutory procedures (i.e. consultation and planning) to commence the work required to deliver a proposed new foot and cycle bridge linking Penny Pie Park with Pogmoor Recreation Ground as detailed in section 4 below.

2. RECOMMENDATIONS

- 2.1 **It is recommended that Cabinet:**
- 2.2 **Note the outcome of the initial feasibility study and ground investigation report for the proposed foot and cycle bridge linking Penny Pie Park with Pogmoor Recreation Ground to enhance the delivery of the approved A628 Dodworth Road / Broadway Junction Improvement scheme.**
- 2.3 **Authorise the Service Director for Regeneration and Culture to:**
- **seek planning permission for the scheme attached detail in Appendix 1,**
 - **undertake necessary consultations with all key stakeholders including Network Rail**
 - **enter into the necessary agreements with Network Rail, including Basic Asset Protection Agreement**
 - **under the terms of the Barnsley Contract Procedure rules, seek tenders for any aspect of the project and appoint the successful tenderer on the basis of most economically advantageous bid; and or consider whether any of the works, services or goods can be provided in-house, subject to value for money considerations and subject to all costs able to be contained within the allocated budget as per financial implications detailed in section 7 below.**
- 2.4 **The Service Director of Legal Services in consultation with the Executive Director of Place be authorised to negotiate the terms and conditions of any successful Funding Agreement to access additional funding to contribute**

towards the scheme and that the approval of any terms of the Funding Agreement are delegated to the Service Director of Legal Services.

2.5 That the Corporate Asset Manager be authorised to agree any land acquisitions or commercial terms that may be required to allow the bridge to be constructed.

3. INTRODUCTION

3.1 In July 2018, Barnsley Council approved the A628 Dodworth Road / Broadway Junction Improvement scheme (Cab.25.07.2018/15 refers) to address congestion on the A628 Dodworth Road / Broadway Junction, between the town centre and M1Junction 37.

3.2 A greenspace appraisal was undertaken to identify deliverable mitigations to compensate for the impact of the scheme on the greenspace known as Penny Pie Park to ensure that the existing facilities would be enhanced, and a high quality, functional and attractive environment for the neighbourhood area will be created.

3.3 The options considered in the greenspace appraisal include the provision of a footbridge over the rail line, connecting to Pogmoor Recreation Ground as a compensatory green space with further links to Stock's Lane / Sugden's Recreation Ground.

3.4 On Tuesday, 18th December 2018, the Council's Planning Regulatory Board (PRB) resolved to grant the planning application (Ref - 2018/0965) to make improvements to the A628 Dodworth Road, Broadway junction, the current approved layout is attached at Appendix 2. Prior to the application being considered by PRB, a request was made to the Secretary of State, to ask him to "call in" the application, meaning that he would become the decision maker. In light of this request, the Council agreed not to issue the decision, pending confirmation from the Ministry of Housing, Communities and Local Government, as to whether or not the Secretary of State has decided to call in the application. Following the Secretary of State's decision not to call in the planning application, the planning decision notice was made public on 18th February 2019.

3.5 The approved planning permission for the A628 Dodworth Road / Broadway Junction Improvement scheme includes the following environmental mitigations;

- i. Enhanced Children's Play Area,
- ii. New Multi Use Games Area,
- iii. Relocation of Outdoor Gym,
- iv. Improvements to Pogmoor Recreation Ground and Stock's Lane / Sugden's Recreation Ground

3.6 However, the delivery of any proposed foot and cycle bridge linking Penny Pie Park and Pogmoor recreation ground was outside the scope of the initial planning application, but the benefits of the delivery, if feasible, were recognised and therefore a commitment to investigate the possibility of delivering was given.

- 3.7 In December 2019, specialist construction and structural engineering consultants were appointed to undertake a ground investigation and prepare a Ground Investigation Report (GIR) for the proposed construction of a footbridge over the railway connecting Penny Pie Park and Pogmoor Recreation Ground. Ground investigations were undertaken either side of the railway line to ascertain the ground conditions to inform solutions to support the proposed footbridge. The report included a review of published and freely available geological and historical information of the site; interpretation of existing ground investigations in the local area; identification of geotechnical risks and other pertinent issues associated with the design, construction and maintenance of the proposed structure, and discussion of ground conditions with regards to options for the proposed footbridge.
- 3.8 The results of the ground investigation report, along with topographical survey were considered as part of a feasibility study that was prepared to review and provide cost estimates for a number of potential options and recommend the most appropriate construction solution for the foot and cycle bridge linking Penny Pie Park and Pogmoor Recreation Ground in order that the detailed design could be progressed.

4. PROPOSAL AND JUSTIFICATION

- 4.1 The proposal is for the Council to commence statutory consultations and procedures, including a planning application submission to ultimately deliver a new Arched Truss foot / cycle bridge over the railway linking Penny Pie Park & Pogmoor Recreation Ground (see Appendix 1 showing example of arched truss bridge).
- 4.2 This proposal will complement and enhance the delivery of the approved A628 Dodworth Road / Broadway Junction Improvement scheme (Cab.25.07.2018/15). In addition the proposed new foot and cycle bridge approved enhancements to the park area and the proposed foot and cycle bridge will provide connectivity links between two community areas, a safer walking route to school and an active travel link for residents in the borough. (see Appendix 3 showing indicative route demonstrating how the proposed new foot and cycle bridge can links with proposed Town Centre / Hospital active travel route)
- 4.3 The proposed new foot and cycle bridge will require planning consent and will be subject to the statutory planning process. In addition, whilst the bridge should not impact on the railway, it will be necessary to secure consent from Network Rail for the construction of the bridge over the railway. Discussions are ongoing with Network Rail who, subject to detail design and planning are not oppose to the proposed scheme, however in order to progress matters formally Barnsley MBC & Network Rail need to enter into a Basic Asset Protection Agreement (BAPA).
- 4.4 Subject to planning approval agreement with Network Rail and, the additional benefit of delivering the foot and cycle bridge alongside the enhancements already agreed as part of the A628 Dodworth Road / Broadway Junction Improvement scheme would;
- i. Connect two existing greenspaces which are currently severed by the Sheffield / Huddersfield railway line,

- ii. provide connectivity links between two community areas of Dodworth and Pogmoor (wards being Old Town and Dodworth),
- iii. Provide a safe crossing point which does not exist currently , for children going to and from Horizon Community College as well as the wider general public,
- iv. Provide a safe active travel route for the residents of the borough,
- v. Help with addressing the Network Rail recorded incursions onto the line by children in the Barnsley area.

4.5 Delivery of the works will be considered under the terms of the Barnsley Contract Procedure rules to ensure that the works are delivered successfully ensuring best value for money in terms of cost, quality of work and actual delivery timescales to maximise expenditure.

4.6 Consideration will be given as to whether any of the works, services or goods required can be provided in-house, subject to value for money considerations, or whether it is necessary to seek tenders for any aspect of the project and appoint the successful tender on the basis of most economically advantageous bid.

4.7 Once the scheme has been out to tender and the full cost implications are known, a report will be brought back into Cabinet when detailed costs of the bridge design are available and when a supporting funding package has been identified.

4.8 Once the scheme has been completed, the new foot and cycle bridge will become the property of BMBC Asset management, however the inspection and maintenance of the bridge will be overseen by BMBC Highway Bridges and Structures.

5 CONSIDERATION OF ALTERNATIVE APPROACHES

5.1 **Do nothing:** The delivery of the greenspace enhancements as part of the approved A628 Dodworth Road / Broadway Junction Improvement scheme (cab.25.07.2018/15), excluding the new foot and cycle bridge is underway. However, this does not provide the wider connectivity between the two existing greenspaces which are currently severed by the Sheffield / Huddersfield railway line.

5.2 Following an initial review of the information, three potential options were identified:

5.3 **Modified Network Rail Standard Detail bridge** (see Appendix 4 for example). The advantages of the Modified Network Rail Standard Detail bridge is that it is a tried and tested solution that is simple, efficient, robust and durable. This is a recognised design which should be readily accepted by Network Rail and has a simple maintenance regime. However, whilst based on the Network Rail standard on-station footbridge details, changes are required to accommodate 3.0m clear width and 1.8m parapets. In order to provide sufficient clearance to the railway it will be necessary for the bridge to be seated on raised bankseats, approximately 1.5m high. As a result this will require significant approach ramps. However, due to the lack of space on the Pogmoor Recreation Ground, this will require the use of 'hard' structures which will increase capital & maintenance cost. To minimise the potential for problems affecting the bridge it is recommended that the highest sections of these are piled. Whilst more space is available on the Penny Pie Park side the risk of settlement is higher and therefore a granular embankment is proposed with a geogrid reinforced load transfer platform. Therefore, this option is not recommended.

5.4 **Pratt Truss bridge** (see Appendix 5 for example). The advantages of a simple Pratt Truss bridge, similar to one used nearby (Wakefield Castleford Greenway) should be readily accepted by Network Rail and would have an aesthetically pleasing appearance, with bituminous (non slip) surfacing used throughout. However, similar to the Modified Network Rail Standard Detail bridge, this would require raised bankseats to provide sufficient clearance, albeit slightly larger due to the increased construction depth. The approach ramps would also be similar, but slightly longer as the embankments need to be taller, and this option also would be more expensive to deliver.

5.5 **Arched Truss bridge**(see Appendix 1 for example). The use of an arched truss bridge, (a variation on the Pratt Truss Bridge) utilises the highly adaptable fabrication of a the truss to introduce an arch to the bridge deck increases the clearance over the railway without increasing the steel tonnage required. The arched form is extremely elegant and visually attractive, especially with contrasting parapet panels. This bridge is aesthetically very pleasing appearance, reduces the impact on Penny Pie Park & Pogmoor Recreation Ground and uses bituminous (non slip) surfacing throughout. This option, despite the slightly increased complexity in fabrication is the most aesthetically pleasing but also is the most financially economical option to deliver. Therefore this is the preferred design option that will;

- provide the wider connectivity between the two existing greenspaces which are currently severed by the Sheffield / Huddersfield railway line,
- provide a safe crossing point, which does not exist currently, for children going to and from Horizon Community College and the wider general public,
- provide a safe active travel route for the residents of the borough,
- help with addressing the Network Rail recorded incursions onto the line by children in the Barnsley area.

6. IMPLICATIONS FOR LOCAL PEOPLE/SERVICE USERS

6.1 The scheme will provide connectivity links between two community areas of Dodworth and Pogmoor. The new foot/cycle bridge will provide a safe crossing point, which does not exist currently for children going to and from Horizon Community College and the wider general public and will provide a safe and active travel route for the residents of the borough.

7. FINANCIAL IMPLICATIONS

7.1 Consultation on the Financial Implications of this report has taken place with representatives of the Service Director (Section 151 Officer) Finance.

7.2 As referred to above, the report seeks approval to commence consultation, gain the necessary planning approval and following that, to go out to tender to engage the expertise required to develop detailed costings for the bridge.

7.3 To date, specialist construction consultants have advised on preliminary cost estimates for the bridge however the full cost of delivery has yet to be determined and will fall out of the competitive tender process. This report therefore is intended to

put in train those actions required to move towards the provision of those detailed costs.

7.4 Members are asked to note the Council has provisionally been awarded £1.5m from the Ministry of Housing, Communities and Local Government (MHCLG) to support the delivery of the bridge, subject to full business case approval.

7.5 At this stage, the level of funding required to support the feasibility, approvals and tendering processes are estimated to be in the region of £0.250m. These costs will be funded from the £1.5m MHCLG provisional allocation– Appendix A refers.

7.6 Members should note that following the tender exercise, subject to all costs being able to be contained within the allocated finances for the scheme the tender will be awarded without the need for a further a report.

8. EMPLOYEE IMPLICATIONS

8.1 There are no issues arising directly from this report.

9. COMMUNICATIONS IMPLICATIONS

9.1 A robust communications plan developed with representatives from Executive Director of Core Services exists for the entire A628 Dodworth Road / Broadway Junction Improvement scheme. This will be updated to incorporate the proposed new foot /cycle bridge to ensure that timely and accurate information is provided through appropriate means such as press releases, social media/website updates, local member briefings, engagement with key stakeholders and consultation with local residents.

10. CONSULTATIONS

10.1 Discussions have been held with local members, the local Member of Parliament and Highways England with regards to the original A628 Dodworth Road / Broadway Junction Improvement scheme (Cab.25.07.2018/15).

10.2 Discussion has taken place with Network Rail who, subject to detail design and planning are not oppose to the proposed scheme.

10.3 Public and stakeholder consultation will take place as part of the statutory planning process scheme.

10.4 Consultation has taken place with representatives of Core Services Directorate regarding the financial implications, asset management and risk management issues.

10.5 Consultation has taken place with representatives of Communities Directorate, Core Services Directorate and Place Directorate regarding the linking of the two greenspaces.

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

11.1 One of the Council's key priorities is to create a thriving and vibrant economy, create more and better jobs, good business growth, and to connect local people with these

opportunities. The delivery of the project will enhance the approved A628 Dodworth Road / Broadway Junction Improvement scheme (Cab.25.07.2018/15) that will facilitate employment and housing opportunities identified in the Local Plan, contributing to the provision of employment land to attract new investment and / or allowing existing businesses to stay in the area and expand.

- 11.2 Additionally, the scheme also contributes to the delivery of the Strong and Resilient Communities. The approved enhancements to the park area and the proposed foot/cycle bridge will provide connectivity links between two community areas, a safer walking route to school and an active travel link for residents in the borough.

12. PROMOTING EQUALITY, DIVERSITY AND SOCIAL INCLUSION

- 12.1 Better connectivity, affordable and inclusive travel, a cleaner environment and a healthier population are all key aims of the Barnsley Transport Strategy 2014 – 2033.
- 12.2 The proposed scheme supports the principles of the Barnsley Transport Strategy 2014 – 2033, and once completed will provide better connectivity and opportunities for local people to access work and assisting in addressing social exclusion.

13. RISK MANAGEMENT ISSUES

- 13.1 The overall project benefits from a detailed risk register which is reviewed on a regular basis by officers and the Council's Risk and Governance Manager.
- 13.2 It is envisaged that once approval is given to go ahead with a more detailed scheme design, a detailed project risk register will be produced that will become a valuable governance tool for the Strategic Sites Board.
- 13.3 Funding availability represents a key risk due to the current uncertainties around the total cost of the bridge

14. HEALTH, SAFETY AND ENVIRONMENT (HS&E)

- 14.1 Health and Safety and Environment matters will be identified during scheme preparation and addresses in accordance with The Health and Safety at Work Act 1974, The Environment Act 1995, The Management of Health and Safety Regulations 1999, The Construction (Design and Management) Regulations 2015 and the regulations issued under those Acts or any subsequent relevant legislation.

15. COMPATIBILITY WITH THE EUROPEAN CONVENTION ON HUMAN RIGHTS

- 15.1 The delivery of the proposed scheme does not require private property rights. The rights of individuals are safeguarded through the statutory planning process of securing planning consent for the scheme.

16. CONSERVATION OF BIODIVERSITY

- 16.1 All relevant ecological, noise and air quality surveys that are required to feed into the statutory processes including planning application will be completed to ensure that any issues that are identified can be fully considered.

17. LIST OF APPENDICES

Appendix A: Financial Implications

Appendix 1: Example of proposed arched truss bridge

Appendix 2: The A628 Dodworth Road, Broadway junction current approved layout plan

Appendix 3: Plan demonstrating how the proposed new foot and cycle bridge can link with proposed Town Centre / Hospital active travel route

Appendix 4: Example of Modified Network Rail Standard Detail bridge

Appendix 5: Example of Pratt Truss bridge

18. BACKGROUND PAPERS

A628 Dodworth Road / Broadway Junction Improvement scheme (Cab.25.07.2018/15).

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

APPENDIX A
Report of the Executive Director Place


FINANCIAL IMPLICATIONS

Proposed New Foot and Cycle Bridge: Penny Pie Park

i) Capital	<u>2020/21</u>	<u>2021/22</u>	<u>2022/23</u>	<u>2023/24</u>	<u>TOTAL</u>
	£	£	£	£	£
Bridge feasibility, approvals and tendering process costs	250,000		0	0	250,000
	0	0	0	0	0
	250,000	0	0	0	250,000
To be financed from:					
MHCLG Capital Allocation for the delivery of the Bridge	-250,000	0	0	0	-250,000
	-250,000	0	0	0	-250,000
	0	0	0	0	0
ii) Revenue	<u>2020/21</u>	<u>2021/22</u>	<u>2022/23</u>	<u>2023/24</u>	<u>TOTAL</u>
	£	£	£	£	£
<u>Expenditure</u>					0
	0	0	0	0	0
To be financed from:					
	0	0	0	0	0
	0	0	0	0	0

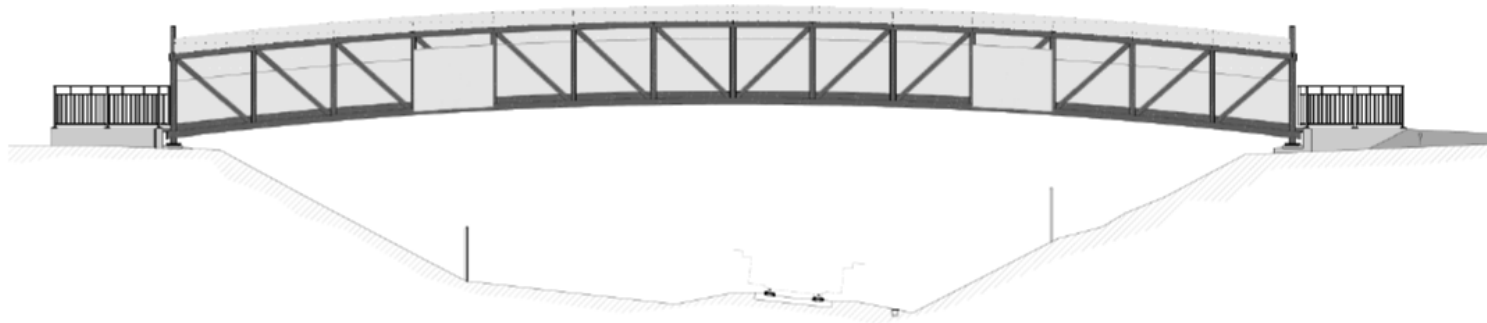
Impact on Medium Term Financial Strategy

	<u>2020/21</u>	<u>2021/22</u>	<u>2022/23</u>
	£m	£m	£m
Current forecast budget gap	0	0	0
Requested approval	0	0	0
Revised forecast budget gap	0	0	0

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

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Appendix 1 :Proposed Arched Truss Bridge Design and Proposed Location



Source: HBPW Consulting Engineers

Advantages:

- Most cost effective solution
- Aesthetically very pleasing appearance
- Reduced impact on Penny Pie Park & Pogmoor Recreation Ground.

Bituminous surfacing used throughout

Disadvantages:

- Slightly increase complexity in fabrication
- Increased gradients at deck ends

Proposed Bridge Location



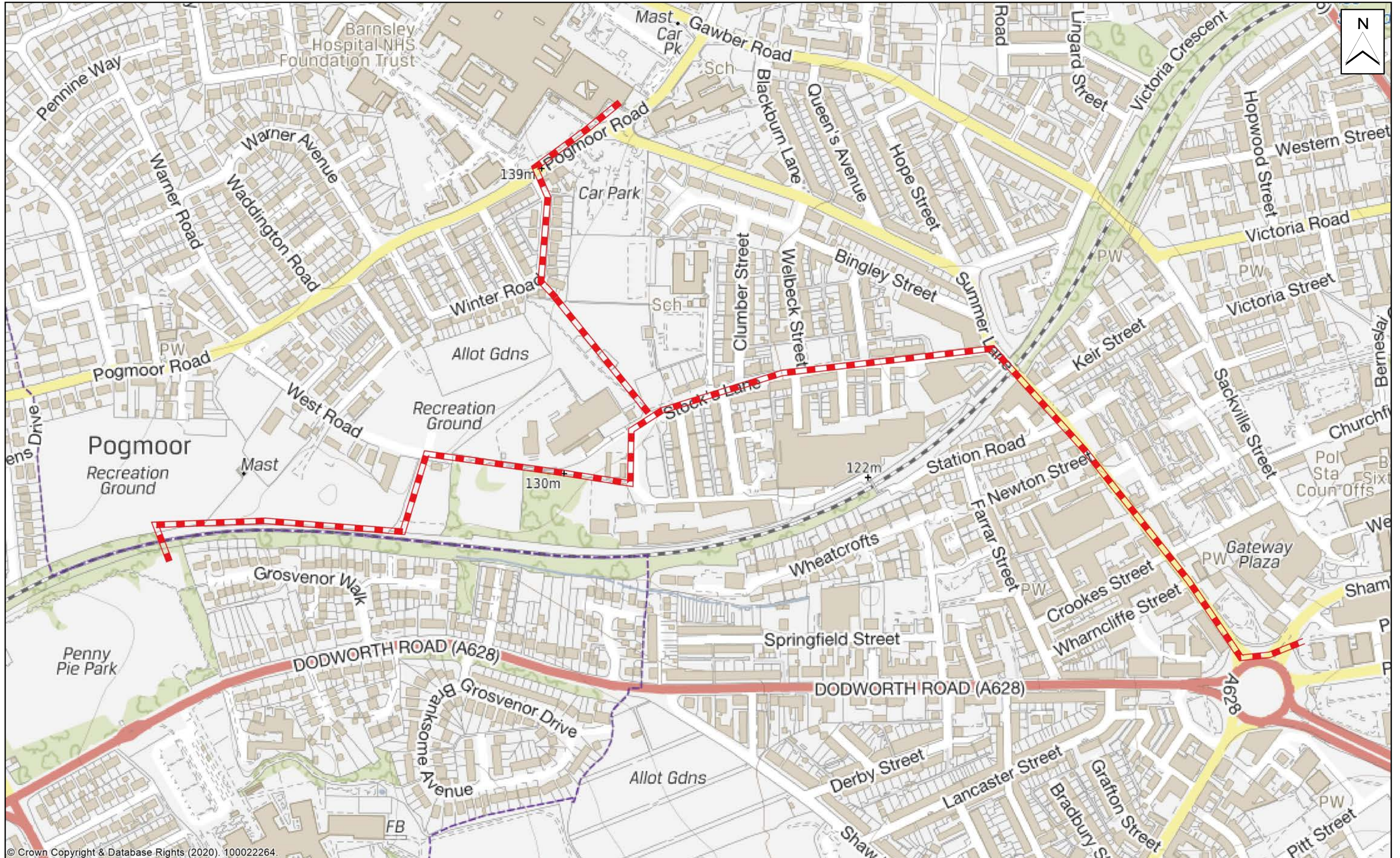
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Appendix 2 – A628 Dodworth Road Broadway Junction Scheme Layout



FOR EXISTING STREET TEMPLATES REFER TO DWG: D107/2012/204

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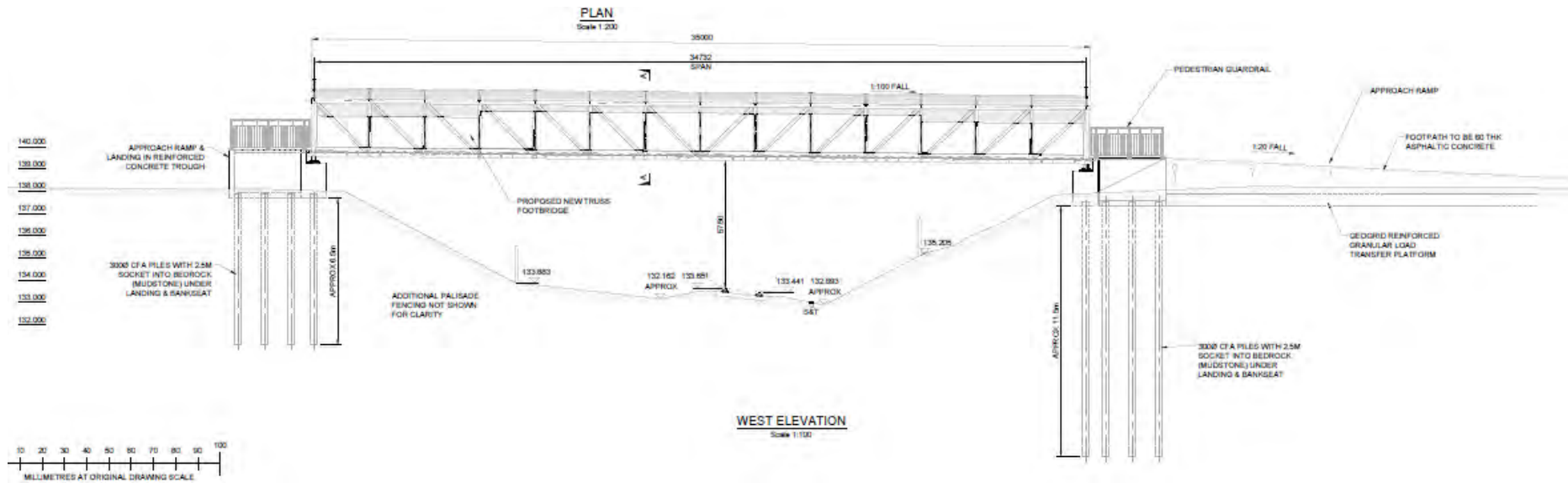
Drawn by: Bullen, Stuart
 Date: 01 July 2020
 Drawing No: 2020/07/PPP/SB/032
 Scale: 1:4000

Title: INDICATIVE TOWN CENTRE ACTIVE TRAVEL PLAN



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Appendix 4– Modified Network Rail Standard Detail Bridge Example



Source: HBPW Consulting Engineers

Advantages:

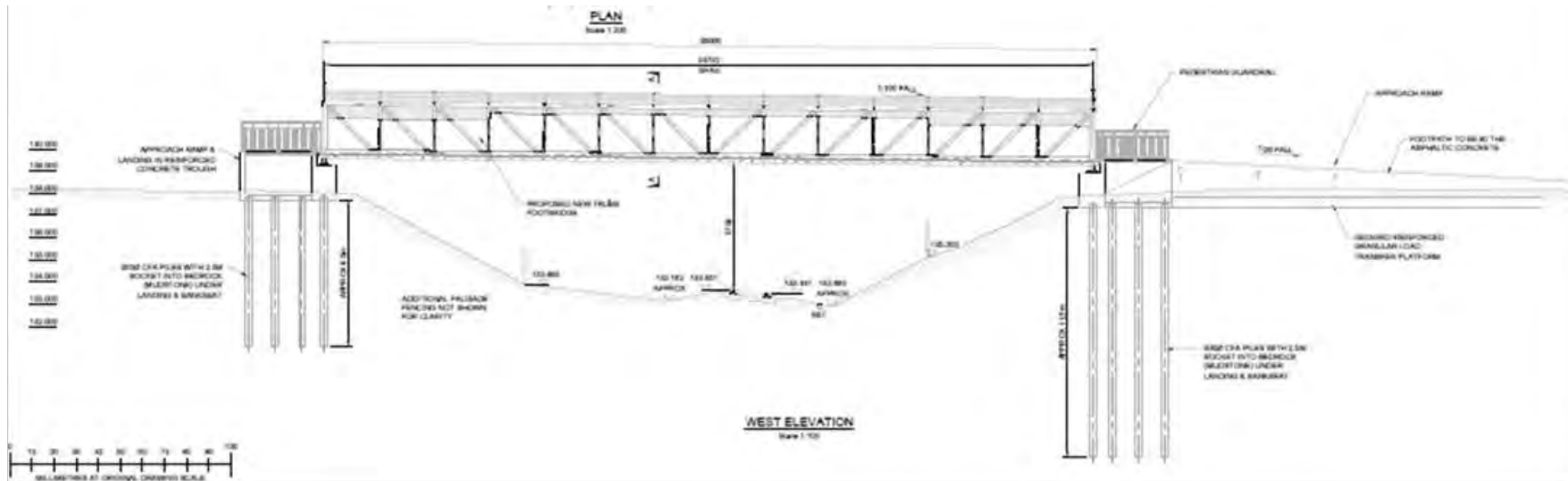
- Very simple and durable structure
- Recognised design which should be readily accepted by Network Rail
- Simple maintenance regime

Disadvantages :

- Required raised bankseats
- Requires long, intrusive approach ramps.

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Appendix 5 - Pratt Truss Bridge Design Example



Source: HBPW Consulting Engineers

Advantages:

- Aesthetically pleasing appearance
- Previously used design which should be readily accepted by Network Rail
- Bituminous surfacing used throughout

Disadvantages:

- More expensive solution
- Requires raised bankseats
- Requires long, intrusive approach ramps

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BARNSELY METROPOLITAN BOROUGH COUNCIL

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

**REPORT OF THE
EXECUTIVE DIRECTOR PLACE
TO CABINET**

NPS BARNSELY LTD – THE WAY FORWARD
TERMINATION OF THE CURRENT JOINT VENTURE (JV)

1. PURPOSE OF REPORT

- 1.1 The purpose of this report is to seek Cabinet authority for the Council to determine the existing 15 year Joint Venture agreements with NPS Barnsley Ltd by the 10th Anniversary of the Agreement Commencement Dates.

2. RECOMMENDATIONS

- 2.1 That the Council acknowledges the current JV agreements with NPS Barnsley Ltd no longer provides a strategic-fit.
- 2.2 That the Council exercises its options to break the current JV agreements by the 10th Anniversary of the Agreement Commencement Date.
- 2.3 That, upon service of Notices to Determine the Council enters into termination negotiations with NPS Barnsley Ltd and Norse Group Ltd – the outcome of those negotiations will determine the way forward for the delivery of these services moving forward.
- 2.4 That a further report is brought back to Cabinet post the above negotiations setting out options for the new model for delivery of the services currently being undertaken by NPS Barnsley Ltd
- 2.5 That the Trade Unions are continually engaged with and actively included throughout the remainder of the process.

3. INTRODUCTION

- 3.1 On 1st February 2011, Barnsley MBC formed a Joint Venture Company (JV) with NPS Property Consultants Limited for the provision of property and procurement services for a period of 15 years. This JV saw the transfer of BMBC staff (who were performing this function) being transferred to the newly created company.
- 3.2 On 1st November 2011, BMBC extended its Joint Venture to include cleaning, catering, mobile catering and courier services.

- 3.3 Both contracts are due to end on 31st January 2026, however both have option for early determination (to break) on the 10th anniversary of the term with 6 months' notice.
- NPS Barnsley Ltd - 1st Feb 2021 (notice by 31 July 2020)
 - Norse Barnsley Ltd - 1st Nov 2021 (notice by 30 April 2021).
- 3.4 Diminishing Council Portfolio -The Councils property portfolio is significantly smaller now than what it was at inception of the JV in 2011
- **Schools** - The introduction of Academies has seen maintained schools reduce by **70%** (80 Maintained Schools in 2011 with only 32 to date)
 - **Property Portfolio** – The Assets portfolio has seen a decrease of **26%** since 2011 (3,000 assets at £444 million in 2011 to 2,463 at £326 million to date).
- 3.5 It is anticipated there will be further reductions in the property portfolio as more schools take up academy status and the benefits of a more agile and flexible workforce questions the need for the current operational estate. The diminishing council portfolio prompted the Council to review the strategic fit of the current JV with NPS and consider whether to exercise its options to terminate.

4. PROPOSAL AND JUSTIFICATION

- 4.1 The Council has to respond to emerging challenges associated with the implications of COVID -19 and its changing strategic priorities to deliver an Inclusive Economy and Carbon Neutrality by 2040 (Zero 40).
- 4.2 Upon review of the current agreement The Council has concluded the current JV no longer provides a strategic fit as the Council and NPS Barnsley Ltd appear to be moving in different strategic directions.
- 4.3 Exercising the contractual right to break the current JV by the 10th Anniversary of the term commencement provides the Council the opportunity to adopt a more fit-for-purpose model that can better support service delivery for the people of Barnsley
- 4.4 Subsequent post notice negotiations with NPS Barnsley Ltd and Norse Group will help determine the preferred service delivery model moving forward.
- 4.5 Following appropriate consultation with the Chair of the Overview and Scrutiny Committee (as determined by the BMBC Constitution), this report is NOT subject to call-in, as delay may break notice is not able to be served in time to be effective.

5. CONSIDERATION OF ALTERNATIVE APPROACHES

- 5.1 The alternative is for continuation with the existing JV for the remainder of the term (5 Years). This approach will see a continuation of a divergence of strategic direction for both organisations hampering The Councils ability to fully react to emerging strategic priorities and the implications of COVID-19

5.2 Alternative approaches will be considered in full and the findings and recommendations presented to Cabinet in full after the implications of termination negotiations are fully understood.

6. IMPLICATIONS FOR LOCAL PEOPLE/SERVICE USERS

6.1 Termination of the existing JV will have no impact on Local People and Service Users – as services are intended to be provided through different model.

7. FINANCIAL IMPLICATIONS

7.1 It is acknowledged termination of the JV will have some financial implication on the authority although it is expected that these will be more than offset by efficiencies derived from the future operating model - not be quantified in full until outcome of further negotiations with NPS Barnsley Ltd and Norse Group Ltd are known.

8. EMPLOYEE IMPLICATIONS

8.1 Employees providing services to the Council under the contracts are likely to be protected by TUPE and therefore, subject to the degree of work carried out for the Council, would transfer to a new provider, be that the Council (insourcing) or an alternative provider (service provision change)– These cannot be quantified in full until outcome of further negotiations with NPS Barnsley Ltd and Norse Group Ltd are known.

9. LEGAL IMPLICATIONS

9.1 There is no restriction on exercising the break at the five yearly intervals provided the relevant notice is given within the six-month period.

10. CUSTOMER AND DIGITAL IMPLICATIONS

10.1 There are no Customer and Digital Implications

11. COMMUNICATIONS IMPLICATIONS

11.1 The Council recognises exercising its right to terminate the current JV will create some anxiety for existing NPS Barnsley employees – It is the Councils intention to communicate and engage with these employees collaboratively with NPS.

11.2 The Council are engaging with Trade Unions at the earliest opportunity and will continue to keep TU informed of progress made.

12. CONSULTATIONS

12.1 Internal consultation has taken place with Head of Legal, Finance and HR.

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

13.1 Not applicable

14. PROMOTING EQUALITY, DIVERSITY AND SOCIAL INCLUSION

14.1 Not applicable

15. TACKLING THE IMPACT OF POVERTY

15.1 Not applicable

16. TACKLING HEALTH INEQUALITIES

16.1 Not applicable

17. REDUCTION OF CRIME AND DISORDER

17.1 Not applicable

18. RISK MANAGEMENT ISSUES

18.1 Not applicable

19. HEALTH, SAFETY AND EMERGENCY RESILIENCE ISSUES

19.1 Not applicable

20. COMPATIBILITY WITH THE EUROPEAN CONVENTION ON HUMAN RIGHTS

20.1 Not applicable

21. CONSERVATION OF BIODIVERSITY

21.1 Not applicable

22. GLOSSARY

JV – Joint Venture

23. LIST OF APPENDICES

Not applicable

24. BACKGROUND PAPERS

There are no background papers associated with this report

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: David Sturrock BSc (Hons) MRICS – Head of Property

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 (CHILDREN'S SERVICES)
TO CABINET ON 8th JULY 2020**

**REVIEW AND REFRESH OF THE BARNSELY PLACEMENT AND SUFFICIENCY
STRATEGY FOR CHILDREN IN CARE AND CARE LEAVERS (2020-23)**

1.0 PURPOSE OF REPORT

1.1 To seek Cabinet's approval for the adoption of the refreshed Borough-wide Placement and Sufficiency Strategy for children in need of care and care leavers.

2.0 RECOMMENDATIONS

2.1 Cabinet approves for adoption the refreshed Placement and Sufficiency Strategy for children in care and care leavers as detailed within Appendix 1 of this report.

3.0 INTRODUCTION

3.1 At its meeting held on 30th May 2018, Cabinet considered a report which outlined a range of factors leading to a refreshed Placement and Sufficiency Strategy for Children in Care and Care Leavers for the period 2017-20.

3.2 The refreshed Strategy would continue to focus on the following objectives:

- Preventing children and young people from entering care through improving the resilience of families whilst maintaining the safeguarding and protection of such children.
- Ensuring planning is in place when children and young people enter care, in order to support them in successfully leaving care as soon as possible.
- Arrangements are in place to ensure the stability of placements for all children and young people, remaining in care.

3.3 However, in order to develop a more sustainable system which continues to meet the needs of children and young people requiring care whilst, at the same time, ensuring value for money and the effective use of available resources, the 'Core Principle' of the refreshed Strategy would be to enable the right children are admitted into care, at the right time in order to secure the best possible outcomes for all children in need of help or protection.

3.4 This message was reinforced in the annual review of the current Strategy whose outcomes were presented to Cabinet at its meeting on 2nd October 2019.

4.0 PROPOSAL AND JUSTIFICATION

4.1 Cabinet will be acutely aware, that a combination of rising demand among vulnerable children; the state of the market for placements, together with the lack of

a sustainable level of funding for children's social care and impending changes to regulations concerning placements in unregulated settings for young people aged under 18, has made our statutory responsibilities to children in need of care and those leaving care, a critical area of expenditure for the Council. This has meant, that year on year, the Council must maintain diligent oversight over tolerance levels, based upon an optimum population of children in care equating to 300 children; prevent both any reduction of quality among providers and the escalation of costs.

4.2 As a result, a further review has recently taken place leading to a refreshed Placement and Sufficiency Strategy for the period 2020-23 and a draft copy is appended to this report.

4.3 Summary Of The Refreshed Placement And Sufficiency Strategy For Children In Care And Care Leavers (2020-23)

4.4 The 'Core Principle' of the refreshed Strategy will continue to be underpinned by the following aims:

- Barnsley MBC will share the same aspirations for children in care as any other good parent, in accordance with our 'Pledge'.
- The Council will continue to listen to and consider the perspective of children and young people whilst ensuring that their needs are at the centre of service planning and practice.
- The provision of early help, Child in Need Services and Child Protection Plans will be the first consideration in meeting assessed needs as part of helping children remain with their families or immediate family network, where this is safe to do so.
- Early intervention and family support will continue to be an important element in de-escalating family problems impacting on vulnerable children and will help prevent the need for children to enter care,
- To use strengths based and restorative approaches within troubled families which help build positive, pro-social relationships and develop resilience.
- Where children cannot be supported within their immediate family, kinship care arrangements will be explored as a preferred alternative arrangement to entering care.
- Local authority foster carer arrangements will be put in place as a first option if kinship care arrangements are not possible and if a foster care placement is considered the best option for the child.
- Residential care will only be selected if family and kinship care arrangements are not possible; where foster care provision is not able to best meet the needs of the child and where residential care has been rigorously assessed as being the best option for the child.
- An approach through which children and young people in care in the Borough, are, wherever possible, placed in or close to Barnsley, in order to maintain the ongoing support of family and kinship networks, together with access to local services.
- Meaningful support will be provided to facilitate a child or young person's re-integration with his/her family or extended family (kinship) networks, following a period in care, when this is in the best interests of the child or young person.
- Corporate parenting is well embedded and there are strong internal joint initiatives, with the Place Directorate and Communities and Adults Directorate, alongside the Children and Young People's Trust Executive Group, all working

together to deliver outstanding services and promote best outcomes for children in care and care leavers.

4.5 The Current Context And Emerging Challenges

4.6 The refreshed Strategy has been formulated in recognition of the following considerations:

4.6.1 Progress Achieved During 2019/20

- Unit costs (*including per head of population*) for looking after a child in the Borough are now below the average for local authorities
- Good use has been made of Special Guardianship Orders and Child Arrangement Orders as part of averting a vulnerable child's entry into care.
- The number of adoptive placements has increased and now composes 8.6% of the total number of children in care. This is more than double the National Average of 3.8%.
- The percentage of care leavers who are aged over 18 that are benefiting through staying put arrangements has increased against the challenging local target, whilst further care leavers are benefiting through quality semi-independent accommodation from trusted providers.

4.6.2 Prevailing Challenges

- The additional cost pressures arising through rising demand for placements and inflationary factors.
- We continue to face challenges in increasing the net total of Local Authority foster carers and, therefore, in reducing our dependence on independent foster carers even though in some instances, unit costs have been reduced. The factors militating against progress are detailed in the revised, draft Strategy
- Mainly, as a result of the state of the market, permanence or the stability of placements continues to be more of a challenge than we would like, although the percentage of children who have had to ensure 3 or more placements during a 12 month period within the Borough is better than both the National Average together with the average among statistical neighbours.

4.7 The Next Steps

4.8 Subject to Cabinet's approval of the refreshed Strategy, our immediate priorities will include the following:

- Develop the local market to ensure the availability of family placements, including for older, adolescent children and children and young people with complex needs;
- To increase the net number, quality and capacity of Local Authority foster carers and foster placements in the Borough, building upon the *Mockingbird* Programme and at the same time, reduce dependence on external fostering provision.
- Increase Local Authority in-house residential and semi-independent provision for children in care and care leavers respectively, in order to manage and mitigate gaps in the market.

- To maintain placement stability and continue to support the use of Special Guardianship Orders and Child Arrangement Orders as a viable alternative to formal care.
- To re-balance the system in order to improve the onus upon family-based placements.
- To access the improved skills, capacity and economies of scale which should be afforded through our involvement within the South Yorkshire Regional Adoption Agency.
- Ensuring pathways for access to services, including therapeutic services, which will maintain and improve the physical, mental and emotional health of children in care.

4.9 Unaccompanied Asylum-Seeking Children

4.10 As part of the Yorkshire and Humber Unaccompanied Asylum-Seeking Children (UASC) Transfer Regional Rota it is currently anticipated that a very small cohort of unaccompanied asylum-seeking children will become the responsibility of the Local Authority under the refreshed Strategy. Central government has undertaken to provide local authorities, looking after UASC, with funding at a rate of £114 per person per night for each UASC in their care

5.0 **CONSIDERATION OF ALTERNATIVE APPROACHES**

5.1 Please see Paragraph 4.1 of this report.

6.0 **IMPLICATIONS FOR LOCAL PEOPLE/SERVICE USERS**

6.1 The Strategy will continue to ensure that all vulnerable children in need of help or protection, in any area of the Borough, receive the right kind of support, including entering care where necessary and at the right time, in a way which will best enable them to maintain their wellbeing and achieve their potential, closer to home.

7.0 **FINANCIAL IMPLICATIONS**

7.1 The financial implications of the refreshed CIC placement & sufficiency strategy is summarised in the attached Appendix A and explained below.

7.2 The scope of the Strategy covers spend on looked after children (CIC) placements and includes the following: residential and foster care (in-house and external provision), supported / secured accommodation and other placements e.g. special guardianship orders (SGOs), child arrangement orders (CAOs) or adoptions.

7.3 In 2019/20, total net spend on CIC placements amount to **£14.5m**, against which a financial pressure of **£944k** was reported. The overspend in 2019/20 is attributable to:

- Increased placements with Independent Fostering Agencies, which is over and above what was in the plan;
- increase in residential placements during the year (peaked at 20 but returning to 15 by the end of the year); and
- rise in the use of alternatives to public care such as special guardianship orders and child arrangement orders.

- Barnsley's CIC population in 2019/20 has remained stable and fluctuated around the planned target of 300 (CIC number was 303 at the end of March 2020).

7.4 The following are the key planning assumptions reflected in the 2020 refreshed strategy / projections:

- The 2020/21 forecast is based on latest cost projections (as at 31st May) as well as an estimated increase of 2 additional potential unaccompanied asylum seeking children (UASC) semi-independent placements;
- Barnsley's CIC population will remain stable and be managed around 300 in 2020/21 and over the next 2 years;
- Assumed annual growth in the use of in-house fostering with a reduction in more expensive independent fostering agency placements;
- The revised strategy also reflects an increase in Out of Authority residential care numbers to 16 (from 15);
- One high cost secure welfare placement (£5,000 per week) assumed in the total residential placement numbers – reflects the high incidence or likelihood of such placement in any year;
- The strategy includes annual growth / increases in the use of other less expensive placements such as Special Guardianship Orders, Adoption Allowances, etc;
- Inflationary uplift in fees/unit cost assumed where relevant.

7.5 A cost pressure of £1.2m is forecast for the current financial year, which mainly reflects the ongoing budget pressures facing the CIC budget and a number of placement changes projected for the current year. It is envisaged that this cost pressure will be addressed using the non-recurrent social care support grant.

7.6 Based on the above growth assumptions (detailed in para 7.4) and taking into account current MTFs funding allowed for, the following funding gap of **£1.3m** (full year effect) and **£0.1m** is projected for 2021/22 and 2022/23 respectively. Consideration will be given to reflecting the above funding gap in the revised medium term financial strategy (MTFS) position for the council.

7.7 A modelling of the implications of Covid-19 on CIC numbers and placements have also been undertaken and reflected in the strategy. The modelling assumed a 3% (+10) and 5% (+15) increase in children in care numbers in 2020/21, with numbers falling back to planned levels in the following year. The forecast funding gap or overspend in 2020/21 based on these different scenarios is £1.5m and £1.6m respectively.

8.0 EMPLOYEE IMPLICATIONS

8.1 There are no employee implications directly emerging through consideration of this report.

9.0 LEGAL IMPLICATIONS

- 9.1 The Children Act (1989) continues to place a statutory duty upon local authorities in taking reasonable and practical steps to ensure sufficient accommodation is available for children who are in or are entering the care of the Authority and who, in the interest of their safety and wellbeing, cannot live at home.
- 9.2 The Core Principle and aims of the refreshed Placement and Sufficiency Strategy ensure that the Council remains compliant with the duty within an intensely challenging environment for local authorities in meeting such needs.

10.0 CUSTOMER AND DIGITAL IMPLICATIONS

- 10.1 There are no adverse implications concerning customer contact with the Council, access channels to services or digital transactions emerging through consideration of this report.

11.0 COMMUNICATIONS IMPLICATIONS

- 11.1 The Impact Of Covid-19 Upon Meeting Our Statutory Responsibilities To Children In Need Of Care
- 11.2 At the present time, the need for social distancing and restrictions on public movement can create potential risks in assessing, reviewing and maintaining contact with children and young people experiencing care. Equally, the risks of potentially not attending their school or seeing their friends on a regular basis could lead children in care to abandon a placement, such as in residential care.
- 11.3 The Barnsley Children and Young People's Trust has developed a *Vulnerable Children's Tracker* through which partners, including schools and Children's Social Care aim to provide 'wrap-around' support to groups of vulnerable children such as those experiencing care. This has included the presence of social workers in schools as part of ensuring children in care attend school and are safeguarded from any potential harm.
- 11.4 Everyone with a responsibility or interest in promoting the wellbeing and achievement of vulnerable children and young people who are in need of help or protection in the Borough, should be assured that, in spite of Covid-19, the Placement and Sufficiency Strategy will continue to meet the individual needs of such people, through early help and targeted intervention with at-risk families; if and when they need to enter care and in supporting them during and following a period of care whilst at the same time, adhering to social distancing and the need to self-isolate if this proves necessary.
- 11.5 As part of its inspection of the Local Authority's Children's Services in October 2018, Ofsted awarded a 'Good' judgement in relation to the experience of children in care and care leavers and commented favourably on internal foster care capacity; the use of kinship arrangements as an alternative to entering care and achieving permanence. As a result, there should be no further communications or reputational implications for the Council arising through the development of the Strategy and its compliance with the statutory duty.

12.0 CONSULTATIONS

12.1 The annual review of the Placement and Sufficiency Strategy has been informed through direct consultation with service users in order to obtain a clear evaluation of the journey of children entering and in care, together with front line practitioners across all partner agencies within the Barnsley Children and Young People's Trust Executive Group, involved in services for children in care as well as the Council's Senior Management Team.

13.0 THE CORPORATE PLAN AND THE COUNCIL'S PERFORMANCE MANAGEMENT FRAMEWORK

13.1 The Core Principle and aims of the Strategy will support the Corporate Plan's priority of enabling people to achieve their potential with the outcome that both children in care and care leavers benefit from early help and targeted intervention and are safe from harm.

13.2 Similarly, the Strategy will support 5 of the 6 strategic objectives of the Borough's Children and Young People's Plan (2019-22) namely:

- Helping keep children and young people safe.
- Improving education, achievement and employability.
- Tackling child poverty and improving family life.
- Supporting all children, young people and families to make healthier lifestyle choices
- Encouraging positive relationships and strengthening emotional health.

13.3 Data relating to comparable performance with the average for English local authorities, during 2018 and 2019, is detailed in Pages 6-7 of the Appendix and in the Strategy's Outcomes Framework in Page 17 of the Appendix.

14.0 PROMOTING EQUALITY, DIVERSITY AND SOCIAL INCLUSION

14.1 Improving the wellbeing and progress of all children in care, irrespective of their individual characteristics, through good placement provision and increased stability will build upon the continuous improvement being experienced in the health and educational achievement of such children.

14.2 An equality impact assessment was compiled as part of the mid-term review of the original Placement and Sufficiency Strategy, in 2016. This was to help ensure that the specific needs of individual children and young people requiring care and with protected characteristics, as defined by the Equality Act are being met. Progress continues to be monitored on a quarterly basis by the Barnsley Children and Young People's Trust Executive Group.

15.0 TACKLING THE IMPACT OF POVERTY

15.1 Ensuring stability and permanence for children in care and care leavers, together with tracking and ensuring attendance at their school and setting, will be of significant benefit to the lives of children and young people in care. It will help safeguard them from harm and improve their physical and emotional wellbeing. This

can provide the confidence and assurance needed for them to overcome many of the potential disadvantages faced by these young people; support them to achieve their potential and thereby acquire the skills and qualifications which will enable them to access the employment market and build social capital in our communities

16.0 TACKLING HEALTH INEQUALITIES

16.1 Please see Paragraphs 14.1 -14.2 and Paragraph 15.1 of this report.

17.0 REDUCTION OF CRIME AND DISORDER

17.1 Through meeting the specific or complex needs, particularly of older, adolescent children in care, the Core Principle and strategic objectives of the Strategy will help in safeguarding and protecting them from harm as well as minimise any risk of them adopting risky behaviour and its impact upon local communities.

18.0 RISK MANAGEMENT ISSUES

18.1 The Strategy's action plan will be underpinned by a log of specific risks with responsibility for reviewing such risks and initiating remedial action resting with the Trust's Executive Commissioning Group.

18.2 Any strategic risks which could inhibit achieving any of the priorities in the Strategy or targets in relevant corporate performance indicators will, also, be reported either on an exceptional basis to the Senior Management Team or via the quarterly corporate performance reporting framework.

19.0 HEALTH, SAFETY AND EMERGENCY RESILIENCE ISSUES

19.1 Please see Paragraphs 11.2 – 11.4 of this report.

20.0 COMPATIBILITY WITH THE EUROPEAN CONVENTION ON HUMAN RIGHTS

20.1 The Core Principle and aims of the refreshed Strategy are compatible with the Articles and Protocols of the Convention and would support the promotion of the right of the child to be protected from harm.

21.0 CONSERVATION OF BIODIVERSITY

21.1 There are no implications for the local environment, climate change or the conservation of biodiversity emerging through this report.

22.0 GLOSSARY

22.1 None applicable.

23.0 LIST OF APPENDICES

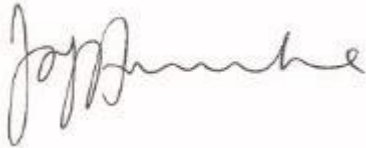
23.1 Appendix 1: Draft Placement and Sufficiency Strategy for Children in Care (2020-2023):

24.0 BACKGROUND PAPERS

24.1 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: Deborah Mercer (Service Director: Children's Social Care and Safeguarding)

Financial Implications/Consultation



Joshua Amahwe (17/06/2020).....
(To be signed by senior Financial Services officer)

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Children, Young People and Families a **BRIGHTER** future



PLACEMENT & SUFFICIENCY STRATEGY FOR CHILDREN IN CARE 2020-2023



Document revision control

Version	Author/editor	Notes	Date Published
2014-2017 Strategy	Richard Lynch / Pete Howell		Final version published May 2014
2016-2019 Strategy	Richard Lynch	Strategy revised in light of increasing CIC & CP population	Final version published April 2016
2018-2020 Strategy	RL / Adrian Hobson / Jon Banwell P&SS Team	Narrative, targets and financials updated to reflect 2018/19 delivery	April 2018
2018-2020 (updated)	SS / Leanne Winter / Jon Banwell / P&SS Team	Narrative, targets and financials updated to reflect 2019/20 delivery	May 2019
2020-2023 Strategy	Jon Banwell / Leanne Winter / P&SS Team	Narrative, targets and financials updated to reflect 2020/21 delivery	June 2020

Document Sponsor: Deborah Mercer, Service Director Children's Social Care (BU3)

Document Owner: Sarah Sinclair, Head of Service Commissioning, Governance & Partnerships (BU1)

Date of document: 1st June 2020

Date of strategy review: Quarterly reporting. Date of next refresh April 2021

Sufficiency is an essential element of delivering our pledge to the children and young people of Barnsley.

Barnsley's Pledge for Children in Care

Children in Care are one of the most vulnerable groups in our society. It is the responsibility of the local authority as corporate parents, to support each of them as individuals in order to enable them to achieve their maximum potential.

We take the role of corporate parents very seriously in Barnsley. This is emphasised through Barnsley's Pledge for Children in Care and our local offer to Care Leavers.

Our pledge contains six promises:

- 1. We will look after Children in Care in a safe and caring home**
- 2. We will promote, support, and respect the identity of Children in Care**
- 3. We will ensure that Children in Care receive a good education**
- 4. We will support Children in Care to be healthy**
- 5. We will prepare Children in Care for adulthood**
- 6. We will involve Children in Care in making it happen**

[Our pledge to children in care](https://www.barnsley.gov.uk/services/children-families-and-education/children-in-care/our-pledge-to-children-in-care/)

<https://www.barnsley.gov.uk/services/children-families-and-education/children-in-care/our-pledge-to-children-in-care/>

1. INTRODUCTION.

The 2020-2023 strategy has been refreshed to respond to current and emerging challenges in order to ensure that we can meet the accommodation and support needs of children in care in the most effective way possible.

Commissioners of services for children in the care of Barnsley MBC continue to face a number of challenges over the coming period to support the delivery of the promises outlined above. The most pressing of these are:

- To ensure accommodation of sufficient quality and volume which satisfies our ambition to improve outcomes for children in care;
- To ensure maximum value for money in providing accommodation and support amid significant resource pressures and national challenges;
- To ensure the needs of children can continue to be met particularly those children and young people with very complex needs;
- To develop the local market for accommodation and support of children in care to ensure children can be cared for in line with our ambitions and as near to home as possible.

The Children and Young People's Trust is committed to the continued investment in early intervention, prevention and 'edge of care' services; to avoid, wherever possible, unnecessary admission to care. The priorities identified by all partners are:

- That children and young people are supported to remain with their families and communities wherever possible and enter the care system only when absolutely necessary;
- That children and young people who are admitted to care will receive high quality support to remain in care only for as long as is necessary to ensure successful reintegration to their families and communities and;
- That where children and young people do spend time in care, the experience is a positive one which will help them to realise their potential and achieve successful outcomes.

Planning for Children in Care (CIC) will continue to be carried out jointly with all relevant partners to ensure we effectively maintain our focus on all aspects of children and young people's lives. We particularly want to improve health and educational attainment outcomes and the numbers of care leavers in education, training and employment.

Overall CIC numbers have remained reasonably stable throughout 2019/20 and have been consistent within the strategy's guideline target of 300. The number of

CIC at the end of 2019/20 was 303.

Work done locally in 2014-15 to re-define and articulate thresholds across the children and young people's workforce has resulted in a stabilising of numbers of families supported through Child Protection Plans (CPP). The period since the publication of the last version of the strategy has also seen a stabilising of numbers of children in care at around 300. A strong Early Help and targeted support offer has positively contributed to how we meet need appropriately at the earliest opportunity to prevent escalation. Further work to recognise and support vulnerable adolescents and develop the contextualised safeguarding approach will also help to shape early intervention and support.

A characteristic of the challenge in meeting needs is the complex nature of caring for older children and adolescents. For the second consecutive year there has been an increase in the number of adolescents becoming Children in Care (CIC), 149 at 31st March 2020 from 128 at 31st March 2019 which equates to a 14% increase. An older care cohort often includes some children with more complex needs and therefore requiring more intensive and specialist support.

This Placement and Sufficiency Strategy for Children in Care 2020-2023 identifies how the Children and Young People's Trust will meet these challenges to ensure that children in the care of Barnsley MBC experience the highest possible quality of service provided within the context of achieving maximum value for money.

What has changed during 2019/20?

- Careful analysis of longer-term trends of entry to care and children subject to a child protection plan have accurately predicted that our care population would stabilize around a new norm of 300. One of the objectives of the strategy was to create a system with sufficient resilience to cope with this increase and to continue to invest in preventing entry into care through developing family support, early intervention and prevention.
- During 2019/20 the number of children who are looked after has remained largely stable and has often been below our sufficiency target of 300. Throughout the year the highest month end number of Children in Care was 316 at December 2019 in comparison the lowest number was 295 at the end of August 2019.
- Despite the fluctuation in numbers, Barnsley's Children in Care number is still well managed and as a proportion of the population (59.7 per 10,000) compares favorably to statistical neighbours average rates (102.5 per 10,000) and below the national average of 65.0 per 10,000. This is achieved through robust care management and permanency planning for children, exiting them out of the care system where it is appropriate and safe to do so.

- Challenges continue to be faced with regards to the availability of placements for older children and adolescents. This is in the context of a national situation which has seen increasing CIC numbers and a resulting demand on suitable care placements which can often lead to the only available option being high cost residential provisions.
- As numbers in the care system have increased nationally the best means of mitigating costs is to ensure we can respond effectively to local demand by improving how we manage placements, achieving a significant increase in local foster carer capacity and the judicious use of local, independent foster care arrangements.
- The current profile of placements has also changed from that envisaged in the original strategy. As detailed previously there has been a shift within the cohort towards older CIC this is as a result of children in long-term placements growing older. Where an older child comes into care at a late stage or a long-term placement ends this places considerable additional pressures on resources and on the placements market, particularly when trying to secure placements possessing a thorough understanding of adolescent risk. A demand issue which is reflected regionally and indeed nationally. The situation in Barnsley has been exacerbated by the increase in demand for placements within borough from other local authorities. For a small borough, Barnsley has a disproportionately high number of children in care placed in the borough by other Local Authorities with 209 placed as of 31st March 2020. This has made it more difficult to source independent placements locally and impacts on universal, specialist and targeted service provision within the borough.
- Barnsley's performance in relation to in-house foster carers as opposed to the use of Independent Fostering Agencies showed significant improvement in 2019 (an increase from 65% to 68%). This was as a result of the very successful recruitment campaign in 2017/18 which added around 40 additional foster carers to the in-house cohort. At one point 75% of all children in foster placements were with in-house carers and this remains the aim of the sufficiency strategy. To ensure a high quality of support for the new in-house carers and assist in the future retention of carers an additional 3 members of staff within the Fostering service was completed during 2019/20.
- Barnsley's excellent performance in terms of adoption and alternative permanence arrangements makes a strong contribution to maintaining the number of children in long-term care at the expected target of 300. In 19/20 adoptive placements have been secured for 26% of our children who have left care which is significantly above the national average, last reported at 12% for England.

- A considerable proportion of our children leaving care are placed with their extended family or other connected persons subject to SGO. In 2019/20 34 SGOs were made, the exact same number as Adoption Orders made in the same period. Supporting extended family members to take on SGO arrangements is often the preferred outcome for children and young people.
- The ongoing monitoring of demand by the Fostering service indicates that we currently have sufficient carers for short term placements where the long-term plan for the children is often adoption or placements with relatives. The greatest challenge is to recruit foster carers who want to care for children aged 5 and over who need long term placements. Extensive work is being done by the Fostering service to encourage current in-house carers to consider placements for this cohort including offering additional training relating to adolescent behaviours and encouraging new carers to consider long-term placements. All new in-house foster carers will be approved without defining by either short or long term.
- Throughout 2019/20 the service has managed the level of demand for semi-independent placements below the Placement Sufficiency target of 8, the average number of placements throughout the year has been 5. In 2018/19 a significant spike in the numbers of young people placed in semi-independent provision resulted in increased budget pressures. Close management and oversight of semi-independent provision has, in 2019/20, contributed to reducing this pressure.
- The Yorkshire and Humber Unaccompanied Asylum Seeking Children (UASC) Transfer Regional Rota is now in operation. Yorkshire and Humber has seen an increase in spontaneous arrivals of UASC. The area's most acutely affected are local authorities along the East coast where individual and groups of unaccompanied children are arriving at ports. This is leading to a divergence in UASC number across the region.

The rota transfers newly arrived UASC from the 'entry' local authority area which is above its 0.07 threshold to other 'receiving' areas with greater capacity to support UASC. The scheme is based on a simple calculation of the difference between number of UASC already in the area, and the area's 0.07 threshold, and the number of transfers in each 'round' calculated accordingly. Barnsley's distribution by UASC placement capacity is 1 per round.

It is difficult to predict the numbers of UASC that will transfer to Barnsley as this will be depend on the numbers that present as UASC. This strategy assumes that there will up to 5 young people transferred to Barnsley during 2020/21. Government provides Local authorities looking after UASC with £114 per person per night for each UASC in their care.

Summary of progress

In our previous strategy we identified four key outcomes. Our progress against each of these outcomes is detailed below:

Reduce the reliance on external foster placements

Progress:

- The number of children in external foster placements in March 2020 was 75, this is above the KPI figure of 60 and reflects the overspend in the fostering budget detailed later in this document.
- The number of children placed with external foster carers has increased steadily during 2019/20. This is reversing a trend seen over the previous 2 years and is a result of a reduction in recruitment of long-term foster carers (other than connected persons) during 2019 coupled with a sudden increase in children coming into care for a period in late 2019. Measures are in place to ensure a return to the previous downward trend which will be overseen by the Placement Sufficiency Board.
- The increased number of older children being in Independent Fostering Agency (IFA) placements corresponds with the overall trend of looked after children becoming older. Of those looked after children with IFA carers 65.3% are aged 10 or over mostly as a result of being placed long-term as younger children. The Fostering Service is continuing to work on recruiting more in-house carers who can take long-term placements and older children coming into care for the first time
- We have worked successfully with regional partners through the White Rose Commissioning Consortium to manage, and in some cases reduce, unit costs for the provision of Independent Fostering Agencies placements and have mitigated the impact of inflationary costs through robust contract management procedures.

Continue to increase the number and choice of internal foster placements

Progress:

- We continue to innovate in our approach to recruiting and retaining local authority foster carers. The number of in-house fostering households has increased from 141 in March 2019 to 147 March 2020. The significant increase in numbers since 2018 demonstrates progress made by the service which prior to 2018 had not exceeded 100 in-house carers for a sustained period.
- The time taken to carry out foster carer assessments continues to be better than the national average. The national average figure published by the Fostering Network in 2017 was 241 days (still the latest figure available)

and at that time Barnsley was operating at an average of 200 days. During 2017/18 the service achieved an average of 125. In 2019/20 this has increased to 170 days as a result of some particularly complex assessments. This is still only 5 days outside of the government target. However, the in-house target for the service continues to be 125 days and measures are in place to improve performance in 20/21. There is now a full complement of assessors and they have developed their role to include the early response to initial enquiries.

- Our in-house Fostering service has seen a net increase of 2 placements across 2019/20. Throughout the year, the service has approved a total of 25 new carer households including Connected Persons.
- The Service has also received 23 resignations throughout the year. This is well above the expected natural wastage which, for the size of service we have, based on previous on years' figures would be around 10 per year.
- The majority of the resignations were connected persons who resigned when an SGO was granted, where a mainstream carer took a SGO and those carers who left due to retirement or ill health. Of the remaining carers who left the service the were reasons due to no longer wishing to be foster carers or to transfer to an Independent Fostering Agency. Where reasons for transfer to an IFA are given, they are generally due to an increase in payments.
- In 2020/21 the service will review foster carer payments as they have dropped behind IFA payments and most other local authorities.

Maintain placement stability for children in care

Progress:

- Placement stability has been a focus for the service during 2019/20 and as a result has had significant high-level governance and oversight. This is not because there has been a sudden increase in placements ending prematurely but rather that a recent decline in the percentage of children in 'stable' placements as defined by MI29 has been identified. In March 2019 65% of placements included in the MI29 cohort were considered 'stable' at March 2020 this has fallen to 60.2%. The cohort linked to this indicator has increased in size significantly over the last two years, from 81 children at March 2018 to 103 children in March 2020. The focus for 2020 will be on care planning for all children and young people coming into care to ensure their long-term placement adoption, SGO or long-term fostering is confirmed within the first 6 months of entering care and they are placed in long-term placements which will support them for years to come. This will ensure that fewer children will enter MI29 initially as 'unstable' after two and a half years in care and fewer will join it later as long-term placements which have ended.

- Placement stability under MI28 remains an area of strength in comparison to other authorities. In Barnsley young people who have had 3 or more placements is only 7.0% as at the end of March 2020. This compares positively with both statistical neighbour and national benchmarks, from latest available data, at 9.5% and 10.0% respectively. This is also an improvement on our position in 2018/19 (11.0%).

Continue to support the use of SGOs / CAOs as an alternative to care

Progress:

- There is evidence of good use of SGOs and CAOs with financial support where required. CAO and SGO numbers have continued to be above our 2014 baseline figures, they have also exceeded the KPI target set in the last strategy refresh. A total of 34 additional SGO placements were made during 2019/20. Which takes our total number for SGO/CAOs with Allowances at end of March 2020 to 417, 7 above our target.
- Whilst the payment allowances are much less than the costs of keeping a child in public care, they have exceeded the planned budget and ongoing consideration must be given to this area of spend via the Placement Sufficiency Board.
- We have excellent levels of performance regarding numbers of children adopted. During 2019/20 we have placed 32 children in adoptive placements and 34 children have been adopted. The percentage of children leaving care to adoption is 26% for 19/20 which is likely to be well above the national average although this is not yet available for 19/20. In previous years the national average has been just 12%.

Increase independent living provision for care leavers

Progress:

- Securing staying put agreements for our Care Leavers has been a key priority for our Future Directions team. At March 2020 11 young people were in Staying Put arrangements and this is an increase from 7 at March 2019. The Staying Put Agreement has been updated and measures will be put in place to promote closer working between partners at an earlier stage to secure more Staying Put arrangements in the future. This continues to be a priority for the service and the Placement Sufficiency Board.
- Where staying put arrangements are not possible, we are exploring other options with partners and have developed positive relationships with a small number of trusted providers of semi-independent accommodation.

2. PRINCIPLES & AIMS.

Barnsley Council should be able to demonstrate that it has done all that is reasonably practicable to secure sufficiency for children in care. Barnsley, therefore, has a duty to provide a range of high-quality local placements which meet needs.

The underpinning principle of the Barnsley approach is to ensure that the **right** children are admitted to care, at the **right** time in order to secure the **best possible outcomes for children**.

- We share the same aspirations for Children in Care as any other good parent.
- We will listen to and consider the views of children and young people and ensure that their needs are at the centre of our planning and practice.
- Early Help provision, Child in Need services and Child Protection Plans will be the first consideration in meeting assessed needs and will be promoted to facilitate children remaining within their immediate family network where this is safe.
- Early intervention and family support play an important role in de-escalating family problems, keeping children out of care and we will continue to invest in these services accordingly.
- An underpinning principle of family support is to use strengths-based and restorative approaches that seek to build positive, pro-social relationships in order to develop resilience in families.
- Where children cannot be supported within their immediate family, kinship care arrangements will be explored as a preferred alternative arrangement (see Family & Friends Policy).
- Foster care arrangements will be put in place as a first option where family and kinship care arrangements are not possible, and this is assessed as being the best option for the child.
- Residential care will only be put in place where family and kinship care arrangements are not possible, where foster care arrangements are not able to meet needs and only when residential care is assessed as being the most suitable option for the child.
- We believe in Barnsley carers for Barnsley children and wherever possible, children will be placed in, or very near to, Barnsley to facilitate the ongoing support of family / kinship networks and local services. We believe that placing with Barnsley carers makes best use of our community assets and produces better outcomes.
- Meaningful support will be provided to facilitate the rehabilitation to family and extended family networks from being in care when this is in the best interest of the child.
- Services to promote permanency for children and young people within their families or alternative substitute care will be promoted at the earliest opportunity (see Permanency Guidance).
- We will identify and implement the commissioning actions necessary to ensure that BMBC and children's trust partners can satisfy the duty to

provide sufficient accommodation and support to meet the needs of children in the care.

- We will identify the actions necessary to fulfil this ambition in the context of mounting pressures on the resources available across the Children and Young People's Trust (CYPT) and to ensure that resources are allocated in a way that achieves optimum value for money.

3. COSTS & COMPARISONS.

Current Children in Care costs vs existing strategy / plan

The scope of the placement & sufficiency strategy covers the following:

- external residential & foster care placements;
- in-house foster carers;
- placements within BMBC owned children's home; and
- other placements such as SGOs, CAOs and adoptions.
- Accommodation for Care Leavers

The following table compares actual cost / performance against the revised plan for 2019/20.

	Revised Plan	Outturn
	2019/20	2019/20
CIC Population as at 31 March	300	303
Actual Costs:	£M	£M
Fostering	5.742	6.234
Residential	4.006	5.265
Others – SGO, CAO, Adoptions	4.195	4.582
Health, DSG and Education Contributions	-0.350	-1.166
Other income / grant funding	-0.027	-0.403
Total Care Costs	13.568	14.512
Total Care Budget	13.568	13.568
Variance	0	0.944

- Actual net spend on CIC placements is £14.512m for 2019/20, against which a financial pressure (i.e. overspend) of £944k has been reported for the year.
- Barnsley's overall CIC population at the end of the year was 303, but peaked at 316 in December. It should be noted that Barnsley's CIC numbers (59.7 per

10k population aged <18) still compares favorably to its statistical neighbour's (102.5) and national average (65).

- This financial pressure is attributable to three main factors; Firstly, an increase in the number of children placed with Independent Fostering Agencies, 15 placements above what was projected in the strategy refresh completed in April 2019 equating to a pressure of £0.4m.
- Secondly, although the number in residential placements (including secure welfare) was 15 at year end, it peaked at 20 in June 2019. Increased funding contributions from health towards placement costs and other grant funding helped mitigate costs in 2019/20. This area resulted in an overall overspend of £0.3m.
- Thirdly, increasing use of alternatives to public care and less expensive care options such as SGOs and CAOs have also contributed to the forecast financial pressure for CIC by £0.2m

Unit cost & value for money

The following table compares Barnsley's children looked after unit cost per child per week against the LA group average.

Unit costs £ per child per week (Gross costs) (source: CIPFA children looked after benchmarking data)				
	2018 costs		2019 costs	
	Barnsley	LA Average	Barnsley	LA Average
LA own children's homes	£2,257	£3,991	£2,301	£3,373
External residential	£3,526	£3,940	£3,854	£4,201
LA foster care	£452	£447	£464	£476
External foster care	£829	£916	£861	£937
PAF B8 – overall unit cost	£786	£974	£796	£1,022

- Whilst the average gross cost of CIC per week has risen marginally during 2019/20 by 1.3% to £796, this compares favourably to the LA average which has increased by 5% to £1,022 during the same period. This suggests our commissioning arrangements have mitigated some of the impact of the competitive children's placement market.
- Barnsley's unit cost per child per week is consistently lower than the local authority average across the key type of placements.
- In previous years the unit cost of the council's in-house foster care has been slightly higher than the LA average and this was due to comparatively higher

allowance payments. However, current unit costs are now below the LA average, and reflect the impact of the revised foster care allowance scheme implemented in 2018.

- When expressed as spend per head of population (aged 0 – 17) basis, Barnsley’s CIC unit cost / spend (£209) is comparably lower than the LA group average (£257). However, this margin is closing, down from 18% in 2018 to 9% in 2019. This is due to the narrowing gap between our LA children’s homes cost and that of the LA average.
- The following table outline the composition of placements, in percentage terms, of those in either fostering or residential care. This data excludes children and young people who have been placed for adoption or placed with parents / family carers and for whom therefore a foster placement is unnecessary:

Composition of placements (%) – children looked after (CIPFA children looked after benchmarking)				
	2018		2019	
	Barnsley	LA Average	Barnsley	LA Average
LA own children’s homes	2%	2%	2%	2%
External residential	6%	9%	6%	10%
LA foster care	65%	61%	68%	58%
External foster care	27%	28%	24%	30%

- Barnsley’s data on placements compares favourably with the LA group averages, particularly in external foster care where the proportion of placements has fallen from 27% to 24% (and is below the LA group average of 30%).
- Conversely, Barnsley’s performance in relation to in-house foster care showed improvement in 2019 (an increase from 65% to 68%). Given Barnsley’s strong performance in terms of adoption and alternative permanence arrangements this represents a positive trend since the last iteration of the strategy.

Assessing future demand

This strategy assumes that the care population in Barnsley will remain stable at around the 300 figure for the next two years.

As numbers in the care system have increases nationally, the best and most plausible means of mitigating costs is to ensure we can respond effectively to local demand by improving how we manage placements to achieve a significant increase in local foster carer capacity and the judicious use of local, independent foster care arrangements.

We shall use our comparatively better investment in our in-house carers to produce the placements needed in the right categories.

Projected CIC cost 2021 - 2023

The following table shows projected placements numbers as well as the financial costs for the period 2020/21 to 2022/23:

	2019/20 Actual	2020/21 Forecast at 31 st May 2020	2021/22 Plan	2022/23 Plan
Fostering – in-house	151	150	160	170
Fostering – External agencies	75	81	71	61
Residential - external children homes	14	17	14	14
Residential – Family Assessment	-	0	1	1
Residential - Secure Welfare	1	1	1	1
Residential – Semi-independent	5	6	7	7
Residential - BMBC owned home	5	5	5	5
Other placements*	52	41	41	41
Assumed CIC Population	303	301	300	300

SGO's; CAO; Stay-put	428	438	455	472
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* includes Shared Lives, adoptions; kinship placements; etc.

	2019/20	2020/21	2021/22	2022/23
	Outturn	Forecast as at 31 st May 20	Plan	Plan
Projected Costs:	£M	£M	£M	£M
Fostering	6.215	6.466	6.558	6.468
Residential	5.265	4.592	4.309	4.309
Others – SGO, CAO, Stay-put, Adoption	4.582	4.795	5.002	5.258
Health & DSG Contributions	-1.166	-0.631	-0.350	-0.350
Other Income / funding	-0.384	-0.233	-0.220	-0.220
Total Care Costs	14.512	14.989	15.299	15.465
Total Care Budget	13.568	13.778	13.778	13.778
Variance	0.944	1.211	1.521	1.687
Additional Funding Requirement		1.211	0.310	0.166

The following are the key assumptions underpinning 2020/21 to 2022/23 spend projections:

1. The forecast placement costs in 2020/21 have been updated to reflect the full year impact of placements from 2019/20 (and cost pressures) as well as expected demographic / inflationary growth for the year.
2. The 2020/21 forecast is based on latest cost projections (as at 31st May) as well as an estimated increase of 2 additional potential UASC semi-independent placements.
3. Latest indication, as shown in the forecast above, is that this would result in additional cost pressure of £1.211m in 2020/21. This in-year cost pressure will be monitored and addressed through the Council's budgetary reporting procedures.
4. The above plan / modelling assume CIC numbers will be managed over the medium term around the 300 mark. It is envisaged that the effective implementation of the proposed actions (included on page 18 and 19) would ensure that CIC numbers are managed down to the assumed range.
5. The projections assumed that the number of fostering and residential care placements will remain consistent around 259 over the medium term – this equates to 86% of total CIC population.
6. The revised strategy from 21/22 reflects an increase in residential care numbers to 16 (from 15) including a secure welfare / accommodation placement per annum at a unit cost of £5,000 per week.
7. In addition to above, the strategy includes increases to other placements such as SGOs, Adoption Allowances, etc.
8. Current weekly unit cost of residential and foster care placements has been used in calculating future years cost projections, and with a 2.5% uplift applied to foster care allowances.
9. Funding contributions (e.g. health funding) and income related to CIC placements has been adjusted accordingly based on latest information.

Based on the above assumptions, the CIC cost model shows an additional funding requirement of £1.211m in 2020/21, £0.310m for 2021/22 and £0.166M for 2022/23 respectively.

Expenditure on children in care and those who have achieved permanence outside of the care system needs to be considered in total. Barnsley has kept the number of children in the care system at relatively low levels for a number of years. This is partly as a result of having achieved permanence by utilising the strengths of wider family networks through SGOs and CAOs and through adoption. This however also comes at a cost with long term CGO and SGO allowance commitments aligned to fostering payments.

4. COVID-19 IMPACT.

At the time of writing the UK has been in lockdown conditions for 3 months. During the lockdown period there have been widescale school closures and a reduction in the number of partner agencies delivering direct work with children and young people. The impact of Covid-19 is likely to be greater on groups with initial low resilience – no recourse to public funds, children who live in poverty, asylum seeking young people, children in care, young carers, and children with disabilities.

To date the impact on Children in Care numbers has been minimal, however, there has been a significant reduction in referrals into Children's Social Care, in 2019, 771 referrals were made between March and May. During the same period in 2020, 584 referrals were made to Children's Social Care. This is replicated nationally, and we anticipate a reverse of this trend as lockdown conditions are eased. Increased family tensions, including parental conflict, domestic abuse, sexual abuse in the family home, child on parent violence and physical abuse is likely to see a short-term increase in the care population in Barnsley following the relaxations of the lockdown arrangements by the Government.

Whilst our approach to care planning will always focus on supporting families to ensure children are able to stay at home or, where appropriate, return home, it is important to recognise the potential impact on our Children in Care numbers therefore we have profiled two outcomes; an increase in CIC numbers by 3% and an increase by 5%, see the tables below:

3% increase in Children in Care (+10)	2020/21	2021/22
Projected Costs:	£M	£M
Funding Requirement (As shown above)	1.211	0.310
Additional Funding Requirement due to Covid-19	0.261	0.091
Total	1.472	0.401

5% increase in Children in Care (+15)	2020/21	2021/22
Projected Costs:	£M	£M
Funding Requirement (As shown above)	1.211	0.310
Additional Funding Requirement due to Covid-19	0.382	0.137
Total	1.593	0.447

The tables above show that an additional 10 children in care the projected cost will be £0.261m in 2020/21 and £0.091m in 2021/22. With an additional 15 children the projected costs would be £0.382m in 2020/21 and £0.137m in 2021/22.

This assumes an anticipated increase within the range of 300 to 315, in children in care in the short term following the relaxations of the lockdown arrangements by the Government. It is envisaged that any increase in CIC numbers in 2020/21 would be managed down in the following year, with CIC numbers stabilising at around the 300 by the end on 2021/22.

5. OUTCOMES.

Meeting the needs of children in care in the current climate will present some very significant challenges to the Council. In response to this, there is a clear need to improve performance in the following ways:

- Develop the local market to ensure the availability of family placements, including for children and young people with complex needs;
- Reverse the recent trend for the increased reliance on external fostering provision;
- Continue to increase the number and choice of internal foster placements across all age groups;
- Implement the Mockingbird project to create a new model of in-house fostering provision. Mockingbird builds on learning from previous successes delivered in partnerships with the Area Councils;
- Increase the in-house residential capacity to mitigate impact of the challenging external residential market;
- Maintain placement stability and continue to support the use of SGOs / CAOs as an alternative to care;
- Increase independent living provision for care leavers through new approaches and partnerships.

6. KEY ACTIONS ARISING FROM STRATEGY.

1. Prevent entry into care where appropriate by continuing to develop family support and early intervention and prevention services.
2. Ensure wherever possible Barnsley children are placed with a Barnsley family;
 - a. Increase the numbers of children placed with BMBC foster carers;
 - b. We will continue to develop the local IFA market through engaging with providers to encourage Barnsley based families to care for Barnsley children;
 - c. We will establish a regular IFA provider forum to identify future placements and work together to identify and respond to future needs.
3. Improve the recruitment and retention of BMBC foster carers to ensure more Barnsley children can be placed and remain with Barnsley carers;
 - a. Promote support and develop the BMBC Fostering Approval process so carers can care for all age groups and on both short- and long-term basis;
 - b. Review the payment scheme for in-house Foster Carers in light of our payment level falling below the LA average (CIPFA Benchmark).
4. Implement Mockingbird project; Foster carer hub model;
 - a. Implementation of 2 satellite cohorts to support the respite and emergency provision for up to 24 young people of up to 12 looked after children;
 - b. This is dependent on COVID-19 restrictions allowing this project to develop.

5. Produce business case to consider development of further in-house residential provision;
 - a. Initial scoping has indicated increased in-house provision could deliver long term savings;
 - b. A full Business Case will be presented during the current financial.

6. Increase the range of 16+ independent living provision to support transition to adulthood for those in long term care;
 - a. Explore how a Shared Lives service could increase the range of post-16/Children in Care supportive placements for Children in Care and Care Leavers;
 - b. Review mechanisms, quality assurance and future demand for 16+ provision;
 - c. Develop and procure a 16+/semi-independent framework of local providers.

7. Continue to support development and implementation of the Regional Adoption Agency (RAA);
 - a. OneAdoptionSouth to officially commence 1st January 2021;
 - b. The RAA will promote closer co-operation between the 4 local authority Adoption Agencies in South Yorkshire and the 2 other existing Regional Adoption Agencies in the Yorkshire and Humber area;
 - c. The RAA will lead the recruitment of adopters and support in the placement of children for adoption;
 - d. Impact of RAA on placement sufficiency anticipated 2022/23.

8. Work effectively with Partners across Children and Young People's Trust to meet a wide variety of additional needs including mental health and support to Carers;
 - a. Continue to request joint funding for packages through the appropriate channels; CRAG;
 - b. Maintain close working relationship with CAMHS to ensure CIC pathway is effective and supporting our CIC population.

9. Continue to support and develop regional approaches through active membership of the White Rose Commissioning Consortium and alternative mechanisms;
 - a. Build on the proposed provider engagement programme to develop positive working relationships with Private Providers.
 - a. Utilise Private Provider forum to generate Best Practice discussions and opportunities for increased understanding around Quality Assurance.

Placement Sufficiency Strategy 2020-23
Sufficiency Outcomes Framework (with targets)

The table below quantifies targets to enable us to deliver our aspiration to further shift the balance away from those placed in external residential or independent fostering placements and into placements with in-house fostering families.

NB The cohort is all children in care who require a care placement, excluding children placed with adoptive parents but where an adoption order is still awaited.

Page 92

Outcome	Impact Measurement	Actual 19/20 Baseline	Target 20/21	Target 21/22	Target 22/23
1. Improve permanency planning / make good use of alternatives to care	Children placed for adoption	31	40	40	40
	Children placed with alternative orders (cost-bearing) - SGOs / CAOs	417	432	447	462
	Care leavers in 'staying put' and "staying close" and 'shared lives' arrangements	10	23	25	25
2. Reduce reliance on Independent Fostering Agencies	Number of children placed in IFAs	75	71	71	61
	Number of children placed in internal fostering	161	160	160	170
3. Increase availability of suitable BMBC foster placements	Net increase in numbers of foster carer households (newly recruited less numbers leaving in period)	4	15	20	20
	Net increase in numbers of available internal foster care placements	2	15	20	20
4. Maintain low numbers of young people in residential care settings	Number of young people in independent residential	14	14	15	15
	Number of young people in BMBC residential	5	5	5	5
	Number of young people in secure	1	1	1	1

Placement Sufficiency Strategy 2020-23
Sufficiency Outcomes Framework (with targets)

	welfare placements				
	Number of young people in semi-supported accommodation	8	5	5	5

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