

# Public Document Pack

<b>MEETING:</b>	Cabinet
<b>DATE:</b>	Wednesday, 18 November 2020
<b>TIME:</b>	10.00 am
<b>VENUE:</b>	THIS MEETING WILL BE HELD VIRTUALLY
<b>PUBLIC WEB LINK:</b>	<a href="https://barnsley.public-i.tv/core/portal/webcasts">https://barnsley.public-i.tv/core/portal/webcasts</a>

## AGENDA

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

### Items for Decision/Recommendation to Council

#### Minutes

3. Minutes of the previous meeting held on 4th November 2020 (Cab.18.11.2020/3) *(Pages 3 - 4)*

#### Items for Noting

4. Decisions of Cabinet Spokespersons (Cab.18.11.2020/4)

#### Petitions

5. Petitions received under Standing Order 44 (Cab.18.11.2020/5)

#### Deputy Leader

6. Women's Reproductive Health Service [Procurement of a Provider (Cab. 18.11.2020/6) *(Pages 5 - 12)*

#### Regeneration and Culture Spokesperson

7. ESF Sector Routeways and Tenants First Projects (Cab.18.11.2020/7) *(Pages 13 - 30)*
8. Land Disposal Stead Lane/Parkside Recreation Ground Hoyland Common - Objections Received to Public Notice under Local Government Act 1972, Section 123 (1) 2(a) (Cab.18.11.2020/8) *(Pages 31 - 44)*

To: Chair and Members of Cabinet:-

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

Cabinet Support Members:

Councillors T. Cave, Cherryholme, Franklin, Frost, McCarthy 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, Member 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](mailto:governance@barnsley.gov.uk)

Tuesday, 10 November 2020

<b>MEETING:</b>	Cabinet
<b>DATE:</b>	Wednesday, 4 November 2020
<b>TIME:</b>	10.00 am
<b>VENUE:</b>	THIS MEETING WILL BE HELD VIRTUALLY

## MINUTES

**Present** Councillors Houghton CBE (Chair), Andrews BEM, Bruff, Frost, Gardiner, Howard, Lamb and Platts

**Members in Attendance:** Councillors T. Cave, Cherryholme, Franklin, McCarthy, Shepherd and Tattersall

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

Councillors Franklin and Lamb declared a non-pecuniary interest as member of the Forge Community Partnership in respect of Minute Number 6 and Councillor Tattersall in respect of Minute Number 7 as a member of the Barnsley Premier Leisure Board.

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

The Leader reported that no decisions from the previous meeting held on 21<sup>st</sup> October 2020 had been called in.

### 3. Minutes of the previous meeting held on 21st October, 2020 (Cab.4.11.2020/3)

The minutes of the meeting held on 21<sup>st</sup> October 2020 were taken as read and signed by the Chair as a correct record.

### 4. Decisions of Cabinet Spokespersons (Cab.4.11.2020/4)

The Record of Decisions taken by Cabinet Spokespersons under delegated powers during the week ending 23<sup>rd</sup> October 2020 were noted.

### 5. Petitions received under Standing Order 44 (Cab.4.11.2020/5)

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

### Regeneration and Culture Spokesperson

### 6. Hoyland South Masterplan Framework (Round 2 Adoption) (Cab.4.11.2020/6)

#### RECOMMENDED TO FULL COUNCIL ON 26<sup>TH</sup> NOVEMBER 2020:-

- (i) that the progress made in the development of the Masterplan Framework for Hoyland South, as set out in the report now submitted, be noted;
- (ii) that the measures proposed relating to energy, sustainability, health and wellbeing be supported; and

- (iii) that the final version of the Masterplan Framework be presented to Full Council for adoption on 26<sup>th</sup> November 2020.

**7. Barnsley Leisure Card Transfer to Barnsley Premier Leisure (BPL)  
(Cab.4.11.2020/7)**

**RECOMMENDED TO FULL COUNCIL ON 26<sup>TH</sup> NOVEMBER 2020** that the Barnsley Leisure Card management, operation development and promotion be transferred to Barnsley Premier Leisure (BPL), as set out in the report submitted.

**Environment and Transportation Spokesperson**

**8. Town Centre Parking Strategy Implementation - Phase 1 (Cab.4.11.2020/8)**

**RESOLVED:-**

- (i) that the adoption of the Town Centre Car Parking proposals, highlighted within Section 4 of the report now submitted, be approved; and
- (ii) that approval be given to the formal release of £1.200m in to the Council's capital programme, as previously agreed in principle as part of the Council's 2020/21 Capital Investment Programme in February 2020 (Cab.5.2.2020/6 refers).

.....  
Chair

**BARNSELY METROPOLITAN BOROUGH COUNCIL**

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

**REPORT OF THE DIRECTOR OF PUBLIC HEALTH  
TO CABINET ON 4<sup>th</sup> NOVEMBER 2020**

**Women's Reproductive Health Service**

**1. PURPOSE OF REPORT**

- 1.1 The purpose of this report is to seek Cabinet approval to award a contract following a competitive procurement process for a Women's Reproductive Health Service for Barnsley.

**2. RECOMMENDATIONS**

- 2.1 That Cabinet authorises the award of a contract for a Women's Reproductive Health Service on completion of a competitive tender process.

**3. INTRODUCTION**

- 3.1 BMBC has a mandated duty under the Health and Social Care Act 2012 to commission comprehensive, open access sexual health services which includes Long Acting Reversible Contraception (LARC).

The Integrated Sexual Health Service (ISHS) went out to tender as two lots (A & B) in 2019. Lot A, the ISHS, was awarded to Spectrum CIC and commenced on 1<sup>st</sup> July 2020. Lot B (LARC provision) was not awarded due to no providers bidding for the service.

**4. PROPOSAL AND JUSTIFICATION**

- 4.1 Work has been undertaken to identify why the original procurement was unsuccessful and new service specification has been designed in response to feedback from a range of stakeholders.
- 4.2 Spectrum CIC are currently delivering a LARC service and will continue to do so until 31<sup>st</sup> March 2021.
- 4.3 The new service specification will be published on YORtender on 1<sup>st</sup> December 2020 with the newly designed service commencing on 1<sup>st</sup> April 2021.
- 4.4 Sexual health services are required to be far reaching to meet the needs of the local population. The provision of contraception is a key sexual health function as unplanned pregnancies have a significant impact on the individual as well as health and local authority services. The sexual health framework states that people should "have access to the full range of contraception, [be able to] obtain their chosen method quickly and easily and [be able to] take control to plan the number of and spacing between their children." (DFHSC, 2013). Most women access contraception from their GP, however best practice provides a range of contraceptive options in a range of settings. There are various contraceptive

methods available (15) however some of the most effective in terms of reliability and cost effectiveness are LARCs.

- 4.6 LARCs consist of intrauterine devices (copper coil), intrauterine systems (hormonal coil) and hormonal implants (Nexplanon). LARCs are the most effective form of contraception as the efficacy is not user dependent and due to the long-life span of the devices (3-10 years), they are also the most cost effective after one year of usage compared to oral contraception.
- 4.7 The recent trend data for LARC in Barnsley shows that overall rate of prescribed LARC across GP practices is decreasing and the rate of 23.2 per 1000 is lower than the regional and England rate of 36 and 29.2 respectively.
- 4.8 The Women's Reproductive Health Service will align within each area council boundary/integrated wellbeing team. Appointments will be bookable via a centralised system at a time and place appropriate to meet the needs of residents. There will be more available service and a focus on more deprived areas due to the correlation with teenage pregnancy and termination. This will help to ensure women can access contraception at a time and place convenient to them, whilst targeting our most at-risk groups.

## **5. CONSIDERATION OF ALTERNATIVE APPROACHES**

- 5.1 'no alternative approach considered at this time'

## **6. IMPLICATIONS FOR LOCAL PEOPLE/SERVICE USERS**

- 6.1 The Women's Reproductive Health Service will improve access to contraceptive services and facilitate patient choice. It will enable residents to have their contraceptive (LARC) health service needs met using methods and approaches which provide greater access and flexibility. This will include access to primary care oral contraceptives, opportunistic cervical cytology, pick up STI test kits, greater access to free condoms, and access to emergency hormone contraception provision providing a holistic approach to women's contraceptive and sexual health needs. This has direct benefits on the health and well-being of women in Barnsley.

## **7. FINANCIAL IMPLICATIONS (Appendix A)**

- 7.1 Consultations have taken place with representatives of the Service Director Finance (Section151 Officer).
- 7.2 The purpose of the report is to gain approval to procure a contract for a Women's Reproductive Health Service for Barnsley for an initial period of 1<sup>st</sup> April 2021 to 30<sup>th</sup> June 2025 (4.25 years) with options to extend for a further 2 years and 1 year respectively. To run in line with the Integrated Sexual Health Service contract
- 7.3 The annual contract value in 2020/21 is £280,000. It is proposed that this level of investment remains the same when procuring the new contract commencing 1<sup>st</sup> April 2021, (a total of £1,190,000 over a 4.25 year period to 2025). The contract is currently funded via the council's Public Health Grant allocation and has been considered as part of the current 4 year financial plan through to 2022/23. Funding past this date will need to be considered as part of the

council's Medium Term Financial Strategy and the ongoing availability of Public Health Grant funding.

- 7.4 It is recognised that there is significant uncertainty in the future of Local Authority funding. The Invitation to Tender will make it clear that the price agreed for the contract is subject to the ongoing availability of sufficient funding, and that in the event that during the contract period the local authority does not have sufficient funds to continue with the arrangement, the Contractor will jointly develop and agree a contract variation with the Commissioner such that the contract price remains affordable and within the funding resources available whilst still delivering the required outcomes.

## **8. EMPLOYEE IMPLICATIONS**

- 8.1 None

## **9. LEGAL IMPLICATIONS**

- 9.1 Alignment to CQC standards for provision and recognition of service delivery that is clinically safe for patients is required, as is a satisfactory level of indemnity insurance.

## **10. CUSTOMER AND DIGITAL IMPLICATIONS**

- 10.1 Residents will have the option of accessing information and support around contraceptive choices, and sexually transmitted infections without the need of attending a clinic through a media platform such as a web site. Residents should also have the option of booking appointments online where possible avoiding long wait times through telephone booking systems.

## **11. COMMUNICATIONS IMPLICATIONS**

- 11.1 It is clear that provision of confidential services are considered essential in relation to providing this service offer, it is therefore essential that confidentiality is communicated. Residents expect that consultations in relation to sexual health and contraception are confidential (unless safeguarding triggers require disclosure).

The service will have in place appropriate systems to maintain anonymity and confidentiality

The provider will ensure that information is.

- Stored separately to their medical records if requested
- Kept confidential
- Not shared

The provider will also ensure service users anonymity will be protected should they wish their information to be treated confidentially, outside of their medical records.

A lack of confidentiality or worry about a lack of confidential provision is regularly expressed as being a significant barrier to Sexual Health service access especially if women do not want information sharing.

## **12. CONSULTATIONS**

- 12.1 BMBC's aim is to secure outcomes that are collaboratively addressed in partnership utilising a system wide approach.

Public consultation has been sort through a Smart Survey and Health Watch Barnsley. Feedback was also requested via social media sites across Barnsley including the ISHS, Barnsley College, Public Health Nursing Service, Barnsley NHS CCG, GP practices, midwifery service and children's services.

Due to Covid 19 we have been restricted to how we can consult across Barnsley in a safe and secure way. Two questionnaires were developed: one for residents and one for health professionals.

### **Residents Questionnaire**

Asking for information around contraceptive needs and choices, barriers to access, and services they use

### **Health Professionals Questionnaire**

Asking around contraceptive choices patients make and why, access to services barriers to choices women make.

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

- 13.1 Contractual meetings will occur monthly in the first six months and move to quarterly. Performance will be monitored via key performance indicators which are guided nationally but will have local variation.

## **14. PROMOTING EQUALITY, DIVERSITY AND SOCIAL INCLUSION**

- 14.1 Poorer sexual health outcomes are experienced by those who are marginalised, often poorer, and having fewer life choices. The service specification and delivery will reflect local need and be guided by the appropriate standards and national guidance. An EIA has been completed.

## **15. TACKLING THE IMPACT OF POVERTY**

- 15.1 A decrease in the number of unintended pregnancies leading to birth for young women up to the age of 25 is well documented.

As well as the costs associated with pregnancy and birth, under-18 conceptions can lead to socioeconomic deprivation, mental health difficulties and lower levels of educational attainment. It is estimated that the cost of teenage pregnancies to the NHS is around £63 million per year

Access to contraceptive services is most problematic for people in disadvantaged communities and improving this access should reduce unintended pregnancies and abortions.



## **16. TACKLING HEALTH INEQUALITIES**

- 16.1 Sexual Health provision requires both commissioners and providers to be pragmatic and innovative in approach and recognises that both culture and personal circumstances significantly impact upon the way people can interact with services. It is intended that the provider/s will take opportunities to reach out to people who have limited ability to influence provision and fewer chances to access services. Choice in how services are accessed is a fundamental consideration.

## **17. REDUCTION OF CRIME AND DISORDER**

- 17.1 Not applicable

## **18. RISK MANAGEMENT ISSUES**

- 18.1 National Guidance exists which helps to mitigate risk however issues such as the rising costs of provision, a national shortage of nurses and GPs competent in IUD/IUS fitting and training available is an area of concern.

Due to Covid 19 restrictions there will be an impact on accessibility to the service and delivery. Numbers of patients will be reduced due to keeping clinics covid secure.

This will be addressed in the service spec through performance indicators, data monitoring, competency and training KPIs. Training locally through our ISHS through FRSH and devices companies that also provide training

## **19. HEALTH, SAFETY AND EMERGENCY RESILIENCE ISSUES**

- 19.1 As with any provider they will be required to consider relevant health and safety legislation. BMBC will be required to ensure that any provider has the appropriate level of liabilities insurance and that the provider has relevant CQC compliances. Emergency planning details will be required in terms of closedown periods or sudden building closures. The provider will be required to interact with the relevant emergency planning colleagues at BMBC, including the health protection board in relation to any risk of outbreaks relevant to the service.

The provider is expected to have in place a Covid-19 secure plan documenting adjustment to the service delivery, clinical space, precautions in place and adherence to Covid 19 PHE guidelines for PPI, equipment and devices. Policies and procedures will be in place to keep patients and staff safe.

## **20. COMPATIBILITY WITH THE EUROPEAN CONVENTION ON HUMAN RIGHTS**

- 20.1 Sexual Health providers have additional requirements in law to ensure privacy and confidentiality. An example of how this is realized in practice includes not interacting with any other service without the service user's permission (including the service users GP) unless it is required under safeguarding circumstances.

Specifically, article 8 protects the service users rights and requires the provider/s to respect private and family life, their home and correspondence. This means that the provider will recognise that service users have the right to live their life with privacy and without interference by the state. It covers things like:

- your sexuality

- your body
- personal identity and how you look and dress
- forming and maintaining relationships with other people
- how your personal information is held and protected

## 21. LIST OF APPENDICES

Appendix A: Financial Implications

## 22. BACKGROUND PAPERS

If you would like to inspect any of the background papers for this report, please email [governance@barnsley.gov.uk](mailto:governance@barnsley.gov.uk)

**Report author:** [Jeanette Crabbe]

Financial Implications/Consultation


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

## Report of the Executive Director of Public Health

## FINANCIAL IMPLICATIONS

i) <b>Capital Expenditure</b>	<u>2020/21</u>	<u>2021/22</u>	<u>2022/23</u>	TOTAL
	£	£	£	£
	0	0	0	0
<b>To be financed from:</b>				0
	0	0	0	0
ii) <b>Revenue Effects</b>	<u>2020/21</u>	<u>2021/22</u>	<u>2022/23</u>	<u>FUTURE YEARS</u>
	£	£	£	£
<u>Expenditure</u>				
Women's Reproductive Health Service	0	280,000	280,000	630,000
	0	280,000	280,000	630,000
<b>To be financed from:</b>				
The Existing Resource Envelope for Public Health	0	280,000	280,000	630,000
	0	280,000	280,000	630,000

<b>Impact on Medium Term Financial Strategy</b>	<u>2020/21</u>	<u>2021/22</u>	<u>2022/23</u>
	£	£	£
MTFS	0.000	0.031	3.879
Effect of this report	0.000	0.000	0.000
<b>Revised Medium Term Financial Strategy</b>	<b>0.000</b>	<b>0.031</b>	<b>3.879</b>

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

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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 OF PLACE  
TO CABINET**

**ESF Sector Routeways and Tenants First Projects**

**1. PURPOSE OF REPORT**

- 1.1 To inform Cabinet of the successful application for European Social Fund (ESF) grant for an employment support projects, "**Sector Routeways**" and "**Tenants First**". These two projects are successors to the current Pathways to Progression and Pathways to Success projects and aim to deliver employment and skills support to unemployed and economically inactive people.
- 1.2 Approval is sought to enter into service level agreements with the project lead partners, Sheffield City Council and Berneslai Homes respectively.

**2. RECOMMENDATIONS**

- 2.1 **To agree to accept the ESF grants for the SECTOR ROUTWAYS and TENANTS FIRST projects and contribute the required match funding.**
- 2.2 **To agree service level agreements with the respective lead partners for each project Sheffield City Council and Berneslai Homes and undertake the responsibilities of delivering the Barnsley activity detailed below.**

**3. INTRODUCTION**

- 3.1 The priorities in Barnsley Council's 2017-20 Corporate Plan are:
  - to create more and better jobs and good business growth
  - to increase skills to get more people working
  - to create strong and resilient communities.

Looking forward the Council is now developing its plans for an Inclusive Economy and its shared vision for Barnsley 2030. The RSA <sup>1</sup>notes that Inclusive Economies require a bold reimagining of the economy, that tinkering around the edges will not work and central to enabling this new economy to work is a social infrastructure that wraps around people to enable them to participate in new opportunities. The benefits from infrastructure investment do not "trickle down" into the wider community but require pro-active action to enable those at a disadvantage to benefit.

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<sup>1</sup> RSA <https://www.thersa.org/discover/publications-and-articles/rsa-blogs/2019/03/4-ways-inclusive#:~:text=This%20refers%20to%20the%20social,work%20support%20and%20preventative%20services.>

The two projects which are subject of this report are part of a wider programme of projects that support a journey for local people from those at a distance from the labour market to those who are working and need to update their skills to adapt to new opportunities. The projects in this programme are mutually supportive and link to new projects coming forward to support our local businesses.

They also build on the work undertaken to date to integrate services around the individual to provide the right support at the right time to enable people to progress.

Figure 1 – The new ESF employment and progression programme

Complex and Multiple Barriers	Unemployed - Closer to Labour Market	Employed Low Skills/ Pay or Disadvantaged	Employed - Improving Digital Skills
<ul style="list-style-type: none"> <li>• <b>TENANTS FIRST</b></li> <li>• Intensive and integrated support</li> </ul>	<ul style="list-style-type: none"> <li>• <b>SECTOR ROUTEWAYS</b></li> <li>• Targetted skills training for priority sectors</li> </ul>	<ul style="list-style-type: none"> <li>• <b>ADVANCE</b></li> <li>• Information, Advice and Guidance, Skills Support and help to access apprenticeships</li> </ul>	<ul style="list-style-type: none"> <li>• <b>DIGITAL BOOST</b></li> <li>• Flexible and comprehensive digital skills pathway from basic to advance skills</li> </ul>

- 3.2 Prior to Covid – 19 the council has seen significant progress; model-based unemployment, which takes account of labour market inactivity, had decreased significantly from its historic high to 4.7% and the employment rate had overtopped regional levels and stood at 73.9.% in December 2019. In February, the last whole month before Lockdown the number of claimants had reduced to 3.3% of the working age population, 5095 individuals. This isn't to under-estimate the challenges that remained in Barnsley with high levels of economic inactivity, often linked to poor health.
- 3.3 Historically Barnsley has been more badly affected by recessions and for longer. The impact of Covid-19, even before the furlough scheme had begun to wind down, was more marked in Barnsley were the claimant count increase to 6.9% by May, once again higher than both regional and national comparators. According to HMRC 27% of Barnsley employees were furloughed and already a worrying number of redundancies have been announced and the national prognosis is for levels of unemployment not seen since the 1980s.
- 3.4 Despite recent improvements in both young people's GCSE and A' Level attainment and adult skills, the borough has still to catch up with regional and national attainment as shown in figure 2. Coronavirus will accelerate changes that were already forecast in the economy; reductions in lower skilled work, increasing demand for intermediate and higher-level skills, increasing requirement for digital skills. In addition, those sectors which previously provided entry level work and the first rung into the labour market have been severely impacted by the virus and the on-going need for social distancing. Therefore, it is vital to provide local people with access to new skills and routes into the labour market.

Figure 2 - NOMIS – Figures for Qualifications accessed July 2020

<b>Qualifications (Jan 2019-Dec 2019)</b>				
	<b>Barnsley (Level)</b>	<b>Barnsley (%)</b>	<b>Yorkshire And The Humber (%)</b>	<b>Great Britain (%)</b>
NVQ4 And Above	40,500	26.6	34.2	40.3
NVQ3 And Above	78,700	51.7	54.3	58.5
NVQ2 And Above	109,600	71.9	72.5	75.6
NVQ1 And Above	123,400	81.0	84.2	85.6
Other Qualifications	14,700	9.7	7.4	6.7
No Qualifications	14,200	9.3	8.5	7.7

- 3.5 As in previous recessions, the government is moving to put in place support to entry and re-entry into the labour market, primarily the concern is for young people about to leave full time education through the introduction of new traineeships and promotion of apprenticeships. Previous experience would also indicate that adults who have been made newly redundant will be more likely to access any new employment as they have recent experience. These two projects will support and complement new initiatives as they retain a focus on individuals who were already facing labour market barriers and will provide a supported route into employment.
- 3.6 Despite recent improvements the district still experiences the impact of structural unemployment with individuals and communities left behind. The latest figure for job density is only 64% in 2018. In December 2019 34,600 people of working age in Barnsley were economically inactive, of whom 9,800 wanted a job which a significantly higher percentage at 28.3% than that of the region (20.3%) or nationally (20.8%). Far fewer people in the economically inactive cohort are students and far more have a long-term illness or disability.
- 3.7 In 2016 Barnsley's Employment and Skills Strategy "*More and Better Jobs*" was introduced to address the challenges of employment and skills in the district. This is currently being reviewed in light of the borough's emerging Inclusive Economy strategy and to build subsequent developments such as the Employer Promise and Social Value in Procurement. It is likely that its key tenets will remain to support entry and progression in employment and support for "Good Work" particularly for the most vulnerable individuals.

#### **4. Proposals**

- 4.1 Last summer Sheffield City Region and DWP issued new calls for proposals to support unemployed people, people who are unemployed or inactive with labour market barriers and workforce development. In December a further call was published to improve digital skills in the workforce. Applications were submitted for all of these to provide a suite of projects to provide ongoing support for unemployed and economically inactive people and to extend activity to support progression in

employment. This report addresses two of those proposals for which DWP has now offered a contract.

- 4.2 **Sector Routeways** is intended as a successor project to Pathways to Progression. It targets those with barriers in the labour market and aims to develop pathways into key economic sectors with a package of information, advice and guidance, skills and employment brokerage supported through employer engagement.
- 4.2.1 The project is led by Sheffield City Council and activity in Barnsley is planned to start in October 2021 to take over from Pathways to Progression. The total project value for Barnsley is **£742,408** broken down as follows: ESF grant **£443,875** with a match funding requirement **£295,533** which will be met by substantive staff posts. Annex 1 shows the budget breakdown and Annex X covers the Human Resources implications.
- 4.2.2 Sector Routeways interventions are aimed at the most disadvantaged groups within the labour market to act as a gateway to employment. An extension of current ESF Pathways to Progression (P2P) and Pathways to Success (P2S) Programmes, encompassing a less broad approach to employment and instead focussing on key sectors, key skills and key demographics. Interventions will focus on the following sectors:
- Digital
  - Construction
  - Engineering
  - Manufacturing
  - Care
  - Logistics
  - (Hospitality and Leisure to be reviewed post Covid-19)
- 4.2.3 Project officers will work alongside employers from within the above sectors to identify what they require by way of entry level skills acting as a catalyst to securing employment. After initial interviews, which will also identify any barriers and relevant support, project participants have a tailored 'Universal Skills' around employability, confidence, digital, careers advice, ESOL. Subsequently they will progress onto sector specific skills training via the 'Sector Gateway' which will include and assessment, two week's sector specific training followed by a two weeks in company placement.
- 4.2.4 The project will employ 'Brokers' who will be responsible for engaging employers with the project and packaging opportunities together. They will also support the 'Key Workers' to create materials, tastings, and events to attract participants to enter the scheme. 'Key Workers' will be responsible for having participants recruited onto the scheme and offer a 'one point of contact' dedicated, personalised support service to the participants through every aspect of their journey towards employment.
- 4.2.5 Courses will be flexible to and participants allowed to remain on the training element of the scheme until deemed 'Sector Ready' to undertake work placement within their given. Examples of courses include.



- learning basic IT skills and develop an understanding of Programming logic (if the digital route is chosen);
- -Basic tools, brickwork, health and safety and CSCS testing (if the construction route is chosen);
- -Basic first aid, administering of medication and hygiene certificates (if the care route is chosen);
  - Health and safety along with LEAN principals (if the manufacturing route is chosen);
- -Operation of CNC, milling, tool handling and health and safety (if the engineering route is chosen).
- -Customer service certificate, food hygiene training, sector specific requirements such as Barista training if the leisure and hospitality route is chosen.

4.2.6 The project will align closely with the sister project ADVANCE which is planned to progress people in employment. In this way we can promote a progression pathway from unemployment to sustained and progressive employment.

4.2.7 The project will create 2 new posts for Information Advice and Guidance Officers which will be filled by staff whose contracts on the current Pathways to Progression or Success contracts are concluding or by open recruitment. The project also provides for a participant support budget of £57,000. This will be matched by two half time posts of Project Manager and Employer Engagement Officer respectively and two Full time Employability Tutors. Appendix B covers the full Human Resource implications.

4.3.1 **Tenants First** is led by Berneslai Homes and builds on their successful model of tenancy support. Social Housing tenants have an increased risk of unemployment and due to the stringent eligibility criteria are more likely to experience a range of complex issues which create barriers to employment. Building on the existing model of intensive support provided by Berneslai Homes to enable tenants operate a successful tenancy, the project will add further specialist support to develop the employability and skills to access and secure sustained employment. The project is planned to start in October 2020 ending in December 2023. Barnsley Council will activity will phase in from April 2021 with current project staff moving onto Tenants First in October 2021 with full staff capacity. The total project value for Barnsley Council's role is **£576,188.15** broken down as follows: ESF grant **£349,131.00** with a match funding requirement of **£227,057.15** which will be met by substantive staff posts. Berneslai Homes are providing additional match funding to support the grant funded posts. See Appendix 1 for the overview.

4.3.2 Tenants First is aimed at individuals with more substantial and complex barriers to employment than those on the Sector Routeways project. It is building on the current successful collaboration between Berneslai Homes and the Pathways to Success project. People in social housing have a significantly reduced rate of employment, around 50% in contrast to a national rate of 75.1% nationally, and 71.1% locally. Areas of high levels of social housing often correlate to areas in the highest 10% of multiple deprivation where there are low skills, health inequality where the average life expectancy is significantly lower than the rest of the population.

- 4.3.3 Berneslai Homes already provide intensive support to enable current and prospective tenants to manage a tenancy successfully. This service undertakes an intensive assessment of identify and understand the tenants' issues and puts in place intensive monitoring and support from its Keyworkers to address these issues and enable people to stabilise their lives. It is a highly flexible service working with communities and within people's homes and it is designed to ensure people can fulfil their obligations as social housing tenants. The project will build on this award-winning support by adding digital skills, employment and skills support to enable tenants to secure sustainable employment.
- 4.3.4 Participants will be engaged by Berneslai Homes and initially supported by Berneslai Homes Keyworkers. Once participants have progressed towards being able to service their tenancy successfully, they will be referred to Matrix approved Information, Advice and Guidance (IAG) officers in Barnsley Council's Employability Service. At this stage participants will undertake a full employability-based assessment and receive impartial information, advice and guidance. These interviews will enable the IAG officers and participants to jointly design and agree a pathway back into employment, with skills and employability be delivered by Employability Tutors. These plans can combine support to tackle barriers, confidence and motivational training, ongoing support and mentoring, employability support, basic skills and vocational training.
- 4.3.5 There will be flexibility around the type, level and duration of support and interventions. Specifically; building upon the current delivery model, which provides a holistic package of interventions with the key objective of securing and / or maintaining a successful, sustainable tenancy, the project will add capacity to secure and sustain employment and include the following menu of activities:
- Confidence and motivation training
  - Career planning
  - English and Maths skills
  - Digital mentoring and skills
  - Health management
  - Mental Health support
  - Job search and interview training
  - Work Readiness Competency Training
  - Support for volunteering
  - Peer mentoring and community events
  - Budgeting and Financial planning
  - Work experience and placement

- Post-employment support to sustain work.
  - Access to supported employment for highly vulnerable groups, such as those with LLDD and Care Leavers.
- 4.3.6 An Employment Engagement Officer will work alongside IAG Officers and Employability Tutors to engage local businesses and work with them to design opportunities for work placements, support recruitment and advise on inclusive recruitment practices and in work support.
- 4.3.7 Digital skills underpin the participant journey. Social housing areas also correlate to high rates of digital exclusion, with a corresponding impact on the ability to find and secure work as well as managing daily life where routes to services are increasingly digital by default. The combination of worklessness, or insecure work, with poor health and digital exclusion increases financial stress as poorer households have less access to mainstream financial services and cheaper goods and services. Volatile incomes make it challenging to organise finances. Food poverty from inadequate incomes also impacts on these communities to a greater extent.
- 4.3.8 Digital skills play a vital role in supporting the participants' journey and Digital Champions will engage and support individuals throughout, whether this is tempting individuals to dip a toe in the digital world to providing group events or a one to one intervention. The government is introducing its Digital Entitlement from September this year, but often the issue is engaging people in the digital agenda in the first place long before they are ready to undertake formal learning. Digital Champions can tailor digital skills around the needs and interests of the individual whether this is to learn how to access cheaper goods and services, link with family and friends, follow a hobby or take the first steps to using digital tools for work.
- 4.3.9 In Barnsley Council the project will fund the employment of three full time Information, Advice and Guidance Officers who will either safeguarded when current contracts for Pathways to Progression and Success end or will be openly recruited. It will also fund the engagement of an additional Digital Champion. This will be match funded through an existing Digital Champion and two half time roles of Project Manager and Employment Engagement Officer. Full Human Resource implications are outlined at Appendix B. Berneslai Homes is contributing additional match funding to the project covering the remainder of the match funding which would normally be required from the Council. The project also has additional participant support and childcare budgets.

## 5. **CONSIDERATION OF ALTERNATIVE APPROACHES**

### 5.1 ***Do Nothing***

- 5.1.1 Operating any ESF project includes complex claiming processes and includes risks of project non-compliance with grant claw-back. Projects therefore require dedicated resources, which could be argued can be better deployed elsewhere.
- 5.1.2 Local authority resources to support entry and progression into and in employment are constrained yet the authority faces challenges in high numbers of inactive and

unemployed people and low productivity. Without seeking additional funding, the authority would be severely limited in its ability to make a positive impact.

- 5.1.3 The Chancellor announced a Plan for Jobs in the Summer Statement on 9<sup>th</sup> June. It could be argued that this removes the need for these projects. However, the huge increase in unemployment in Barnsley and the rest of the country argues for the need for additional resources rather than replacing projects in the pipeline. It is also unclear how these interventions will be implemented, the extent of local influence and therefore the ability to integrate services in a seamless offer.
- 5.1.4 Doing nothing would deprive the borough of additional resources to support these groups, including supporting some of our most vulnerable citizens to whom we have statutory responsibilities to support. Relying on new government schemes alone risks the ability to integrate support for our most vulnerable groups and maintain a focus on those who are at a greater distance from the labour market.

## **5.2 The Preferred Option**

- 5.2.1 The programme outlined in section 4 provides additional resources to make a positive impact on local citizens and businesses and provides additional resources to address local labour market challenges. They also support outreach and engagement with the offer from Adult Skills and Community Learning.
- 5.2.2 The local authority increasingly relies on income from business rates which in turn depend on the health of the local economy. A thriving local economy also reduces demand on our statutory services as good employment is a determinant of good health. Despite recent improvements the area still has socio economic challenges, which are being intensified by the impact of Covid-19. The borough is being faced with a wave of redundancies, higher unemployment and pre-existing trends in the economy are being accelerated with accompanying challenges to the retail and other low waged sectors and an increasing need to adapt to new services, markets and working systems by greater take up of digital skills at all levels.
- 5.2.3 Our statutory obligation is to support young people extends to care-leavers and young people with a learning disability until they are 25 and we have performance targets to support these groups to secure employment. Corporate Outcome 2 is to “Increase skills and get more people working”. The authority relies upon external funding to strengthen its work in these areas.
- 5.2.4 Doing nothing would reduce the council’s ability to pursue its statutory obligations, corporate outcomes and support citizens and businesses through this challenging period.

## **5.3 Delivery through a Different Model**

- 5.3.1 ESF has stringent regulatory requirements and requires a match funding element and an alternative approach would be to bid for tenders which provide 100% funding. However, there is no guarantee that these contracts would not include their own stringent contract conditions and furthermore the scale at which they are let is far higher than local or even city region level. As an example, the current DWP framework requires a commitment to cover the entire North East of the country,

which is beyond the capacity of the Council to manage. It would divert attention from addressing local challenges to that of contract management.

- 5.3.2. Joining supply chains is another alternative and where appropriate, when the model and activity align with the needs of the district, we seek to do this, both in order to draw down additional resources and to shape provision to better meet local need. The danger of using this as the sole means to address local challenges are that the models designed by prime contractors do not necessarily fit local conditions and our ability to influence is limited. Secondly resources to support local activity are often reduced by the need for prime contractors to top slice funds to cover their management costs and to deliver a profit on the contract.
- 5.3.3 The calls for proposals and applications were designed prior to pre-covid-19 and the forecast recession. In reviewing if they were still appropriate for changed times the project partners assessed that the challenges they were designed to address have not changed. Previous experience of recessions is that Barnsley is hit harder and for longer than other areas and there is a danger that those at a distance in the labour market are pushed even further behind. Understandably new funding which is released will tend to focus on the immediate issues and aim to get people back into employment as soon as possible to avoid long term scarring. Therefore, the partners aim to take a twin track approach to both secure any additional funding that becomes available to support rapid re-entry to the labour market but also to continue to support those who are already disadvantaged through these projects.

## **6. IMPLICATIONS FOR LOCAL PEOPLE/SERVICE USERS**

- 6.1 The proposed projects will support the employability and progression of young people and adults who experience barriers to labour market participation. They will increase the ability for people experiencing disadvantage, in or out of work poverty to progress in the labour market, access and sustain employment.

## **7. FINANCIAL IMPLICATIONS**

- 7.1 Consultations have taken place with representatives of the Service Director – Finance (S151 Officer).
- 7.2 The financial implications are laid out in Appendix A.

## **8. EMPLOYEE IMPLICATIONS**

- 8.1 The projects as laid out will safeguard some employees who would otherwise be at risk and require additional recruitment. Appendix B details new grant funded posts and those earmarked to contribute match funding.

## **9. COMMUNICATIONS IMPLICATIONS**

- 9.1 Employment and Skills have several communication outlets including corporate webpages, websites and social media. Work is ongoing to deliver a coherent approach.

## 10. CONSULTATIONS

10.1 Throughout the development period the following partnerships have been consulted:

- More and Better Jobs Taskforce
- South Yorkshire Local Authorities
- Internal colleagues, HR, Finance,

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

11.1 The project supports Outcomes 1 and 2

## 12. PROMOTING EQUALITY, DIVERSITY AND SOCIAL INCLUSION

12.1 Both projects proposed aim to address challenges and promote equality, diversity and social inclusion. Each project has its own Equality and Diversity Plan which will be monitored on a quarterly basis. They will have a positive impact on people with protected characteristics.

## 13. TACKLING THE IMPACT OF POVERTY

13.1 Both projects contribute to poverty reduction by supporting people into sustained employment and promoting in work progression. Support for budgeting and debt advice is available within both projects.

## 14. TACKLING HEALTH INEQUALITIES

14.1 Tenants First includes dedicated Mental Health workers within Berneslai Homes activity and the project includes specific provision to support those with health barriers, notably LLDD to gain employment. Sector Routeways also contains targets for supporting people with a disability or health condition. Both projects contribute to the More and Better Jobs priorities of ***Getting Ready for Work, Getting Into Work and Getting On (and Staying In) Work*** which are strongly aligned to supporting health and wellbeing.

## 15. RISK MANAGEMENT ISSUES

15.1 Risks for each of the projects have been assessed and their Risk Registers are appended in Appendix 3.

## 16. GLOSSARY

- ESF – European Social Fund
- ASCL – Adult Skills and Community Learning

## 18. LIST OF APPENDICES

1. Appendix A – Financial Implications
2. Appendix 2 – HR Implications
3. Appendix 3 – Risk Registers

## **19. BACKGROUND PAPERS**

- Call Specifications
- Project Applications
- ESF Standard Contract Template
- More and Better Jobs Plan
- Equality Impact Assessment

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

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**APPENDIX A**  
**Report of the Executive Director Place**

**FINANCIAL IMPLICATIONS**

**Sector Routeways**

i) <b>Capital</b>	<u>2021/22</u>	<u>2022/23</u>	<u>2023/24</u>	<u>TOTAL</u>
	£	£	£	£
	0	0	0	0
	0	0	0	0
	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>To be financed from:</b>				
	0	0	0	0
	0	0	0	0
	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
ii) <b>Revenue</b>	<u>2021/22</u>	<u>2022/23</u>	<u>2023/24</u>	<u>TOTAL</u>
	£	£	£	£
<u>Expenditure</u>				
Staffing	89,002	181,568	135,713	406,283
Participant Support	60,000	120,000	90,000	270,000
Other Direct Costs (Travel and Training)	511	2,451	2,221	5,183
Indirect Costs	13,350	27,235	20,357	60,942
	<b>162,863</b>	<b>331,254</b>	<b>248,291</b>	<b>742,408</b>
<b>To be financed from:</b>				
ESF Grants	97,794	197,101	148,981	443,876
BMBC Match Funding - Existing Staffing resources	65,069	134,153	99,310	298,532
	<b>162,863</b>	<b>331,254</b>	<b>248,291</b>	<b>742,408</b>
	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

There is no impact on the Medium Term Financial Strategy. Costs to be contained within the grant funding & existing matched resources available.

**Impact on Medium Term Financial Strategy**

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

	<u>2021/22</u>	<u>2022/23</u>	<u>2023/24</u>	<u>TOTAL</u>
	£m	£m	£m	
Current forecast budget gap	0	0	0	0
Requested approval	0	0	0	0
<b>Revised forecast budget gap</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

Agreed by: ..



.....On behalf of the Service Director - Finance, Section 151 Officer

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**APPENDIX A**  
**Report of the Executive Director Place**

**FINANCIAL IMPLICATIONS**

**Tenants First**

i) <b>Capital</b>	<u>2021/22</u>	<u>2022/23</u>	<u>2023/24</u>	<u>TOTAL</u>
	£	£	£	£
	0	0	0	0
	0	0	0	0
	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>To be financed from:</b>				
	0	0	0	0
	0	0	0	0
	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
ii) <b>Revenue</b>	<u>2021/22</u>	<u>2022/23</u>	<u>2023/24</u>	<u>TOTAL</u>
	£	£	£	£
<u>Expenditure</u>				
Staffing	116,471	249,096	181,005	546,572
Indirect Costs	6,724	13,717	9,175	29,616
	<b>123,195</b>	<b>262,813</b>	<b>190,180</b>	<b>576,188</b>
<b>To be financed from:</b>				
ESF Grants	71,645	157,648	119,838	349,131
Match Funding - Existing Staffing Resources	51,550	105,165	70,342	227,057
	<b>123,195</b>	<b>262,813</b>	<b>190,180</b>	<b>576,188</b>
	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

There is no impact on the Medium Term Financial Strategy. Costs to be contained within the grant funding & existing matched resources available.

**Impact on Medium Term Financial Strategy**

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

	<u>2021/22</u>	<u>2022/23</u>	<u>2023/24</u>	<u>TOTAL</u>
	£m	£m	£m	
Current forecast budget gap	0	0	0	0
Requested approval	0	0	0	0
<b>Revised forecast budget gap</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

Agreed by: ....



.....On behalf of the Service Director - Finance, Section 151 Officer

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## Annex B – 1

### HR Implications for Tenants First ESF Project

<i>Post Number (if new position write 'new position')</i>	Current Directorate and Service Area	Proposed Directorate /Service Area & Cost Centre (if applicable)	Current Post Title	Current Grade	Current Hours	Current Reporting Line Manager (title & position number)	Deletion y/n	Fixed term contract y/n (if yes put end date)	Proposed Post Title	Proposed Grade	Proposed Hours	Base Location	Job Profile Number	Proposed Reporting Line Manager (title & position number)
50119507	Place, Employment and Skills	Place, Employment and Skills	IAG advisor	6	37	Project Manager	n	Y 30/9/2021	IAG advsior	6	37	Wellington House	50663	Project Manager
50093757	Place, Employment and Skills	Place, Employment and Skills	IAG advisor	6	37	Project Manager	n	n	IAG advsior	6	37	Wellington House	50663	Project Manager
50119509	Place, Employment and Skills	Place, Employment and Skills	IAG advisor	6	37	Project Manager	n	Y 30/9/2021	IAG advsior	6	37	Wellington House	50663	Project Manager
	Customer Experience	Digital Team	Digital Champion	8	37	Digital Manager	n	Y 31/03/21 (being extended)	Digital Champion	8	37	Gateway Plaza		Digital Manager
	Customer Experience	Digital Team	Digital Champion	8	37	Digital Manager	n	Y31/12/23	Digital Champion	8	37	Gateway Plaza	96631	Digital Manager
	Place, Employment and Skills	Place, Employment and Skills	Project Manager	9	37	Employability Service Manager	n	n	Project Manager	9	18.5	Wellington House	83251	Employability Service Manager
	Place, Employment and Skills	Place, Employment and Skills	Employability Champion	8	37	Employability Service Manager	n	n	Employability Champion	8	18.5	Westgate Plaza		Employability Service Manager

Annex B -2

HR Implications for Sector Routeways ESF Project

Page 30

<i>Post Number (if new position write 'new position')</i>	Current Directorate and Service Area	Proposed Directorate /Service Area & Cost Centre (if applicable)	Current Post Title	Current Grade	Current Hours	Current Reporting Line Manager (title & position number)	Deletion y/n	Fixed term contract y/n (if yes put end date)	Proposed Post Title	Proposed Grade	Proposed Hours	Base Location	Job Profile Number	Proposed Reporting Line Manager (title & position number)
50119504	Place, Employment and Skills	Place, Employment and Skills	IAG advisor	6	37	Project Manager	N	N	IAG Advisor	6	37	Wellington House	50663	Project Manager
50093763	Place, Employment and Skills	Place, Employment and Skills	IAG advisor	6	37	Project Manager	N	30/09/2021	IAG Advisor	6	37	Wellington House	50663	Project Manager
	Place, Employment and Skills	Place, Employment and Skills	Project Manager	9	37	Employability Service Manager	N	N	Project Manager	9	18.5	Wellington House	83251	Employability Service Manager
	Place, Employment and Skills	Place, Employment and Skills	Employability Champion	8	37	Employability Service Manager	N	N	Employability Champion	8	18.5	Westgate Plaza		Employability Service Manager
50093679	Place, Employment and Skills	Place, Employment and Skills	Employability Tutor	6	37	Lead Tutor-Family Learning	N	N	Employability Tutor	6	37	Wellington House	92284	Lead Tutor-Family Learning
Vacant	Place, Employment and Skills	Place, Employment and Skills	Employability Tutor	6	37	Lead Tutor-Family Learning	n	vacant	Employability Tutor	6	37	Wellington House	92284	Lead Tutor-Family Learning

**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**

**LAND DISPOSAL STEAD LANE / PARKSIDE RECREATION GROUND HOYLAND  
COMMON - OBJECTIONS RECEIVED TO PUBLIC NOTICE UNDER LOCAL  
GOVERNMENT ACT 1972, SECTION 123 (1) 2(A)**

**1. Purpose of Report**

- 1.1 The purpose of this report is to invite Cabinet to consider the objections received to the proposal to dispose of an area of public open space known as the Stead Lane / Parkside Recreation Ground Hoyland Common Barnsley.
- 1.2 It is proposed that the majority of the land will, subject to obtaining planning permission, be used to provide a new sporting facility for the relocation of the Rockingham Sports Ground. This part of the disposal will be by way of a 25-year lease to the Forge Community Partnership.
- 1.3 It is also proposed that the freehold interest in a smaller, less significant part of the site, will be disposed of, to be used for highway purposes. The highway land will facilitate the construction of a new roundabout, which will form part of the new link road between the expanded Birdwell roundabout, Tankersley Lane and Sheffield Road to by-pass the crossroads at Hoyland Common. This proposal, unlike the one mentioned at 1.2 above, has the benefit of planning permission under reference 2020/0647

**2. Recommendations**

- 2.1 **Cabinet is invited to consider the objections received to its decision to dispose of the land known as the Stead Lane / Parkside Recreation Ground, for the relocation of the Rockingham Sports Ground, following statutory notification of the Council's intention to dispose of the land (ref: Cab.21.10.2020/13).**
- 2.2 **If Cabinet consider the objections received are sufficient to outweigh its initial decision to sell the land, then it will rescind the decision to dispose of the land by way of a long lease (ref: Cab.21.10.2020/13).**
- 2.3 **It is recommended that the freehold sale of the highway land should still proceed on the basis that it is of minimal impact to the continued existence of the open space.**
- 2.4 **If Cabinet consider that the objections do not outweigh the original decision then it is recommended that the Executive Director Place and the Service**

**Director Legal be authorised to finalise the terms and complete the disposal of the land to Forge Community Partnership by way of a long lease and to Newlands Developments by way of a freehold disposal.**

### **3. Introduction**

- 3.1 As set out in the report approved by Cabinet on 21 October 2020, it is proposed to dispose of the land known as the Stead Lane / Parkside Recreation Ground Hoyland Common Barnsley.
- 3.2 Section 123(2A) Local Government Act 1972 states as follows “A principal council may not dispose under subsection (1) above of any land consisting or forming part of an open space unless before disposing of the land they cause notice of their intention to do so, specifying the land in question, to be advertised in two consecutive weeks in a newspaper circulating in the area in which the land is situated, and consider any objections to the proposed disposal which may be made to them”.
- 3.3 The site in question (Stead Lane/Parkside Recreation Ground, Hoyland Common) is a recreation ground, although it is not well maintained, and is therefore an open space as defined in statute.
- 3.4 Legal Services has advertised this proposed disposal in the Barnsley Chronicle on 2<sup>nd</sup> October 2020 and 9<sup>th</sup> October 2020 and on the Council's website and has received several objections from the public. The closing date for objections was 30<sup>th</sup> October 2020
- 3.5 As a result of the advertisement referred to at paragraphs 3.2 to 3.4 above four separate written objections were received by the Service Director Legal Services. All four were objecting to the proposed disposal and development on the grounds of the loss of public open space and the effect on wildlife. The main points of each objection are summarised in Appendix B, together with the Council's Legal and Estates Officers' responses to these points.

### **4. Proposal and Justification**

- 4.1 The proposal to dispose of the land known as the Stead Lane / Parkside Recreation Ground is in line with the Council's Local Plan, which was adopted in January 2019 and the Hoyland West Masterplan Framework, which was approved at Cabinet on 23 September 2020 (Cab.23.9.2020/10), being approved for adoption at Full Council on 24 September 2020.
- 4.2 The Hoyland West masterplan framework was prepared and adopted to ensure that sites could be developed in a comprehensive manner taking into account cumulative infrastructure requirements. Looking at large allocations in this way, rather than a piecemeal fashion dictated by land ownerships, ensures that we can make the best use of sites and secure sustainable and inclusive growth reflecting each of our corporate priorities.
- 4.3 Planning consent has recently been granted for the creation of a distribution centre to be occupied by Hermes. The proposals by Hermes would see a £60m



investment in a new 363,000 square foot distribution centre built on the site, which will initially process 1.3 million parcels a day and increase the company's overall capacity to 3.8 million parcels a day. Proposals would look to future-proof the centre in preparation for future expected growth, further tiers would be added to the hub in coming years.

- 4.4 The Hermes scheme plan includes land in the Rockingham sports facility, which is currently run by Forge Community Partnership.
- 4.5 The Council and Newlands, together with Forge Community Partnership, has provisionally agreed a proposal such that the first phase removal of Forge Community Partnership from the Rockingham Site, will follow relaying of the pitches at Rockingham and the upgrading of the Stead Lane site for football and archery use. For a time, Forge will have the remainder of the Rockingham site together with use of the upgraded Stead Lane site by way of licence. The second phase removal and full surrender of the existing Rockingham Lease to Forge, will be on the basis of there being a replacement clubhouse facility built at the Stead Lane site and a new lease being granted.
- 4.6 In addition a smaller part of the site will be required for highway purposes. The highway land will facilitate the construction of a new roundabout, which will form part of the new link road between the expanded Birdwell roundabout, Tankersley Lane and Sheffield Road to by-pass the crossroads at Hoyland Common. The freehold interest in this land will be sold to Newlands Developments for a nominal consideration so that the new highway is constructed and they are able to implement their planning permission.
- 4.7 It is accepted that the proposed disposals and developments will result in the loss of an area of informal public open space / green space. Therefore Members must balance the loss of the public open space against the wider benefits of the proposal. In terms of mitigation, the land will be used for community benefit for open air organised sport and other community use.
- 4.8 A summary of each objection and the Council's considered response is set out for consideration by Local Members in "Appendix B" of this report.

## **5. Consideration of Alternative Approaches**

- 5.1 The land could remain as an area of public open space, but this would see the loss of an updated sporting facility.
- 5.2 In addition leaving the Sports Ground in its current location will delay the development of the adjoining sites in line with their allocation within the Barnsley Local Plan and the Hoyland masterplans. It will result in a loss of opportunity to have new sporting and recreational facilities on an alternative site within this part of the Borough.

- 5.3 A decision by Cabinet to uphold the objections will be final with the knock on impact on the overall Hermes scheme.

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

- 6.1 The proposal to relocate the Rockingham Sporting facilities and create the new highway, will see the loss of an area of open space for the residents in this part of the Borough. The land has not had the benefit of any significant public investment in decades. The public right of way, which crosses the site from Sheffield Road to Stead Lane will remain in place, thereby allowing continued access from Sheffield Road to Stead Lane.
- 6.2 The new sporting facilities provided by the relocation will provide a better choice of recreational / sporting uses for the people of Hoyland and the wider Borough, and given that this is a community run facility, the costs of using these facilities will be at reasonable rates.
- 6.3 As stated in the previous Cabinet Report the proposal will help to facilitate the development of new commercial and industrial space, which will provide local people with local employment opportunities as well as benefitting the Borough and the wider city region. This will not be possible without the disposal of this area of public open space.
- 6.4 The benefits brought forward by the proposed upgrading of the site and the Forge Partnership lease should be weighed against the negative impact that will come about as a result of the loss of this area of public open space.

## **7. Financial Implications**

- 7.1 Consultations have taken place with representatives of the Service Director – Finance (S151 Officer).
- 7.2 The financial implications in respect of the proposal to dispose of and develop this piece of land have been covered in the previously approved Cabinet Report ( Cab.21.10.2020/13 refers).
- 7.3 Should the objections be considered that they do not outweigh the Council's initial decision to sell the land, then the financial implications provided in the previous report, referenced in 7.2 above, remain in place.
- 7.4 Should the objections be considered sufficient enough to outweigh the Council's initial decision to sell the land, then a subsequent report will be presented to Members outlining the next steps in terms of the final relocation to new sporting facilities.
- 7.5 Therefore, there are no direct financial implications associated with this report.

## **8. Employee Implications**

- 8.1 There are no issues arising as a result of this report.

**9. Communications Implications**

9.1 There are no issues arising as a result of this report.

**10. Consultations**

10.1 The original Cabinet Report was fully consulted, as were local Ward Members who supported the proposal to dispose of and develop the land.

10.2 As a result of a public consultation exercise, the planning application process and the advertisement of the Council's intention to dispose of an area of public open space, the local residents have been fully consulted and given an opportunity to object to the proposals for the land.

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

11.1 This is covered in the previously approved Cabinet Report (ref: Cab.21.10.2020/13).

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

12.1 There are no issues arising from this report.

**13. Tackling The Impact Of Poverty**

13.1 There are no issues arising from this report.

**14. Tackling Health Inequalities**

14.1 There are no issues arising from this report.

**15. Reduction of Crime and Disorder**

15.1 This is covered in the previously approved Cabinet Report (ref: Cab.21.10.2020/13). Therefore there are no further issues arising from this report.

**16. Risk Management Issues**

16.1 There are no issues arising from this report.

**17. Health, Safety And Emergency Resilience Issues**

17.1 There are no direct health and safety implications arising from this report.

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

18.1 This report recognises the promotion and importance of equality, diversity and human rights for all members of the local community and the wider Borough.

## **19. Conservation of Biodiversity**

- 19.1 There are no direct issues arising as a result of this report, and any biodiversity issues will be, and will have been considered as part of the planning application process.

## **20. Glossary**

- 20.1 None

## **21. List of Appendices**

- 21.1 Appendix A – Site Plan  
21.2 Appendix B – Summary of and consideration of objections received

## **22. Background Papers**

- 22.1 Correspondence regarding this matter is held on the files in Property – Estates – not available for inspection contains exempt information.

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

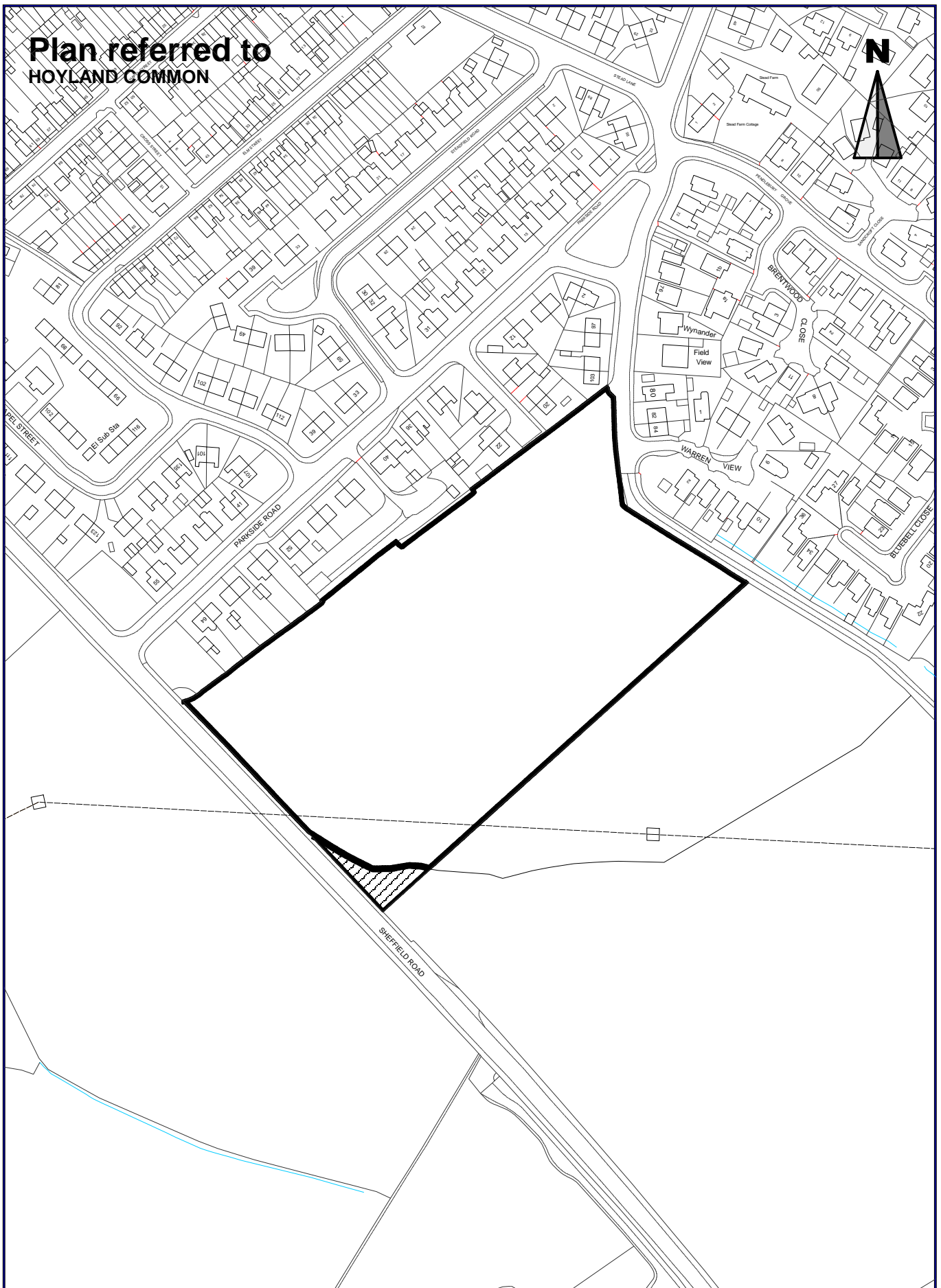
**Report author:** Peter Antcliff (18 November 2020)

Financial Implications /



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

# Plan referred to HOYLAND COMMON



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Page 37



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**LAND DISPOSAL STEAD LANE / PARKSIDE RECREATION GROUND HOYLAND  
COMMON - OBJECTIONS RECEIVED TO PUBLIC NOTICE UNDER LOCAL  
GOVERNMENT ACT 1972, SECTION 123 (1) 2(A)**

**SUMMARY OF OBJECTIONS**

- 1.0 The first objection was received by Email on 12 October 2020 at 11:19
- 1.1 The Email simply stated “I hereby formally give my objections to any disposal of public open space on a Stead Lane Hoyland Common Ref: PY/IC/103/17554”
- 1.2 The specific response from Legal and Estates officers
- This objection merits no formal response because it does not state any reasons for the objection.
- 2.0 The second objection was received by letter dated 25 October 2020, which was a follow up to a letter dated 27 September which was sent to Planning Officers dealing with the current planning application.
- 2.1 The overall objections contained can be summarised as follows: -
1. There is an abundance of protected and endangered wildlife which rely on this field for their habitat or feeding purposes. The wildlife listed included the following animals: -
    - 1.1 Hedgehogs
    - 1.2 Grass snakes
    - 1.3 Skylarks
    - 1.4 Greenwoodpeckers, Sparrowhawks and Kestrels have been sighted.
    - 1.5 Great Crested Newts
    - 1.6 Frogs
    - 1.7 Field mice
    - 1.8 Shrews
    - 1.9 Foxes have been spotted nearby
  2. There is also reference to the site being pipistrelle bat corridor and a pond down the lane.
  3. The objectors are claiming that the site is of archaeological significance and are claiming that there are historical remains from the English Civil War.
  4. In addition, the objectors are stating that there was a prisoner of war camp in this location during the second world war.
  5. The objectors are of the opinion that there is an abundance of sporting facilities within this part of Hoyland, quoting the sports centre and football fields off Skiers View Road.

6. Finally they state that the Rockingham Community Building has only recently been refurbished at a huge cost to the public purse and stating that the proposals to demolish it will be a waste of public money.

## 2.2 The specific responses from Legal and Estates officers:

1. The wellbeing of local wildlife, whether or not protected by law, and the ecology of the site will be considered as part of the planning process for the proposed new sporting facility. It has already been considered as part of the planning application for the Hermes development, which included the proposed new link road.
2. Ditto the above. The existence of any bat corridor will be considered as part of the planning process for the proposed new sporting facility.
3. Again any archaeological significance will be considered as part of the planning process for the proposed new sporting facility. It should have already been considered as part of the planning application for the Hermes development, which included the proposed new link road.
4. The reference to historical remains from the second world war, are claimed to have been found within the garden of the objectors' bungalow, which is on the opposite side of Stead Lane. Therefore, this may not be relevant to the recreation ground, but in any event this is something that will be considered as part of the planning process for the proposed new sporting facility.
5. Without information to the contrary it is assumed that the objectors are referring to the Hoyland Sports Centre and the adjoining fields, which form part of the leased area for the Kirk Balk School, which is part of the Northern Education Academy Trust. It is accepted that these pitches may be available for hire through the Academy Trust and the use of the Sports Centre facilities through Barnsley Premier Leisure. However, the new pitches proposed for the subject site, will not be playable for a few years so the main use of the site for the first few years will be for archery. This activity will be located on part of the site that is being provided by the Fitzwilliam Estate. Having said this, the Council receives numerous requests for land for football use, and it is thought that there may be a shortage of good quality football pitches available for hire, given the number of enquiries received. Whilst Forge may well be operating from two separate sites within Hoyland Common for a while, they will relocate to the new sports ground once the proposed facilities at Stead Lane / Parkside are completed and available for use. This should have a balancing effect on the number of football pitches within the Hoyland Common area.
6. The comments are noted in relation to the community hall, but the refurbishment of the building was undertaken using Big Lottery Fund monies, and happened around 10-years ago, according to the date on the funding agreement. Having said this, the community building will remain in place for a number of years, but it will be replaced on the Stead Lane / Parkside site prior to its demolition and following the final surrender of the Rockingham Sports Ground. The replacement building will be a more energy efficient, modern building, which will replace an older style community building.



- 3.0 The third objection was received by Email on 26 October 2020 at 09:59
- 3.1 The objections contained can be summarised as follows: -
1. This land is treated as common land by villagers and has been for the last 50+ years since the creation of the Parkside council estate.
  2. The transfer of land into a sports venue will ensure that only a few, fee paying locals will enjoy the benefits of it whereas its adoption into the original estate was based on the principles of benefit for all.
  3. Many hundreds of local residents, primarily dog walkers, use this land on a daily basis. The disposal of this land would leave these people to walk dogs on the streets leading to an increase in antisocial behaviour & criminality such as dog fouling.
  4. Additionally it will impact upon the health and well-being of locals as for many this local land is their only opportunity to experience the outdoors.
  5. The disposal of this land will ensure that development will go ahead to the detriment of local wildlife, protected by law, such as bats.
  6. A local hedgehog rescuer uses the field as a release site. Skylarks, a conservation red list bird can be heard and seen in spring.
  7. The Council should do everything in its power to maintain the land for the benefit of wildlife that is protected by law.
  8. Many local people are dissatisfied by the ecological reports done as part of the planning process.
  9. People without internet, have been unable to view plans as libraries have been closed.
  10. Local people do not feel that they have been consulted and many are unaware of the plans and therefore many have lost their democratic right to comment upon the planning procedure.
- 3.2 The specific responses from Legal and Estates officers:
1. It is recognised that the land is currently an area of public open space, but it is a recreation ground which has lacked investment meaning it is not an attractive public facility and it is not Common Land as stated.
  2. The land has not been formally adopted into the adjoining estate and whilst it is recognised that the proposed community sporting ground will make a charge for the use of the newly constructed sporting facilities, the charges will be reasonable (as Forge Community Partnership's fees have always been) given that it will be operated for the benefit of the community. The land will also benefit from a new community building at the date of the proposed new lease.

3. It is recognised that the land is mainly used by dog walkers. However, the public footpath that cuts across the site from Sheffield Road to Stead Lane will be unaffected, still allowing dog walkers easy access from Sheffield Road to Stead Lane and back. However, whilst this point is accepted as having some validity, dog fouling is something that is equally unacceptable on the public highway or in an area of public open space. As a result, it is not considered that the disposal of this area of public open space will significantly increase the incidence of dog fouling in other locations.
4. This is purely a speculative objection with little if any validity, as there are other areas of open space available in relatively close proximity to this land. In addition the high volume of use by dog walkers, as claimed by the objector, may well adversely affect the use of the site by other local people for other uses, especially if dog fouling is found to be an issue.
5. The wellbeing of local wildlife, whether or not protected by law, and the ecology of the site will be considered as part of the planning process for the proposed new sporting facility. It has already been considered as part of the planning application for the Hermes development, which included the proposed new link road.
6. Ditto the above response as the Council will consider and has considered the wellbeing of local wildlife and the ecology of the site in current and past planning applications.
7. Ditto the above response as the Council will consider and has considered the wellbeing of local wildlife and the ecology of the site in current and past planning applications.
8. The Council will consider and has considered the ecological aspects of the site in current and past planning applications.
9. The plans were available to view at Barnsley Library @The Lightbox, 1 The Glass Works, Barnsley S70 1GW, which is open, as well as the Council's website.
10. The local people have been consulted in accordance with the requirements of the Local Government Act 1972 Section 123(1), (2a) and will continue to be and have been consulted in the current and past planning applications. Therefore it is not considered that there has been any loss of democratic rights.

4.0 The forth objection was received by Email on 26 October 2020 at 11:11

4.1 The objections contained can be summarised as follows: -

1. The objector claims that they and many others have used this field for exercising and walking their dogs for over 50 years and estimates that around 300 people per day make use of the field for dog walking purposes, and some people travel from other parts of the Borough to use the site for this purpose. The disposal of this land would leave these people to walk dogs on the streets leading to an increase in antisocial behaviour & criminality such as dog fouling.
2. The council have made no alternative green space available for the free use of local people.

3. Parkside field is a valuable space for children to play in. Many safely play football without the need for joining a fee paying club.
4. This space is valuable for the health and well-being of local people.
5. It is home to many protected species, such as hedgehogs & bats, who will face habitat loss should this disposal of land go ahead.
6. The objector feels that public consultation around the development of this field, which they consider to be a valuable community asset, has not been publicised widely enough.
7. The objector feels that the space should remain a community asset open to all members of the community and feels that this well used area of green space should remain open and undeveloped, given that the remaining greenspace within Hoyland is earmarked for development.

#### 4.2 The specific responses from Legal and Estates officers: -

1. It is recognised that the land is mainly used by dog walkers. However, the public footpath that cuts across the site from Sheffield Road to Stead Lane will be unaffected, still allowing dog walkers easy access from Sheffield Road to Stead Lane and back. However, whilst this point is accepted as having some validity, dog fouling is something that is equally unacceptable on the public highway or in an area of public open space. As a result, it is not considered that the disposal of this area of public open space will significantly increase the incidence of dog fouling in other locations.
2. The comments around the provision of greenspace have been noted and this will form part of the Master Planning Framework and be considered and has been considered as part of the current and past planning applications.
3. Whilst this particular comment has some validity, it is felt that the site in its current state is not particularly conducive to playing football upon. Given the numbers of apparent dog walkers using the site, then it could be considered that dog fouling of the site could well be an issue. In addition, and given that many young people are members of various football clubs, then it is considered that the development of this site for sporting purposes will provide much better, high quality pitches for the playing of football and other sports. This will be especially true if match funding is obtained from the Football Association, which will no doubt be a valuable asset for grass roots football. Finally and as previously stated the new sporting facilities will be a community run venture, operated by the Forge Community Partnership, which is an all-inclusive organisation, which will provide sporting and other opportunities to local people. It is envisaged that the rates charged will be reasonable given that it will be operated for the benefit of the community. There will also be a new community building run by the Forge which will be usable by many different types of community groups.
4. Whilst this point of view may have a degree of validity, it could be argued that due to the high volume of use by dog walkers, as claimed by the objector, that this may well adversely affect the use of the site by other local people for

alternative uses, especially if dog fouling is found to be an issue. In addition the facilities that will be provided will be more wide ranging than pure sporting facilities. These will be provided for the benefit of the local and wider community, at a reasonable rate, as the site will be operated by an all-inclusive community organisation. This should have wider benefits for the health and well-being of the local and wider community.

5. As previously stated the wellbeing of local wildlife, whether or not protected by law, and the ecology of the site will be considered as part of the planning process for the proposed new sporting facility. It has already been considered as part of the planning application for the Hermes development, which included the proposed new link road.
6. The local people have been consulted in accordance with the requirements of the Local Government Act 1972 Section 123(1), (2a) and will continue to be and have been consulted in the current and past planning applications. It is therefore considered that the publicity around this and the Hermes proposal have been adequately publicised, and people have been given and are still given the opportunity to object.
7. By granting the lease to Forge Community Partnership the Council is undertaking a "Community Asset Transfer" on a underused, poor quality recreation ground. The proposal will see the provision of better quality greenspace open to all users, and the Hoyland West Master Planning Framework will ensure the provision of adequate greenspace within this part of the Borough.