

# Public Document Pack



<b>MEETING:</b>	Cabinet
<b>DATE:</b>	Wednesday, 18 September 2019
<b>TIME:</b>	10.00 am
<b>VENUE:</b>	Reception Room, Barnsley Town Hall

## AGENDA

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

### Minutes

3. Minutes of the previous meeting held on 4th September, 2019 (Cab.18.9.2019/3) *(Pages 3 - 8)*

### Items for Noting

4. Decisions of Cabinet Spokespersons (Cab.18.9.2019/4) *(Pages 9 - 10)*

### Petitions

5. Petitions received under Standing Order 44 (Cab.18.9.2019/5)

### Items for Decision/Recommendation to Council

#### Core Services Spokesperson

6. Advertising and Sponsorship Policy (Cab.18.9.2019/6) *(Pages 11 - 20)*
7. Annual Health and Safety Report 2018/19 (Cab.18.9.2019/7) *(Pages 21 - 48)*

#### Regeneration and Culture Spokesperson

8. Principal Towns Investment Programme - Cudworth (Cab.18.9.2019/8) *(Pages 49 - 80)*
9. Developing a Zero Carbon Strategy for the Council and the Borough and Declaration of Climate Emergency (Cab.18.9.2019/9) *(Pages 81 - 92)*  
RECOMMENDATION TO FULL COUNCIL ON 26<sup>TH</sup> SEPTEMBER, 2019

To: Chair and Members of Cabinet:-

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

Cabinet Support Members:

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

Chair of Overview and Scrutiny Committee  
Chair of Audit Committee

Sarah Norman, Chief Executive  
Rachel Dickinson, Executive Director People  
Matt Gladstone, Executive Director Place  
Wendy Lowder, Executive Director Communities  
Julia Burrows, Director Public Health  
Andrew Frosdick, Executive Director Core Services  
Michael Potter, Service Director Business Improvement and Communications  
Neil Copley, Service Director Finance (Section 151 Officer)  
Katie Rogers, Head of Communications and Marketing  
Anna Marshall, Scrutiny Officer  
Martin McCarthy, Service Director Governance, Members and Business Support

Corporate Communications and Marketing

Please contact Martin McCarthy on email [governance@barnsley.gov.uk](mailto:governance@barnsley.gov.uk)

Tuesday, 10 September 2019

<b>MEETING:</b>	Cabinet
<b>DATE:</b>	Wednesday, 4 September 2019
<b>TIME:</b>	10.00 am
<b>VENUE:</b>	Reception Room, Barnsley Town Hall

## MINUTES

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

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

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

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

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

The Leader reported that no decisions from the previous meeting held on 21<sup>st</sup> August, 2019 had been called in.

### 61. Minutes of the previous meeting held on 21st August, 2019 (Cab.4.9.2019/3)

The minutes of the meeting held on 21<sup>st</sup> August, 2019 were taken as read and signed by the Chair as a correct record.

### 62. Decisions of Cabinet Spokespersons (Cab.4.9.2019/4)

The Record of Decisions taken by Cabinet Spokespersons under delegated powers during the week ending 16<sup>th</sup> August, 2019 were noted.

### 63. Petitions received under Standing Order 44 (Cab.4.9.2019/5)

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

### Children's Spokesperson

### 64. Annual Report of the Barnsley Safeguarding Children Board 2018/19 (Cab.4.9.2019/6)

Cabinet welcomed Bob Dyson QPM, DL independent Chair of the Barnsley Safeguarding Children Board to the meeting.

Members were advised of the pending intention to

On behalf of Cabinet, the Children's Spokesperson and Leader thanked Bob, officers and the Partnership Board members for the work they have done to protect the boroughs children and vulnerable people.

**RESOLVED:-**

- (i) that the Barnsley Safeguarding Children Board's Annual Report for 2018/19 be received; and
- (ii) that the progress made by the Safeguarding Children Board in relation to its statutory role and functions be noted as part of the continued consideration of the Borough's framework for safeguarding vulnerable adults and children.

**65. Annual Report of the Safeguarding Adults Board 2018/19 (Cab.4.9.2019/7)**

**RESOLVED** that the Barnsley Safeguarding Adults Board's Annual Report for 2018/19 be noted, in conjunction with the progress made by the Board in meeting its responsibilities to keep adults in Barnsley safe

**66. Annual Report of the Barnsley Corporate Parenting Panel 2018/19 (Cab.4.9.2019/8)**

**RESOLVED** that the progress and achievements made by the Corporate Parenting Panel, as set out in the 2018/19 Annual Report, in supporting children and young people in care, together with care leavers, during this period be noted.

**Core Services Spokesperson**

**67. Corporate Plan Performance Report - Quarter 1 April To June 2019 (Cab.4.9.2019/9)**

**RESOLVED:-**

- (i) that the Corporate Plan Performance Report for Quarter 1 (April to June 2019), as detailed in the report now submitted, be noted;
- (ii) that there were no suggested areas for improvement or achievement for follow-up reports at the end of Quarter 1 and that initiatives are already in progress to address areas of concern;
- (iii) that the inclusion of the Stronger Communities quarterly narrative report which details the contribution of Area Councils and Ward Alliances to the Corporate Plan priorities and outcomes be noted; and
- (iv) that the report be shared with the Overview and Scrutiny Committee to inform and support their ongoing work programme.

**68. Capital Programme Performance Report - Quarter 1 Ending 30th June, 2019 (Cab.4.9.2019/10)**

**RESOLVED:-**

- (i) that the Capital Programme Performance for Quarter 1 ending 30<sup>th</sup> June 2019, as set out in the report now submitted, be noted;
- (ii) that both the 2019/20 and overall five year Capital Programme positions be noted;



- (iii) that approval be given for the 2019/20 scheme slippage totalling £4.347m (paragraph 5.4 and Appendix B refer); and
- (iv) that the total net decrease in scheme costs in 2019/20 of £1.872m which all relate to restricted funding (as detailed in paragraph 5.5 and Appendix B) be approved.

**69. Corporate Financial Performance Report - Quarter 1 Ending 30th June, 2019  
(Cab.4.9.2019/11)**

**RESOLVED:-**

- (i) that the Corporate Financial Performance Report for the Quarter 1 ending 30<sup>th</sup> June 2019, as set out in the report now submitted, be noted;
- (ii) that the current forecast operational underspend for 2019/20 of £3.79m be noted;
- (iii) that approval be given to the recommended write off totalling £0.575m of historic debt (£0.510m General Fund/£0.065m HRA) as shown at paragraph 7.3 of the report;
- (iv) that the budget virements detailed at Appendix 1 of the report, be approved; and
- (v) that the ongoing uncertain and challenging financial environment facing the local authorities despite the positive Quarter 1 position reported for the Council be noted.

**70. Treasury Management Update - Quarter 1 Ending 30th June, 2019  
(Cab.4.9.2019/12)**

**RESOLVED:-**

- (i) that the Treasury Management Activities undertaken in Quarter 1 ending 30<sup>th</sup> June 2019, as set out in the report now submitted, be noted;
- (ii) that the latest expectations for interest rates as outlined in Section 4 be noted;
- (iii) that the activities undertaken during the quarter to support the Council's borrowing and investment strategies as set out in Sections 5 and 6 be noted; and
- (iv) that the Prudential and Treasury Indicators detailed in Appendix 1 of the report be noted.

**71. Barnsley Council Annual Customer Feedback Report - Complaints, Compliments, Learning and Comments - April 2018 to March 2019  
(Cab.4.9.2019/13)**

Cabinet recognised the various good initiatives that have implemented and delivered which have resulted in a notable reduction in the number of complaints received by the Council and consequently the number of ombudsmen referrals

**RESOLVED** that the Annual Customer Feedback Report regarding complaints, compliments, learning and comments for the period April 2018 to March 2019, as set out in the report now submitted be noted

### **Regeneration and Culture Spokesperson**

#### **72. Barnsley West (MU1) Masterplan Framework (Round 1) (Cab.4.9.2019/14)**

Cabinet commented on the importance of local residents engaging with the public consultation programme.

##### **RESOLVED:-**

- (i) that the progress made in the development of the Draft Barnsley West (MU1) Masterplan Framework, as set out in the report, be noted; and
- (ii) that the proposal to undertake a Community Consultation exercise planned to commence in September 2019 be approved.

#### **73. Principal Towns Investment Programme - Penistone (Cab.4.9.2019/15)**

##### **RESOLVED:-**

- (i) that the proposed Principal Towns allocation for Penistone as set out in Appendix B Masterplan and Section 4 of the report now submitted, be approved; and
- (ii) that the extension of the project to 31<sup>st</sup> March, 2021 to ensure the effective completion of all schemes contained within the programme be noted.

#### **74. Principal Towns Investment Programme - Royston (Cab.4.9.2019/16)**

##### **RESOLVED:-**

- (i) that the proposed Principal Towns allocation for Royston as set out in Appendix B Masterplan and Section 4 of the report now submitted, be approved; and
- (ii) that the extension of the project to 31<sup>st</sup> March, 2021 to ensure the effective completion of all schemes contained within the programme be noted.

#### **75. Supplementary Planning Documents (Round 1) (Cab.4.9.2019/17)**

**RESOLVED** that approval be given to consult on the Supplementary Planning Documents and Planning Advice Notes as detailed in the report submitted.

.....  
Chair

This page is intentionally left blank

**BARNESLEY METROPOLITAN BOROUGH COUNCIL**

**CABINET SPOKESPERSONS' DECISIONS**

**Schedule of Decisions taken for week ending 30 August, 2019**

<b><u>Cabinet Spokesperson</u></b>	<b><u>Item</u></b>	<b><u>Decisions</u></b>
1. Regeneration and Culture	Strengthening the Tenant Voice – A New Engagement Model for Tenants	<ul style="list-style-type: none"><li>(i) That approval be given for the proposals from Bernasli Homes for the co-regulation and scrutiny ,model, including recruitment of the panels;</li><li>(ii) That the intention to review the effectiveness and impact of the co-regulation and scrutiny model after 12 months be noted; and</li><li>(iii) That progress made on other actions arising from the review be noted.</li></ul>

This page is intentionally left blank

## Barnsley Metropolitan Borough Council

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

### Report of the Executive Director of Core Services

#### Advertising and Sponsorship Policy

##### **1. Purpose of report**

The purpose of this report is to gain approval of the updated advertising and sponsorship policy.

##### **2. Recommendations**

It's recommended that cabinet approves the updated advertising and sponsorship policy (appendix A) and agrees that this can be presented to Full Council for approval.

##### **3. Introduction**

3.1 We offer advertising and sponsorship opportunities to:

- provide a powerful marketing tool for local businesses and the local economy
- provide a communication and engagement channel for local public and third sector organisations
- channel national advertising campaign spends into the council which can then be re-invested.

3.2 All of our advertising and sponsorship opportunities are available to view on our [website](#).

There is currently a project team looking at this to see how we can make more and better use of advertising on our assets and sponsorship of our events.

##### **4. Proposal and justification**

It's proposed that we implement the updated advertising and sponsorship policy (Appendix 1).

4.1 This proposed advertising and sponsorship policy is intended to provide guidelines as to the type of advertising and sponsorship that may be permitted and the technical standards associated with their display. It means we can better regulate what can and cannot be advertised on our assets.

The policy enables us to make sure that any advertising or sponsorship doesn't conflict with our priorities, services or campaigns.

4.2 The policy gives our employees and elected members:

- clear guidance on our expectations of advertising on, or sponsorship of, council assets
- an approved list of prohibited products, services and advertisers that protects our services and upholds our values
- protection around the removal of advertising or sponsorship in unforeseen circumstances.

4.3 The Communications and Marketing service has carried out research into other local authority advertising and sponsorship policies to ensure that the proposed policy is comprehensive and reflects best practice.

4.3 If approved, the policy will be available to read on our [website](#). The Communications and Marketing service will provide a copy of the policy to any companies that manage advertising or sponsorship on our behalf, and it will be part of the contract for any future opportunities. The Communications and Marketing service will use it as a benchmark to approve any advertising requests on council assets.

4.4 The policy has been redrafted using plain and engaging language which makes the guidance easier to understand and use. It also includes hyperlinks to key policies and documents.

## **5. Consideration of alternative approaches**

5.1 The alternative approach is to continue working under the [existing advertising policy](#). This is not recommended, as the current policy focusses heavily on website advertising and doesn't cover the list of [assets advertised on our website](#). The current policy doesn't provide clear guidance on prohibited lists, nor does it set out our expectations for companies wanting to advertise on council assets or sponsor our events.

## **6. Implications for local people / customers**

No implications identified

## **7. Financial impacts**

7.1 Whilst there are no direct financial implications to updating the Advertising and Sponsorship policy, income is generated from the opportunities it provides. This is considered by the Council's Commercial Board.

## **8. Employee impacts**

8.1 The recommended advertising and sponsorship policy provides a clear benchmark for staff and elected members to approve any advertising or sponsorships requests regarding council assets.

## **9. IT impacts**

9.1 The proposed advertising and sponsorship policy includes information about website cookies and links to more information on our website about [cookies, information and privacy](#).



## **10. Communications activity**

- 10.1 If approved, the advertising and sponsorship policy will be communicated internally to all employees and elected members (both networked and non-networked). A section on the intranet will be created to give employees and elected members access to information and guidance on advertising.

The policy will be available on our website and will be distributed to companies who manage advertising or sponsorship on our behalf.

## **11. Promoting equality, diversity and social inclusion**

- 11.1 An essential addition to the proposed policy is a more robust position on what we consider acceptable areas of advertising or sponsorship on council assets. The proposed policy clearly outlines that the council will not allow any advertising which:

- features an overtly sexual tone, innuendo or a subtext that may offend, partial or complete nudity or which appears to promote illegal or inappropriate behaviour
- is of a mocking nature, which makes fun of particular groups of people, types of behaviour or situations
- disadvantages current or formerly armed service personnel, their families or veterans
- contains racial stereotypes, where the stereotyping begins causing offence, and with the potential to cause serious or widespread offence when referring to different races, cultures, nationalities or ethnic groups.
- is discriminatory on the grounds of:
  - Age
  - Disability
  - Gender reassignment
  - Marriage and civil partnership
  - Pregnancy and maternity
  - Race
  - Religion or belief
  - Sex
  - Sexual orientation

## **12. Consultations**

The following people have been consulted in the development of the policy:

- Communications and Marketing service
- Senior Management Team
- IT
- Equalities and Inclusion
- Legal services
- Public Health

## **13. List of appendices**

- Appendix 1 – Advertising and Sponsorship Policy

**Report author:** Katie Rogers

Financial impacts / Consultation



.....29/08/2019.....

*(To be signed by senior financial services officer where  
no financial impacts)*



# Advertising and sponsorship policy

For our partners and local businesses, there's never been a better time to advertise in Barnsley.

This policy explains how advertising and sponsorship is managed on council owned sites

**Barnsley council is referred to as we/our throughout this policy.**

# **1 Introduction**

## **1.1 We offer advertising and sponsorship opportunities to:**

- provide a powerful marketing tool for local businesses and the local economy
- provide a communication and engagement channel for local public and third sector organisations
- channel national advertising campaign spends into the council, which can then be re-invested.

We welcome the opportunity to publicise information that is likely to be of interest to residents and is proper and lawful through its various communication channels. This policy provides guidelines for all forms of advertising and sponsorship, including:

- Boundary signs and roundabout advertising
- Planter sign advertising
- Car park ticket advertising
- Vehicle advertising
- Parks (via Park Partners)
- Our websites
- Barnsley Museums, arts, events and exhibitions programmes

Find out more about our [advertising and sponsorship opportunities](#).

## **1.2 General principles**

We have approved categories of advertising that are acceptable for placement on our assets. All adverts are subject to approval before they are placed. We reserve the right to refuse to promote or to remove any individual advertisement, which, in our opinion, is considered inappropriate. We may check the suitability of individual advertisers with Trading Standards.

The placement of advertisements within our website will be coordinated to ensure that adverts do not compromise the prime purpose and functionality of the website.

All adverts must adhere to the codes of conduct laid down by the [Advertising Standards Authority](#).

All companies wishing to advertise on our assets must comply with our terms and conditions for advertising and sponsorship.

Any advertising must comply with all relevant regulations, and must not conflict with our aims and priorities set out in our [Corporate Plan 2017-20](#).

The Advertising Standards Authority code includes provisions that marketing communications:

- must be legal, decent, honest and truthful
- must not bring advertising into disrepute, in addition, must not bring the council into disrepute
- must conform to the Advertising Standards Authority code
- must respect the principles of fair competition
- will be subject to the Code of Practice on Local Government Publicity and the requirements of the Financial Conduct Authority.

In addition to the categories listed immediately below, there may also be some specific controls and policies associated with individual placements which are available on request.

## **2 Prohibited products, services and advertisers**

The lists below are not definitive, and we retain the sole and non-negotiable right to determine what behaviour we consider inappropriate and to refuse advertising at any time.

On an ad-hoc basis, we reserve the right to check advertisers against third party-data, for example, Trading Standards, to ensure services advertised meet the standard required.

We may check that the organisation does not have an outstanding debt with the council and has secure financial standing before authorising any advertising. During times of heightened political sensitivity, e.g. in the pre-election period, we'll carefully consider any adverts.

### **2.1 Advertising will not promote any of the following:**

- Political organisations
- Lobby groups
- Tobacco, alcohol, e-cigarettes or drug-related companies, distributors and products
- Weaponry and related companies, distributors and products
- Faith, religion and equivalent systems of belief
- Violence or anti-social behaviour of any description
- High interest / Payday lenders / speculative financial companies and products
- Fast food / sugary drinks companies, distributors and products (manufacturers of food that is considered unhealthy)
- Baby/infant formula companies, distributors and products
- Pornography and adult products, services, companies, distributors and content
- Betting, gaming, gambling, casinos and lottery companies, distributors and services
- Artificial weight control, e.g. weight loss pills companies, distributors and products
- Dating services
- Tanning salons and beds
- Cosmetic surgery companies and services

## **2.2 We will not accept advertising that:**

- conflicts with our [cores values or policies](#) in any way
- affects public support for a political party, a person identified with such a party, or a point of view or question of political controversy
- content that disadvantages current or formerly armed service personnel, their families or veterans
- associates us with organisations in a financial or legal conflict with the council
- discriminates on the grounds of race, colour, national origin, religion, sexual orientation or disability
- that infringes copyright, patent rights or trademarks
- does not comply with our [external links policy](#)
- contains offensive or profane language
- may bring us into disrepute
- is for any product or service which shares a name or trademark with a prohibited product or service, sometimes referred to as ‘surrogate advertising’. For example, a product which shares its name with a tobacco brand, or a product which shares its name with an alcohol brand in a territory where alcohol cannot be advertised.

## **3 Sponsorship**

Sponsorship is defined as: “An agreement between Barnsley Council and the sponsor, where the Council receives either money or a benefit in kind for an event, campaign or initiative from an organisation which gains publicity or other benefits by its association”.

Sponsorship implies a deeper connection between the sponsor and the council than just standard advertising.

We’ll carefully consider any potential sponsorship following these guidelines:

- Will sponsorship be detrimental to our commercial activity?
- Will sponsorship be detrimental to our messages?
- Will sponsorship conflict with our values or priorities?
- Is the potential sponsor’s business activity relevant to the event or activity being sponsored?
- Is it reasonable to assume there would be no objections from the public or local business community to the sponsorship?

## 4 Style and content

We keep an open mind to different styles of advertising, though we will not accept advertising which contains the following content:

- Sexual nature, which features an overtly sexual tone, innuendo or a subtext that may offend, partial or complete nudity or which appears to promote illegal or inappropriate behaviour.
- Mocking nature, which makes fun of particular groups of people, types of behaviour or situations.
- Racial stereotype, where the stereotyping begins to cause offence, and with the potential to cause serious or widespread offence when referring to different races, cultures, nationalities or ethnic groups.
- Discrimination on the grounds of:
  - Age
  - Disability
  - Gender reassignment
  - Marriage and civil partnership
  - Pregnancy and maternity
  - Race
  - Religion or belief
  - Sex
  - Sexual orientation

Designs should not imitate official highways signage, which may confuse our residents.

We reserve the right to review all advertising and sponsorship artwork before we accept it.

We reserve the right to decline any advertising we consider to be inappropriate, in conflict with, or detrimental to our strategic priorities.

Where an advertising or sponsorship activity may have planning implications, we'll seek advice from our planning control service about the consent required.

## 5 Unforeseen circumstances

We reserve the right to withdraw advertising with no guarantee of a refund at any time to meet the demands of unforeseen circumstances.

This includes:

- Force majeure (i.e. major environmental events)
- Periods of heightened sensitivity or developments following the installation of advertising (i.e. an external event deems previously acceptable advertising as in bad taste).

We'll let advertisers know of such circumstances at the earliest available opportunity.

## **6 Sponsored links**

We do not endorse any externally linked sites contained on the website or social media and we are not responsible for their content. We cannot guarantee that these links will work all of the time and have no control over the availability of the linked pages.

We do not accept responsibility for errors, omissions or for any consequences arising when visiting third party websites when following an advertising link.

## **7 Providing company testimonials and endorsements**

As a council, we do not provide testimonials or individual company endorsements. This includes customer feedback surveys. We can provide factual references on request for work that has been completed on our behalf.

## **8 Our advertising disclaimer**

While every effort has been made to make sure the accuracy of the content of the advertisements, we cannot accept any liability for errors or omissions contained in any of the advertisements provided by an advertiser. We do not accept any liability for any information or claims made by the advertisement or by the advertisers. Any inclusion of the Barnsley Council name on a publication should not be taken as an endorsement by Barnsley Council.

We reserve the right to refuse to place an advert or accept any sponsorship.

We also reserve the right to withdraw any advert or any sponsorship at any time, which is not in accordance with this policy or the terms and conditions of advertising and sponsorship.

### **Cookies**

Advertisers may place cookies directly from their site. We do not see or control these cookies, and we do not control how other sites use them, so we advise all users to check their privacy settings.

Read more information about [cookies, information and privacy](#).



## BARNSELY METROPOLITAN BOROUGH COUNCIL

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

**Report of the Executive  
Director of Core Services**

### **Health and Safety Report 2018/2019**

#### **1. Purpose of Report**

This report seeks to present issues raised in the 2018/2019 Health and Safety Report. The 2018/2019 report provides a comprehensive overview of health and safety performance within the Authority.

#### **2. Recommendations**

- 2.1 That the Authority's health and safety performance for 2018/2019 is noted and continuous efforts made to improve upon performance in this area.

#### **3. Introduction**

##### **3.1 Health and Safety Report 2018/2019: Executive Summary**

3.1.1 The year April 2018 to March 2019 has seen further improvements in the Council's health and safety performance and also the implications of challenges faced in delivery of these services and maintenance of this performance. Positive indicators seen in 2018/2019 are shown below (with comparative data for 2017/2018 shown in parentheses):

- The majority (88%) of audits show a satisfactory level of compliance with the Council's governance arrangements for health and safety
- A decrease in RIDDOR reportable accidents with 13 (15) over seven days injuries and one (one) specified 'major' injury
- The Council's RIDDOR reportable accident performance when compared to national statistics remaining favourable
- A decrease in days lost due to incidents of violence and aggression to 16 (57)
- A decrease in the total number of employer's liability claims to 18 (21) with 13 (15) related to accidents and 5 (6) to work related ill health

3.1.2 However, some negative indicators are also seen:

- A worsening of compliance with requirements to develop risk assessments to 68% (76%) – (77% (83%) corporately and 50% (60%) in schools)
- An increase in accidents reported to 151 (148) accidents (accompanied by a decreased reporting rate to around 84% (100%))

- An increase in reported incidents of violence and aggression to 163 (158)
- An increase in days lost due to accidents to 582 (564) with an increase in the associated costs
- An increase in RIDDOR recordable accidents with 21 (16) over three day injuries
- An under-reporting of near miss accidents and lower level incidents of violence and aggression

Overall a number of opportunities for improvements exist with these outlined below along with proposals to address them (note that whilst opportunities have been grouped there is not necessarily a 'cause and effect' indicated):

Priority identified in 2018/2019	Action required in 2019/2020
1. The reporting of 'near misses' remains lower than expected along with a statistical decrease in the reporting of accidents.	Further reiteration of the need for employees to report all incidents and for managers to encourage and respond positively to reports received.
2. Increase in RIDDOR categorised incidents along with a decrease in risk assessment compliance.	Risk assessment is the 'bedrock' of practical risk reduction and services need to ensure that suitable, sufficient and proportionate risk assessment is undertaken.
3. Majority of reports of violence and aggression involve a degree of physical violence indicating an under-reporting of lower level incidents.	Further reiteration of the need for employees to report all incidents and for managers to encourage and respond positively to reports received.
4. Increase in days lost attributed to musculoskeletal reasons and absences attributed to mental wellbeing reasons.	Whilst this may link to the action outlined in 2 above, this will be considered as part of the wider employee wellbeing review that began in spring 2019.
5. Whilst the majority of audit scores are 'satisfactory' there is room for improvement in terms of compliance.	Review of operational health and safety management systems within services to ensure that they have suitable, sufficient and proportionate arrangements to operationally manage health and safety.

3.1.3 Despite these negatives, reflecting the Council's overall performance in this area, the Council has not experienced any formal enforcement action by the Health and Safety Executive or South Yorkshire Fire and Rescue and achieved the Royal Society for the Prevention of Accidents (RoSPA) Order of Distinction for Occupational Safety and Health and the British Safety Council International Safety Award.

3.1.4 This year again reiterates the need for a greater reliance on Business Units to fulfil aspects of the overall health and safety function and ensure that good health and safety practice is embedded within services.

### **3.2 Overview of the content of the Health and Safety Report 2018/2019**

- 3.2.1 The report identifies the major causes and effects of accidents to employees and outlines remedial, responsive and proactive measures to reduce the risk of injury and work-related ill-health.
- 3.2.2 This report contains data in respect of the causes of accidents, the types of injury occurring and the parts of body injured. The report provides details of the cost of accidents to the Authority. Whilst the primary concern of the Authority is the health, safety and well being of its employees, this is nevertheless an important issue in economic terms. This issue is considered further with the incorporation of details provided by the Service Director Finance regarding Employer's Liability Claims.
- 3.2.3 The report deals with the issue of Work Related Violence to Employees. It outlines the number of reported work related violent incidents to employees. It also provides details of the services of the Health, Safety and Emergency Resilience Service as they relate to statutory occupational health.

### **4. Consideration of alternative approaches**

- 4.1 Due to the nature of this report, alternative approaches are not considered. However, as discussed above, the current challenges faced by the Council may lead to further reports to Cabinet on this matter in due course.

### **5. Proposal and justification**

- 5.1 Accept the annual Health and Safety Report 2018/2019 as a summary of current health and safety performance within the Authority. This supports the Corporate Health and Safety Policy, the statutory requirement for the management of health and safety and internal governance arrangements.

### **6. Delivering Sustainable Community Strategy Ambitions and Local Area Agreement Outcomes**

- 6.1 There are no foreseen implications of this report.

### **7. Long term sustainability of the proposal**

- 7.1 The Report emphasises the need for maintained focus on the overall health and safety function in order to uphold standards.

### **8. Impacts on local people**

- 8.1 There are no foreseen implications of this report.

### **9. Compatibility with European Convention on Human Rights**

- 9.1 There are no foreseen implications of this report.

### **10. Promoting equality and diversity and social inclusion**

- 10.1 There are no foreseen implications of this report.

**11. Reduction of crime and disorder**

11.1 There are no foreseen implications of this report.

**12. Conservation of bio-diversity**

12.1 There are no foreseen implications of this report.

**13. Risk management issues including health and safety**

13.1 The report contributes to the Council's strive to maintain high standards of health and safety. The report identifies risks and proposes appropriate control measures.

**14. Financial implications**

14.1 Whilst there are no financial implications stemming directly from the report, unless health and safety matters are continually addressed, the costs detailed in the Report may escalate.

14.2 The Health, Safety and Emergency Resilience Service, by development and implementation of the Occupational Health and Safety Management Strategy, can develop policies and procedures on health and safety, but without the day to day commitment of senior managers, managers, and those in supervisory roles, to ensure that these policies and procedures are effected, these measures are impotent

14.3 To appreciate the financial implications of health and safety, the report gives a detailed breakdown of the total number of accidents reported in 2018/2019 for the Authority, and the number of these that resulted in the injured person being absent from work.

**15. Employee implications**

15.1 Improvements in health and safety across the Council enrich the quality of employees' working life.

**16. Glossary**

16.1 Not applicable

**17. List of appendices**

Appendix 1 – Health and Safety Report 2018/2019.

**18. Background Papers**

18.1 See Appendix 1

**19. Annex – consultations**

**19.1 Financial implications**

Whilst there are no financial implications stemming directly from the report, unless health and safety matters are continually addressed, the costs detailed in the report may escalate.

**19.2 Employee implications**

Improvements in health and safety across the Council enrich the quality of employees' working life.

**19.3 Legal implications**

The report assists the Council to fulfil its statutory duties under the Health and Safety at Work etc. Act 1974, the Civil Contingencies Act 2004 and the Fire Safety (Regulatory Reform) Order 2005 and associated legislation

**19.4 Policy implications**

The report supports the Council's Corporate Health and Safety Policy. There are no foreseen implications of this report.

**19.5 ICT implications**

There are no foreseen implications of this report.

**19.6 Local Members**

There are no foreseen implications of this report.

**19.7 Health and safety considerations**

The report assists the Council to fulfil its statutory duties under the Health and Safety at Work etc. Act 1974 and associated legislation. The report supports the Council's Corporate Health and Safety Policy.

**19.8 Property implications**

The report supports the Council's Corporate Health and Safety Policy as it applies to the safety of premises. There are no foreseen implications of this report.

**19.9 Implications for other services**

Measures outlined in the report impact upon all departments within the Council.

**19.10 Implications for service users**

The report assists the Council to fulfil its statutory duties under the Health and Safety at Work etc. Act 1974 and associated legislation.

**19.11 Communications implications**

There are no foreseen implications of these proposals.

**Simon Dobby, Head of Corporate Health, Safety and Emergency Resilience;**

**5<sup>th</sup> August 2019;**

This page is intentionally left blank



OUR VISION

WORKING TOGETHER FOR

A BRIGHTER FUTURE

A BETTER BARNSELY

## Health and Safety Report 2018/2019



CLEAR VISION AND VALUES • CUSTOMER FOCUS • COMMERCIAL AND BUSINESS ACUMEN • EFFECTIVE DELIVERY OF PROJECTS AND PROGRAMMES • INNOVATIVE AND MANAGED RISK TAKING • LEARNING ORGANISATION • LEADERS AT EVERY LEVEL • FLEXIBLE WORKFORCE • WORKING TOGETHER • ENABLING OTHERS



## Executive Summary

The year April 2018 to March 2019 has seen further improvements in the Council's health and safety performance and also the implications of challenges faced in delivery of these services and maintenance of this performance. Positive indicators seen in 2018/2019 are shown below (with comparative data for 2017/2018 shown in parentheses):

- The majority (88%) of audits show a satisfactory level of compliance with the Council's governance arrangements for health and safety
- A decrease in RIDDOR reportable accidents with 13 (15) over seven days injuries and one (one) specified 'major' injury
- The Council's RIDDOR reportable accident performance when compared to national statistics remaining favourable
- A decrease in days lost due to incidents of violence and aggression to 16 (57)
- A decrease in the total number of employer's liability claims to 18 (21) with 13 (15) related to accidents and 5 (6) to work related ill health

However, some negative indicators are also seen:

- A worsening of compliance with requirements to develop risk assessments to 68% (76%) – (77% (83%) corporately and 50% (60%) in schools)
- An increase in accidents reported to 151 (148) accidents (accompanied by a decreased reporting rate to around 84% (100%))
- An increase in reported incidents of violence and aggression to 163 (158)
- An increase in days lost due to accidents to 582 (564) with an increase in the associated costs
- An increase in RIDDOR recordable accidents with 21 (16) over three day injuries
- An under-reporting of near miss accidents and lower level incidents of violence and aggression

Overall a number of opportunities for improvements exist with these outlined below along with proposals to address them (note that whilst opportunities have been grouped there is not necessarily a 'cause and effect' indicated):

Priority identified in 2018/2019	Action required in 2019/2020
1. The reporting of 'near misses' remains lower than expected along with a statistical decrease in the reporting of accidents.	Further reiteration of the need for employees to report all incidents and for managers to encourage and respond positively to reports received.
2. Increase in RIDDOR categorised incidents along with a decrease in risk assessment compliance.	Risk assessment is the 'bedrock' of practical risk reduction and services need to ensure that suitable, sufficient and proportionate risk assessment is undertaken.
3. Majority of reports of violence and aggression involve a degree of physical violence indicating an under-reporting of lower level incidents.	Further reiteration of the need for employees to report all incidents and for managers to encourage and respond positively to reports received.
4. Increase in days lost attributed to musculoskeletal reasons and absences attributed to mental wellbeing reasons.	Whilst this may link to the action outlined in 2 above, this will be considered as part of the wider employee wellbeing review that began in



	spring 2019.
5. Whilst the majority of audit scores are 'satisfactory' there is room for improvement in terms of compliance.	Review of operational health and safety management systems within services to ensure that they have suitable, sufficient and proportionate arrangements to operationally manage health and safety.

Despite these negatives, reflecting the Council's overall performance in this area, the Council has not experienced any formal enforcement action by the Health and Safety Executive or South Yorkshire Fire and Rescue and achieved the Royal Society for the Prevention of Accidents (RoSPA) Order of Distinction for Occupational Safety and Health and the British Safety Council International Safety Award.



This year reiterates the need for a greater reliance on Business Units to fulfil aspects of the overall health and safety function and ensure that good health and safety practice is embedded within services.

## Contents

Executive summary	1
List of Figures	1
1. Introduction	4
2. Health and safety priorities 2018/2019	5
3. Health and safety performance	6
3.1 Accidents and incidents	6
3.1.1 Accidents to employees	6
3.1.2 Accident to non-employees	9
3.1.3 Aggression and violence to employees	9
3.1.4 Specified injury analysis	12
3.2 Work related ill-health	12
3.3 Cost of accidents and incidents to and ill-health associated with work in employees	12
3.4 Risk assessment	13
3.5 Enforcement action against the Council	16
3.6 Health and safety audits	16
3.7 Employers' liability claims	18
4. Health and safety performance assessment	19
4.1 Review of health and safety performance	19
4.2 Health and safety priorities for 2019/2020	21

## List of figures

1. Reported accidents by Directorate	8
2. Causes of accidents, part of body injured and type of injury	8
3. Incidents of violence and aggression by Directorate	9
4. Types of incidents of violence and aggression	11
5. Part of body injured in incidents of violence and aggression	11
6. Type of injury in incidents of violence and aggression	11
7. Comparison of absences attributed to mental/emotional wellbeing and musculoskeletal related ill health from 2014/2015 to 2018/2019	12
8. Risk assessment analysis - responses provided to the question "had a risk assessment been carried out for the activity undertaken prior to the accident?" and the question "has a risk assessment been reviewed/developed for the activity undertaken after the accident?"	15
9. Results of health and safety audits and commonly recurring opportunities for improvement	17
10. Employers' Liability Claims 2014/2015 to 2018/2019	18
11. Analysis of ongoing employers' liability claims by alleged cause	18
12. Progress against priorities/targets/identified opportunities for improvement	19

Performance management is integral to good business practice. The aim of this annual Health and Safety Report is to assist in the continuous improvement of health and safety within the Council. The Health, Safety and Emergency Resilience Service extends its thanks to the Financial Services for their assistance and contribution to the compilation of this Report. In addition, the Health, Safety and Emergency Resilience Service extends its gratitude to all Directorates, Business Units, Services and employees at all levels for their continued efforts, assistance and contribution to the Council's health and safety record.

There are legal, moral and business reasons for managing health and safety in a suitable and sufficient manner. The overall health and safety function within the Council involves all employees at all levels. United Kingdom health and safety legislation requires organisations to ensure the health, safety and welfare of their employees and others who may be affected by their work activities. The general duties are contained within the Health and Safety at Work etc Act 1974. The Management of Health and Safety at Work Regulations 1999 reinforce the general duties contained within the 1974 Act. As their name suggests these Regulations relate directly to the management of health and safety and require that various measures be taken. The Regulations detail requirements for arrangements to be in place to manage operations with regard to health and safety. The Health and Safety Executive develop and issue 'Approved Codes of Practice' that detail how organisations can comply with their corresponding Regulations.

By its nature work cannot be entirely hazard free. However, it can be managed to minimise risks and the effects on employees and the Council. Therefore the Council needs robust management systems to ensure that it manages health and safety in an appropriate and proportionate manner.

The Council has a fully documented health and safety management system that also encompasses emergency resilience, which is based on the nationally accepted standards produced by the Health and Safety Executive (HSE) (HSG65 '*Managing for health and safety*') and the British Standards Institution (BS 18001:2007 '*Occupational health and safety management systems - specification*'). In October 2018 the Health, Safety and Emergency Resilience Service's accreditation to the British Standard for occupational health and safety management BS OHSAS 18001:2007 – Occupational Health and Safety Management Systems – Specification was once again confirmed for application of the Council's occupational health and safety management system.

## 2 Health and safety priorities 2018/2019

To focus health, safety and emergency resilience efforts, performance targets were set for 2018/2019 based on the Council's performance in 2017/2018. The Corporate Health and Safety Policy includes the targets that:

1. All Business Units and/or Services will implement the Council's Occupational Health and Safety Management System to a standard that would meet the Health, Safety and Emergency Resilience Service's "Good" rating upon audit, with an increased good rating of 90%.
2. Each Business Unit and/or Service (as appropriate) will produce all required risk assessments.
3. Each Business Unit and/or Service (as appropriate) will have an action plan to implement the health and safety competencies detailed in Section 8 of the Corporate Health and Safety Policy.

In addition a number of opportunities for improvement were identified in the 2017/2018 Health, Safety and Emergency Resilience Report:

1. Reporting of near misses is far lower than reasonably expected
2. The majority of reported accidents have basic causes indicating the need to focus on basic health and safety management
3. Reports of violence and aggression account for the majority of incidents reported

## 3 Health and safety performance<sup>1</sup>

### 3.1 Accidents and incidents

Accident and incident data provides 'reactive' information on the health and safety performance of the Council. In addition, the collation, and as necessary subsequent reporting, of accident data is a requirement of the Reporting of Injuries, Diseases and Dangerous Occurrences Regulations 2013 (in addition to the general requirements of the Social Security (Claims and Payments) Regulations 1979). In this report accidents are defined as 'separate, identifiable, unintended incidents, which cause physical injury (accident) or could have caused injury (near miss)'.

#### 3.1.1 Accidents to employees

Figure 1 below details the number of accidents by Directorate, indicates the reporting rate of accidents and compares the Council incident rate to national data published by the Health and Safety Executive (HSE). Figure 2 then categorises the accidents by cause, injury and part of body injured.

Several key points arise from the information in Figure 1 (see data with superscript references):

- (1) Days lost in 2018/2019 show a 3.4% increase on 2017/a2018. Of the days lost one accident resulted in 146 days lost due to an ankle injury; 289 days lost (10 accidents) were attributed to a single service (ranging from 2 to 98 days lost – slips and trips, manual handling and road traffic collision); with 55 days lost at one school – these accidents account for 490 (84%) of days lost. Overall the RIDDOR recordable/reportable accidents account for 575 days lost (99%). The remaining lost time incidents (5) account for the balance of days lost (8).
- (2) National incident rate figures for the total number of accidents are unavailable due to the HSE only compiling figures for accidents reportable to the enforcing authority under the RIDDOR legislation. The HSE's extrapolated incident rate is calculated by "scaling up" the HSE's annually published estimated figure for the reporting of accidents. The latest available national data is for 2017/2018 and the HSE acknowledge that non-fatal injury reporting "is subject to substantial under-reporting, current levels of reporting for employees is estimated to be half" (source <http://www.hse.gov.uk/statistics/pdf/riddor-background-quality-report.pdf>, accessed 11/06/2019) and <http://www.hse.gov.uk/statistics/tables/ridhist.xlsx> (RIDHIST table, table 3, accessed 11/06/2019). To allow comparison with the Council's data in which due to robust absence management policies the assumed level of over 7-day accident reporting is 100%, the HSE figure is doubled.
- (3) Whilst the Council's over 7 day incident rate is below the HSE national figure and this would be expected to continue in future years, some fluctuation in accident numbers and rates should be expected. Whilst the Council employs people and continues to directly provide a full range of services, there will be accidents and ill health and therefore a natural plateauing of performance should be expected.
- (4) In addition, for every 1 RIDDOR accident a further 189 near miss accidents would be expected. Application of this indicates that for the 14 RIDDOR reportable/recordable accidents reported in 2018/2019, 2,646 no injury 'near misses' accidents would *statistically* be expected (which although a high number equates to around 1 for each employee per year). However, only 11 such accidents were reported in 2018/2019 indicating a continued significant under-reporting of such incidents in the Council (and only a slight increase on the 9 reported in 2017/2018 despite services actively being encouraged to report these incidents and the need for this continuing to be included in the health and safety training provided by the Health, Safety and Emergency

<sup>1</sup> Performance data excludes other Council associated organisations (Berneslai Homes, NPS (Barnsley)) and academy/trust schools.

Resilience Service). Therefore, an extremely valuable source of intelligence is being lost as analysis of the causes of near miss accidents would better inform risk control measures that would in turn lead to accident prevention. This highlights the need for reiteration of the need to report accidents/incidents rather than injuries – i.e. report any and all incidents which occur rather than solely those where an injury occurred. The processes are in place within the Council to report such incidents and the need for their reporting is included in the baseline health and safety training provided by the Health, Safety and Emergency Resilience Service. Therefore all departments are again actively requested at every opportunity to restate the need to report near miss accidents.

- (5) The reporting rate of accidents from 2017/2018 to 2018/2019 shows a decrease in confidence in the level of accident reporting within the Council and whilst if it was 100% it would be unreliable to assume that all accidents are reported, this is an indication that managers need to emphasise the reporting of all incidents and demonstrate that action is taken to prevent recurrence.

The causes of accidents and the injuries sustained detailed in Figure 2 again stress the need for a “*back to basics*” approach to accident and incident prevention by the regular inspection of workplaces for hazards and risks and application of the risk control hierarchy – basic risk assessment and control. When considering the control measures required the ERCSP hierarchy must be considered by asking:

1. Can the work activity realising the hazards and risks be **eliminated**? If not,
2. Have the hazards and risks been **reduced**? If not,
3. Has exposure to the hazards and risks been **controlled**? If not,
4. Have appropriate **safe systems of work** been implemented, including safe working procedures and appropriate information, instruction and training? If not, and as a last resort,
5. Has appropriate **personal protective equipment** been issued?

However, albeit that the above control measures must be viewed as a hierarchy suitable and sufficient risk control measures are likely to be a combination of control measures.

Directorate	Reported accidents (received by the Health, Safety and Emergency Resilience Service)	Lost time accidents (i.e. those which resulted in an employee recording absence from work)	RIDDOR 'recordable' over 3 day accidents	RIDDOR 'reportable' over 7 day accidents	RIDDOR 'reportable' specified injury accidents	First aid accidents (i.e. those which resulted in an employee seeking first aid)	Medical treatment accidents (i.e. those which resulted in an employee attending hospital or their GP)	Days lost due to accidents
Communities	28	3	3	0	0	8	4	15
People	33	4	3	3	0	12	3	190
Place	34	10	9	6	0	6	14	289
Core	3	1	0	0	0	0	0	2
Public Health	3	0	0	0	0	0	1	0
Primary Schools	32	5	1	1	1	13	7	22
Secondary/ Through Schools	18	4	4	3	0	7	8	65
<b>Total</b>	<b>151</b>	<b>28</b>	<b>21</b>	<b>13</b>	<b>1</b>	<b>46</b>	<b>38</b>	<b>583<sup>(1)</sup></b>
Incident rate per 1,000 employees*	35.1	6.5	4.8	3.0	0.23	10.7	8.8	
			HSE published RIDDOR reportable over 7 day incident rate <sup>(2)(3)</sup>	3.90				
Accident reporting rate	129		22			154		84%
	Minor accidents (total – RIDDOR recordable/reportable)		Number of individual accidents which were RIDDOR recordable and/or reportable (i.e. excluding the duplications where a recordable accident was in addition reportable)			Expected number of minor accidents (where for every 1 RIDDOR recordable/reportable accident, 7 minor injury accidents would be expected) <sup>(4)</sup>		Accident reporting rate <sup>(5)</sup> (reported minor accidents v. expected minor accidents)
2017/2018	148	24	16	15	1	36	31	564

Figure 1: reported accidents by Directorate (with where applicable incident rates per 1,000 employees in parentheses)

$$* \text{ Incident Rate} = \frac{\text{Total Number of Accidents}}{\text{Number of Persons Employed}} \times \text{Unit Number of Employees (1,000)}$$

Main cause of accident	Number of accidents	Part of body	Number of accidents	Type of injury	Number of accidents
Slipped, tripped or fell on the same level	64	Upper Limb	54	Sprain/ Strain	55
Hit by something fixed/stationary	27	Lower Limb	48	Cut/ Laceration	31
Injured while handling, lifting or carrying	22	Back/Trunk	18	Bump/ Bruising	26
Use of equipment/machinery	13	Head	9	No injury/near miss	11
Hit by a moving, flying or falling object	7	No Injury/near miss	9	Burn	8
Road Traffic Collision	6	Face	6	Break/fracture	8
Hazardous Substance	4	Abdomen	4	Other	5
Needlestick/sharps injury	3	Neck	2	Distress	2
Injured by an animal	2	Groin	1	Needlestick/sharps injury	2
Contact with electricity	1	Eyes	0	Foreign body	2
Trapped by something collapsing	1			Bite	1
Fell from height	1			Dislocation	0
<b>Total</b>	<b>151</b>	<b>Total</b>	<b>151</b>	<b>Total</b>	<b>151</b>

Figure 2: causes of accidents, part of body injured and type of injury

### 3.1.2 Accidents to non-employees

The Reporting of Injuries, Diseases and Dangerous Occurrences Regulations 2013 additionally require reports to be made in relation to 'persons not at work': accidents to members of the public or others who are not at work must be reported if they result in an injury and the person is taken directly from the scene of the accident to hospital for treatment to that injury. Accidents are only reportable if they happen 'out of or in connection with work'. The fact that there is an accident at work premises does not, in itself, mean that the accident is work-related – the work activity itself must contribute to the accident. In 2018/2019 one such accident were recorded in Park Services (play area incident).

### 3.1.3 Aggression and violence to employees

Violent incidents are defined as:

- Any intentional acts that cause apprehension, fear, psychological or physical injury to an employee arising out of or in connection with their authorised duties
- The deliberate damage to the property or belongings of an employee that is attributable to the carrying out of duties on behalf of the Council.

The Council's violent incident categories are: physical violence, aggression, verbal, sexual or racial abuse, and intentional damage to property.

Figure 3 below details the number of incidents of violence and aggression by Directorate. Figures 4, 5 and 6 then categorises the accidents by type of incident, part of body injured and injury.

Directorate	Reported incidents of violence and aggression	Days lost due to incidents of violence and aggression
Core	2	0
Communities	17	0
People	40	0
Place	6	0
Public Health	2	0
Primary Schools	91	15
Secondary/Through Schools	5	1
<b>Total</b>	<b>163 (37.9)</b>	<b>16</b>
2017/2018	158 (27.9)	57

Figure 3: incidents of violence and aggression by Directorate (with where applicable incident rates per 1,000 employees in parentheses)

Several key points arise from the information in Figure 3:

- (1) An increase in the reported number of violent incidents in 2018/2019, with reported violent incidents increasing by a total of 5 from 2017/2018.
- (2) A decrease in days lost due to incidents of violence and aggression decreasing from 57 to 16 (with two incidents accounting for 69% of absence).
- (3) There is a higher incidence of 'violent' incidents within People and schools. This disparity reflects the nature of the work carried out and encountering some of the Council's most



challenging clients. This reiterates the need for an assessment to be carried out on clients of the Council when receiving any service ranging from social care to compulsory education to ascertain their requirements from *both* the client's and employee's perspective. There is a need for ensuring that the resources available for clients are appropriate to their needs, whilst also ensuring that the safety of employees, who are entrusted with the provision of services for these clients, is not compromised.

Again key points arise from the information in Figures 4, 5 and 6:

- (1) Almost three quarters of incidents (70.6%) involved a degree of physical violence with aggression accounting for 15%. Cumulatively aggression and physical violence account for 85.6% of reported incidents. On the assumption (that cannot other than anecdotally be demonstrated) that verbal abuse is more prevalent than aggression and physical violence this does suggest an under-reporting of incidents and indicates that reports are only made when more serious. The Council has a firm 'zero tolerance' policy towards violence and aggression to staff that has been used effectively in holding perpetrators to account. However, this policy needs to be reiterated to clients, customers, service users etc. by front-line services and incidents reported so that valuable information can be utilised in the risk assessment process.
- (2) One-third of incidents resulted in no injury/impact on the employee.
- (3) A decrease in days lost due to incidents of violence and aggression decreasing from 57 from to 16 (with two incidents accounting for 69% of absence).

Directorate	Aggression	Harassment	Physical violence	Sexual harassment	Verbal Abuse	Intentional Damage to Property	Racial harassment	Total
Core	0	0	0	0	2	0	0	2
Communities	1	0	5	2	8	1	0	17
People	13	0	21	0	4	1	1	40
Place	0	0	4	0	1	1	0	6
Public Health	1	0	0	0	1	0	0	2
Primary Schools	10	1	80	0	0	0	0	91
Secondary/Through Schools	0	0	5	0	0	0	0	5
<b>Total/Overall</b>	<b>25</b>	<b>1</b>	<b>115</b>	<b>2</b>	<b>16</b>	<b>3</b>	<b>1</b>	<b>163</b>

Figure 4: types of incidents of violence and aggression

Part of body	Number of incidents
No Injury	36
Head/Face	34
Upper Limb	31
Multiple Injuries	30
Back/Trunk	18
Lower Limb	14
<b>Total</b>	<b>163</b>

Figure 5: part of body injured in incidents of violence and aggression

Type of injury	Number of incidents
No physical injury	54
Bruise	35
Cut/Graze	23
Bite	22
Distress	19
Sprain / Strain	10
<b>Total</b>	<b>163</b>

Figure 6: type of injury in incidents of violence and aggression

### 3.1.4 Specified injury analysis

In 2018/2019 one specified injury to a Council employee was recorded. In this instance a member of school staff whilst out on a school trip, tripped and fell over onto a concrete resulting in an upper limb break. The recording of specified injuries is based upon the outcome of an accident rather than the root cause. Therefore an element of providence is involved in the occurrence of a specified injury. For example, the same simple slip or trip may result in a range of outcomes and therefore focussing on the outcome rather than the cause of the accident misses what should be the crux of the matter.

### 3.2 Work related ill-health

For several years data relating to work-related ill-health have been included in Health, Safety and Emergency Resilience Reports. However, sickness absence data is comprehensively reported via the Council's Performance Management Framework. As data may vary depending on the date it was extracted from databases, where data is shown in different reports there may therefore be inconsistencies between published data. Therefore detailed information relating to sickness absence will now only be included in Performance Management reports. However, for comparative purposes broad-brush data is shown below in Figure 7.

As with accidents and incidents it is accepted that the collation of work related ill health statistics can assist in improving health and safety within an organisation. The Council records the reported reasons for employee absences. Of the categories of absence reported it is considered that those concerning musculoskeletal illness and mental/emotional wellbeing issues are most likely to be associated with some aspect of work – that is not to state that these illnesses are caused by work but acknowledging that work may either directly or indirectly be associated with the illnesses, which indeed may be wholly attributable to factors outside work. However, regardless of the root cause the issue manifests itself at work and still leads to absence.

Year	Total absence days attributed to mental/emotional wellbeing related ill health	Number of absences attributed to mental/emotional wellbeing related ill health	Total absence days attributed to musculoskeletal related ill health	Number of absences attributed to musculoskeletal related ill health	Total absence days	Total number of absences
2014/2015	24,022	1,122	10,212	882	34,234	2,004
2015/2016	11,745	250	8,796	317	20,541	567
2016/2017	12,529	637	6,936	671	19,465	1,308
2017/2018	12,404	404	8,367	406	20,771	810
2018/2019	12,054	466	10,457	399	22,511	865

Figure 7: comparison of absences attributed to mental/emotional wellbeing and musculoskeletal related ill health from 2014/2015 to 2018/2019

### 3.3 Cost of accidents and incidents to and ill health associated with work in employees

It is possible to work out the approximate total cost to the Council of days off due to accidents at work in any given period. For 2018/2019 the direct salary cost due to employee absence following accidents and incidents of violence and aggression at work is:

Median <sup>2</sup> salary scale point		'Add on' costs		Total Cost to Authority
SCP 25 – Grade 5		Superannuation and National Insurance		Salary, superannuation and National Insurance
£23,111	+	£5,424	=	£28,535 per year

Therefore:

£28,535	/	365 days	=	£78.18 average cost per day
£78.18	x	599 lost days	=	£46,830

In considering this figure it should be noted that the unmeasurable costs of accidents are estimated by the Health and Safety Executive to be an average of 10 times the measurable costs. However, it is important not to overlook the cost avoidance of reductions in accidents. In 1999 the number of days lost within the Council due to accidents was 4052 days. Based on the reductions in days lost in comparison with 2018/2019 and the average cost per day lost, this now represents an avoidance of 3,453 days per year and an associated direct cost avoidance of £269,956 in the year 2018/2019 alone.

With data regarding days lost due to ill health available it is possible to calculate the cost of ill health and hence an overall cost of accidents and occupationally related ill health within the Council. Albeit that this is not an additional cost to the Council, this may be viewed as a production loss with staff unavailable to undertake their duties. Based on the number of days lost due to *potentially* occupational ill health (22,511) the cost of the absence may be estimated at: £1,759,910.

### 3.4 Risk assessment

Risk assessment is a specific legal requirement of health and safety legislation and the basic building-block of the fundamental health and safety principle of the implementation of a safe system of work. The purpose of the risk assessment is to identify reasonable control measures to mitigate reasonably foreseeable risks. The Council's internal accident recording form (HS2(E)) Report of an accident to an employee) includes details of the risk assessments that relate to the work activities being undertaken at the time of the accident. The form asks managers and supervisors "had a risk assessment been carried out for the activity undertaken prior to the accident?" with a simple 'yes/no' response being given (the form additionally prompts managers to consider any wider risk assessments that were applicable such as workplace inspections, safe systems of work, care plans etc.). Subsequently the form asks "has a risk assessment been reviewed/developed for the activity undertaken after the accident?" The response to these questions is logged by the Health, Safety and Emergency Resilience Service and is integral to its accident/incident recording and monitoring function, i.e. was there a risk assessment before the accident and after the accident was this reviewed or as necessary developed?

The information provided by managers and supervisors on the HS2(E) form has been collated below in Figure 8 which highlights:

- (1) A risk assessment had been undertaken for the work activity being carried out prior to the accident in 68% of incidents reported (77% corporately (decrease from 83%) and 50% in schools (decreased from 60%)), a decrease on the 76% reported in 2017/18

<sup>2</sup> The median salary used for this purpose relates to the Council's former 11 grade salary structure to allow direct comparison with information relating to prior to April 2014 (when the Council's current 17 grade salary structure was introduced).

- (2) In 54% (60% in 2017/2018 showing *some* improvement) of accidents the risk assessment was not initially reviewed thus indicating a lack of 'learning from the experience'. It is only by the review and as necessary revision of the risk assessment that action can be taken to prevent recurrence of the incident.

The reasons for managers/supervisors providing a negative response to questioning regarding the existence of risk assessments remain the same as those reported in past reports:

1. Managers/supervisors do not understand the importance of full and accurate completion of the accident form (the form becomes a disclosable document in the event of enforcement action or civil proceedings)
2. Time pressures mean that managers/supervisors do not check the existence of the risk assessments or know they exist
3. The documents do not exist (some evidence identified as part of audit would support this, see section 3.7)

The consequences of not carrying out risk assessments may include:

- Prosecution/enforcement action due to breach of statutory duty
- An increased risk of injury/ill health to employees and others who may be affected by the Council's activities
- Increased losses to the Council
- Decreased ability to defend any civil actions brought against the Council

Arrangement are in place within the Council to undertake risk assessment and in view of this Business Units are requested to review their need for and application of risk assessment to ensure that the risks of all tasks undertaken by employees have been considered and reasonable precautions taken.

Directorate	Pre-accident Risk Assessment				Post-accident Risk Assessment			
	Number of accidents where a risk assessment was indicated as being completed for the activity prior to the accident	Percentage of accidents where a risk assessment was indicated as being completed for the activity prior to the accident	Number of accidents where a risk assessment was not indicated as being completed for the activity prior to the accident	Percentage of accidents where a risk assessment was not indicated as being completed for the activity prior to the accident	Number of accidents where, following the accident, a risk assessment was completed/ reviewed for the activity being undertaken prior to the accident	Percentage of accidents where, following the accident, a risk assessment was completed/ reviewed for the activity being undertaken prior to the accident	Number of accidents where, following the accident, a risk assessment was not completed/ reviewed for the activity being undertaken prior to the accident	Percentage of accidents where, following the accident, a risk assessment was not completed/ reviewed for the activity being undertaken prior to the accident
Communities	22	79%	6	21%	6	21%	22	79%
People	25	76%	8	34%	21	64%	12	36%
Place	30	88%	4	12%	18	53%	16	47%
Core	1	33%	2	67%	0	0%	3	100%
Public Health	0	0%	3	100%	0	0%	3	100%
<i>Corporate subtotal</i>	<b>78</b>	<b>77%</b>	<b>23</b>	<b>23%</b>	<b>45</b>	<b>45%</b>	<b>56</b>	<b>55%</b>
Primary Schools	16	50%	16	50%	10	31%	22	69%
Secondary Schools	7	44%	9	56%	6	38%	10	62%
Through School	2	100%	0	0%	0	0%	2	100%
<i>Schools subtotal</i>	<b>25</b>	<b>50%</b>	<b>25</b>	<b>50%</b>	<b>16</b>	<b>32%</b>	<b>34</b>	<b>68%</b>
Total/Overall	<b>103</b>	<b>68%</b>	<b>48</b>	<b>32%</b>	<b>61</b>	<b>40%</b>	<b>90</b>	<b>60%</b>
2017/2018	113	76%	35	24%	68	46%	88	54%

Figure 8: risk assessment analysis - responses provided to the question "had a risk assessment been carried out for the activity undertaken prior to the accident?" and the question "has a risk assessment been reviewed/developed for the activity undertaken after the accident?"

### 3.5 Enforcement action against the Council

During 2018/2019 the Council has not been issued with any formal notices or been the subject of any prosecutions from any of the enforcing authorities, namely the Health and Safety Executive (HSE, including notice of contravention), the Environment Agency or South Yorkshire Fire and Rescue Service. However, any and all incidents could potentially result in some form of investigation and Business Units should always remain prepared to support any investigation as necessary.

### 3.6 Health and safety audits

Audit data provides 'active' information on the health and safety performance of the Council. During 2018/2019 the Health, Safety and Emergency Resilience Service has continued to undertake a programme of health and safety audits. All audits carried out by the Service produced a score judged against pre-determined criteria. The scores achieving each category are:

- Grade A – good – 90% or above: the Business Unit and/or Service or school have/has achieved a satisfactory standard in managing health and safety with only a few improvements required (i.e. very few or no gaps/weaknesses exist and controls are effective).
- Grade B – improving – 70 – 89%: the Business Unit and/or Service or school is not achieving an acceptable level of managing health and safety with many improvements required (i.e. some minor gaps/weaknesses exist but generally strengths outweigh weaknesses and controls are generally effective).
- Grade C – less than satisfactory – below 70%: the Business Unit and/or Service or school have/has very serious weaknesses in the management of health and safety with significant improvements to be made within six months.

When viewing the standards achieved it must be borne in mind that the ultimately acceptable standard of health and safety management must be compliance with the Council's standards for the management of health and safety and hence close to 100%. Figure 9 below shows the results of audits undertaken in 2018/2019 and the commonly recurring opportunities for improvement identified.

Standard achieved	Corporate		Schools		Overall	
	Number of audits achieving the standard	Percentage of audits achieving the standard	Number of audits achieving the standard	Percentage of audits achieving the standard	Number of audits achieving the standard	Percentage of audits achieving the standard
Good	11	79%	26	93%	37	88%
Improving	3	21%	2	7%	5	12%
Less than satisfactory	0	0%	0	0%	0	0%
Total	14	100%	28	100%	42	100%
Common opportunities for improvement	1. Safe systems of work to be developed following all risk assessments.		1. Assessments to be carried out on all employee workstations and to be reviewed in the last 12 months.			
	2. Risk assessment to be carried out (RA2) on all occupation groups identified on a RA1 form by trained, competent persons.		2. A programme of health and safety monitoring, that scores are generated for each monitoring standard of the A-Z and that governors/trustees are kept informed of the organisations progress and any pertinent health and safety information			
	3. System in place to ensure any further health and safety training identified in the induction process is programmed and implemented		3. A building security policy needs to be developed for the premises. It should be signed, dated and an associated risk assessment produced with an action plan of required control measures.			
	4. Records to be kept of all health and safety training given to managers and employees including induction training		4. A system to be implemented for reviewing risk assessments following an accident, when it is suspected that it is no longer valid after 12 months.			
	5. Services to have a programme for reviewing its business continuity plans		5. All appropriate COSHH assessments need to be obtained and kept up-to-date.			

Figure 9: results of health and safety audits and commonly recurring opportunities for improvement



### 3.7 Employers' liability claims (information provided by Finance)

Whilst not necessarily directly a reflection of health and safety performance claims by current/former employees against the Council for injury/ill health allegedly caused/contributed to by the Council are a useful measure. During 2018/2019 the Council received a total of 18 employers' liability claims, which represents a decrease of 3 claims from the 21 received in 2017/2018. Figure 10 shows the annual number of claims received over the last 5 years.

Year	Number of accident claims	Number of disease claims	Total claims
2014/2015	20	14	34
2015/2016	14	19	33
2016/2017	11	12	23
2017/2018	15	6	21
2018/2019	13	5	18

Figure 10: Employers' Liability Claims 2014/2015 to 2018/2019

Of the 18 claims reported during 2018/2019, 13 have resulted from accidents in the workplace with the remaining 5 being industrial disease claims. The total estimated cost of the reported in year claims was £283,983. This represents an overall decrease of £240,852 over costs established in 2017/2018. Inclusive of the 2018/2019 movements, the Council currently have 77 ongoing employers' liability claims with total estimated reserves of £1,363,890 (£1,363,809). Of these claims 35 have resulted from accidents, 42 from industrial diseases. Figure 11 shows a breakdown of these claims by alleged cause/type.

Alleged cause of claim	Number of claims
Accident	35
Noise induced hearing loss	32
Mesothelioma/asbestosis	7
Hand/arm vibration syndrome and/or vibration white finger	3

Figure 11: Analysis of ongoing employers' liability claims by alleged cause.

## 4 Health and safety performance assessment

### 4.1 Review of health and safety performance

Based on the information outlined above in section 3, Figure 12 below considers the Council's health and safety performance in 2018/2019 in comparison to the targets set.

Priority from 2017/2018	Progress in 2018/2019	Action required in 2019/2020
1. All Business Units and/or Services will implement the Council's Occupational Health and Safety Management System to a standard that would meet the Health, Safety and Emergency Resilience Service's "Good" rating upon audit, with an increased good rating of 90%.	Overall 88% of audits achieved this rating. The audit programme continued during 2018/2019 and each previous audit has produced a prioritised plan of action to allow this target to be met.	This target requires Business Units and services to implement the Council's occupational health and safety management system in a proportionate manner to the risks they face.
2. Each Business Unit and/or Service (as appropriate) will produce all required risk assessments.	For 68% of accidents recorded the manager stated that no risk assessment was available or in the wider sense applicable to the work being undertaken at the time of the accident.	This target requires Business Units and services to implement the Council's occupational health and safety management system in a proportionate manner to the risks they face.
3. Each Business Unit and/or Service (as appropriate) will have an action plan to implement the health and safety competencies detailed in Section 8 of the Corporate Health and Safety Policy.	The need for the identification and recording of health and safety training is highlighted in the common opportunities for improvement identified during audits.	When implementing the Council's performance and development review process, services should include necessary competencies relating to health and safety. Training that supports achievement of this is provided by the Health, Safety and Emergency Resilience Service.
4. To increase the number of reported 'near misses'	Whilst a slight increase in reporting has been achieved (with a marked locally recorded increase at Smithies Lane Depot) there is further work needed in this area.	The need for near miss reporting is included in the training provided by the Health, Safety and Emergency Resilience Service and the Council's occupational health and safety management system. With the support of Communications and Marketing a specific campaign relating to the reporting of both near misses and incidents of violence and aggression is being developed for implementation in 2019.
5. To increase the number of	The majority of incidents	The need for violence and

lower level incidents of violence and aggression	recorded indicate higher rather than lower level incidents.	aggression reporting is included in the training provided by the Health, Safety and Emergency Resilience Service and the Council's occupational health and safety management system. This is further supported by specific awareness training provided by Employee Development. With the support of Communications and Marketing a specific campaign relating to the reporting of both near misses and incidents of violence and aggression is being developed for implementation in 2019.
6. Address the opportunities for improvement in the Employee Survey 2017	Whilst there are positives in this report, the opportunities for improvement indicate that there remains work to do in this area.	There is a need to both ensure the competence of employees (see 3 above) and also ensure that all employees at all levels contribute to making health and safety a core priority. Linked to 4 and 5 above with the support of Communications and Marketing a specific campaign relating to challenging all staff to think about how they contribute raising health and safety standards is being developed for implementation in 2019
7. Implement a revised programme of fire risk assessments along with enhanced assurance with regard to the standard of life safety fire risk assessments undertaken.	The revised programme was instigated in 2018 with a programme to reassess all Council premises to the enhanced standard.	The revised programme will continue in both 2019/2020 and 2020/2021.

Figure 12: progress against priorities/targets/identified opportunities for improvement

Whilst the above is intentionally critical with a view to continuous improvement, the Council has progressively improved and/or maintained its health and safety performance over many years. In recognition of this the Council has for the fourth time been awarded the Royal Society for the Prevention of Accidents (RoSPA) [now second highest with the introduction of the Patron's Award] achievement award for occupational health and safety – the Order of Distinction 2019. In addition, the Council has again been awarded an International Safety Award, by the British Safety Council for 2019 (and was furthermore shortlisted for the 2019 International Safety Award – Local Government, Defence and Public Services Sector Award). Whilst this report highlights a number of opportunities for improvement these peer reviewed awards reflect the commitment by the Council to good standards of health and safety management and the efforts made by Business Units and services in this area.



#### 4.2 Health and safety priorities for 2019/2020

Based on the above the health and safety priorities/targets for 2019/2020 will be:

1. All Business Units and/or Services will implement the Council's Occupational Health and Safety Management System to a standard that would meet the Health, Safety and Emergency Resilience Service's "Good" rating upon audit, with an increased good rating of 90%.
2. Each Business Unit and/or Service (as appropriate) will produce all required risk assessments.
3. To increase the number of reported 'near misses'
4. To increase the number of lower level incidents of violence and aggression

Health and safety priorities may also be reflective of legislative changes in 2018/2019. Health and safety legislation is issued in April and October of each year. In line with the Government's drive to reduce the 'burden' on organisations of legislation (including health and safety) minimal health and safety legislation has been issued in 2018/2019.

**BARNSELY METROPOLITAN BOROUGH COUNCIL**

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

Report of the Executive Director of PLACE

**Principal Towns Investment Programme**

**1. Purpose of Report**

- 1.1. To update Cabinet on the Principal Towns Investment Programme (Cab.11.1.2017/13) and to seek approval to progress the funding allocation for the principal town of Cudworth.

**2. Recommendations**

- 2.1 Cabinet approve the proposed Principal Towns allocation for Cudworth (Appendix B Masterplan and Section 4).**
- 2.2 Cabinet notes the extension of the project to Wednesday 31 March 2021 to ensure the effective completion of all schemes contained within the programme.**

**3. Introduction**

- 3.1 Following the approval of the Principal Towns Investment Programme (Cab. 11.1.2017/13) officers across the Communities and Place Directorates have been working on a co-production delivery model, which has included an extensive consultation exercise with elected members. Arcadis has followed up consultation with local community groups and businesses. This was carried out to identify and develop projects at a local level. The identification of schemes has been further underpinned with the development of supporting financial and outcome-based businesses cases.
- 3.2 In June 2018, Arcadis were appointed to undertake a master planning exercise covering the principal town of Cudworth. Work has now been completed providing a long-term strategic vision for Cudworth as well as helping to identify the work packages that can be delivered within the duration of the Principal Towns programme.
- 3.3 Following the completion of the consultative phase, the programme has now firmly moved into active delivery. The current programme is predicted to run up until 31 March 2021 to make sure there is effective delivery of a diverse and complex programme.

#### **4. Principal Towns - Business Case - Cudworth**

- 4.1 Cudworth has a vibrant high street with a range of different shops for a greater shopping experience. The high street has an active and functioning business group who actively work in promoting the shops, and operate a 'shop local' campaign to try and increase the vibrancy of Cudworth.

Fundraising for Christmas lamp post motifs throughout the town has been successful, and there is an annual Christmas Fayre held on the high street.

There is also an established Local Environment Group who volunteer to pro-actively keep the high street and the park maintained to a high standard.

The master planning exercise identified a range of opportunities for Cudworth. considering ways to improve the local economy, improve green and public spaces, while enhancing the viability of the high street. These activities should be undertaken while making sure that initiatives are of high quality and sustainable for the future.

- 4.2 The action plan included in Appendix B sets out predicted costs and timescales for individual opportunities. This presents an assessment of the potential economic and social benefits. These actions cover both short term (up to two years) and long term (over two years) aspirations.
- 4.3 Not all of the projects identified in the action plans are suitable for delivery through Principal Towns funding. They will form part of the longer-term strategic vision for the area. The Principal Towns programme has provided a clear vision for those areas, providing a platform to explore future funding opportunities to bring forward schemes at a later date.
- 4.4 Further consultation with elected members has helped to refine the short and long-term priorities. The business case reflects recommendations from the feasibility study, with some of the long-term aspirations brought forward for delivery within the programme following local member consultation and where feasible within the life of the programme. The proposals for Cudworth are;

#### **Car Parking & Security**

As there are several car parks across the high street, the scheme will set out to improve the existing resources, rather than building new ones.

The area behind Roberts Street is a hot spot for vandalism and anti-social behaviour. Security will be installed to prevent any acts of vandalism.. Wide verges on Bow Street are typically overrun with parked cars causing evasion and muddy ruts, this will be improved by replacing the verges with formal parking bays.

## **Gateway Improvements**

There's an opportunity to improve the welcome for visitors as they enter Cudworth to enhance the identity of the local town. The gateway, just after the roundabout on Pontefract Road, would be a great place for a new "Welcome to Cudworth" sign at the railway bridge.

The approach corridor will be improved by removing low-level fencing and trip rails to tidy and manage the landscape which will improve the visitor's experience when arriving in the town.

## **Improvements to Public Realm - Former Toilet Site**

After the demolition, the land where the toilet block used to be, appears unsightly. Works to the area have become essential to prevent anti-social behaviour and to improve the high street. Producing a safe and low maintenance site has become a priority as it will enhance the visitor's experience.

## **Improvements to Public Realm – Infill at the bus-stop**

The recess of the bus stop on Barnsley Road will be filled in to prevent anti-social behaviour. It will also smarten the approach corridor making for a better sense of arrival into the town.

### **Cudworth Indicative Costings**

Car Parking	£80,000
Gateway Improvements	£90,000
Public Realm – Former Toilet Site	£95,500
Public Realm – Infill at the bus-stop	£7,000
Fees & Contingency	£27,250
Total for approval	£299,750
Total allocation for Cudworth including Potential shop front allocation	£419,750

## **5. Implications for Local People/Service Users**

- 5.1 Residents of Principal Towns and Local Centres will see significant positive outcomes from the programme.

This proposal is likely to increase footfall and contribute to a vibrant economy as a strong, recognisable and consistent image of a town centre as a shopping destination provides an identity which separates a place from its competitors and brings competitive advantage in attracting and retaining customers.

Perceptions of the High Street area are considered equally important as other, 'quantitative' dimensions. Furthermore, the image of the High Street will influence the choice of location, the time spent and expenditure. A pleasant

and safe shopping experience will also encourage repeat visits from service users.

## **6. Financial Implications**

- 6.1 Consultations on the financial implications have taken place with representatives of the Service Director - Finance (S151 Officer).
- 6.2 This scheme utilises funding set aside as part of the 2017-2020 Capital Programme, as identified in the Principal Towns Investment Programme report (Cab.11.1.2017/13).
- 6.4 The attached business case put forward for approval equates to £299,750.
- 6.5 Expenditure identified within this scheme will be managed within the resources available.
- 6.6 Procurement regulations will be adhered to for all tendering.
- 6.7 The financial implications relating to this proposal are shown in Appendix A of this document.

## **7. Employee Implications**

- 7.1 The two Project Managers posts will be extended from 31 March 2020 to 31 March 2021.
- 7.2 Additional highways design and project management resource has also been allocated and appointed to the programme. This will deliver the project at a faster pace and provide additional capacity.

## **8. Communications Implications**

- 8.1 A new communication and marketing plan has been created, which will implement an integrated approach, targeting a range of stakeholders such as residents, ward councillors and local businesses. The plan aims to raise the profile, achievements and progress of Principal Towns and Local Centres across the borough.

Channels such as social media, website content, email mailers and the media will be used to tell the story of our Principal Towns, the journey so far and what is yet to come providing an opportunity to share and celebrate successes.

## **9. Promoting Equality & Diversity and Social Inclusion**

- 9.1 An Equality Impact Assessment (EIA) has been completed in order to inform the development of this programme.



- 9.2 The EIA has focused on how this scheme can promote better access inclusion to shops. This will improve access for people from diverse communities, including disabled people and older people.
- 9.3 The access to some facilities and services is currently limited in the Principal Towns particularly for disabled people. Access visits have been arranged through the 'My Barnsley Too' forum. These results will be fed in to business cases where appropriate.
- 9.4 Plans have been put in place to encourage grant applicants to consider undergoing an assessment of their general accessibility. This will allow businesses to be listed on the Disabled Go website and participate in schemes such as Dementia Friendly, Breast Feeding Friendly and a Safe Places, helping to promote a welcoming and inclusive environment for all.

## **10. Consultations**

- 10.1 Community consultations have taken place, which have encouraged residents to have their say and voice their thoughts about improvements that could be made in their local area. This included conversations with the Ward Alliance and community engagement at various events.

Internal consultation has worked with Elected Members in Cudworth, which has also developed the understanding of what could be achieved in each area.

## **11. Risk Management Issues**

- 11.1 The risks and the mitigation are listed below:

<b>Risk</b>	<b>Mitigation</b>
Expectation that all projects in the action plans will be delivered, rather than ones highlighted for delivery in the first two years.	Expectations will be managed through delivery of an all member briefing and continued communications with elected members and wider community.
Effective delivery of proposed projects.	Mitigated by extension of project timescales and additional resource, including the Project Support Officer and Highways Technician. Established relations now in place with other Council services i.e. Highways and planning.

## **12. List of Appendices**

Appendix A - Financial Implications  
Appendix B - Arcadis Report - Cudworth

**Officer Contact:** Teresa Williams/Fiona O'Brien

**Date:** August 2019

## Joint Report of the Executive Director - Communities and the Executive Director - Place

## FINANCIAL IMPLICATIONS

## Principal Towns Investment Programme - Allocation of Funding to Cudworth

i) <b>Capital Expenditure</b>	<b><u>2019/20</u></b> £	<b><u>2020/21</u></b> £	<b><u>2021/22</u></b> £	<b><u>Total</u></b> £
Car Parking	80,000			<b>80,000</b>
Gateway Improvements	90,000			<b>90,000</b>
Public Realm - Former Toilet Site	95,500			<b>95,500</b>
Public Realm - Infill at the bus-stop	7,000			<b>7,000</b>
Fees & Contingency	27,250			<b>27,250</b>
	<b>299,750</b>	-	-	<b>299,750</b>

**To be financed from:**

*Funding set aside as part of the 2017-2020 Capital Programme	299,750	-	-	<b>299,750</b>
	<b>299,750</b>	-	-	<b>299,750</b>

\*Funding for the Principal Towns Investment Programme was approved in January 2017 (Cab.11.1.2017/13)

ii) <b>Revenue Effects</b>	<b><u>2018/19</u></b> £	<b><u>2019/20</u></b> £	<b><u>2020/21</u></b> £	<b><u>Total</u></b> £
	-	-	-	-
	-	-	-	-

**To be financed from:**

	-	-	-	-
	-	-	-	-

Agreed by: ..  .....On behalf of the Service Director - Finance (S151 Officer)

Date:.....20/08/2019.....

This page is intentionally left blank

*“Cudworth has a great  
community spirit and  
history with a proud  
**Yorkshire heritage**”*

Source: [visitcudworth.co.uk](http://visitcudworth.co.uk)





# 3.0 CUDWORTH

Cudworth is situated to the north west of **Barnsley**, approximately 5km from **Barnsley** town centre. Cudworth has **two distinct historic centres** known as Upper or Over Cudworth, and Low or Nether Cudworth.

## 3.1 Requirements from the Study Brief

The study brief identifies that currently there are multiple community assets in the Cudworth area which include the Library, Police Station, Bow Street offices and various council land holdings. A rationalisation of these assets is required to see what possible options are available to consolidate services, buildings and land holdings with the potential to release some of these sites for capital receipts and revenue savings. In line with this, there is a vacant building at the top of the high street which is in private ownership. A feasibility study is required to see whether there is a benefit in acquiring this building / site and either demolishing the existing structure and building a purpose built community asset which would consolidate the existing services into a new building or renovation / refurbishment of the building to consolidate the services.

Additionally a wider Cudworth masterplan is required for the area to see what wider opportunities exist for the development of the high street, with a view to encouraging more footfall into the area.

## 3.2 Overview of Cudworth

### People

Cudworth ward has a population of 11,381 people (2016 mid-year population estimates), which equates to nearly 5% of Barnsley's total population. Nearly two-thirds of residents are of working age, a similar proportion to the regional average. The mean age of the ward is 38.4, which is the lowest average of the six Principal Towns under consideration as part of this commission. Cudworth also has the greatest number of young people (under 18) within the six wards (24.3% compared to 21.8% for Barnsley and 22.5% for England).

Mosaic classification (a system which segments populations into a number of groups / types according to a complex variety of socio-economic and demographic factors) helps describe the types of household prevalent in an area. For the Cudworth ward, Mosaic classification shows the highest proportion of households to be less affluent groups, described as 'Transient Renters' and 'Modest Traditions', although the ward also exhibits higher proportions of households from more affluent groups such as 'Aspiring Homemakers' and 'Suburban Stability' than is the case for Barnsley as a whole. Descriptors of these groups as provided by Experian are as follows:

<b>Transient Renters</b>	single people privately renting low cost homes for the short term
<b>Modest Traditions</b>	mature homeowners of value homes enjoying stable lifestyles
<b>Aspiring Homemakers</b>	younger households settling down in housing priced within their means
<b>Suburban Stability</b>	mature suburban owners living settled lives in mid-range housing



Figure 3.1 – Site Study Area Plan

### Place

From Barnsley, Cudworth is approached from the A628 Pontefract Road. The main retail and service provision within Cudworth is located along Barnsley Road.

Signs demarcating the entrance to Cudworth are situated just off the roundabout with the A628. Structures are visible here associated with the former route of the Hull and Barnsley Railway Line, forming a narrowing to the road. The southern entrance to Cudworth town centre along Barnsley Road primarily comprises traditional terraced housing.

Prominent underused / vacant buildings within the town include the former Ramsden's building at the northern end of Cudworth. The building, which originally opened as the Rock Cinema in 1928 has operated subsequently as both a Bingo Hall and retail store, before closing to public use. The building appears to be in use currently for storage purposes, although it is also on the market. The Ramsden's building is located within an unofficial 'square' at the northern end of Cudworth retail area, with adjacent uses including a small area of public parking, a day nursery located in the former Old Pond School and a parade of shops occupying a crescent-shaped building fronting onto Barnsley Road.



Other key buildings and facilities in Cudworth include:

- Cudworth Welfare Park, accessed from Carlton Street and including mature trees and planting, a children's play area and Multi-Use Games Area (MUGA), bowling green and pavilion.
- The Cudworth Centre – home to GP surgeries and adult social services.

## Prosper

Nearly 70% of the residents of Cudworth ward are economically active. The unemployment rate is 6.1%, with 2.2% classified as long-term unemployed. The level of young people unemployed is one of the highest across the Borough at 2.1%. The total number of benefit claimants are higher than Borough and national averages (17.8% for Cudworth compared to 17.5% for Barnsley and 12.1% for England).

There is a 10% difference in the economic activity rate in males and females, with 73.4% of males economically active compared to 63.6% of females. One third of Cudworth residents are categorised as having no educational qualifications, compared to a regional average of 25.8% and a national average of 22.5%. Only 13.1% are educated to degree level or above, less than half the national average.

A greater proportion of the workforce are employed in semi-routine or routine occupations than is the case nationally (39% for Cudworth ward compared to 25% nationally). At the other end of the spectrum, only 3% of the population are employed in higher professional occupations, less than half the regional and national averages. There is a higher proportion of the workforce employed in wholesale, retail and human health / social work activities than is the case at Borough, regional or national level.

Overall, Barnsley is ranked 39th most deprived area in England out of 326 local authorities (where 1 is the most deprived) (Index of Multiple Deprivation 2015). Nearly 22% of areas in Barnsley (described as Lower Super Output Areas or LSOAs) are amongst the 10% most deprived in England, increasing from nearly 18% in 2010 (Barnsley Intelligence Briefing 2015). Income and employment deprivation, education, skills and training, and health deprivation and disability are principal domains where Barnsley as a whole scores particularly poorly.

The Cudworth ward includes pockets of deprivation within its boundaries – IMD 2015 data shows that 14% of LSOAs within Cudworth are in the 10% most deprived in England. More deprived communities in Cudworth include the residential area to the very south of the town (to the south of Birkwood Primary School), which is in the 10% most deprived LSOAs nationally, and the Upper Cudworth area to the north (which is within the 20% most deprived LSOAs nationally).

The percentage of primary school pupils eligible for and claiming a free school meal is higher for Cudworth than is the case for Barnsley or England (23.7% compared to 19.1% and 14.1%). Census data also shows that in 2011, 27.1% of households in Cudworth reported they did not have access to a car or van (slightly higher than the rates for Barnsley (26.9%) and England as a whole (25.8%)).

Although Cudworth is identified as one of the smaller district centres within the Borough, the town is considered to have opportunities to intensify current town centre uses through reconfiguration and redevelopment of existing buildings and sites. Accessibility to the area has improved with the creation of the A1- M1 link road together with the Cudworth and West Green Link Road, making the area more attractive for potential development.

The Local Plan states that Cudworth is average in terms of vitality and viability, with strengths identified as including the quantity of retail floorspace, lack of charity shops, good pedestrian flows and availability of public transport.

The Barnsley and District Centres Survey undertaken in 2017 saw a slight decline

in the number of comparison units between 2010 and 2017 (from 32% to 25%) and an increase in the number of service units within primary and secondary frontage areas (from 43% to 52%). The number of vacant units has remained roughly the same over this time at 10-11%, although consultations as part of this commission have highlighted that the last year has seen several further high street businesses closing (including a greengrocers, two newsagents and a gym).

## Planning Policy

The Spatial Strategy outlined within the Local Plan states that Cudworth, along with Wombwell, Royston and Hoyland, have interlinked functions and cumulatively provide significant housing and employment opportunities. The Core Strategy for BMBC identifies Cudworth as an area of growth.

Cudworth is designated as a District Centre within the Local Plan.

The Local Plan notes that potential housing development in Cudworth is focused on four key sites, namely at Carrs Lane (the site has planning permission for 278 dwellings), Pontefract Road (approximately 147 dwellings), land off Cudworth Bypass (indicative number of dwellings is 192) and Weetshaw Lane (indicative number of dwellings is 144).

The Local Plan contains a policy to safeguard land within and adjacent to existing and historical rail alignments to accommodate the potential reinstatement of former strategic railway lines; the former Cudworth railway line is identified as one such route, with potential benefits of reinstatement highlighted as relieving capacity issues on existing freight and passenger routes.

### 3.3 Stakeholder Engagement

The initial public consultation undertaken in February and March 2018 by BMBC officers highlighted a number of issues and opportunities that members of the local community considered to be of importance to Cudworth. These issues are summarised in Figure 3.2 below.

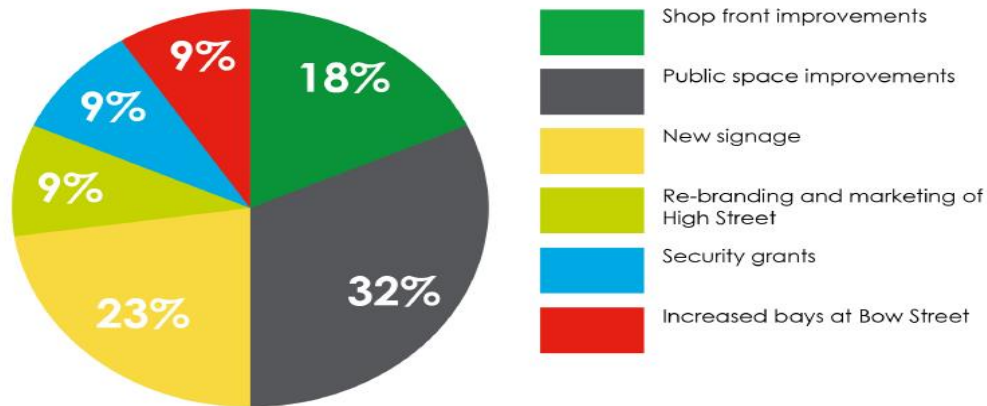


Figure 3.2 – Graph showing initial feedback from BMBC Consultation in Cudworth

Page 60 Consultation and engagement with key stakeholders has formed an important part of this study. Figure 3.3 shows the key dates and stages at which stakeholders including the Leader, elected members, local business representatives and key officers) have been engaged with and for what purpose.

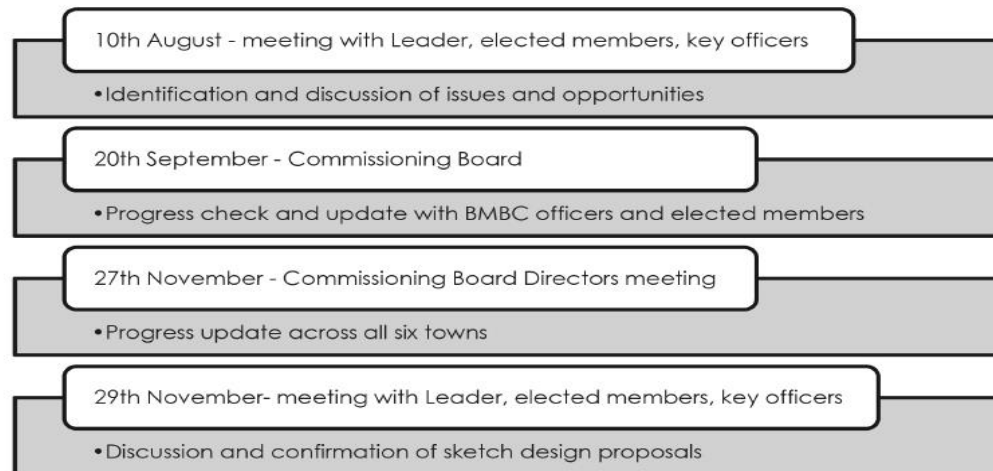


Figure 3.3 – Key Dates and Stages of Consultation

### 3.4 Summary of Key Issues

The following is a summary of key issues for Cudworth, drawing on findings of site and market appraisal work and from consultations undertaken with key stakeholders.

- There is no distinctive sense of arrival in Cudworth. The railway structure at the south of Barnsley Road feels like a natural gateway to the town, although there is little other than generic signage at this location.
- There are a number of public sector buildings within Cudworth, distributed at various locations throughout the town. There is potential to consider rationalisation of these assets so as to realise capital receipts and other benefits (for example use of shared facilities where possible).
- Safety and security have been highlighted as issues at locations along the rear of the high street, notably in the Roberts Street area and in the vicinity of the allotments. Principal issues appear to be anti-social behaviour.
- The Ramsden's building is visually prominent at the northern end of the high street. The building appears to be underused and is visually unappealing. New uses of the building and / or site should be sought.
- There has been a slight increase in the number of vacant buildings within Cudworth over the last couple of years, predominantly retail businesses that have closed on or near the high street. Many of the shops within Cudworth are independent retailers who are likely to be more vulnerable to changes in footfall or to changes in running costs. The Cudworth Business and Community Together organisation operates a 'Shop Local' campaign amongst other ideas to try and increase the vibrancy of Cudworth as a place.
- The high street (Barnsley Road) lacks identity that can be provided through public realm – seating, planting, lighting for example. Opportunities to improve the public realm at key locations along the high street should be considered.



The Cudworth Centre



### 3.4 Rationalisation of Public Sector Assets

The study brief requires consideration of whether the public sector assets in Cudworth can be rationalised. The former Ramsden's site in the north of the town presents an opportunity for development of facilities at a single location. In doing so, this could not only release Council owned sites for development / re-use (and thereby generate capital receipts for the local authority) but at the same time address the issue of a prominent vacant building and local eyesore. The findings of this feasibility work are summarised here.

#### Existing Public Sector Provision in Cudworth

Cudworth currently boasts a range of public services in buildings across the town centre including:

- the Centre of Excellence, housing a library and adult learning centre;
- Cudworth Police Station with 12 staff members;
- Berneslai Homes Cudworth office: Arm's Length Management Organisation (ALMO) of BMBC. The site is used by four BMBC staff in addition to the Berneslai Homes staff;
- The Cudworth Centre (also known as the Cudworth Lift Building) which provides a base for services provided by South West Yorkshire Partnership NHS Foundation Trust in the Barnsley area;
- Cudworth Fire Service, located on Tumbling Lane just outside Cudworth itself, and home to a community room in addition to the fire station.

The first three public service facilities listed above (the Centre of Excellence, Cudworth Police Station and the Berneslai Homes offices on Bow Street) have been identified as having most potential for rationalisation / co-location. Cudworth Fire service and the Cudworth Centre have been discounted from this review.



Former Ramsden's Building

#### Rationale for Co-location of Services

Facing year on year revenue funding cuts from national government, local authorities must explore and identify opportunities to become more lean through revenue cost reduction. At the same time consumer expectation is constantly increasing and public services must adapt to meet these high demands by providing efficient systems and services.

The proposal by BMBC to rationalise public services in Cudworth has several benefits:

##### • Revenue Reduction and Service Improvement

Consolidation of Services: Bringing together the various public services in Cudworth may result in a more efficient use of the public estate through shared use of spaces and single customer interface. This creates financial efficiencies at minimum, but a clearer focus on single outcomes and an aligned system, will maximise the "offer" to local residents.

There is the potential for more joined up services for customers, through greater public service integration and new, efficient delivery models. Coupled with a move towards agile working and targeted investment in digital solutions, the experience for the consumer can be significantly improved whilst saving revenue for the Council.

##### • Benefits to Public Sector Partners

The individual partners (South Yorkshire Police, Berneslai Homes, BMBC library services) would benefit from the co-location of services and office functions by revenue efficiencies derived from estate rationalisation. The Centre of Excellence may even see an increase in users due to additional footfall created by the presence of the police station and Berneslai Homes offices.

##### • Value Driven from Rationalisation

Consolidation of the three public sector services to one building on the Ramsden's site would have the additional benefit of creating three capital or revenue producing development opportunities.

#### Evaluation of Rationalisation Opportunities

Possibilities associated with the potential for release of the three buildings / sites identified are considered in further detail here. It should be noted that any costs and values are based on high level assumptions and must be verified through detailed appraisals.



a) Police Station, Manor Road, Cudworth

Cudworth Police Station is located on Manor Road to the south of the centre of Cudworth and has a staff of 12 people. The building is situated within a predominantly residential area with housing to the east, north and south and the Valley Community Centre adjacent to the west, see Figure 3.4. The building has an approximate floor area of 225m2 over two storeys and has a small off-road parking area immediately to the front.



Options to drive value for the Police Station site are summarised in the table below.

Figure 3.4 – Location - Cudworth Police Station

Option	Necessary Steps	Estimated Value
Option 1 – Sale on Open Market	<ul style="list-style-type: none"><li>Obtain change of use permission to residential</li><li>Sell on the open market for new build housing development</li></ul>	£165k
Option 2 – Deliver Affordable Housing	<ul style="list-style-type: none"><li>Obtain a change of use permission to residential.</li><li>Demolish the existing building and construct apartments or terrace houses for affordable rent or shared ownership.</li></ul>	Annual Revenue Capital funding from HRA and Affordable Housing Funding

Summary of Options to drive value for Cudworth Police Station Site

Sales of properties of this size are scarce in Cudworth making comparable information hard to find, however the table in Figure 3.5 is a summary of detached properties sold in Cudworth in 2017/2018.

A typical detached home will range from 120 to 170m2 and the data in Figure 3.5 does not tell us the size of these properties sold. However, the Police Station is significantly larger than a typical detached home in Cudworth, providing the opportunity for a buyer to convert to a large home or – potentially – two average sized semi detached homes or flats. The estimated sales value recognises the generous size of the property but also makes allowance for the cost of refurbishment.

1.	1 QUARRY BANK CLOSE, BARNSELY, SOUTH YORKSHIRE, S72 8BJ	£175,000	28 Sep 2018	Detached, Freehold
2.	21 WHITE CROSS ROAD, BARNSELY, SOUTH YORKSHIRE, S72 8ED	£260,000	13 Sep 2018	Detached, Freehold
3.	21 BELLE GREEN GARDENS, BARNSELY, SOUTH YORKSHIRE, S72 8EN	£160,000	03 Aug 2018	Semi-detached, Freehold
4.	10 OULTON DRIVE, BARNSELY, SOUTH YORKSHIRE, S72 8LZ	£170,000	28 Jun 2018	Detached, Freehold
5.	31 SNETTERTON CLOSE, BARNSELY, SOUTH YORKSHIRE, S72 8NA	£160,000	22 Jan 2018	Semi-detached, Freehold
6.	THE GABLES ROYSTON ROAD, BARNSELY, SOUTH YORKSHIRE, S72 8AA	£180,000	08 Dec 2017	Detached, Freehold
7.	11 PADDOCK GROVE, BARNSELY, SOUTH YORKSHIRE, S72 8GF	£187,500	03 Nov 2017	Detached, Freehold
8.	11 TURNBERRY GROVE, BARNSELY, SOUTH YORKSHIRE, S72 8ER	£158,000	27 Oct 2017	Semi-detached, Freehold
9.	24 ROYSTON ROAD, BARNSELY, SOUTH YORKSHIRE, S72 8BP	£260,000	25 Oct 2017	Detached, Freehold

\* Source: home.co.uk



Figure 3.5 – Summary of detached properties sold in Cudworth 2017/2018

The second option relates to use of the site to deliver affordable housing. Using debt funding from BMBC's Housing Revenue Account and affordable housing grants from the government, BMBC may choose to help deliver well needed affordable housing on this plot. The existing building is not ideal for conversion to affordable housing so the recommendation would be to demolish and build new. Further work would be required to produce options for what could be delivered but the expectation is that the site would lend itself to a small number of either terraced homes or flats. These could be held by Berneslai Homes as social/affordable rented properties or sold as shared ownership.

b) Centre of Excellence, Roberts Street, Cudworth

The Cudworth Centre of Excellence is owned and managed by BMBC and includes a library and adult education centre offering IT and other courses for adults. The centre is located behind the main thoroughfare of Barnsley Road and adjacent to public allotments, see Figure 3.6. The building is single storey and also houses a pre-school nursery which is not owned by BMBC.



Figure 3.6 – Location, Cudworth Centre of Excellence



Options to drive value for the Cudworth Centre of Excellence site are considered to be limited. In its location alongside the allotments and facing low quality, unattractive backs of buildings, the land on which the Centre of Excellence sits is not prime development land. Add to this the need to re-locate the nursery which is also co-located within the building and the likely technical costs of building in this location (difficult access for example), it is not anticipated that real capital value could be driven from the sale of this land for development.

Other development options could include affordable housing, although again this is not an ideal residential location being surrounded by allotments, a car park and backs of shops and would probably receive significant objection.

The current building is in a reasonable state of repair and should therefore be considered for retention to deliver a long term revenue return for BMBC. Potential uses may therefore include expansion of the existing nursery, use as local business office space, or further community uses.

c) Berneslai Homes, Bow Street

The Cudworth office of Berneslai Homes is centrally located and is currently home to employees from both the housing association and four members of BMBC staff. The building is a single storey brick structure in an area with traditional terraced housing to the north and south on Bow Street, a public carpark to the west and office/ industrial units across the road to the east, as shown in Figure 3.7. The building has an estimated floor area of 360m2, within a total land parcel of approximately 0.1ha.



The valuation for Option 1 in the table is based on high level assumptions on development capacity, sales value and abnormal development costs. This is a guide only and must be tested through detailed appraisals which include feasibility designs and market analysis.

Sales values in Cudworth in 2018 can be seen in the table and graph in Figure 3.8 (source: Home.co.uk). Development on the Bow Street site would most likely include terraced housing in keeping with the surrounding residential uses. Flats in Cudworth are not in high demand so our assumptions are based on two-bed terraces with three-bed end terrace housing. New build housing does have a premium over second hand, older properties and the valuation takes this in to account. (See Appendix 1 for the high level appraisal).

Note: as demonstrated in the graph above(source: home.co.uk) the values are

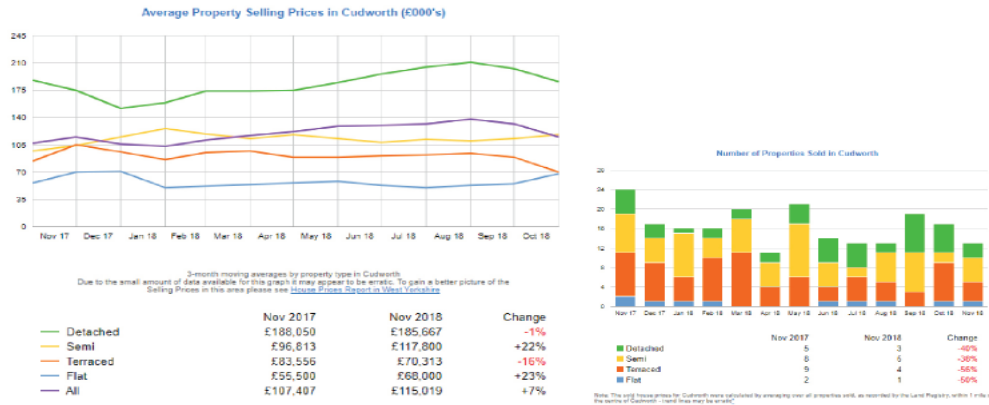


Figure 3.8 – Sales values - Cudworth

based on very low numbers of sales. This makes providing accurate sales values very difficult.

For Option 2, using debt funding from BMBC’s Housing Revenue Account and affordable housing grants from the government, BMBC may choose to help deliver well needed affordable housing on this site. Further work would be required to produce more detailed options for what could be delivered but the expectation is that the site would lend itself to six terraced homes or a small block of flats – this should be based on housing need. These homes could be held by Berneslai Homes as social/affordable rented properties or sold as shared ownership.

Option	Necessary Steps	Estimated Value
Option 1 – Sale on Open Market	<ul style="list-style-type: none"><li>Obtain change of use permission to residential</li><li>Sell on the open market for new build housing development</li></ul>	£150k
Option 2 – Deliver Affordable Housing	<ul style="list-style-type: none"><li>Obtain a change of use permission to residential.</li><li>Demolish the existing building and construct apartments or terrace houses for affordable rent or shared ownership.</li></ul>	Annual Revenue Capital funding from HRA and Affordable Housing Funding

Summary of Options to Drive Value for Berneslai Homes Site

Potential for Consolidation of Public Sector Uses

The former Ramsden's building at the northern end of Cudworth originally opened as the Rock Cinema in 1928, after which time it became a Bingo Hall. Its final incarnation was as Ramsden's Direct, a retail store selling children's toys. The building is currently closed to public use and has been on the market for several years (with a guide price of £100k), although no interest has been forthcoming.

There is clearly much community interest in the building – it is in a prominent location and there is a desire locally to either see the building or site re-used in some way to the benefit of the wider town. The site has therefore been considered as a potential opportunity for the consolidation of public sector uses within Cudworth.

The estimated minimum floorspace requirement for the three public sector uses is **622m<sup>2</sup>**, calculated as follows (office space has been calculated using design guidance of 11m<sup>2</sup> per worker):

Police Station	132m <sup>2</sup> (based on twelve staff)
Berneslai Homes	110m <sup>2</sup> (based on ten staff)
BMBC office space	44m <sup>2</sup> (based on four staff)

Library / adult education use minimum of 336m<sup>2</sup> comprising reading areas, library collection, class base / community use area with IT access, staff breakout facilities, IT hot desk for staff, store, printing check out.

Both refurbishment and new build options have been developed for the Ramsden's site, shown on Figures 3.9 to 3.11 [note that the figures also refer to opportunities for a wider enhancement scheme at this location which is discussed separately in the following section relating to Cudworth Masterplan]. Each of the options includes appropriate space for the public sector uses described above in different configurations. Options 1a and 1b relate to demolition of the Ramsden's building and new build on the site; Option 2 retains the existing building in order to provide space requirements.

Estimated costs associated with each option are estimated to be up to £1million (including site acquisition, site clearance / refurbishment as necessary, and new build sections). Progression of this project needs to be mindful of existing BMBC-wide activity such as the Community Buildings Review project and One Public Estate approach.

Options 1a and 1b – New Build on Ramsden's Site

**Option 1a** offers a two-storey mixed use, 'L' shape new build block with 760m<sup>2</sup> of Gross Internal Area (GIA). The ground floor provides approximately 380m<sup>2</sup> of space for the library / community area. The first floor provides mid-spec office accommodation for 30 staff.

Each storey of the building would need to have a floor to floor height of 4m to allow for Mechanical and Electrical (M&E) services and raised access floors. The estimated building height for a two storey building would therefore be 8-9m.

**Option 1b** offers an alternative configuration, providing a two-storey mixed use building with a more rectangular footprint and central core / atrium. Again, the new build block would have 760m<sup>2</sup> of GIA with approximately 336m<sup>2</sup> of space.

Option 2 – Refurbish Ramsden's Building

**Option 2** proposes the retention and refurbishment of the Ramsden's building to incorporate certain of the public sector uses. The footprint of the existing building is approx. 600m<sup>2</sup>; the building could be refurbished internally to create a split-storey provision utilising an internal mezzanine floor to create additional space.

For Options 1a and 1b there is capacity for the provision of between fifteen and twenty parking spaces within the site area (including one disabled space) in line with parking standards for office space. Additional parking may be necessary outside the boundary if the ground floor is used as a community facility.

For Option 2 servicing and disabled parking can be provided at the front of the building. Up to three further parking spaces can be provided here with the remainder located either on Market Place or within the public car park opposite.



Figure 3.9 – New Build Option 1a inset - see also Figure 3.18



Figure 3.10 – New Build Option 1b inset - see also Figure 3.19



Figure 3.11 – Retain Building Option 2 inset - see also Figure 3.20



3.5 Cudworth Masterplan – Ideas and Opportunities

A wider masterplan has been developed for Cudworth in order to identify potential opportunities that may exist to enhance the existing town centre environment and encourage more footfall to the high street and surrounding areas. Following consultation with stakeholders, the original study area for Cudworth was extended to incorporate the entrance to the town from the A628 Pontefract Road / Barnsley Road roundabout. This was to enable key issues relating to sense of arrival and gateways to the town to be addressed. Figure 3.12 identifies a range of visual enhancements proposed for this area.

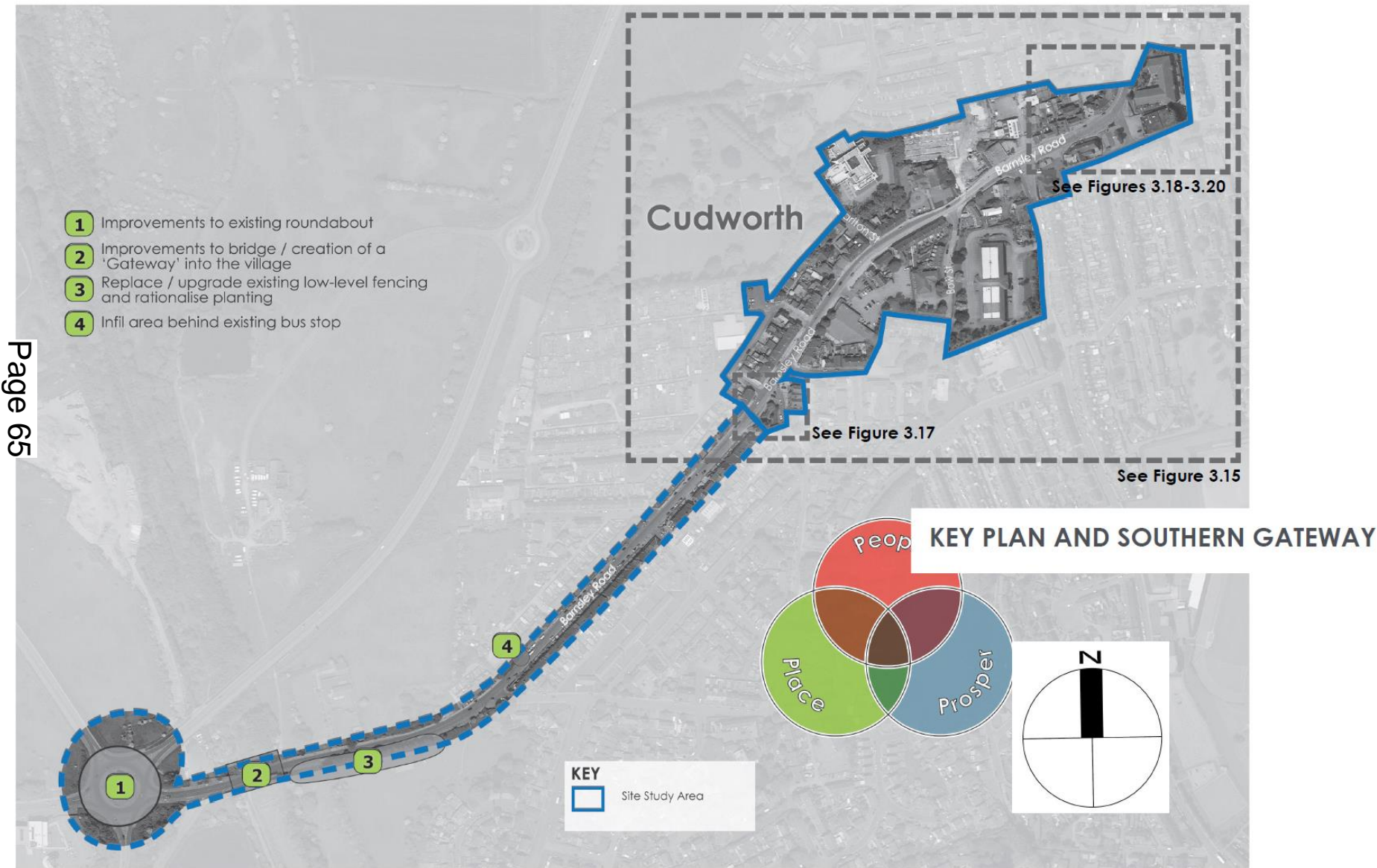


Figure 3.12 – Cudworth Key Plan and Southern Gateway



- Opportunities to facilitate pedestrian movement at certain locations within Cudworth, for example to address difficulties crossing at the junction between Snydale Road and Barnsley Road (due to road width and the presence of barriers).
- Opportunities for the Roberts Street area – this was identified as a problematic location from the perspective of personal security / anti-social behaviour. Additional screening of properties to the rear of Roberts Street is proposed (see Figure 3.16).

- A need for increased emphasis to the entrance to Cudworth Welfare Park through improved signage and wayfinding.
- Informal parking has been cited as an issue at several locations along Barnsley Road (for example in the Roberts Street area and outside the crescent of commercial units opposite the Ramsdens building) and opportunities to restrict this by means of bollards have been identified.
- Opportunities to formalise on-street parking opportunities in other locations, notably along Bow Street.



Figure 3.13 – Precedent Images for Roundabout Treatments



Figure 3.14 – Welcome Gateway Proposal



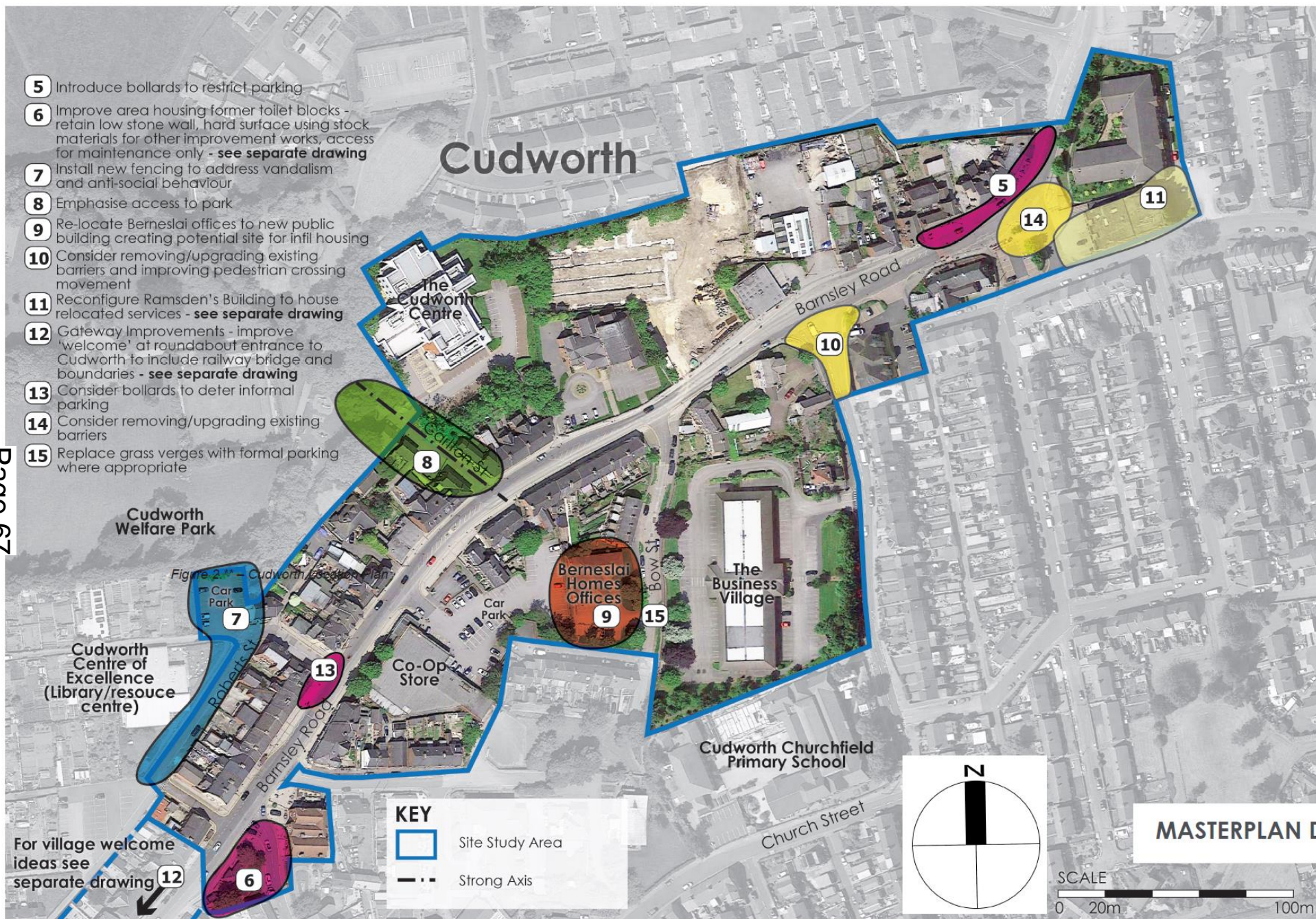


Figure 3.15 – Cudworth Masterplan



Two areas where specific focus has been made and which present opportunities for more significant enhancement to Cudworth are the former toilet block area and the Ramsden's building. The toilet block, which fronted onto Barnsley Road, was demolished in 2018. There are two options for the now cleared site. A basic option is for the site to be resurfaced in appropriate materials (perhaps utilising surplus stock materials held by BMBC to restrict capital outlay), the retaining wall to the rear of the site to be cleaned up and for access to the site to be restricted to maintenance purposes only (thereby reducing the likelihood of anti-social behaviour at this location).

A second option is illustrated in Figure 3.17, which takes into account the opportunities presented also by the publicly accessible garden to the rear of The Star Hotel and the mural war memorial on the side elevation of the building. This option shows the cleared site utilised as an area of public space with tree planting in raised beds and the introduction of 'pleached' trees in planters along the perimeter. The publicly accessible garden adjacent to The Star could be reviewed / rationalised in terms of the planting used, with visual links between the two areas of public space provided.

The Ramsden's site forms the core of the second area of focus. As discussed earlier, the Ramsden's site has been considered as an opportunity area for consolidation

of public sector assets, namely the library, adult education, and office space to accommodate police uses and Berneslai Homes staff. The proposals shown in Figures 3.18–3.20 show how a new civic space could be created at this end of Cudworth, focused around either an attractive new public building or alternatively a refurbished and extended Ramsden's Building.

The civic space (termed 'Cudworth Square') would be demarcated along Market Place with quality paving to road and pavement areas. There is an opportunity for a small quantity of additional on-street parking directly opposite the new building. Tree planting could be incorporated to create sense of place. Bollards have been included as a replacement to existing barriers as a way of improving the aesthetics of the area.

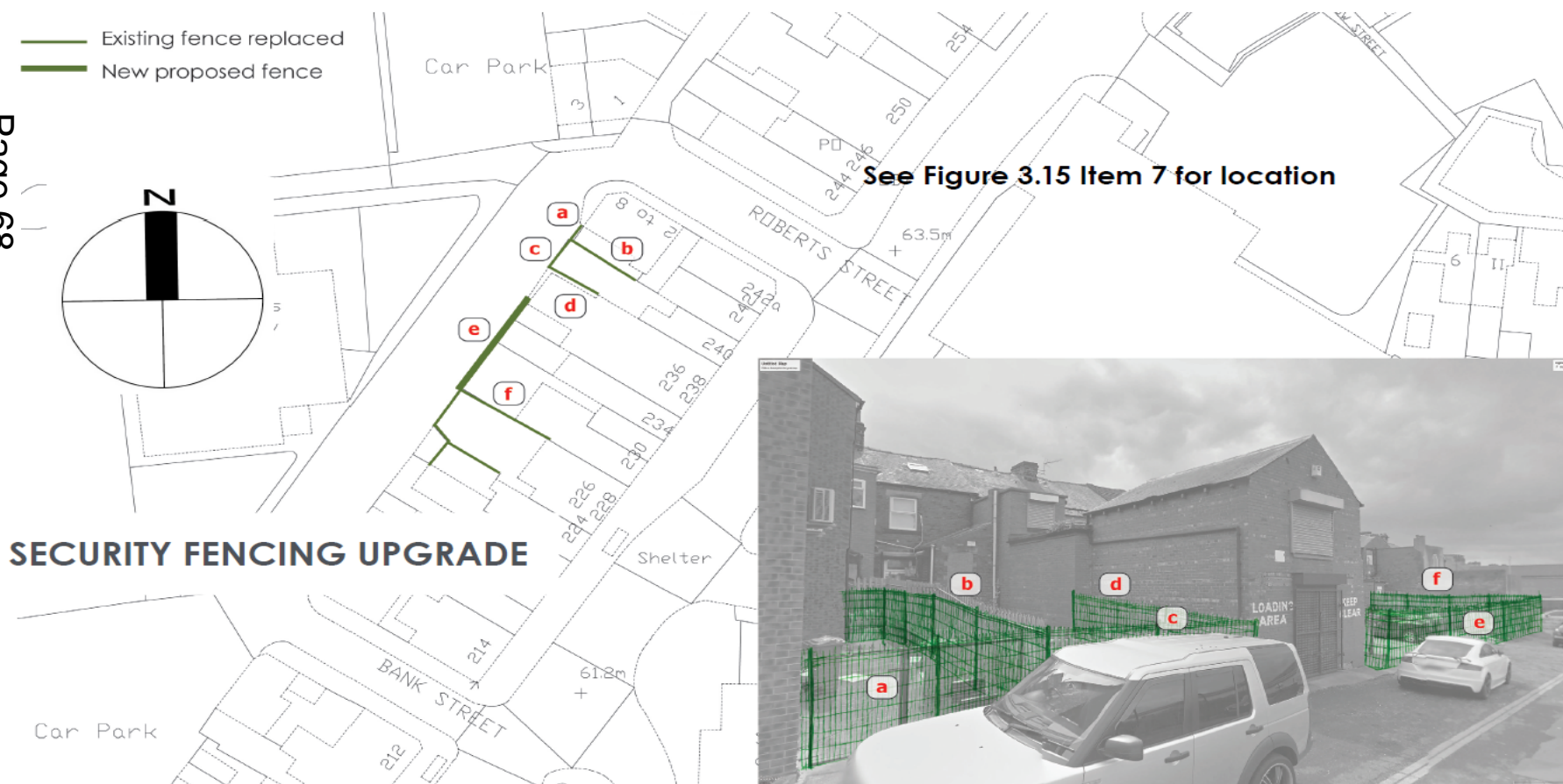


Figure 3.16 – Security Fencing Upgrade, Robert Street

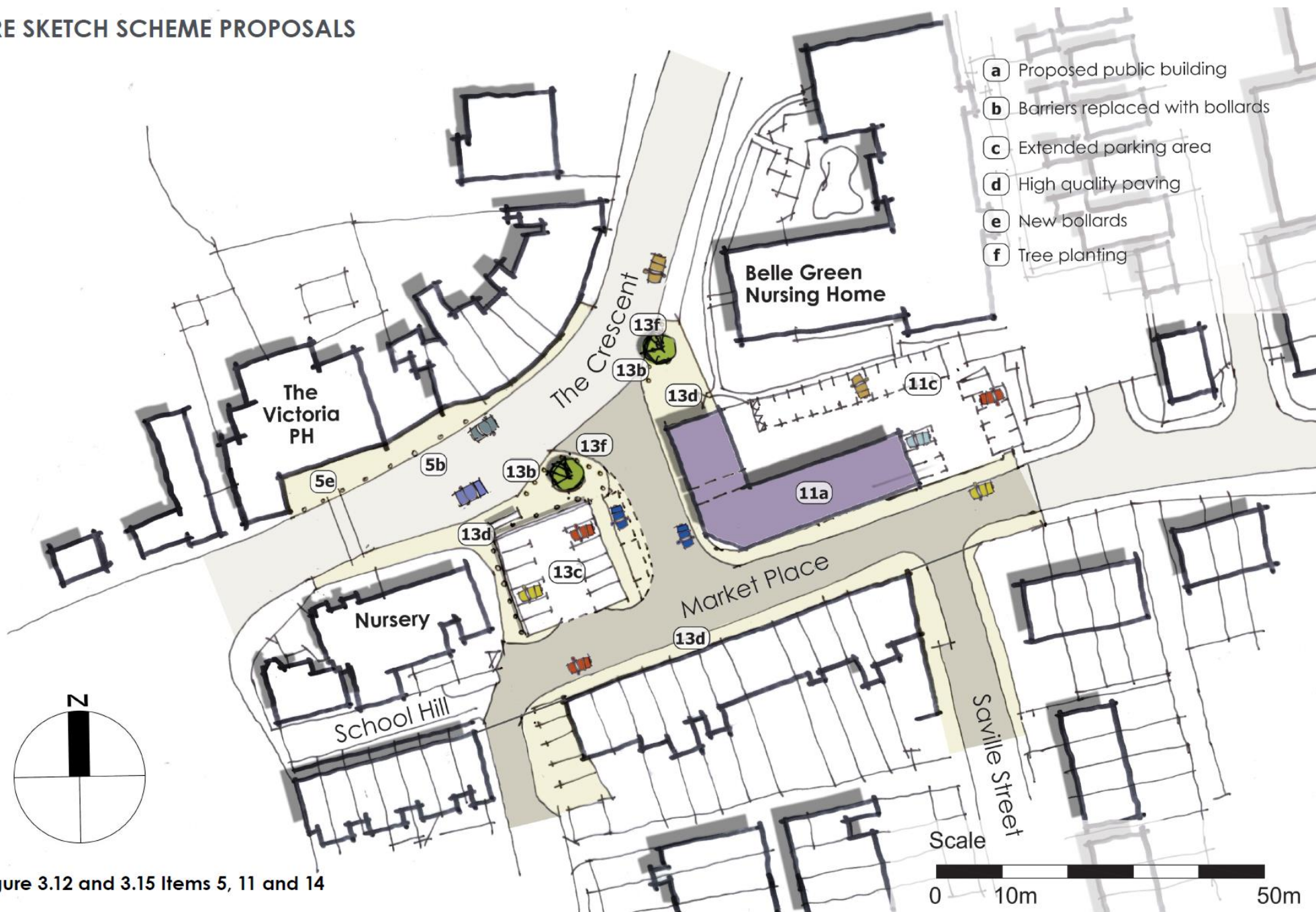




See Figure 3.15 Item 6

Figure 3.17 - Cudworth 'Triangle' Sketch Scheme Proposals

# SQUARE SKETCH SCHEME PROPOSALS

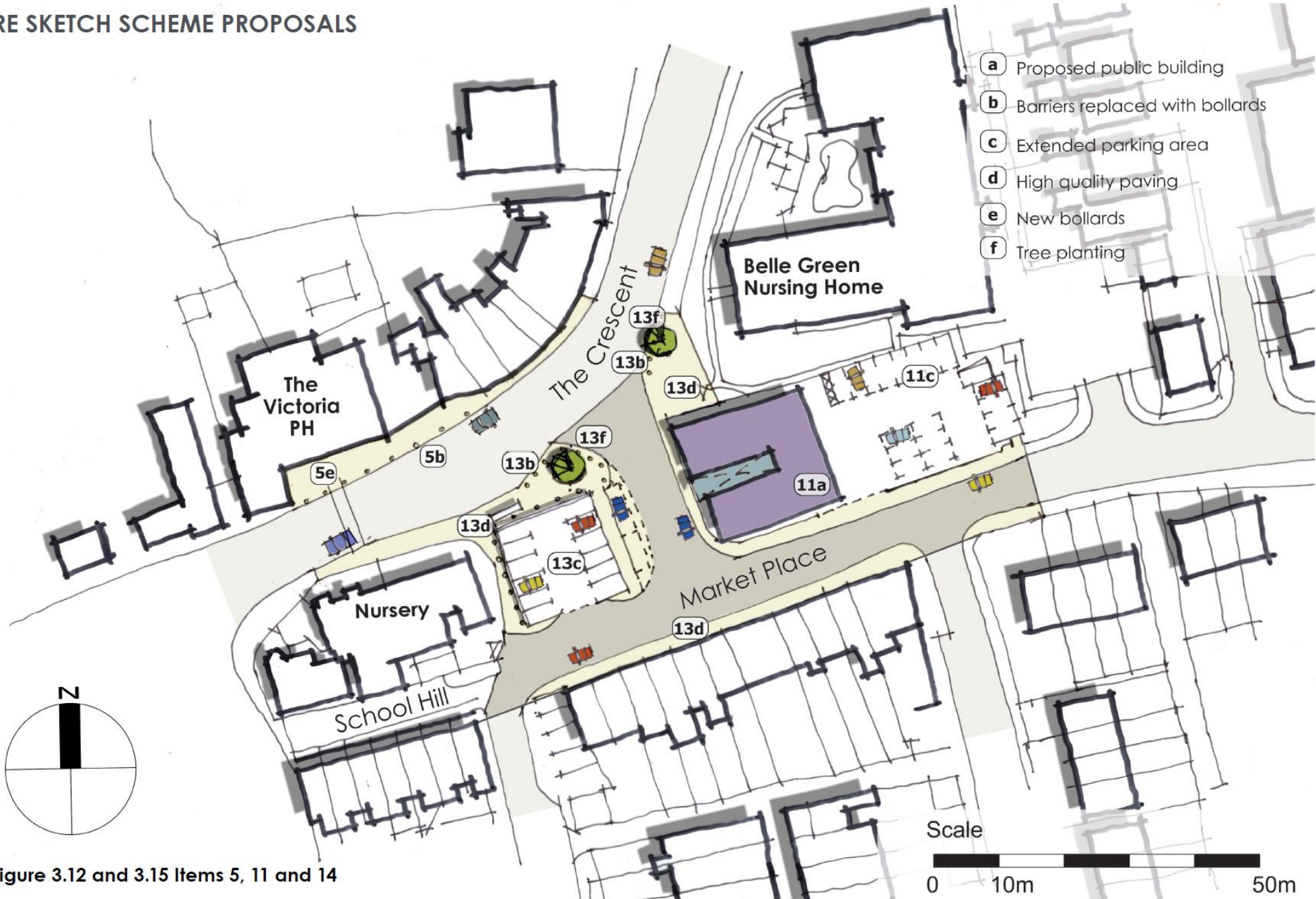


See Figure 3.12 and 3.15 Items 5, 11 and 14



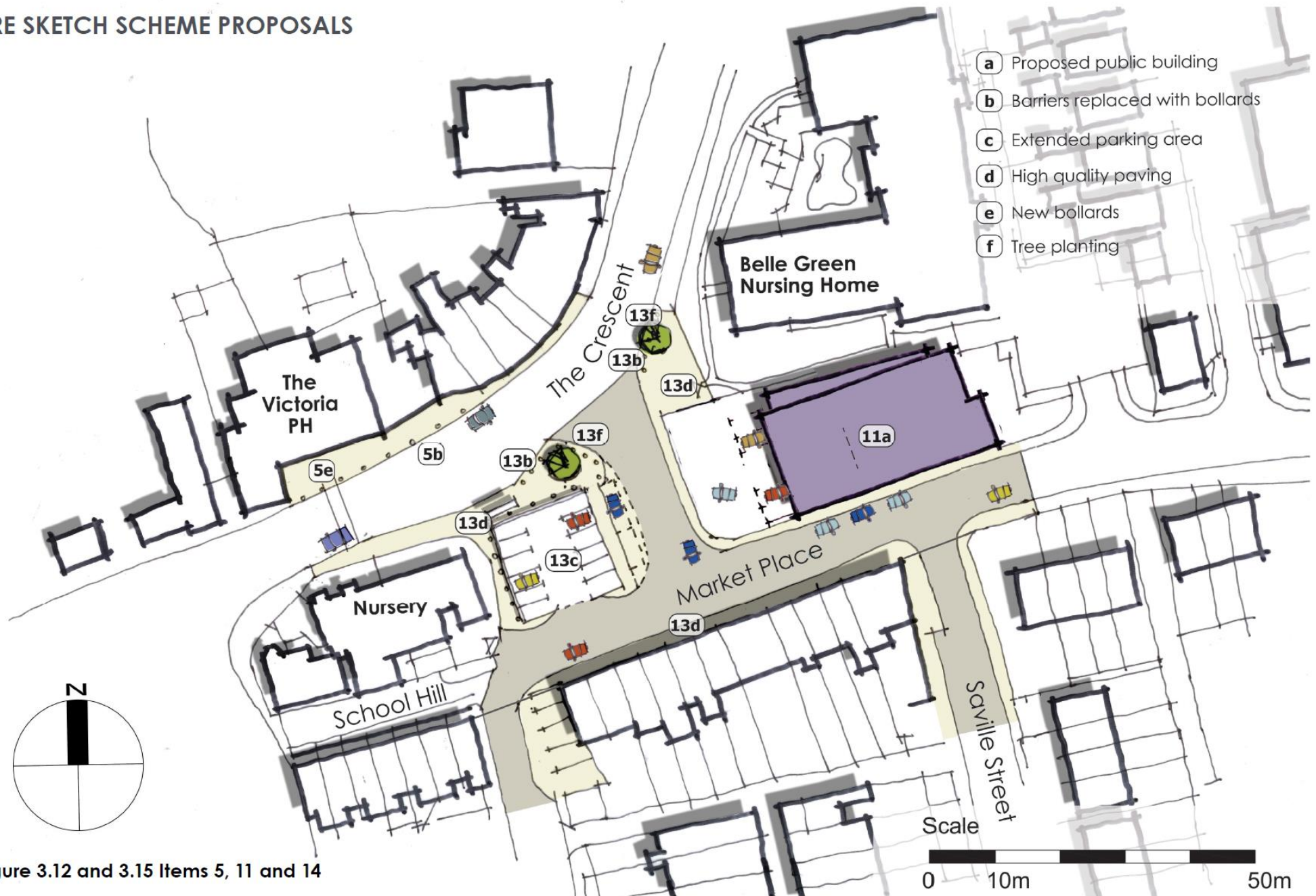
# SQUARE SKETCH SCHEME PROPOSALS

Page 71



See Figure 3.12 and 3.15 Items 5, 11 and 14

# SQUARE SKETCH SCHEME PROPOSALS



See Figure 3.12 and 3.15 Items 5, 11 and 14

Figure 3.20– Cudworth Square and Refurbished Ramsden's Building (Option 2)



## 3.7 Summary

Cudworth clearly has a strong community identity and is home to a range of independent shops and retailers. There are concerns locally about growing numbers of vacant retail units as a result of people shopping elsewhere and online; plans to try and reduce this have included the implementation of a Shop Local campaign.

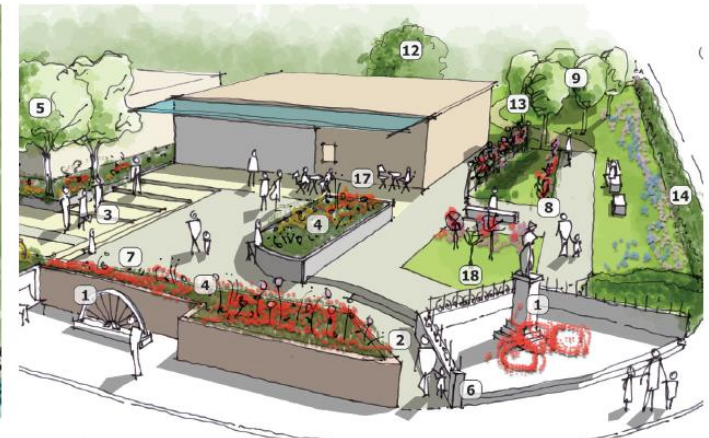
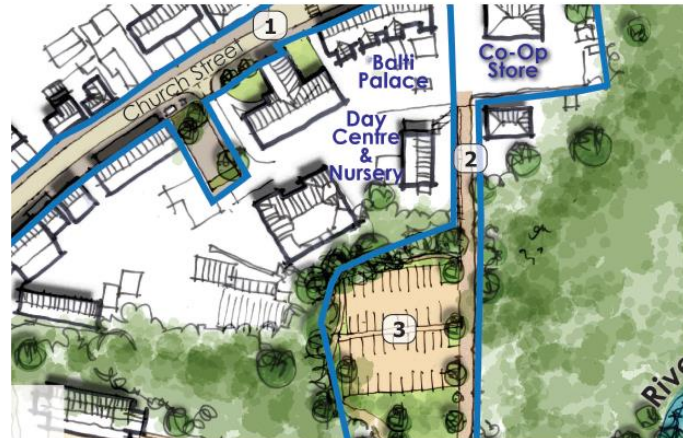
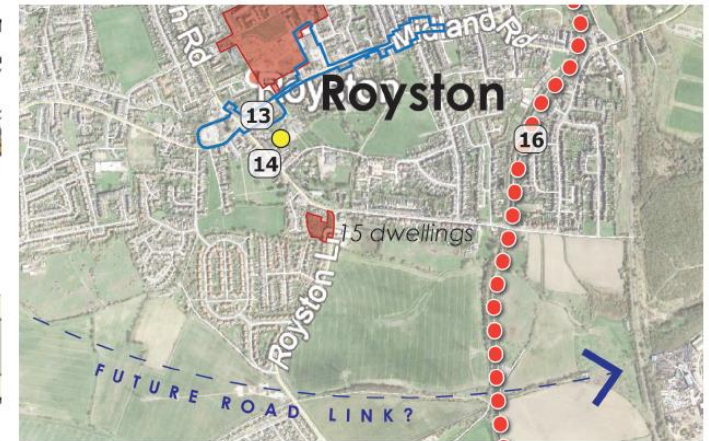
The town centre environment could be enhanced substantially through the inclusion of new public realm, planting and areas of civic space, whilst acknowledging that any improvements need to be low maintenance. There are opportunities within the town to both rationalise public sector assets (and reduce ongoing maintenance / cost liabilities) and utilise some of the income to assist with the delivery of a wider town centre masterplan. Decision-making is now required with regard whether rationalisation is now progressed, mindful of existing activity such as the Community Buildings Review project and One Public Estate.

An Action Plan for Cudworth, including costs, priorities and a summary of the benefits that the opportunities presented for inclusion in the Principal Towns programme could provide, is provided in Chapter 8 of this report.



# 8.0 ACTION PLANS

This chapter presents the Action Plans and associated information for each of the six towns. For each town, the Action Plans contain detailed costs for individual projects and proposals, as well as an indication of timescale for delivery and priority (high, medium or low). This is followed by an assessment of the benefits for each town scheme, focusing both on economic and social benefits. Finally, we have set out a series of recommendations for each town in addition to a summary of next steps.





## Action Plan: Cudworth

Page 75

Project / Intervention		Delivery Period yrs							Socio-Economic Benefit			
Ref	Item	Tier 1 Proposals	Tier 1 Cost £K*	Sub-Ref	Tier 2 Sub-Proposals	Tier 2 Cost £K*	0-2	2+	Priority	Social Benefit	Economic Benefit	Economic Impact
1	<b>Gateway and West Approach</b> - poor quality, utilitarian environment and first orientation point at west roundabout, creates a negative impression even before arrival.	Gateway improvements to provide 'welcome' impact at roundabout entrance to Cudworth	50	a	Public art and improved signage to roundabout	50			M	L	M	Indirect economic benefit as a result of improved gateway - encourage first and repeat visits.
2	<b>Cudworth Welcome</b> - Remnant rail bridge wing walls and structures are unkempt and unclean generating poor gateway experience.	Improvements to bridge wing walls / creation of welcome threshold on approach to Cudworth	220	a	Wing wall clean and repair	150			M			Indirect economic benefit as a result of improved gateway - encourage first and repeat visits.
				b	Feature welcome sign to wing wall	20	20		H			
				c	Raised planters and planting to wing wall	20	20		H	L	M	
				d	Feature lighting to wing walls sign	10	10		H			
				e	Planting to top of wing walls to screen security fence	20	20		H			
3	<b>Approach Corridor</b> - Barnsley Road approach to Cudworth has some damaged and low grade fencing and poor landscape maintenance.	Replace low level fence / trip rail and tidy and manage landscape on approach to Cudworth	20	a	Tidy and replace planting with more suitable low maintenance species	10	10		H	L	L	N/A
				b	Remove low level trip rail and replace with timber bollards	10	10		H			
4	<b>Infill Site</b> - unsightly area behind existing bus stop is another eyesore on approach to Cudworth town centre.	Infill area behind existing bus stop	5	a	Infill walling to match existing to rear of bus stop	5			L	L	L	N/A
5	<b>Bollards to Victoria PH</b> - The set back building line of the Victoria PH creates a more generous footway than on the Crescent. The space afford is enough to encourage habitual car parking with resulting highway risk.	Introduce bollards to restrict parking.	28	a	New bollards	8			M			N/A
				b	Renew paving to damaged areas	20			L	L	L	
6	<b>Former Toilet Site</b> - post demolition land appears unsightly in town centre, and now is seen in association with adjacent memorial garden on St Johns Road.	Rebrand to 'The Triangle' - Improve former toilet blocks site. Retain low stone wall, pave and restrict access to maintenance only at present.	96	a	Quality paving from BMBC surplus stock	53	53		H			Improvement to public realm may encourage increased dwell time in town. Likely to be low level, due to restricted nature of proposal.
				b	Pleached urban trees in planters	20	20		H			
				c	Clear stem trees in planters	6	6		H	M	L	
				d	Tree planting to screen gable	3	3		H			
				e	Access gates	5	5		H			
				f	Retaining wall repaired and cleaned	9	9		H			
7	<b>Fencing to Backs</b> - Install selective security fencing to protect backs of properties on Roberts Street and address anti-social behaviour 'hot spot'.	Install new fencing to address vandalism and anti-social behaviour	27	a	Replace / upgrade poor quality security fencing	21	21		H	M	L	N/A
				b	Additional good quality security fencing to back of high street properties	6	6		H			
8	<b>Welfare Park Access</b> - Access to Cudworth Welfare Park along Carlton Street should be better signposted and celebrated.	Emphasise access to park through signage from high street	10	a	Signage from high street	10			L	M	L	N/A
9	<b>Berneslai Homes Site</b> - Potential for housing infill site to support high street economy	Re-locate offices to new public building creating a disposal site for infill residential		a	Cost of relocation not part of capital works. See report for potential land receipt / options.				M	H	H	Capital receipt from disposal of site (estimated £150k)
10	<b>Snydale Road Junction</b> - Relatively wide highway junction presents a poor pedestrian experience and causes some separation of the high street.	Consider removing / upgrading existing barriers and improving pedestrian crossing movement	30	a	Remove and replace damaged pedestrian barriers	5			M	L	L	N/A
				b	Improve pedestrian crossing at junction across Snydale Road	25			M			

## Action Plan: Cudworth

Page 76

Project / Intervention				Delivery Period yrs				Socio-Economic Benefit			
Ref	Item	Tier 1 Proposals	Tier 1 Cost £K* Sub-Ref	Tier 2 Sub-Proposals	Tier 2 Cost £K*	0-2	2+	Priority	Social Benefit	Economic Benefit	Economic Impact
11	<b>Ramsden's Building and Site</b> - Unsightly building and environs at Market Place presents potential site for 'One Public Estate' co-located services and opportunity to regenerate this high street 'book end' location.	Creation of new public sector building on former Ramsden's site - either as Option 1 (entirely new build) or Option 2 (refurbishment of the existing building)	Option 1a/1b - up to £1mn Option 2 - 250k	Refurbish existing Ramsden's building (Option 2) / new build (Option 1a/b)	250 (Option 2) plus 750k (Option 1a or 1b)			M	H	H	Reduced ongoing maintenance liabilities for public sector buildings in Cudworth. Capital receipts to include £315k (Berneslai Homes site sale plus estimated £165k from disposal of Police Station) together with rental income from usage of library building. Construction employment and indirect expenditure. Increased footfall at north end of high street resulting in expenditure in local businesses.
12	<b>Bollards on Barnsley Road</b> - Parking on the footway is becoming too common but with limited resources to police the habit.	Consider bollards to deter informal parking	25	Install new bollards to prevent informal parking on footway	25			M	L	L	N/A
13	<b>Market Place Improvements</b> - The space between The Crescent and Market Place is dated and would benefit from improvement, particularly in the context of a potential new public building.	Consider removing / upgrading existing barriers (See also Ramsden Building Site item 11 above) and other improvements to 'Market Place'.	170	Replace damaged pedestrian barriers with bollards	22			M			Minor increase in footfall. Increased expenditure in local economy resulting in indirect job creation. Localised property uplift over long-term.
				Public realm improvements to car park environs	20			M	H	H	
				High quality paving to environs of Ramsden refurbished / new public building	125			M			
				Urban tree planting	3			M			
14	<b>Bow Street Parking</b> - Wide verges on Bow Street are typically overrun with parked cars causing erosion and muddy ruts.	Replace grass verges with formal parking where appropriate	100	Replace grass verge with parking bays	100			M	L	L	N/A
Total (excluding Ramsden's Building cost)			781			213					
(including Ramsden's Option 1a/1b)			up to 1781	Preliminaries (20%)	43						
(including Ramsden's Option 2)			1031	Risk / contingency (15%)	32						
				Professional fees (13%)	28						
				Grand Total	315 (+ VAT)						

### Priority

Taken from public consultation and need / importance to regeneration and perception under Principal Towns programme. Low / Medium / High prioritisation.

### Project Delivery Period

Catalyst Project Threshold 2 yrs

Long Term Project 2 yrs +



## Summary Area of Benefit

## Commentary

<b>Public Realm Improvements</b> (including gateway / arrival point opportunities and the creation of improved public realm around the site of the former toilet block).	Public realm improvements could result in an increase in footfall to the town which would translate into expenditure in the local economy, increased employment and business turnover.	Economic
	Enhancement of the public realm can generate a greater sense of civic pride and wellbeing amongst residents.	Social
<b>Creation of New Civic Space</b> (the town square outside of the Ramsden's building)	The new civic space proposed for this area has several benefits - not only does it provide a focus and draw for businesses at this end of the town, but it also addresses issues of poor quality urban environment (for example the Ramsden's building).	Economic
	Again, creation of civic space can generate a greater sense of civic pride and wellbeing amongst residents.	Social
<b>Rationalisation of Public Sector Assets</b>	The commission has considered whether certain of the public assets within Cudworth could be rationalised and consolidated into a single building. The economic benefits of doing this are obviously the generation of capital receipts for BMBC and other public sector organisations (e.g. the Police Service). A Residual Land Value of approximately £150k has been identified for the Berneslai Homes site; similarly sale of the Police Station could release value in the region of £160k; and finally the LIFT building being considered more suitable for long-term rental as office space (thereby a regular income stream).	Economic

## 8.3 Recommendations and Next Steps

The report has identified a range of opportunities for each of the six towns, looking at ways to improve local economies, improve green and public spaces, ensure opportunities are of a high quality and are sustainable, and where relevant, consolidate community assets. The Action Plans presented in the previous section set out indicative costs and timescales for individual opportunities and present an assessment of the potential economic and social benefits.

Recommendations and next steps are summarised below. A number of recommendations are overarching, relating to the wider dissemination and implementation of the Principal Towns project; whilst others relate to specific towns.

### Overarching Recommendations and Next Steps

- Wider dissemination of the Final Report and Action Plans for each of the key towns to relevant stakeholders to consolidate shared ownership and buy-in.
- Full business cases to be prepared for each of the six towns setting out how Principal Towns funding will be utilised, including identification of match-funding opportunities.
- Not all of the projects identified within the Action Plans are for Principal Towns funding and as such it will be necessary to identify funding opportunities for those projects included for implementation beyond the next two years.

## Cudworth

- The benefits and cost implications of rationalising public sector assets within Cudworth have been identified. Decision-making is now required with regard whether rationalisation is now progressed mindful of existing activity such as the Community Buildings Review project and One Public Estate
- Progress short-term priorities for Cudworth, with focus for Principal Towns funding potentially including:
  - the former toilet block site on Barnsley Road ('The Triangle'), plans for which are already progressing, but which should be extended to incorporate the garden adjacent to The Star Public House.
  - improvements to gateway and approach corridor to the town.
  - selective security fencing in relevant locations.
- Prepare brief for RIBA stage 2 & 3 works for design development and detailed design packages to support a detailed planning application/s.

**APPRAISAL SUMMARY**

ARCADIS UK

Bow Street

0% Affordable

Revision 0 Dated 16/02/19

**REVENUE**

Market Sales	Units	Area	Rate Sqft	Unit price	Gross Sales
1 Bedroom Flats	0	0	165		0
2 Bedroom Flats	0	0	165		0
2 bed house	6	3,900	165	107,250	643,500
3 bed house	2	1,500	165	123,750	247,500
<b>TOTAL SALES</b>	<b>8</b>	<b>5,400</b>			<b>891,000</b>
	<b>8</b>	<b>5,400</b>			<b>891,000</b>

**COST**

Market Sales	Units	Area	Build £/ft	Gross Cost	
1 Bedroom Flats	0	0	80.0	0	
2 Bedroom Flats	0	0	80.0	0	
2 bed house	6	3,900	80.0	312,000	
3 bed house	2	1,500	80.0	120,000	
<b>TOTAL SALES</b>	<b>8</b>	<b>5,400</b>		<b>432,000</b>	
	<b>8</b>	<b>5,400</b>		<b>432,000</b>	<b>432,000</b>
Contingency	5%			21,600	21,600
<b>OTHER CONSTRUCTION</b>					
Prelims	10%			43,200	
Ext works	5%			21,600	
CIL				0	64,800
Section 106 Costs	0			0	0
<b>PROFESSIONAL FEES</b>	<b>8%</b>			<b>34,560</b>	<b>34,560</b>
<b>DISPOSAL FEES</b>					
Sales and Marketing	3%			26,730	26,730
<b>TOTAL COSTS (excl profit and finance)</b>					<b>579,690</b>
<b>DEVELOPER PROFIT</b>					
Market Sale	18%			160,380	
Social Rent (on cost)	7%			0	
Shared Ownership (on cost)	7%			0	
					<b>160,380</b>
<b>FINANCE</b>					
Debt rate	6%				8,481
<b>TOTAL COST INC PROFIT AND FINANCE</b>					<b>748,551</b>

**RESIDUAL LAND VALUE**

**142,449**

**BARNSELY METROPOLITAN BOROUGH COUNCIL**

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

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

**DEVELOPING A ZERO CARBON STRATEGY FOR THE COUNCIL AND THE  
BOROUGH AND DECLARATION OF CLIMATE EMERGENCY**

**1. PURPOSE OF REPORT**

- 1.1 The report sets out the Council's approach to achieving zero carbon in its operations by 2040 (Zero40) and to supporting, through its Place Leadership role, the transition of the Borough to zero carbon by 2045 (Zero45)

**2. RECOMMENDATIONS**

- 2.1 That the Council declare a Climate Emergency to support the transition to a zero carbon Council and Borough.
- 2.2 That the Council endorse the existing commitment set out in the Energy Strategy 2015-2025 to be zero carbon by 2040 with the aim of achieving this by 2035 or earlier if practicable.
- 2.3 That the Council approve the carbon reduction targets set for Council's own activities, Zero40 (section 5.4) and for the wider Borough, Zero45 (section 6.2) are adopted as Key Corporate Indicators. That these targets are reviewed on an annual basis following development of Strategic Energy Action Plans with the aim of achieving zero carbon at an earlier date if practicable.
- 2.4 That the Council develop a programme of funded five year Strategic Energy Action Plans (SEAP's) as set out in Section 5.4 of this report
- 2.5 That the Council adopt a Place Leadership role in delivering zero carbon through the Zero40 and Zero45 approach as set out in Section 5 and Section 6 of this report
- 2.6 That the Council establish a Zero40 Zero45 Feasibility and Enabling Fund to facilitate project development.

**3. INTRODUCTION**

- 3.1 Since the Intergovernmental Panel on Climate Change (IPCC) reported in October 2018 the Climate Emergency movement has emerged. The report warned of the rapid and far reaching consequences of the earth's warming of over 1.5°C. It concluded that limiting global warming to 1.5°C would require rapid, far-reaching and unprecedented changes in all aspects of society.

- 3.2 The Council has already agreed and delivered many projects and programmes to help reduce carbon emissions. These include replacing coal boilers at the Metrodome, installing low energy street and internal office lighting, introducing ULEV vehicles into the service's fleet and installing solar PV to its office and housing stock. In addition the Council administers a successful affordable warmth programme with aim of improving energy efficiency in privately owned housing stock in the Borough.
- 3.3 By the end of March 2019, carbon emissions from Barnsley Council's operations had reduced by 39% from 2012/13. This puts the Council ahead of the target to reduce emissions by 30% by 2020/21 as set out in the Energy Strategy 2015/2025
- 3.4 The IPCC report stated that limiting global warming to 1.5°C had clear benefits to people, localities and natural ecosystems. Programmes of development which are designed to keep global warming below 2°C could go hand in hand with ensuring a more inclusive economy and equitable society.
- 3.5 At the end of June 2019 the UK Government set down primary legislation for the UK to be zero carbon by 2050 mirroring the UK's Committee for Climate Change advice that the UK should aim to be net-zero by 2050.
- 3.6 Since November 2018, over 80 UK Local Authorities have declared Climate Emergencies as a means of galvanising support for the climate change agenda at a local level. Many have set targets to be carbon neutral by 2030-35, with smaller numbers stating 2040 or no date at all.
- 3.7 A Climate Emergency declaration issued by a council can only be a powerful catalyst for action if paired with a clear deliverable action plan. Several early adopters with shorter end dates have had to extend their time frames because they found the dates were unachievable and unaffordable.
- 3.8 This report addresses how Barnsley Council can publically respond to the IPCC report and the developing Climate Emergency movement in a way that is ambitious but also sets targets which are based on a practicable action plan

#### **4. PROPOSAL AND JUSTIFICATION**

- 4.1 That the Council declares a Climate Emergency as a means of demonstrating its commitment to be zero carbon by 2040 to partners and residents and as a means of demonstrating its Place Leadership role in the Borough's transition to zero carbon by 2045. See appendix 1 for the Climate Emergency Declaration
- 4.2 The IPCC recommend that global emissions of carbon dioxide are reduced by 45% from a 2010 baseline by 2030 and reach net zero by 2050 to limit the rise in global temperatures to 1.5°C. The UK's Committee on Climate Change (CCC) also advised the Government to legislate to be net zero carbon by 2050.
- 4.3 BMBC's Energy Strategy (2015-25) has an existing commitment to be zero carbon by 2040; it is proposed that the Council reaffirm its current Energy Strategy making the commitment to be zero carbon in its operations by 2040 as its main carbon target. This internal programme will be known as Zero40 and will become a Key Performance Indicator for the Council.

- 4.4 The Council will work with its key partners (NPS Barnsley, Berneslai and BPL) to assist them in achieving zero carbon in their operations by 2040.
- 4.5 In relation to the Borough's overall emissions, the Council is a relatively small emitter of carbon accounting for only 2% of emissions

Sectoral Emissions of Carbon within Barnsley	Share
Industry and Commercial	36%
Domestic Housing	37%
Transport	27%
BMBC's contribution via its operations	2%

However, through its policies and strategies and by example the Council can exercise its Place Leadership role by promoting and enabling carbon reduction across the Borough and by aligning by its strategies with other anchor institutions in the Borough.

It is recommended, as part of the wider programme, that the Council sets a reporting target for the emissions generated in the Borough as a whole. The Council will look to support the Borough, through facilitation enabling and example to become zero carbon by 2045 (ahead of the new Government target which is 2050); this will be known as Zero45.

## **5.0 Zero40**

- 5.1 Zero40 will focus on improvement in the Council's environmental performance as measured by the reduction in its carbon emissions; this will be measured against agreed milestones and will result in the Council being zero carbon in its operations by 2040.
- 5.2 The majority of the Council's carbon emissions come from gas and electricity used to heat and power buildings. Some also come from fuel and mileage from transport and travel.

The proposal to become zero-carbon by 2040 will include emissions from the following

- Scope 1 - direct emissions such as combustion of mains gas or oil for heating
- Scope 2 - indirect emissions such as emissions associated with generation of electricity
- Scope 3 - other indirect such as business mileage or rail travel

As of year-end 2018, BMBC emitted 28,000 tonnes of carbon when measured against these three categories. A full review of the current reporting scope will be undertaken as part of the preliminary activities.

- 5.3 To keep within the IPCC recommendations it is proposed that the Council commits to reduce its carbon emissions by 60% by 2030 and become zero carbon in 2040 when benchmarked against the most recent years' emissions (2017-18). This will

equate to the Council reducing its carbon emissions by 1,600 tonnes per annum in the early years of delivery reducing to 1,000 tonnes in the later years.

- 5.4 Zero40 will be underpinned by four evidence based Sustainable Energy Action Plans (SEAP's) for 2020-25, 2025-30, 2030-35, and 2035-40. Each SEAP will have carbon targets and be driven by five themes and will build on existing carbon reduction programmes for the Council:

- Energy Efficiency and Procurement of Energy
- Resource Efficiency
- Sustainable Transport
- Renewables
- Decentralised Heating

Importantly each SEAP will set out the projects and programmes and that are required to achieve our ambitions by 2040.

	2018 baseline	60 % reduction by 2030		To zero carbon by 2040	
SEAP period		2020-25	2025-30	2030-35	2035-40
Emissions (tonnes)	28,000	19,600	11,200	5,600	zero

- 5.5 The resourcing of the first two Strategic Energy Action Plans; 2020-2025 and 2025-2030 will be a key consideration when developing the new Barnsley 2030 Plan.
- 5.6 A critical element of both zero40 and 45 programmes will be increasing the number of trees across the Borough. The Government sponsored Trees 2020 initiative will play a role in these plans and with local communities we will increase our existing tree planting projects. This will mean that during the first 5 years of zero40 (2020-2025) an additional 10,000 trees will be planted across the Borough.
- 5.7 Zero40 will require that all new programmes are approved on the basis of 'no harm' in relation of the Council's existing carbon emissions. Where a proposal does result in an increase in current emissions, mitigations such as offsetting should be identified.
- 5.8 While Zero40 is an internal carbon reduction programme, in outlook it is essentially outward facing and will link into Inclusive Economy programmes ensuring that the business and communities within the Borough are able to participate and share in the benefits of transitioning to a low carbon economy. For example, skills based programmes will be developed to ensure that Barnsley's residents can benefit from new employment opportunities. In additional measures will be put in place to ensure that local SME's are ready to exploit the future investment programmes to deliver Zero40.
- 5.7 Zero40 will align with the financial, delivery and reporting requirements of the Council's 2030 strategy. By identifying the source of carbon emissions within the Council's operations, practical ownership of carbon reduction targets can be cascaded to different Directorates and Services and mitigations built into their existing and proposed programmes.



5.8 The Council is reducing the level of carbon it emits via a number of existing and planned programmes. Projects which are not directly described as carbon reducing have the capacity to significantly reduce the carbon emitted through their design or as a consequence of the primary measure. These Council funded projects include:

- Replacement of the Metrodome's coal fired boilers
- Updating the heating and ventilation to BMBC corporate buildings
- Affordable warmth programmes
- Deployment of renewable technologies via Berneslai Homes
- The design and build out of Solar PV and thermal into the Glassworks
- Deployment of Solar PV onto existing corporate buildings.

Building carbon reduction into the delivery of existing and planned programmes will give local accountability and will be the most cost effective method of delivery.

## 6.0 Zero45

6.1 Zero45 is essentially a programme where the Council is facilitating and enabling the Borough's transitions zero carbon by 2045. The longer time frame recognises the loss of direct control which the Council has and the greater role for National Government bringing through capital programmes and regulatory control.

6.2 It is clear that the Government's commitment to achieve zero carbon by 2050 will require considerable financial resource amounting to many billions of pounds our ability to achieve the more ambitious zero 45 target will be dependent upon these resources being made available by central government.

2018 Sectoral Emissions of Carbon within Barnsley	Tonnes of Carbon
Industry and Commercial	436,000
Domestic Housing	438,000
Transport	324,000
Total	1,199,000

6.2 To meet the IPPC and CCC recommendations it is proposed that the Borough sets targets to achieve a 45% reduction in carbon emissions by 2030 and to be zero carbon by 2045 and to mirror the 5 year delivery plans of the zero40 programme

	2018 baseline	45% reduction to 2030		To zero carbon		
SEAP period		2020-25	2025-30	2030-35	2035-40	2040-45
Emissions tonnes	1,199,000	850,000	503,000	378,000	253,000	0

6.3 In common with zero40, zero45 will have five broad themes and offer a wide range of possible support which can be led by National, Regional and Local Authorities:

**Energy efficiency:** is where the largest reduction in emissions are possible; developing a major energy retrofit programme for non and domestic buildings, setting new zero carbon in construction and operation targets, working with the

largest employers to set targets for energy reduction; working with commercial property owners to reduce carbon, develop a smart energy town centre; implementing new technologies for monitoring energy in buildings, and retrofitting lighting. Behaviour change will be an important component of this programme.

**Resource Efficiency:** this programme will encourage resource efficiency across the town with businesses and consumers. Actions will include: zero waste projects and evaluating opportunities for capturing waste heat and power; promoting circular economy, promoting resource efficiency to SME; engaging with organisations involved in reuse and repair activities in the town.

**Sustainable Transport:** a reduction programme will support the Local Transport Strategy, aiming to reduce the need to travel, encourage active travel and decarbonising travel. This includes a range of measures in the Active Travel Action Plan, walking and cycling. Other initiatives include: working with large employers to set travel targets; promoting Green Fleet Health checks; working with a town Car Club; supporting Buses on decarbonising public transport and engaging with other transport providers and publishing an electric vehicle strategy aiming to substantially increase the number of charging points across the town.

**Renewables:** aims to increase the use of renewables in both the domestic and non-domestic sectors and encourage innovation in adopting new technologies. Actions to be taken forward include: piloting the wider use of ground source heat pumps to serve existing housing, assessing the potential for renewables in the Council's estate; providing new guidance for community groups and householders; and assessing opportunities for a number of specific renewables projects such as biodiesel, solar P.V. and microhydro.

**Decentralised Heating:** A key objective of the SEAPs is to decentralise energy. This aims to increase the use of decentralised heating in the Borough, evaluating the potential for expanding schemes and the use of geo thermal resources such as mine water. Actions will include: publishing an Barnsley District Heating Strategy and heat maps; evaluating the potential from our own estate; providing guidance for developers; working with partners to assess opportunities from new domestic and non-domestic developments.

## **7.0 Governance**

7.1 Zero40 carbon reduction targets will be a key corporate KPI for the Council with progress monitored by the existing carbon management group; targets initially will be:

- Progress toward the Council's 2030 emissions target
- Progress toward the emissions target set by each 5 year SEAP
- Corresponding Departmental and Service KPI's will be set to ensure that the Council's Corporate KPI is met

7.2 Zero45 as an outward facing programme will be monitored by a new Advisory Group which is likely to include stakeholders from the private public and third sectors Its function will be to monitor the Borough's progress to achieving zero carbon status in 2045. It will initially monitor:

- Progress toward the Borough's emissions target
- Progress toward the Borough's emissions target including the SEAPs

## **8. CONSIDERATION OF ALTERNATIVE APPROACHES**

### **8.1 Do nothing**

The Council's existing Energy Strategy 2015-2025 includes a commitment to be zero carbon by 2040 and two specific carbon reduction targets:

- Reduce carbon emissions from Barnsley MBC operations by 30% by 2020/21 from 2012/13 baseline: at the end of March 2019, carbon emissions had been reduced by 39%.
- Generate 20% of energy used in Barnsley MBC operations from on-site renewable sources by 2020/21: at the end of March 2019, while the Council had an installed renewable capacity of 20%, they were only providing 16% of the energy used by the Council. The reasoning behind this shortfall is understood and an action plan to close the gap is being developed.

The Council has been successful in achieving these targets however this in turn raises several issues:

- The Energy Strategy's delivery targets will need refreshing from 2020; any update to its carbon targets should reflect the current reality of climate change and the need for urgent action.
- Some of the reduction in the Council's emissions has been due to the 'greening' of the grid and the disposal of Council buildings. Research for Sheffield and Leeds City Regions shows that to achieve more ambitious carbon reduction targets more focus and ownership is needed locally.
- To achieve a zero carbon Council in 2040 (and more so for the Borough to become zero carbon by 2045) a significant step change in delivery is required. This will only be achieved if the Council acts on its civic leadership mandate and assists its residents and businesses to access the opportunities which will be presented.

### **8.2 Set a more challenging target**

The Council may be challenged that 2040 is not ambitious enough; most other local authorities who have declared climate emergencies have carbon neutrality targets of 2030 or 2035. Environmental activists have openly challenged targets of even 2035.

While a 2030 target may be unobtainable it is however a statement of intent, many Local Authorities have declared for 2030 on that basis.

Zero40 is an existing commitment and is a reaffirmation of an existing carbon reduction commitment; it also sets out the mechanism by which this can be achieved. It is a purist approach in that it aims to eliminate not only Scope 1 but

also Scope 2 and 3 emissions (See para 5.2 for definitions) something which many of the shorter dates do not do.

The Council could:

- Declare a target for its own emissions of 2030 in the knowledge that it would be largely undeliverable and is uncoded.
- Declare a target of 2035; to achieve this delivery plan should assume an 80% reduction in carbon emissions by 2030 followed by full carbon neutrality in 2035.
- Retain zero40 but caveat it with 'working toward to 2035'.

Consideration should also be given to the scheduling of Borough's zero carbon status by 2045, as the Council only emits 2% of the Borough's emissions in main be seen as inequitable that we expect the Borough to be zero carbon only 5 years after the Council.

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

- 9.1 Integral to the delivery of the Zero40 and Zero45 will be social value considerations; creation of community/social enterprises, apprenticeships, mentoring ex-offenders to gain employment and supporting disabled people into the workplace, supporting Area Councils and the 'Love Where You Live initiative
- 9.2 Outputs will include a cleaner greener Borough, healthier residents due to Active Transport programmes, reduction in fuel poverty and an improvement in the quality of the housing stock.
- 9.3 The transition to a zero carbon Borough will include significant opportunities for SMEs to deliver the required programmes and technologies. Currently there are known skill shortages within the key areas of delivery which the residents will able to access following tailored learning and training programmes

## **10. FINANCIAL IMPLICATIONS**

- 10.1 Consultations have taken place with representatives of the Service Director – Finance (S151 Officer).
- 10.2 There are no direct financial implications to the Council as a result of changing the Council's Energy Efficiency Strategy as proposed in this report.
- 10.3 The Council is currently investing in a number of projects that support the strategies outlined in this report. For example, a £2M investment has been made to replace the heating systems at the Metrodome Leisure Centre with more energy efficient systems, significantly reducing the Council's carbon emissions.
- 10.4 In addition funding totaling £0.250M earmarked for the Affordable warmth programme, supports energy efficient projects delivered by the private sector.

- 10.5 A number of projects are currently the subject of business case outline proposals including the installation of Electric Vehicle charging points, Council's Green Fleet and numerous Solar Energy projects. Other innovative ideas are also being explored and researched for example work is under way to test viability of mine water to heat Council owned properties.
- 10.6 Whilst the Council remains committed to delivery of the strategies outlined in this report, there are no resources earmarked to fund any specific proposals brought forward to compliment these strategies. Any proposals submitted will need to be considered against the Council's other competing priorities in line with the approved Capital Investment Strategy.
- 10.7 Officers are however currently considering options to establish a feasibility and enabling fund to provide more detail on energy saving initiatives. Once complete, any associated cost will be considering as part of the update to the Council's Medium Term Financial Strategy.

## **11. EMPLOYEE IMPLICATIONS**

- 11.1 Can be delivered from existing resources within the Housing and Energy teams working in partnership with existing internal and external teams.

## **12. LEGAL IMPLICATIONS**

- 12.1 The UK Government has passed legislation which commit the UK to being net Zero carbon by 2050.

## **13. CUSTOMER AND DIGITAL IMPLICATIONS**

- 13.1 None

## **14. COMMUNICATIONS IMPLICATIONS**

- 14.1 A an internal and external marketing campaign will be used to introduce and report on progress

## **15. CONSULTATIONS**

- 15.1 Leeds and Sheffield City Regions  
APSE  
BMBC Finance

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

- 16.1 New carbon measurements will be introduced to track performance.

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

- 17.1 An additional benefit of zero40 will be the opportunities for learning and training for individuals and for Barnsley based SME's to participate in the significant capital programmes which will underpin the transition to a low carbon economy.

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

- 18.1 Reduction in fuel poverty, greater training opportunities and access into higher skilled jobs

## **19. TACKLING HEALTH INEQUALITIES**

- 19.1 Cleaner and Greener environment will reduce the impact of the NHS and existing housing stock.

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

- 20.1 No impact

## **21. RISK MANAGEMENT ISSUES**

- 21.1 Regular reporting to the zero40 steering group will manage the risk of not achieving the overall target of being zero carbon by 2040 or each of the SEAPS

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

- 22.1 No specific health and safety issues however the report does address issues of the Borough's resilience given likely climate change events

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

- 23.1 Not applicable

## **24. CONSERVATION OF BIODIVERSITY**

- 24.1 The report addresses the issue of climate change which has significant implications for conservation and biodiversity

## **25. LIST OF APPENDICES**

Appendix 1: Climate Change Declaration.

## **26. BACKGROUND PAPERS**

References:

1. Fossil CARBON & GHG emissions of all world countries, 2017:  
[http://edgar.jrc.ec.europa.eu/overview.php?v=CARBON\\_andGHG1970-2016&dst=GHGpc](http://edgar.jrc.ec.europa.eu/overview.php?v=CARBON_andGHG1970-2016&dst=GHGpc)

2. World Resources Institute: <https://www.wri.org/blog/2018/10/8-things-you-need-know-about-ipcc-15-c-report>
3. The IPCC's Special Report on Global Warming of 1.5°C: <https://www.ipcc.ch/report/sr15/>
4. Scope 1, 2 and 3 of the Greenhouse Gas Protocol explained: <https://www.carbontrust.com/resources/faqs/services/scope-3-indirect-carbon-emissions>

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

**Report author:** Richard Burnham

Financial Implications/Consultation



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

## **Appendix 1: Climate Change Declaration**

### **The Council notes:**

1. That the impacts of climate change are already causing serious damage around the world.
2. That the 'Special Report on Global Warming of 1.5°C', published by the Intergovernmental Panel on Climate Change in October 2018,
  - a. describes the enormous harm that a 2°C average rise in global temperatures is likely to cause compared with a 1.5°C rise, and
  - b. confirms that limiting Global Warming to 1.5°C may still be possible with ambitious action from national and sub-regional authorities, civil society and the private sector.
3. That all governments (national, regional and local) have a duty to act, and local governments that recognise this should not wait for their national governments to change their policies;
4. That strong policy to cut emissions also has associated health, wellbeing and economic benefits for residents and business of the Borough.

### **Council therefore commits to:**

1. Declare a 'Climate Emergency' that will require the Council to:
  - a. Ensure that all strategic decisions, budgets and approaches to the delivery of its services and place making are in line with a shift for the Council to be zero carbon in its operations by 2040.
  - b. Exercise its role of community leadership by supporting and working with all other relevant agencies and bodies towards making the Borough zero carbon through all relevant strategies, plans and shared resources by 2045.