

## **CABINET**

**Venue: Town Hall,  
Moorgate Street,  
Rotherham. S60 2TH**

**Date: Wednesday, 22nd February,  
2012**

**Time: 10.30 a.m.**

## **A G E N D A**

1. To consider questions from Members of the Public.
2. To determine if the following matters are to be considered under the categories suggested in accordance with the Local Government Act 1972.
3. To determine any item which the Chairman is of the opinion should be considered as a matter of urgency.
4. Minutes of the previous meeting held on 8th February, 2012 (copy supplied separately)
5. Minutes of a meeting of the Groundworks Trusts Panel held on 18th January, 2012 (herewith) (Pages 1 - 7)
6. Civic Theatre Building Work Priorities (report herewith) (Pages 8 - 11)
  - Strategic Director of Resources to report.
7. Revenue Budget 2012/13 (report herewith) (Pages 12 - 20)
  - Strategic Director of Resources to report.
8. Capital Programme Monitoring 2011/12 and Capital Programme Budget 2012/13 to 2014/15 (report herewith) (Pages 21 - 40)
  - Strategic Director of Resources to report.
9. Prudential Indicators and Treasury Management and Investment Strategy 2012/13 to 2014/15 (report herewith) (Pages 41 - 69)
  - Strategic Director of Resources to report.
10. Dinnington Sites - Land Transfer (report herewith) (Pages 70 - 79)
  - Strategic Director of Neighbourhoods and Adult Services to report.
11. Transport Policy for Learners Aged 16-19 Years in Further Education (report herewith) (Pages 80 - 89)
  - Strategic Director of Environment and Development Services to report.

12. Winter Weather Review (report herewith) (Pages 90 - 153)
  - Strategic Director of Resources to report.
  
13. Exclusion of the Press and Public.

The following item is likely to be considered in the absence of the press and public as being exempt under Paragraph 4 of Part 1 of Schedule 12A to the Local Government Act 1972 (as amended March 2006 – information relates to labour relations matters).
  
14. Rotherham Ready 'Are you Ready' (report herewith) (Pages 154 - 157)
  - Strategic Director of Children and Young People's Services to report.

**ROTHERHAM BOROUGH COUNCIL – REPORT TO MEMBERS**

<b>1.</b>	<b>Meeting:</b>	<b>CABINET</b>
<b>2.</b>	<b>Date:</b>	<b>22<sup>ND</sup> FEBRUARY, 2012</b>
<b>3.</b>	<b>Title:</b>	<b>GROUNDWORK TRUSTS PANEL – MINUTES OF MEETING HELD ON 18<sup>TH</sup> JANUARY, 2012</b>
<b>4.</b>	<b>Directorate:</b>	<b>ENVIRONMENT AND DEVELOPMENT SERVICES</b>

**5. Summary**

Minutes of the quarterly meetings with the Groundwork Trusts Panel are submitted to Cabinet for consideration.

**6. Recommendation:-**

That the minutes of the meeting of the Groundwork Trusts Panel held on 18<sup>th</sup> January, 2012, be received, and the continued excellent partnership work of both Groundwork Trusts be noted.

## **7. Proposals and Details**

The Panel was established in March 2000 to provide a forum to discuss the on-going partnership between the Council and the two Groundwork Trusts in pursuit of the economic, social and environmental regeneration of the Borough.

The two Groundwork Trusts – Groundwork Dearne Valley and Groundwork Creswell - are able to use the quarterly meetings to raise and discuss issues with Councillors and officers.

The Groundwork Trusts make an important contribution to the regeneration of the Borough and to individual local communities. The Groundwork Trusts Panel provides an important opportunity to exchange ideas and experiences, and co-ordinate actions to maximise impact and efficiency.

## **8. Finance**

A small fund was established to enable community groups to access third party funding in support of WREN bids. The partnership working arrangements with the two Trusts enables the delivery of a wide range of projects and initiatives.

## **9. Risks and Uncertainties**

Without the partnership working with the two Trusts many community based and environmental projects would not be able to be delivered.

Risk that funding for projects may be withdrawn and future funding sources may not be found.

Constraints on budgets of both Groundworks Trusts and the Council.

## **10. Policy and Performance Agenda Implications**

Sustainability is the heart of the work and operations of the two Groundwork Trusts. The Council and Groundwork Dearne Valley jointly fund a Local Action 21 officer for example.

The joint working of the Council and the Groundwork Trusts provides effective environmental protection, addresses social needs and creates employment opportunities for local people.

## **11. Background Papers and Consultation**

A copy of the minutes of the meeting of the Groundwork Trusts Panel held on 18<sup>th</sup> January, 2012, is attached.

Contacts:- Karl Battersby, Strategic Director, Environment and Development Services, Ext. 23801

Nick Barnes, Greenspaces. Ext. 22882

Tracie Seals, Neighbourhood Services. Ext. 34969

**GROUNDWORKS TRUSTS PANEL  
WEDNESDAY, 18TH JANUARY, 2012**

Present:- Councillor Akhtar (in the Chair); Councillors Dalton, Sharman, Smith and Swift; together with

Alan Hartley	Groundwork Dearne Valley
Lucy Cheetham	Groundwork Dearne Valley
Jamie Ferneyhough	Groundwork Dearne Valley
Janet Johnson	Groundwork Dearne Valley
Caralynn Gale	Groundwork Creswell Ashfield and Mansfield
Nick Barnes	Green Spaces, RMBC

**55. INTRODUCTIONS/APOLOGIES FOR ABSENCE**

The Chairman welcomed everyone to the meeting and introductions were made. Apologies for absence were received from The Mayor (Councillor Wright), from Councillor Rushforth and from Rob Saw (Groundwork Dearne Valley).

**56. MINUTES OF THE PREVIOUS MEETING OF THE PANEL HELD ON 12TH OCTOBER, 2011**

The minutes of the previous meeting of the Groundworks Trusts Panel, held on 12<sup>th</sup> October, 2011 were agreed as a correct record.

**57. GROUNDWORK DEARNE VALLEY - COMMUNITY PROJECT WORK IN WENTWORTH VALLEY**

Lucy Cheetham (Community Project Officer, Groundwork Dearne Valley) gave a presentation about community work taking place in the Maltby area of Wentworth Valley, including the housing estate known as Chinatown.

Details of the project are:-

: The area is a known area of absentee landlords; therefore much of the project work took place in partnership with the local Tenants' and Residents' Association (TARA) and a group of 25 young people;

: Litter, etc. has been a long-term problem, spoiling the appearance of the area; there is an identified need for cleaner, greener streets and a better sense of community cohesion;

: bulb planting has been successful;

: Safer Neighbourhood Team has provided grant funding for some of the work;

: the Maltby 'big clean up' project has involved RMBC Streetpride, local primary schools and businesses;

: There has been partnership working with IGEN – who work with young people not in education, employment or training (NEETs);

: Maltby Town Council and the Police Community Support Officers have also been involved;

: Attempts to involve the Maltby Academy, via the School Council; presentations and film project work have taken place;

: More clean-ups will happen in the schools' half-term week (February 2012), especially on the Birks Holt estate, Chinatown, the White City and the Model Village;

: further similar environmental projects are planned for Flanderwell and Wickersley;

: Groundwork Dearne Valley provide neighbourhood consultation, funding advice and accredited training activities.

The Panel thanked Lucy for her very interesting presentation.

#### **58. QUARTER 3 PROGRESS REPORT - GROUNDWORK DEARNE VALLEY**

Janet Johnson and Jamie Ferneyhough (Groundwork Dearne Valley) reported on the progress of the following project work:-

**Rawmarsh and Other Areas Regeneration:**

Site meetings regarding installing street furniture on the Fitting Future for the Fitz project.

Continued to support the Rawmarsh and Parkgate Partnership.

Met with Rowan Centre staff about developing a sensory garden project.

**Maltby Regeneration:**

Met with RMBC officers regarding improving Coronation Park's play facilities.

Carried out Maltby Big Clean Up with help from IGEN and RMBC Green Spaces, Wentworth Valley Area Assembly, PCSOs and local community groups and schools.

Worked with Bramley Parish Council and a group of young people to develop the Bramley BMX Project.

**Key Green Space Projects:**

Continued to meet with RMBC staff to identify a number of priority green space projects throughout the Borough.

Begun discussions with the Greenlands TARA with a view of developing proposals for footpath project in Greenlands Park, North Anston.

Development and submission of a funding application to Biffaward, for the Greenlands Park project.

**Health Activity:**

Links made with Alzheimer's Society for a walking group  
Dearne Valley College interest in developing lunchtime walking sessions

**Rotherham in Root:**

Group set up to develop this campaign to get more Rotherham residents growing their own food.

**Allotments:**

Supporting Borough Council and Parish Council initiatives to enable more Rotherham residents to take up allotments.

**Dearne Valley Eco-Vision:**

Community Champions meeting held.  
Tree planting event at Dearne Valley College.  
Green Doctors installing energy saving equipment in Brampton Bierlow.

**Turning the Corner (Youth Work):**

Continued delivery of the 'Bloomin Lovely' project working with shop owners.

Completed phase 1 of Alpine Shops improvements. The funding of £8,000 has now been secured to complete the second phase and work will begin on 30th January 2012 to redevelop the central soft landscaped area.

Delivery of two 'Charity CD' projects with young people from the Wingfield and Winterhill Comprehensive Schools.

Continued delivery of the social enterprise project with young people called Inspiration, now being delivered in Winterhill School and Young People's Centre, in addition to Wingfield School.

Development of proposals for a new art mural programme on the Fitzwilliam Estate in Swinton.

The development of art murals which were painted to brighten up the new Risky Business Facility at Chatham Villas.

**Volunteering:**

Continue to seek and recruit volunteers into numerous roles within the Trust.

**Outdoor Explorers:**

Currently investigating the feasibility of delivery of an 'outdoor explorers' project in Rotherham, aimed at young people and their families.

**Cadbury Spots v Stripes:**

Throughout the quarter held twelve Spots V Stripes Events across the Rotherham Borough area.

Worked with several partners to draw up events for the future.

**Miscellaneous Regeneration projects:**

Lodge Lane Primary Wildlife Garden- Initial discussions have taken place with the Area Assembly and the Aston TARA.

Supporting the Brampton Bierlow BMX Track (seeking funding for further events)

Alternative Curriculum Activity:

Continue the work in partnership with Swinton Comprehensive School. Also undertaking cycle mechanics training with Rawmarsh Community School

Rotherham ESF 14 - 19 Funded Activity:

Following our re-approval to deliver to the above contract we have now started delivery to both the 14-16 and 16-18 programmes.

Agreed:- That the contents of the report be noted and the progress being made be welcomed.

**59. QUARTERLY PROGRESS REPORT - GROUNDWORK CRESWELL**

Caralynn Gale (Groundwork Creswell) reported on the progress of the following project work:-

One World Schools – Youth Re-engagement Programme

Groundwork Creswell Facilitators continue to take their pre-16 NEET groups to Anston Stones and continue with the maintenance of the site.

Education and Training

The Foundation Learning Programme completed its first cohort in December 2011. Young people from the Rotherham area attended the Groundwork Centre on three full days per week. The group worked towards their PEI Qualification (Preparation into Employment in the Construction Industry) on two of those days each week, which included Job Search Workshops. On the third day, the group completed tasks for local community groups to improve their practical skills. Attendance was maintained at over 95% throughout.

As a result of the success of this first cohort, a new group started in January, 2012. Nine NEETs young people and this group will attend over a longer time of 18 weeks (instead of 15 weeks) and on four full days per week. Groundwork Creswell is a Registered Centre to deliver Literacy and Numeracy Functional Skills and future cohorts will be supported in gaining accreditation in Functional Skills. A third cohort (to date there are eleven starts) are due to begin in February 2012.

Community Learning

Groundwork Creswell continues to promote its community relationships and is often approached by Parish Councils for support with projects.

Agreed:- That the contents of the report be noted and the progress being made be welcomed.

**60. DATE OF THE NEXT MEETING**



Agreed:- That the next meeting of the Groundwork Trusts Panel take place at the Town Hall, Rotherham on Wednesday, 11th April, 2012, commencing at 2.30 p.m.

<b>ROTHERHAM BOROUGH COUNCIL –REPORT TO CABINET</b>
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<b>1.</b>	<b>Meeting:</b>	<b>Cabinet</b>
<b>2.</b>	<b>Date:</b>	<b>22<sup>nd</sup> February 2012</b>
<b>3.</b>	<b>Title:</b>	<b>Civic Theatre Building Work Priorities</b>
<b>4.</b>	<b>Programme Area:</b>	<b>Resources</b>

## **5. Summary**

- 5.1 This report requests approval to fund and proceed with works at the Civic Theatre. These works are required as a high priority to enable continued use of the building for up to 10 years. The budget estimate for these works is £540,000. It should be noted that prior to any works being ordered a detailed condition survey should be undertaken to enable more accurate estimating to be undertaken.

## **6. Recommendations**

- 6.1 It is recommended that:
- a) the Council makes funding available for these works,
  - b) further intrusive survey work be carried out and estimated costs re-assessed. A further report may be required if the revised costs are above the sum approved,
  - c) the works are carried out as soon as possible subject to being within funding limits and considering any implications on current service delivery commitments, concentrating on the HIGH priority items and
  - d) a further report be brought to Cabinet covering alternatives to support the ongoing delivery and development of theatre provision in Rotherham town centre.

## 7. Proposals and Details

7.1 In August 2010 an estimate was provided for repairs to the building fabric and mechanical and electrical services at Rotherham Civic Theatre to enable the continued operation of theatre services from the existing facility for a period of ten years. The estimate was based on results of visual surveys only.

7.2 These estimates have now been updated with elements prioritised.

7.3 A list of high priority items of works has been identified which includes the following:

- General roof repairs and associated works
- Structural remedial work and repair
- Replacement of smoke vents above stage
- Works to rectify boiler room problems
- Works to deal with wet/dry rot
- Mechanical Works
- Electrical Works

The estimated cost for these items is £266,000.

7.4 A further list of items required to enable 10 years life of the theatre buildings is as follows:

- Works to doors and windows
- Works to changing room areas
- Refurbish kitchenette (room 25)
- Refurbish shower rooms (room 15 & 16)
- Refurbish back of house WC's
- Re-plastering, redecorations and replacement floor coverings where required

The estimated cost for these items is £220,000.

7.5 The Council's Asbestos Register shows that asbestos is present in the building including the Fire Curtain separating the stage and auditorium. The Register is based on a non intrusive survey carried out 18 months previously. An intrusive survey and costs for management/removal of asbestos is estimated to cost £34,000.

7.6 The theatre has suffered with drainage flooding on a number of occasions over the last 6 weeks with water entering the under-stage area and dressing rooms. Fortunately no performances were lost. A survey is currently under way but a sum of £10,000 should be allowed for remedial works.

7.7 A section of the site boundary wall fronting Doncaster Gate is leaning and will probably need partially re-building. Although further

investigation is required to assess the extent of work an allowance of £10,000 should be made for this work.

- 7.8 The total budget estimate for works to bring the Civic Theatre in to a condition to last up to 10 years is £540,000 inclusive of project fees and contingencies.
- 7.9 The above works could be carried out in a 24 week period, concentrating on the High priority works. Although any effect of the works would be minimised as far as possible it is unlikely that works can be carried out without closing the theatre for most of that time. There will therefore be a pressure on the theatre operating budget due to loss of programme and ticket sales.
- 7.10 Cabinet will be aware of the potential for a Cultural Centre on the Forge Island site. It is recommended that a further report is submitted reviewing options for delivery of theatre provision in the town centre.
- 7.11 Further intrusive survey work needs to be carried out and estimated costs re-assessed. This work should include a full intrusive survey, a detailed mechanical and electrical survey, a structural survey, an intrusive asbestos survey and a drainage/camera survey. A further report may be required if the revised costs are above the sum requested in 7.8 above

### **8. Finance**

- 8.1 No funding is currently available to meet the cost of the proposed remedial works. The expenditure could be funded through Prudential Borrowing, however, there is no budget within the MTFs to pay for the charges associated with that borrowing, consequently, an additional revenue budget allocation will be required. This project, and the sum requested in 7.8 above, is identified in the Capital Programme report also submitted to Cabinet.
- 8.2 The building would need to close whilst elements of these works take place. This is likely to lead to gaps in the theatre programme and consequent lost revenue causing a budget pressure within the EDS budgets.

### **9. Risks and Uncertainties**

- 9.1 It must be stressed that all of the above estimates are based on non-intrusive surveys carried out 18 months previously. Further survey work, including for asbestos and a detailed structural survey, is required to confirm the extent of any remedial works required which may affect the estimates provided.

- 9.2 The report provides for works to bring the theatre up to a condition which will give a further 10 years life.
- 9.3 Any period of operation above a life span of 10 years will require further capital investment.

## **10. Policy and Performance Agenda Implications**

- 10.1 Works at the Civic Theatre go to meet two Corporate Outcomes, a) More people come to the Town Centre for work, shopping and things to do and see and b) People enjoy parks, green spaces, sports, leisure and cultural activities.

## **11. Background Papers and Consultation**

- 11.1 Reports to SLT 5<sup>th</sup> December 2011 (Minute 355/11), CSART 24<sup>th</sup> November 2011 and 27<sup>th</sup> January 2012.
- 11.2 The survey reports and estimates are available in the project file.

## **12. Contact Names**

- 12.1 Report Author – Brian Barrett, Design and Projects Manager, Audit and Asset Management (ext 54063) [brian.barrett@rotherham.gov.uk](mailto:brian.barrett@rotherham.gov.uk)

<b>ROTHERHAM BOROUGH COUNCIL – REPORT TO MEMBERS</b>
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1)	<b>Meeting:</b>	<b>Cabinet</b>
2)	<b>Date:</b>	<b>22nd February, 2012</b>
3)	<b>Title:</b>	<b>Proposed Revenue Budget and Council Tax for 2012/13</b>
4)	<b>Directorate:</b>	<b>Resources</b>

**5. Summary**

This report proposes a Budget for 2012/13 based on the outcome of the Council's Financial Settlement. It provides details of:

- The progress of the Budget process since July 2011 (including confirmation of the Local Government Financial Settlement)
- The ongoing principles reflected in the Budget and spending plans
- The Council's recommended Revenue Budget for 2012/13
- Savings proposals from Directorates
- Precepts and levies made on the Council by other authorities
- Proposed Council Tax levels for the coming financial year, and
- Proposed future developments in the 3 year Medium Term Financial Strategy (MTFS) 2012/13 to 2014/15.

As required by legislation, the report also contains the Strategic Director of Resources' (the Council's Responsible Financial Officer) assessment of the robustness of the estimates included within the Budget and the adequacy of the reserves for which the Budget provides.

**6. Recommendations:-****1. That Cabinet recommend to Council that on the 7th March 2012:****(a) They approve:-**

- (i) a General Fund Revenue Budget for 2012/13 of £213.290m to be allocated to services as set out in this report.**
- (ii) No increase (for a second year running) in the Council Tax in respect of this Council's own Budget giving an annual Band D Council Tax of £1,230.03**

**(b) They note and accept the comments of the Strategic Director of Resources, provided in compliance with Section 25 of the Local Government Act 2003, as to the robustness of the estimates included in the Budget and the adequacy of reserves for which the Budget provides.****2. That Cabinet agree that the precept figures from South Yorkshire Police Authority, South Yorkshire Fire and Civil Defence Authority and the various Parish Councils and Parish Meetings of the Borough be incorporated, when known, into the recommendation to the Council on 7th March 2012.**

## 7. Proposals and Details

### Background

#### **The Ongoing Financial Challenge**

In Autumn 2010 the Coalition Government published its Comprehensive Spending Review (CSR) which outlined the spending plans for 2011/12 to 2014/15. This indicated that the Government was planning substantial reductions in public expenditure in order to tackle the fiscal deficit. It outlined real term reductions of 28% over the period in Central Government funding for local government.

The precise impact of the CSR for Rotherham became clear when the provisional 2 year (2011/12 to 2012/13) finance settlement was published on 13<sup>th</sup> December 2010. The main headlines for Rotherham were:

- A total reduction in the government grant funding to the Council of 18.70% over the 2 years 2011/12 (an 11.60% reduction) and 2012/13 (a further 8.70% reduction).
- A reduction in funding greater than both the national and regional averages (-9.90% and -10.10%) and in line with reductions for Other Metropolitan District Councils (-11.30% )

**Such a significant and swift withdrawal of Central Government funding and grant allocations to local councils resulted in the Council facing a £30.3m resources gap in 2011/12 and a further £20.4m gap in 2012/13.**

**This is on top of the extra £10m funding that the Council had to find in 2010/11 as a result of Government resources being withdrawn by the Coalitions Emergency Budget (June 2010).**

#### **Budget Principles**

In July 2010, when the future plans of the newly elected Government for local government were becoming apparent, the Council recognised the importance of keeping its eye on the next few years ahead and avoiding hasty decisions that could cost it and the citizens of the Borough unnecessarily in the longer term.

**From the outset of the 2011/12 Budget process (and into 2012/13) the Council has said that its focus must be on the customers it serves, the communities and businesses of Rotherham – and not our organisational structure.**

To achieve this end, we identified a clear set of principles for considering Budget proposals. This has, as a **first course of action**, been to streamline our management and administration and to reduce as far as possible our back office costs. These were highlighted as a priority by the public in our 'Money Matters' budget consultation. In addition, we have continued to identify areas where better ways of working could result in even greater efficiency and effectiveness. However, faced with such a significant budget deficit, the Council has still to make some tough choices which are reflected in the proposals put forward to Cabinet.

By adopting a calm and measured approach and planning ahead it is possible for the Council to **protect services for those most in need**. Within the Budget, provision is made to:

- Ensure that safeguarding of children is a top priority through the provision of improved services for children in care and with Special Educational Needs,
- Ensure the safeguarding of vulnerable Adults and provide support to vulnerable families and individuals,
- Continue our investment in preventative services and early intervention,
- Reduce the time taken to provide new packages of care and supply equipment, assistive technologies and adaptations to safeguard adults when their life circumstances change,
- Continue to promote new business start ups and stimulate the local economy,
- Help Rotherham Credit Unions continue to provide financial support to residents who are in danger of being made homeless because of the economic downturn, and
- Continue to invest in infrastructure across the Borough – houses, schools, roads, customer services and town centre regeneration.

### **Proposed General Fund Revenue Budget for 2012/13**

Set out below is the proposed net Revenue Budget for 2012/13 resulting from the budget principles referred to above, which is recommended in this report.

<b>Directorate</b>	<b>Proposed Budget 2012/13</b>
	<b>£'000</b>
<b>Neighbourhoods &amp; Adult Services</b>	78,760
<b>Children &amp; Young People's Service</b>	36,274
<b>Environment &amp; Development Services</b>	38,626
<b>Resources</b>	19,304
<b>Central Services (incl ITA and other levies)</b>	40,326
<b>TOTAL</b>	<b>213,290</b>

Note: Year-on-year comparisons are not provided as the significant restructuring across the Council makes this meaningless.



The Budget outlined above will:

- protect funding helping to provide vital services for those most in need in our community;
- continue to reduce management and administration and back office costs as far as possible; and
- enable the Council to continue to focus on service transformation, ensuring services continue to be equipped to deliver a high standard that is fully aligned to the Community Strategy and our Corporate Plan priorities and objectives.

The delivery of these objectives in 2012/13 will be made possible in light of the following proposed Council-wide savings and additional sources of funding:

- **New Homes Bonus (-£1.480m)** – Use of this unringfenced funding in 2012/13 to support the Council's budget
- **Council-wide staff savings target (-£2.000m)** – the Council is conducting a wide-ranging review of all services and is proposing that savings of £2m will be achieved from this.
- **Pay Terms & Conditions (-£0.800m)** – the Council is proposing that it will not pay staff increments for a second year. The budget does however propose the reinstatement of the 1.15% pay reduction implemented when the 2011/12 budget was set. Members are proposing to retain this 1.15% cut to their Allowances for a second year.
- **Restricting non-pay budgets to 2011/12 cash levels (-£1.460m)**. i.e No inflation (except for Utilities)
- **Improved Commissioning (-£2.200m)** – the Council is proactively reviewing its strategic partnerships and contracts with providers across a range of services. The outline plan for delivering these savings is complete and the detailed plan is under development.
- **Reduced Integrated Transport Authority (ITA) Levy (-£0.600m)** – we have worked with Passenger Transport Executive (PTE) colleagues to identify potential savings and accounting opportunities. This has resulted in the ITA levy for South Yorkshire decreasing by c£3m in 2012/13, Rotherham's share of this saving being £0.600m.

In addition, the following specific Directorate budget savings proposals have been considered and put forward, totalling £9.768m.

Children and Young People's Service	-£1.575m
Neighbourhoods and Adult Services	-£3.453m
Environment and Development Services	-£1.951m
Resources	-£2.789m

## Resources

As well as spending and cost pressures, the level of resources available to the Council is a key factor to consider in the development of the Budget and these are set out below.

### Government Grants

**Formula Grant** – 2012/13 is the second year of the two-year Local Government Finance Settlement following the completion of the CSR and the Council's 2012/13 settlement. It can be summarised as follows:

	<b>£'000</b>
Revenue Support Grant (RSG)	2,193
National Non-Domestic Rates – share of the national pool	113,116
<b>Total - Formula Grant for 2012/13</b>	<b>115,309</b>

The Council's latest MTFs is currently being refreshed in light of both this year's budget setting process and recent and pending Government announcements with regard to the future funding of local government, e.g. localisation of business rates and Council tax benefits which are due to take effect from 2013/14.

### Specific Government Grants

In 2010/11 and 2011/12 the coalition government significantly reduced the number of specific grants. The remaining 2012/13 specific grants that have been confirmed and their value for the Council are set out below:

<b>Grant</b>	<b>2012/13 £'000</b>
Early Intervention Grant	12,870
Learning Disability and Health Reform Grant	6,724
Housing and Council Tax Benefit Subsidy Administration Grant	2,150
Lead Local Flood Authorities	156
Preventing Homelessness	169

**Dedicated Schools Grant (DSG)** – The DSG flat rate per pupil of £5,141.27 for 2012/13 has remained unchanged from 2011/12.

**The School's Pupil Premium** is an additional resource for schools introduced in 2011/12. In 2012/13 for each pupil on the January pupil census entitled to a free school meal the school will receive £600. Schools are free to spend this allocation as they see fit but it should be targeted at disadvantaged or low achieving pupils. (From September 2012 the DfE requires schools to publish online information about how they have used the premium). Schools will also receive a £600 Pupil Premium for children looked after by the Local Authority and a smaller premium of £250 for children with parents in the Armed Forces.

**Devolved Formula Capital funding** for Schools remains the same rate per pupil in 2012/13 as 2011/12. The 2012/13 allocation is £0.853m.

**Sixth form funding** from the Young People's Learning Agency (YPLA) is yet to be confirmed. (2011/12 was £8.0m)

### **The level of Council Tax**

It is proposed that there will be **no rise in the Council Tax for the second year running**. This will enable the Council to qualify for the Council Tax Freeze grant described below. A zero increase on the tax levied in 2011/12 would mean a Band D Council Tax (for the Council only) of £1,230.03 and would mean a Band A Tax of £820.02, a Band B Tax of £956.69 and a Band C Tax of £1093.36 per year. **86% of properties in Rotherham are classed as Band A (54%), Band B (19%) or Band C (13%).**

The planned level of Council Tax also takes account of £2.3m surplus balance expected on the Collection Fund as at 31 March 2012. This has been generated by the Council continuing to achieve a higher rate of collection for Council Tax than the 97% expected when setting the previous years' tax levels.

As required by legislation (the Local Government Finance Act 1992), and as in previous years, a formal report will be brought to Council on March 7th setting out details of the proposed Council Tax calculations for the Council, parished areas and including the precepts from the South Yorkshire Police and South Yorkshire Fire and Civil Defence Rescue Authorities (which are due to be declared later this month) - it is currently expected that the Joint Authorities will increase their Council Tax precepts by 3.95%. Excluding parishes, this would give a Band D Tax in un-parished areas of £1,430.13.

A Cabinet meeting on 18 January 2012 agreed a Council Tax base for 2012/13 of 75,898.06 Band D Equivalent properties after adjusting for losses on collection, allowances, reliefs and discounts granted. This represents an increase of 0.78%, or 586 Band D Equivalent properties, over the 2011/12 base which is estimated to yield an additional £0.400m in Council Tax income over that previously assumed.

**Council Tax Freeze Grant** - to support authorities that are not increasing their Council Tax the Government has again put forward an un-ringfenced grant for 2012/13. This will be payable to authorities setting their basic Council Tax for 2012/13 at a level which is no more than the basic amount of Council Tax set for 2011/12. The grant is equivalent to a 2.5% increase in the 2011/12 tax level multiplied by the tax base for 2012/13. In Rotherham's case the estimated grant is £2.325m, which has been taken into account in determining the Council's Net Budget. Unlike the grant provided last year where a qualifying Authority will continue to receive payments for the 3 subsequent financial years, across the life of the current CSR (i.e., until 2014/15), this year's **grant is for one year only**. The implications of the grant being withdrawn after one year will be reflected in the update to our MTFS projections.

On these planning assumptions the level of Council Tax available to the Council to fund services in 2012/13 will be £93.356m.

**Funding the Budget**

It is proposed that the financing of the Council's Net Budget of £213.290m for 2012/13 is as follows:-

	<b>£'000</b>
Formula Grant	115,309
Collection Fund Surplus	2,300
Which will leave to be raised from Council Tax – a standstill on the Council Tax levied in 2011/12	93,356
Government Grant to compensate Council for Freezing Council Tax at 2011/12 level	2,325
<b>Funding Total</b>	<b>213,290</b>

**Medium Term Financial Strategy (MTFS)**

The 2012/13 Revenue Budget outlined above represents the second year of the three covered by the Medium Term Financial Strategy (MTFS) 2011-2014. As part of the process of developing the Budget, the MTFS is being refreshed to take account of ongoing Government announcements on the future funding proposals for local government (referred to earlier in this report) and to ensure the Strategy covers the 2014/15 financial year. A revised draft MTFS (2012-15) will be brought forward for Members' consideration early in the new financial year. The MTFS will include predictions of the future level of resources available to the Council and the predicted demand for, and cost of, services.

**8. Finance**

The proposals for the 2012/13 Budget and Council Tax contained within this report are put forward having regard to several factors. These are:

- that the assumptions about the level of resources and reserves available to support the 2012/13 Revenue Budget are sound. The two-year Grant Settlement has again allowed a greater degree of certainty in preparing resource projections for 2012/13.
- that the service plans upon which the Budget is predicated will be actioned by elected Members and officers, as appropriate, and that this will be done having full and proper regard for the Council's financial position. The prospects for this are good.
- that through the ongoing rigorous programme of reviews, other scrutiny and strategic planning processes the Council will ensure the sustainability of its annual Budget and other financial plans. Again the prospects are good.

This report recommends:

- The Council Tax **to remain at £1,230.03 at Band D for the third year running** (i.e. no increase on the 2010/11 level),
- a General Fund Revenue Budget for Rotherham Council in 2012/13 of £213.290m.
- For information, the following general assumptions with respect to inflation have been provided for within the Budget:
  - A nil % increase in staff pay as the Local Government Employers' organisation is not proposing to offer a pay award for 2012/13.
  - A general inflation rate of nil %, and where known in relation to specific items of expenditure, a specific provision for inflation if significantly different. **In line with Council policy, it is expected that all such pressures will be contained within Directorate Cash Limit budgets.**

## **9. Risks and Uncertainties – Report of the Strategic Director of Resources**

The Chief Financial Officer of an Authority (in Rotherham Council's case the Strategic Director of Resources) is required by Section 25 of the Local Government Act 2003 to report to the Authority when it is making the statutory calculations required to determine its Council Tax, and the Authority is required to take that report into account. The report should deal with:

- The robustness of the estimates included in the Budget; and
- The adequacy of reserves for which the Budget provides.

The report does not have to be a separate document and so I have included my comments in this report and Cabinet is asked to take account of them.

The budget setting process that started for 2011/12 and is now in its second year, (2012/13), has been unprecedented both in the scale of the reductions required and the timescales available to achieve them. The first funding cuts were the reduction in grants for 2010/11 announced in the summer, of 2010. These were followed by a significant front loading of grant reductions in both the 2011/12 and again in the 2012/13 Settlements. Such resource reductions present a significant challenge (to all councils) in formulating a robust and sustainable budget.

By establishing a clear set of budget principles from the outset (July 2010), taking a calm and measured approach and planning ahead, the Council has put itself in a strong position to ensure that the Budget proposals are robust and deliverable, whilst ensuring that vital public services continue to be available to those in our community that are most in need of them. Overall, the Council is successfully reconfiguring its services to align activity with the likely level of available funding.

The Council continues to have a strong track record of delivering efficiencies year on year while maintaining high service standards. It also has a strong financial governance framework to ensure that the Council continues to manage closely the delivery of the proposals in the Budget so as to preserve the Council's overall financial position.

As Strategic Director of Resources for the Council, I consider that the budget proposals and estimates included within the Budget are robust.

### **Reserves**

The Council holds a level of uncommitted reserves that could be drawn on, if required, to support the 2012/13 Budget and to give time for serious action to be taken to bring the Budget back into balance, so as to ensure its sustainability for the future.

I have conducted a detailed review of the level and purpose of the Council's reserves, together with their operational arrangements (in line with recommended best practice). The review, incorporating a risk assessment of each reserve, has guided my decision regarding the prudence of the level of reserves available to draw upon, if necessary, during 2012/13.

The Council's reserves are expected to be £42.3m by 31<sup>st</sup> March 2012, and this is broadly in line with the Council's current financial plan.

The majority of reserves (£36.3m) are held to meet specific needs, or are ring-fenced to particular services (including Schools and Housing Revenue Account balances).

This means that approximately £6.0m is available to safeguard the Council against the potential financial risks plus any others unforeseen. I consider this to be a prudent level. The position will be monitored carefully throughout the year.

### **Policy and Performance Agenda Implications**

A balanced and sustainable Budget is fundamental to the delivery of the Council's planned level and range of services during the coming financial year in support of its stated key priorities.

#### **11. Background Papers and Consultation**

- Comprehensive Spending Review (CSR) - 20<sup>th</sup> October 2010
- Local Government Financial Settlement – 31<sup>st</sup> January 2012

Consultation with SLT, elected Members, the Chamber of Commerce and Trade Unions.

**Contact Name:** *Andrew Bedford, Strategic Director of Resources, ext. 22004*  
[Andrew.bedford@rotherham.gov.uk](mailto:Andrew.bedford@rotherham.gov.uk)

<b>ROTHERHAM BOROUGH COUNCIL – REPORT TO CABINET</b>
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<b>1</b>	<b>Meeting:</b>	<b>Cabinet</b>
<b>2</b>	<b>Date:</b>	<b>22 February 2012</b>
<b>3</b>	<b>Title:</b>	<b>Capital Programme Monitoring 2011/12 and Capital Programme Budget 2012/13 to 2014/15</b>
<b>4</b>	<b>Directorate:</b>	<b>Resources</b>

**5 Summary**

The purpose of this report is to provide details of the current forecast outturn for the 2011/12 programme and enable the Council to recommend a capital programme for approval for the financial years 2012/13 to 2014/15

**6 Recommendations**

**CABINET IS ASKED TO:**

**NOTE THE CONTENTS OF THIS REPORT; AND**

**RECOMMEND THE APPROVAL OF THE 2012/13 TO 2014/15 CAPITAL PROGRAMME BY FULL COUNCIL.**

## **7 Proposals and Details**

### **7.1 Background - The Capital Programme**

Ongoing restrictions on Government funding for local government capital investment plans continue to limit the level of funding available to regenerate and enhance the Borough's infrastructure.

Concurrently, the Council has been proactively looking to rationalise its asset and buildings portfolio so as to realise revenue savings and potential capital receipts from any future asset sale. Generally, such capital receipts are expected to be used to reduce future capital financing costs so as to reduce the revenue cost of borrowing.

The Government has recently provided the detailed final and indicative capital funding allocations covered by the period of the programme. The Council's proposed programme fully reflects these allocations.

#### **The Capital Programme 2012/13 to 2014/15**

The budget process that has led to the recommended capital programme for 2012/13 to 2014/15 ensures that Council's capital investment plans are aligned with strategic priorities and available funding. The financial implications of the programme are reflected in the Council's Medium Term Financial Strategy (MTFS) and Treasury Management and Investment Strategy.

In 2011/12 the Council will have invested £102.262m in capital schemes across the Borough. A further £159.888m will be invested in regeneration and enhanced infrastructure schemes over the following three year period, including £63.413m in 2012/13.

The expenditure plans and profiles are reflected in the Directorate summary forecast capital spend table presented below. A detailed copy of the programme for each Directorate is attached at Appendices 1 to 4.



	<b>2011/12 Revised Estimate</b>	<b>2012/13 Estimate</b>	<b>2013/14 Estimate</b>	<b>2014/15 Estimate</b>
<b>Directorate</b>	<b>£m</b>	<b>£m</b>	<b>£m</b>	<b>£m</b>
Children & Young People's Service	12.813	18.220	11.664	3.725
Environment & Development Services	13.610	17.442	12.050	7.170
Neighbourhoods & Adult Services	39.578	24.956	30.430	28.886
Resources	36.261	2.795	1.275	1.275
<b>TOTAL</b>	<b>102.262</b>	<b>63.413</b>	<b>55.419</b>	<b>41.056</b>

## **7.2 Children and Young People's Services Capital Programme 2011/12 to 2014/15**

The revised proposed spend for 2011/12 is £12.813m, with a further £33.609m of investment in the following three years, £18.220m of that in 2012/13.

Provisional funding allocations for 2012/13 will see the Council's allocation reduced to £6.901m, which is a 16% reduction on the level of resources allocated in 2011/12 (£8.233m).

A copy of the full programme is attached to this report at Appendix 1. Commentary on the main aspects of the programme and the nature of the spend is given below.

### **Primary Schools**

Spend on Primary Schools is expected to be £2.187m in 2011/12, with a further £5.219m of planned spend in 2012/13 to 2014/15. The major investments to note in this area are:

- The Council is providing Wentworth C of E School with a two storey extension including disabled toilets, an additional class room, store rooms and other resource facilities (£0.442m).
- Construction work on the Maltby Lilly Hall new school project (£4.562m) will now begin in July 2012 and will incorporate additional works such as a new roof and rewiring which were not in the original plans. These additional items (£0.990m) will be met from government grant funding.

- A new main entrance lobby extension and various refurbishment works are being undertaken at Maltby Redwood (£0.120m) to allow the integration of pupils from Maltby Hilltop Special School. Work is to be funded from the Standards Fund.
- Thornhill Primary (£0.050m) will be provided with additional SEN facilities and a dining room extension to accommodate increased pupil numbers.
- Additional classroom facilities are to be provided at Kilnhurst St Thomas (£0.120m), Flanderwell (£0.900m - including improved dining facilities), Sitwell Infants (£0.150m) to meet additional pupil numbers.
- A new kitchen facility at Kilnhurst Primary (£0.080m) funded from grant funding is to be built.

### **Secondary Schools**

Spend on Secondary schools is expected to be £0.550m in 2011/12 with a further £8.478m in 2012/13 and £6.761m in the subsequent 2 years. The major investments to note in this area are:

- Essential remedial works to improve facilities at Swinton Community School (£1.700m) and at Oakwood Technology College (£1.900m) will begin in 2012 in advance of any Government decision whether to fund the planned wider redevelopment of the schools as part of the Priority School Building Programme. A Government decision is expected in March 2012.
- Maltby Academy development project (£11.101m) – since the withdrawal of Building Schools for the Future programme the Council has continued to work with the Academy Sponsor, the DfE, and their agent Partnership for Schools (PfS) to work up a suitable scheme. In January 2011, the Academy received confirmation that a capital allocation of £11.101m had been awarded. The Council continues to have an interest in the buildings until finalisation of the proposed long term lease of the assets to the Academy and is providing professional and technical support for the project.

### **Capitalised Minor Enhancements**

The Capitalised Minor Enhancements programme in 2011/12 is forecast to be £4.515m. In subsequent years the level of proposed funding (£8.420m over 3 years) is reduced to reflect the reprioritisation of funding to support projects such as the new school at Maltby Lilly Hall, remedial works at both Swinton Community School, and Oakwood Technology College and refurbishment of the Orchard Centre.

### Other CYPS Projects

Other CYPS projects include expenditure on schools using Devolved Formula Capital funding, for which there is an allocation in 2011/12 of £0.902m, with an additional £1.878m carried forward from previously unspent allocations, and annually £0.853m from 2012/13 onward. Devolved Formula Capital is a grant that is paid to schools for them to spend as they wish on small capital projects. This is in contrast to other grants that are held centrally by the Council and allocated to appropriate schemes.

Grant funding has been allocated to the Orchard Centre Conversion project, which is forecast to spend £1.260m over two years. This project commenced in January 2012 and aims to refurbish the Centre to allow for increased capacity for short and long term breaks. This will reduce the need for "Out of Authority" provision and create revenue savings in future years. In addition the Council is setting aside £0.050m a year to help facilitate the adaptation of properties for children in foster care.

As part of the ongoing reorganisation of the Youth Service, approval was given for the purchase of mobile units (£0.365m) to enable delivery of the service by the Learning Communities. The Service has recently taken delivery of these mobile units.

### **Environment and Development Services (EDS) Capital Programme 2011/12 to 2014/15**

The revised proposed spend for 2011/12 is £13.610m with a further £36.662m of investment in the following three years, £17.442m of that in 2012/13. A copy of the full programme is attached to this report at Appendix 2.

The whole EDS programme covers regeneration schemes, cultural and leisure, flood alleviation, waste management and infrastructure related schemes.

Highways is the main area of government funding and details of the allocation at a South Yorkshire level are shown in the following table:

2011/12 Final Allocation	2012/13 Final Allocation	2013/14 Final Allocation	2014/15 Final Allocation
£000	£000	£000	£000
29,059	27,725	26,961	30,773

Although the original 2011/12 allocation saw a reduction of 30.70% over the previous year, recent government announcements have resulted in a further £50m nationally being allocated to Local Transport Plan IT budgets. For South Yorkshire, this meant an additional £1.875m which is fully reflected in the table above.

Commentary on the main aspects of the EDS programme and the nature of spend is given below:

### **Highways**

The Council's highways continue to be a priority for investment with £7.539m expected to be spent in 2011/12 and a further £34.199m invested over the next three years. The main areas of investment made in 2011/12 are:

- £1.894m of local transport plan funding has been used to carry out major works at the Mushroom Roundabout; Fitzwilliam Road widening; 15 local road safety schemes and 11 traffic management schemes.
- £3.308m on highways maintenance which has seen works carried out to the Parkway Bridge as well as resurfacing works across the principal road network, bridge maintenance works and the renovation and renewal of street furniture including streetlights, signage and signalling equipment.

In line with the Council's continued investment priority in the Council's Principal Road Network the future years' programme includes:

- a major improvement to the A57 Worksop Road/Sheffield road which will see £7.094m of grant funded expenditure being incurred in 2012/13 and a further £4.706m in 2013/14.
- £4.048m ongoing investment to improve the highways network and £0.650m annually invested in replacing obsolete street lighting columns and lamps.

### **Other investments**

The Council has in 2011/12 continued to invest in the Borough's infrastructure, in particular:

- In conjunction with SYPTE, work is nearing completion of the re-development of Rotherham Central Railway Station.
- Flood alleviation works at Chantry Bridge, property level flood protection in the Whiston area (£0.204m), Holmes Tail Goit Flood Alleviation Works (£0.212m) and ongoing works at Pithouse West Culvert (£0.300m) to prevent future flooding risk to properties in Wetherby Drive.
- The completion of the Minster Gardens Public Realm project (£0.286m) providing a space for events with grass terracing, stepped seating and formal lawns.

- Demolition of Crinoline House (£0.375m) as part of the redevelopment scheme for that area of the Town Centre.
- Preparation and development costs associated with the provision of a new waste mechanical and biological treatment facility which is due for service commencement in July 2015.

In 2012/13, £0.902m is planned to be spent to continue the Rotherham Townscapes Heritage Initiatives. This project forms part of the Town Centre renaissance programme which this year has seen the renovation of the Essoldo and SNAFU properties on High Street.

### **Culture and Leisure**

The overall programme spend in 2011/12 is expected to be £2.173m which includes the scheme to refurbish Wath library (£0.164m) in order to rationalise services currently delivered from Wath Neighbourhood Office at Wath Town Hall. In addition:

- Boston Castle has been restored from a derelict shell into a fully functional building at a cost of £1m. The work also includes the remodelling of the external courtyard into an amphitheatre which can be used for a variety of events.
- Shower facilities at Thrybergh Country Park are being refurbished at a cost of £0.140m. It is expected that this work will lead to increased use of the parks camping facilities and associated additional revenue income.
- Grant funding, mainly from WREN, has facilitated the provision of a new play area at Dun Street (£0.052m).

In future years, resources will be focussed on the renovation of the Civic Theatre which is required as a matter of urgency to enable continued use of the building for the next 10 years. The work, at a cost of £0.540m, will include structural remedial work, the removal of asbestos materials and partial re-building of the boundary wall.

### **Neighbourhoods and Adults Services Capital Programme 2011/12 to 2014/15**

The forecast spend for 2011/12 is £39.578m, an increase of £16.631m mainly due to the payment required to be made to Central Government (DCLG) (£15.188m) as part of the Housing Revenue Account (HRA) reform and move to self financing from 1 April 2012. In addition, there is an upward revision in the estimates for the Housing Communities Agency (HCA) New Build and Canklow Phase 1 & 2 projects. A copy of the full revised programme is attached to this report at Appendix 3.

**Adult Services** - The Service is now expecting to spend £0.734m in 2011/12 which will see the completion of alterations to the Addison Day Centre; the Cedar House project (designed to providing short-term accommodation for people experiencing a mental health crisis); and the refurbishment of Treefields Care Home. Spend has been re-profiled into 2012/13 principally for the Clifton Court Day Centre project where planned works have not progressed as expected.

In addition, expenditure is forecast to be incurred in refurbishing Clifton Court Day Centre, the redevelopment of Lord Hardy/Davies Court for the Older Peoples Mental Health Service and for the ongoing acquisition of assistive technology.

**Neighbourhoods** - For 2011/12 the Service is expected to spend £38.844m (including the £15.166m payment to DCLG under self financing) with a further £82.134m to be invested during the remaining period of the programme, including £23.534m in 2012/13. A copy of the full programme is attached to this report at Appendix 3.

### **Improving Council Housing & Housing Services**

In 2011/12, £11.571m will be spent on improvement works to properties. The notable investments are:

- 490 properties have had planned internal / external works completed. Work on an additional 355 properties is in progress.
- 181 major voids have been completed and re-let.
- 142 boilers and 10 central heating systems have been replaced with a further 15 in progress and work is ongoing to replace an estimated 2,000 defective Buderus boilers.
- Improvement works to the Vine Close district heating scheme have also been completed.

In 2012/13 the expected spend on refurbishing council dwellings is expected to rise to £11.1m. In addition, continued investment will be made to replace boilers, Central Heating systems and communal doors, as well as the testing for, and removal of, asbestos. Funding will also be made available for general structural and boundary work plus work to other communal areas.

Housing Services are investing in new ICT systems which will replace a variety of legacy housing systems, consolidating all housing related information and allowing for on-line citizen self-service.

## **Neighbourhood Regeneration & Renewal**

Maltby Transformational Change project (£0.120m) is progressing. It is anticipated that further spend will be incurred in demolishing the few remaining properties on the estate, on general site maintenance and relevant legal fees.

Originally the Dinnington Transformational Change project (£0.270m) was established to meet the cost of acquiring properties as part of the Gateways scheme which would demolish a dilapidated terrace of houses and provide street scene enhancements. In light of protracted negotiations over two of these properties, the plan has been amended to acquire only one property this year and the budget amended accordingly.

In a similar vein the Canklow Phase 1 and 2 projects were established to acquire properties designated for clearance. Advanced negotiations may see this year's anticipated investment (£0.515m) made, with an on going commitment (£1.460m) into future years.

The Bellows Road Service Centre Clearance scheme (£0.695m) is part of the scheme to redevelop the Rawmarsh High Street shopping centre. Negotiations between the main contractor and Tesco have been protracted which has led to a reassessment of the site. As a result the spend forecast for 2011/12 has been reduced, slipping the project into future years. In addition, further clearance works and the replacement of the sub-station are planned.

The Council has completed a development at Michael Croft, White Bear with Guinness Northern Counties HA and Lovells. As part of that investment it was agreed that the Council would fund enhancement works to boundary treatments to adjacent private dwellings. The cost of this part of the project, amounting to £0.059m, will come from Regional Housing Board monies.

New projects have been introduced for 2012/13. The Self Build Plots and Custom Build projects aim to provide four self build plots at Arundel Avenue, Treeton and provide match funding to bring four empty dwellings in the locality back into use at a total cost of £0.145m for the two projects. Also £0.100m will be spent on site preparation works for the former Henley's Garage site (Wellgate) so that it can be presented for development with a private sector partner.

## **Homes and Communities Agency (HCA) New Build**

The HCA New Build schemes currently in the capital programme have now been completed. Spend on these schemes will total £6.620m providing 132 new high quality Council houses, built across seven sites. These costs have been met from a combination of the New Build government funding stream (secured in earlier years) and unsupported borrowing.

## **Resources Capital Programme 2011/12 to 2014/15**

Overall the 2011/12 programme is expected to spend £36.261m with a further £5.345m to be invested in the ensuing three years. A copy of the full programme is attached to this report at Appendix 4.

### **Asset Management**

Rawmarsh Customer Service Centre is being built at a cost of £5.559m in 2011/12 which will incorporate a customer service centre, GPs surgery, a library, sports changing facilities and a community room.

Investment of £13.427m in 2011/12 in Riverside House allowing the Council to re-locate its staff from older buildings, which are no longer fit for purpose, and to rationalise its property portfolio whilst regenerating areas of the town centre.

The Ancillary Services Building project will see £1.500m spent this year on converting Bailey House to provide storage for the museum, corporate records and historical archives, the York & Lancaster Regimental Museum, a corporate print room, offices for Electoral Services and general storage areas.

### **ICT**

In 2011/12, £6.092m is forecast to be spent on developing and enhancing the Council's ICT infrastructure capability and resilience in line with its ICT Strategies and in supporting the introduction of high speed broadband access across the South Yorkshire region

Future years' investment activities primarily relate to the ongoing development and enhancement of the Council's ICT infrastructure which will see a further £5.3m invested over the next 3 years in accordance with the relative priorities highlighted in its ICT strategies.

### **Other Projects**

Investment of £2m has been made for the provision of a new mortuary and body storage facility for the Borough's coroner.

The Council has also provided loan facilities to Rotherham College of Art and Technology to improve learning facilities at its Town Centre campus, and to facilitate the redevelopment and future use of retail premises on the Town Centre, High Street. The cost of these loan facilities will be fully met by the respective borrower, at no cost to the Council Tax payer.



### 7.3 Funding of the Programme

The table shown below outlines the funding strategy associated with the schemes profiled above and detailed in the Appendices 1 to 4.

<b>Funding</b>	<b>2011/12 Revised Estimate</b>	<b>2012/13 Estimate</b>	<b>2013/14 Estimate</b>	<b>2014/15 Estimate</b>
	<b>£m</b>	<b>£m</b>	<b>£m</b>	<b>£m</b>
Grants & Contributions	28.459	34.219	22.290	10.943
Supported Borrowing	0.694	0.306	0.188	0
Unsupported Borrowing	58.223	6.266	3.745	1.745
Usable Capital Receipts	0.775	1.439	1.049	0.741
Major Repairs Allowance (HRA)	12.263	19.991	19.480	20.142
Revenue Contributions	1.848	1.192	8.667	7.485
<b>Total</b>	<b>102.262</b>	<b>63.413</b>	<b>55.419</b>	<b>41.056</b>

### 8. Financial Implications

These are contained within the body of this report. Any revenue implications from the revised programme have been fully reflected in the Council's latest 2011/12 outturn revenue forecast and its updated Medium Term Financial Strategy.

### 9. Risks & Uncertainties

The Capital Programme is funded through a number of sources: borrowing (both supported and unsupported), capital grants & contributions, revenue contributions and capital receipts. Any uncertainty over the funding of the Programme rests on confirmation that grants/contributions and capital receipts continue to be available in coming years. Where funding sources are volatile in nature the risks will be managed by continually keeping the programme under review.

### 10. Policy and Performance Agenda Implications

The preparation of the Medium Term Financial Strategy incorporating a profiled capital programme and the associated revenue consequences, together with regular monitoring, highlights the Council's commitment to sound financial management.

**11. Background Papers and Consultation**

- Capital Programme Outturn 2010/11 and Updated Estimates 2011/12 to 2013/14 Report.
- Project / Scheme monitoring reports
- Monitoring returns and budget setting details from Directorates.

**Contact Name: Andrew Bedford, Strategic Director of Resources, ext. 22002, [andrew.bedford@rotherham.gov.uk](mailto:andrew.bedford@rotherham.gov.uk)**

**CHILDREN AND YOUNG PEOPLE'S CAPITAL PROGRAMME 2011/12 - 2014/15**  
**FINANCIAL SUMMARY STATEMENT**

CAPITAL INVESTMENT	ESTIMATED SPEND AND FUNDING STATEMENT			
	2011/2012	2012/13	2013/14	2014/15
	£'000s	£'000s	£'000s	£'000s
<b>PRIMARY</b>				
HERRINGTHORPE PRIMARY	65			
ASTON FENCE TEMP CLASS REPLACEMENT	24			
SWINTON QUEEN NEW SCHOOL	800			
ANSTON PARK INFANT EXTENSION	1			
RAWMARSH MONKWOOD - EXTENSION	75			
MALTBY LILLEY HALL	90	4,000	410	62
MALTBY REDWOOD - FIRE ALARM	40			
MALTBY REDWOOD - SEN ADAPTATIONS	120			
THRYBERGH NEW KITCHEN	380			
WENTWORTH CE EXTENSION	431	11		
BLACKBURN KITCHEN - FLOORING	9			
REDSCOPE KITCHEN - FLOORING	13			
ROCKINGHAM KITCHEN - FLOORING	14			
THORNHILL PRIMARY EXTENSION	92	758	50	
KILNHURST ST THOMAS EXTRA CLASSROOM	0	120		
BRAMLEY SUNNYSIDE - CREATE CLASSROOM	33			
FLANDERWELL PRIMARY EXTENSION		100	790	10
WATH VICTORIA NEW SCHOOL		0	0	
SITWELL INFANTS NEW CLASSROOM		150		
KILNHURST PRIMARY KITCHEN		80		
<b>SECONDARY</b>				
SUPPORT TO SCHOOLS	200	100	100	100
ACCESS INITIATIVE	200	200	188	
MALTBY ACADEMY	150	6,428	4,523	
SWINTON COMP IMPROVEMENTS		1,550	150	
OAKWOOD COMP IMPROVEMENTS		200	1,700	
<b>SPECIAL</b>				
THE WILLOWS FLOOD DAMAGE	3			
<b>CITY LEARNING CENTRES</b>				
CLC RAWMARSH	200			
CLC WINTERHILL (OLD HALL)	180			
CLC WINTERHILL - EXTENSION	781			
<b>CAPITALISED MINOR ENHANCEMENTS</b>	4,515	2,920	2,850	2,650
<b>MAINTENANCE SCHEMES</b>				
RAWMARSH ASHWOOD KITCHEN	31			
SITWELL EXTRACTION	60			
<b>OTHER SCHEMES</b>				
DFCG	3,179	853	853	853
ORCHARD CENTRE REFURBISHMENT	7			
ORCHARD CENTRE CONVERSION	560	700		
CHATHAM VILLAS REFURBISHMENT	140			
RAWMARSH MONKWOOD ROOF	5			
PROPERTY ADAPTATIONS	50	50	50	50
MOBILE YOUTH SERVICE BUSES	365			
<b>CYPS CAPITAL PROGRAMME</b>	<b>12,813</b>	<b>18,220</b>	<b>11,664</b>	<b>3,725</b>

SOURCES OF FUNDING	2011/2012	2012/13	2013/14	2014/15
	£'000s	£'000s	£'000s	£'000s
SUPPORTED CAPITAL EXPENDITURE (REVENUE)	330	200	188	
GRANTS AND CONTRIBUTIONS	12,233	17,970	11,426	3,675
REVENUE CONTRIBUTION				
USABLE CAPITAL RECEIPTS				
PRUDENTIAL BORROWING	250	50	50	50
EARMARKED RESERVES				
MAJOR REPAIRS ALLOWANCE				
<b>CYPS CAPITAL PROGRAMME</b>	<b>12,813</b>	<b>18,220</b>	<b>11,664</b>	<b>3,725</b>

**EDS CULTURE AND LEISURE CAPITAL PROGRAMME 2011/12 - 2014/15**  
**FINANCIAL SUMMARY STATEMENT**

CAPITAL INVESTMENT	ESTIMATED SPEND AND FUNDING STATEMENT			
	2011/2012	2012/13	2013/14	2014/15
	£'000s	£'000s	£'000s	£'000s
MOWBRAY GARDENS LIBRARY	30			
MALTBY JOINT SERVICE CENTRE CAR PARK	87			
WHITE CITY LAUGHTON COMMON	44			
CLIFTON PARK-URBAN RESTORATION	411			
BOSTON PARK	1,000			
WHARF ROAD, KILNHURST	0	4		
ULLEY RESERVOIR REHABILITATION	92			
DUN STREET PLAY AREA	52			
WATH LIBRARY RE-WIRE	0			
WATH LIBRARY REFURBISHMENT	164			
THRYBERGH RESERVOIR STRATEGIC MAINTENANCE	95			
MALTBY LIBRARY - EXTERNAL WORKS	0			
DOVECOTE GALLERY AT CLIFTON PARK MUSEUM	0			
CATCLIFFE GLASS CONE	47			
THRYBERGH COUNTRY PARK - EXTENSION	0			
THRYBERGH COUNTRY PARK - SHOWERS REFURBISHMENT	140			
BRINSWORTH LIBRARY		500		
CIVIC THEATRE ESSENTIAL REFURBISHMENT	11			
CIVIC THEATRE RENOVATION		540		
<b>CULTURE AND LEISURE CAPITAL PROGRAMME</b>	<b>2,173</b>	<b>1,044</b>	<b>0</b>	<b>0</b>

SOURCES OF FUNDING	2011/2012	2012/13	2013/14	2014/15
	£'000s	£'000s	£'000s	£'000s
	SUPPORTED CAPITAL EXPENDITURE (REVENUE)			
GRANTS AND CONTRIBUTIONS	996	544		
REVENUE CONTRIBUTION	3			
USABLE CAPITAL RECEIPTS	209			
PRUDENTIAL BORROWING	965	500		
EARMARKED RESERVES				
MAJOR REPAIRS ALLOWANCE				
OVERPROGRAMMING C/FWD				
<b>CULTURE AND LEISURE CAPITAL PROGRAMME</b>	<b>2,173</b>	<b>1,044</b>	<b>0</b>	<b>0</b>

**EDS HIGHWAYS CAPITAL PROGRAMME 2011/12 to 2014/15**  
**FINANCIAL SUMMARY STATEMENT**

CAPITAL INVESTMENT	ESTIMATED SPEND AND FUNDING STATEMENT			
	2011/2012	2012/13	2013/14	2014/15
	£'000s	£'000s	£'000s	£'000s
A57 IMPROVEMENTS	0	7,094	4,706	
LTP INTEGRATED TRANSPORT BLOCK	1,894	1,746	1,460	1,460
LTP HIGHWAY MAINTENANCE	3,308	4,048	2,000	2,000
REPLACEMENT/UPGRADE STREET LIGHT	650	650	650	650
OTHER HIGHWAYS PROJECTS	1,687	1,465	3,210	3,060
<b>EDS HIGHWAYS CAPITAL PROGRAMME</b>	<b>7,539</b>	<b>15,003</b>	<b>12,026</b>	<b>7,170</b>

SOURCES OF FUNDING	2011/2012	2012/13	2013/14	2014/15
	£'000s	£'000s	£'000s	£'000s
	SUPPORTED CAPITAL EXPENDITURE (REVENUE)	109		
GRANTS AND CONTRIBUTIONS	5,780	12,353	9,376	6,520
REVENUE CONTRIBUTION				
USABLE CAPITAL RECEIPTS				
PRUDENTIAL BORROWING	1,650	2,650	2,650	650
EARMARKED RESERVES				
MAJOR REPAIRS ALLOWANCE				
OVERPROGRAMMING C/FWD				
<b>EDS HIGHWAYS CAPITAL PROGRAMME</b>	<b>7,539</b>	<b>15,003</b>	<b>12,026</b>	<b>7,170</b>

**EDS ECONOMIC REGENERATION CAPITAL PROGRAMME 2011/12 - 2014/15**  
**FINANCIAL SUMMARY STATEMENT**

CAPITAL INVESTMENT	ESTIMATED SPEND AND FUNDING STATEMENT			
	2011/2012	2012/13	2013/14	2014/15
	£'000s	£'000s	£'000s	£'000s
<b>MASTERPLAN</b>				
BROOKFIELD PARK LANDSCAPING - MANVERS	41	28	24	
ROTHERHAM TOWNSCAPE HERITAGE INITIATIVES	691	902		
ROTHERHAM TOWNSCAPE HERITAGE INITIATIVES - PUBLIC REALM, HIGH STREET	0			
ROTHERHAM CENTRAL STATION ENVIRONMENT	71	127		
<b>FLOOD ALLEVIATION</b>				
FLOOD ALLEVIATION SCHEME	0			
CHANNY BRIDGE FLOOD DEFENCE	739			
WHISTON BROOK	2	7		
PROPERTY LEVEL FLOOD PROTECTION - WHISTON	204			
HOLMES TAIL GOIT FLOOD ALLEVIATION WORKS	212			
PITHOUSE WEST CULVERT WORKS	100	200		
<b>MAGNA &amp; DINNINGTON BUSINESS INCUBATION CENTRES</b>				
MAGNA BUSINESS INCUBATION	86			
DINNINGTON BUSINESS INCUBATION CENTRE	6			
<b>WESTGATE DEMONSTRATOR PROJECT</b>				
SITE 5 CONSTRUCTION	46			
<b>ECONOMIC REGENERATION</b>				
MINSTER GARDENS PUBLIC REALM (ALL SAINTS)	286			
WETMOOR LANE, WATH FOOTPATH	4			
MARKET PLACE PUBLIC REALM	25			
CRINOLINE HOUSE DEMOLITION	337	113		
<b>EDS ECONOMIC REGENERATION CAPITAL PROGRAMME</b>	<b>2,850</b>	<b>1,377</b>	<b>24</b>	<b>0</b>

SOURCES OF FUNDING	2011/2012	2012/13	2013/14	2014/15
	£'000s	£'000s	£'000s	£'000s
	SUPPORTED CAPITAL EXPENDITURE (REVENUE)			
GRANTS AND CONTRIBUTIONS	1,189	764	24	
REVENUE CONTRIBUTION	357			
USABLE CAPITAL RECEIPTS				
PRUDENTIAL BORROWING	1,304	613		
EARMARKED RESERVES				
MAJOR REPAIRS ALLOWANCE				
OVERPROGRAMMING C/FWD				
<b>EDS ECONOMIC REGENERATION CAPITAL PROGRAMME</b>	<b>2,850</b>	<b>1,377</b>	<b>24</b>	<b>0</b>

**EDS - OTHER CAPITAL PROGRAMMES 2011/12 - 2014/15**  
**FINANCIAL SUMMARY STATEMENT**

CAPITAL INVESTMENT	ESTIMATED SPEND AND FUNDING STATEMENT			
	2011/2012	2012/13	2013/14	2014/15
	£'000s	£'000s	£'000s	£'000s
<b>WASTE MANAGEMENT</b>				
PFI RESIDUAL WASTE FACILITY	480			
RECYCLING BANKS/BINS FOR HOME WASTE RECYCLING	16			
<b>MINOR STRATEGIC</b>				
HIGHTHORNE ROAD BARRIER	25			
ASSET INFORMATION DEVELOPMENT	20			
RAWMARSH HIGHWAYS DRAINAGE & GRID RENEWAL	1			
HEPWORTH DRIVE, ASTON	46	6		
MASON AVENUE, ASTON	15	12		
BOOTS FOUNTAIN	40			
<b>MAINTENANCE INVESTMENT</b>				
CENTENARY MARKETS ALARM SYSTEM	66			
<b>ROTHERHAM ECONOMIC REGENERATION FUND</b>				
TOWN CENTRE BUSINESS VITALITY SCHEME-PRIVATE PROPERTIES	89			
TOWN CENTRE BUSINESS VITALITY SCHEME-RMBC PROPERTIES	72			
<b>GATEWAYS</b>				
GATEWAYS (ADF'S) KNOLLBECK LANE, BRAMPTON BIERLOW	0			
GATEWAYS (ADF) RYTON ROAD, NORTH ANSTON	63			
GATEWAYS (ADF) TICKHILL ROAD, MALTBY	0			
GATEWAYS (ADF) LAUGHTON ROAD, DINNINGTON	115			
<b>EDS - OTHER CAPITAL PROGRAMMES</b>	<b>1,048</b>	<b>18</b>		

SOURCES OF FUNDING	2011/2012	2012/13	2013/14	2014/15
	£'000s	£'000s	£'000s	£'000s
	SUPPORTED CAPITAL EXPENDITURE (REVENUE)			
GRANTS AND CONTRIBUTIONS	194			
REVENUE CONTRIBUTION				
USABLE CAPITAL RECEIPTS	25			
PRUDENTIAL BORROWING	829	18		
EARMARKED RESERVES				
MAJOR REPAIRS ALLOWANCE				
OVERPROGRAMMING C/FWD				
<b>EDS - OTHER CAPITAL PROGRAMMES</b>	<b>1,048</b>	<b>18</b>		

**SUMMARY EDS CAPITAL PROGRAMME 2011/12 - 2014/15**

	2011/2012	2012/13	2013/14	2014/15
	£'000s	£'000s	£'000s	£'000s
TOTAL EDS EXPENDITURE	13,610	17,442	12,050	7,170

SOURCES OF FUNDING	2011/2012	2012/13	2013/14	2014/15
	£'000s	£'000s	£'000s	£'000s
SUPPORTED CAPITAL EXPENDITURE (REVENUE)	109			
GRANTS AND CONTRIBUTIONS	8,159	13,661	9,400	6,520
REVENUE CONTRIBUTION	360			
USABLE CAPITAL RECEIPTS	234			
PRUDENTIAL BORROWING	4,748	3,781	2,650	650
EARMARKED RESERVES				
MAJOR REPAIRS ALLOWANCE				
<b>EDS CAPITAL PROGRAMME</b>	<b>13,610</b>	<b>17,442</b>	<b>12,050</b>	<b>7,170</b>



**NEIGHBOURHOODS & ADULT SERVICES CAPITAL PROGRAMME 2011/12 - 2014/15**  
**FINANCIAL SUMMARY STATEMENT**

CAPITAL INVESTMENT	ESTIMATED SPEND AND FUNDING STATEMENT			
	2011/2012 £'000s	2012/13 £'000s	2013/14 £'000s	2014/15 £'000s
<b>ADULT SERVICES</b>				
ADULT'S MODERNISATION STRATEGY - 2 NEW 60 BED RESIDENTIAL CARE HOMES				
ASSISTIVE TECHNOLOGY (PCT)	32			
ADDISON DAY CENTRE/PARKHILL LODGE				
SUPPORTED LIVING	9			
ADDISON DAY CENTRE ALTERATIONS				
ADDISON DAY CENTRE ALTERATIONS - PHASE 3				
CEDAR HOUSE				
MENTAL HEALTH SUPPORTED CAPITAL EXPENDITURE	255	106		
SOCIAL CARE IT INFRASTRUCTURE CAPITAL GRANT	138			
ADULT SOCIAL SERVICES SINGLE CAPITAL POT	200	190		
MENTAL HEALTH SINGLE CAPITAL POT		353		
TREEFIELDS REFURBISHMENT				
TRANSFORMATION IN ADULT SOCIAL CARE CAPITAL GRANT	100	73		
NEW PERSONAL SOCIAL SERVICES CAPITAL ALLOCATION		700	716	
<b>IMPROVING COUNCIL HOUSING &amp; HOUSING SERVICES</b>				
REFURBISHMENT	4,286	11,114	16,969	16,506
REPLACEMENT WINDOWS	500	290	440	440
ENVIRONMENTAL WORKS	500	500	1,500	1,500
DECENT HOMES VOID PROGRAMME	1,500	1,588	1,675	1,767
REPLACEMENT OF CENTRAL HEATING	500	500	500	500
ELECTRICAL BOARD & BOND	60	140	148	148
REPLACEMENT OF BOILERS	0	420	420	420
REPLACEMENT OF COMMUNAL DOORS (HIGH SECURITY)	300	300	300	303
COMMUNITY CENTRE IMPROVEMENTS (5 YR PROGRAMME)	150	250	150	150
LIFT REPLACEMENT - BEEVERSLEIGH	80			
COMMUNAL AERIAL REPLACEMENT (DIGITAL UPGRADE)	10	10	10	10
ASBESTOS TESTING	0	270	100	100
ASBESTOS REMOVAL	82	100	100	100
FLAT DOOR REPLACEMENT	500	522	500	500
DISTRICT HEATING CONVERSIONS	400	300	200	200
COMMUNAL HALLWAYS INVESTMENT	0	100	100	100
ONE-OFF PROPERTIES	300	300	350	350
BOUNDARY WALL TREATMENTS			200	200
GENERAL STRUCTURES	0	150	150	150
EPC IMPROVEMENTS	405	410	475	475
ENERGY PERFORMANCE CERTIFICATES	75			
NEW IT SYSTEMS	0	550	250	
NON-TRADITIONAL INVESTMENT	1,923	1,289	1,400	1,400
HRA REFORM	15,188			
<b>FAIR ACCESS TO ALL</b>				
DISABLED FACILITIES GRANT (PRIVATE SECTOR)	1,739	1,060	1,039	1,039
DISABLED ADAPTATIONS (PUBLIC SECTOR)	1,600	1,650	1,780	1,878
<b>NEIGHBOURHOOD REGENERATION &amp; RENEWAL</b>				
HOME ASSISTANCE LOANS	31			
MALTBY TRANSFORMATIONAL CHANGE	70	50		
DINNINGTON TRANSFORMATIONAL CHANGE	30	240		
PRIVATE SECTOR INTERVENTION	60			
CANKLOW PHASE 1 & 2	515	560	450	450
BELLOWS ROAD SERVICE CENTRE CLEARANCE	80	307	308	
SHIP INN DEMOLITION	95			
OCCUPATION ROAD CLEARANCE PROJECT	5	45		
WHITE BEAR, WATH	59			
ALLEY GATING SCHEMES	32			
SHELTERED HOUSING MODIFICATIONS	207			
GARAGE SITE INVESTMENT	200	200	200	200
SELF BUILD PLOTS - TREETON	0	80		
CUSTOM BUILD - PILOT PROJECT	0	65		
HENLEY SITE DEVELOPMENT	0	100		
<b>HOMES &amp; COMMUNITIES AGENCY NEW BUILD</b>				
WOOD STREET/SCHOOL STREET PHASE 1	544			
NEWLAND AVE/STONE PARK CL/ALBERT RD PHASE 2	1,461			
ALBANY ROAD/ROTHERVIEW RD PHASE 3	3,979			
WHITEHILL ROAD, BRINSWORTH PHASE 4	636			
<b>NEIGHBOURHOODS IMPROVEMENTS NON-HIP PROGRAMME</b>				
AIR QUALITY GRANT	10	13		
AIR QUALITY EQUIPMENT/SOFTWARE	16	14		
LANDFILL SITES	716	47		
<b>NEIGHBOURHOODS &amp; ADULT SERVICES CAPITAL PROGRAMME</b>	<b>39,578</b>	<b>24,956</b>	<b>30,430</b>	<b>28,886</b>

SOURCES OF FUNDING	2011/2012	2012/13	2013/14	2014/15
	£'000s	£'000s	£'000s	£'000s
SUPPORTED CAPITAL EXPENDITURE (REVENUE)	255	106		
GRANTS AND CONTRIBUTIONS	4,538	2,411	1,464	748
REVENUE CONTRIBUTION	1,258	962	8,437	7,255
USABLE CAPITAL RECEIPTS	541	1,439	1,049	741
PRUDENTIAL BORROWING	20,723	47		
EARMARKED RESERVES				
MAJOR REPAIRS ALLOWANCE	12,263	19,991	19,480	20,142
<b>NEIGHBOURHOODS &amp; ADULT SERVICES CAPITAL PROGRAMME</b>	<b>39,578</b>	<b>24,956</b>	<b>30,430</b>	<b>28,886</b>

**RESOURCES CAPITAL PROGRAMME 2011/12 -2014/15**  
**FINANCIAL SUMMARY STATEMENT**

CAPITAL INVESTMENT	ESTIMATED SPEND AND FUNDING STATEMENT			
	2011/2012	2012/13	2013/14	2014/15
	£'000s	£'000s	£'000s	£'000s
<b>ASSET MANAGEMENT</b>				
RAWMARSH CSC	5,559			
TOWN CENTRE DESIGN WORK	191			
RIVERSIDE HOUSE	13,427			
ACCESS IMPROVEMENT PROGRAMME	14			
DONCASTER GATE PROCUREMENT/CAPITAL	12			
GUEST AND CHRIMES SITE	27			
ANCILLARY SERVICES BUILDING	1,500			
<b>ICT</b>				
ICT STRATEGY	807	346		
ICT STRATEGY (2)	2,355	1,749	575	575
ICT REFRESH	750	700	700	700
DEFINE WEB STRATEGY	64			
DIGITAL REGION - SUPERFAST BROADBAND	2,134			
<b>OTHER PROJECTS</b>				
CAPITALISED REDUNDANCY COSTS	1,671			
NEW MORTUARY BUILDING & FACILITIES	2,000			
RCAT LOAN FACILITY	5,000			
HIGH STREET REDEVELOPMENT LOAN	750			
<b>RESOURCES CAPITAL PROGRAMME</b>	<b>36,261</b>	<b>2,795</b>	<b>1,275</b>	<b>1,275</b>

SOURCES OF FUNDING	2011/2012	2012/13	2013/14	2014/15
	£'000s	£'000s	£'000s	£'000s
	SUPPORTED CAPITAL EXPENDITURE (REVENUE)			
GRANTS AND CONTRIBUTIONS	3,529	177		
REVENUE CONTRIBUTION	230	230	230	230
USABLE CAPITAL RECEIPTS				
PRUDENTIAL BORROWING	32,502	2,388	1,045	1,045
EARMARKED RESERVES				
MAJOR REPAIRS ALLOWANCE				
<b>RESOURCES CAPITAL PROGRAMME</b>	<b>36,261</b>	<b>2,795</b>	<b>1,275</b>	<b>1,275</b>

<b>ROTHERHAM BOROUGH COUNCIL – REPORT TO MEMBERS</b>
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<b>1.</b>	<b>Meeting:</b>	<b>Cabinet</b>
<b>2.</b>	<b>Date:</b>	<b>22nd February 2012</b>
<b>3.</b>	<b>Title:</b>	<b>Prudential Indicators and Treasury Management and Investment Strategy 2012/13 to 2014/15</b>
<b>4.</b>	<b>Directorate:</b>	<b>Resources</b>

### **5. Summary**

In accordance with the Prudential Code for Capital Finance, the Secretary of State's Guidance on Local Government Investments, the CIPFA Code of Practice for Treasury Management in Local Authorities and with Council policy, the Strategic Director of Resources is required, prior to the commencement of each financial year to seek the approval of the Council to the following:

- i. The Prudential Indicators and Limits for 2012/13 to 2014/15 (Appendix A)
- ii. A Minimum Revenue Provision (MRP) Statement which sets out the Council's policy on MRP (Appendix A)
- iii. An Annual Treasury Management Strategy in accordance with the CIPFA Code of Practice on Treasury Management including the Authorised Limit (Appendix B)
- iv. An Investment Strategy in accordance with the CLG investment guidance (Appendix B)

### **6. Recommendations**

**Cabinet is asked to recommend Council to:**

- 1. Approve the adoption of the updated Treasury Management Code of Practice**
- 2. Approve the prudential indicators and limits for 2012/13 to 2014/15 contained in Appendix A to the report**
- 3. Approve the Minimum Revenue Provision Statement contained in Appendix A which sets out the Council's policy on MRP**
- 4. Approve the Treasury Management Strategy for 2012/13 to 2014/15 and the Authorised Limit Prudential Indicator (Appendix B)**
- 5. Approve the Investment Strategy for 2012/13 to 2014/15 (Appendix B – Section (e) and Annex B1)**

## **7. Proposals and Details**

The Strategic Director of Resources has delegated authority to carry out treasury management activities on behalf of the Council. This report is produced in order to comply with the CIPFA Code of Practice for Treasury Management in Local Authorities, the CIPFA Prudential Code for Capital Finance in Local Authorities and the CLG Investment Guidance.

The Council's 2011/12 Treasury Management Strategy was approved by Council on 2 March 2011, whilst a Mid Year report which updated the 2011/12 approved indicators was approved by Council on 14 December 2011. This report updates the currently approved indicators for the period 2011/12 to 2013/14 and introduces new indicators for 2014/15.

The Strategy was drawn up in association with the Council's treasury management advisors, Sector Treasury Services Ltd, part of The Capita Group plc.

### **7.1 Background**

During 2009 three key documents were published, the first two of which resulted in the main from the impact of the Icelandic banking issues:

- the Audit Commission report 'Risk and Return',
- the CLG Select Committee report on local authority investments; and,
- CIPFA's revised Prudential Code.

In addition CIPFA fully revised its guidance on Treasury Management and published the following two documents towards the end of 2009:

- Treasury Management in the Public Services – Code of Practice and Cross-Sectoral Guidance Notes; and,
- Treasury Management in the Public Services – Guidance Notes for Local Authorities including Police Authorities and Fire Authorities

In March 2010 CLG confirmed changes to the Capital Finance system which included revisions to CLG's Investment Guidance. These were in line with the outcomes from the publications & reports issued (and referred to above) and take account of the changes to CIPFA's Code of Practice and Guidance Notes.

During 2011 CIPFA published updates to the Treasury Management Code of Practice, the Treasury Management Guidance Notes and the Prudential Code. These incorporated minor revisions to the previous guidance.

This report is fully reflective of the changes to guidance issued by CIPFA and the CLG.

### **7.2. Review of the Currently Approved Investment Strategy**

Following the events of October 2008 and in light of the current and on-going economic & financial climate, the Strategic Director of Resources took a series of actions to evaluate the Council's Investment Strategy and manage the treasury management function.

The Council's investment policy's continuing primary governing principle is the **security** of its investments, although yield or return on investments is also a consideration.

The revised operational guidelines enhanced the weighting towards 'security' even further at the expense of yield or return. Although seeking to minimise investment default risk, it does not eliminate it. Eliminating risk altogether is only possible if the Council only invested any surplus funds with the Bank of England's Debt Management Office (DMO).

These actions were reinforced within the currently approved strategy whereby the criteria for choosing counterparties were tightened. We continue to operate the treasury management guidelines well within the boundaries set by the approved selection criteria so as to minimise the risks inherent in operating a treasury management function during volatile and adverse economic and financial conditions. To this end, the Council has continued to invest any surplus funds primarily with the Bank of England's Debt Management Office.

In addition, investment levels over the last 12 months remain low as market conditions still dictate that it continues to be prudent to defer borrowing plans and to fund on-going capital commitments through the use of the Council's internal cash-backed resources.

Actual returns on investment opportunities remain subdued when compared to previous years but have been effectively and prudently managed by significantly reducing expected capital financing costs by delaying borrowing plans. This has enabled the Council to stay within its capital financing budget cash limit. This is a significant achievement given the difficult economic and financial conditions prevailing throughout the current financial year.

### **Counterparty List**

At the present time the Council's counterparty list for investments uses the following criteria:

	Fitch	Moody's	Standard & Poor's	Money Limit	Time Limit
Upper Limit Category	F1+/AA-	P-1/Aa3	A-1+/AA-	£20m	5years
Middle Limit Category	F1/A-	P-1/A3	A-1/A-	£10m	364 days
Lower Limit Category *	All Building Soc's ranked 1 to 10 All Building Soc's ranked 11 to 20			£5m £1m	6 months 3 months
Debt Management Office	-	-	-	Unlimited **	6 months
Money Market Funds ***	-	-	-	£20m	n/a
UK Single Tier & County Councils	-	-	-	£20m	5 years
Council's Bank (Co-op)	-	-	-	£10m	364 days

The above money limits are exclusive of bank balances held by schools

\* Based on maximum of 20% of the investment portfolio

\*\* Provides maximum flexibility

\*\*\* Based on maximum of 20% of the investment portfolio

**Taking into account the current market conditions and future economic and financial outlook, whilst retaining sufficient flexibility to react to changing market conditions, it is proposed to retain the currently approved criteria.**

In essence, the counterparty list provides the Council with the opportunity to maximise security of any invested funds by allowing all funds to be placed with the DMO and UK Single Tier and County Councils and reducing the maximum level and time of investments that can be placed with financial institutions that do not meet all the upper limit credit rating criteria

### **7.3 Prudential Indicators**

#### **7.3.1 Capital Expenditure, Capital Financing Requirement & Affordability**

The Prudential Indicators submitted for approval are summarised as:

	<b>2011/12 Revised</b>	<b>2012/13 Estimated</b>	<b>2013/14 Estimated</b>	<b>2014/15 Estimated</b>
Capital Expenditure	£102.262m	£63.413m	£55.419m	£41.056m
Capital financing requirement	£771.807m	£766.450m	£758.211m	£747.779m
Authorised limit for external debt (RMBC)	£790.334m	£778.405m	£766.253m	£754.096m
Operational boundary for external debt (RMBC)	£660.661m	£672.666m	£702.303m	£729.741m
Authorised limit for external debt (Former SYCC)	£100.000m	£100.000m	£100.000m	£100.000m
Operational boundary for external debt (Former SYCC)	£96.412m	£96.412m	£96.412m	£96.412m
Ratio of financing costs to net revenue stream – Non HRA	9.20%	9.74%	10.07%	10.50%
Ratio of financing costs to net revenue stream – HRA	13.98%	18.81%	18.64%	17.51%
Incremental impact of capital investment decisions on the Band D Council Tax	£25.34	£24.50	£1.88	-£0.07
Incremental impact of capital investment decisions on housing rents levels	£0.00	£0.00	£0.00	£0.00

It should be noted that only schemes in the Council's approved capital programme are included in the indicators as listed and that there may be further schemes pending approval. Any additional approvals will normally have to be funded from unsupported borrowing as all identified available resources have been allocated. This would impact on the prudential indicators above.

It should further be noted that the impact on Band D Council Tax, as shown in the table above, indicates the impact of the Council's capital investment plans as already budgeted for within the proposed Budget for 2012/13 and the Council's Medium Term Financial Strategy, **and does not indicate additional requirements of Rotherham council tax payers.**

### 7.3.2 Treasury Management Prudential Indicators and Limits on Activity

There are four treasury prudential indicators, the purpose of which is to contain the activity of the treasury function within certain limits, thereby managing risk and reducing the impact of an adverse movement in interest rates. The indicators submitted for approval are shown below.

The limits for interest rate exposures are consistent with those approved within the Mid Year report on the 2011/12 Strategy; in line with the requirements of the new Code the maturity structure detail has been updated and extended; and the investment limits beyond 364 days have been maintained to reflect the continued investment strategy.

RMBC	2012/13	2013/14	2014/15
<b>Interest rate Exposures</b>			
	<b>Upper</b>	<b>Upper</b>	<b>Upper</b>
<b>Limits on fixed interest rate debt based on fixed net debt</b>	100%	100%	100%
<b>Limits on variable interest rate debt based on variable net debt</b>	30%	30%	30%

<b>RMBC Maturity Structure of fixed interest rate borrowing 2012/13</b>		
	<b>Lower</b>	<b>Upper</b>
Under 12 months	0%	35%
12 months to 2 years	0%	35%
2 years to 5 years	0%	40%
5 years to 10 years	0%	40%
10 years to 20 years	0%	45%
20 years to 30 years	0%	50%
30 years to 40 years	0%	50%
40 years to 50 years	0%	55%
50 years and above	0%	60%

<b>RMBC Maximum Funds invested &gt; 364 days</b>			
	1 to 2 years	2 to 3 years	3 to 5 years
Funds invested > 364 days	£m	£m	£m
	10	8	6

Former SYCC	2012/13	2013/14	2014/15
<b>Interest Rate Exposures</b>			
	<b>Upper</b>	<b>Upper</b>	<b>Upper</b>
<b>Limits on fixed interest rates based on net debt</b>	100%	100%	100%
<b>Limits on variable interest rates based on net debt</b>	30%	30%	30%

<b>Maturity Structure of fixed interest rate borrowing 2012/13</b>		
	<b>Lower</b>	<b>Upper</b>
Under 12 months	0%	50%
12 months to 2 years	0%	70%
2 years to 5 years	0%	100%
5 years to 10 years	0%	100%

#### **7.4 Minimum Revenue Provision Policy**

Communities & Local Government Regulations require Full Council to approve a Minimum Revenue Provision Statement in advance of each financial year. The policy put forward for approval is set out in section 16 of Appendix A.

#### **8. Finance**

Treasury Management forms an integral part of the Council's overall financial arrangements.

The assumptions supporting the capital financing budget for 2012/13 and for the future years covered by the MTFS of the Council have been reviewed in light of the current economic and financial conditions and the revised future years' capital programme.

The proposed Treasury Management and Investment Strategy is not forecasted to have any further revenue consequences than those identified and planned for in both the Council's 2012/13 Revenue Budget and approved MTFS.

#### **9. Risks and Uncertainties**

The proposed Treasury Management and Investment Strategy seeks to minimise the risks inherent in operating a Treasury Management function during these difficult economic and financial conditions.

Operational Treasury Management guidelines will continue to be kept in place and reviewed to ensure they are appropriate given the circumstances faced, supported by regular monitoring to ensure that any risks and uncertainties are addressed at an early stage and hence kept to a minimum.



## **10. Policy and Performance Agenda Implications**

Effective Treasury Management will assist in delivering the Councils' policy and performance agenda.

## **11. Background Papers and Consultation**

Audit Committee – 16 February & 19 October 2011, 15 February 2012

Cabinet – 23 February & 9 November 2011

Council – 2 March & 14 December 2011

CIPFA – The Prudential Code for Capital Finance in Local Authorities

CIPFA – Treasury Management in the Public Services – Code of Practice and Cross-Sectoral Guidance Notes

CIPFA – Treasury Management in the Public Services – Guidance Notes for Local Authorities including Police Authorities and Fire Authorities

CLG Investment Guidance – March 2010

The Local Government Act 2003

**Contact Name:** Derek Gaffney, Chief Accountant  
ext. 7422005 or 22005, [derek.gaffney@rotherham.gov.uk](mailto:derek.gaffney@rotherham.gov.uk)

## **PRUDENTIAL INDICATORS 2012/13 TO 2014/15**

### **Introduction**

1. The Local Government Act 2003 requires the Council to adopt the CIPFA Prudential Code and prepare and publish prudential indicators. Each indicator either summarises the expected activity or introduces limits upon the activity, and reflects the underlying capital programme. This report updates currently approved indicators and introduces new indicators for 2014/15.
2. Within this overall prudential framework there is a clear impact on the Council's treasury management activity, either through borrowing or investment activity. As a consequence the Treasury Management Strategy for 2012/13 to 2014/15 is included as Appendix B to complement these indicators. Some of the prudential indicators are shown in the Treasury Management Strategy to aid understanding.

### **The Capital Expenditure Plans**

3. The Council's capital expenditure plans are summarised below and this forms the first of the prudential indicators. A certain level of capital expenditure is grant supported by the Government; any decisions by the Council to spend above this level will be considered unsupported capital expenditure. This unsupported capital expenditure needs to have regard to:
  - Service objectives (e.g. strategic planning);
  - Stewardship of assets (e.g. asset management planning);
  - Value for money (e.g. option appraisal)
  - Prudence and sustainability (e.g. implications for external borrowing and whole life costing);
  - Affordability (e.g. implications for the council tax and rents)
  - Practicality (e.g. the achievability of the forward plan).
4. The revenue consequences of capital expenditure, particularly the unsupported expenditure, will need to be paid for from the Council's own revenue resources.
5. This capital expenditure can be paid for immediately (by applying capital resources such as capital receipts, capital grants etc., or revenue resources), but if these resources are insufficient any residual expenditure will add to the Council's borrowing need.

6. The key risks to the plans are that the level of Government support has been estimated and is therefore subject to change. Similarly some of estimates for other sources of funding, such as capital receipts, may also be subject to change over this timescale. For example, anticipated asset sales resulting from the Council's on-going asset rationalisation programme may be deferred due to the on-going impact of the current economic & financial conditions on the property market.
7. A key issue facing the Council is the impact of planned HRA reform. This would essentially end the impact of the housing subsidy system and will see the HRA standing alone on a self-financing basis. The legislation has yet to be enacted, but the Council will need to approve revised limits in expectation of the reform going ahead.
8. The Council currently pays into the HRA subsidy system (the Council receives negative subsidy), and in order to stop future payments from 1 April 2012 the Council is required to pay CLG £15.188m. This payment is capital expenditure, funded by HRA debt, and so the prudential indicators have been adjusted to reflect this change. The actual payment will be made on 28 March 2012 and so the indicators will take immediate effect from the approval of these limits by the Council.
9. The Council is asked to approve the summary capital expenditure projections below. This forms the first prudential indicator:

	2011/12 Revised £m	2012/13 Estimated £m	2013/14 Estimated £m	2014/15 Estimated £m
Children & Young People's Services	12.813	18.220	11.664	3.725
Env & Dev Services	13.610	17.442	12.050	7.170
Neighbourhoods & Adult Services – Non HRA	4.192	3.758	2.513	1.489
Resources	36.261	2.795	1.275	1.275
<b>Total Non-HRA</b>	<b>66.876</b>	<b>42.215</b>	<b>27.502</b>	<b>13.659</b>
HRA existing	20.198	21.198	27.917	27.397
HRA settlement	15.188	0.000	0.000	0.000
<b>Total HRA</b>	<b>35.386</b>	<b>21.198</b>	<b>27.917</b>	<b>27.397</b>
<b>Total expenditure</b>	<b>102.262</b>	<b>63.413</b>	<b>55.419</b>	<b>41.056</b>
Capital receipts	0.775	1.439	1.049	0.741
Capital grants, capital contributions & sources other capital funding	42.570	55.402	50.437	38.570
<b>Total financing</b>	<b>43.345</b>	<b>56.841</b>	<b>51.486</b>	<b>39.311</b>
<b>Net financing need for the year</b>	<b>58.917</b>	<b>6.572</b>	<b>3.933</b>	<b>1.745</b>

10. Other long term liabilities - the above financing need excludes other long-term liabilities, such as PFI and leasing arrangements which already include borrowing instruments.

### **The Capital Financing Requirement (the Council's Borrowing Need)**

11. The second prudential indicator is the Council's Capital Financing Requirement (CFR). The CFR is simply the total outstanding capital expenditure which has not yet been paid for from either revenue or capital resources. It is essentially a measure of the Council's underlying borrowing need. The capital expenditure above which has not immediately been paid for will increase the CFR.
12. Following accounting changes the CFR includes any other long term liabilities (e.g. PFI schemes) brought onto the balance sheet. Whilst this increases the CFR, and therefore the Council's borrowing requirement, these types of scheme include a "borrowing facility" and so the Council is not required to separately borrow for this scheme. The Council currently has £142.141m within the CFR in respect of such schemes.
13. The projections for the CFR are also inclusive of the impact of the HRA reform and the requirement to pay CLG in March 2012.
14. The Council is asked to approve the CFR projections below:

	<b>2011/12 Revised £m</b>	<b>2012/13 Estimated £m</b>	<b>2013/14 Estimated £m</b>	<b>2014/15 Estimated £m</b>
CFR – General Fund	467.828	462.471	454.232	443.800
CFR – HRA	288.791	303.979	303.979	303.979
HRA Settlement	15.188	0.000	0.000	0.000
<b>Total CFR</b>	<b>771.807</b>	<b>766.450</b>	<b>758.211</b>	<b>747.779</b>
<b>Movement in CFR</b>	<b>78.306</b>	<b>-5.357</b>	<b>-8.239</b>	<b>-10.432</b>
<b>Movement in CFR represented by:</b>				
Net financing need for the year (above)	43.729	6.572	3.933	1.745
HRA Settlement	15.188	0.000	0.000	0.000
<b>Less</b> General Fund MRP/VRP and other financing movements	-19.389	11.929	12.172	12.177
<b>Movement in CFR</b>	<b>78.306</b>	<b>-5.357</b>	<b>-8.239</b>	<b>-10.432</b>

### **MRP Policy Statement**

15. The Council is required to pay off an element of the accumulated General Fund capital spend each year through a revenue charge (the Minimum Revenue Provision - MRP). In addition, it is also allowed to make additional voluntary payments (VRP) where it is prudent to do so.
16. CLG Regulations require Full Council to approve an MRP Statement in advance of each year. Detailed rules have been replaced by a single duty to charge an amount of MRP which the Council considers 'prudent'. The Strategic Director of Resources will, where it is prudent to do so, use discretion to review the overall financing of the capital programme and the opportunities afforded by the regulations to maximise the benefit to the Council whilst ensuring it meets its duty to charge a 'prudent' provision. To provide maximum flexibility into the future the recommended MRP policy has been amended to include the use of the annuity method in addition equal instalments method.

The Council is recommended to approve the following MRP policy in relation to the charge for the 2012/13 financial year and amend the existing policy for 2011/12:

- (a) The MRP charge in relation to borrowing for capital expenditure incurred prior to 2007/08 will be unaffected by the regulations;
  - (b) The MRP charge in relation to capital expenditure incurred since 2007/08 where the expenditure is funded by both supported and unsupported borrowing will be calculated using the expected useful life of the asset at the point the asset is brought into use. The calculation of the provision will be either the annuity method or the equal instalments method depending on which is most appropriate; and
  - (c) The MRP charge in relation to capital expenditure incurred since 2007/08 where the expenditure is funded by a 'capitalisation directive' (e.g. equal pay) will be calculated on the basis of the specified period(s) set down within the regulations. The calculation of the provision will be either the annuity method or the equal instalments method depending on which is most appropriate.
17. No MRP charge is currently required for the HRA. With the move to self-financing, the HRA will be required to charge depreciation on its assets, which will be a revenue charge. To alleviate the impact of this charge falling on the tenants, new HRA regulations will allow the Major Repairs Allowance to be used as a proxy for depreciation for the first five years.
  18. Repayments included in annual PFI or finance leases are applied as MRP.

### **Affordability Prudential Indicators**

19. The previous sections cover those prudential indicators that are used to monitor the impact the capital programme has on the Council's borrowing position.

20. Within this framework prudential indicators are used to assess the affordability of the capital investment plans. Further indicators are used to provide an indication of the impact the capital programme has on the overall Council's finances. The Council is asked to approve the following indicators.
21. **Actual and Estimates of the ratio of financing costs to net revenue stream** – This indicator identifies the trend in the cost of capital (borrowing and other long term obligation costs net of investment income) against the net revenue stream of the Council. The trend reflects the Council's prioritisation of its capital investment plans.
22. The estimates of financing costs include all current commitments, the proposals contained in the proposed 2012/13 Revenue Budget and updated future years' Capital Programme.

<b>Ratio of financing costs to Net Revenue Stream</b>				
	<b>2011/12 Revised %</b>	<b>2012/13 Estimated %</b>	<b>2013/14 Estimated %</b>	<b>2014/15 Estimated %</b>
Non-HRA	9.20	9.74	10.07	10.50
HRA (inclusive of settlement)	13.98	18.81	18.64	17.51

23. **Estimates of the incremental impact of capital investment decisions on the Council Tax** – This indicator identifies the revenue costs associated with proposed changes to the capital programme compared to the Council's existing commitments and current plans.

Only schemes in the Council's approved capital programme are included in the indicators and there may be further schemes pending approval. Any additional approvals will normally have to be funded from unsupported borrowing as all identified available resources have been allocated. This would impact on the prudential indicators above.

The impact on Band D Council Tax, as shown in the table below, indicates the impact of the Council's capital investment plans as already budgeted for within the proposed Budget for 2012/13 and the Council's Medium Term Financial Strategy, and does not indicate additional requirements of Rotherham council tax payers.

<b>Incremental impact of capital investment decisions on the Band D Council Tax</b>				
	<b>Revised 2011/12 £</b>	<b>Proposed Budget 2012/13 £</b>	<b>Projection 2013/14 £</b>	<b>Projection 2014/15 £</b>
<b>Council Tax – Band D</b>	25.34	24.50	1.88	-0.07

For each financial year the impact at Band A is £16.89, £16.33, £1.25 and -£0.05 respectively.

24. **Estimates of the incremental impact of capital investment decisions on Housing Rent levels** – Similar to the Council tax calculation, this indicator identifies the revenue cost of proposed changes in the housing capital programme compared to the Council's existing approved commitments and current plans expressed in terms of the impact on weekly rent levels.

<b>Incremental impact of capital investment decisions on the Housing Rent levels</b>				
	<b>Revised 2011/12 £</b>	<b>Proposed Budget 2012/13 £</b>	<b>Projection 2013/14 £</b>	<b>Projection 2014/15 £</b>
<b>Weekly Housing Rent levels</b>	0.00	0.00	0.00	0.00

**TREASURY MANAGEMENT STRATEGY 2012/13 – 2014/15**

1. Treasury Management is an important part of the overall financial management of the Council's affairs. The prudential indicators in Appendix A consider the affordability and impact of capital expenditure decisions, and set out the Council's overall capital framework. The Treasury Management Strategy considers the effective funding of these decisions. Together they form part of the process which ensures the Council meets balanced budget requirement under the Local Government Finance Act 1992. There are specific treasury prudential indicators included in this Strategy which require Member approval.
2. The Council's treasury activities are strictly regulated by statutory requirements and a professional code of practice (the CIPFA Code of Practice on Treasury Management – revised November 2009). The Council adopted the Code of Practice on Treasury Management (Cabinet, March 2004) and adopted the revisions to the Code in March 2010.
3. The Council's constitution (via Financial Regulations) requires an annual strategy to be reported to Council outlining the expected treasury activity for the forthcoming 3 years. A key requirement of this report is to explain both the risks, and the management of the risks, associated with the treasury service. A further report is produced after the year-end to report on actual activity for the year, and a new requirement of the revision of the Code is that there is a mid-year monitoring report.
4. This Strategy covers:
  - (a) The Council's debt and investment projections;
  - (b) The Council's estimates and limits to borrowing activity;
  - (c) The expected movement in interest rates;
  - (d) The Council's borrowing and debt strategy
  - (e) The Council's investment strategy;
  - (f) Treasury Management prudential indicators and limits on activity;
  - (g) Treasury performance indicators
  - (h) Policy on the use of external service advisers
  - (i) Member and officer training

**(a) Debt and Investment Projections 2012/13 – 2014/15**

5. The borrowing requirement comprises the expected movement in the CFR and any maturing debt which will need to be re-financed. The table below shows this effect on the treasury position over the next three years for both the Council and the ex-SYCC debt that the Council administers on behalf of the other South Yorkshire local authorities. The table also highlights the expected level of investment balances.



<b>RMBC</b>	<b>2011/12 Revised £m</b>	<b>2012/13 Estimated £m</b>	<b>2013/14 Estimated £m</b>	<b>2014/15 Estimated £m</b>
<b>External Debt</b>				
Borrowing at 1 April	437.716	511.743	526.431	558.167
Expected change in debt	58.839	14.688	31.736	29.397
HRA Settlement	15.188	0.000	0.000	0.000
Other long-term liabilities (OLTL)	114.146	142.141	139.958	137.839
Expected change in OLTL	27.995	-2.183	-2.119	-1.979
Borrowing at 31 March	653.884	666.389	696.006	723.424
CFR – the borrowing need	771.807	766.450	758.211	747.779
Under/(over) borrowing	117.923	100.061	62.205	24.355
<b>Investments</b>				
Total Investments at 31 March	2.846	30.000	30.000	30.000
Investment change	27.154	0.000	0.000	0.000
Total Investments 1 April	30.000	30.000	30.000	30.000
Net borrowing	623.884	636.389	666.006	693.424

<b>Ex SYCC</b>	<b>2011/12 Revised £m</b>	<b>2012/13 Estimated £m</b>	<b>2013/14 Estimated £m</b>	<b>2014/15 Estimated £m</b>
<b>External Debt</b>				
Borrowing at 1 April	96.412	96.012	96.412	96.412
Expected change in debt	0.000	0.000	0.000	0.000
Borrowing at 31 March	96.412	96.412	96.412	96.412
<b>Investments</b>				
Total Investments at 31 March	0.000	0.000	0.000	0.000
Investment change	0.000	0.000	0.000	0.000
Total Investments 1 April	0.000	0.000	0.000	0.000
Net borrowing	96.412	96.412	96.412	96.412

**(b) Limits to Borrowing Activity**

6. Within the prudential indicators there are a number of key indicators to ensure the Council operates its activities within well defined limits
7. For the first of these the Council needs to ensure that its total borrowing net of any investments, does not, except in the short term, exceed the total of the CFR in the preceding year plus the estimates of any additional CFR for 2012/13 and the following two financial years. This allows some flexibility for limited early borrowing for future years.

RMBC	2011/12 Revised £m	2012/13 Estimated £m	2013/14 Estimated £m	2014/15 Estimated £m
Gross Borrowing	653.884	666.389	696.006	723.424
Investments	30.000	30.000	30.000	30.000
Net Borrowing	623.884	636.389	666.006	693.424
CFR	771.807	766.450	758.211	747.779
<b>CFR less Net Borrowing</b>	<b>147.923</b>	<b>130.061</b>	<b>92.205</b>	<b>54.355</b>

8. The Strategic Director of Resources reports that the Council has complied with this indicator in the current year and does not envisage difficulties for the future. This view takes into account approved commitments and existing plans.
9. A further two prudential indicators control or anticipate the overall level of borrowing. These are:
10. **The Authorised Limit for External Debt** – This represents a limit beyond which external debt is prohibited, and this limit needs to be set or revised by full Council. It reflects the level of external debt which, while not desired, could be afforded in the short term, but is not sustainable in the longer term. This is the statutory limit determined under section 3 (1) of the Local Government Act 2003. The Government retains an option to control either the total of all council's plans, or those of a specific council, although no control has yet been exercised.

The Council is asked to approve the following Authorised Limit for RMBC:

Authorised Limit for External Debt (RMBC)	2011/12 Revised £m	2012/13 Estimated £m	2013/14 Estimated £m	2014/15 Estimated £m
Borrowing	633.005	638.447	628.414	618.236
Add HRA Settlement	15.188	0.000	0.000	0.000
Other long term liabilities	142.141	139.958	137.839	135.860
Total	790.334	778.405	766.253	754.096

Separately, the Council is also limited to a maximum HRA CFR through the HRA self-financing regime. This limit is currently:

HRA Debt Limit	2011/12 Revised £m	2012/13 Estimated £m	2013/14 Estimated £m	2014/15 Estimated £m
Total	-	336.623	336.623	336.623

The Council is also asked to approve the following Authorised Limit for the former SYCC:

<b>Authorised Limit for External Debt (Former SYCC)</b>	<b>2011/12 Revised £m</b>	<b>2012/13 Estimated £m</b>	<b>2013/14 Estimated £m</b>	<b>2014/15 Estimated £m</b>
Borrowing	100.000	100.000	100.000	100.000
Other long term liabilities	0.000	0.000	0.000	0.000
<b>Total</b>	<b>100.000</b>	<b>100.000</b>	<b>100.000</b>	<b>100.000</b>

11. **The Operational Boundary for External Debt** –This is the limit beyond which external borrowing is not normally expected to exceed. In most cases this would be a similar figure to the CFR, but may be lower or higher depending on the levels of actual borrowing.

The Council is asked to approve the following Operational Boundary for RMBC:

<b>Operational Boundary for External Debt (RMBC)</b>	<b>2011/12 Revised £m</b>	<b>2012/13 Estimated £m</b>	<b>2013/14 Estimated £m</b>	<b>2014/15 Estimated £m</b>
Borrowing	503.332	532.708	564.464	593.881
Add HRA settlement	15.188	0.000	0.000	0.000
Other long term liabilities	142.141	139.958	137.839	135.860
<b>Total</b>	<b>660.661</b>	<b>672.666</b>	<b>702.303</b>	<b>729.741</b>

The Council is also asked to approve the following Operational Boundary for the former SYCC:

<b>Operational Boundary for External Debt (Former SYCC)</b>	<b>2011/12 Revised £m</b>	<b>2012/13 Estimated £m</b>	<b>2013/14 Estimated £m</b>	<b>2014/15 Estimated £m</b>
Borrowing	96.412	96.412	96.412	96.412
Other long term liabilities	0.000	0.000	0.000	0.000
<b>Total</b>	<b>96.412</b>	<b>96.412</b>	<b>96.412</b>	<b>96.412</b>

12. **Borrowing in Advance of Need** - The Council has some flexibility to borrow funds in advance for use in future years. The Strategic Director of Resources may do this under delegated powers where, for instance, a sharp rise in interest rates is expected, and so borrowing early at fixed interest rates will be economically beneficial or help meet budgetary constraints. Whilst the Strategic Director of Resources will adopt a prudent approach to any such borrowing, where there is a clear business case for doing so borrowing may be undertaken to fund the approved capital programme or to fund debt maturities.

13. Risks associated with any advance borrowing activity will be subject to appraisal in advance and subsequent reporting through the mid-year and annual reporting mechanism.
14. Debt Rescheduling - As short term borrowing rates will be considerably cheaper than longer term fixed interest rates, there may be potential opportunities to generate savings by switching from long term debt to short term debt. These savings will need to be considered in the light of the current treasury position and the size of the cost of debt repayment (premiums incurred).
15. The reasons for any rescheduling to take place will include:
  - The generation of cash savings and/or discounted cash flow savings;
  - Helping to fulfill the treasury strategy; and,
  - Enhancing the balance of the portfolio (amending the maturity profile and/or the balance of volatility).

**(c) Expected Movement in Interest Rates**

16. The Bank Rate, currently 0.50%, underpins investment returns and is not expected to start increasing until the third quarter of 2013 despite inflation currently being well above the Monetary Policy Committee inflation target. The outlook for borrowing rates is also uncertain and difficult to predict. Short-term rates to one-year are expected to remain at current levels for some time. The outlook for long-term interest rates is favourable in the near future but is expected to become less so.
17. This challenging outlook has several key treasury management implications:
  - Investment returns are likely to remain relatively low during 2012/13
  - Borrowing interest rates are currently attractive but may remain low for some time. The timing of any borrowing will therefore be monitored carefully.
  - There will remain a cost of carrying capital – any borrowing undertaken that results in an increase in investments will incur an incremental cost as the cost of borrowing is greater than the likely investment return.

**(d) Borrowing and Debt Strategy 2012/13 – 2014/15**

18. The Council is currently maintaining an under-borrowed position. This means that the CFR has not been fully funded with loan debt as cash supporting the Council's reserves, balances and cash flow has been used as a temporary measure. This strategy is prudent as investment returns are low and counterparty risk is high and will be maintained for the borrowing excluding the HRA reform settlement.
19. The uncertainty over future interest rates increases the inherent risks associated with treasury activity. As a result the Council will continue to take a prudent approach to its treasury strategy.
20. The Strategic Director of Resources, under delegated powers, will take the most appropriate form of borrowing depending on the prevailing interest rates at the time, taking into account the risks shown in the forecast above. It is likely shorter term fixed rates may provide lower cost opportunities in the short to medium term.
21. The requirement for the HRA reform settlement to be made to CLG on 28 March 2012 will require a separate consideration of a borrowing strategy. The Council will need to have the cash settlement amount of £15.188m available by 28 March, so separate borrowing solely for this purpose is anticipated. The PWLB are providing loans at interest rates 0.85% lower than the usual PWLB interest rates solely for the settlement requirements. This provides a compelling reason to use this borrowing availability. The exact structure of the debt to be taken on is currently being considered by officers to ensure it meets the requirements of the HRA business plan and the overall requirements of the Council.

**(e) Investment Strategy 2012/13 – 2014/15**

22. The primary objectives of the Council's investment strategy are:
  - Firstly to safeguard the timely repayment of principal and interest (security);
  - Secondly to ensure adequate liquidity; and,
  - Thirdly to produce an investment return (yield)
23. As part of this Strategy Members need to consider and approve security and liquidity benchmarks in addition to yield benchmarks which are currently widely used to assess investment performance and have previously been reported to Members. The proposed benchmarks are set down in Annex B2.
24. The primary principle governing the Council's investment criteria is the security of its investments, although the yield or return on the investment is also a key consideration. After this main principle the Council will ensure:
  - It maintains a policy covering both the categories of investment types it will invest in, criteria for choosing investment counterparties with adequate security, and monitoring their security. This is set out in the Specified and Non-Specified investment sections of Annex B1.

- It has sufficient liquidity in its investments. For this purpose it will set out procedures for determining the maximum periods for which funds may prudently be committed. These procedures also apply to the Council's prudential indicators covering the maximum principal sums invested as set out in Annex B1.
25. The Strategic Director of Resources will maintain a counterparty list in compliance with the following criteria and will revise the criteria and submit them to Council for approval as necessary. These criteria are different to those which are used to select Specified and Non-Specified investments.
26. The rating criteria use the lowest common denominator method of selecting counterparties and applying limits. This means that the application of the Council's minimum criteria will apply to the lowest available rating for any institution. For instance if an institution is rated by two agencies, one meets the Council's criteria, the other does not, the institution will fall outside the lending criteria. This is in compliance with a CIPFA Treasury Management Panel recommendation in March 2009 and the CIPFA Treasury Management Code of Practice.
27. Credit rating information is supplied by our treasury advisors on all active counterparties that comply with the criteria below. Any counterparty failing to meet the criteria would be omitted from the counterparty list. Any rating changes, rating watches (notification of a likely change) and rating outlooks (notification of a possible long term change) are provided to officers almost immediately after they occur and this information is considered before any dealing.
28. The criteria for providing a portfolio of high quality investment counterparties (both Specified and Non-Specified investments) is:
- **Banks** – the Council will use banks which are rated by at least two rating agencies and have at least the following Fitch, Moody's and Standard and Poors' ratings (where rated):

	Fitch	Moody's	Standards & Poor's
Short-term	F1	P-1	A-1
Long-term	A-	A3	A-
Viability	bb+	n/a	n/a
Support	3	n/a	n/a
Financial Strength	n/a	C	n/a

To allow for the day to day management of the Council's cash flow the Council's own bank, **the Co-operative Bank plc** will also be retained on the list of counterparties if ratings fall below the above minimum criteria.

- **Building Societies** – the Council will use the top 20 Building Societies ranked by asset size but restricted to a maximum of 20% of the investment portfolio

- **Money Market Funds** – AAA – restricted to a maximum of 20% of the investment portfolio
- **UK Government** – Debt Management Office
- **UK Single Tier & County Councils** – (i.e. Metropolitan Districts, London Boroughs, County Councils, Unitary Authorities)

A limit of 35% will be applied to the use of Non-Specified investments within the investment portfolio, excluding day to day cash management through the Council's own bank, the Co-operative Bank plc.

29. Whilst the above criteria relies primarily on the application of credit ratings to provide a pool of appropriate counterparties for officers to use, additional operational market and sovereign information will continue to be applied before making any specific investment decision from the agreed portfolio of counterparties.
30. The time and monetary limits for institutions on the Council's Counterparty List are as follows and represent no change from those currently approved (these will cover both Specified and Non-Specified Investments):

	Fitch	Moody's	Standard & Poor's	Money Limit	Time Limit
Upper Limit Category	F1+/AA-	P-1/Aa3	A-1+/AA-	£20m	5years
Middle Limit Category	F1/A-	P-1/A3	A-1/A-	£10m	364 days
Lower Limit Category *	All Building Soc's ranked 1 to 10 All Building Soc's ranked 11 to 20			£5m £1m	6 mths 3 mths
Debt Management Office	-	-	-	Unlimited **	6 months
Money Market Funds ***	-	-	-	£20m	n/a
UK Single Tier & County Councils	-	-	-	£20m	5 years
Council's Bank (Co-op)	-	-	-	£10m	364 days

The above money limits are exclusive of bank balances held by schools

\* Based on maximum of 20% of the investment portfolio

\*\* Provides maximum flexibility

\*\*\* Based on maximum of 20% of the investment portfolio

31. The proposed criteria for Specified and Non-Specified investments and monitoring of counterparties are shown in Annex B1 for Member approval.
32. In the normal course of the Council's cash flow operations it is expected that both Specified and Non-specified investments will be utilised for the control of liquidity as both categories allow for short term investments.

33. The use of longer term instruments (greater than one year from inception to repayment) will fall in the Non-specified investment category. These instruments will only be used where the Council's liquidity requirements are safeguarded. This will also be limited by the long term investment limits.

**(f) Treasury Management Prudential Indicators and Limits on Activity**

34. There are four further treasury activity limits the purpose of which are to contain the activity of the treasury function within certain limits, thereby managing risk and reducing the impact of an adverse movement in interest rates. However if these are set to be too restrictive they will impair the opportunities to reduce costs. The limits are:

- Upper limits on fixed interest rate exposure – This identifies a maximum limit for fixed interest rates based upon the fixed debt position net of fixed interest rate investments.
- Upper limits on variable interest rate exposure – as above this limit covers a maximum limit on variable interest rates based upon the variable debt position net of variable interest rate investments.
- Maturity structures of borrowing – These gross limits are set to reduce the Council's exposure to large fixed rate sums falling due for refinancing, and are required for upper and lower limits.
- Total funds invested for greater than 364 days – These limits are set to reduce the need for early sale of an investment, and are based on the availability of funds after each year-end.

For the purposes of these indicators the Council's market debt is treated as fixed. Whilst a percentage of the debt may be subject to variation on specific call dates each year, over the Strategy period any such variations are thought unlikely and the debt can be regarded as fixed.

35. The activity limits (prudential indicators) for Member approval are as follows:

<b>RMBC</b>	<b>2012/13</b>	<b>2013/14</b>	<b>2014/154</b>
<b>Interest rate Exposures</b>			
	<b>Upper</b>	<b>Upper</b>	<b>Upper</b>
<b>Limits on fixed interest rate debt based on fixed net debt</b>	100%	100%	100%
<b>Limits on variable interest rate debt based on variable net debt</b>	30%	30%	30%



<b>RMBC Maturity Structure of fixed interest rate borrowing 2012/13</b>		
	<b>Lower</b>	<b>Upper</b>
Under 12 months	0%	35%
12 months to 2 years	0%	35%
2 years to 5 years	0%	40%
5 years to 10 years	0%	40%
10 years to 20 years	0%	45%
20 years to 30 years	0%	50%
30 years to 40 years	0%	50%
40 years to 50 years	0%	55%
50 years and above	0%	60%

<b>RMBC Maximum Funds invested &gt; 364 days</b>			
	1 to 2 years	2 to 3 years	3 to 5 years
Funds invested > 364 days	£m 10	£m 8	£m 6

<b>Former SYCC</b>	<b>2012/13</b>	<b>2013/14</b>	<b>2014/15</b>
<b>Interest Rate Exposures</b>			
	<b>Upper</b>	<b>Upper</b>	<b>Upper</b>
<b>Limits on fixed interest rates based on total debt</b>	100%	100%	100%
<b>Limits on variable interest rates based on total debt</b>	30%	30%	30%

<b>Former SYCC Maturity Structure of fixed interest rate borrowing 2012/13</b>		
	<b>Lower</b>	<b>Upper</b>
Under 12 months	0%	50%
12 months to 2 years	0%	70%
2 years to 5 years	0%	100%
5 years to 10 years	0%	100%

**(g) Treasury Performance Indicators**

36. The Code of Practice on Treasury Management requires the Council to set performance indicators to assess the adequacy of the treasury function over the year. These are distinct historic indicators, as opposed to the prudential indicators, which are predominantly forward looking. The results of the following two indicators will be reported in the Treasury Annual Report for 2012/13:

- Debt – Borrowing - Average rate of borrowing for the year compared to average available
- Investments – Internal returns above the 7 day London Interbank Bid rate (LIBID) which is the rate at which a bank is willing to borrow from other banks

**(h) Policy on the use of external service advisors**

37. The Council uses Sector Treasury Services Ltd as its treasury management advisors. Sector Treasury Services Ltd is a subsidiary of The Capita Group plc.

38. The company provides a range of services which include:

- Technical support on treasury matters, capital finance issues and the drafting of Member reports;
- Economic and interest rate analysis;
- Debt services which includes advice on the timing of borrowing;
- Debt rescheduling advice surrounding the existing portfolio;
- Generic investment advice on interest rates, timing and investment instruments; and,
- Credit rating/market information service comprising the three main credit rating agencies.

39. Whilst the advisers provide support to the internal treasury function, under current market rules and the CIPFA Code of Practice the Council recognises that responsibility for treasury management decisions remains with the Council at all times. The service is provided to the Council under a contractual agreement which is subject to regular review.

## **Treasury Management Practice (TMP) 1 (5) – Credit and Counterparty Risk Management**

### **1. Overview**

The Office of the Deputy Prime Minister (now CLG) issued Revised Investment Guidance in March 2010, and this forms the structure of the Council's policy below.

The key intention of the Guidance is to maintain the current requirement for councils to invest prudently, and that priority is given to security and liquidity before yield.

In order to facilitate this objective the guidance requires this Council to have regard to the CIPFA publication Treasury Management in the Public Services: Code of Practice and Cross-Sectoral Guidance Notes. This Council has adopted the Code will apply its principles to all investment activity.

In accordance with the Code, the Strategic Director of Resources has reviewed and prepared its treasury management practices. This part, TMP 1(5), covering investment counterparty policy requires approval each year.

### **2. Annual Investment Strategy**

The key requirements of both the Code and the investment guidance are to set an annual investment strategy, as part of its annual treasury strategy for the following year, covering the identification and approval of the following:

- The guidelines for investment decision making, particularly non-specified investments.
- The principles to be used to determine the maximum periods for which investments can be made.
- The specified investments the Council may use.
- The non-specified investments the Council may use.

This strategy is to be approved by full Council.

The investment policy proposed for the Council is detailed in the paragraphs below.

#### **2.1 Strategy Guidelines**

The main strategy guidelines are contained in the body of the treasury strategy statement.

## 2.2 Specified Investments

These investments are sterling investments of not more than one-year maturity. If they are for a longer period then the Council must have the right to be repaid within 12 months if it wishes.

These are low risk assets where the possibility of loss of principal or investment income is small.

These would include the following investment categories:

1. The UK Government Debt Management Office.
2. UK Single Tier & County Councils – (i.e. Metropolitans District, London Boroughs, County Councils, Unitary Authorities)
3. Money Market Funds that have been awarded AAA credit ratings by Standard and Poor's, Moody's or Fitch rating agencies and restricted to 20% of the overall investment portfolio
4. A bank or a building society that has been awarded a minimum short-term rating of F1 by Fitch, P-1 by Moody's and A-1 by Standard and Poor's rating agencies. For Building Societies investments will be restricted to 20% of the overall investment portfolio and:
  - a maximum of £5m for a period not exceeding 6 months if the society is ranked in the top 10 by asset size; or
  - a maximum of £1m and a period not exceeding 3 months if the society is ranked 11 to 20 by asset size.

## 2.3 Non-Specified Investments

Non-specified investments are any other type of investment not defined as specified above.

The criteria supporting the selection of these investments and the maximum limits to be applied are set out below.

Non specified investments would include any sterling investments with:

1. A bank that has been awarded a minimum long term credit rating of AA- by Fitch, Aa3 by Moody's and AA- by Standard & Poor's for deposits with a maturity of greater than 1 year.
2. The Council's own bank, the Co-operative Bank plc, if ratings fall below the above minimum criteria.

3. A Building Society which is ranked in the top 20 by asset size. Investments will be restricted to 20% of the overall investment portfolio and:
  - a maximum of £5m for a period not exceeding 6 months if the Society is ranked in the top 10 by asset size; or
  - a maximum of £1m and a period not exceeding 3 months if the Society is ranked 11 to 20 by asset size.

### **3 The Monitoring of Investment Counterparties**

The credit rating of counterparties will be monitored regularly. The Council receives credit rating information from the Council Treasury Management advisors on a daily basis, as and when ratings change, and counterparties are checked promptly.

On occasions ratings may be downgraded after the date on which an investment has been made. It would be expected that a minor downgrading would not affect the full receipt of the principal and interest.

Any counterparty failing to meet the minimum criteria will be removed from the list immediately by the Strategic Director of Resources, and new counterparties will be added to the list if and when they meet the minimum criteria.

### **Security, Liquidity and Yield Benchmarking**

These benchmarks are targets and so may be exceeded from time to time with any variation reported, with supporting reasons in Mid-Year & Annual Treasury Reports.

1. **Security and liquidity** – these benchmarks are already intrinsic to the approved treasury strategy through the counterparty selection criteria and some of the prudential indicators, e.g. the maximum funds which may be invested for more than 364 days, the limit on the use of Non-specified investments, etc.
  - 1.1 Security – Security is currently evidenced by the application of minimum criteria to investment counterparties, primarily through the use of credit ratings supplied by the three main credit rating agencies. Whilst this approach embodies security considerations, benchmarking the levels of risk is more subjective and therefore problematic.

One method to benchmark security risk is to assess the historic level of default against the minimum criteria used in the Council's investment strategy.

<b>Credit Rating</b>	1 year	2 years	3 years	4 years	5 years
<b>AAA</b>	0.00%	0.01%	0.05%	0.10%	0.17%
<b>AA</b>	0.03%	0.06%	0.08%	0.14%	0.20%
<b>A</b>	0.08%	0.22%	0.37%	0.52%	0.70%
<b>BBB</b>	0.24%	0.68%	1.19%	1.79%	2.42%

The Council's minimum long term rating criteria (over one year) is "AAA" meaning the average expectation of default for a three year investment in a counterparty with a "AAA" long term rating would be 0.05% of the total investment (e.g. for a £1m investment the average potential loss would be £500).

The Council's minimum long term rating criteria (up to one year) is "BBB" and the average expectation of default for such an investment would be 0.24% (e.g. for a £1m investment the average loss would be £2,400).

These are only averages but do act as a benchmark for risk across the investment portfolio.

**The Council's maximum security risk benchmark for the estimated maximum portfolio during 2012/13 is 0.09% which means that for every £1m invested the average potential loss would be £900.**

1.2 Liquidity – This is defined as “having adequate, though not excessive cash resources, borrowing arrangements, overdrafts or standby facilities to enable the Council at all times to have the level of funds available to it which are necessary for the achievement of its business/service objectives” (CIPFA Treasury Management Code of Practice). The Council seeks to maintain:

- Bank overdraft - £10m
- Liquid, short term deposits of at least £3m available with a week’s notice.

The availability of liquidity and the inherent risks arising from the investment periods within the portfolio is monitored using the Weighted Average Life (WAL) of the portfolio. This measures the time period over which half the investment portfolio would have matured and become liquid

A shorter WAL generally represents less risk and in this respect the benchmark to be used for 2012/13 is:

- 0.08 years which means that at any point in time half the investment portfolio would be available within 28 days.

2. **Yield** – These benchmarks are currently widely used to assess investment performance and the Council’s local measure of yield is:

- Internal returns above the 7 day London Interbank Bid rate (LIBID) which is the rate at which a bank is willing to borrow from other banks

<b>ROTHERHAM BOROUGH COUNCIL – REPORT TO MEMBERS</b>
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<b>1.</b>	<b>Meeting</b>	<b>Cabinet</b>
<b>2.</b>	<b>Date</b>	<b>22<sup>nd</sup> February 2012</b>
<b>3.</b>	<b>Title</b>	<b>Dinnington sites – land transfer (Dinnington Ward, Rother Valley South Area Assembly)</b>
<b>4.</b>	<b>Directorate</b>	<b>Neighbourhoods and Adult Services</b>

### **5. Summary**

Cabinet recently gave approval to sell HRA land at East Street, Dinnington to the Council's Registered Provider Partner, Great Places (Minute No. 63 refers - 7<sup>th</sup> September 2011). This was to enable the site to be developed out in partnership with Westleigh Developments as part of a wider residential development, across a number of sites, for affordable and open market housing. The report noted the caveat that changes to the Government funding regime could impact on the level of subsidy that could be achieved on the sites, and subsequently the Homes and Communities Agency advised that whilst the scheme was supported as a priority, the total amount of funding bid for would not be available. RMBC would receive less in terms of the number of dwellings, and also there was now a presumption that local authorities would contribute land at nil cost.

As a result, the overall package of development had to be reconsidered and an option appraisal has been carried out to reach a solution to allow the scheme to progress. This is achieved by incorporating an allocation of funding for 36 homes from a second Registered Provider partner, Arches Housing, to make up the shortfall. Therefore an amendment to the previous recommendation is required to allow land transfer to Arches rather than to Great Places, and to support negotiation with those partners and Westleigh Developments to achieve the best capital receipt for the affordable and open market plots of land, based on open book valuation of the development as the scheme progresses.

### **6. Recommendations**

- a) That Members revoke Minute Number 63 (7<sup>th</sup> September 2011)**
- b) That Members approve the freehold disposal of HRA land at East Street, Dinnington (Appendix 1) to Arches Housing Association, at the discount stated, and on the basis that the Council receives all of the benefits detailed in this report.**



## **7. Proposals and details**

### **7.1 Background**

Dinnington was identified as an area for regeneration in 2000 and has had considerable investment to raise housing standards and improve environmental quality. Interventions have included masterplanning, acquisition and clearance of unsustainable housing. Housing now administers the site after making land available for the new school to be built. This cleared site on East Street is designated for residential development (site plan at appendix 1). Cabinet approved the release of these sites (22<sup>nd</sup> September 2010, minute no.76) through the Homes and Communities Agency' Developer Partner Panel (HCA DPP). At that time it was felt that the HCA DPP was the best disposal option for meeting the Council's aspirations on these sites. Following the Comprehensive Spending Review and change in Government, many changes to subsidy regimes for new housing were announced, and further soft market testing showed that there was no appetite from developers to buy these sites. In light of the above, the previous approval to dispose was revoked by Cabinet (7<sup>th</sup> September 2011, minute No. 63 refers).

During 2010/11 the Strategic Housing and Investment Service was scoping other avenues for residential development with HCA Approved Developers and Registered Provider Partners, as well as independently building new council homes. On the back of a successful partnership between the Council, Westleigh Developments and Great Places (GP) at Manvers in Wath, Westleigh (WDL) approached the Council about a site in private ownership at the Timber Yard, Outgang Lane, Dinnington. The site could provide up to 280 new homes, and this was an opportunity considered by the Council to cross-subsidise the HRA sites in central Dinnington discussed above.

WDL and GP worked with the Council to develop proposals for the Timber Yard and the HRA sites, to develop open market and affordable housing. The sites which had been soft market tested and returned due to no developer interest at this time were:

- East Street
- Byron Street
- Shakespeare Drive
- Leicester Road (1)
- Leicester Road (2)

Following a comprehensive review, the Council supported a partnership bid to be submitted to the HCA's Affordable Housing Development Framework 2011/15 by Great Places. It was this framework that replaced previous grant regimes and which suggested that land be transferred from local authorities to Registered Provider Partners for nil receipt. The bid was supported but not to the degree requested and alternative options were considered to allow development to progress.

### **7.2 Option appraisal solution**

The Council, WDL and GP worked together to identify a way to allow the scheme to progress in accordance with the new funding regime and degree of funding support from the HCA (support was received for 62 units compared to the bid for 129 units). The revised proposal takes into account deliverability, tenure mix, value for money and an exit strategy for the undeveloped land (Shakespeare Drive and Leicester Road), removed from

the scheme as a result of scaling back. The key to the new mix is the inclusion of 36 units from a second Registered Provider Partner, Arches Housing.

The Council has worked successfully with Arches across a number of schemes such as Greencroft and Members will recall that Arches has delivered the Council's Move-on accommodation across the Borough. They are committed to working in disadvantaged communities in Rotherham and are experienced in delivering high quality schemes along with training and employment opportunities. The revised mix of properties across the Timber Yard and East Street can be seen below and is such that Arches will now be the developing RP on East Street:

	<b>East Street</b>	<b>Timber Yard (Phase 1)</b>
Affordable Homes	41 (56%) Arches HA	71 (59%) Great Places
Market Sale Homes	32	49
<b>Total</b>	<b>73</b>	<b>120</b>

### 7.3 Administration

The HCA new grant administration practices require a reversal of Minute no. 63 and approval to release the Dinnington sites directly to Arches Housing Group. The new recommendation will allow the partnership arrangement between the Council, Westleigh Developments Ltd, Arches Housing Association and Great Places, to secure the delivery of new high quality homes for open market sale and affordable rent. It will also enable the Council to support the RPs to access National Affordable Housing Development Framework for funding, to construct a higher number of affordable homes on the sites than would otherwise have been achieved if the site was privately developed (56% affordable housing compared to 25% required by planning policy).

National policy now recommends that local authorities transfer land at nil receipt in housing partnership schemes. Typically this Council has secured £5k per plot for social housing and circa £10k for open market plots. Approved developers and Registered Providers are understandably keen to support this new position and all current bids have been costed on this basis. However, through negotiation, this Council has managed to secure £3k/plot for affordable units and £10k/plot for open market units. The capital receipt generated will be £443,000 based on initial site appraisals (an overage agreement will be included for the open market units).

### 7.4 Next steps

In order to draw down 75% of the £1,421,870 grant allocation, start on site must be achieved by 20<sup>th</sup> March 2012. This up front grant payment is crucial, to finance the early stages of the build.

The Timber Yard on Outgang Lane has a current outline planning permission until February 2013; a further detailed planning permission will be submitted by GP and WDL before its expiry. Arches and WDL have commenced pre-application planning advice with planning colleagues for the East Street site and anticipate submitting a Planning Application, at their own risk, in the middle of January.

Prior to development, Arches Housing Association will acquire the East Street site and the Council will instruct Heads of Terms and a licence to enter and carry out works in advance of legal completion. Phased construction plans will be drawn up.

The Council has provisionally agreed an acceptable housing tenure mix that accords with local needs information as well as provisional start and completion dates. On completion of the new homes RMBC will receive 100% nomination rights on lettings. A joint marketing strategy will be agreed with Key Choices staff to maximise take up of nominations for both rent and shared ownership. 41 Affordable Housing units will be delivered by spring 2013 and 32 market sale homes will be provided by 2015.

## 8. Finance

WDL's commitment to the development is £6.21m and GP will invest £1.05m in addition to the HCA grant investment of £1.55m to enable 71 affordable homes to be built at the Timber Yard during 2011/15 programme period.

Arches Housing Group will invest £2.58m of private finance along with HCA allocation of £1.42m for affordable housing at East Street. WDL will invest a further £3.7m to build open market units.

The net receipt for the Council land sale will be £443,000. HRA sites have previously received an estimated £1.7m of grant funding for acquisition and clearance via the Regional Housing Board Capital programme. Therefore 100% of any capital receipt will be recycled into further housing regeneration and affordable housing activities in the Borough.

When proceeding with this scheme there is a potential revenue income stream via the new Homes Bonus and Overage Agreements. For the East Street Site it is estimated that the New Homes Bonus generate will be £179,088. Additionally because the privately owned Timber Yard site will be built out at the same time this site should generate £165,312 of New Homes Bonus

The overall development cost for constructing 193 homes is estimated to be in excess of £16.5 million and will be funded through:

- HCA Affordable Homes Programme Funds
- Great Places Housing Group private finance
- Arches Housing Association private finance
- Westleigh Private Finance

The considerable benefits to be expected from the development of the Timber Yard site in 2012-13 in terms of employment, new housing opportunities and private sector investment in Dinnington justify a reduced capital receipt to Rotherham Council.

It is understood that without the benefit of the HCA grant funding the scheme would not be viable under the current housing market conditions and would be mothballed until the housing market recovers. It is likely that the site will not be developed within the next three years. The net financial impact would equate to the direct loss of £622,088 of income to Rotherham Council and to the loss of £7.7 million of private and public investment.

The financial implications to Rotherham Council can be summarised as follows:

	£
Site Value	870,000
Capital Receipt – Sale to Arches	443,000
Land Discount	247,912

Potential Future Revenue	
New Homes Bonus – East Street	179,088
Potential overage – unquantifiable at this time	

£7.7 million of investment will support 92 jobs and apprenticeship places in the local building industry and deliver 73 new homes of which 41 will be affordable.

## 9. Risks and uncertainties

In order to meet grant conditions, planning permission must be secured by the 23<sup>rd</sup> February 2012 Planning Board (latest date). Without this grant funding then the East Street development will not be viable for this level of affordable housing. It is likely that the privately owned Timber Yard site will still be developed but East Street would be mothballed until the market rises or there are other opportunities to secure grant funding. It is the responsibility of the Registered Provider to obtain Planning Permission and draw down grant funding.

It is advisable that the Council and our partners successfully deliver the forthcoming Affordable Housing Programme, to timescales and agreed outputs. Failure to do so will have a negative impact upon the confidence of funders in Rotherham's capacity to deliver such a significant project. The success of our future bids for affordable housing resources will in part be judged upon our capacity and track record for delivery.

Advice will be sought from the Development Solicitor, Regeneration Service, EDS with regard to sale conditions.

## 10. Policy and performance agenda implications

The delivery of new housing contributes to our key corporate strategic themes of:

Rotherham Learning  
Rotherham Proud  
Rotherham Safe  
Rotherham Alive  
Rotherham Achieving

These key themes are reflected within the Individual Well-being and Healthy Communities outcome framework as follows:

- Improved Quality of Life – by creating opportunities for improved housing standards and options to meet household aspirations and an improved quality of life, by meeting identified housing needs and addressing obsolete housing.
- Exercise Choice and Control – through enabling a range of housing options ensuring individuals can exercise choice and control over their housing options and home life.
- Personal Dignity and Respect – through creating housing choices and tools which promote independent living, personal dignity and respect, investing in quality neighbourhoods, ensuring residents can enjoy a comfortable, clean and orderly environment.
- Freedom from discrimination or harassment - through high design standards and meeting identified needs in order to create sustainable neighbourhoods, offering

high quality and extended choice of housing provision to meet current and future aspirations.

Through the effective use of Council assets, in this case land assets and the partnership arrangements with the lead RSL and the HCA the Council is delivering affordable and much needed housing provision to clear standards of both quality and cost, by the most effective and efficient means available and so demonstrating value for money

## **11. Background Papers and Consultation**

Local Investment Plan and Strategic Sites Update, Cabinet, 22<sup>nd</sup> September 2010

Dinnington Member consultation – 13th January 2012

Consulted with Sharon Langton, Principals Estates Surveyor on 22<sup>nd</sup> December 2011, who has contributed towards the report.

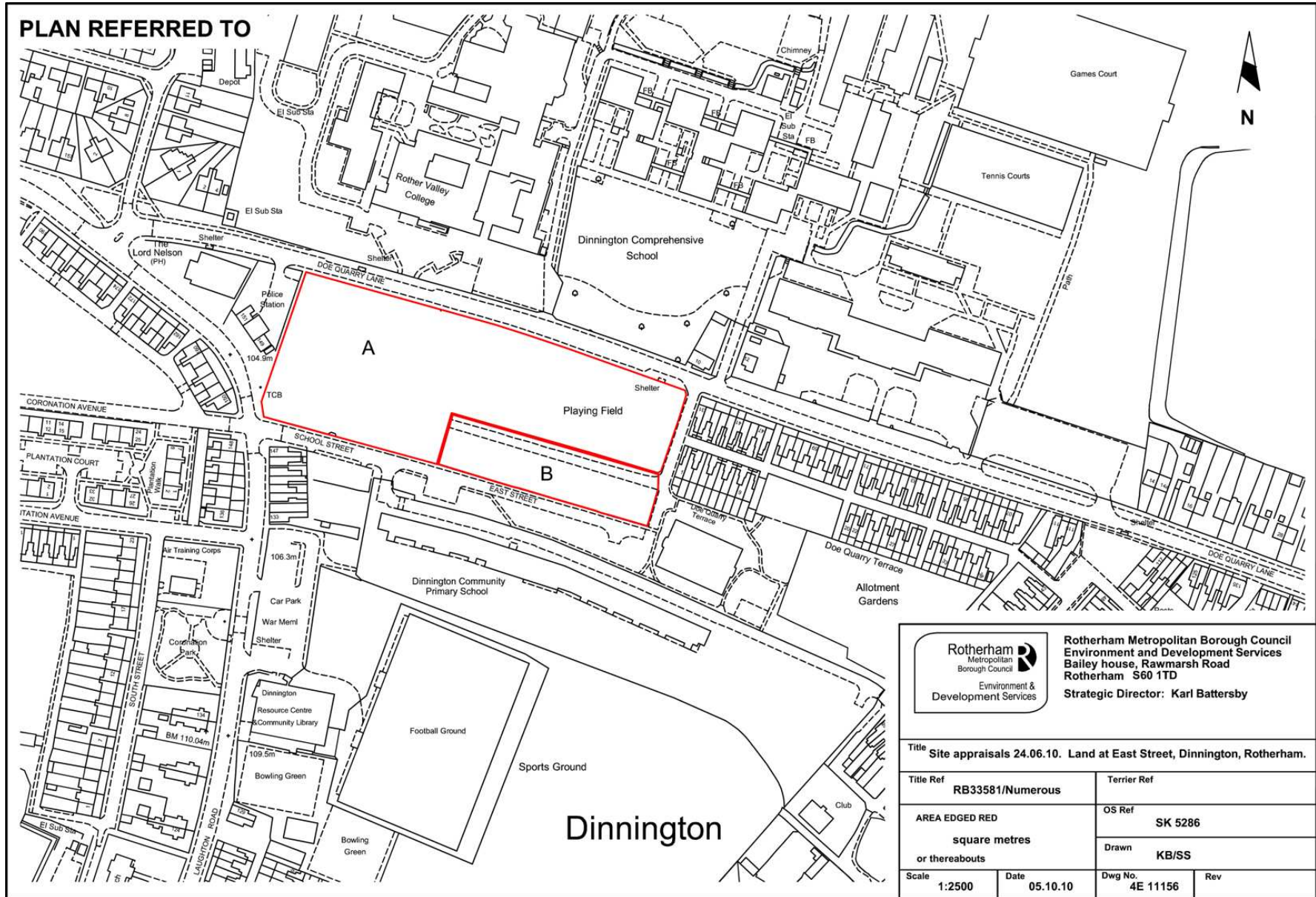
The report was presented and discussed at the Capital Strategy and Asset Review Team meeting on 27/01/2012 and agreed for submission.

Finance confirmed the report on 17.01.12

**Contact Name:** Liz Hunt, Affordable Housing Officer, Strategic Housing & Investment Services, [liz.hunt@rotherham.gov.uk](mailto:liz.hunt@rotherham.gov.uk), extension 34956

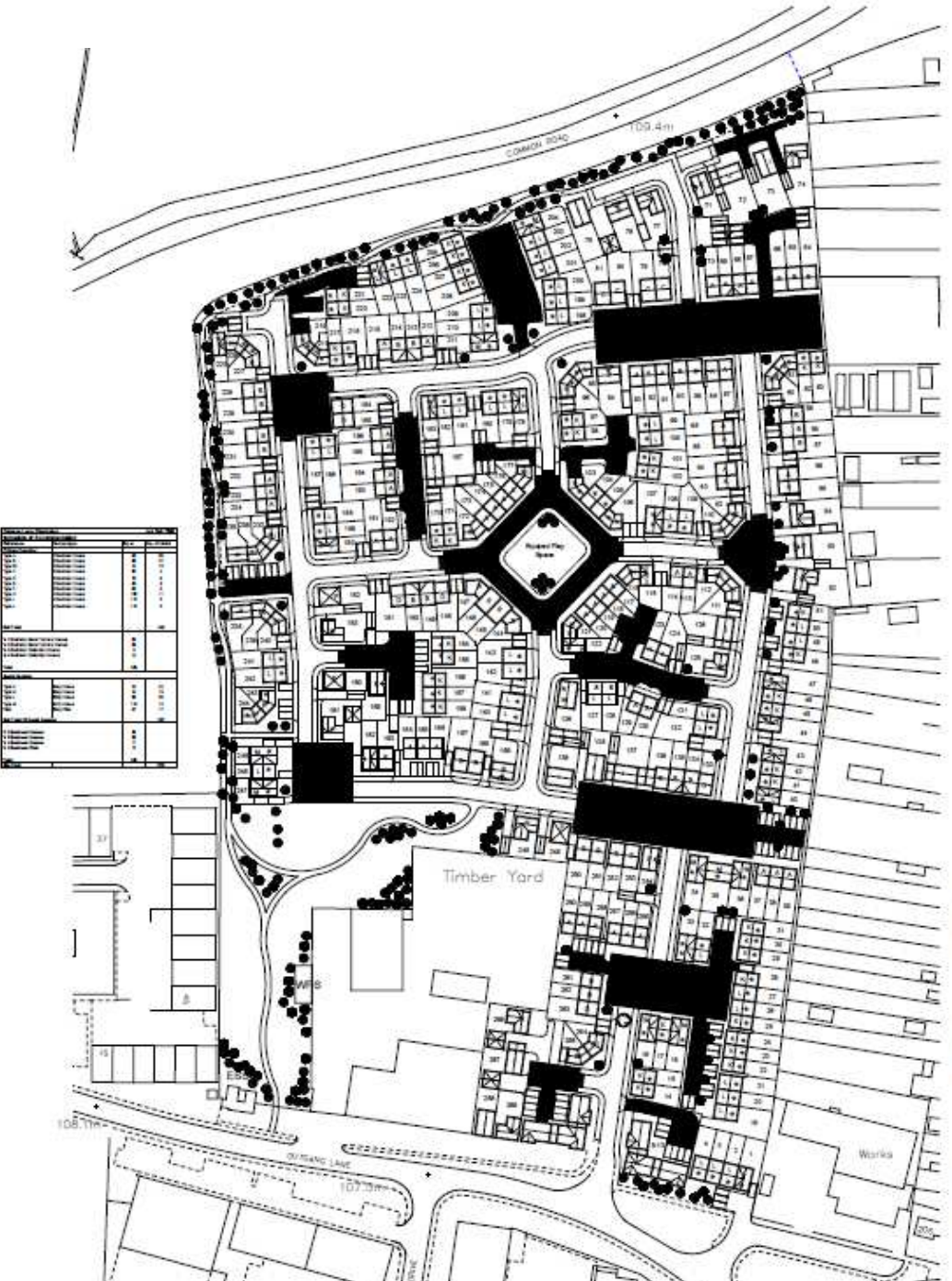
Jane Davies-Haire, Sustainable Communities Manager, Strategic Housing & Investment Services, [janedavieshaire@rotherham.gov.uk](mailto:janedavieshaire@rotherham.gov.uk), extension 34970

# East Street



 <b>Rotherham Metropolitan Borough Council</b> Environment & Development Services		<b>Rotherham Metropolitan Borough Council</b> Environment and Development Services Bailey house, Rawmarsh Road Rotherham S60 1TD Strategic Director: Karl Battersby	
<b>Title</b> Site appraisals 24.06.10. Land at East Street, Dinnington, Rotherham.			
<b>Title Ref</b> RB33581/Numerous		<b>Terrier Ref</b>	
<b>AREA EDGED RED</b> square metres or thereabouts		<b>OS Ref</b> SK 5286	
<b>Scale</b> 1:2500		<b>Drawn</b> KB/SS	
<b>Date</b> 05.10.10		<b>Dwg No.</b> 4E 11156	
		<b>Rev</b>	





LEGEND	
[Symbol]	EXISTING BUILDINGS
[Symbol]	PROPOSED BUILDINGS
[Symbol]	EXISTING DRIVEWAYS
[Symbol]	PROPOSED DRIVEWAYS
[Symbol]	EXISTING PAVEMENT
[Symbol]	PROPOSED PAVEMENT
[Symbol]	EXISTING GREENSPACES
[Symbol]	PROPOSED GREENSPACES
[Symbol]	EXISTING UTILITIES
[Symbol]	PROPOSED UTILITIES
[Symbol]	EXISTING FENCES
[Symbol]	PROPOSED FENCES
[Symbol]	EXISTING TREES
[Symbol]	PROPOSED TREES
[Symbol]	EXISTING WALLS
[Symbol]	PROPOSED WALLS
[Symbol]	EXISTING POLES
[Symbol]	PROPOSED POLES
[Symbol]	EXISTING LIGHTS
[Symbol]	PROPOSED LIGHTS
[Symbol]	EXISTING SIGNAGE
[Symbol]	PROPOSED SIGNAGE
[Symbol]	EXISTING FURNITURE
[Symbol]	PROPOSED FURNITURE



## BRIEFING NOTE

Date: 8<sup>th</sup> February 2012

Title: East Street Dinnington – Land Disposal to Arches Housing Group

From: Liz Hunt

To: DLT, SLT, CABINET

### 1 Summary / Key Issues

It was previously approved to sell Council owned land at East Street Dinnington to Great Places Housing Group. (Minute number 63 – 7<sup>th</sup> September 2011).

However, HCA new grant administration (2011-15 programme) requires a reversal of this minute and an amendment to the previous recommendation to allow the land to transfer to Arches Housing, rather than Great Places Housing. Westleigh Developments Ltd will continue to act as the Developer partner to build the Affordable Homes and Build and market the Market Sales units.

### 2 Background

Previous approval was given to sell this land to Great Places Housing Group – in order that it could be developed out with a high proportion of Affordable Housing. However, the HCA only allocated 62 units of grant funding to Great Places for Yorkshire & the Humber, not the 129 that they bid for. This reduced grant allocation means that they can only work in partnership with Westleigh Developments on the Timber Yard site, Out gang Lane, Dinnington. Fortunately Arches Housing Group – a partner in RP in Rotherham have agreed to take on Great Places role and use £1,421,870 of their HCA grant, as well as their own finances to build out this scheme.

The East Street Scheme will deliver 41 units of affordable Housing – 36 for rent and 5 for Shared ownership and 32 market sales units. (Total 73 new homes). Additionally 4 of the rented units will be Disabled Person units to help meet this specialist housing provision in the area.

The affordable housing plots will be sold to Arches Housing at £3,000 per plot and the market unit plots at £10,000 per plot – with an overage agreement based on a profit share model. The total receipt to the Council will be £443,000 plus overage. The total capital investment to fund the building of these new



homes will be £7,700,000.

In order to draw down 75% of the £1,421,870 a start on site must be achieved by 20<sup>th</sup> March 2012. This up front payment is crucial to finance the early stages of the build. It is key that approval is given in order that this happens.

The housing mix accords with housing needs and the Council will receive 100% nomination rights for applicants on the Housing register.

The Affordable Housing units will be built out by spring 2012 (weather depending) and the market units for sale by 2015.

This is a positive housing offer for Dinnington and gives a strong message to the Community that regeneration is continuing. Without the benefit of HCA grant funding the site would be unviable and mothballed until the housing market picks up

### **3 Next Steps**

A licence will be issued to allow Arches housing to begin site investigations (at their own risk).

Planning approval will be sought prior to 20<sup>th</sup> March 2012.

Internal Council approvals will be sought.

Heads of Terms and details of the overage agreement will be finalised in order that a land sale can take place if Cabinet approval is given.

<b>ROTHERHAM BOROUGH COUNCIL – REPORT TO MEMBERS</b>
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<b>1.</b>	<b>Meeting:-</b>	<b>Cabinet Meeting</b>
<b>2.</b>	<b>Date:-</b>	<b>22 February 2012</b>
<b>3.</b>	<b>Title:-</b>	<b>Transport Policy for learners aged 16-19 years in further education All Wards</b>
<b>4.</b>	<b>Directorate:-</b>	<b>Environment and Development Services</b>

**5. Summary**

**Cabinet meeting of 8 February 2012**

**6. Recommendations**

**That Cabinet approve the new Transport Policy for learners aged 16-19 years in further education for 2012-13.**

**That the new policy be implemented from April 2012 in order to meet statutory obligations.**

## **7. Proposals and Details**

Cabinet, at its Meeting of 8th February 2012 considered a report on Home to School Transport which identified transport for 'Post 16 learners' as one of the discretionary areas where the council provided free transport. Consultation on proposed changes to the policy for this group closed on 20<sup>th</sup> January 2012, and a new policy has been drafted for members' approval.

Free transport assistance is currently provided for Post 16 learners attending Rotherham Special Schools with Post 16 provision. It must also be provided for those Post 16 learners with special needs attending other educational establishments both within and outside Rotherham assessed as entitled. Whilst there is a duty to provide transport assistance to those who qualify, there is no requirement to provide this to be free of charge. It is proposed to discontinue the current provision of discretionary free transport for Post 16 learners by September 2012.

For students who have physical and medical difficulties which prevent them accessing public transport it is proposed to continue to provide transport for these students (with due regard to the Equality Act 2010), following an assessment of need and relevant medical evidence; this will be a chargeable service.

Charges will be introduced by September 2012 because they are attending non-statutory education (i.e. not 5-16 years olds) based on the concessionary rate and distance criteria. Existing means testing benefits will also be used to calculate these contributions to ensure a fair and equitable charge for all families. The proposed charges for eligible learners will range from £1.20 to £2.40 per day.

All new and existing requests for transport assistance will be reviewed and assessed individually from April 2012, under this new policy, so that learners are able to make an informed choice of their Post 16 provider for September 2012.

## **8. Finance**

It is not possible to calculate potential savings for this group since they are not identified separately from other groups who are currently entitled to a free service.

## **9. Risks and Uncertainties**

Unless a new Post 16 policy is published by the Local Authority by April 2012 the changes cannot be implemented in preparation for those learners who are due to attend further education provision in September 2012.

This Policy cannot state that no transport assistance is available and any support that is provided should be equitable between educational providers.

There have been major changes to the way that Post 16 learners are funded such as the 16-18 Bursary Scheme and increases in Learner Support Fund grants to schools and colleges.

#### **10. Policy and Performance Agenda Implications**

RMBC will continue to provide its statutory requirements with due regard to the Equality Act 2010. Those learners aged 16-19 years who are assessed as eligible for transport assistance to attend further education will be required to contribute the concessionary fare equivalent.

The previous Post 16 Policy will now be referred to as the Transport Policy for learners aged 16-19 years in further education.

#### **11. Background Papers and Consultation**

Cabinet Report 21 September 2011:

“Discretionary Home to School Transport Provision”

Cabinet Report 8 February 2012:

“Discretionary Home to School Transport Provision”

**Contact Name:** - *Julia Russell, Principal Officer, CTU Passenger Services, ext 22416*

*Julia.russell@rotherham.gov.uk*

# TRANSPORT POLICY

## Learners Aged 16-19 years in Further Education

### Academic Year: 2012/2013

“If you or someone you know needs help to understand or read this document, please contact us”:

☎: 01709 822649 ☒: [education.transport@rotherham.gov.uk](mailto:education.transport@rotherham.gov.uk) Minicom: 01709 823536

#### Slovak

Ak vy alebo niekto koho poznáte potrebuje pomoc pri pochopení alebo čítaní tohto dokumentu, prosím kontaktujte nás na vyššie uvedenom čísle alebo nám pošlite e-mail.

#### Kurdish Sorani

#### كوردی سورانی

نهگهر تو یان كهسیك كه تو دهیناسی پیویستی بهیارمهتی هه بیته بو نهوهی لهم بهنگهنامه یه تیبتگات یان بیخوینیتتهوه، تکایه پهیوهندیمان پیوه بکه لهسهه نهو ژمارهیهی سههوهه دا یان بهو نیمهیه.

#### Arabic

#### عربي

إذا كنت انت أو اي شخص تعرفه بحاجة إلى مساعدة لفهم أو قراءة هذه الوثيقة، الرجاء الاتصال على الرقم اعلاه، أو مراسلتنا عبر البريد الإلكتروني

#### Urdu

#### اردو

اگر آپ یا آپ کے جاننے والے کسی شخص کو اس دستاویز کو سمجھنے یا پڑھنے کیلئے مدد کی ضرورت ہے تو برائے مہربانی مندرجہ بالا نمبر پر ہم سے رابطہ کریں یا ہمیں ای میل کریں۔

#### Farsi

#### فارسی

اگر جناب عالی یا شخص دیگری که شما اورا می شناسید برای خواندن یا فهمیدن این مدارک نیاز به کمک دارد لطفاً با ما بوسیله شماره بالا یا ایمیل تماس حاصل فرمایید۔

## Transport Policy for Learners aged 16-19 in Further Education

**Name of Local Authority:** Rotherham Metropolitan Borough Council

**Department Responsible:** Corporate Transport Unit

Passenger Services, Sandbeck Building, Hellaby Depot, Rotherham S66 8QL (Tel 01709 822649)  
[education.transport@rotherham.gov.uk](mailto:education.transport@rotherham.gov.uk)

### 1. Summary of Policy statements and main objectives

- 1.1 There is no automatic entitlement to free home to school or college transport once a student is over 16 years and beyond statutory school age. Responsibility for making appropriate transport arrangements rests with a student and/or parents/carers.
- 1.2 Providing assisted transport (e.g. taxis, specially adapted vehicles) will only be given for students with SEN who have had their needs assessed against set criteria including distance, age, mobility and the effect of their complex needs on their ability to travel. This may include:
  - Complex communication difficulties
  - Severe and complex learning difficulties
  - Complex learning and behavioural difficulties
  - Physical and medical difficulties
  - Dual sensory impairment
- 1.3 This policy outlines what transport support is available when starting a full time (over 12 guided learning hours per week) further education course up to the age of 19.
- 1.4 This policy covers the statutory duties of the Local Authority of Section 509AA of the Education Act 1996 and subsequent amendments, and Section 139A of the Learning and Skills Act 2008. It only applies to residents of the Rotherham Metropolitan area. Young people living elsewhere should refer to their own area's policy on the Direct.gov website [www.direct.gov.uk/en/index.htm](http://www.direct.gov.uk/en/index.htm).

### 2 Concessionary fares, discounts, subsidies, passes or travel cards available for Post 16 learners in colleges, sixth forms and at some training providers

The following passes and tickets are the most appropriate for those using public transport to access education and training.

- **16-18 Student Pass**

This pass is available to all South Yorkshire residents, attending full time courses at all Colleges and Sixth Forms, within Rotherham, aged between 16 and under 18 (on 1<sup>st</sup> September). It entitles the learner to travel, from the first day of the academic year, for the concessionary fare of 60p per journey (70p per journey from 1<sup>st</sup> April 2013) on all buses and trams, and for half adult fare on trains within South Yorkshire. **Application forms are available from your learning provider or Travel Information Centre.** They may also be downloaded from [www.travelsouthyorkshire.com](http://www.travelsouthyorkshire.com). Individual enquires can be made to Transport Executive Traveline on 01709 515151.

- **16-19 Travelmaster Ticket**

This ticket is available to anyone aged between 16, up to their 19<sup>th</sup> birthday, and allows unlimited travel on all buses, trams and trains within South Yorkshire. **These tickets may be purchased from any Travel Information Centre.** Your learning provider may be able to assist with funding towards the cost of this ticket. Individual enquires can be made to **Transport Executive Traveline on 01709 515151.**

- **19-21 Travelmaster Ticket**

This ticket is available to anyone aged between 19, up to their 21<sup>st</sup> birthday, and allows unlimited travel on all buses, trams and trains within South Yorkshire. **These tickets may be purchased from any Travel Information Centre.** Your learning provider may be able to assist with funding towards the cost of this ticket. Individual enquires can be made to **Transport Executive Traveline on 01709 515151.**

- **Student Term Travelmaster Ticket**

This ticket is available to any individual undertaking full time study at a college of further education in South Yorkshire, at the discretion of the college. In Rotherham, these are Dearne Valley College, Rotherham College and Thomas Rotherham College. This ticket allows unlimited travel on all buses, trams and trains within South Yorkshire. Your learning provider must supply you with authorisation to buy this product. Your learning provider may also be able to assist with funding towards the cost of this ticket.

Further details on all of the above passes and tickets, including operator's tickets, are available on the Travel South Yorkshire website [www.travelsouthyorkshire.com](http://www.travelsouthyorkshire.com), or from your local Travel Information Centre. These are situated at the following interchanges: Rotherham, Meadowhall, Sheffield Interchange, Sheffield Arundel Gate Mini-Interchange, Barnsley and Doncaster.

### **3 Support for Learners with Special Educational Needs**

- **Mobility Pass**

This pass is available to Rotherham residents up to age 65 with certain disabilities and allows free travel on all buses, trams and trains within South Yorkshire and some cross boundary services. People with disabilities who are unable to travel alone can also qualify for a special mobility pass that enables a carer to travel with them free of charge. **Contact RMBC on 01709 382121**, to discuss qualification criteria Further details are available on the Travel South Yorkshire website [www.travelsouthyorkshire.com](http://www.travelsouthyorkshire.com).

3.1 Those unable to take advantage of the above Mobility Pass should contact student services at your chosen college or your school sixth form.

- All pupils with special educational needs who plan to attend sixth form or college need to have their transport requirements reassessed **before** accepting a place on a course.
- All pupils with Special Educational Needs who have previously received individual transport assistance will need to have their transport requirements reassessed **before** the start of the new academic year (September 2012). There is no automatic entitlement for this to continue. If their transport requirements are not reassessed, transport assistance will be withdrawn after July 2012.

3.2 Post 16 students are expected to take advantage of the concessionary fare schemes so they can access public transport for their daily travel to and from school/college in and around the Rotherham district. The following learners will, however, be considered for transport assistance under this policy:

- Consideration will be given to students who have physical and medical needs, requiring specialist supervision, which prevents them from accessing public transport.
- The distance between home and school or college, offering a suitable course, must exceed 3 miles by the shortest available walking route.

3.3 Young people will be engaged in learning or training at:

- A school (including academies)
- A further education institution
- An Authority maintained or assisted institution providing higher or further education
- An establishment funded directly by the YPLA e.g. independent specialist providers for learners with learning difficulties and/or disabilities

3.4 Learners are encouraged to attend courses within the Rotherham district and only when it is clear that such provision cannot be met locally will consideration be given for students to receive help with travel to attend colleges out of the district. Specific details of the course and reasons for choice will need to be given in order that an assessment can be made having due regard to the efficient and effective use of resources.

3.5 Where a suitable course is available in the Rotherham District but the learner or parents/carer wish to attend a college outside the district, this will be on the clear understanding they will be fully responsible for all travel and related costs. However, where the local college cannot meet the learner's specific needs (eg curriculum or care needs) then the college will be expected to provide written evidence to this effect.

3.6 The following information will also be requested to support the learner's application for assistance:

- Medical evidence from a consultant, specialist service or qualified person which is no more than 3 months old.
- Supporting evidence/recommendation from the Connexions Service (**contact 01709 821184**).

#### **4 How will learners be assessed for assistance?**

4.1 Learners are expected to take advantage of the concessionary travel arrangements available. However, if a learner can demonstrate they have exceptional circumstances as to why other assistance may be required, then the appropriate transport request/review form (together with any supporting documentary evidence as detailed in section 3.6) must be submitted to the Corporate Transport Unit (**01709 822649**). Failure to provide **all** the evidence may result in a delay in your application being processed.

4.2 Completion of the transport request/review form does not mean learners are eligible for transport assistance. The form is an expression of interest in order that the Corporate Transport Unit (CTU) can undertake an assessment.



- 4.3 The CTU will consider the application and make a determination of whether the young person qualifies for transport and what this provision should be. Each case will be assessed individually and will depend upon their particular needs and circumstances. Please see section 1.2 for qualifying categories.
- 4.4 Where assisted transport has been recommended this may be on a shared vehicle with other learners. Parents/carers, or learners, will be required to make a financial contribution towards the cost of the transport provided. See section 5 for further details.
- 4.5 Learners who are in receipt of assisted transport and subsequently fail to attend school or college, without a valid reason, may have their transport support withdrawn or temporarily suspended.

## 5 Charges for transport assistance.

- 5.1 Charges apply to all post 16 learners where they require help in travelling to school or college regardless of whether they are living in the parental home or sheltered/residential accommodation.
- 5.2 Learners and/or parents/carers will be notified of the charges in advance of the travel arrangements and invoiced as soon as possible before the start of each term. These charges **must** be paid before the start of each term so that transport arrangements can be made. Every opportunity will however, be given for learners and/or parents/carers to pay the charges by smaller, more manageable payments suitable to the learner and/or parent/carer if requested.
- 5.3 Where it has been agreed to provide transport assistance to provision **within** the Rotherham District, learners and/or their parents/carers will be invoiced before the start of each term based on the cost of the concessionary student passes, and school term 2012/13 as follows:

Autumn Term 2012 15 weeks @ £6.00* per week = £90.00
Spring Term 2013 11 weeks @ £6.00* per week = £66.00
Summer Term 2013 12 weeks @ £6.00 * per week = £72.00

***Charges are based on one return bus journey per day at £1.20\****

- 5.4 Where it has been agreed to provide transport assistance to provision **outside** the Rotherham District\*\*, learners and/or their parents/carers will be invoiced before the start of each term based on the cost of the concessionary student passes, and school term 2012/13 as follows:

Autumn Term 2012 15 weeks @ £12.00* per week = £180.00
Spring Term 2013 11 weeks @ £12.00* per week = £132.00
Summer Term 2013 12 weeks @ £12.00 * per week = £144.00

***Charges are based on four bus journeys per day at £2.40\****

\* This can be subject to change. Charges will depend on school/college actual term dates.

\*\* Some learning providers may be 10 miles away and require more than one bus journey each way.

- 5.5 Refunds of transport costs cannot be made for occasional day's absence. If however the student is absent for a full week (eg due to illness) then refunds will be considered upon receipt of confirmation of attendance details from the school/college.

- 5.6 Where the learner and/or parents/carers during the course of the academic year fail to make payments or make a reasonable contribution towards their assisted transport, engage with the appropriate agencies to secure a manageable payment plan or submit an appeal, then the learner may have their assisted transport withdrawn for the following academic term. This action will only be taken as a last resort after all other options have been explored.

## 6 Financial Hardship

### 6.1 16-19 Bursary Fund

The Department for Education introduced a 16-19 Bursary Fund to enable schools and colleges to target support to those young people facing the greatest financial barriers to participation post 16. It is made up of two parts – a bursary of £1,200 a year to the most vulnerable young people and a discretionary fund for schools and colleges to distribute. They have the freedom to decide the scale and frequency of bursary payments, and could make receipt of the bursary conditional on students meeting agreed standards, for example behaviour or attendance. **Please apply to your school or college direct if you wish to be considered for a bursary.**

- 6.2 Families in financial hardship (low income families or learners) can apply to have the transport charges waived. Consideration will be given as to whether or not the learner has applied for, or is in receipt of a 16-19 bursary which may be available from the learning provider.
- 6.3 Eligibility for help with transport to school/college is not dependent on means testing, but a means test will be used to determine whether the contribution towards the transport costs should be waived for low income families. The Post 16 Transport Policy uses the low income eligibility criteria as set out in the Education and Inspections Act 2006, eg Free School Meals eligibility or being in receipt of the maximum level of Working Tax Credit. Written proof of these benefits will be requested by the Local Authority.

## 7 Support for learners at independent work based learning providers

- Funding for work based learning courses is provided via the YPLA. Please check with your provider if transport assistance is available from this funding.

## 8 Appeals and complaints process

- 8.1 Learners and/or parents/carers who wish to appeal against the decision not to award assistance, to withdraw existing support or to appeal to have the post 16 transport charges waived, should do so by completing and returning the appropriate appeal form. Please request this from the CTU, Transport Assessment Officer on **01709 822649** (24 hours voicemail is available) or e mail: [education.transport@rotherham.gov.uk](mailto:education.transport@rotherham.gov.uk).
- 8.2 All appeals should be made within 1 calendar month of the original decision. This will then be considered by an independent appeals panel within 1 calendar month from submission. Appeals received after this deadline may not be considered.
- 8.3.1 Where invoices have been submitted for payment of transport costs but parents/carers then wish to appeal against the charges they must do so **within 21 days of the date of the invoice**, otherwise the CTU will not be able to intervene and recovery of the debt may be passed to a debt collection agency.



<b>ROTHERHAM BOROUGH COUNCIL – REPORT TO MEMBERS</b>
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1.	<b>Meeting:</b>	<b>Cabinet</b>
2.	<b>Date:</b>	<b>22 February 2012</b>
3.	<b>Title:</b>	<b>Winter Weather Review</b>
4.	<b>Programme Area:</b>	<b>Resources Directorate</b>

### 5. Summary

The winter of 2010/11 was one of the harshest experienced across the United Kingdom in over 30 years. The freezing temperatures and significant snowfalls from 30<sup>th</sup> November 2010 to 15<sup>th</sup> December 2010 impacted on the entire country. In Rotherham, the road network came to a standstill under the sheer volume of snowfall, the majority of schools were closed and Council & local health services were impacted by the severe weather.

Responding to feedback from the public on a wide range of issues arising, such as widespread boiler failure, demand for residential road clearance and access to information, Elected Members commissioned a review to examine the Council's ability to respond to such extreme conditions.

The review was commissioned by the former PSOC and undertaken jointly by two of our former scrutiny panels; the Sustainable Communities Scrutiny Panel and the Regeneration Scrutiny Panel and commenced in February 2011.

The review was completed in November 2011 and a first draft signed off by the review group in early December. The Overview & Scrutiny Management Board (OSMB) received a briefing on the main issues arising on 16<sup>th</sup> December 2011, with the full report being presented to OSMB on 10<sup>th</sup> February 2012.

The report is attached as Appendix 1.

### 6. Recommendations:

- i) That the recommendations associated with the review are considered;**
- ii) That Cabinet determine what action they wish to take, if any, in light of the findings of the review.**

## 7. Proposals & Details

In January 2011, two of our former scrutiny panels received separate reports relating to residential boiler breakdown<sup>1</sup> and road clearance & gritting;<sup>2</sup> subsequently, a joint review group was commissioned to look at a range of issues that arose during this period. In particular, members wanted to look at the robustness of the Council's Emergency Planning process and other business continuity plans in place to tackle the impact of severe weather conditions on essential services. The review also looked at how our plans & arrangements linked to our partners and local communities. Members set out to establish areas of good practice and lessons that could be learnt from the experience, what worked well, what didn't work so well and what the lessons learnt.

Members have taken into account the useful evaluation and recommendations arising from the post incident report for the A57 incident, whilst focus of this review is on the broader impact of the extreme snow conditions across the Borough.

The review group wish to ensure that all Members are informed of the full range of issues arising in relation to severe winter weather and what lessons can be learnt for future with regard to business continuity in similar circumstances.

This report acknowledges how public service providers, businesses and communities worked together to keep Rotherham Borough moving, despite the challenging weather conditions.

### **The review gathered evidence from:**

Council officers from EDS, NAS, Communications & Area Assemblies; Cabinet Members; Area Assemblies; Parish Council's; Voluntary Action Rotherham; South Yorkshire Police; Ambulance Service; PCT ; South Yorkshire Passenger Transport Executive; National Farmers Union.

### **An overview of the impact on Rotherham of the adverse weather in November & December 2010 & January 2011:**

- The Road Network severely disrupted with a high level of demand to clear residential roads in addition to managing the clearance of network priority routes;
- A Critical Incident was declared on 1<sup>st</sup> December 2010 by South Yorkshire Police relating to stranded vehicles on the A57. During the evening of 29<sup>th</sup> November and the following day, 30<sup>th</sup> November 2010, the road became impassable as a result of the severe weather.
- Public transport was suspended for 2-3 days depending on location;
- The majority of schools were closed;
- Many council staff were unable to get into work, instead working from home where possible or attending an alternative work location to assist with business continuity;
- Council Services such as waste management, adult social care & corporate communications activated service business continuity plans;
- In our rented sector, 2,645 condensing boilers froze and required emergency repairs;

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<sup>1</sup> Former Regeneration Scrutiny Panel 12 January 2011 – Item 96

<sup>2</sup> Former Sustainable Communities Scrutiny Panel – 27 January 2011 – Item 58

- GP Surgeries & chemists were closed;
- The PCT & Ambulance Service activated their relevant business continuity plans in conjunction with organisational emergency planning arrangements.
- The Ambulance Service was under severe pressure to transport people to & from hospital with a high demand for service;
- South Yorkshire Hospitals were on Red Alert due to bed blocking & lack of availability;
- Adult Social Care agencies varied in their ability to respond to business continuity arrangements with the Council stepping in to ensure service continuity for vulnerable residents;
- The RBT Call Centre system went down due to 40,000 calls in December 2010 – the average call number is 10,000 per month.

## **Summary of Findings**

### **Resilience**

- The review found that many officers, councillors, members of the public, emergency services and other partners worked extremely hard during this period to ensure that a minimum level of essential public services were provided across the Borough, in addition to assisting with the critical incident on the A57.
- Without this effort & determination, the impact on individuals & communities would have been much greater than it was.
- The high level of neighbourliness and community spirit in Rotherham was underestimated - one of the key conclusions to this review is that this community resilience needs to be harnessed by the Council to achieve a more co-ordinated response in similar adverse weather conditions.
- The importance of communicating in a timely manner with residents, schools, emergency services, public transport providers and the different levels within local government and partners was a key theme that emerged throughout the evidence gathering process.

### **Council Borough Emergency Plan**

- Under the Civil Contingencies Act (2004) the Council must be able to ensure that our response integrates with that of all other relevant agencies, such as the emergency services, neighbouring local authorities, the NHS, public utilities and voluntary agencies.
- The legislation is set out to ensure emergency preparedness, including Business Continuity, is embedded as part of the Council's integrated emergency management system.
- The critical issue arising from this review was the non-activation of the Council's Emergency Plan in December 2010, despite the prolonged duration of the severe weather and its borough wide impact.
- The review found the main benefit of this action would have been to escalate the situation to a strategic level command, co-ordinated from a Control Room operated by the Council and partner agencies.
- The review found an over reliance on the emergency services to advise whether the Borough Emergency Plan should have been fully activated or not at this time.

The Council may activate the plan either by taking advice from the emergency services, and/or by internal observations of a developing situation and it is recommended that this process is revisited to provide clarity.

- *Many witnesses reflected that had this occurred during the adverse weather conditions, coordination between both internal council services and that of the emergency services and other local agencies would have been more robust.*
- However, some officers directly involved in the co-ordination of services during this incident did agree with this finding, claiming that the full activation of the Borough Emergency Plan would have reduced resources elsewhere.
- *The review group has recommended that the Council's Borough Emergency Plan is amended on the basis that escalation of the emergency planning arrangements must be designed to support service resilience (business continuity) against disruptive factors that may arise from both internal and external operating pressures.*
- A related issue for the Council & their partners is the different interpretation of emergency levels and the terms used to describe these; we have recommended that this issue is resolved by the Council working with all partners to develop a common understanding of emergency planning arrangements.

### **Business Continuity**

- Business Continuity worked well for individual directorates and with co-operation from staff, partners & volunteers; but all staff need to plan their response & location in these severe conditions;
- We are recommending that Business Continuity is reviewed for essential services in the light of a reducing work force.
- Service Managers need contact lists and location of their staff and a log kept of where people are.
- Area Assemblies, Elected Members & Parish Council could not fulfil their responsibilities due to a lack of communication & co-ordination. This was an opportunity missed by the Council;

### **Recommendations**

An overview of the challenges faced by all service sectors is set out in the attached report which makes 47 recommendations. These are designed to support the further development of strategic & service plans to improve our ability as a council to respond to adverse weather. We understand that some of these proposals have already been implemented and the review group welcomes this.

### **8. Finance**

The production of the report is financed from the Scrutiny budget although the recommendations of the review will have financial implications subject to the consideration of Cabinet.

## **9. Risks and Uncertainties**

Severe weather sits 5<sup>th</sup> on the National Risk Register as one of the nations most feared risks. In line with the recommendations of this review, the Council should seek to reduce local risks from adverse weather by strengthening the links between our emergency planning arrangements and business/service continuity.

After the severe snow in December 2010, the Secretary of State for Transport sought advice from HM Government's Chief Scientific Advisor on the probability of severe winter weather over the next 20 to 30 years.

The advice indicates: "consistent with historical records, climate model projections typically show large fluctuations between consecutive winters. The occurrence of one or two cold winters is therefore not necessarily a good indicator of a further cold winter."

It also advises that gradual warming is predicted by climate models as greenhouse gases increase. However, natural annual variability is expected to dominate the warming signal for at least the next decade or two. The outlook, therefore, remains variable and difficult to predict over the forthcoming 20 to 30 years.

The risks for road users in heavy snowfalls include low temperatures leading to an increased risk of ice and road blockage in severe snowfalls. The risk to the Council is twofold; firstly, the ability of our gritters to keep the network clear and passable given that even after treating with salt, road conditions may still be challenging; and secondly, the potential for vehicles to become stranded presenting a wider risk for all emergency, road clearance & care services.

Other risks associated with this type of severe weather relate to the increase in demand for GP, Hospital & Ambulance Services due to a spike in respiratory conditions & fracture injuries caused by falling. These Services review plans on an annual basis to continually improve the management of high demand for service relating to severe weather.

Finally, there are risks associated with levels of community resilience being too low to cope effectively with adverse weather. The recommendations of this review highlight the need to further develop emergency planning & community resilience arrangements with Parish Councils, Area Assemblies & voluntary community groups.

## **10. Policy and Performance Agenda Implications**

- Rotherham Borough Emergency Plan;
- Department of Health's Cold Weather Plan for England; November 11;
- NHS Rotherham Winter Plan – December 2011;
- Winter Service Operational Manual;
- The Community Resilience agenda led by the Civil Contingencies Secretariat within the Cabinet Office.



**11. Background Papers and Consultation**

All background papers & references are set out in the report; page 55 sets out witnesses giving evidence to this review.

**Contact:**

Bronwen Moss – Scrutiny Adviser – 01709 - 822790

[bronwen.moss@rotherham.gov.uk](mailto:bronwen.moss@rotherham.gov.uk)

Deborah Fellowes – Scrutiny & Policy Manager – 01709 - 822769

[Deborah.fellowes@rotherham.gov.uk](mailto:Deborah.fellowes@rotherham.gov.uk)

# **A Scrutiny Report of the Winter Weather Review Group**

A Joint Report of the Regeneration and  
Sustainable Communities Scrutiny  
Panels

October 2011

Cllr Alan Gosling (Chair)

Cllr Sue Ellis

Cllr Jenny Whysall

Co-optee - Brian Walker

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## **EXECUTIVE SUMMARY**

### **Context & Background**

The winter of 2010/11 was one of the harshest experienced across the United Kingdom in over 30 years. The freezing temperatures and significant snowfalls from 30<sup>th</sup> November 2010 to 15<sup>th</sup> December 2010 impacted on the entire country. In Rotherham, the road network came to a standstill under the sheer volume of snowfall, the majority of schools were closed and Council & local health services were impacted by the severe weather.

Responding to feedback from the public on a wide range of issues arising, such as widespread boiler failure, demand for residential road clearance and access to information, Elected Members commissioned a review to examine the Council's ability to respond to such extreme conditions. The review was commissioned by the former Performance & Scrutiny Overview Committee.

The review was undertaken jointly by two of our former scrutiny panels; the Sustainable Communities Scrutiny Panel and the Regeneration Scrutiny Panel.

### **Purpose**

Members particularly wanted to look at the robustness of the Council's Emergency Planning process and other business continuity plans in place to tackle the impact of severe weather conditions on essential services. They also looked at how the Council's plans & arrangements linked to those of our partners and local community groups. The review group set out to establish areas of good practice and lessons that could be learnt from the experience, highlighting what worked well, what didn't work so well and the lessons learnt.

### **Witnesses**

The Review Group received a wide range of internal and external evidence. Contributing to the review were senior Council officers, Cabinet Members and Area Assemblies, in addition to Parish Council's, the voluntary sector and partner agencies including South Yorkshire Police and Ambulance Services, the PCT and South Yorkshire Passenger Transport Executive.

Their help and co-operation with the review is gratefully acknowledged.

### **Summary of Findings**

#### **Resilience**

The review found that many officers, councillors, members of the public, emergency services and other partners worked extremely hard during this period to ensure that a minimum level of essential public services were provided across the Borough, in addition to assisting with the critical incident on the A57. Without this effort & determination, the impact on individuals & communities would have been much greater than it was.

The fact that those most in need received a service during this winter period is testament to the dedication and commitment of staff and volunteers from across the council, the ambulance service and other agencies & local communities.

The high level of neighbourliness and community spirit in Rotherham was underestimated. Surprise was expressed by officers giving evidence to the review on the extent to which residents pitched in to support their communities; one of the key conclusions to this review is that community resilience needs to be harnessed by the Council to achieve a more co-ordinated response in similar adverse weather conditions.

The importance of communicating in a timely manner with residents, schools, emergency services, public transport providers and the different levels within local government and partners was a key theme that emerged throughout the evidence gathering process.

### **Council Borough Emergency Plan**

Linked to the above, is the role of the Council's Emergency Planning Team, who is responsible for co-ordinating Rotherham's response to any emergency affecting the town. Under the Civil Contingencies Act (2004) the Council must be able to ensure that our response integrates with that of all other relevant agencies, such as the emergency services, neighbouring local authorities, the NHS, public utilities and voluntary agencies.

The legislation is set out to ensure emergency preparedness, including Business Continuity, is embedded as part of the Council's integrated emergency management system. This includes normal service delivery and more importantly that the organisation has plans and procedures in place to effectively manage business disruption.

The critical issue arising from this review was the non-activation of the Council's Emergency Plan in December 2010, despite the prolonged duration of the severe weather and its borough wide impact. One of the main benefits of this action is to escalate co-ordination of an incident to a strategic level Control Room operated by the Council and partner agencies. Many witnesses reflected that had this occurred during the adverse weather conditions, coordination between both internal council services and that of the emergency services and other local agencies would have been more effective.

It should also be highlighted that some officers directly involved in the co-ordination of services during this incident would not agree with this finding, claiming that the full activation of the Borough Emergency Plan would have reduced resources elsewhere.

Nevertheless, the review group has recommended that the Council's Borough Emergency Plan is amended on the basis that escalation of the emergency planning arrangements must be designed to support service resilience against disruptive factors that can arise from both internal and external operating pressures. The principles of an integrated Emergency Plan should be able to take place alongside supporting plans (business

continuity) and arrangements through effective and appropriate management steps.

In undertaking the review, Members also found an over reliance on the emergency services to advise whether the Borough Emergency Plan should have been fully activated or not. The Council may activate the plan either by taking advice from the emergency services, and/or by internal observations of a developing situation and it is recommended that this process is also revisited to provide clarity.

A related issue for the Council & their partners is the different interpretation of emergency levels and the terms used to describe these; we have recommended that this issue is resolved by the Council working with all partners to develop a common understanding of emergency planning arrangements. Ideally, all partners would use the same terminology and interpretation, however it is accepted that this may not be possible due to differing organisational and service objectives. Despite this, the review group believe that further work to provide clarification would help improve co-ordination in any future emergency or adverse weather incident.

### **Adverse Winter Weather 2010/11- Summary of Borough Wide Incidents**

#### **Police**

- The police service were caught out by the severity of the bad weather and like many other services, found it difficult to get people into work.
- Communication with the Council on the unfolding A57 incident did not take place until 1<sup>st</sup> December. The incident was managed by drawing on Gold, Silver & Bronze Command as applicable, but this did not result in the formal activation of the Borough Emergency Plan
- South Yorkshire Police operated their own communications room during the period to liaise with partners and co-ordinate resources. These were stretched and primarily focussed on the A57 despite snow related incidents occurring across the Borough.

#### **South Yorkshire Ambulance Service**

- The service underwent a massive learning curve as a result of the adverse weather during winter 2009/10. This resulted in a review of emergency preparedness within the service. One outcome was the procurement of 14 4x4 vehicles; 80% of these form an emergency car fleet
- SY Ambulance Service have good links with our Adult Social Care team to co-ordinate support for those able to get home from hospital, although non critical journeys (such as for routine day care admissions) were cancelled
- During this period, all relevant agencies were required at a daily meeting: Strategic Health Authority, GP Network, PCT & Ambulance Service. Vehicles were dispatched to collect personnel to ensure representatives could attend
- The most difficult phase during this period was after the snow fall and clearance was underway. This encouraged people to start venturing out resulting in many falls and associated injuries. Hospitals and GP's were under extreme pressure at this point.

## **PCT**

- The PCT's role during the severe weather was to monitor and ensure communication with local health services. The decision makers regarding service provision are the GP's & hospitals and this continued during the period of severe weather.
- The PCT activated their own Emergency Plans and this worked well where they had direct control. For instance, the District Nurses were under the PCT at this time, and they were allocated local case load that they could walk to and which were based on need and vulnerability of the patient.
- Their key issues related to communications regarding the non-activation of the Borough Emergency Plan, access to residential roads and transporting staff into work so that they could co-ordinate community services
- Resuming normal business & services during the clear up period was challenging.

## **Adult Social Care Services**

- A departmental 'emergency planning team consisting of 5 managers based themselves at the Rothercare headquarters which is located at the housing scheme known as Bakers Field Court
- The decision to do this was an immediate response to the circumstances – it was not a planned preventative action. However, it was thought to be essential in order to co-ordinate critical services
- In addition, a co-ordinated response was provided at the A57 reception centre
- A physical check was made on the most vulnerable customers – staff unable to come to work made welfare phone calls
- NAS supported the PCT whereby they also considered that the weather was severe enough to justify the activation of the Council's Emergency Plan
- Response from commissioned providers differed between organisations depending on location and views taken on the weather conditions. The bigger organisations coped better as more personnel resources were available to draw from.

## **Corporate Communications**

The work of the communications team is essentially spilt into the following areas:

- Communicating directly with residents
- Communicating with elected members
- Meeting the demands of the media and using this as a channel to reach residents;
- Communication with staff in terms of impact on their work & working arrangements, access to buildings etc
  
- Key Issues highlighted included:
  
- Ability to issue information in a timely manner & act on it;

- Rapidly changing environment e.g. school closures, road closures and access issues;
- RBT Contact Centre experienced technical problems

### **Network Management**

- The service priorities related to road clearance across the borough's main routes moving to residential areas as resources would allow.
- After the previous winter in 2009/10, rigorous planning of services, salt supply and a dedicated fleet of custom made vehicles was in place.
- However, difficulties were encountered due to conflicting service demands to keep established networks clear and the hundreds of calls from residents requesting local road clearance.
- The severity of the weather conditions, intensity of snow followed by compacted ice meant all available resources were used with no restriction on activity in respect of the budget. This meant however, the budget was not adequate with 568K spent on vehicles & salt with additional staff costs amounting to 138K.

### **Effect of Freezing Temperatures on Condensing Boilers**

- Through the Decent Homes Programme, RMBC have replaced 17,000 heating systems in rented homes with condensing boilers. Between the end of November and mid December 2010, 2,645 requests were received for repairs to broken down combination boilers
- Regular contingency planning meetings were held every 2-3 days throughout the period to co-ordinate activity with relevant services
- Adult Services and Rotherfed worked well together to identify the most vulnerable, affected households re heating issues;
- 200 electric heaters were provided by partners in addition to 250 heaters being sourced and distributed immediately before Christmas by Neighbourhood Wardens & housing staff.
- Action taken following the incidents in January included:
  - refitting some boilers with larger diameter condensate pipes from 22mm – 32mm
  - boiler warranty claims were pursued, where appropriate, against Decent Homes contractors in respect of failing to fit to specification although the contractors demonstrated that the boilers were fitted to manufacturers' specification in the majority of cases;
  - A very small number of condensate pipes were altered to meet specification
  - The cost of these solutions will be in addition to an otherwise forecasted budget.

### **Area Assemblies, Parish Councils & Voluntary Organisations**

- Government policy drive towards the 'Big Society' where communities actively work to improve their local areas is particularly pertinent during harsh winters. This review sets out the framework for a Community Resilience and recommends that this is developed further with our Area Assembly teams.



- The review found that more emphasis on communications with community groups and residents could have been achieved across the borough. The Council's Area Assemblies and local Parish Councils were an available resource to assist in this extreme weather event. It is a lesson learnt for the future that much more joint work needs to be undertaken in this area.
- During the severe weather during winter 2009/10, Voluntary Action Rotherham (VAR) had worked predominantly with Age Concern Rotherham and a few other organisations to help provide services to support elderly and vulnerable people in the Borough.
- The period of snow during this previous winter had highlighted the issues faced when older people were not able to access basic supplies due to a prolonged period of severe weather.
- VAR and Age Concern Rotherham implemented support arrangements that were under development due to the sudden onset of the severe weather in early December 2010.

The report contains a full set of recommendations to be submitted to the Cabinet for their consideration. These can be seen throughout the main body of the report.

### **Key Recommendations**

#### **RMBC Emergency Planning**

1. It is recommended that the Council work with partners to develop common agreement and compatibility with regard to the terms used in emergency planning arrangements. This is subject to differing organisational objectives and service requirements. To provide clarity, the Council's Borough Emergency Plan should set out a Glossary of Terms used by all partners in this regard.
2. Linking to the above, it is recommended that consultation is undertaken across all directorates and with partners to revise the Borough Emergency Plan to enable a tiered system intrinsically linking corporate emergency planning arrangements to service business continuity plans.
3. As part of this recommendation, roles & responsibilities are also reviewed with emphasis on clarifying the 'hierarchy' of roles within the plan.

Specifically:

- Borough Emergency Co-ordinator
- Strategic Liaison Officer
- Forward Liaison Officer
- Emergency & Safety Manager

4. The Council and its Partners develop a Severe Weather Plan that is activated in conjunction with emergency planning arrangements. Section 8 of the Plan currently makes reference to severe weather.<sup>1</sup> The Severe Weather Plan should set out a number of key activities to be undertaken as part of our response:
- ✓ An agreed criteria between partners that puts the Borough onto an 'Alert Status', this should reflect the levels set out in the Cold Weather Plan for England;
  - ✓ Once the alert is triggered, a meeting between partners to enable clarity in the event of a developing situation;
  - ✓ A written statement recording a range of anticipated problems that can be used as a briefing further down the ranks of each organisation; this document should be rationale based supporting subsequent decision making;
  - ✓ A range of locations identified as being suitable Control/Command centre's;
  - ✓ A contingency plan for all Forward Liaison Officers to set out roles, possible work locations and communication responsibilities;
  - ✓ In the event of worsening weather, the Network Management Team (Streetpride), work alongside the Emergency Planning Team and report back recommended action to the co-ordinating officer<sup>2</sup>
  - ✓ An overview of protocol for staff regarding their roles & responsibilities if they cannot get into work or if they attend an alternative location to work; individual service managers would clarify detail as part of business continuity;
  - ✓ A *requirement* to instigate the Recovery Plan proportionately in relation to the incident; this will support communities to return to normal following severe weather;
  - ✓ Essential staff (to be identified by individual services) should be supported to ensure they have the right equipment in the event of severe winter weather. A 'Grab Bag' is one way of achieving this and would contain specific items as seen in the appendices.<sup>3</sup> The Council could consider providing the bag itself as a corporate item & consider ways in which it can support staff in the provision of necessary equipment. This may take the form of advice or training for severe weather conditions and should be undertaken in conjunction with the Emergency Planning Team.
5. The proposed Severe Weather Plan should reflect action to be taken in relation to the scale of the identified severity. The Department of Health's Cold Weather Alert Service and the associated Cold Weather Plan for England should be utilised. For example, winter through planning & low level activity at levels 1-2; Business Continuity at levels 2-3; and the Council's Emergency Plan would kick in at levels 3-4.

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<sup>1</sup> See Appendix 4

<sup>2</sup> This should be an officer at a strategic level as identified within the Emergency Plan.

<sup>3</sup> See Appendix 5

6. A database is available on the Council's 'Yourself' system detailing all staff, where they live and work base, plus skills available in an emergency situation – however, arrangements to access this information during an emergency or incident needs to be agreed across the Council as part of business continuity arrangements as well as where emergency planning is activated.
7. That Business Continuity Plans are reviewed in light of recent reductions in staff numbers to ensure that a minimum of service delivery is viable.
8. Further sharing of information across geographical boundaries needs to be implemented. This applies to the City Region to identify problem areas based on experience of this snow incident. For instance, Nottinghamshire & Bassetlaw Council's should be invited to participate in this exercise, particularly with regard to road & transport issues.

## 1 INTRODUCTION

The United Kingdom experienced its worst winter for over 30 years during late November 2010 through to January 2011. Heavy snowfalls, record low temperatures, travel chaos and disruption resulted in the nationwide transport network coming to a near standstill. In Rotherham, as in all neighbouring towns, the Council faced a range of difficult technical, environmental & public health challenges.

This period of prolonged snow & ice severely tested our ability to keep transport routes open impacting on the local economy and the provision of health & wider public services. In many parts of the Borough, residential roads were impassable and major trunk roads at a standstill with the A57 Worksop Road being declared a 'critical incident'. Many householders were affected by freezing pipes, failure of domestic heating appliances and restricted access to local shops & services.

### 1.1 Purpose of the Review

The impact of such a harsh winter led to criticism and complaints from the general public and in response to this the Performance & Scrutiny Overview Committee commissioned a Scrutiny Review Group to examine the Council's ability to respond to Extreme Winter Weather.

In January 2011, two of our former scrutiny panels received separate reports relating to residential boiler breakdown<sup>4</sup> and road clearance & gritting;<sup>5</sup> subsequently, a joint review group was commissioned from our former Regeneration & Sustainable Scrutiny Panels to look at a range of issues that arose during this period. In particular, members wanted to look at the robustness of the Council's Emergency Planning process and other business continuity plans in place to tackle the impact of severe weather conditions on essential services. The review also looked at how our plans & arrangements linked to our partners and local communities. Members set out to establish areas of good practice and lessons that could be learnt from the experience, what worked well, what didn't work so well and what the obstacles were.

Members have taken into account the useful evaluation and recommendations arising from the post incident report for the A57 incident, whilst focus of this review is on the broader impact of the extreme snow conditions across the Borough.

The review group wish to ensure that all Members are informed of the full range of issues arising in relation to severe winter weather and what lessons can be learnt for future with regard to business continuity in similar circumstances.

This report acknowledges how public service providers, businesses and communities worked together to keep Rotherham Borough moving, despite the challenging weather conditions.

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<sup>4</sup> Former Regeneration Scrutiny Panel 12 January 2011 – Item 96

<sup>5</sup> Former Sustainable Communities Scrutiny Panel – 27 January 2011 – Item 58

## 1.2 Witnesses and Contributions

A wide range of witnesses participated in the review; officers from all council directorates and Cabinet Members gave evidence in addition to the Police & Ambulance Services, the PCT, the Voluntary Sector and Parish Council's. Contributions were also received from public transport providers and the National Farmers Union. For a full list of witnesses please see page ????

## 1.3 Methodology

This report sets out the work undertaken by the Winter Weather Review Group during 2011 and presents its conclusions and recommendations in respect to how RMBC can improve its resilience to winter weather.

The review was chaired by Cllr Alan Gosling and was accompanied by Councillors Jenny Whysall, Sue Ellis & scrutiny panel co-optee Brian Walker.

The review was carried out using the following methods:

- ✓ Initial planning meeting to clarify the key lines of enquiry
- ✓ Evidence gathering Review Group meetings
- ✓ Questionnaires and other requests for information
- ✓ Desktop research
- ✓ Evidence of National & Local Good Practice

The report is structured as follows:

- ✓ Overview of Policy Framework
- ✓ Background & Context Setting
- ✓ Emergency Planning
- ✓ Sector Business Continuity - what went well, learning points
- ✓ Conclusions
- ✓ Thanks

## 2 OVERVIEW OF THE POLICY FRAMEWORK

### 2.1 National Level

#### 2.1.1 Government

In December 2010, the Secretary of State for Transport sought advice from HM Government's Chief Scientific Advisor on the probability of severe winter weather over the next 20 to 30 years. Briefing documents were subsequently prepared by the Met Office's Chief Scientist in respect of the likelihood of severe winter weather in England and in Scotland over the next few decades.

The briefing note indicates: "Consistent with historical records, climate model projections typically show large fluctuations between consecutive winters. The occurrence of one or two cold winters is therefore not necessarily a good indicator of a further cold winter."

It also advises that gradual warming is predicted by climate models as greenhouse gases increase. However, natural annual variability is expected to dominate the warming signal for at least the next decade or two. The

outlook, therefore, remains variable and difficult to predict over the forthcoming 20 to 30 years.

Work is continuing and improvements are being made to the Met Office's ability to predict future weather patterns more accurately.

### 2.1.2 Community Resilience

The Community Resilience agenda is being led by the Civil Contingencies Secretariat within the Cabinet Office. They define Community Resilience as “involves communities harnessing local resources and knowledge to help themselves during an emergency in a way that complements the local emergency services.”

The Community Resilience programme was established in 2008 to explore ways to support communities in becoming resilient to the range of emergencies which they might face.<sup>6</sup> This work aims to:

- support existing community initiatives
- disseminate these successful activities in other areas
- raise awareness and understanding of local emergency response capability.

The Government have set up an opportunity for communities to share examples of resilience activities taking place in their local communities and like to hear about these initiatives and share the examples with others. This will raise awareness and understanding amongst other communities, who may seek to adapt these to suit their own local need.

With this in mind, the Government are developing a case study library to enable communities to highlight their own local resilience activities and find out what other communities are doing.<sup>7</sup>

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<sup>6</sup> A number of downloadable resources have been developed to encourage you to take steps to prepare for an emergency and to think about the risks you face. These include:

- Strategic National Framework on Community Resilience
- Preparing for Emergencies – Guide for Communities
- Community Emergency Plan Toolkit

<sup>7</sup> Further information, a template & guidance plus completed documents can be mailed to: [community.resilience@cabinet-office.x.gsi.gov.uk](mailto:community.resilience@cabinet-office.x.gsi.gov.uk)

### 2.1.3 Department of Health – Cold Weather Plan<sup>8</sup>

This Plan aims to protect people’s health throughout the cold winter months; the cross-Government initiative reminds all local communities and the NHS how best to prepare to keep people healthy and warm in their homes.

The focus is on helping the most vulnerable by:

- making an extra £10 million available to support existing Government schemes for those at risk of fuel poverty – for example grants for insulation or heating improvements provided through the Warm Front scheme run by the Department of Energy and Climate Change
- creating a new £20 million fund – supported by Age UK – for local authorities and charities to address cold housing. Bids will be invited for innovative new ways to help vulnerable older people, people with disabilities or families with young children – reaching those falling through the gaps of existing schemes
- launching a Cold Weather Plan – which will be jointly run with the Met Office and Health Protection Agency – to advise people how to stay healthy thus relieving the pressures on the NHS that winter always brings
- providing information on all aspects of keeping safe and well in winter via the Getting Ready for Winter pages on the DirectGov website

### 2.1.4 Cold weather alert service

The Cold Weather Plan is supported by a Met Office cold weather alert service commencing 1 November and runs until the end of March.

The alert service has four levels ranging from ‘Level 1 winter preparedness – long term planning’ to ‘Level 4 major incident – exceptional widespread winter weather causing disruptions’. Level 4 is more severe than the ‘big freeze’ at the end of last year.<sup>9</sup>

Together the plan and alerts aim to prepare, alert and prevent the effects of winter weather on people’s health by helping keep people well. Further details of the action needed at each level can be found on the Met Office website.

This review has made reference to the Alert Service in its recommendations.

## 2.2 Local Level

### Emergency Planning

The Council’s Emergency Planning Team is responsible for co-ordinating Rotherham’s response to any emergency affecting the town.

Under the Civil Contingencies Act (2004) the Council's main duties include:

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<sup>8</sup> Cold Weather Plan for England - Issued 1 November 2011

<sup>9</sup> Definition of each level can be seen at Appendix 1

- ✓ risk assessment
- ✓ emergency planning
- ✓ maintaining public awareness and establishing arrangements to warn, inform and advise the public
- ✓ co-operating with the emergency services and other agencies
- ✓ sharing information with the emergency services and other agencies
- ✓ Business Continuity management - ensuring the Council continues to provide essential services if an incident disrupts the Council's business
- ✓ providing advice and assistance to the commercial sector and voluntary organisations

### **2.3 What is the Council's role?**

In the event of a major emergency, the Council should be able to ensure that our response integrates with that of all other relevant agencies, such as the emergency services, neighbouring local authorities, the NHS, public utilities and voluntary agencies. This is achieved through routine liaison, training and emergency planning exercises.

Rotherham Council has a central operations room based in Bailey House<sup>10</sup> which is suitably equipped to deal with emergency incidents. The room will be staffed by trained officers representing each council directorate and emergency services. The key function here is to control and co-ordinate the entire Council's response through links with smaller Council control rooms.

### **2.4 The Borough Emergency Plan**

The Plan sets out the procedures for undertaking the above responsibilities although these do not supersede the discretion of an officer of the Authority involved in the response to take appropriate action in the circumstances. However, the plan states that such action and the reasons for it must be properly recorded at the time.

#### **2.4.1 How is the Plan Activated?**

A Major Incident could arise in two ways<sup>11</sup>:

- ✓ An unforeseen event could necessitate the 'call-out' of the Emergency Services; they would notify the Authority through the duty Forward Liaison Officer;
- ✓ *Alternatively, an existing situation of which the Authority is already aware could develop over a period of time.*

A number of key roles & responsibilities are identified in the plan at Section 5<sup>12</sup>; with a clear audit process for each role. We have set out the following

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<sup>10</sup> This Control Room will be transferred to Riverside House in March 2012.

<sup>11</sup> See Section 2 of the Plan – Appendix 2

<sup>12</sup> Section 5 of the Borough Emergency Plan can be seen at Appendix 3



information to support the readers understanding of roles & responsibilities in an emergency situation.<sup>13</sup>

#### 2.4.2 Borough Emergency Co-ordinator (BEC)

- ✓ The BEC is a shared role between the most senior officers within the Council. A weekly rota system is in place to determine who will undertake the duty in any given week. The role is designed to control and co-ordinate the integrated management of the Authority's response to a major incident and will be responsible to the Leader of the Council and Chief Executive for:
  - ✓ Taking the decision to activate the Borough Emergency Plan.
  - ✓ Informing the Chief Executive.
  - ✓ Informing other members of the Authority's Senior Emergency and Safety Management Team of the decision to activate the Borough Emergency Plan and the reasons why;
  - ✓ Initiating the corporate call out procedure;
  - ✓ Initiating the establishment of the Borough Emergency Operations Room in the pre-designated premises.
  - ✓ Considering in consultation with the Chief Executive timing of 'standing down' or 'scaling down' the council's emergency response arrangements

#### 2.4.3 Strategic Liaison Officer (SLO)

The SLO will represent the Authority at the highest level of multi-agency working through the South Yorkshire Strategic Co-ordinating Group (previously known as 'Gold'). This person will be selected from the Strategic Director officer group.

The Strategic Liaison Officer is responsible for:

- ✓ Maintaining contact between the Authority, Emergency Services and other partner agencies at a level which can focus on the wider implications of the incident and longer term recovery phase;
- ✓ Keeping the Borough Emergency Co-ordinator/Chief Executive and Borough Emergency Operations Room;
- ✓ Suggesting to the Borough Emergency Co-ordinator/Chief Executive appropriate management strategies so that the response of this Authority harmonises with those of other organisations;
- ✓ Providing advice to the Emergency Services and other organisations regarding this Authority's overall capabilities and resources;
- ✓ Facilitating and expediting this Authority's support for the Emergency Services and other organisations.

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<sup>13</sup> All key personnel are volunteers and would need to leave their day job to be part of the arrangements.

#### 2.4.4 Forward Liaison Officer (FLO)

There are seven FLO's within the Authority<sup>14</sup> who operate on a rota system to provide an on-site operational contact.

The role of the Forward Liaison Officer is to represent this Authority at the scene of any major incident or any incident where the Emergency Services request support from this Authority.

The Forward Liaison Officer is responsible for:

- ✓ Being first point of contact for the Emergency Services
- ✓ Co-ordinating the Council's response at the incident site
- ✓ Keeping the Borough Emergency Operations Room informed;
- ✓ Representing this Authority at on-site meetings.
- ✓ Offering advice and assistance on the council's capabilities to the Emergency Service;
- ✓ Ensuring the provision of appropriate Health and Safety Guidance to RMBC employees at the site, along with the Emergency Services or the Emergency and Safety Team;
- ✓ A 4x4 Land Rover is made available to the FLO to use in the event of an emergency.

### 3 BACKGROUND

From late November to Boxing Day 2010 the United Kingdom experienced two spells of severe winter weather with very low temperatures and significant snowfalls.

The Met office reported that the first of these spells lasted for two weeks from Thursday 25 November to Thursday 9 December and saw persistent easterly or north-easterly winds bringing bitterly cold air from northern Europe and Siberia, accompanied by snow. Temperatures struggled to rise above freezing during the day and there were very severe frosts at night. Temperatures widely fell below -10 °C on several nights across the UK.

This first spell of snow and freezing temperatures occurred unusually early in the winter, with the snowfalls judged as the most significant and widespread in late November and early December since late November 1965.

The period from 9 to 15 December was milder with a gradual thaw of lying snow. However, a second spell of severe weather began on Thursday 16 December as very cold Arctic air pushed down across the UK from the north. The UK remained bitterly cold until Boxing Day, with day time temperatures again failing to rise above freezing and very severe frosts. While there was little further snowfall, lying snow remained until well into the New Year.

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<sup>14</sup> Four FLO's are based within the Emergency & Safety Team & three are selected from other sections of the authority by the Emergency Planning Manager.

This second spell of snow and freezing temperatures has been judged the most significant such spell in December since 1981, although late December 2009 to mid-January 2010 (the previous winter) were also broadly comparable to both these periods<sup>15</sup>

In the last 100 years, the UK has experienced only five colder months - January 1940, February 1947, January 1963, February 1963 and February 1986.

### 3.1 Impact of Severely Cold Weather

As we can see, November & December produced the coldest winter for many years.

While many associate cold weather with hypothermia, deaths directly caused by hypothermia represent only a small proportion.

Severe cold weather can be dangerous for vulnerable groups such as older people and those with serious illnesses. It's important for people to look after their health as the winter months can mean:<sup>16</sup>

- an increase in heart attacks and stroke – accounting for 40% of excess winter deaths
- pressure on GPs – GP visits for respiratory illnesses increase by up to 19% for every 1°C drop below 5°C of the mean temperature
- more pressure on the NHS – in 2009/10, the cost of emergency admissions due to falls on snow and ice was estimated at £42million
- it is estimated that over £850 million is spent by the NHS each year as a result of the impact of cold housing on people's health

#### 3.1.1 Association for Public Service Excellence - Economics of winter resilience

Cost estimates are provided with the average cost of severe weather being estimated at £1 billion – half being 'hard' cost to the economy and half 'welfare' costs to the individual. In each case, the main cost arises from lost time and lost journeys – both for vehicular travel and for pedestrians. Against this, the annual cost to English highway authorities of providing a winter service is around £160m.

#### 3.1.2 Rotherham

In Rotherham, the first snow arrived on Friday 26 November through to the start of week commencing 29 November 2010 when there was a further major snow fall of between 300 – 450mm in depth starting at 5.00pm on Tuesday 30 November and continuing through much of the following day.

Attention is always drawn to the road & transport networks because they are affected so immediately in such extreme weather. Increased action in respect of our road networks was generated on the 26<sup>th</sup> November, over the

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<sup>15</sup> Met Office Website – Weather, December 2010

<sup>16</sup> Department of Health – Cold Weather Plan, November 2011

weekend and into the following week. The road conditions were so treacherous and under such a deep blanket of snow, bus operator 'First' suspended all its services on 1<sup>st</sup> December in Sheffield, Rotherham and Doncaster.

There were also problems at M1 Junctions local to Rotherham between Junctions 29 (Chesterfield) & 34 (Meadowhall). Specific problems were experienced on the A57 Worksop Road at Junction 31 through to the Nottinghamshire boundary.

### 3.1.3 A57 Worksop Road

The A57 forms part of the major link between the M1 motorway and the A1. During the evening of 29<sup>th</sup> November and the following day 30<sup>th</sup> November, numerous vehicles became stranded along the length of this road which quickly became impassable. On the 1<sup>st</sup> December, the Chief Inspector formally declared a Critical Incident<sup>17</sup> to minimise risk to those persons stranded & the general public, and seek to reopen the road network as quickly as possible.

A debrief<sup>18</sup> of this incident was undertaken on the 6<sup>th</sup> January 2011 and is used to inform this review of the Local Authorities ability to respond to events at this time.

## 4 FINDINGS

### 4.1 Emergency Planning

#### Key Issues

- A lack of clarity regarding roles & responsibilities during the snow incident;
- Issues around communications & decision making with partners relating to the non- activation of the Council's Emergency Plan.

#### 4.1.1 What went well?

The council's response to the A57 emergency was primarily supported by the use of the FLO who attended the site around midday on the second day of the incident. Once on site, the FLO acted as a conduit for information to & from senior officers, the police and other agencies.

Individual Directorate Business Continuity plans were formally activated by the Communications Unit, Neighbourhoods Adult Social Care & 2010 working with Willmott Dixon & Morrisons Contractors, Rothercare, EDS Green Spaces, Streetpride & the RBT Contact Centre.

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<sup>17</sup> A critical incident is not a major incident, and will not give rise to the activation of the Council Emergency Plan.

<sup>18</sup> A57 Debrief – South Yorkshire Fire & Rescue, Civil Protection Group – 27 January 2011  
Final Draft – 16/01/12 Page 19

Other adhoc & informal arrangements to assist communities & individuals across the Borough were undertaken by Council officers, members and volunteers; some examples of this are captured within this document.

### 4.1.2 Learning Points

The critical issue arising from this review was the non-activation of the Council's Emergency Plan in December 2010, despite the prolonged duration of the severe weather and its borough wide impact. One of the main benefits of this action is to escalate co-ordination of an incident to a strategic level Control Room operated by the Council and partner agencies. Many witnesses reflected that had this occurred during the adverse weather conditions, coordination between both internal council services and that of the emergency services and other local agencies would have been more effective.

Escalation plan arrangements must be designed to support the principles of service resilience against disruption from factors influencing both internal and external operating pressures. These will enable the principles of integrated emergency planning to take place alongside supporting plans (business continuity) and arrangements to ensure effective management in the event of an emergency situation.

The review group accept that it may not have been possible for all parties normally attending the Control Room to get to the Control room location (Bailey House), however, other opportunities in terms of location were available such as SY Police HQ at Atlas Court or Maltby Police Station<sup>19</sup> or Bakers Field Court, which was utilised by our Adult Social Care personnel handling their response.

It is however recognised, that during the incident, teleconferencing took place between agencies to address the above; however, this in itself does not replace the full activation of the Council's Emergency Plan and the functions undertaken by an operational Control Room.

The review found too much reliance on the emergency services (SY Police) to indicate whether the Plan should be fully activated or not. If it had been activated, a strategic level and borough wide co-ordination of activities would have taken place. In the event, many service based business continuity plans were activated and undertaken very well in difficult conditions, but these lacked the strategic facility to join them together.

Whilst the police activated elements of their emergency command levels to manage the incident on the A57 (discussed below), these were not applied across the borough where a range of different incidents were unfolding as a result of the severe weather.

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<sup>19</sup> Maltby Police Station - S66 8ER was utilised by RMBC as a Control Room during the 2007 Floods  
*Final Draft – 16/01/12*

Elected Members felt strongly that the channel of communication provided by a Control Room impacts upon their ability to stay informed of events, action & progress within their constituencies. Although written information was provided to members to update them on the A57 incident, and information could be accessed via the Council Website, members believe that had the control room been operational, they could have fulfilled their community leadership responsibilities more easily;

The Emergency Planning Team themselves had difficulties getting staff into work, with the on duty FLO having to swop with another who was more local to the A57 site and was able to attend. In practice, an Assistant FLO was assigned to work with the FLO on the A57, whilst another Assistant FLO supported Adult Services. These roles worked very well, but the review group reflected that the other FLO's could have been utilised, whether from a home or work location, to aid communications with the BEC.

A practical difficulty experienced by the FLO on the A57 was that phone handset issued did not have the same level of reception or signal as other emergency services and at times this hindered communications;

At the time of taking evidence for this review, we found there was no formal person specification and recruitment process for the temporary position of FLO; we understand that this has now been remedied;

Although parish council's & area assemblies have had training in localised emergency planning procedures, we found that there was a lack of communication between council officers and outlying areas to establish the impact of the weather conditions. It was clear from the review process that some parish wardens were uncertain about whom to contact during this type of incident, given that it was very rare.

During the review, there was much discussion around the location and number of 4x4 vehicles within the Council. Anecdotal evidence suggests that at the time of the incident, not all key staff were aware of the availability of these vehicles. Partners also raised this as an issue and recommendations are made to redress this.

Finally, a related issue for the Council & their partners is the different interpretation of emergency levels and the terms used to describe these; we have recommended that this issue is resolved by working with all partners to develop a common understanding of the terms used in emergency planning arrangements. Ideally, all partners would use the same terminology and interpretation, however it is accepted that this may not be possible due to differing organisational and service objectives. Despite this, the review group believe that further work to provide clarification would help improve co-ordination in any future emergency or adverse weather incident.

## 4.2 South Yorkshire Police

### Key Issues

Internal & External Communications with partners  
Clarity around the joint role of partners in an emergency situation

In the weeks after the snow had thawed SY Police undertook an evaluation of their ability to respond as an organisation to such extreme weather. They reported to the review group that they had examined their own systems & structures and concluded that there were no specific issues within these that needed to be changed.

However, on considering this evidence, we acknowledge that whilst human error was a key factor in the communication breakdown, this error must be inherent within organisational systems and therefore further review should take place to address this.

SY Police have in place three levels of emergency response. These are Gold (executive level of all partners), Silver (allocate resources) & Bronze Command (partners on the ground). Each plan is well developed to deal with emergency situations and sets out how resources should be used in relation to people, communications & vehicles.

One of the key issues raised within this review is around terminology and how this relates to an emergency situation. We have therefore clarified this issue with South Yorkshire Police in relation to the declaration of the A57 as a Critical Incident.

The police declare critical incidents almost every week and this status may relate to many situations arising for the service; for example a missing person or an escalating neighbour dispute. The key issue for the police is that this allows them to prioritise resources across the borough. The formal definition is:

‘Any incident where the effectiveness of the police response is likely to have a significant impact on the confidence of the victim, their family and/or the community’.

Where a critical incident is declared, an internal command structure is put in place as happened for A57 incident. The nature of the incident will determine which elements of the Gold, Silver & Bronze Command levels are required. In relation to the A57, Gold was utilised to negotiate police resources, Silver to allocate those resources and Bronze were the Inspectors and Sergeant on the ground. Partners worked with the police within this structure.

#### 4.2.1 What worked well?

The Critical Incident on the A57 was overseen and co-ordinated by an officer experienced in ‘Gold’ Command’ level emergency response;

Once the police had arrived on site at the A57, their activity was well co-ordinated with the Council and other partners, mountain rescue & community

representatives - this co-ordination took place over a two day period from the South Yorkshire Police Communications Room;

A contingency plan is in place so that if officers are unable to get to their normal place of work, they are required to attend the nearest police station; this is tracked by a requirement to contact the Duty Inspector.

Decisions regarding the prioritisation of 4x4 vehicles are made by the Gold Commander in an emergency situation. This officer will decide where the resources will be most effective; during this period, a number of 4x4 vehicles were assigned to the A57 incident to help officers get to the site and assist with road clearance.

### 4.2.2 Learning Points

The police themselves were caught out by the severity of the bad weather and like many other services, found it difficult to get people into work. However, officers are aware of plans in place to identify the nearest place of work to be attended in the event of severe weather. It was reflected to the review group that more clarity is required around tasks to be undertaken by officers when in an alternative work place.

Communication with the Council with regards to the A57 incident did not take place until 1<sup>st</sup> December; however, this communication did not result in the formal activation of the Council's Borough Emergency Plan. Given the discussion around terminology above, it is evident that a clearer definition of emergency levels is required and how these relate to each partner organisation in an emergency situation. The recommendations reflect this point.

Calls from stranded motorists (A57) on the evening of 29<sup>th</sup> November were logged individually and were not categorised as a developing incident until the next day when police personnel examined the log books. It is acknowledged by South Yorkshire Police that the link to Gold Command took too long.

South Yorkshire Police operated their own communications room during the period to communicate with partners and co-ordinate resources. The review group acknowledge that these resources were stretched and primarily focussed on the A57. However, it is important to record that snow related incidents were taking place all over the Borough, a point which relates to issues around activating the Borough Emergency Plan.

There was confusion around whether the access roads leading to the A57 should be closed and who would make this decision. Ideally, advanced notice is required but the police can close a road in the interest of public health & safety. A complicating factor is that signs and bollards are often ignored by drivers who drive around them. The Council (Winter Co-ordinator) & the police inspector made a decision to use a static Road Traffic Vehicle parked strategically to block the route onto the A57– however, this could not be utilised for the full period as it was considered this resource was better used elsewhere.



There was also some confusion with regard to reports of the bridge collapsing on the A57 which was not the case. The combination of the police helicopter being deployed to establish the situation and the Council's FLO arriving on site to liaise with the police, alleviated initial communication issues and incorrect media reports were then redressed.

The use of satellite navigation by drivers unfamiliar with the area, led to use of alternative routes which were impassable or unsuitable for HGV's. HGV drivers in particular were seeking a way off the motorway, then getting stuck and abandoning their vehicles, which in turn created further blockage on the local roads.

The knock on effect of this was that for a period of time, there appeared to be a number of 'missing persons' who could not be located immediately because they had left their vehicles;

#### **4.3 South Yorkshire Ambulance Service**

The Yorkshire Ambulance Service (YAS) is well prepared to respond to service demands that derive from changing weather patterns. Seasonal Plans are to set out to manage staff & operational requirements in extreme hot or cold weather. The service also has in place Event Plans to be activated over bank holiday & at other 'high demand' public events.

As a result of the previous bad winter in December 09 & January 10, the Service has undergone a massive shift in its approach to increasing its 'resilience factor'.

Emergency Preparedness & Business Continuity arrangements are clearly set out to enable the Service to respond to differing levels of demand for service in an emergency.<sup>20</sup> The document sets out six levels of resource escalation as follows:

- Level 1 – Normal Business
- Level 2 – Concern
- Level 3 – Moderate Pressure
- Level 4 – Severe Pressure
- Level 5 – Critical
- Level 6 – Potential Service Failure

During the prolonged period of snow, YAS remained on Level 4.

In severe weather, YAS have in place an Adverse Weather Guidance to be utilised in conjunction with the above. This Guidance identifies four levels of alertness, from 'normal business' escalating to severe or prolonged adverse weather.<sup>21</sup>

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<sup>20</sup> Resource Escalation Action Plan: Business Continuity Arrangements. November 2009  
Author: Emergency Preparedness

<sup>21</sup> Adverse Weather Guidance 20 October 2010 Version 1.3 Author: Emergency Preparedness

The Guidance acknowledges that whilst it is difficult to be prescriptive when identifying weather triggers and the impact they may have on YAS service delivery, it is important that advice from a number of different sources is taken into account. Information from external agencies such as the Meteorological Office and the Environment Agency is taken into account, along with intelligence from ambulance crews and the On Call Team.

#### 4.3.1 What went well?

In both the NHS Hospitals & Ambulance Service, Senior Managers review weather & related information to decide what the right level of alert is for their services. It is a collective decision made by looking at the bigger picture;

Planning for severe winter weather takes place well in advance of the winter period to ensure that plans are in place. These include communications with staff, additional planned staffing resources, support structure for staff re food, hot drinks & drivers in place to collect stranded staff. To achieve this, 4x4's are strategically placed across each designated area; these vehicles were also despatched to collect critically ill patients.

The service underwent a massive learning curve as a result of the Dec 09/Jan 10 winter and procured 14 4x4 vehicles; 80% of these form an emergency car fleet;

SY Ambulance Service had good links with our Adult Social Care team to co-ordinate support for those able to get home from hospital, although non critical journeys (such as for routine day care admissions) were cancelled;

The Service paid for two staff to stay in a local hotel so that they would be able to attend nearest station & support service demands; this worked well and there was no misuse of the system. Three other staff members walked in covering 10, 8 & 5 miles respectively; managers cancelled/deferred annual leave;

During this period, all relevant agencies were required at a daily meeting: Strategic Health Authority, GP Network, PCT & Ambulance Service. Vehicles were dispatched to collect personnel to ensure representatives could attend this meeting;

Two ambulance crews were sent with shovels & grit to clear roads in order to access side roads and cul de sacs; this equipment is kept on the vehicles and is provided by the fleet management section of the service. Tyre covers are also used on the ambulances to enable maximum mobility in severe snow & ice;

Due to the nature of the job, clothing is standard & flexible for all conditions;

#### 4.3.2 Learning Points

The restricted ability of ambulances to gain access to residential and other small roads & cul de sacs, largely due to abandoned & parked vehicles blocking these areas;

Road network issues led to difficulties in getting patients home, leaving the local hospitals unable to discharge them. This in turn meant that hospital beds became blocked, leaving hospitals unable to admit new cases;

Most hospitals have a 'Red, Amber & Green' level of alert. Many local hospitals were on Red due to the demand on the ambulance service to help free up beds;

Barnsley hospital were on a 'Purple' level of alert, meaning that no beds were available for at least 24 hours and could not accept new admissions until patients were transferred home;

Hospitals also had staffing issues with people either on duty for long periods because they couldn't leave the hospital or staff unable to get in from home;

Demand for service was massively increased due to freezing temperatures resulting in calls from patients with breathing difficulties and fracture injuries; Ambulance crews were very tired as had not expected weather to go on for so long creating high demands on the service.

#### Recommendations

9. We recommend greater joint working between the Council and the Ambulance Service to assess how the Streetpride Network Management Team can work with the service to assist with access for emergency vehicles in similar circumstances.
10. In accordance with the Community Resilience Agenda, Parish Councils should also be involved in any discussions and planning exercises to co-ordinate road clearance for emergency vehicles.

#### 4.4 PCT

The PCT's role during the severe weather was to monitor and ensure communication with local health services. The decision makers regarding service provision are the GP's & hospitals and this continued during the period of severe weather.

Emergency Plans did kick in and worked well in certain area's – the PCT triggered parts of it that were relevant to the circumstances and over which they had direct control.

#### Key Issues

Communication

Transport

Access to residential roads & parking at destinations

Getting staff into work

Getting people home and co-ordinating community services

Resuming normal business & services during the clear up period

#### 4.4.1 What worked well?

The PCT's Chief Executive initiated a round of phone calls to partners to establish the state of the roads and confirm the activation of social care business continuity plans. He also established GP availability and surgery access, and also contacted local hospitals to determine their accessibility and levels of service.

The PCT have different levels of 'emergency' plan in place according to the situation – i.e. the run of bank holidays during April & May this year. This is a similar approach to the ambulance service. Their Emergency Plan covers a range of staff, each having an identified role to play in any emergency;

On the morning of the 2nd December, the Chief Executive organised a conference call to all partner agencies including the Borough Emergency Coordinator, Adult Services & Community Health Services, such as the District nurses, the NHS and the Mental Health Team;

The PCT's Business Continuity Plans kicked in at the time of the incident; an integral part of this plan is a footprint of where District Nurses live so they can be contacted to take on a local case load which is within walking distance. Cases are prioritised as they cannot visit everybody in these circumstances. (At the time of the snow incident, management of the District Nurses was under the PCT)

The PCT send the Council a list of GP surgeries, plus renal & other vulnerable patients for snow clearance consideration – this information should be included in any multi-agency snow clearance exercise;

An agreement is in place with the Red Cross & Range Rover to loan 4 x 4 vehicles for weather related emergencies. Since the incident, the PCT has also purchased suitable vehicles. A list of sources for additional 4 x 4 vehicles is maintained. Voluntary organisations/individuals were especially helpful and cooperative at this time with staff and their relatives offering the use of 4 x 4 transport;

During 2011, joint arrangements have been made with voluntary organisations & the Council for a snow clearance plan. This means that the Patients Transport Service carries equipment to clear snow. This is targeted at the most vulnerable such as renal unit patients, chemotherapy & radiotherapy patients, all of whom need to go to hospital for critical & live saving treatments;

Residents of sheltered accommodation were unable to go out to collect their prescriptions, however, wardens (if they are able to get them) are able to collect on their behalf or pharmacies can deliver prescriptions – however, these services rely on the chemist being open. Age UK & the Diocese may also collect prescriptions & deliver food if they live close by.

The PCT were able to provide on-going public information relating to health services; NHS Choices, available on both the Council & PCT websites, will give the public information on alternative services. This information is also available on leaflets provided to GP surgeries & NHS walk in centres.

#### 4.4.2 Learning Points

The PCT are a key partner to the Council but not the decision maker when it comes to activating the RMBC Borough Emergency Plan. The PCT fully expected the Council to activate the Plan due to the severity of the weather and the impact it was having on a range of critical services. The PCT strongly indicated to the review that they expected the activation of the Borough Emergency Plan & the co-ordination facilitated by the Control Room. It is their view that this would have resulted in clearer communications between the many partners & personnel focusing largely on their own business continuity plans;

They also expressed a requirement for greater clarity on the process to declare an emergency and how the communication cascade will operate between partners; this will ensure that in the event of a major incident response, all key partners emergency plans will be activated at the appropriate level;

Arrangements in place to open up the PCT building had worked well prior to this incident of extreme weather. However, on the morning of Wednesday 1st December, the building could not be opened because the daily caretaker lives in Leeds and could not travel to Rotherham. Access to the building was gained by mid-morning after an alternative key holder was contacted. Since the incident, additional key holders have been identified within walking distance & directors on call have their contact details.

Communication within the PCT was heavily reliant on one person during this period – this has now changed with key personnel holding lists of staff, their location & contacts numbers. Each has an identified role in an emergency situation. The contact list is refreshed on a regular basis in accordance with the Civil Contingencies Act 2004 requirement.

Since the snow incident, the PCT have set up a Face Book account allowing access to staff enabling them to communicate with each other and gain information in an emergency planning situation only. All staff signing up to the Face Book Account can add information or discussion pertinent issues relating to the emergency. The Face Book account & the PCT's own website can be accessed from a home base to ensure staff awareness of borough wide issues;

NHS Rotherham & other hospitals (Barnsley, Doncaster, Sheffield), had difficulties transporting staff into work, with a knock on effect on appointments & the treatment of outpatients. Many appointments had to be cancelled, leading to a back log of appointments once the snow had cleared. Rotherham Foundation Trust has now purchased a 4 x 4 vehicle to alleviate transport issues arising in similar circumstances;

The most difficult phase during this period was after the snow fall and clearance was underway. This encouraged people to start venturing out resulting in many falls and associated injuries. Hospitals and GP's were under extreme pressure at this point. The discussion with the PCT emphasised the importance of clearing car parks, pavements & roads as this became a major issue in the aftermath of the weather.

As referred to in the 'What worked well' section, residents had difficulties getting prescriptions from chemists, as in many cases these were closed because chemist staff did not have access or transport. We were informed that it is possible for locum pharmacists to do this work if they are able to get access to chemist premises. Where possible, the PCT will monitor the opening hours provided by pharmacists.

Associated with the above point, is that prescriptions for drugs like Methadone are specifically dispensed by one chemist – in a long period of closure, this would clearly cause difficulties to someone dependant on this type of prescription.

#### Recommendations

11. Communication links have now been set up via a Face Book Account & internet websites for PCT staff, which is maintained by their Communications Team in the event of an emergency. The Council may wish to consider setting up a similar facility for use in an emergency planning context.
12. The review group recommend to the PCT that they keep a register of locums who may be available to do prescriptions at identified locations in the event of an emergency – further work may need to be undertaken by the GP Consortium & the PCT to identify how pharmacy services could be provided in similar conditions. These arrangements would be integrated in to the Council & the PCT's Emergency Planning systems.
13. The PCT recommend to the Council, that work is undertaken to ensure a joint agency approach on the coordination of 4 x 4 transport required in these conditions. It is proposed that one organisation is able and authorised to offer this service. The placement of these resources should be based upon incidence of vulnerability, need & risk to life.

#### 4.5 Adult Social Care

The Director of Health & Well Being explained that during the first morning of heavy snow, initial thoughts between Adult Services Managers was that home working to continue with service provision would be manageable. By lunchtime on Wednesday 1st Dec a shift in thinking occurred based on observations regarding the weather and the emerging complications in maintaining service provision between the Council, partner agencies and service providers.

As a result, a decision was made in conjunction with the Strategic Director for Neighbourhoods & Adults Services (NAS), to establish a mini control room for all communications to take place. The natural location for this was Bakers Field Court, an Extra Care Housing Scheme which is also the base for Rothercare Direct.

Four key areas to ensure business continuity:

- Home Care – vital services to vulnerable people
- Enablers (Wardens Service) – getting to the elderly
- Residential Care – business continuity
- Social Work response & safeguarding

## 4.5.1 What went well?

A departmental 'emergency planning team consisting of 5 managers based themselves at the Rothercare headquarters which is located at the housing scheme known as Bakers Field Court. The decision to do this was adhoc and an immediate response to the circumstances – it was not a planned preventative action. However, it was thought to be essential in order to co-ordinate critical services. This team effort commenced 24 hours from 2.30pm on 1<sup>st</sup> December to a day time supervision of the service over the following weekend;

Bakers Field Court provided an overview and strategic point from which to make critical decisions about care services – and create rotas for the following 2/3 days.

- At Bakers Field Court, 2 people were on duty all night on the 1<sup>st</sup> night – 24 hours – Tues/Wed.
- On Wed – shut down at 8.30pm – then Thursday – Sunday 8am – 6pm service
- In addition, Members of the Adult Services team were on duty at the A57 incident from 3pm Tuesday onwards on a 24 hour basis.

The Performance & Quality Manager co-ordinated the response & set up a rota to ensure attendance at both Bakers Field Court & the A57 reception centre, for as long as this was needed; he also sourced hot meals & other supplies from local providers for staff on duty;

The following activities took place on the first day:

- A physical check was made on the most vulnerable customers – staff who were unable to come to work were utilised to make welfare phone calls, including calls to customers who were unable to access day centres;
- The team ensured that meals on wheels providers were able to mobilise & alternative arrangements made where provision proved difficult in the circumstances;
- An emergency reception centre was set up at the A57 at the request of the Emergency & Safety Manager.

Rothercare staff had been on shift overnight & dealing with the snow since it started. Some staff stayed on duty to ensure the day time telephone service was maintained. Overnight, the Rothercare staff had contacted Green Spaces as they were aware (informally), that 4x4 vehicles were available. These were required to respond to emergency calls from vulnerable people at home and who needed staff to attend.

In addition, Green Spaces offered to support managers by providing transport to enable journeys to and from home; as the day unfolded, this service was offered to homecare staff continuing to provide day care services. These arrangements were informal and not pre planned and based on the goodwill and ability/resources of Green Spaces staff;

Residential holes continued to operate, with some staff working double shifts and staying overnight to ensure cover was maintained.

An initial exercise undertaken by the emergency management team was to account for all other staff in terms of their whereabouts and skills offered according to service needs; this ensured that staff were deployed effectively, including undertaking home visits to deliver medication and reassurance checks to ensure customers were safe;

The NAS Business Continuity Plan does support the operation of additional tasks in such circumstances and was found to be a useful guiding document;

In some cases, service providers were 'swopped' according to location and accessibility to clients and in relation to access to suitable transport;

All of the home care agencies contracted by the Council were contacted to establish which calls they would be available to provide a service to. Day care services were cancelled & customers along with family members were contacted to ensure they were safe & well. Prioritisation of service/cases was determined using a 'triage' system. This is where the Green Spaces support proved essential, especially in outlying areas.

During the period of heavy snow, many of the service providers were not able to undertake their normal responsibilities; where it was deemed essential to provide cover, council staff provided this service during this period of time;

Medication and medical supply to clients at home continued by implementing a number of business continuity actions:

- District Nurses swopped patches according to location;
- Conference calls with the PCT to support coordination;
- Rothercare/Green spaces prioritised medication deliveries.

Communications: Main source of communication was undertaken via conference call between:

PCT – Chief Executive  
Joint Commissioning Team  
HNS Rotherham - Chief Executive  
RMBC - Emergency Borough Co-ordinator  
Community Nurses

Officers at Bakers Field Court relayed information & decisions to service staff via phone & e mail;



Much good will and partnership working took place between Adult Services, Green Spaces (who did shopping for one of the Residential Care Units), and with Streetpride who prioritized routes for snow ploughs and salting.

#### 4.5.2 Learning Points

##### Borough Emergency Plan

Neighbourhoods & Adult Services supported the views of the PCT whereby they also considered that the weather was severe enough to justify the activation of the Council's Emergency Plan;

##### ➤ Operational

It was suggested that a 'Grab Box' would be useful a central telephone no/mobile phone; all key contacts; staff contacts; sourcing beds & food etc.

##### ➤ Agency Providers

In terms of the response from commissioned providers, this differed between organisations depending on location and views on the weather conditions. Some responded very well, with client swopping taking place to ensure service. The bigger organisations coped better as more personnel resources to draw from;

A big cultural difference was noted between organisations that we contract with – some not so committed to public sector services at this time. Not all were determined to continue to provide a service;

##### ➤ Transport

An Intermediate Care Service is run by RMBC and had to be maintained for patients being discharged from hospital. However, hospital staff had their own problems getting to work and providing a service, in addition to the ambulance service being able to access residential areas.

A combination of factors resulted in bed blocking due to transport and care issues – this is also discussed in the South Yorkshire Ambulance Section. However, efforts were made to keep some locations clear in order to transport patients home; for instance, Streetpride prioritised the Intermediate Care residential unit at Netherfield Court & were able to clear access to it within a few hours. This enabled patients to be discharged from hospital;

The availability of 4x4 vehicles was unknown by NAS during the extreme weather; officers interviewed were open about the fact that transport availability had not been planned or thought out for such an extreme event;

Adult Services reimbursed Green Spaces for resources used – at no time during this period did the potential cost of operations influence decisions to provide a service to vulnerable clients.

➤ Communication

At the A57 incident, a record of 'lost' people was made so that they could be repatriated to their vehicles & relatives contacted. The local community set up the reception centre for the A57 on Monday – but Adult Services were not contacted by the Parish, Church or Community - we need to know why not so that we could have responded to unfolding circumstances;

➤ Staffing Resources

The role of Business Continuity in respect of HR & Payroll was uncertain during this period. They are a source of valuable information re council staff resources and needed to be contactable & operational during this time. In this situation, day care staff and social workers need to be contacted to determine rotas and priorities. Many of these people were stuck at home – but could have been utilised in their immediate vicinity as oppose to their normal place of work.

Recommendations

14. Managers indicated that they preferred RMBC to provide a direct service in such extreme circumstances so that the Council could ensure that care services were co-ordinated. The review group support an agreement whereby the Council co-ordinate agency staff in a repeat situation.

15. Vulnerable locations need to be identified for clearance as recommended by the PCT & NHS Rotherham. This should also apply to identify locations where an emergency control room could be established.

16. The review supports Adult Services requirement that a rota is in place for the use of available 4x4 vehicles to pick up and transport staff to locations where they are needed; this information to be included in the Emergency Plan and all Business Continuity Plans with each directorate making contribution to the cost of using these vehicles. This recommendation is also supported by the PCT.

17. The review group identified a need to hire 4x4 vehicles to ensure the transportation of essential staff to specific locations. This has already been implemented via the Enabling Care Service which leases vehicles throughout the year. In the winter months, regular vehicles are replaced with 4x4's - staff have been trained to drive these vehicles in snow.

#### 4.6 RMBC Corporate Communications

The work of the communications team is essentially spilt into the following areas:

Communicating directly with residents

Communicating with elected members

Meeting the demands of the media and using this as a channel to reach residents;

Communication with staff in terms of impact on their work & working arrangements, access to buildings etc

## Key Issues

Ability to issue information in a timely manner & act on it;  
Rapidly changing environment e.g. school closures, road closures and access issues;  
RBT Contact Centre experienced technical problems

### 4.6.1 What worked well?

Adopting an “emergency planning” type approach by using their own pre planned Business Continuity Plan;

Early identification of the need to maintain business continuity plans. The team took note of the weather warnings and made decisions based on common sense and observations of the changing weather conditions;

Where staff could not get into the office, the ability to access the Council’s IT systems worked very well. The website Content Management System supported this.

The team’s ability and willingness to operate, where required, on call availability at weekends, working whatever hours were necessary to undertake the job, at no additional cost to the council (i.e. no overtime was paid);

Clear identification of roles & responsibilities allowing individuals to concentrate on specific audiences; at one stage, hourly updates were issued to media;

A dedicated website email address or Facebook Account for managers to use to update staff;

Creation of Adverse Weather Page (AWP) on the Council Website – this was updated every hour and included links to BBC Travel, the Met Office and the Environment Agency;

An Adverse Weather banner was placed on all website pages directing people to this page – the website statistics show that people used the AWP with less use of the search engine therefore enabling speedy access and a rise in the number of people successfully using these pages;

Working with partners and other local authorities – sharing channels where appropriate, making sure messages were consistent and piggybacking other emails going out e.g. Town Centre Team were also issuing information;

Correcting inaccuracies e.g. erroneous media reports that the tunnel under the A57 had collapsed causing the pile up of vehicles.

Lots of positive feedback of the use of Twitter as a communication tool;

The development of an electronic reporting system for schools to use in adverse weather; this was recommended by the Scrutiny Review of School Closures after the severe weather in 09/10 and was very well used by schools in 10/11.

#### 4.6.2 Learning Points

Do we include service updates on the Adverse Weather Page, or on the usual service pages? Some confusion here with internal information being in short supply especially during the evenings and weekends. Schools were the exception to this.

Importance of keeping caretakers informed if staff were leaving early and buildings needed to be secured;

The Council did not gain credit due for its work during the A57 emergency – the kit issued to staff needs to have the council logo placed prominently on it so that staff can easily be identified;

Working arrangements & interaction with the 2010 Communications Team (required as a result of failing condenser boilers) did not work well.

#### Recommendations

18. It is recommended that service managers review how they send their service updates through to the Communications Team so that the Council website can be more dynamic and informative.

19. A list of phone numbers for building caretakers should be drawn up so that a group text can be sent informing them that staff may be looking to leave their buildings en mass, potentially leading building closure and security requirements. In return, staff should have clear communication & reporting mechanisms if they can't access a building. Additional key holders need to be nominated.

20. RMBC officers (especially the FLO) attending an incident must be more visible to other agencies, community groups & members of the public. A review of how to achieve this should be undertaken.

#### 4.6.3 RBT Contact Centre

During the course of the severe weather, the Contact Centre was overwhelmed with calls from members of the public reporting snow & ice issues. The Centre would normally receive 10,000 calls in an average month, but in December, received 40,000, resulting in the system crashing.

RBT staff worked around the clock to get the phone system up & running and opening hours were extended up to 10.00pm over the Christmas period.

#### 4.7 Road Network – Clearance of Towns & Villages

The arrival of the immense snow falls coincided with the commencement of winter standby arrangements in mid-November 2010. From the afternoon of Tuesday 30 November 2010 all of the available resources within the Streetpride Network Management Team were employed on salting and snow clearance and continued to be so throughout both that week and the following week commencing 6 December.

It is the Council's policy to concentrate the action of the salt spreaders on the main routes as they are essential for the operation of public transport, which help to maintain an alternative means of travel for residents and members of the public.

### **Key Issues**

Staff Rota's  
Established network priorities V requests for road clearance  
Ensuring adequate materials  
Vehicle Fleet  
Working with Farmers

#### 4.7.1 What worked well?

##### ➤ Planning

Following the heavy snowfall over the previous winter 09/10 Streetpride were better prepared for repeat weather in November & December 2010;

Salt supplies were at their maximum with 6.5k tons available. A review had taken place in 09/10 to look at salt supply after problems had occurred at that time;

A fully dedicated fleet of custom made vehicles was in place instead of adaptable vehicles which may present more mechanical issues. A new driver rota is in place to cover a 2 shift system that can offer continual operations 24/7.

Road Networks are prioritised for clearance – starting with main trunk roads. GPS (Global Navigation System) Tracking is now in place recording what drivers are doing and ensuring that this meets the network priorities as agreed;

##### ➤ Staff

The dedication of staff and drivers was acknowledged during the review, particularly those who walked to work locations to fulfil essential duties; staff efforts to get into work were good – with Green Spaces assisting with 4 x 4's to make sure key people were in place;

30 teams undertook hand clearance and salting and in refilling the salt bins distributed across the borough. An extensive list of priority sites was previously identified and snow clearance and salting was concentrated principally at sites where there are known to be more vulnerable users; schools, doctors surgeries, care centres and residential areas with high numbers of elderly residents. A number of teams were also employed in the early clearance of pedestrian routes in Rotherham town centre and other local shopping centres.

Neighbourhood Caretakers & Green Spaces pitched in to provide transportation and communications re priority areas for clearance; i.e. sheltered accommodation;

➤ Waste Collection

A process is in place to support waste collection whereby teams become multi-functional to support existing waste team. The Grounds Maintenance Team worked well as bin/waste collection as this service is now in house and could be redeployed to assist. Basic training for a variety of roles – such as health & safety – is in place to allow for this flexibility;

➤ Transport

EDS had information relating to availability of 4 x 4 vehicles – however this conflicts with other evidence taken during the review process which suggests that other directorates and partners did not have access to that information;

Streetpride worked with Adult Social Care to action requests to transport vulnerable adults home from hospital, however, there was no direct contact or co-ordination with the ambulance service which may have helped to relieve pressure points;

➤ Communications

Elected Members and members of the public were able to fill some of the gaps in local information regarding road clearance & network priorities.

#### 4.7.2 Learning Points

➤ Budget

All available resources were used with no restriction on activity in respect of the budget; however, due to the severity of the event the budget was not adequate with 568K spent on vehicles & salt. No budget was allocated for additional staff costs which amounted to an additional 138K;

➤ Staff

An initial difficulty was encountered with some staff teams misunderstanding that if they couldn't undertake their usual responsibilities, then they would be expected to cover alternative appropriate duties;

➤ Severity of Weather Conditions

With the intensity of the snow fall, it was extremely difficult to keep even major roads clear. It takes 4 hours to treat all of our precautionary routes and this resulted in roads recovering in snow between treatments especially as other traffic was light. Salt also becomes less effective below -8°C<sup>22</sup> and these extremely low temperatures were experienced regularly during this period. However, the greater challenge faced by Streetpride was the compaction of ice across the road network. This made it difficult to clear

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<sup>22</sup> Regeneration Scrutiny Panel Jan 11 – EDS Report on gritting & road clearance  
Final Draft – 16/01/12 Page 37

many roads and JCBs were brought in to assist. This proved to be a slow process.

➤ Communications

Initial conflicting messages were experienced with regard to the A57 Worksop Road. The extent of the problem here was not communicated due to the police delay in attending the site. The Council were informed of the extent of the problems on the A57 when the police arrived on site on the afternoon of Thursday 2nd December;

Information re access to sheltered accommodation was not immediately available; in the event, Members rang in to assist with information which filled the gaps. These were then added to the list of priorities which included doctors' surgeries & schools;

Due to the volume of calls received, the availability of staff plus many repeat calls overburdened the system and slowed our ability to respond to members of the public and other community groups requesting clearance and information. Gritters were deployed to residential areas as soon as they had dealt with the primary routes;

The review group were informed that no direct contact was maintained with local bus companies; they were sending out their own operatives to check bus routes before continuing or recommencing services. It is unclear why a lack of communication occurred, other than each party relying on the other to make contact.

However, as an update to the original review process, we have been informed that communications are now in place and staff are working to resolve difficulties faced by local transport providers.

➤ Other factors impacting on service provision

Conflicting priorities in terms of road design v clearance in bad weather caused some difficulties: the existence of road humps meant that snow ploughs had to lift their blades when travelling over them to prevent damage to the blades. Also block paving on newer estates caused access problems as this becomes very slippery for vehicles to use;

Teams were refilling our 320 salt bins at regular intervals but throughout the period we had numerous reports of them being emptied almost immediately by people who were taking the salt away to sell or for personal use. Where the Council had details of the vehicles involved in these incidents, they were reported to the police;

### 4.7.3 Working with Farmers

As part of this review, we contacted the National Farmers Union as well as collecting views from parishes around their experience of working with farmers.

Since the severe snow incident, the Council has undertaken negotiations with local farmers a number have agreed to work with the Council and provide a standby arrangement in the event of severe weather.

However, the NFU highlighted the following issues that may impact on farmer availability:

- Different rates apply for different fuel types e.g. white diesel for gritting is double the cost of red diesel;
- Insurance – public liability insurance is too high.
- Availability of grit – farmers cleared roads but then did not have access to grit to keep them clear.
- At the time of the 2010/11 winter, there were no set rates currently agreed to pay farmers for road clearance,
- There may be a shortage in the availability of farmers able & willing to assist in these circumstances.

#### Red Diesel

A further issue raised was around the legality of using red diesel in vehicles undertaking snow clearance and gritting work<sup>23</sup>.

At the commencement of this review, the use of red diesel was restricted to certain activities relating to agriculture; however, in October 2011, HM Revenue & Customs (HMRC) conducted a review which considered whether there was scope for the extension of rebated (red) diesel entitlement to vehicles undertaking certain community/charity activities. One aspect of community work considered was the use of tractors to perform road gritting activities.

The review recommended an extension to the current gritting rules to allow tractors to undertake such activity. Consequently, early in 2012, HMRC will begin the formal process of consulting stakeholders to determine whether legislation should be introduced to change the rules on the types of vehicles eligible to use red diesel for gritting.

Pending any legislative change, the rules as they now stand will continue to apply but, if, as in the last two winters, the UK experiences a period of

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<sup>23</sup> HMRC Brief 45/11 – accessed <http://www.hmrc.gov.uk/briefs/excise-duty/brief4511.htm>  
Final Draft – 16/01/12 Page 39



sustained severe weather this winter, HMRC will adopt its previously successful policy of temporarily relaxing enforcement of those rules.

#### Current rules

Schedule 1 of the Hydrocarbon Oil Duties Act 1979 lists the categories of excepted vehicle. Excepted vehicles are those which are entitled to use rebated fuel. There are excepted vehicle categories for 'Snow clearing vehicles' and 'Gritters'. The rules for qualification in each of these categories differ and are explained in the following paragraphs.

#### Snow clearing

The law says that a snow clearing vehicle is an excepted vehicle when it is being used or going to or from the place where it is to be or has been used for the purpose of clearing snow from public roads by means of a snow plough or similar device.

This puts no restriction on the type of vehicle that can be used. Therefore, for example, a farm tractor with a snow plough fitted is entitled to use red diesel for clearing snow from the public road.

#### Gritting

The law says that a vehicle qualifies in this category if it is constructed or adapted, and used, solely for the conveyance of machinery for spreading material on roads to deal with frost, ice or snow.

Qualification is restricted to vehicles designed and used only for gritting. Consequently, vehicles towing gritting equipment mounted on trailers or with detachable gritting equipment do not qualify. A farm tractor, for example, which is neither constructed nor used solely for such work, is not entitled to use red diesel for gritting public roads.

HMRC<sup>24</sup> recognise the vital role played by farmers in helping to keep rural roads clear and will adopt a pragmatic approach to the rules. This means tractors on public roads clearing snow or gritting to provide access to schools, hospitals, a remote dwelling, or communities cut off by ice and snow are entitled to use red diesel.

#### Recommendations

21. In extreme snow conditions, discretion should be used around whether or not to provide salt bins to unadopted roads – this should specifically apply where it can be shown that vulnerable or elderly residents are located;

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<sup>24</sup> More details can be obtained by calling the Excise and Customs Helpline on Tel 0845 010 9000.

22. The Council should work with neighbouring authorities to ensure that where possible there are consistent levels of gritting on priority routes crossing county borders. We acknowledge that due to operational demands, this may not always be possible, but where achieved, this would enable emergency vehicles to travel safely during ice & snow incidents;

23. Where road humps are used, residents need to be advised of the technical difficulties re snow clearance. For future road design specifications, snow clearance should be a factor taken into consideration prior to construction;

24. Where difficulties arise with road access or clearance, alternative ways of managing snow & ice should be considered – such as utilising a snow warden service.

25. It is recommended that the security of salt bins is improved to deter members of the public abusing the provision in these conditions. Colouring salt may be one idea to consider.

26. Pick up points for grit could be established after the initial snowfall & clearance. These would be accessible only for parish councils, area assemblies, farmers & listed community groups to access. The review group accept that this is subject to salt stocks and that it shouldn't impact on the Council's primary duty to keep the highway safe.

27. With the assistance of the National Farmers Union, Area Assemblies & Parish Councils, service agreements should be put in place for a pool of farmers to assist with the clearance of heavy snowfalls. The Council will agree a suitable rate of payment for those farmers actively supporting the Council & communities in this way. The agreement would state the geographical boundary within which a farmer would operate.

28. Where farmers agree to work with the Council, a subsidy should be provided to pay for equipment for tractors e.g. a plough front.

#### **4.8 Effect of Freezing Temperatures on Heating in Council Properties**

Through the Decent Homes Programme, RMBC have replaced 17,000 heating systems in rented homes with condensing boilers. Between the end of November and mid December, 2,645 requests were received for repairs to broken down combination boilers.

The condensing boilers are significantly more energy efficient than traditional boilers because rather than expelling hot waste gases from a flue, they use some of this energy to heat water. However, this process condenses moisture in the gases, with the waste liquid being expelled into the drains through a pipe running down an external wall. It is this pipe that is prone to freezing.

Due to the high number of freezing pipes resulting in boiler failure, the quickest and easiest solution to the problem was to cut the condensate pipe, so that it could no longer freeze. This course of action meant that the repair could be carried out by any repair operative increasing the number of staff

available. However, only when the roads were passable, could 2010 Rotherham Limited and both partnering contractors, Morrison and Willmott Dixon, deploy operatives to perform this work.

#### 4.8.1 What Worked Well

Led by the Director of Housing and Neighbourhoods, regular contingency planning meetings were held every 2-3 days throughout the period to co-ordinate activity with relevant services;

Prior to Christmas, senior managers agreed their availability over the Christmas period and their contact details to respond to further calls; conference calls were also held on Boxing Day & the 28<sup>th</sup> December 2010;

Adult Services and Rotherfed worked well together to identify the most vulnerable, affected households re heating issues;

Working hours were extended to 10.00pm and additional staff were called in up to and during, the 'close down' period between Christmas and New Year;

Significant numbers of staff were reassigned from their normal trades by our Contractors; in addition staff were drafted in from outside the borough to assist with boiler breakdowns. A large number of extra household visits to assess problems and/or undertake a temporary repair were undertaken. The cost of this extra resource was met by Neighbourhood & Adult Services.

200 electric heaters were provided by partners in addition to 250 heaters being sourced and distributed immediately before Christmas by Neighbourhood Wardens & housing staff. The cost of this was met by the former ALMO - 2010;

Radio bulletins and press briefings were given to communicate activity across the Borough, and the call pilot system was updated immediately prior to Christmas and again during the 'shut down' period to try and give an accurate up to date picture to customers;

A briefing note was emailed to Members which outlined the boiler repairs issues tenants were experiencing and included details of emergency contacts over the holiday period;

#### 4.8.2 Learning Points

Officers accepted that much more pre planning to respond to freezing weather could have been done & planned response would now be reviewed.

Remedial work was largely required to deal with burst pipes; remedial action & options have now been investigated including:

- Permanent internal relocation of pipe work - Sheffield City Council fitted internal drainage pipes as part of original specification & only 300 failed due to freezing weather;
- fitting taps on boilers to ensure their continued use in freezing weather;
- The cost of these solutions will be in addition to an otherwise forecasted budget.

A high number of non urgent repair jobs were reassigned but not without further delay to tenants;

NAS met the cost of additional budget expenditure was required during this emergency period to cover staff resources plus additional equipment for call handling;

Compounding the situation were difficulties around dealing with such a huge number of calls; on 15 December the Contact Centre experienced a technical fault as the in-queue message stopped playing to customers.<sup>25</sup> Unable to remedy the fault, engineers requested a new server. On 21 December calls were switched to a backup Call Pilot server which did not handle as many calls as the main server but played the in-queue messages informing customers what the housing repairs response times were during the period of bad weather.

A number of interim measures were implemented to ensure service delivery could be maintained:

- Prior to the Christmas break, staff across the customer services network were deployed to answer contact centre call and worked additional hours
- The Contact Centre extended its operating hours to 7.00am – 10.00pm over the entire Christmas break
- The service quickly trained additional staff across the Council in the repairs processes to increase the number of call handlers able to deal the increased demand

The continuing bad weather in January 2010 caused similar problems with freezing condensate pipes but to a lesser extent. Action taken following the incidents in January included:

- refitting some boilers with larger diameter condensate pipes from 22mm – 32mm (this was done as an upgrade to the specification as recommended by the manufacturers), unfortunately, the larger 32mm pipes were also subject to freezing;
- boiler warranty claims were pursued, where appropriate, against Decent Homes contractors in respect of failing to fit to specification although the contractors demonstrated that the boilers were fitted to manufacturers' specification in the majority of cases;
- A very small number of condensate pipes were altered to meet specification

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<sup>25</sup> These messages are played from the Nortel Call Pilot server & inform customers that they have reached the Council. The technical fault meant that customers were only able to hear music playing. This was compounded by the high call volumes & customers abandoning calls & redialling.

## Recommendations

29. Assess the most cost effective solution to mitigate future freezing; i.e. consider the re-routing of external pipe work to an internal location where this is appropriate; the refit of boilers with a larger diameter condensate pipe; fitting internal taps to allow internal drainage in the case of freezing;
30. Given the cost to re route pipework – the council supply & fit lagging to vulnerable pipes as a medium term measure;
31. Consider advising tenants on optimum temperatures & duration for boiler usage to reduce the incidents of freezing pipes during severely cold weather – guidance should also relate to the external temperatures in relation to use of boiler;
32. That information & advice relating to keeping warm & tackling fuel poverty is issued extensively to all tenants at the outset of winter. This will link to the Council's (with partners) Affordable Warmth Strategy. Also see recommendations under Elected Members.
33. Report to the Improving Places Select Commission setting out details of boiler repair & pipe replacement programme with rationale for action taken.

## 4.9 Parish Councils & Community Groups

### Key Issues

Communication with the Council & the Police  
 Awareness of the Emergency Plan process or activation of Business Continuity Plans

#### 4.9.1 What went well?

Harthill and Woodall Parish Council set up a volunteering shopping scheme to support elderly and vulnerable people with basic supplies, they hired a snow plough to clear roads, set up an emergency volunteer car scheme using 4x4's to bring in essential food supplies as the local supermarket could not receive deliveries and ensured that information was circulated to local residents through email contacts, websites and at least daily website updates.

#### Letwell Parish Council

- Letwell is situated in the farthest corner of rural south Rotherham ten miles or so from the Town Hall.
- The village was saved from isolation by the work of a local farmer and his team who spent many hours clearing roads and rescuing countless stranded motorists in and around Letwell, Firbeck and Woodsetts.
- They cleared a mile of private road leading to a nursing home for the elderly when they realised the staff couldn't get to work. They also dug out the milkman at North Anston so he could reach the village with

supplies. These tasks were carried out without payment; without them the community would have been cut off entirely.

- Local residents worked together to look after the elderly, organising shopping expeditions in 4x4 vehicles, collecting and delivering newspapers and so on.
- Letwell Parish Council commended the refuse collection service; “they performed very well in our view, and the service later on over Christmas and New Year was first class.”

### **Anston Parish Council**

- Parish coped with local issues without the activation of the emergency plan but think that co-ordination between all partners would have better if this had been activated on Tuesday 30<sup>th</sup> November;
- On the A57, Anston Parish Council & Church Warden were able to set up a temporary shelter & reception point in the Community Hall & supplied food, warm clothes and bedding for stranded motorists;
- They were able to provide accommodation for police to set up an operations room on the top floor of the Community Hall;
- Local elected member was involved in local response & communications via e mail;
- A local builder hired a ‘bobcat’ to clear the access to the Community Hall
- Support from the community was extensive with many examples of local support; e.g. the local school provided food from unused school meals and local residents pitched into support stranded drivers.

#### **4.9.2 Learning Points**

Communication is a key area that requires urgent attention in an emergency situation. The parish council told the review that they are there to help the authority, but no-one contacted them throughout the crisis.

They considered that whilst there is much publicity around involving local communities, a great opportunity was missed by the authority on this occasion.

An email or phone call to all parish clerks updating information and activity was expected on a daily basis in times of emergency specifically to inform on gritting schedules, closure of services such as school closures and the halting of refuse collections.

However, the review group found that this information was available on the council website and therefore could have been accessed. School closures are also read out on local radio every morning e.g. Hallam FM & Rother FM.

Parishes requested & supported an agreement with local farmers to clear & grit rural roads.

Recommendations

34. That all Parish Councils are supported to further develop local emergency plans in line with the guidance on Community Resilience Planning; this should involve contributions from the Emergency Services, PCT & other partners to ensure all representations are included;

35. The Area Assemblies should be a key partner in the above along with other identified community groups – such as local church groups/wardens;

36. As referenced above, the Council assist Parish Councils to be able to draw on a 'bank' of available farmers who already have in place an agreement to clear snow in severe conditions;

37. The review group understand that Parish Council Clerks or their representative's are included as key contacts in the Borough Emergency Plan; therefore they must be automatically contacted in the event of severe weather to assess local circumstances.

**4.10 Area Assemblies**

**Key Issues**

Lack of communication  
More guidance on roles in emergency situation  
Lack of planning

**4.10.1 What worked well**

Members of staff were able to work from home having taken equipment with them;

Local people contacted the Area Assembly offices to ask what they could do;

Area Assemblies were able to discuss this issue afterwards with residents and give them a route to express their concerns.

**4.10.2 Lessons Learnt**

Some offices couldn't be opened as caretakers were unable to reach them. Where officers were able to get to work, there was very little for them to do beyond notifying people that meetings were cancelled. Officers were not asked to co-ordinate local initiatives nor did they have the equipment to do so.

Any emergency plan/Severe Weather Plan needs to include a role for the Area Assembly Staff which could be around co-ordinating volunteers, issuing equipment, giving out information about local services, acting as a conduit for the main body of neighbourhood & housing services.

## Recommendations

38. That consultation takes place with Area Assembly staff to define their role in adverse weather or emergency incidents; this should be an integral part of the Emergency Plan;

39. Area Assemblies should be given the support & resources to develop a snow warden scheme<sup>26</sup> for whom they are responsible & will co-ordinate their activities; this role should dovetail with the Network Management Team who will be focussed on road clearance in priority areas including vulnerable locations or residents within the community;

40. A communication role with other volunteers, engaging with local organisations and supporting local members in emergency incidents

41. In the event of adverse weather, churches/undertakers be able to phone a specific number to have routes cleared for a funeral cortege.

### 4.11 Voluntary Action Rotherham (VAR)

During the severe weather in Dec 2010 VAR worked predominantly with Age Concern Rotherham and a few other organisations to help provide services to support elderly and vulnerable people in the Borough. The period of snow during the previous winter 09/10, had highlighted the issues faced when older people were not able to access basic supplies due to a prolonged period of severe weather.

Age Concern Rotherham had already had discussions with VAR and other agencies about possible measures which could be implemented should this situation arise again. However the sudden onset of the severe weather in early December 2010 meant that we had to implement these measures far quicker than we anticipated.

VAR has previous experience of responding to help service delivery during adverse weather. During the period of the Rotherham Floods in 2007 they helped support communities affected by flooding through helping co-ordinate and organise the provision of advice and information, fundraising activity, volunteer support and supply of practical essential items. VAR also supported VCS groups affected by the flooding.

#### 4.11.1 What went well

Media coverage - the CEO of Age Concern Rotherham arranged extensive coverage on local radio to provide advice to older people about self-care in addition to creating awareness of the services being offered by VAR at this time.

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<sup>26</sup> Community Snow Wardens are volunteers who help clear side roads and pavements of snow in their local area. They would receive formal health and safety training, equipment and bags of salt via the Area Assemblies working in Partnership with Streetpride's Community Delivery Teams.



This included 3 interviews on Radio Sheffield and 1 on Rother FM, which was repeated over a few days. Radio Sheffield also covered the 'Volunteer Driver' scheme;

Support continued to be offered by VAR by operating remotely, as offices had to be closed for 2 days.

Very quickly the severity of the weather caused difficulties for some VCS organisations and their clients. In response VAR immediately sent round an email bulletin alert to over 350 VCS organisations. This bulletin was aimed at:

- Appealing for volunteers to help out with an emergency shopping scheme that Age Concern Rotherham set up – see below
- Appealing for staff from VCS organisations to help out at the emergency contact centre set up by RMBC Adult Services at Bakers Field Court;
- Establishing whether any VCS organisation needed any specific help during the adverse weather conditions;
- Specifically, VAR liaised with Age Concern Rotherham, Crossroads Care Rotherham during this period. We also advised Harthill and Woodall Parish Council who were keen to provide help within their own community who were cut off due to inaccessible roads.

Support offered by other organisations:

- Age Concern Rotherham - whilst the offices were closed for 2 days, reception and other direct dial numbers including Advice and Information and Insurance were staffed remotely. Reception was staffed 8am to 8pm and also 10am to 3pm at the weekend to ensure that older people had a contact point.
- Other services operated remotely and as a result of this, direct support was offered to all current service users (approximately 500 people) on a daily or more basis throughout the bad weather;
- Crossroads Care Rotherham – operated throughout the period and also offered support to the Emergency Shopping Scheme.

#### Emergency Shopping Scheme

Age Concern Rotherham (ACR) were in the process of developing a plan (Autumn 10) for an emergency shopping scheme using volunteer 4 x 4 drivers. This had resulted from their experience of Winter 09/10. Despite the sudden onset of snow in November 10 they had already got some good publicity for this scheme.

As soon as the impact of the severe weather became clear, CEO's for both Age Concern and VAR decided to put these ideas into action. VAR's primary role in this was to recruit the volunteers whilst Age Concern worked with RMBC Adult Services to identify vulnerable elderly people who needed support and emergency shopping supplies. VAR and ACR then matched volunteers to the shopping needs of particular elderly vulnerable people.

The scheme required certain prerequisites due to the speed of implementation:

- They had to use known volunteers or people who were police checked in order to protect vulnerable people;
- Had to recruit local volunteers as the shopping often had to be delivered on foot;
- Set up an appeal for drivers of 4x4's to assist;
- Local radio helped to publicise the scheme to older people who could then contact ACR directly or through RMBC Adult Services;
- Over 40 people volunteered to support the scheme, including ACR's staff and volunteers, VAR staff, some local elected members, LSP Board members and partner agency staff. Many of these have agreed to remain on the list to be contacted in a similar situation in future.
- ACR reviewed this list in September 2011 to ensure the scheme is up-to-date for this coming winter.

#### 4.11.2 Learning Points

Information systems - it was essential to have up to date contact information for staff and volunteers to be able to access specific people quickly and therefore must be kept in a place away from work;

It is also essential to have a backup of these systems in case IT systems fail – this happened during the floods when we had to revert to paper based systems;

Remote access to IT/e mail systems should be in place. Both VAR and ACR have remote access systems which enabled them to operate remotely and continue with service provision;

The protection of vulnerable people is always paramount and therefore volunteers that were unknown to either VAR or ACR could not be utilised. On this basis radio advertising for volunteers was not used;

Referral Systems - clarity is needed around referral criteria to ensure that any support offered is used appropriately so that the scheme is not offered to people who are able to manage in an emergency situation;

Support schemes should not be overwhelmed with requests or donations – in the 2007 floods the local Radio appeal for donated goods resulted in an overwhelming amount of equipment and clothing - some of which was not suitable and had to be disposed.

Communication and publicity – having a central point of contact and getting information out to quickly to people; local Parish Councils Harthill & Woodhall found this was essential. The Parish Clerk was able to use a website to post activities such as road clearance & supplies of bread and milk onto their website;

We need to be clear where people can look for information to try and avoid rumours, mis-information and panic; local media & radio is important as this gives people access to immediate information;

Be prepared for the unexpected - agency & volunteer supporters should be mindful of discovering a longer term physical, social or economic need other than the primary reason for a referral, being severe weather in this case.

Agencies should have in place procedures to ensure longer term care is provided;

Age Concern Rotherham followed up with volunteers after each visit to ensure all was OK. It is important to work together with the statutory authorities and know who to contact here especially out of hours. Risk should be managed by organisations not by individual volunteers. Timing and speed – in similar event, agencies must respond quickly and be clear how long the support & systems are to be in place for. As partners, VAR and Age Concern Rotherham were able to make service decisions quickly & implement them.

#### Recommendations

41. Ensure that all learning points submitted by VAR are picked up by the relevant council directorates and captured into business continuity plans as appropriate to specific service delivery.

42. Whilst this review focuses on extreme weather situations, some of these points may be relevant to the provision of adult social care at any time of the year. For example, where volunteers (ACR) are actively supporting the elderly & the vulnerable, either in extreme weather or other circumstance, that they have a clear referral point through which to highlight broader needs.

### 4.12 Elected Members

#### Key Issues

Communications

Role in Emergency Planning

Role of CMT & Cabinet Members

#### 4.12.1 What went well

- Members were able to use local knowledge to assist the Network Management Team of local priorities and vulnerable residents requiring road clearance;
- Constituents were aware that they could contact their local Members as a focal point to gain more information about council service closures or delays affecting their area – this was both positive and negative depending on the amount of information held by the Elected Member.

#### 4.12.2 Learning Points

Cabinet & the Strategic Leadership Team did not meet during the severe weather period to provide political/strategic steer on proposed action – the review group believe that this was one of the key factors in the Council not activating the emergency plan.

The Emergency Plan sets out the role of Elected Members and states that Members will be informed of an emergency situation and the activated Emergency Plan from either the Leader or Scrutiny Officers on his behalf.

As representatives of the community, input from Elected Members for the Wards affected will be crucial to the Authority's response. They will provide the Authority's officers with a clear understanding of the concerns and needs of the people in the affected area, as well as feedback to local people the work being undertaken by the Authority and other emergency responders and the reasons for any decisions which are taken or which may be made.

The Plan states that 'all Elected Members of the council have a legal obligation to ensure that the Authority is capable of fulfilling its statutory duties. In order to fulfil this role Members will be supported by officers acting under the authority of the Chief Executive who has appropriate delegated powers'.

During an incident where the emergency plan is activated, communications to and from Elected Members would be conveyed through the Emergency Control Room with support from officers from the scrutiny & policy team. Those officers may be based at any location providing they have the means to communicate with Members.

During November & December 10, Members reported to the review that they had little contact with anyone co-ordinating action to deal with the impact of heavy snow. Many members resorted to using the same route as members of the public via the RBT Contact Centre which itself had technical issues to deal with.

In this instance, Members wishing to gain information or report issues to a central location or body, found it difficult to do so. The review considered that this was an opportunity missed given the ability of members to gather local intelligence and feed back to a central point.

#### Recommendations

43. The role of SLT along with Cabinet Members should be referenced within the emergency plan with particular emphasis on the importance of an emergency meeting to support strategic communication & decision making during adverse weather.

44. Emergency Planning Training for Members that simulates an adverse weather incident rather than a 'chalk & talk' exercise;

45. A pack of relevant information including a who's who contact list detailing Parish & Area Assembly Contacts

46. In the event of adverse weather or any incident that does not result in a control room being established, Members require a priority communication route for sending & receiving information updates. This could be either via a single phone number or an e mail address connecting to a centrally based co-ordinating officer. This recommendation should form part of the review of responsibilities within the emergency plan and business continuity plans.

47. It is recommended that a referral is made to the Member Training & Development Panel to identify training to enable Members to become 'Cold Weather Champions' for their Wards; this would involve distributing information (via council surgeries and other local meetings) ) about cold weather projects, payments & grants and other appropriate advice. They would be supported by officers to undertake this role. This recommendation works alongside the principles within the Cold Weather Plan for England.

#### 4.13 Recovery from an Emergency Incident

The Emergency Plan sets out procedures for a Recovery Plan if needed. This is activated by the Chief Executive following consultation with the Senior Emergency and Safety Management Team and the Emergency and Safety Team

The Borough Emergency Plan states that recovery should be considered as an integral part of the response arrangement's to an emergency, and may be instigated for the short, medium or long term depending on the impact of the incident. It is the process about returning a community to normality and will be led by the Authority with strategic input from multiple agencies & partners.

In the case of winter 2010/11, instigating a recovery plan on a short to medium term basis would have been helpful to ensure that all aspects of community life were restored and businesses & public services were back up & running & accessible. Closer links with communities at this time would have been forged via a short term recovery plan and helped to reduce the feeling that the Council had somehow neglected them.

Further work with our communities is required to prepare them for another severe winter at any future point.

The community will be better prepared to cope during and after an emergency when everyone works together using their local knowledge. Things like understanding what needs vulnerable groups may have in an emergency can make a real difference. Identifying and planning for the risks encountered during the occurrence of a severe flood, heat-wave or snowfall could help in reducing the potential impact on individuals, families and the wider community.

Being prepared and able to respond to an emergency can often help people recover more quickly. The principles of community resilience highlights why communities should be supported to engage in this type of planning:

- ✓ Increase individual, family and community resilience against all threats and hazards;
- ✓ Support and enable existing community resilience, and expand and grow these successful models of community resilience in other areas;
- ✓ Remove the barriers which inhibit or prevent participation in community resilience at a local level;
- ✓ Support effective dialogue between the community and the practitioners supporting them;
- ✓ Raise awareness and understanding of risk and the local emergency response capability in order to motivate and sustain self resilience;

- ✓ Provide tools to allow communities and individuals to articulate the benefits of emergency preparedness to the wider community;
- ✓ Provide a shared framework to support cross-sector activity at all levels in a way that ensures sufficient flexibility to make community resilience relevant and workable in each local community.

## **5 EXAMPLES OF GOOD PRACTICE**

### **5.1 National**

- 5.1.1 In Peterborough, the council has used street cleansing staff to spread salt throughout the main shopping/pedestrianised areas of the city centre. The Council treats 'pay and display' car parks and has a route of 30 pedestrian bridges and subways which receive precautionary treatments carried out by a term maintenance contractor. A secondary gritting network links the main car parks, hospital and train station to the city centre. They are currently trialling alternative de-icing/non-slip products for footbridges as an alternative to salt which can cause corrosion and trialling a new liquid spray treatment which can be applied to pavements using weed-killer spraying equipment.
- 5.1.2 Birmingham City Council's review has recommended that a procedure is developed for staff that cannot perform their normal duties to be redeployed to winter maintenance activities e.g. pedestrian walkway clearance etc. This procedure will form part of the winter maintenance plan and contain a process for managing the convergence of staff, health, safety and management issues.
- 5.1.3 Typical of many authorities, East Riding of Yorkshire Council has fitted all of their gritting vehicles with GPS systems that allow sections of the road that have been treated to be clearly identified along with the time and nature of the treatment. Pre-season spreader checks and calibration of all carriageway spreaders is undertaken, following summer maintenance by trained and authorised service technicians. The vehicles are equipped with two-way radio equipment so that contact can be maintained with the control room.

Winter services decision-makers and scouts are issued with mobile phones and decision makers participate in appropriate specialised meteorological training and on all other aspects of their duties.

- 5.1.4 Buckinghamshire County Council have developed a list of farmers who are now signed up to clear snow from roads.
- 5.1.5 Kirklees Council have issued detailed practical advice to residents via their website on actions that will help communities & individuals get through a severe snow event<sup>27</sup>

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<sup>27</sup> See Appendix 6 for details  
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## 5.2 Local

Wentworth Area Assembly is considering the funding of a snow plough for the local police quad bike so that urgent medical supplies or support to the elderly & vulnerable can be maintained.

## 6 CONCLUSIONS

The review found that many officers, councillors, members of the public, emergency services and other partners worked extremely hard during this period to ensure that a minimum level of essential public services were provided across the Borough, in addition to assisting with the incident on the A57. Without this effort & determination, the impact on individuals & communities would have been much greater than it was.

The high level of neighbourliness and community spirit in Rotherham was underestimated. Surprise was expressed by officers giving evidence to the review on the extent to which residents pitched in to support their communities. The way in which the people of Anston responded to the developing crisis on the A57 was just one example of this. We believe that the many acts of support and kindness undertaken by people all over the borough could & should have been harnessed by the Council and in doing so, could have achieved a more co-ordinated response.

Local people know their own environments well, which local routes which are important and which services and locations require access at all times; they will also have important knowledge about where vulnerable residents live. The skills & knowledge of local councillors who are key contacts within each community also needs to be more visible & co-ordinated in respect of the emergency planning process.

We have seen examples of other authorities using parish councils for early warnings, using local farmers as route clearers, recruiting individuals as snow wardens, setting up groups of people to visit the potentially vulnerable. In a structured & pre planned way, Rotherham needs to do this too, building on the genuine willingness of people to help others in need and willing to take responsibility when the council are unable to act.

However, there are specific areas where the Council, working with our partners, need to tighten up communications in order to improve our ability to respond to extreme weather or other rare weather related or borough wide incidents. The Council needs to be much clearer across directorates and with our partners around terminology relating to an emergency situation.

Evidence presented to the review suggests that in our interpretation of an 'emergency', leans towards specific incidents that are confined to a geographic area such as road or rail disasters or for example, the Ulley Dam emergency in 2007<sup>28</sup> We are less inclined to see 'developing conditions'

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<sup>28</sup> South Yorkshire Police activated the Borough Emergency Plan and set up 'Gold Control Command' at Atlas Court, Brightside Lane, and Sheffield to co-ordinate the response.  
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such as severe weather patterns as potential emergencies and are therefore less prepared for them when they happen.

Clarity is required around the roles of individuals who are directly responsible for activating the emergency plan and the processes in which this decision is made. This needs to hinge around the anticipated benefits of opening up the Emergency Control Room which could be deemed to be necessary at different 'levels of emergency' and which the Council need to identify in the Emergency Plan.

One of the key messages arising out of this review is that communications would have been enhanced by an emergency meeting between partners. This should have been triggered by the extreme weather and would have enabled more planning to take place in response to a clearly developing situation.

This meeting have provided an opportunity to assess what the problems were likely to be and should have been organised on the basis that severe weather warnings had already been issued. Most witnesses believed that if the Emergency Control Room had been in place from the night of Tuesday 29<sup>th</sup> November, the levels of co-ordination and communication between the council and our partner's would have been more effective.

Ideally, this meeting would have taken place in a single location; however, if weather or other conditions prohibited this, locations could have been identified around the Borough allowing partner representatives to make their way to the nearest one.

Police Officers need a clearer understanding of the roles they might undertake if reporting to a workplace which is not their usual base; in the event of forecasts of severe snow, there needs to be a list of equipment which aids communication & mobility and which officers are authorised to take home with them.

Better use needs to be made of council staff in these conditions. In the absence of meetings and day to day work, staff could easily be designated for other tasks. The Council need to develop the principles for briefing staff on their roles & responsibilities in the event of such bad weather. This will vary greatly between services, but will provide more substantial direction to staff who cannot get into work or who have to attend an alternative place of work.

With regard to the widespread boiler failure, the Council worked well with partners and agencies to mitigate the disturbance to tenants; however, the potential for this combination of circumstances (being the weather, the number of households affected, the volume of calls and call centre technical fault, the loss of heating and hot water on a major scale) must be mitigated in the event of similar circumstances.

This review has made many recommendations that we believe will go some way to achieving more clarity in our emergency planning arrangements and in particular, in dealing with severe snow incidents or other adverse weather.



Our key recommendation is that the Council acknowledge all the 'learning points' recorded in this report and that these are taken account of in the preparation of a Severe Weather Plan that supports business continuity across the Borough in these conditions.

## **7 THANKS**

### **7.1 Elected Members**

Councillor Gerald Smith – Cabinet Member for Town Centres, Economic Growth & Prosperity

Councillor Richard Russell – Cabinet Member for Waste & Emergency Planning

Councillor Jahangir Akhtar – Deputy Leader (formerly Cabinet Member for Neighbourhoods & Adult Services).

### **7.2 RMBC Officers**

Matt Gladstone – Director of Commissioning, Policy & Performance

Alan Matthews – Emergency & Safety Manager

Annette Senior - Emergency Planning Officer

David Burton – Director of Streetpride

Bob Stock – Formerly Streetpride, EDS

Dave Richmond – Director of Housing & Neighbourhoods

Shona McFarlane – Director of Health & Well Being - Neighbourhoods

Dave Hepworth – Schemes Delivery Team Manager - Hellaby Depot

Elaine Hedge – Community Liaison Officer – Neighbourhoods

Sarah Curer – Area Assemblies

Tracy Holmes – Corporate Communications & Marketing Manager

### **7.3 Others**

David Coldwell – General Manager - Willmott Dixon

Alan Baranowski – Sth Yorks Ambulance Service – Operations Director

Dave Bannister – Sth Yorks - Locality Manager

Kath Atkinson – Formerly of the Primary Care Trust

Michael Gazur – Anston Parish Council

Neville Hamilton – South Yorkshire Police

### **7.4 Written Evidence**

Martyn Sharpe – Clerk to Letwell Parish Council

Michael Moore - Bus Services Officer - South Yorkshire PTE

Peter Garbutt & Rachel Gillbanks – National Farmers Union

Janet Wheatley - Voluntary Action Rotherham (VAR)

## 8 APPENDICES

### 8.1 Appendix 1 – Cold Weather Plan for England November 2011

[http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH\\_130564](http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_130564)

Cold Weather Plan Levels	
Level 1	Long Term Planning All Year
	Winter Preparedness programme 1 Nov – 31 March
Level 2	Severe winter weather is forecast – Alert & readiness. 60% risk of severe cold in the following days
Level 3	Response to severe weather – severe weather action
Level 4	Major incident – Emergency response Exceptionally severe weather or threshold temperatures breached for more than 6 days

Level 1 – alerts run throughout winter & indicate that people should be preparing for the possibility severe weather & its effects on health. Everyone has a role to play in this, including individuals, health & social care professionals & a range of community & voluntary sector organisations.

Level 2 – is triggered when there is a 60% risk of severe cold weather lasting at least 48 hours forecast to arrive within the next two or three days. The plan sets out action to be taken by hospitals, care homes & communities to prepare for the potential impact on health.

Level 3 – alerts indicates that the severe weather forecast at level 2 is now occurring, and is expected to impact on people's health & on health services. It should trigger a series of actions by hospitals, care homes & individuals as set out in the plan.

Level 4 – alert indicates a major incident. It means that exceptional winter weather affects one or several parts of the country.

### 8.2 Appendix 2 – Section 2 Emergency Plan



02 How This Plan is  
Activated....

### 8.3 Appendix 3 – Section 5 Emergency Plan



05 Key Personnel  
Roles and Res...

**8.4 Appendix 4 – Section 8 Emergency Plan**



08 Summary  
Information on Spec.

**8.5 Appendix 5 - Recommended Grab Bag Contents**

Torch  
Battery radio  
Toiletries / first aid kit  
Important documents (e.g. insurance policy)  
List of emergency contact numbers (see right for downloadable templates)  
Spare keys to your home / car  
Pencil, paper, penknife and whistle  
Mobile phone  
Cash & Credit Cards  
Winter boots, warm clothing and waterproofs  
Ready-to-eat food, bottled water and warm drink in flask

**8.6 Appendix 6 – Keep Warm & Safe Message from Kirklees Council**

<http://www2.kirklees.gov.uk/news/onlinenews/newsdesk/fullstory.aspx?id=3063>

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