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# Rutland County Council

Catmose, Oakham, Rutland, LE15 6HP
Telephone 01572 722577 Email: governance@rutland.gov.uk

**Meeting:** **CABINET**

**Date and Time:** **Tuesday, 16 November 2021 at 10.00 am**

**Venue:** **Via Zoom: https://us06web.zoom.us/j/94660495291**

**Governance Officer to contact:** **Tom Delaney 01572 720993**
**email: governance@rutland.gov.uk**

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## A G E N D A

**1) APOLOGIES FOR ABSENCE**

**2) ANNOUNCEMENTS FROM THE CHAIRMAN AND/OR HEAD OF THE PAID SERVICE**

**3) DECLARATIONS OF INTEREST**

In accordance with the Regulations, Members are required to declare any personal or prejudicial interests they may have and the nature of those interests in respect of items on this Agenda and/or indicate if Section 106 of the Local Government Finance Act 1992 applies to them.

**4) RECORD OF DECISIONS**

To confirm the Record of Decisions made at the meeting of the Cabinet held on 26 October 2021.
(Pages 5 - 8)

**5) ITEMS RAISED BY SCRUTINY**

To receive items raised by members of scrutiny which have been submitted to the Leader and Chief Executive.

Report No. 156/2021 has been submitted by the Chair of the Growth, Infrastructure and Resources Scrutiny Committee setting out the recommendations to Cabinet following the Special Meeting of the Committee on 7 October 2021.
(Pages 9 - 12)

## 6) MID YEAR REVENUE REPORT 2021/22

To receive Report No. 146/2021 from the Portfolio Holder for Finance, Governance and Performance, Change and Transformation.
(Pages 13 - 78)

## 7) MID-YEAR CAPITAL PROGRAMME UPDATE

To receive Report No. 147/2021 from the Portfolio Holder for Finance, Governance and Performance, Change and Transformation.
(Pages 79 - 94)

## 8) MID YEAR REPORT ON TREASURY MANAGEMENT AND PRUDENTIAL INDICATORS 2021/22

To receive Report No. 144/2021 from the Portfolio Holder for Finance, Governance and Performance, Change and Transformation.
(Pages 95 - 118)

## 9) NEIGHBOURHOOD PLANS: INDICATIVE HOUSING REQUIREMENT FIGURES

To receive Report No. 157/2021 from the Portfolio Holder for Planning.
(Pages 119 - 126)

## 10) FINAL HIGHWAYS STRATEGY

To receive Report No. 162/2021 from the Portfolio Holder for Communities, Environment and Climate Change
(Pages 127 - 198)

## 11) ARMED FORCES COVENANT LEGISLATION

To receive Report No. 158/2021 from the Portfolio Holder for Policy, Strategy, Partnerships, Economy and Infrastructure.
(Pages 199 - 204)

## 12) VOLUNTARY AND COMMUNITY SECTOR INFRASTRUCTURE SUPPORT

To receive Report No. 159/2021 from the Portfolio Holder for Health, Wellbeing and Adult Care.
(Pages 205 - 214)

## 13) EDUCATIONAL PSYCHOLOGY CONTRACT

To receive Report No. 160/2021 from the Portfolio Holder for Education and Children’s Services.
(Pages 215 - 224)

## 14) EXCLUSION OF THE PRESS AND PUBLIC

Cabinet is recommended to determine whether the public and press be excluded from the meeting in accordance with Section 100(A)(4) of the Local Government Act 1972, as amended, and in accordance with the Access to Information provisions of Procedure Rule 239, as the following item of business is likely to involve the disclosure of exempt information as defined in Paragraph 3 of Part 1 of Schedule 12A of the Act.

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

## 15) LEISURE OPTIONS

To receive Report No. 161/2021 from the Portfolio Holder for Health, Wellbeing and Adult Care.
(Pages 225 - 406)

## 16) ANY ITEMS OF URGENT BUSINESS

To receive items of urgent business which have previously been notified to the person presiding.

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**MEMBERS OF THE CABINET:**

Councillor O Hemsley (Chair)
Councillor L Stephenson (Vice-Chair)
Councillor K Payne
Councillor I Razzell
Councillor A Walters
Councillor D Wilby

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**Rutland** County Council

Catmose Oakham Rutland LE15 6HP
Telephone 01572 722577 Email: governance@rutland.gov.uk

Minutes of the **MEETING OF THE CABINET** held via Zoom on Tuesday, 26 October 2021 at 10:00am.

| | | |
|---|---|---|
| **PRESENT:** | Councillor O Hemsley (Chair) | Councillor L Stephenson (Deputy Chair) |
| | Councillor K Payne | Councillor I Razzell |
| | Councillor A Walters | Councillor D Wilby |

| | | |
|---|---|---|
| **OFFICERS PRESENT:** | Mark Andrews | Chief Executive |
| | Sav Della Rocca | Strategic Director for Resources |
| | Dawn Godfrey | Strategic Director for Children's Services |
| | John Morley | Strategic Director for Adults and Health |
| | Rebecca Johnson | Senior Transport Manager |
| | Sarah Khawaja | Principal Solicitor |
| | Tom Delaney | Governance Officer |

**1 APOLOGIES FOR ABSENCE**

There were no apologies for absence.

**2 ANNOUNCEMENTS FROM THE CHAIRMAN AND/OR HEAD OF THE PAID SERVICE**

There were no announcements from the Chairman or the Head of Paid Service.

**3 DECLARATIONS OF INTEREST**

There were no declarations of interest.

**4 RECORD OF DECISIONS**

The record of decisions made at the meeting of the Cabinet held on 21 September 2021 were **APPROVED**.

**5 ITEMS RAISED BY SCRUTINY**

There were no items raised by Scrutiny for consideration.

**6 BUS SERVICE IMPROVEMENT PLAN**

Report No. 133/2021 was introduced by Councillor L Stephenson, Deputy Leader and Portfolio Holder for Communities, Environment and Climate Change. The purpose of this report was to recommend the approval of the Council's draft Bus Service Improvement Plan (BSIP) which had been produced in line with Government requirements. The report highlighted the implications associated with the BSIP, sought approval to submit the BSIP to the Department for Transport (DfT) and proposed a mechanism for approving future changes to the BSIP and LTP4.

During discussion the following points were noted:

- Members expressed thanks to Councillor Stephenson and Dr Rebecca Johnson, Senior Transport Manager for the vast amount of work undertaken in developing the plan.
- It was confirmed that the Rutland Health and Wellbeing Strategy: A Plan for Place 2022-25 would be included within paragraph 2.7. “Integrate the BSIP with other strategic documents”.
- In response to questions from Members regarding the funding submission, Councillor Stephenson confirmed that the plan could change dependant on the funding that would be available.
- The Senior Transport Manager confirmed that the Chairman of the Councill had agreed to the decision being exempted from call-in on the grounds of urgency.

**RESOLVED:**

In consultation with Cabinet, Councillor L Stephenson, Deputy Leader and Portfolio Holder for Communities, Environment and Climate Change:

1) **APPROVED** the Council’s draft Bus Service Improvement Plan (BSIP).
2) **AUTHORISED** the Chief Executive or Strategic Director for Places, in consultation with the Portfolio Holder for Communities, Environment and Climate Change to approve any amendments to the BSIP, along with any alterations required in LTP4 to reflect the changes associated with the BSIP.
3) **NOTED** that the BSIP was an outline document at this stage and did not represent the council’s definitive or immutable commitment or statement of intent.
4) **NOTED** that the BSIP and revised LTP4 were subject to ratification by Council.

**7 0-19 HEALTHY CHILD PROGRAMME RE-PROCUREMENT**

Report No. 141/2021 was introduced by Councillor D Wilby, Portfolio Holder for Education and Children’s Services and Dawn Godfrey, Strategic Director of Children’s Services. The purpose of the report was to advise the Cabinet of the outcome of the consultation on the proposed 0-19 Healthy Child Programme (HCP) Service Model and gain its endorsement for the procurement of the HCP 0-11 service for Rutland and seek delegated authority to determine the service options for 11 plus age group.

During discussion the following points were noted:

- The Strategic Director of Children’s Services highlighted a slight typo in Appendix B to Members that the invitation to tender would be published on 7 December 2021 and not 7 October 2021.
- Councillor Stephenson welcomed the report and particularly the inclusion of Mental Health specialists within paragraph 5.7.
- Councillor Walters welcomed the report and the joined-up approach between the provision of these Children’s Services with the work of the Health and Wellbeing Board.

**RESOLVED:**

In consultation with Cabinet, Councillor D Wilby, Portfolio Holder for Education and Children Services:

1) **APPROVED** the proposed service model, the joint procurement with Leicestershire County Council and the proposed Awards Criteria.
2) **DELEGATED** authority to the Director for Public Health, in consultation with the relevant Portfolio Holder for Health, Wellbeing and Adult Care and Portfolio Holder for Education and Children's Services, to award the contract(s) resulting from the procurement in line with the Award Criteria.
3) **DELEGATED** authority to the Strategic Director for Children's Services and Director of Public Health to determine the service model for the 11 plus age group, in consultation with the Portfolio Holder for Health, Wellbeing and Adult Care and the Cabinet Member with Portfolio Holder for Education and Children Services

## 8 AGENCY AND INTERIM WORKERS PROCUREMENT

Report No. 142/2021 was introduced by Councillor O Hemsley, Leader of the Council and Portfolio Holder for Policy, Strategy and Partnerships, Economy and Infrastructure. The purpose of the report was to seek approval for a variation to the current Contract Procedure Rules framework when securing Agency and Interim Workers. This arrangement was sought for a 12-month period until 25 October 2022 when the Council would have adopted a new framework with a Managed Service Provider through a joint procurement with Lincolnshire County Council.

**RESOLVED:**

In consultation with Cabinet, Councillor O Hemsley, Leader of the Council and Portfolio Holder for Policy, Strategy, Partnerships, Economy and Infrastructure:

1) **APPROVED** a temporary exemption to the Contract Procedure Rules when securing Agency or Interim workers.
2) **APPROVED** the recommended variation as outlined in the paper, for the period up until 25 October 2022.

## 9 ANY ITEMS OF URGENT BUSINESS

There were no items of urgent business.

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**The Chairman declared the meeting closed at 10:26am**

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**Report No: 156/2021**
**PUBLIC REPORT**

# CABINET

**16 November 2021**

# REPORT FROM THE SPECIAL GROWTH, INFRASTRUCTURE AND RESOURCES SCRUTINY COMMITTEE

**Report of the Chair of the Growth, Infrastructure and Resources Scrutiny Committee**

<table>
<tr><td>Strategic Aim:</td><td colspan="3">Vibrant communities</td></tr>
<tr><td colspan="2">Key Decision: No</td><td colspan="2">Forward Plan Reference: NA</td></tr>
<tr><td colspan="2">Exempt Information</td><td colspan="2">No</td></tr>
<tr><td colspan="2">Cabinet Member(s) Responsible:</td><td colspan="2">Cllr A Walters, Portfolio Holder for Health, Wellbeing and Adult Care</td></tr>
<tr><td>Contact Officer(s):</td><td colspan="2">Penny Sharp, Strategic Director for Places</td><td>01572 758160<br>psharp@rutland.gov.uk</td></tr>
<tr><td>Ward Councillors</td><td colspan="3">N/A</td></tr>
</table>

| DECISION RECOMMENDATIONS |
|---|
| That Cabinet:<br><br>1. Notes the feedback from the Special Growth, Infrastructure and Resources Scrutiny Committee meeting on 7 October 2021.<br><br>2. Considers the following recommendations made by the Committee:<br><br>a) That the work required for the New Local Plan to assess the sport and activities provision in Rutland is started as soon as possible to provide a basis to support the Option A - Invest in Open Spaces and Community Provision.<br><br>b) Given the large refurbishment costs associated with the pool at Catmose College to provide a relatively short future life for the facilities, it would not be prudent to carry out that refurbishment or re-open the pool and that discussions should take place with the school to exit those premises.<br><br>c) To seek to maintain the dry site facilities at Catmose College available for public access on a zero-revenue cost basis to the Council through a contract with a 3rd party or in house. |

## 1 PURPOSE OF THE REPORT

1.1 To inform Cabinet of the outcome of the Special Growth, Infrastructure and Resources Scrutiny Committee meeting held on the 7th October 2021 regarding the proposed options for a new Leisure Contract

## 2 BACKGROUND AND MAIN CONSIDERATIONS

2.1 Councillor Alan Walters, as Portfolio Holder for Health, Wellbeing and Adult Care, had requested a steer from the scrutiny committee as to which of the proposed options would be acceptable and which would not.

2.2 Penny Sharp, Strategic Director of Places had confirmed that the current contract had been extended but that a decision was required as to which option to go with in the future and that a significant project plan had been undertaken to identify options to choose from.

## 3 CONSULTATION

3.1 A special meeting of the GIR Scrutiny Committee was convened on 7 October 2021 to discuss the Leisure Contract: Business Case.

3.2 The committee reviewed an analysis and options appraisal overview.

## 4 ALTERNATIVE OPTIONS

4.1 The committee studied the potential future options identified as options A to H including the benefits and risks to the Council and the community for each option.

## 5 FINANCIAL IMPLICATIONS

5.1 An overview of the financial situation for all options was also explored in detail.

## 6 LEGAL AND GOVERNANCE CONSIDERATIONS

6.1 There are no Legal or Governance considerations arising from this report.

## 7 DATA PROTECTION IMPLICATIONS

7.1 There are no data protection implications arising from this report.

## 8 EQUALITY IMPACT ASSESSMENT

8.1 There are no equalities implications arising from this report

## 9 COMMUNITY SAFETY IMPLICATIONS

9.1 There are community safety implications arising from this report

## 10 HEALTH AND WELLBEING IMPLICATIONS

10.1 There are no health or wellbeing implications arising from this report.

**11 CONCLUSION AND SUMMARY OF REASONS FOR THE RECOMMENDATIONS**

11.1 The Special GIR Scrutiny Committee recommended that:

11.1.1 A major assessment of all sport and leisure facilities within Rutland be completed and included in the new Local Plan.

11.1.2 The pool at Catmose NOT be re-opened and that Catmose College be challenged to minimise Council costs.

11.1.3 That the dry sites in Rutland be maintained with zero costs to RCC and with public access where possible.

11.1.4 That preparations were undertaken for the pool and dry facilities to be third party funded.

**12 BACKGROUND PAPERS**

12.1 The Agenda and Draft Minutes of the special meeting of the Growth, Infrastructure and Resources Scrutiny Committee are available at: https://rutlandcounty.moderngov.co.uk/ieListDocuments.aspx?CId=346&MId=2518

**13 APPENDICES**

13.1 There are no appendices

A Large Print or Braille Version of this Report is available upon request – Contact 01572 722577.

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Agenda Item 6

**Report No: 146/2021**
**PUBLIC REPORT**

# CABINET

**16 November 2021**

# MID YEAR REVENUE REPORT 2021/22

**Report of the Portfolio Holder for Finance, Governance and Performance, Change and Transformation**

| | | |
|---|---|---|
| Strategic Aim: | All | |
| Key Decision: Yes | Forward Plan Reference: FP/200821 | |
| Exempt Information | No | |
| Cabinet Member(s) Responsible: | Cllr K Payne, Portfolio Holder for Finance, Governance and Performance, Change and Transformation | |
| Contact Officer(s): | Saverio Della Rocca, Strategic Director for Resources (s.151 Officer) | 01572 758159 sdrocca@rutland.gov.uk |
| | Andrew Merry, Finance Manager | 01572 758152 amerry@rutland.gov.uk |
| Ward Councillors | N/A | |

| **DECISION RECOMMENDATIONS** |
|---|
| That Cabinet:<br>1) Notes the revenue forecast at the of September per para 3.3<br>2) Notes the changes to the approved budget as per para 3.1 and Appendix A<br>3) Notes that the projected deficit for 22/23 is estimated to be £580k which is less than the £1m target set by Council in February 2021<br>4) Notes that the revenue budget outlook beyond 22/23 remains challenging with the financial gap estimated at £1.7 - £2.8m.<br>5) Approves the budget timetable for 22/23 as per para 8.3. |

## 1 PURPOSE OF THE REPORT

1.1 To provide all Members with an update on the revenue budget position for 21/22 and the future outlook and in particular progress on closing the financial gap which stood at £2.7m for 22/23 (at the time the Council set its original budget in February 2021).

1.2 An update on the capital programme is included in a separate report.

## 2 EXECUTIVE SUMMARY

### 2.1 Budget priorities

2.1.1 When the Council approved its Revenue budget for 21/22 in February 2021, the budget was propped up with the Council using £1.1m of General Fund reserves and £1.287m of Earmarked reserves.

2.1.2 At February 2021, the projected outlook for the 22/23 budget looked equally challenging with the Council projecting a £2.7m deficit (meaning that it again would have to balance the budget using reserves).

2.1.3 The Council has General Fund and Earmarked reserves which will allow it in the short term to balance the budget whilst it delivers savings. The use of Reserves to balance the budget over the medium term is untenable.

2.1.4 In this context, the Council set two key financial priorities:

- budget performance in 21/22 - the Council sought to reduce its budget deficit in year and to deliver an underspend on its budget whilst still achieving its corporate objectives. Any underspend will boost General Fund reserves and give the Council more time to address its future financial gap;

- reduce reliance on reserves - the Council sought to close the financial gap to no more than £1m in 22/23 and ultimately clear the gap in the longer term.

2.1.5 The Executive Summary provides the answers to the key questions in relation to these two priorities. For those who wish to get into more detail, this is provided in Section 3 onwards.

### 2.2 Budget performance in 21/22

| | **Key questions** | **Position** | **Comments and where you can find out more** |
|---|---|---|---|
| 1 | Are we on track to achieve overall budget? | Green | The Council is making good progress. First, it has revised its budget by agreeing a range of savings (Report 64/2021) so its budget deficit for 21/22 is now £291k instead of £1.1m.<br><br>Second, the Quarter 2 forecast revenue position shows a favourable position - a surplus of £1.5m compared to a revised budgeted deficit of £291k. This gives a favourable overall position of £1.79m against the budget. The majority comes from underspends in Adults (£400k), Children's services (£410k) and a £551k windfall (the Council has successfully argued a residency case where another local authority will fund £551k in relation to back dated social care costs from April 18). |

| | Key questions | Position | Comments and where you can find out more |
|---|---|---|---|
| | | | |
| 2 | How confident are we about forecasts? | Amber | At Quarter 2 overall confidence level is mixed for various reasons. There is still a great deal of uncertainty over key risk budgets (section 3.4) and staffing budgets where the Council has vacancies (Section 3.6). The easing of Covid restrictions has given greater clarity on some budgets such as discretionary income like car parking. |
| 3 | Are there budgets under pressure? | Red | Yes, 11 out of 77 functions (service areas) are predicting overspends of more than £25k (Appendix C gives a list). The concern is whether some of the budgets pressures may continue into next year. We believe this will be the case on investment income where returns are low. This would increase our forecast deficit for 22/23. It is too early to conclude on other budgets. |
| 4 | Are we on track to achieve savings in the budget? | Green | Yes, the budget savings for 21/22 which Members approved in July should be achieved. We will update in later Quarters if there is a risk to this.<br><br>The table in section 4.2 also shows some one year savings will be extended into 22/23. |
| 5 | Are there new pressures emerging? | Amber | Yes, there are a range of possible pressures being watched (Appendix C covers some issues). |
| 7 | Is Covid affecting the financial position? | Green | The Council has incurred expenditure for Covid funded by Covid grants. The Council has a net budget of £218k and uncommitted reserves of £900k to meet future requirements. Appendix D gives a detailed position. |

**2.3 Reducing reliance on Reserves**

| | Key questions | Position | Comments and where you can find out more |
|---|---|---|---|
| **OVERALL** | | | |
| 1 | What is the gap and is it getting worse? | Amber | At budget time, the projected gap for 22/23 was £2.7m. At Outturn and following Budget Savings approved, the gap was predicted to be £1.9m in 22/23 and £2.6m in 23/24. The gap is now provisionally estimated at c£580k (better than our £1m target) reflecting positive progress on some |

| | Key questions | Position | Comments and where you can find out more |
|---|---|---|---|
| | | | savings projects. Estimates for 23/24 have deteriorated and now stand at £1.7m.<br><br>One of the material changes from budget is that the Local Plan decision means we have reduced the time available to fix the gap (more reserves gives more time). The reduction in the Reserve is offset by recovery of social care costs of c£550k and current performance in 21/22.<br><br>Section 4.4 gives an update on what the latest gap is. |
| 2 | How confident are we about the size of the gap? | Red | The risk around the size of the gap feels more acute now given the strong likelihood that Leisure and Waste projects may not deliver savings but potentially create pressures.<br><br>There is also a general feeling that delivering local authority services in the current economy is getting "more costly". Pressures on labour supply, additional tax burdens, energy prices, and pandemic recovery factors all seem to be pushing up prices.<br><br>See commentary on key assumptions below. Different elements that make up the gap are being reviewed (Section 4.3 covers this) and this work will be stepped up in the next quarter. |
| 3 | Have we got a plan to close the gap? | Red | We have a plan that is making a difference but not one that closes the gap in full.<br><br>Appendix E shows the progress we are making on long term savings projects. It shows that £876k will contribute towards reducing the deficit in 22/23 and a further £31k will impact future years. It also shows that 10 projects are still to begin.<br><br>Whilst we are trying hard and have financially achieved so much (budget savings and budget under spends) in very difficult circumstances, it is not enough.<br><br>In light of this and the tougher financial context, we will work up a new approach and some details of emerging issues to consider are covered in Section 4.5. |
| **ASSUMPTIONS** | | | |
| 5 | Spending Plans - Are there emerging issues in the | Amber | Yes, there are still some areas where we are watching. There are some big underspends in adults and children. These under spends reflect new ways of working have already helped |

| | Key questions | Position | Comments and where you can find out more |
|---|---|---|---|
| | 21/22 budget that have a significant impact on future years? | | minimise costs. The view of the Directors is that savings can be maintained into 22/23 and care needs met albeit there are underlying risks.<br>There are also areas we are worried about. Areas showing pressures that we want to try and manage to avoid increasing budgets into 22/23 (these are covered in Section 3.4 and Appendix C). |
| 6 | Government funding - Are funding projections changing and certain? | Amber | We now expect a delay in the major local government funding reforms from 2022/23 to 2023/24 but based on the Chancellors budget the dates are not clear.<br>The announcement of Adult Social Care funding reforms are not sufficiently detailed to update future funding assumptions but we are concerned that they will create pressures (see Appendix F).<br>The Chancellor did announce some additional funding for local government in the Budget. Details given in Section 3.8 of what this might mean but further details are awaited with the formal financial settlement expected in early December. |
| 7 | Pay - Are pay assumptions over life of MTFP still valid? | Amber | We are still waiting for an outcome. The 0% pay assumption for 21/22 looks unlikely to materialise with 1.75% being the latest offer discussed albeit rejected. We could be looking at an increase of c£180k per annum on the MTFP. |
| 8 | Council tax - Are Council tax assumptions and hence expected yield still valid? | Amber | The Chancellor referenced general Council tax rises of 2% with an additional 1% for social care. The Council's plan assumes 4% as, previously, the adult social care precept has been at 2%.<br>Council tax assumptions have been reviewed as per 4.4. |
| 9 | Business rates - Will business rates expected yield hold up? | Amber | Still too early to say. The vast majority of businesses have only started paying rates again from July.<br>Some risks and uncertainties to Business Rates Income are covered in **Appendix G.** |

## 3 BUDGET PERFORMANCE IN 21/22

### 3.1 Overall position

3.1.1 This reports sets out the latest financial position as at the end of Quarter 2 (September 2021). It includes:

a) Update on how the budget has changed since it was approved (3.2)
b) A summary of the revenue budget forecast for 21/22 (3.3)
c) The latest position on high risk budgets 21/22 (3.4)
d) Other budgets overspent by £25k (3.5)
e) A summary of the position on staffing budgets (3.6)
f) A summary of the position on use of existing grants (3.7)
g) Update on emerging risks (3.8)

### 3.2 Approved and revised budget

3.2.1 The Council approved its budget in February 2021 and revised this as part of the Revenue and Capital Outturn Report (66/2021). Changes have been made following approvals by Cabinet and Council. Full details are included in **Appendix A**.

3.2.2 Local Plan – a £1.545m contribution has been removed from the General Fund to create an Earmarked Reserve to meet the future costs of creating a local plan and associated costs of not having a 5 year land supply.

### 3.3 2021/22 Revenue forecast

3.3.1 The Q2 revenue position is that the Council is forecasting a surplus position of £1.500m compared to a budgeted deficit position of £291k. The table below shows the forecast position as at Q2.

| | **Budget (Outturn Report 66/2021)** | **Revised Budget** | **Q2 Forecast Outturn** | **Latest Forecast Variance** |
|---|---|---|---|---|
| | **£000** | **£000** | **£000** | **£000** |
| People | 20,153 | 20,116 | 19,308 | (808) |
| Places | 14,759 | 14,799 | 14,528 | (271) |
| Resources | 7,452 | 7,184 | 7,053 | (131) |
| Covid | 0 | 218 | (279) | (497) |
| **Directorate Totals** | **42,364** | **42,317** | **40,610** | **(1,707)** |
| Pay Inflation | 100 | 100 | 280 | 180 |
| Social Care Contingency | 274 | 274 | 0 | (274) |
| **Net Cost of Services** | **42,738** | **42,691** | **40,890** | **(1,801)** |
| Appropriations | (2,478) | (2,478) | (2,478) | 0 |
| Capital Financing | 1,647 | 1,647 | 1,647 | 0 |
| Interest Receivable | (240) | (240) | (105) | 135 |
| **Net Operating Expenditure** | **41,667** | **41,620** | **39,954** | **(1,666)** |
| Financing | (39,163) | (39,198) | (39,754) | (556) |
| Revenue contribution to capital | 77 | 77 | 87 | 10 |
| Transfers to/(from) reserves | (2,140) | (2,208) | (1,787) | 421 |

| | Budget (Outturn Report 66/2021) | Revised Budget | Q2 Forecast Outturn | Latest Forecast Variance |
|---|---|---|---|---|
| | **£000** | **£000** | **£000** | **£000** |
| **(Surplus)/Deficit** | **441** | **291** | **(1,500)** | **(1,791)** |
| **General Fund 1 April 21** | 11,508 | 11,508 | 11,508 | |
| **Local Plan** | 0 | 1,545 | 1,545 | |
| **General Fund 31 March 22** | **11,067** | **9,672** | **11,328** | |

3.3.2 Key variances at this point in time are:

- The Council has won a social care residency case which means it has recovered £551k from Cambridgeshire County Council (shown in the Financing line) towards the cost of a care case that we have been funding since April 2018. This has gone into the General Fund for now.

- People Directorate – Adult Social Care is c£400k underspent and Children's Services c£410k. Both are covered in detail in Sections 3.4.4 - 3.4.5.

- Resources – this is under budget by c£130k. The majority of this saving is due to staffing savings across the Directorate, see section 3.6 for details. The legal budget is one area of risk (see 3.4.3 for current position).

- Places – against budget, the current position is c£270k favourable:

  i) Directorate Management - staffing underspend of c£89k (see para 3.6)
  ii) Commercial Properties - £95k overspend (see Appendix C)
  iii) Commissioned Transport - £104k overspend (see para 3.4.7)
  iv) Overachieving on parking income - £108k underspend
  v) Highways - additional savings of £70k
  vi) Development Control - £37k extra in planning income and £40k underspend on Land Registry grant, will be required to be carried forward.

- Pay Inflation – we budgeted for a 0% pay rise but held £100k for adjustments at the lower end of the pay scale. The latest offer is 1.75%. This would cost the Council c£280k (an additional increase of c£180k not budgeted).

- Interest receivable is down by £140k given the current level of interest rates within the markets.

- Social care contingency – based on the current position within the People Directorate, this is unlikely to be needed this year and in effect the contingency offsets the losses on pay and interest receivable.

- Covid – the Council has net budget for Covid of £218k. This is made up ring fenced and non ring-fenced grants. Where the Council has ring fenced funding it has been fully committed. The under spend relates to non-ring-fenced grants and these have not yet been fully committed. Appendix D gives a detailed position on the Covid budget.

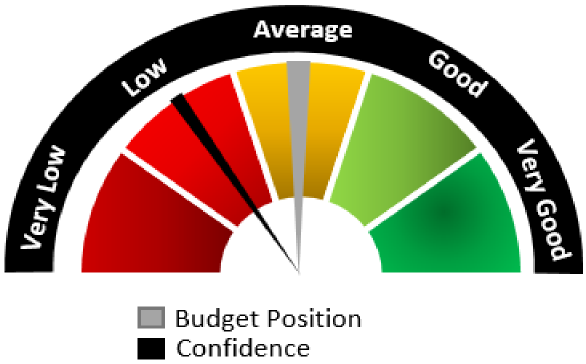
### 3.4 High risk budgets

3.4.1 The section below gives additional information key risk areas for monitoring purposes. Some budgets present a higher risk than others and can be more volatile. Budgets in this category tend to be demand-led or dependent on a range of non-controllable factors. We are paying particular focus to these budgets. Performance against each Directorate budget shown in **Appendix B.**

3.4.2 For each budget forecast we give two ratings:

| |
|---|
| **CONFIDENCE** - confidence reflects the extent to which we can "rely" on the forecast. Poor confidence will be a sign that there are lots of risks pertinent to that budget that cannot be quantified at present. Good confidence means we have a high degree of certainty over the numbers. |
| **PERFORMANCE** - a measure of where we are against current budget. Poor reflects overspending and good shows we are underspending against budget. |

#### 3.4.3 Legal Budget




The legal budget is the key volatile budget within Resources and is largely committed by other services, so not solely within the control of the Director. The current forecast on the legal budget is £442k against a budget of £400k. The current spend to date against the budget is £138k with a further £147k committed (including Peterborough City Council and locum spend). The table below details where the Council have spent/committed money to date

| **Area** | **Spend £000** |
|---|---|
| Salaries | 96 |
| Childrens Service (inc SEN) | 31 |
| Adults | 54 |
| Property (inc Commercial Property) | 30 |
| Procurement | 22 |
| Planning | 33 |
| Other | 19 |
| **Total** | **285** |

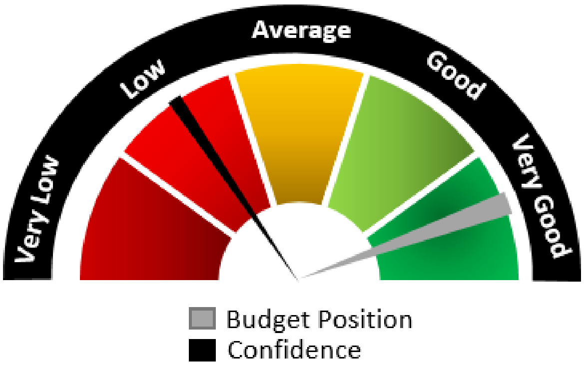
We are not aware of significant legal cases in the pipeline but inherently cases can emerge from our work on adult social care, planning, property and SEND.

As indicated above, the Council has won a social care residency case which means it has recovered £551k from Cambridgeshire County Council towards the cost of a care case that we have been funding since April 2018.

The Council is currently in legal discussions around 3 services to determine who picks up care costs with other local authorities. The annual cost of cases could be £267k with up to £500k back dated costs. This is not included in the current forecast in any budget. Current estimates are that a settlement could between 6-12 months. If the Council does pick up the costs then the back dated element would be funded from the Social Care Reserve (current balance c£1.3m).

We have recently recruited a Legal Officer to help support the service and to help free up the time of our in house solicitor to do more legal work in house and reduce external costs.

### 3.4.4 Adults Budget




The Adults budget shows an estimated outturn position of £9.1m against the £9.5m budget. The Adults team is undertaking an “end to end” service review which is examining how services are delivered with a view to meeting needs whilst reducing costs.  This review is contributing to the forecast underspend which relates to:

- £200k for day care provision that has either been withdrawn or run on a reduced basis during the pandemic. This is included within the end to end savings project which is being worked on by the Directorate,

- £100k increase in income for those service users that have been assessed as being able to contribute to their care; and

- £100k underspend on carer support.

The forecast is based on current demand for key packages of Residential Care 125, Homecare 105, Direct Payments 78 and respite 24.

There are a number of assumptions/risks that could change this position (i.e. these issues are not reflected in the forecast):

- During the pandemic peoples approach to care changed, which resulted in less people wanting to go into residential care and more opting for home care and direct payments, which are less expensive options. If this changes then it may impact the forecast. This can be seen in Appendix B where direct payments and homecare functions are overspending with these being offset by an underspend in the Residential Care function

- Homecare services have seen significant staffing pressures and the ability to provide sufficient hours of care due to three main pressures.

  i) Rutland has started to experience instances where care providers have handed packages back as they do not have the capacity to fulfil these contracts, this is a national issue, not just specific to Rutland.

  ii) As the NHS start to begin treatment and elective surgery those patients that require a period of care at home, are not always able to secure the home care they need and are either delayed in their discharge from hospital or are being placed in a residential care home. The Council has seen an average of 3 service users in this position, but this can fluctuate. Our neighbouring authorities have seen significant increases in this area.

  iii) The winter period generally sees an increased demand on the home care service.

The Council has received £159k of funding from the CCG to support the workforce during the winter, which is really positive and will contribute towards funding the extra demands listed above.

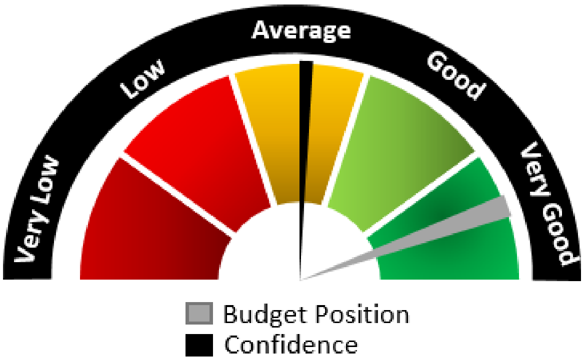
Additional funding does not remove the risk as there is still the potential for capacity issues in the external market and in our workforce. If we meet need then service users may have to be placed in residential care costing approx. £500 p/w compared to the average weekly homecare package costing around £250 p/w.

- The Council has seen a higher proportion of people presenting through the Councils “front door”. To deal with this additional demand the Council has already begun implementing some aspects of the end to end review including signposting to other support, which has resulted in the pressure at the front door not leading to a significant increase in packages of support. If this changes and we get more support packages it will affect the position.

- The Council has now implemented the seven day a week offer for service users accessing the Day Opportunities provision. This offer is not expected to create any more additional demand, but give flexibility over when the care is delivered. It is very early to determine any longer term trends of demand but initial modelling suggests 20% of service users would utilise the seven day service, which would result in costing the Council an additional £40k per annum.

- Provision for weekend working for Hospital Discharge has already begun to operate within Rutland. External funding has been secured to allow two additional Therapists to cover the additional weekend work, but this is only in place to the end of the financial year. There is an expectation, rather than it being part of legislation, for Councils to provide this service, and once funding runs out there is a risk that this service would not be offered. The Council will continue to monitor this position.

### 3.4.5 Childrens Budget




The overall position on Children's Services is showing an underspend of c£410k on a budget of £6.4m. Although there are risks within the forecast there is less uncertainty than with some of the other demand led budgets. There are three main reasons why this area is currently underspending:

i) Staffing underspends of c£217k within the service (see 3.6).

ii) Services physically closed and savings against property related costs c£20k

iii) Less service users than budgeted for in care c£150k

iv) Improvement in quality of assessments and plans has seen fewer children and families escalate to higher cost specialist services

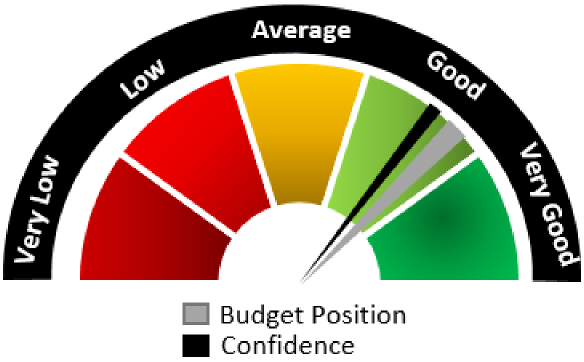
As with adult social care there are number of risks that could change this forecast.

- A high-risk budget within Children's Social Care is Unaccompanied Asylum-Seeking Children (UASC). To date this financial year there have been 4 arrivals, including two through the national transfer scheme. A further 3 arrivals are scheduled to come to Rutland through the national transfer scheme over the next 6 months. This is likely to cause a pressure in the future in leaving care services.

- Looked After Children numbers are at 22 a reduction from the 27 at the start of the year. This is a fantastic achievement for the service, for children and families and has been achieved by staff working closer with families to keep children at home. However, this area is volatile, and demand driven which could result in fluctuations in forecast. This area is closely monitored.

- Income levels in Rutland Adult Learning Service have fluctuated during the pandemic and there is a risk that income levels will be lower than budgeted. The Finance Team are working with the service to ascertain current take up rates of courses to gauge what the level of pressure may be.

### 3.4.6 Waste Management




- The waste management budget of £3m is showing a slight underspend of £16k. With the work done on extensions last year, confidence in the numbers is good. The biggest risk to this forecast relates to Driver Shortages in the Waste Industry, although this has not yet materialised in additional costs. The Council is already taking steps to mitigate any potential costs by supporting Biffa on its recruitment drive and will continue to look for any mitigating actions the Council can take to avoid any additional costs.

- Outside of the driver shortage there are two variables that can have an impact on the waste budget 1) actual tonnage and 2) Price Per Tonne, the impact of these for this financial year are;

  i) Tonnages – The Council has seen an increase in a number of areas on the tonnages of waste collected as can be seen in the table below. The change that has the most impact in fluctuations in residual waste with this being the highest tonnage of waste collected and the most expensive.

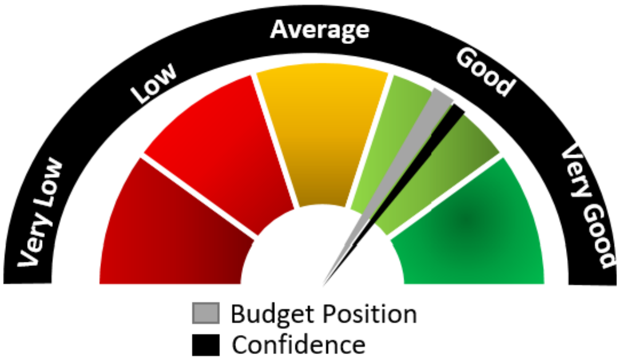
  ii) Gate Fees – Most gate fees have stayed consistent from when the budget was set. The exception to this is The Dry Mixed Recyclables (DMR) Co-Mingled gate fee changes quarterly and when the 2021/22 budget was set it was expected to be c£51 p/tonne. The current price of £23 p/tonne has mitigated the pressure of the increase in tonnages.

The tonnage movements in this demand led budget over the 6 months to September are shown in the table below:

| **Waste Materials** | **Price Per Tonne** | **Q2 Period to September 2020/21** | **Q2 Period to September 2021/22** | **Movement between 2021 and 2022** | **Percentage Movement** |
|---|---|---|---|---|---|
| Residual Waste | £128 | 4,346 | 4,727 | 381 | 9% |
| Dry Mixed Recycling Co-Mingled | £23 | 2,036 | 1,884 | (152) | (7%) |
| Street Sweepings | £66 | 217 | 77 | (140) | (65%) |
| Green Waste | £20 | 3,309 | 3,472 | 163 | 5% |
| Wood non-domestic | £70 | 223 | 383 | 160 | 72% |
| Other* | £17 to £154 | 329 | 307 | (22) | (7%) |

*includes Rigid plastics, mattresses and carpets, mixed paper and cardboard, comingled with glass

### 3.4.7 Commissioned Transport




The Commissioned Transport function covers all transport the Council provides includes SEN, looked after children, Adult Social Services, mainstream, and post 16 for all education transport.

Routes have now been finalised and the forecast budget is showing a £104k overspend on the total budget of £1.91m. The new school year has seen a significant increase in the number and cost of routes. Before the new academic year there were c45 routes costing c£1.5m (c£70k underspend). There are now 67 routes costing c£1.7m (£123k overspend.

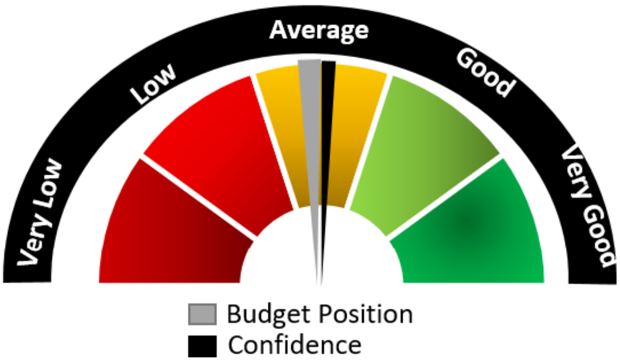
The majority of the overspend being SEN routes. Up to August (previous academic year) the cost of SEN Transport was £251k, from September to March the costs will be £418k which includes 9 additional routes costing £127k. This position was not expected but the service has seen a very high amount of late applications for transport.

There has also been an increase in demand for transport in relation to Children Looked After and Adult Social Care. There are seven new routes in total creating a £40k overspend.

The Transport team are looking for the most economic way of meeting transport needs. This has resulted in more routes delivered in house, 13 education routes as well as one local bus route. This has helped keep costs from escalating further and has contributed towards the savings on Post 16 and Home to School transport totalling £41k despite six additional routes.

The Travel Demand Management Grant has been provided to understand how Covid has impacted public transport. This grant is forecast to be underspend by £22k which will be carried forward to 2022/23.

### 3.4.8 Public Transport



The budget for Public Transport is £766k and the current forecast is £711k an underspend of £55k. However this includes underspend on the local bus strategy grant of £50k that will not be spent until 2022/23. If you adjust for the grant, then Public Transport is underspent by £5k.

There are two key pressures:

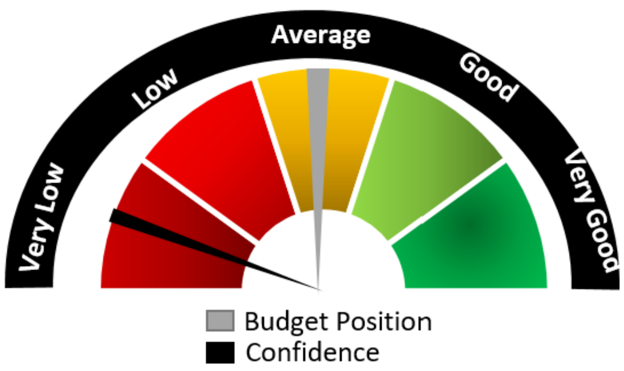
- The Council has decided to subsidise the commercial route 9 (Oakham to Stamford) following notice from the operator that it would otherwise cease provision. The Council has looked at other options for the service, but all would be more costly than the subsidy requested which is forecast to commence from September at a cost of £26k for 2021/22 (£3.8k per month). This service is under review to see how best to manage going forward, the subsidy agreed would be in place for one year to give time for this review to take place.

- The Council included a £50k saving in the budget or the Oakham Hopper to run it in house. Half of this saving will be achieved in 21/22 with the year saving being achieved from 22/23.

The pressure(s) above may be managed this year by savings in relation to Concessionary Travel, where there is a £42k underspend. However there is a risk that this surplus is not achieved due to rising numbers. As lockdown has ended and people start to travel again this is increasing our costs. Concessionary Fares has already experienced increases with £40k paid out for Q1 and £60k paid out for Q2. Historically demand also peaks around December and if there is a spike in demand it may impact the forecast.

The Council has received £150,000 as part of the National Bus Strategy grant which has been awarded to Local Authorities to support the development of Bus Service Improvement plans. There will associated costs of £150,000 to implement the requirements of the grant. This expenditure is currently forecasted to be spent as £100,000 in 21/22 and £50,000 in 22/23.

### 3.4.9 Property Services




The Property Services budget covers maintenance across the Council Property portfolio (excluding commercial properties), the property staff (inc. premises officers and cleaners). The budget is £1.132m and the current forecast is £1.124m an under spend of £8k.

Key budget issues include:

- Cleaning – Forecast costs have been reviewed in light of reopening buildings and are expected to be on budget

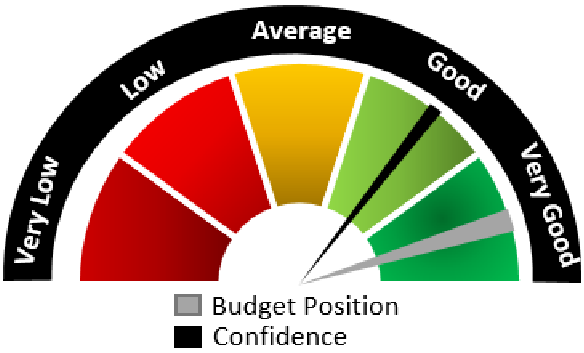
- The Vaccination Centre at Catmose closed in September. A Booster Vaccination Centre at Oakham Enterprise Park (OEP) is now open. The OEP unit was previously used as a Covid Testing Site. We are awaiting details of some remaining costs incurred at the Catmose site and will issue a final invoice for additional non-rental charges in October. This is not expected to have an impact on the budget.

The two factors that reduce confidence in the forecast relate to:

- Maintenance - From this budget, expenditure is largely reactive and unplanned. The current budget is £208k, with just under 50% spent or committed to date. We are forecasting to budget at this stage but issues can arise at short notice.

- An asset review is underway and includes carrying out condition surveys of property assets to establish repair and maintenance needed to properties. This will allow the Council to properly plan and budget for future years. The review is expected to highlight areas of expenditure needed as an immediate priority to ensure safe occupation of our assets. This information will become available in late Dec/early Jan and will need further scrutiny and review. As a result we may need to revise Property Service forecasting if emergency works arise. Otherwise, a planned maintenance programme will be developed.

### 3.4.10 Discretionary Income Budgets




This area covers the volatile income budgets that could affect financial performance. They include Parking (Budget £425k), Registrars (budget £166k), Highways (budget (£135k), Castle (budget £32k) and Planning (budget £441k).

As can be seen in Appendix B, income budgets are performing very well with the income forecast to be £138k greater than budget.

### 3.5 Other budgets overspent by £25k

3.5.1 In addition to the key risks above, commentary around any forecast greater than £25k overspent is shown in Appendix A. The table below shows that 11 out 77 are overspent, 7 are within Adult Social Care/Children Social Care where they are being managed. The other three areas are covered in **Appendix C.**

| Function | Amount Overspent |
|---|---|
| **People** | |

| | |
|---|---|
| BCF Holistic Management of Health & Wellbeing | £29,700 |
| **Places** | |
| Cultural & Regulatory | £27,000 |
| Commercial Properties | £95,000 |
| **Resources** | |
| Directorate management | £27,000 |

**3.6 Key Variances on Staffing Budgets**

3.6.1 The table below shows the key variances in relation to staffing budgets and the impact on service delivery, there are a number of things that can change this position:

- Additional Vacancies/Unsuccessful recruitment campaigns resulting in further underspends;
- Long Term Sickness;
- Use of Agency/Interim staff to cover for vacancies, sickness, maternity and to meet rising demand resulting in additional costs that may reduce the current position.

| **Area** | **Current FTE** | **Budget FTE** | **Budget impact** | **Service impact** |
|---|---|---|---|---|
| Finance | 10.02 | 13.42 | (£39k) | Focus on essential activity only. The team will be fully staffed from November. |
| Childrens | 86.76 | 98.66 | (364k) | The staffing underspend was largely planned either maternity cover arrangements or holding posts for student social workers and has not caused any service issues. |
| Places Directorate Management | 1 | 4 | (£89k) | The 2 Head of Service roles will be covered by interims from December for 6 months pending recruitment and the Project Management role is planned to be filled by January. |
| King Centre | 1 | 1.9 | (£21k) | Post filled by 1 FTE and remaining FTE covered by internal casuals on ad hoc basis when required. |

| Area | Current FTE | Budget FTE | Budget impact | Service impact |
|---|---|---|---|---|
| Digital Rutland | 1 | 1 | (£23k) | The 1 FTE post is leaving in November and discussions are underway with the director as to how to manage this service in the short term. |
| HR | 6.81 | 8.42 | (£20k) | The team have been fully staffed since July.<br><br>The difference in FTE is because the structure of the team was changed early in the financial year |
| Governance | 1.84 | 4.0 | (£39k) | Supported by Business Support and agency staff on a temporary basis. |
| Revenues & Benefits | 6.62 | 9.31 | (£31k) | Focus on essential activity only. |

### 3.7 Use of existing grants

3.7.1 The table below shows predicted use of grants against what is included within the budget. In Q2 the Council has spent 42% of the forecast in year which equates to 40% of grant allocated for the year.

3.7.2 Grants in year are generally ring fenced. This means that the funding must be spent on specified activities e.g. the Contain Outbreak Management Fund must be spent on specific activities to manage the outbreak of Covid-19. Where funding is ring fenced then any underspends are either repaid to the issuer or carry forward into the next financial year.

3.7.3 The Covid grants make up a significant amount of this list, indicated with C19. A detailed breakdown of these grants can be found in Appendix D.

| Grant | Budget | Actual Use (Q2) | Forecast | Possible variance |
|---|---|---|---|---|
| Contain Outbreak Management Fund (COMF) (C19) | 187 | 149 | 187 | 0 |
| Active Travel Fund | 7 | 0 | 7 | 0 |
| Covid Winter Grant Scheme (C19) | 22 | 18 | 22 | 0 |
| Domestic Abuse Prevention | 63 | 0 | 63 | 0 |
| CCG Ageing Well - Urgent Community Response Funding | 61 | 20 | 61 | 0 |

| Grant | Budget | Actual Use (Q2) | Forecast | Possible variance |
|---|---|---|---|---|
| Adult Weight Management Services | 11 | 0 | 11 | 0 |
| National Bus Strategy | 150 | 0 | 100 | 50 |
| DFT Capability Fund | 49 | 0 | 49 | 0 |
| Travel Demand Management | 50 | 18 | 28 | 22 |
| Covid Bus Service Support Grant (CBSSG) | 153 | 153 | 153 | 0 |
| Bus Services Operators Grant (BSOG) | 69 | 0 | 69 | 0 |
| Bus Services Support Grant | 80 | 80 | 80 | 0 |
| Additional Home to School Grant | 41 | 28 | 41 | 0 |
| Land Registry New Burdens | 60 | 0 | 20 | 40 |
| DWP Data Sharing Programme IT costs | 4 | 0 | 4 | 0 |
| National Lottery Community Fund Awards for All – Climate Action | 5 | 2 | 5 | 0 |
| Drug Treatment Universal Funding | 17 | 0 | 17 | 0 |
| Local Council Tax Support (C19) | 215 | 107 | 215 | 0 |
| Workforce Capacity Fund (C19) | 17 | 0 | 17 | 0 |
| ASC Rapid Testing Fund (C19) | 5 | 0 | 5 | 0 |
| Self-Isolation Support | 39 | 3 | 39 | 0 |
| Cultural Recovery Fund (C19) | 94 | 0 | 94 | 0 |
| Leisure Recovery Fund (C19) | 59 | 59 | 59 | 0 |
| Infection Control Round 2 (C19) | 5 | 0 | 5 | 0 |
| Infection Control Round 3 (C19) | 116 | 95 | 116 | 0 |
| Holiday Activities and Food Programme (C19) | 64 | 0 | 64 | 0 |
| Garden Community Funding | 150 | 0 | 150 | 0 |
| Welcome Back Fund (C19) | 35 | 0 | 35 | 0 |
| Kickstart | 34 | 11 | 34 | 0 |
| **Total** | **1,862** | **743** | **1,750** | **112** |

## 3.8 Chancellors' Budget announcement

3.8.1 There were some important announcements in the Chancellor's budget yesterday. Whilst finer details will emerge in due course, our understanding of the headline impact for us is a follows:

3.8.2 **Overall funding**

3.8.3 Local government will receive an additional £4.8bn in "core" grant funding over the next 3 years (roughly an additional £1.6bn in each year including small amounts for family help and cyber resilience). The grant looks like it will be front-loaded, with almost all the increase in grant in 2022-23, and very little increase in the two later years. Using the Council's share of overall funding to calculate possible income this would give us c£1.3 - £1.5m over the three years. Our assumption is that this funding will contribute towards our gap although it is not clear whether our contribution to the social care levy (c£125k pa) would have to come from this funding (we are still awaiting confirmation about how the increase in National Insurance Contributions will be funded).

3.8.4 Separately, local government will receive £3.6bn in grant funding through the settlement for social care reforms. The sector will receive £200m in 2022/23, £1.4bn in 2023-24 and £2.0bn in 2024/25. As this funding helps meet the new responsibilities around the cap on care then this funding is welcome but deemed to have a neutral impact on our finances.

3.8.5 As the government allocated £5.4bn to fund the social care reforms that it announced on 7 September 2021, we expect a further £1.7bn will be allocated separately by the Department of Health and Social Care "to improve the wider social care system".

**3.8.6 Council tax**

3.8.7 To ensure that all local authorities have access to the resources they need to deliver core services such as children's social care, road maintenance and waste management, the referendum threshold for increases in council tax is expected to remain at 2% per year. In addition, local authorities with social care responsibilities are expected to be able to increase the adult social care precept by up to 1% per year. So this in effect means potential council tax rises of 3% if Councils go down this route.

3.8.8 Last year the Council had the option of a 3% social care precept rise over 2 years and took 1% leaving 2% to be taken in 22/23. It is unclear as to what the latest statements mean for Council Tax in 22/23 i.e. whether the Council will be restricted to 3% only or whether we will be able to uplift this by the amount not taken last year so in effect go to 5%. Full details will only emerge in the Settlement in December. For future years i.e. from 23/24, it looks like 3% is the maximum rise when previously is has been 4% (2% general and 2% precept).

**3.8.9 Other news**

3.8.10 New Homes Bonus (NHB). We had hoped for an announcement on the future of NHB (there was a consultation paper earlier this year). Officials have not given any indication about whether NHB will disappear in 2022/23 or 2023/24, or whether it will continue in some form for the rest of the spending review period. We again will have to wait for the Settlement to find out more.

3.8.11 Business rates baseline reset. No announcement has been made about the baseline reset or any of the other business rates reforms. Given that pilots will be continuing until 2024/25, this suggests that the baseline reset will also be delayed.

3.8.12 Fair Funding Review. Again, no announcement and the growing sense that it too will be delayed until 2025/26.

3.8.13 Business rates discount: There will be a 50% discount for retail, hospitality and leisure sectors (up to a maximum of £110,000) in 2022/23. Again, local authorities will be fully-funded for the additional costs of the discount.

3.8.14 £639m will be made available to reduce homelessness.

3.8.15 **Levelling-Up**

3.8.16 £2.6bn will be available through the UK Shared Prosperity Fund and £4.8bn through the Levelling-Up Fund. 105 bids have already been awarded funding.

## 4 REDUCING RELIANCE ON RESERVES

### 4.1 Overall position

4.1.1 At February 2021, the projected outlook for the 22/23 budget looked challenging with the Council projecting a £2.7m deficit (meaning that it would have to balance the budget using reserves unless further action was taken). Council therefore agreed to take action to reduce the deficit to no more than £1m through a savings programme. Ultimately, the Council wants to reduce the deficit fully and "live within its means".

4.1.2 The Council has taken substantial action the first half of 21/22 to try and close this gap. The latest position is that the projected deficit looks like c£623k but this figure should be treated with caution as risks and uncertainty remain. This section covers:

- Savings made since approved budget and savings projects ongoing (4.2)
- New potential pressures and context (4.3)
- Update on 22/23 gap and beyond (4.4)
- The future: revised plan and mindset (4.5)

### 4.2 Savings made since approved budget and savings projects ongoing

4.2.1 In July, Full Council took a report (64/2021) and agreed various savings. Some of these savings were for one year only and others were permanent. Details of all savings delivered can be found in the July report and are summarised here:

| **Rutland County Council** | **Total 21/22** | **Total 22/23** | **Total 23/24** |
|---|---|---|---|
| Administrative Savings | (186,500) | (137,500) | (137,500) |
| Revision to Councils Offer | (412,700) | (308,400) | (295,100) |
| Change in Funding Assumptions | (613,000) | (371,000) | (151,000) |
| **Total Rutland Council** | **(1,212,199)** | **(816,899)** | **(583,599)** |

4.2.2 In September, the continuing pressures on the 22/23 budget meant the Council has reviewed whether some of the one year savings listed above can continue. The table below shows that the Council plans to make additional savings of £72,000.

| **Rutland County Council** | **Original total 22/23** | **Revised total 22/23** | **Change** |
|---|---|---|---|
| Administrative Savings | (137,500) | (209,500) | (72,000) |
| Revision to Councils Offer | (308,400) | (348,500) | (40,100) |
| Change in Funding Assumptions | (371,000) | (371,000) | 0 |
| **Total Rutland Council** | **(816,899)** | **(928,999)** | **(112,100)** |

4.2.3 The Budget Savings report also listed a series of Strategic and Other Proposals being developed. This list in itself (if implemented) would not be sufficient to close the gap but would have enabled the Council to close it substantially. The latest position regarding these projects is shown in **Appendix E**. The Council estimates that savings of £876k in 22/23 and £31k beyond that will be generated from Strategic proposals and other long term savings. The position is positive and will help reducing the 22/23 deficit. A summary of the position is as follows:

4.2.4 This is the emerging picture:

- There are 18 projects in progress – these projects are estimated to deliver c£770k for 22/23;
- There are 2 projects which have now been completed. These are estimated to deliver £70k;
- There are 3 projects which have been closed and will not deliver savings.
- There is 1 project which has not yet started due to timing reasons. It will be completed at the right time in the future e.g. when contracts are up for renewal;
- There are 9 projects which have not started in earnest due to resource constraints and other workload priorities e.g. Local Plan, Waste and Leisure projects. It is still estimated that these will contribute savings of £28k;
- There are 4 projects which will deferred pending the outcome of other projects;
- There are 2 projects which will be combined with others

4.2.5 The key issues arising from work completed to date are:

- Some projects will deliver some savings and are ongoing. For example, the projects in Adults and Children’s social care are focusing on how we can continue to meet “need” while minimise cost through changes in practice and approach. Converting the under spends at Quarter 2 into recurring savings in the face of potential increases in demand would be a significant contribution to our gap. In both Adult Social Care and Childrens’ Services the Director’s view is that this can be achieved but carries risk. Further information will be given on progress in the next report.

- Some projects are underway but are very unlikely to deliver the financial objectives set out – the Council started off with the right financial ambitions on its Leisure and Waste projects but these savings projects look like they will not deliver cost savings but yield possible pressures. With Leisure, the Council is tied into a long term lease and have enjoyed 'zero cost' leisure provision until recently. Now the options on the table are likely to trigger a pressure. If we continue with a Leisure Contract it is unlikely to be cost neutral and will carry with it an ongoing capital maintenance cost (with or without any spend on the swimming pool). If we exit the market, then we will still be left with an annual lease liability and have responsibility for maintenance (unless we can negotiate an exit). The impact will depend on the next steps and options chosen. Waste is more complicated. To achieve a 10% saving would ordinarily have required a fundamental redesign of the Council's service offer with refuse collected much less often and an agreed focus on reducing waste produced and disposed of. The Environment Bill complicates matters as the Council will go out to tender not knowing the outcome of the bill (so variant tenders will be required) and, worse still, the Council will have no idea of the new burdens funding it will get.

- The Council now needs to refresh its savings programme list and plot a way forward on those projects not yet started.

### 4.3 New potential pressures and a challenging context

4.3.1 There are many risks and uncertainties which can impact the Council's finance and mean that the gap could go up or down.

| | | |
|---|---|---|
| **Pay award** – still not settled for 21/22 with Unions wanting more than 2% and strike action now threatened. Any settlement above 2% increases our gap. | **General inflation** - Local authority 'business as usual' is becoming more expensive. Pressures on labour supply, additional tax burdens, energy supply issues, and pandemic recovery all seem to be pushing up prices. | **National funding challenges** –the national finances are unprecedented and funding scarce The Adult Social Care funding reforms (the Council's assessment is covered in **Appendix F**) indicate there is unlikely to be significant new funding for social care (other than to fund the social care cap). |
| **New policy** – new Government policies must be fully funded for the Council not to experience pressures. Recent examples regarding the Armed Forces Covenant and Afghan refugee scheme leave some residual concerns. | **Local issues** - The Council is monitoring a list of other risks and issues that could impact the budget. E.g. the impact of the changes in Waste Legislation, impact of the local plan decision and options to meet the ongoing leisure needs of the County. A full list of issues currently being monitored is shown in **Appendix C**. | **Business rates** – following a period of Government reliefs, most businesses are now paying rates and are looking to restart after the pandemic. The Council may be at risk if a key business fails or if businesses appeal their rates bill. The issues are covered in **Appendix G.** |

### 4.4 An update of the 22/23 gap

4.4.1 The target for 22/23 was to reduce deficit to be no more than £1m as indicated above. In the next two months we will begin a review of various MTFP assumptions including funding, pay, business rates and council tax base assumptions. Changes to these assumptions can have a positive or negative impact on the financial gap.

4.4.2 The table below shows the provisional position for 22/23 but should be treated as a "work in progress". It starts with the expected deficit which reduces (if the Council expects a saving or a favourable change in assumption - F) or increases (if the Council expects extra costs or an unfavourable change in assumption - U).

| | **Deficit** | **Issues** | **Action** |
|---|---|---|---|
| | £1,938,000 | | The projected MTFP deficit is £1.9m after the savings put forward that were approved by Members (see 4.1). |
| U | £227,000 | Pay award | This still has not been settled. The Council agreed a 0% pay assumption for 21/22. The latest figure quoted is 2% which will add to our deficit. The latest offer was 1.75% which would cost the Council an estimated £180k but this offer was rejected by the NJC. We have assumed 2%. The final pay award would add to the deficit |
| U | £172,000 | Adult Social Care Levy | The Government introduced The Health and Social Care Levy Bill 2021/22 Contributions by 1.25% |
| F | (£112,100) | Revised saving position | By extending current savings as per table in 4.1 the Council can reduce its deficit |
| F | (£875,900) | Longer term savings projects | Appendix 5 |
| F | (£555,400) | Social care contingency | The Council includes a contingency in the budget for social care. Linked to the savings work (Appendix 5), the Director of Adults believes we can meet "need" within the current budget so the target is to release this contingency. |
| F | (£12,600) | Cabinet/Council Approvals | Cabinet/Council may take decisions that impact the MTFP. So far the Council has approved the following changes:<br><br>• Building Control Service £55k (U)<br>• Local Plan £67k (F) |
| U | £140,000 | Q2 pressures | Based on Q2 areas of concern (as highlighted in Section 3) are:<br><br>• Legal<br>• Property |

| | Deficit | Issues | Action |
|---|---|---|---|
| | | | • OEP<br>• Transport<br>• Investment income (£140k)<br><br>The Council will need to assess pre budget whether the current position will continue and could impact next year. Investment income pressure looks likely to continue for at least 22/23.<br><br>The MTFP includes a growth contingency of £147k. It is there as a proxy for emerging pressures. |
| F | (£30,000) | Q2 savings | Based on Q2 various areas are showing positive variances outside of Adults and Children's Services including:<br><br>• Parking<br>• Staffing Budgets<br>• Highways<br>• Insurance<br><br>At the minute it is only expected that the £30k underspend in Insurance is likely be permanent which gives additional savings.<br><br>The other budgets will be reviewed during the budget setting process to see whether any additional savings are possible |
| F | (£300,000) | Government funding | With the Government funding reforms delayed to 23/24, we are looking at what might happen in 22/23 based on various announcements made. Additional short term funding is likely but may be one off. |
| U | £250,000 | Asset management | Council asset condition work completes in March 2022 and it is very likely that additional investment will be needed in a maintenance programme. £250k is an estimate and the actual cost (and funding options) will not be known until the end of March. |
| F | (£258,000) | Council tax / business rates assumptions | Council Tax revised assumptions.<br><br>• Growth – Reduced from 220 to 145 to reflect the large developments no longer coming forward due to the Local Plan decision<br>• Growth was dampened in 22/23 due to the expected impact of Covid. This has not been the case so this has been removed |

| | Deficit | Issues | Action |
|---|---|---|---|
| | | | • Council Tax increase assumed at 3% per year from 23/24<br>• Surplus – one off £180k surplus assumed for 22/23 only based on Collection Fund performance<br>• As growth slower saving from Housing growth pressures (50k)<br><br>Although these assumptions give a favourable change in 22/23, from 23/24 onwards they create a pressure of c£300k per annum mainly due to the change in growth numbers.<br><br>Business Rates to be reviewed in next two months |
| | **580,000** | **Latest projected deficit for 22/23** | |

4.4.3 The deficit predicted above is tentative and should be treated as such. If all of the assumptions held true, then the gap for 23/24 – 26/27 would be between £1.8m - £2.8m. This does not take into account the pressures around Leisure and Waste. Whilst the position reflects very good progress, the size of the gap, risks and the challenges in making further savings mean that we still need a revised plan and mindset.

**4.5 The way forward: Revised plan and mindset**

4.5.1 Despite the savings we have already made, the hard work gone into managing pandemic funding prudently and delivering an underspend on the budget, the Council finds itself in a position where it has made progress but not closed the gap in full. Its position says as much about the size of the challenge as it does about the Council's performance. Whilst the Council's position is better than most, it has to accept that a revised mindset and way way forward is needed.

4.5.2 Over the next few months, the Council will work on the following:

- **Priorities** – the Council needs to reaffirm what its key priorities are as part of the corporate plan and agree where financial sustainability ranks.

- **Pressure management** – the Council has to consider how it can better manage pressures corporately and in service areas. The Council cannot afford to increase its budget. Whilst using reserves for one off spending is acceptable, the Council needs a different approach to recurring pressures.

- **Savings** - Officers were diligent in identifying savings opportunities which Members approved. For the projects that remain, the Council needs to take a harder look, bring more independence and scrutiny into that analysis.

4.5.3 To reflect the new approach Cabinet and the Management Team will meet monthly to drive our approach and Members and residents will be updated through briefings and future reports.

## 5 CONSULTATION

5.1 Formal consultation is not required for any decisions being sought in this report. Internal consultation has been undertaken with officers to assess the impact of the forecast on the budget in future years.

## 6 ALTERNATIVE OPTIONS

6.1 Cabinet are requested to note the current position and future outlook. There are no alternative options.

## 7 FINANCIAL IMPLICATIONS

7.1 The report highlights the impact of the current forecast for 21/22 on the MTFP. The under spend is positive and will help subsidise future deficits giving the Council more time to right size the budget. For 22/23 onwards revised MTFP assumptions and the impact of savings work mean the gap is estimated at c£1.8m.

## 8 LEGAL AND GOVERNANCE CONSIDERATIONS

8.1 Where Directors wish to increase a functional budget by over £100k OR they anticipate that the overall Directorate budget is likely to be overspent (there is no de-minimis level) they must seek approval in advance from Cabinet or Council for a virement to cover any increase.

8.2 There are functions within the People Directorates that fall into this category but no specific request has been made because overspends can be contained within the overall budget.

8.3 In accordance with the Constitution, Cabinet is required to publish a budget timeline for 2022/23. The budget timetable is as follows:

- December - settlement received from Government (date unknown)
- January Cabinet - draft budget approved by Cabinet
- January - February - consultation (no less than three weeks) including special budget scrutiny panels
- February Cabinet - Cabinet approve final budget to Council
- February Council - Council approved final budget and Council tax

## 9 EQUALITY IMPACT ASSESSMENT

9.1 An Equality Impact Assessment (EqIA) has not been completed for the following as this report does not impact on Council policies and procedures.

## 10 COMMUNITY SAFETY IMPLICATIONS

10.1 There are no community safety implications.

**11 HEALTH AND WELLBEING IMPLICATIONS**

11.1 There are no health and wellbeing implications.

**12 CONCLUSION AND SUMMARY OF REASONS FOR THE RECOMMENDATIONS**

12.1 The report updates Cabinet and all members of the forecast financial position for 21/22 which is positive. Whilst the Council has made good progress in tackling the funding gap for 22/23, future years still look challenging. The Council still needs to address the funding gap as highlighted in section 4.

**13 BACKGROUND PAPERS**

13.1 None

**14 APPENDICES**

| | |
|---|---|
| Appendix A | Approved Budget Changes |
| Appendix B1 | People Directorate |
| Appendix B2 | Places Directorate |
| Appendix B3 | Resources Directorate |
| Appendix C | Adverse Variances over £25k and updates on significant risks |
| Appendix D | Covid Position |
| Appendix E | Progress on savings projects |
| Appendix F | Adult and Social Care Reforms |
| Appendix G | Business Rates Risks |

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# Appendix A. Approved Budget 21/22 changes

This Appendix shows changes to functional budgets and other budget changes. In the final quarter, changes relate primarily to new grants.

| Description | Net Cost of Services £000 | Capital Financing £000 | Funding £000 | Transfer to/(from) Reserves £000 | Spend on Capital £'000 | (Surplus) / Deficit £000 | Cabinet £500k Limit £000 | Cabinet Other £000 | Council £000 | Ch Exec. s151 Officer £000 |
|---|---|---|---|---|---|---|---|---|---|---|
| **Approved Budget (34/2021)** | **42,608** | **(1,071)** | **(39,140)** | **(1,288)** | **0** | **1,109** | **0** | **0** | **0** | **0** |
| Budget C/Fwd | 518 | 0 | 0 | (595) | 77 | 0 | 0 | 0 | 595 | 0 |
| Grant Expenditure | 1,458 | 0 | 0 | 0 | 0 | 1,458 | 0 | 0 | 1,458 | 0 |
| Grant Income | (1,544) | 0 | (23) | 0 | 0 | (1,567) | 0 | 0 | (1,567) | 0 |
| Commitments (New Pressures) | 408 | 0 | 0 | 0 | 0 | 408 | 0 | 0 | 408 | 0 |
| Budget Review Savings | (710) | 0 | 0 | (260) | 0 | (970) | 0 | 0 | (970) | 0 |
| **Approved Budget at Outturn (66/2021)** | **42,738** | **(1,071)** | **(39,163)** | **(2,143)** | **77** | **438** | **0** | **285** | **(76)** | **0** |
| (i) Customer Improvements budget C/Fwd | (150) | 0 | 0 | 150 | 0 | 0 | 0 | 0 | 0 | 0 |
| (ii) Building Control Service | 53 | 0 | 0 | 0 | 0 | 53 | 53 | 0 | 0 | 0 |
| (iii) Covid Adjustments | 198 | 0 | 0 | (218) | 0 | (20) | 0 | 0 | 0 | 218 |
| (iv) Local Plan | (182) | 0 | 0 | 0 | 0 | (182) | 0 | 0 | 1,545 | 0 |
| (v) Kickstart Funding | 34 | 0 | (34) | 0 | 0 | 0 | 0 | 0 | 0 | 34 |
| **Revised Budget** | **42,691** | **(1,071)** | **(39,197)** | **(2,211)** | **77** | **289** | **53** | **285** | **1,469** | **252** |

Figures shown in brackets denotes income/surplus position

i) The approved budget carry forward (66/2021) will be put back into reserves until required.

ii) Cabinet approved report 78/2021 to appoint the Building Control Contract to Blaby District Council and the associated budget increase of £53k.

iii) Covid-19 related ring fenced grants were added to the budget. Some of these were received in 2020/21 and were placed in a reserve to be used in 2021/22. Details can be found in Appendix D

iv) Council approved the withdrawal of the submitted Local Plan (submitted to Government in February 2021) under Regulation 22 of the Local Plans Regulations from the process of Examination in Public as per report 105/2021. This reflects the adjustments made to the budget following the decision taken by members. In addition to this a £1.5m earmarked reserve will be created.

v) The Kickstart Scheme makes up part of the Government's 'Plan for Jobs' skills and employment programmes. The Kickstart Scheme offers six-month jobs for young people aged 16 to 24 years old who are currently claiming Universal Credit and are at risk of long-term unemployment. The government fund the placement. Current the council have 4 Kickstart roles.

# Appendix B. Directorate Outturn

## B1. PEOPLE DIRECTORATE

The Directorate Summary shows the performance against budget. Where a budget has an underspend then Officers may request a budget is carried forward to be used next year or put into earmarked reserves so it can used for a specific purpose in the future.

| Function | Reference | Outturn 2020/21 | Approved Budget | Revised Budget | Q2 Forecast | Q2 Forecast variance to current budget |
|---|---|---|---|---|---|---|
| Directorate Management | | 1,842,592 | 1,807,100 | 1,811,300 | 1,775,100 | (36,200) |
| Business Intelligence | Para 3.4.5 | 136,581 | 158,000 | 195,700 | 161,300 | (34,400) |
| Savings | | 0 | 0 | 0 | 0 | 0 |
| **Total Directorate Costs** | | **1,979,173** | **1,965,100** | **2,007,000** | **1,936,400** | **(70,600)** |
| Public Health | | (54,730) | 52,200 | 52,200 | 17,600 | (34,600) |
| BCF Programme Support | | 85,989 | 220,500 | 122,500 | 123,300 | 800 |
| BCF Unified Prevention | | 347,976 | 394,000 | 438,800 | 433,400 | (5,400) |
| BCF Holistic Management of Health & Wellbeing | | 923,454 | 956,000 | 909,200 | 938,900 | 29,700 |
| BCF Hospital Flows | | 1,058,061 | 1,135,000 | 1,235,000 | 1,233,800 | (1,200) |
| **Adults and Health (Ringfenced)** | | **2,360,750** | **2,757,700** | **2,757,700** | **2,747,000** | **(10,700)** |
| Non BCF Contract & Procurement | | 402,412 | 466,600 | 465,300 | 439,300 | (26,000) |
| ASC Community Inclusion | | 1,186,072 | 1,041,600 | 1,023,100 | 1,097,200 | 74,100 |
| ASC Prevention & Safeguarding | | 23,612 | 149,700 | 119,400 | 29,900 | (89,500) |
| ASC Prevention & Safeguarding - Staffing | | 288,477 | 280,800 | 305,300 | 318,700 | 13,400 |
| ASC Housing | | 180,736 | 151,300 | 120,800 | 107,600 | (13,200) |
| ASC Support & Review - Daycare | | 12,938 | 201,600 | 201,600 | 13,000 | (188,600) |
| ASC Support & Review - Direct Payments | | 921,871 | 1,013,200 | 1,013,200 | 1,341,500 | 328,300 |

| Function | Reference | Outturn 2020/21 | Approved Budget | Revised Budget | Q2 Forecast | Q2 Forecast variance to current budget |
|---|---|---|---|---|---|---|
| ASC Support & Review - Homecare | | 1,793,316 | 1,874,400 | 1,869,700 | 2,004,600 | 134,900 |
| ASC Community Income | | (409,313) | (380,000) | (380,000) | (457,100) | (77,100) |
| ASC Support & Review - Other | | 303,821 | 337,700 | 324,100 | 272,000 | (52,100) |
| ASC Support & Review - Residential & Nursing | | 3,250,471 | 4,063,900 | 4,063,900 | 3,569,300 | (494,600) |
| ASC Support & Review - Staffing | | 489,731 | 522,600 | 525,200 | 516,800 | (8,400) |
| ASC Hospital & Reablement | | 111,741 | 467,600 | 464,900 | 466,900 | 2,000 |
| **Adults and Health (Non Ringfenced)** | Para 3.4.4 | **8,555,884** | **10,191,000** | **10,116,500** | **9,719,700** | **(396,800)** |
| Safeguarding | | 334,143 | 353,100 | 351,500 | 382,500 | 31,000 |
| Referral, Assessment and Intervention Service | | 268,410 | 258,400 | 256,400 | 197,800 | (58,600) |
| Permanency and Protection Service | | 614,194 | 629,200 | 620,800 | 550,800 | (70,000) |
| Fostering, Adoption and Care Leaver Service | | 1,988,072 | 1,939,700 | 1,912,500 | 1,945,100 | 32,600 |
| Early Intervention - Targeted Intervention | | 1,066,986 | 1,206,600 | 1,136,600 | 976,300 | (160,300) |
| Early Intervention - SEND & Inclusion | | 372,050 | 435,000 | 430,400 | 457,400 | 27,000 |
| Early Intervention - Universal and Partnership | | 260,954 | 326,400 | 314,700 | 261,700 | (53,000) |
| **Childrens** | Para 3.4.5 | **4,904,809** | **5,148,400** | **5,022,900** | **4,771,600** | **(251,300)** |
| Schools & Early Years | | 211,826 | 176,600 | 243,900 | 148,700 | (95,200) |
| Rutland Adult Learning & Skills Service (RALSS) | | 26,624 | (1,900) | (4,900) | (4,900) | 0 |
| **Learning and Skills** | | **238,450** | **174,700** | **239,000** | **143,800** | **(95,200)** |
| **Total People - GF (Ringfenced)** | | **2,360,750** | **2,757,700** | **2,757,700** | **2,747,000** | **(10,700)** |

| Function | Reference | Outturn 2020/21 | Approved Budget | Revised Budget | Q2 Forecast | Q2 Forecast variance to current budget |
|---|---|---|---|---|---|---|
| **Total People - GF (Non Ringfenced)** | | **15,678,317** | **17,479,200** | **17,385,400** | **16,571,500** | **(813,900)** |
| **Total People** | | **18,039,067** | **20,236,900** | **20,143,100** | **19,318,500** | **(824,600)** |

Figures shown in brackets denotes surplus position

## B2. PLACES BUDGET MONITORING SUMMARY

The Directorate Summary shows the performance against budget. Where a budget has an underspend then Officers may request a budget is carried forward to be used next year or put into earmarked reserves so it can used for a specific purpose in the future.

| **Function** | **Reference** | **Outturn 2020/21** | **Approved Budget** | **Revised Budget** | **Q2 Forecast** | **Q2 Variance to Budget** |
|---|---|---|---|---|---|---|
| Directorate Management | Para 3.6 | 122,981 | 228,600 | 388,200 | 299,100 | (89,100) |
| Development Control | | 179,286 | 198,900 | 140,700 | 56,400 | (84,300) |
| Drainage & Structures | | 187,139 | 169,900 | 169,900 | 168,900 | (1,000) |
| Emergency Planning | | 33,475 | 35,900 | 35,900 | 33,500 | (2,400) |
| Crime Prevention | | 109,665 | 126,800 | 115,500 | 111,400 | (4,100) |
| Environmental Maintenance | | 1,360,666 | 1,353,200 | 1,418,200 | 1,409,900 | (8,300) |
| Forestry Maintenance | | 104,063 | 115,500 | 115,500 | 115,500 | 0 |
| Highways Capital Charges | | 1,720,200 | 1,828,400 | 1,828,400 | 1,828,400 | 0 |
| Highways Management | | 327,011 | 325,100 | 481,200 | 489,000 | 7,800 |
| Commissioned Transport | Para 3.4.7 | 1,843,783 | 1,961,300 | 1,914,600 | 2,018,300 | 103,700 |
| Lights Barriers Traffic Signals | | 123,025 | 147,200 | 147,200 | 149,700 | 2,500 |
| Parking | | 125,010 | (63,400) | (67,600) | (177,000) | (109,400) |
| Pool Cars & Car Hire | | 91,627 | 109,000 | 104,000 | 103,300 | (700) |
| Public Protection | | 402,019 | 402,900 | 402,900 | 399,200 | (3,700) |
| Public Rights of Way | | 41,860 | 96,400 | 32,900 | 41,900 | 9,000 |
| Public Transport | Para 3.4.8 | 744,988 | 892,100 | 766,200 | 710,700 | (55,500) |
| Road Maintenance | | 262,183 | 366,600 | 366,600 | 282,700 | (83,900) |
| Transport Management | | 340,253 | 386,700 | 368,500 | 320,900 | (47,600) |
| Waste Management | Para 3.4.6 | 2,714,765 | 3,047,900 | 3,095,200 | 3,079,600 | (15,600) |
| Winter Maintenance | | 300,770 | 274,100 | 274,100 | 274,100 | 0 |
| Planning Policy | | 404,769 | 359,000 | 421,200 | 440,400 | 19,200 |
| Tourism | | 13,815 | 17,900 | 0 | 0 | 0 |
| Health & Safety | | 37,389 | 50,200 | 39,900 | 39,800 | (100) |
| Property Services | Para 3.4.9 | 950,913 | 1,106,300 | 1,128,700 | 1,121,100 | (7,600) |
| Building Control | | (36,539) | (35,700) | 17,000 | 17,000 | 0 |
| Commercial & Industrial Properties | Appendix C | (291,286) | (271,900) | (272,600) | (177,600) | 95,000 |

| Function | Reference | Outturn 2020/21 | Approved Budget | Revised Budget | Q2 Forecast | Q2 Variance to Budget |
|---|---|---|---|---|---|---|
| Economic Development | | 114,434 | 170,100 | 128,700 | 109,400 | (19,300) |
| Culture & Registration Services | Appendix C | 179,691 | 127,800 | 114,600 | 141,600 | 27,000 |
| Libraries | | 461,639 | 494,500 | 456,600 | 446,200 | (10,400) |
| Museum Services | | 436,007 | 424,100 | 417,400 | 426,100 | 8,700 |
| Sports & Leisure Services | | 271,062 | 217,300 | 249,100 | 249,000 | (100) |
| **Total Places** | | **13,676,662** | **14,662,700** | **14,798,700** | **14,528,500** | **(270,200)** |

Figures shown in brackets denotes surplus position

# B3. RESOURCES BUDGET MONITORING SUMMARY

The Directorate Summary shows the performance against budget. Where a budget has an underspend then Officers may request a budget is carried forward to be used next year or put into earmarked reserves so it can used for a specific purpose in the future.

| Function | Reference | Outturn 2020/21 | Approved Budget | Revised Budget | Q2 Forecast | Q2 Forecast variance to current budget |
|---|---|---|---|---|---|---|
| Chief Executives Office | | 244,666 | 252,900 | 228,500 | 201,400 | (27,100) |
| Directorate Management | Appendix C | 304,492 | 310,900 | 307,400 | 342,000 | 34,600 |
| Communications | | 307,387 | 250,000 | 192,700 | 186,200 | (6,500) |
| Corporate Costs | | 167,037 | 161,000 | 161,000 | 174,000 | 13,000 |
| Pensions | | 784,190 | 826,000 | 905,900 | 903,900 | (2,000) |
| Audit Services | | 192,704 | 173,000 | 193,000 | 186,500 | (6,500) |
| Insurance | | 247,193 | 271,000 | 271,000 | 237,800 | (33,200) |
| Accountancy & Finance | Para 3.6 | 630,096 | 634,800 | 619,200 | 583,300 | (35,900) |
| Information Technology | | 1,576,589 | 1,538,400 | 1,524,400 | 1,509,980 | (14,420) |
| Business Support Services | | 679,166 | 804,900 | 781,500 | 755,400 | (26,100) |
| Members Services | | 259,165 | 277,000 | 283,900 | 283,100 | (800) |
| Customer Services Team | | 255,458 | 346,000 | 183,800 | 187,100 | 3,300 |
| Elections | | 75,995 | 123,400 | 122,600 | 131,400 | 8,800 |
| Legal & Governance | Para 3.4.3 | 696,739 | 576,300 | 573,400 | 577,000 | 3,600 |
| Human Resources | Para 3.6 | 449,401 | 490,000 | 463,000 | 443,300 | (19,700) |
| Revenues & Benefits | Para 3.6 | 398,105 | 408,800 | 332,900 | 316,370 | (16,530) |
| Financial Support | | 26,359 | 40,000 | 40,000 | 34,500 | (5,500) |
| **Total Resources Directorate** | | **7,294,742** | **7,484,400** | **7,184,200** | **7,053,250** | **(130,950)** |

Figures shown in brackets denotes surplus position

# Appendix C. Functions Overspent by £25k and Other Key Risks

| Function | Budget | Forecast | Variance | Comment |
|---|---|---|---|---|
| Cultural & Regulatory | £115k | £142k | £27k | Shortfall in Registrars income due to ongoing impact of Covid on wedding bookings. Details of expected income can be found in Appendix B. |
| Commercial Properties | (£273k) | (£178k) | £95k | There are 2 main reasons for the shortfall in income in Commercial Properties<br>• Shortfall in income £57k mainly due to vacant units<br>• Repairs are forecast at £44k over budget. This could vary depending on the asset review work.<br>These pressures are partly mitigated by salary savings of £20k |
| Directorate Management - Resources | £234k | £268k | £34k | Additional costs arising from temporary agency cover for the Monitoring Officer. Transitional arrangements across the Business Support and Governance is forecast to result in a saving of £10k. |
| BCF Holistic Management of Health and Wellbeing | £909k | £939k | £30k | This is a timing issue around obtaining approval for use of the BCF reserve to purchase a Social Prescribing Case Management platform. Although approval in principle has been received, the 2021/22 programme is yet to be formally submitted. Once this has been formally adopted, budgets will be adjusted to reflect the reserve usage. |

The table below shows an update to the key risks identified within the Outturn Report (66/2021) (where risk information is not covered elsewhere) and any other emerging risks.

| | Area | Commentary | Update |
|---|---|---|---|
| 1 | Court Income (Revs & Bens) | Suspension of recovery of debt led to £36k pressure in 2020/21. The Council has resumed normal debt collection operations since May, however access to the courts is still inconsistent which is delaying recovery at present, this is expected to improve as we progress with the government road map and as new procedures at the courts become in bedded. | The Council are only forecasting to receive £24k of the £48k budgeted for this area.<br><br>The Council has begun recovery action, but the courts are not operating at pre-Covid levels. This has been factored into the forecast for Resources. |
| 2 | Norfolk Judicial Review | There has been recent court case around fairer charging which resulted in a judgement that Council's charging was unlawful. Regionally this is being looked at for implications, but initial thoughts from two barristers (Nottinghamshire and Leicestershire) are that the review is unlawful and needs to go back to court. | Initial assessment is that the ruling would not have an impact on RCC policy. The Council are still watching the outcome of the case before fully assessing the impact. |
| 3 | Unaccompanied Asylum Seeking Children (UASC) | UASC placements present a risk as placement numbers can increase without warning. The Council has limited options where to place children and no provision within County. The Council no longer volunteer to accept UASC, however, in certain circumstances we may find that we have new UASC identified within the County that we would have responsibility for. | The Council is now part of the national scheme. As a region the number of UASCs allocated to Rutland is 2. This is in addition to UASC who are arrive in Rutland on their own accord. To date this year there have been 2 new arrivals. |
| 4 | Highways | Potential pressure includes:<br>a) Council team re-locating and dilapidation costs at station approach may need to be paid, currently with Legal<br>b) Staffing pressures within the team and the cover of Out of Hours services<br>c) Uncertainty around highways income including resourcing pressure to set up a new income policy for street works | a) Still with legal, no update.<br>b) Still looking to options<br>c) Income on target for this year. |

| | Area | Commentary | Update |
|---|---|---|---|
| 5 | Local Plan | A new Local Plan is being developed. A budget has been set aside for this as set out in Report 105/2021. This budget will be kept up-to-date as per the recommendation in this report. | An update on this budget will be given in the next quarter. |
| 6 | Leisure Income | Rutland Active Hub was significantly impacted by Covid. As it is mainly used by clubs the recovery as with other leisure facilities will rely on consumer confidence and length of time it takes for membership levels to return whilst providing a safe environment. There is also uncertainty about the level of contributions from schools returning to Rutland County Council for School sports provision. | Government funded Holiday Activity Programme has hit the potential to earn income from schools in 2021/22, so there is likely to be a drop in income in this area. |
| 7 | Waste Services | The national picture with waste is likely to change in the near future as the Environment bill progresses. These changes could include mandated collection of food waste and changes to how dry recycling is collected amongst other changes.<br><br>The Council's waste project is modelling various options as the Council needs to decide what its future arrangements will look like. | At this stage it is difficult to predict the impact of the legislation and the funding that might be made available for local authorities in meeting their new statutory duties. |
| 8 | Leisure | The Council is undertaking a Leisure project and is looking at future options. Members will soon decide on the preferred option. | The financial impact of options is different and any impact on the MTFP will be considered. |
| 9 | Adult Social care | The Care Quality Commission has indicated that it will be starting Adult Social Care inspection from April 2023. | We are not aware of the preparation required for this and/or if this will impact on resources. |

# Appendix D. Covid Position

**Background**

The Council has a budget of £218k to support its response to Covid. This position is the net position. The make-up of this budget is as per table 1 below.

**Table 1**

| Ref | Contribution | Covid Budget | Earmarked Reserves | Impact on General Fund |
|---|---|---|---|---|
| Table 2 | Reserve – Grants Received in Prior Year | 218,100 | (218,100) | 0 |
| Table 3 | Ring Fenced Grants | (1,096,900) | 0 | (1,096,900) |
| Table 3 | Non-Ringfenced Grant | (724,426) | 0 | (724,426) |
| Table 3 | Non Ring-Fenced Grant – Expenditure | 724,426 | 0 | 724,426 |
| Table 3 | Ring Fenced Grants – Expenditure | 1,096,900 | 0 | 1,096,900 |
| **Total** | | **218,100** | **(218,100)** | **0** |

The Council has received various grant funds to support the pandemic response. Some of this has been received in previous years and is being drawn down from the earmarked reserve. Table 2 below shows the position on the Earmarked Reserve.

**Table 2**

| Funding | Reserve Balance 01/04/2021 | Usage included in Budget Report | Balance in Reserve after Usage | Usage 21/22 | Top Up | Predicted Reserve Balance 21/22 |
|---|---|---|---|---|---|---|
| ASC Rapid Testing Fund | 24,500 | 0 | 24,500 | 24,500 | 0 | 0 |
| Contain Outbreak Management Fund | 109,300 | 0 | 109,300 | 83,300 | 0 | 0 |
| Test, Track and Trace | 41,900 | 0 | 41,900 | 41,900 | 0 | 0 |
| Covid Winter Grant | 16,100 | 0 | 16,100 | 16,100 | 0 | 0 |
| Infection Control Fund | 52,300 | 0 | 52,300 | 52,300 | 32,200 | 32,200 |
| Covid-19 LA Support Grant* | 1,244,700 | 848,000 | 396,700 | 0 | 388,100 | 784,800 |
| Sales, Fees and Charges Compensation | 0 | 0 | 0 | 0 | 130,000 | 130,000 |
| **Total** | **1,488,800** | **848,000** | **640,800** | **218,100** | **550,300** | **947,000** |

*Top up includes £58k from the budgeted amount as support for the Social Cre Contingency is no longer required

Table 3 below shows the grant funding the Council will receive in 21/22

**Table 3**

| **Ref** | **Funding** | **Ring fenced** | **Non ring fenced** |
|---|---|---|---|
| 1 | ASC Rapid Testing Fund | 213,200 | 0 |
| 2 | Covid -19 LA Support Grant | 0 | 724,436 |
| 1 | Infection Control Fund | 299,800 | 0 |
| 1 | Cultural Recovery Fund | 93,900 | 0 |
| 2 | Contain Funding | 187,000 | 0 |
| 1 | Covid Winter Grant | 21,900 | 0 |
| 1 | Self Isolation Payments | 39,000 | 0 |
| 1 | Workforce Capacity Fund | 17,300 | 0 |
| 1 | Leisure Recovery Fund | 59,200 | 0 |
| 1 | Discretionary Income Scheme* | 130,000 | 0 |
| 1 | Welcome Back Fund | 35,600 | 0 |
| | **Total** | **1,096,900** | **724,436** |

*No expenditure as compensation for loss of income

The grants can be split into 2 categories

(1) Grants where the Council have little control on how the grant is used and will be repaid to Central Government if not required e.g. Self-Isolation Payments – the Council can only use this funding to support those self-isolating.

(2) Grants where the Council has some level of control over what the funding can be spent.

As you can see from Table 3 there are 2 grants where the Council has some control over what the funding is spent on. The table below gives a breakdown of what the Council are forecasting to spend from these grants.

| **Area** | **Commentary** | **Amount** |
|---|---|---|
| **Covid-19 LA Support Grant** | | |
| SLL Support | Additional financial support provided to the Councils Leisure Operator | 56,200 |
| CA Site Management | Cost of road diversion | 15,000 |
| Support Remote Working | Funding for returning to the office. This is under review and may not be required. Update will provided in next report | 100,000 |
| Governance Staffing | Additional support to manage remote meetings and decision register. | 24,200 |

| | | |
|---|---|---|
| Business Support Staffing | Additional support required to help in the Councils Pandemic Response | 17,500 |
| Property | Cost of extra measures put in place to ensure safe return to the building e.g. Cleaning | 30,000 |
| Mobile Phones | Extra mobile devices to support home working | 22,800 |
| Waste | Additional costs in relation to the waste contract extensions | 9,500 |
| Finance Staffing | To support with additional workload including returns to Government and grant management | 79,100 |
| Revenue & Benefit Service | Additional support from Civica on Demand | 35,000 |
| Business Continuity | Refresh of Business Continuity Plans in light of new working arrangements | 5,000 |
| **Total** | | **394,300** |
| **Funding Available** | | **724,400** |
| **Unallocated** | | **330,100** |
| **Contain Funding** | | |
| Additional Staffing | Support across the Pandemic Response including testing and Vulnerable People | 124,150 |
| Covid Marshalls | Covid Marshall service to ensure businesses are complying with the rules | 16,100 |
| Communications Staffing | Additional support required to assist with the Councils Communication activities | 40,500 |
| Testing Officers | | 9,000 |
| Communications Campaign | | 10,000 |
| Additional Mortuary Costs | Reflect the additional costs of the coroner services | 10,300 |
| CAB Support | Additional Funding to the Citizens Advice Bureau | 10,000 |
| Health Protection Team | Additional resourcing of the Public Health team | 13,050 |
| Testing Centre | Testing Centre Closed in June but interim cost of holding unit for Vaccination Site | 10,000 |
| Identifying Deterioration Equipment | Equipment to aid care workers | 11,000 |
| Housing Costs | Costs of supporting the homeless during the pandemic | 10,000 |

| | | |
|---|---|---|
| **Total** | | **264,100** |
| **Funding Available** | | **296,300** |
| **Unallocated** | | **32,200** |

# Appendix E.  Savings Update

| Area | Direction of Travel | Status | Comments | 22/23 saving | 23/24 savings |
|---|---|---|---|---|---|
| Localism | The review will consider defining the role of the Council alongside that of parishes in relation to service delivery of certain local services and explore the opportunities and appetite for parishes to take on additional responsibilities within their remit. | Not started | This project has not begun due to capacity issues but there are other strands of work that are picking up elements of it: transfer of public conveniences to Uppingham. | £0 | £0 |
| Combined Waste Procurement | The Council has recently secured extensions to its Environmental Services contracts until 31 March 2024, with new contracts due to commence on 1 April of the same year. Many of these contracts are fulfilling statutory duties, whilst some elements, e.g. bulky waste collections, are discretionary.<br><br>The Council has an ongoing project aimed at developing a waste strategy and then procuring a new waste contract that will allow it to meet local requirements and national policy objectives. | Work in progress | Members will determine an option which will indicate whether a saving can be achieved but ultimately the competitive market process will conclude whether a saving can be achieved. | 0 | TBC |

| Area | Direction of Travel | Status | Comments | 22/23 saving | 23/24 savings |
|---|---|---|---|---|---|
| Grounds Maintenance Contract Procurement | The Council's grounds maintenance contract expires in March 2022. The review will consider future service needs and alternative delivery options. | Work in progress | Officers are identifying options and there may be some that offer savings. We will also link this work to the Localism project. It will be for Members to determine the options. Project is now underway. Member decision likely for June 2022. | 0 | £0 |
| Highways Contract Procurement | The Council will be reprocuring its highways maintenance contract, which reaches its maximum allowable contract extension term on 30th November 2023. The Council will be updating its highway strategy for a c£3.5m per annum contract and aiming for between 3% and 6% reduction in cost with income generation opportunities, innovation, efficiencies and environmental focus.<br><br>The new contract will be flexible and allow for service level review. | Work in progress | Will be completed but savings not certain. Context for this project is that significant revenue savings in highways already delivered in prior years and in July budget savings. | 0 | 0 |
| Cultural Offer | The Council's cultural offer includes libraries, the museum and castle. Whilst the Council has a statutory obligation to provide a library service, there is some flexibility as to how this is delivered. The Council's Museum and Castle are discretionary services.<br><br>In the above areas, the Council must consider the needs of the community, and what type of cultural offer it may have moving forward including exploring the options of working with other | Not started | Review to begin when leisure project has finished. Small short term savings identified in interim. | £10,000 | £10,000 |

| Area | Direction of Travel | Status | Comments | 22/23 saving | 23/24 savings |
|---|---|---|---|---|---|
| | providers including interested parties and community groups. | | | | |
| Property | The Council, as a corporate landlord, owns a range of properties. A review of corporate property will be undertaken so we can better understand the full life cost of assets, financial performance and the contribution made by assets to the Council's service delivery objectives.<br><br>This work will help inform the Council's decision-making around whether to hold, dispose or find alternative uses for assets. It will also help the Council budget for future capital expenditure on assets and assess affordability. | Work in progress | Condition survey work ongoing and will inform future decisions on assets | £0 | £0 |
| Leisure | The Councils Leisure offer to be cost neutral following the retendering of the service | Work in progress | Members decision due before March. Savings are unlikely as it stands. | £0 | £0 |

| Area | Direction of Travel | Status | Comments | 22/23 saving | 23/24 savings |
|---|---|---|---|---|---|
| Corporate support services | The Council has a series of corporate support functions including business support, business intelligence, contracting/commissioning, governance and communications where there is an opportunity to make better use of technology, encourage more self-service and reprioritise resources to areas of greatest need.<br><br>A new type of support service is likely to see a reduction in overall support but more targeted to priorities. | Deferred | Work on service offer across the Council to be completed before support options are reviewed. | 0 | £0 |
| Community Prevention and Wellness Contract Procurement | The current Community Wellbeing Service contract ends on 31st March 2022. Members are currently deciding on whether there will be any extension to the contract.<br><br>There have been significant changes across health and social care in the past 5 years since the service was first commissioned. A needs assessment will be undertaken to review what services are now needed and how they would best be delivered.<br><br>This will allow support to be prioritised for the most vulnerable and ease pressure on statutory services. | Work in progress | Decision made at Cabinet to reduce size of contract to be commissioned | £25,000 | £0 |

| Area | Direction of Travel | Status | Comments | 22/23 saving | 23/24 savings |
|---|---|---|---|---|---|
| Adults End to End Review | The review will be to the timelines of the CCG converting to ICS to ensure we capitalise on maximising available work force and other resources as they become available. This is due to the multiple professions and disciplines involved and is an opportunity to reduce system duplication thus saving money through efficiency. The same timeline fits the WRAP review above where the same considerations apply.<br><br>The overall review will be examining reducing the burden on needs lead budgets by application of modern practice ethos and ICS aspirations such as strength based and home first. Eligibility in certain parts will be considered as well as the overall ASC offer in its many arms. | Work in progress | Report being prepared for December | £400,000 | £0 |
| Children's Services Offer | Review of children's services offer to ensure services are efficient and make best use of partnership working | Work in progress | Children's Strategy being finalised | £300,000 | £0 |

| Area | Direction of Travel | Status | Comments | 22/23 saving | 23/24 savings |
|---|---|---|---|---|---|
| Redesign CCTV Service | The Council has CCTV provision in Oakham and Uppingham to assist the detection and prevention of crime and to assist the Police, Council and other agencies with the more efficient deployment of resources for the purpose of safeguarding vulnerable persons, deterring crime and apprehending offenders. It provides evidence for the prosecution of criminals and supports the tracking and apprehension of persons who are suspected of having committed a criminal offence.<br><br>The administration of CCTV takes place within the appropriate regulatory framework. Costs incurred include utilities consumed, repair & maintenance and remote monitoring.<br><br>A future review will consider Council, Community and other Agency needs and how any CCTV requirement will be delivered and funded. | Not started | Work not started due to workload | £0 | £0 |

| Area | Direction of Travel | Status | Comments | 22/23 saving | 23/24 savings |
|---|---|---|---|---|---|
| Home to School Transport | Review of Transport contracts based on school admissions from September 2021 | Completed | Tendering process underway. This is a demand-led budget. Some savings have been achieved this year through adopting delivery methods. This cannot be turned into a recurring saving without a reduction in demand which is determined by where our schools are in relation to where pupils live (and the fact we are not in control of admissions). | £0 | £0 |
| Post 16 Transport Offer | The Council could revise its current offer and policy and alternatives will be explored.<br><br>Any revised offer would need a policy change timed to be implemented in the summer months before the start of a new academic year. It would also need to include continued support for year 2 of any current learners on the 2nd year of a course. | Not started | Not started due to workload | £0 | £0 |

| Area | Direction of Travel | Status | Comments | 22/23 saving | 23/24 savings |
|---|---|---|---|---|---|
| Adult Transport Offer | A review of the current transport provision for adults already receiving transport benefits such as personal independence payments or provision of a mobility vehicle will consider if the Council needs to continue this support.<br><br>The focus of support for this will lie heavily with the adult social care team to feed into the re-write of the 2010 policy and a timeline will need to be produced in conjunction with Adult Social Care. | Not started | Not started due to workload | £0 | £0 |
| Bus Service 47 retendered as a commercial service | The Council currently runs bus Service 47 as it is used by students choosing to go out of County. The Council is considering approaching bus operators to assess interest for taking on the route commercially. Consultation will be required. | Deferred | To be considered as part of local bus strategy | £0 | £0 |
| Planning Advertisement Online Only | Government is reviewing the use of IT in the Planning Service. The review may provide opportunities for advertising planning applications on line rather than in the press. | Closed | Not permissible under current legislaton | £0 | £0 |

| Area | Direction of Travel | Status | Comments | 22/23 saving | 23/24 savings |
|---|---|---|---|---|---|
| Cleaning Contract Review | The Council has recently extended its cleaning contract until 31 March 2022 to include the entire estate (excluding closed buildings). Previously various providers were used. The Council will reprocure one single contract to cover all assets with the aim of improving cleaning, provide flexibility and have more clear concise specifications of requirements. | Work in progress | Saving will depend on response to contract tender | £0 | £0 |
| Garages Option Appraisal | The Council owns 88 garages across 5 locations in Rutland which are rented to private individuals. The garages operate at a small surplus but there may be future costs associated with repairs and maintenance.<br><br>A review will consider the full life costs of the garages and whether the Council should continue to operate them or look at alternative options. | Amalgamated | To be considered as part of Asset Review | £0 | £0 |
| Highways Capitalisation Review | The review will consider if any highways revenue works would also meet the criteria for capital.<br><br>A review will also be completed on internal salary costs to ensure that staff time is allocated correctly between capital and revenue. | Completed | Approval of 21/22 capital programme yielded savings of £70k | £70,000 | £0 |

| Area | Direction of Travel | Status | Comments | 22/23 saving | 23/24 savings |
|---|---|---|---|---|---|
| Highways LED Lighting Upgrade | The review will consider the upgrade of the remaining street lighting, carpark lighting and traffic signalling to LED. The previous LED street lighting project was funded by a Salix loan.<br><br>The upgrade to LED could reduce the electricity and maintenance cost associated with those assets. | Not started | Scheduled for 23/24 | £0 | £0 |
| Active Rutland Hub | Active Rutland Hub is not self-financing. The budget for 2021-22 being £11k. The Active Rutland Hub will be reviewed as part of the future leisure provision with the potential that management could be offered as part of any future leisure management contract for the Catmose Sports facilities, with a requirement for cost neutral operation. | Work in progress | Review to complete by March 2022 | £0 | £11,000 |
| Commercial Property – Service Charge Review | Rutland County Council commercial tenants pay service charges and there are concerns that the service charges set are insufficient to cover costs.<br><br>A review of all tenant documents is required to assess the respective obligations of the Council and tenant and an agreed Service Charge Budget will ensure correct amount being charged to all tenants. | Work in progress | Review of OEP service charge documentation completed. Other commercial tenants under review. | £0 | £0 |

| Area | Direction of Travel | Status | Comments | 22/23 saving | 23/24 savings |
|---|---|---|---|---|---|
| Commercial Property – Utility Usage Review | As with service charges commercial tenants pay for their utility usage.<br><br>A review of utility set ups is required to ensure robust information available on which utilities are supplied by which services/feeds/meters. | Work in progress | Initial work completed | £0 | £0 |
| Registrars Fees and Charges Review | Review of Registrars fees and charges for 2022/23 to ensure amount being charged covers all costs of running the service. | Work in progress | Fees and charged to be approved in January 2022. | £5,000 | £0 |
| Taxi License Fees Review | Review of taxi licence fees and charges for 2022/23 (including consultation) to ensure amount being charged covers all costs of running the service and in line with other authorities. | Work in progress | Will not be completed until 23/24 | £0 | £0 |

| **Area** | **Direction of Travel** | **Status** | **Comments** | **22/23 saving** | **23/24 savings** |
|---|---|---|---|---|---|
| Printers | The Council leases 24 printers with the contract expiring. A key factor on the cost of the contract is the number of printers and as part of a new printer procurement we would expect to radically reduce the total number of printers in the contract. | Not started - timing | Work to start late 2022 | £0 | £10,000 |
| Mobile phones | Council mobiles are in a corporate contract. When this is renewed there is an opportunity to reduce the annual costs of phones (rental of phones and cost of phones). | Not started | Work to start in March 2022 | £18,000 | 0 |
| Schools Admissions service | The Council has a contract with Capita to provide the IT system for the admissions service. On renewal there may be alternative options for this service. | Not started | Work to start 12 months before contract expires | £0 | 0 |
| IT Services | There are potential alternatives for the delivery of some IT services which will be linked to new contracts or new ways of delivering IT. These changes will be used to drive the costs down. | Work in progress | Savings anticipated | £25,000 | 0 |

| Area | Direction of Travel | Status | Comments | 22/23 saving | 23/24 savings |
|---|---|---|---|---|---|
| Market Supplements (MS) | MS are currently paid to a roles where we have evidence of a recruitment and retention risk to the Council; values are determined by assessment of the local, regional and (if necessary) national market.<br><br>Conditions are attached to the market supplement and are contractual.<br><br>All MS are reviewed on an annual basis and the Council maintains the 'right' to cancel and withdraw; there is no guarantee of an extension or any increase. The Council has in the past withdrawn MS where the market conditions have changed.<br><br>Given these are directly linked to recruitment and retention, a review and assessment needs to reflect the potential risks e.g. removal could lead to staff turnover. | Deferred | Deferred pending outcome of other projects | £0 | £0 |

| Area | Direction of Travel | Status | Comments | 22/23 saving | 23/24 savings |
|---|---|---|---|---|---|
| Employee subscriptions | These relate to professional fees and should only be paid where a professional qualification and membership is essential to the role and is referenced in the Job Description as essential.<br><br>Managers and staff are to be reminded of the policy in the first instance and a further review to take place later in 2021. A further option is to restrict to statutory roles only. | Not started | Work to be done in new year | £0 | £0 |

| Area | Direction of Travel | Status | Comments | 22/23 saving | 23/24 savings |
|---|---|---|---|---|---|
| Overtime and enhancements | Currently part of the National Green Book Terms and Conditions of Employment – we have a local agreement for Sunday payments to reflect a historic practice. Weekend enhancements are primarily paid in Community Support services – this is a delicate employment market and weekend enhancements in the private sector remain an intrinsic part of remuneration package.<br><br>Any changes to provision would require extensive consultation with the trade unions to try to seek a local variation to the national conditions; consideration would also need to be given to the potential impact on recruitment, retention and hence service delivery. | Deferred | Deferred pending outcome of other projects | £0 | £0 |

| Area | Direction of Travel | Status | Comments | 22/23 saving | 23/24 savings |
|---|---|---|---|---|---|
| Use of Public Health Funding | The Council receives a ringfenced Public Health Grant which pays for a range of mandated and statutory Public Health services, and is also used to offset General Fund costs of other Council services, including sustainable transport, sports and leisure, and Housing Options.<br><br>The Grant is annual and the allocation changes each year.<br><br>A review of all the services currently funded from the Public Health Grant will establish: if they are needed; and if the Grant ends or reduces, whether we would still want to fund those services from other council funding. | Work in progress | Work to be completed internally on impact of end of funding for certain services | £0 | £0 |
| Day Care Review | The current contract for Rutland Care Village is £125,000 a year. The building based service supported people to remain in their own homes by providing respite to carers. During Covid, this service was unable to continue and chose not to provide an alternative, as other providers had done, i.e. virtually. Instead we reviewed the people going to the service and have commissioned a more personalised care for them. This service will require a more in depth review following covid as the support prevented people accessing long term residential care. | Amalgamated | Included in end to end Adult social care project | £0 | £0 |

| Area | Direction of Travel | Status | Comments | 22/23 saving | 23/24 savings |
|---|---|---|---|---|---|
| Community Learning Fees and Charges Review | Community Learning charges are checked regionally through The Local Education Authorities' Forum for the Education of Adults (LEAFEA) (next review due 25-03-2021) and through HOLEX which represents a network of adult and community learning providers across the country. | Work in progress | Fees being reviewed | 0 | 0 |
| School Improvement and Brokering Grant | We receive £50k pa from the DfE.<br><br>There are committed expenses associated with this grant of approximately £15,000 to cover statutory duties such as SACRE. A further £10,000 is required for contingency as outlined within the Grant Determination Letter, which may become more evident in post-Covid education recovery. | Closed | Remaining grant being used more widely to improve the overall education offer, with a focus on increasing effective inclusion of children within their local education setting by supporting leaders and teachers to improve the quality of provision for all groups of children and implementing effective early intervention within daily classroom practice. | 0 | 0 |
| Jules House – Review Service | The current service offer has not operated out of Jules House since the first lockdown. A review to be undertaken as to how the service could be delivered in the future and whether the physical location of Jules House is required. | Work in progress | Work has been complered to determine how the future service office could be delivered outside of Jules House. | 22,900 | 0 |

| Area | Direction of Travel | Status | Comments | 22/23 saving | 23/24 savings |
|---|---|---|---|---|---|
| Transitions | Project looking at opportunities to enhance integrated working between Children Services and Adult Social Care in order to improve the planning and support arrangements for young people with a range of complex needs.<br><br>An improved approach to the transition of children into adulthood may identify potential efficiency in care planning and or result in a reduction in high cost interventions, thereby contributing to a Local Authority saving. | Closed | LLR safeguarding adults and children's boards completing work on transitional safeguarding pratice model. This is unlikely to result in savings. | £0 | £0 |
| **Total** | | | | **£875,900** | **£31,000** |

# Appendix F. Adult Social Care Reforms

The Prime Minister has announced significant plans for the future of adult social care ('**Build back better: our plan for health and social care**'). The centrepiece of the plan is a new UK-wide 1.25 per cent Health and Social Care Levy (the Levy) based on National Insurance contributions (payable by individuals and employers) that will be ringfenced to fund the plan's range of proposals. For adult social care, these include:

- The introduction of a cap on personal care costs (ie not accommodation costs for people in residential care), set at £86,000, effective from October 2023.
- Changes to the social care financial means test thresholds so that: people will not have to pay towards the cost of their care from their assets if they are less than £20,000 (up from the current threshold of £14,250); people will only be required to pay for the full cost of their own care if their assets are more than £100,000 (up from the current threshold of £23,250). People with assets between £20,000 and £100,000 will likely be required to contribute towards the cost of their care.
- Self-funders will be able to request that their council arranges their care so they can access it at council-funded rates.
- An expectation that councils will use some of the additional funding to pay providers a 'fair price for care'.
- Investment of £500 million for new measures to support the care workforce.
- More support for unpaid carers.
- Investment in Disabled Facilities Grant and supported housing.

The announcements focus primarily on funding with the Government committing to working with councils, the social care sector, the NHS to develop a new white paper for wider social care reforms. It also states that the Government will ensure councils have access to sustainable funding for core budgets at the Spending Review (confirmed today for 27 October). However, the plan also states that the Government's expectation is for demographic and cost pressures to be funded through council tax, the social care precept and long-term efficiencies.

The plan from Government raises many questions but two in particular:

**How will the proposals impact the work of local authorities?**

As we see it, more people in our community (some of whom already commission and pay for their own care) will ask the Council to commission their care. Whilst people can do this now, very few do. The introduction of the cap gives a greater incentive for people to ask the Council to commission their care and start their “account”. The Council will have to maintain “accounts”, determine eligible costs (i.e. those that would count against the cap), undertake initial financial assessments (which will need to be maintained) and register a legal charge (against homes) and recover costs in due course. The Council will commission care for those who need it. With more people presenting for care to be commissioned, extra staff resource will be needed to undertake care assessments, follow up assessments and reviews to ensure care commissioned is still appropriate. The subsequent impact on an already struggling care market is expected to be significant. Currently, self-funders generally pay a higher rate for their care than the Council and it is widely known that self funders subsidise council care rates. It is likely that under new arrangements, Council rates will increase to compensate for the loss of self funder income and to help providers meet staff shortages. So the Council will pay more for care.

**Will the Council be adequately funded?**

Whilst the Council understands how its work may change, it has no clear view about numbers, demand and workload. Against this backdrop, the Council welcomes assurances about funding but questions whether the Government has a robust view about the potential costs. The Government's current view, which we dispute, is that local authorities are adequately funded to meet needs. We are keen to have more detail on the proportion of the Levy that will come to social care, when it will arrive and the mechanism through which it will be delivered. The distribution methodology will be critical and whilst our preference is for "actual costs" to be reimbursed (an approach used for housing benefits), this mechanism is not employed for other areas often leaving Councils to pick up the shortfall.

From the information currently available (and on a UK-wide basis), of an estimated £36 billion revenue raised from the Levy over the next three years, only £5.4 billion will be made available to social care. And it remains to be seen what social care will receive beyond the next three years. Of further note, the plan makes clear that the Government intends to compensate departments and other public sector employers in England at the Spending Review for the increased cost of the Levy. Contributions will therefore be subtracted. We know too that implementing and administering the proposed new cap on care costs will be a significant undertaking (as set out above). We do not have the current infrastructure to do this. We will be seeking assurances from Government that councils will receive all the support they need to deliver this policy successfully.

Finally, we are keen to have greater clarity on the impact of the proposed reforms for people who receive care at home, and people of working age which we understand will be forthcoming later in the year.

# Appendix G. Business Rates Risks

**Background**

Business rates are worked out based on a property's Rateable Value (RV). This is its open market rental value on 1 April 2015 based on an estimate by the Valuation Office Agency (VOA). The rateable value times by the correct 'multiplier' (an amount set by central government) gives a business its total rates bill. The bill can be reduced if the property is eligible for rate relief. There are various types including:

- Small Business Rate Relief
- Retail Discount/ Expanded Retail Discount
- Nursery Discount
- Rural Rate Relief
- Mandatory Rate relief – for charities
- Discretionary rate relief – for non-profit making organisations and sports clubs
- Empty property and partly occupied premises

At an individual authority level, under the current 50% business rates retention system, the amount of business rates income retained by Rutland is determined by the relationship between Baseline Funding Level (BFL) and Business Rates Baseline. Baseline Funding Level is the level of business rates income allocated to meet an authority's need, as determined by the Local Government Finance Settlement. The Business Rates Baseline is the amount of business rates income an authority is predicted to raise. Where a local authority's Business Rates Baseline is greater than its Baseline Funding Level, the authority pays the difference as a tariff and this is redistributed to other local authorities. Where the Business Rates Baseline is less than Baseline Funding Level, the authority receives the difference as a top-up.

The Council is a tariff authority. It has a baseline of £5.524m and tariff of £1.070m. This means that the Council is predicted to raise more income than what the Government believes it needs. So we effectively keep £4.454m plus 49% of any rates collected above the baseline, but these are subject to a levy of 18.9%.

**Business rate risks**

1. Loss of businesses/business failure
   If a business goes into administration or leaves the County then the Council's business rates income will go down. In Rutland, there are about 720 businesses that pay rates and there are c20 businesses that account for 47% of total business rates income. The Council's income is therefore heavily reliant on a few businesses. If one of these businesses went into administration for example then under current arrangements, then the Council would have to meet the first 7.5% of the loss c£300k. This is because the Government's safety net is set as 92.5% of Baseline Funding Level. There are lots of factors that will determine whether businesses survive and thrive. The Council has no direct control over these factors but in the context of the pandemic, there is greater volatility and risk.

2. Reductions in RV due to appeals

   One of the other key risks relates to appeals. Businesses can appeal to the VOA about the amount of rates they pay. If their RV is reduced on appeal (NB: appeals can be backdated for years) then the Council will not only lose income but will have to refund businesses for any "overpayments" they have made. Changes to the RV (including reductions) can also arise as a result of:

- physical changes to property – i.e. new build, demolitions and renovations;
- changes to the mode of occupation of a property – e.g. "splits" and "mergers" and changes to the occupation of other properties in the area.
- changes to the rateable value of property caused by an "error" in the original valuation – often identified as a result of appeals.

To mitigate this risk, the Council has a provision for appeals and losses. The amount set aside represents each Council's estimate of the sums that may ultimately be repaid to ratepayers. Setting the provision is not straightforward but relies on the various types of information and judgements:

- How many appeals are in the pipeline?
- How many might we get in the future?
- If successful, how much might reductions be?

The Council's appeals provision is £2.869m and is calculated using data from a ratings consultant as follows:

- Estimated loss on appeals submitted to date
- A forecast element based on a number of factors including past trends, current and future appeals, case law and property classes

The NNDR figures in the MTFP assume c£650k in each year to top up the provision.

**Business Rate Scenario's**

To show Members the volatility of business rates income, we have used various scenarios to show the impact that the two above risks could have (for the purposes of these examples and to keep the analysis simple, various technical details have been omitted).

| **Scenario** | **Description** | **Impact** |
|---|---|---|
| New businesses come into the County (positive for Council) | Total RV would increase, for example a large supermarket could result in additional income of c£250k, of which the Council would receive £123k. | + £123k per annum |
| Loss of key business (negative for Council) | Total RV would reduce, if this was one of the top 10 businesses then income could reduce by between £250k to £1.3m, of which the Council would lose between | £123k - £637k per annum |

| Scenario | Description | Impact |
|---|---|---|
| | £123k and £637k albeit the safety net could kick in (i.e. Council receives Government compensation) | |
| 50% of provision not required (positive for Council) | If the provision was reduced by 50% to £1.4m, this would result in £1.4m of the provision being released, of which the Council would receive a one payment of 49% £686k. | £686k one off payment gain |
| 20% losses above provision (negative for Council) | If a loss of £574k occurred in excess of the current balance of the provision, an increased contribution to top-up the provision would be required of which the Council would contribute £281k.<br><br>An example of a successful appeal- if a company with an RV of £1m wins a 3% reduction in their RV from 2017 this would utilise £75k of the provision. | £574k (one off loss) |

The dilemma for the Council is about the level at which to set its provision.  If it's too low then the Council may incur costs in the future.  If it's too high then the Council could reduce its income in the short term

**Report No: 147/2021**
**PUBLIC REPORT**

# CABINET

**16 November 2021**

# MID-YEAR CAPITAL PROGRAMME UPDATE

**Report of the Portfolio Holder for Finance, Governance and Performance, Change and Transformation**

| | | |
|---|---|---|
| Strategic Aim: | All | |
| Key Decision: No | Forward Plan Reference: FP/170921 | |
| Exempt Information | No | |
| Cabinet Member(s) Responsible: | Cllr K Payne, Portfolio Holder for Finance, Governance and Performance, Change and Transformation | |
| Contact Officer(s): | Saverio Della Rocca, Strategic Director for Resources (s.151 Officer) | 01572 758159<br>sdrocca@rutland.gov.uk |
| | Andrew Merry, Finance Manager | 01572 758152<br>amerry@rutland.gov.uk |
| Ward Councillors | N/A | |

**DECISION RECOMMENDATIONS**

That Cabinet:

1. Notes the capital 2021/22 forecast as at the end of September (paragraph 3.3).
2. Notes the changes to the 2021/22 capital programme as at the end of September (paragraph 3.2)
3. Notes the 2021/22 unallocated capital funding as at the end of September (Section 4)
4. Approves a total of £10.7k revenue contribution to capital for the works relating to the Brightways move and the Changing Place project at Active Rutland Hub (Paragraphs 3.5.22 to 3.5.27)

## 1 PURPOSE OF THE REPORT

1.1 To provide Cabinet and all Members with an update on the delivery of the capital programme as at the end of September 2021.

## 2 EXECUTIVE SUMMARY

2.1 The Executive Summary provides the answers to the key questions Members might be asking about the capital programme. More detail is provided in Section 3 onwards.

| | Key questions | Further information |
|---|---|---|
| 1 | What's the latest capital programme and how has it changed since that originally approved? | The approved capital programme now stands at £28.291m compared to that approved as part of the budget in February 2021.<br><br>A list of changes is included in paragraph 3.2.2. |
| 2 | Are there capital projects forecasting to overspend? | Yes, but only 2 out of 63 capital projects are forecasted to overspend. The projected overspends, which Cabinet are being asked to approve, are minimal at £10.7k on a total capital budget of £28.291m.<br><br>The overspends relate to the move from Brightways and the Changing Place project at Active Rutland Hub (paragraph 3.5.22 to 3.5.27). |
| 3 | How confident are we about forecasts? | The confidence level is good. Many of the large capital projects are monitored closely via project groups, these budgets are created based on supplier quotations and known costs.<br><br>Further comments can be found in paragraph 3.4 |
| 4 | What progress is being made in delivering projects? Are there any major delays? | No, progress is being made on all key projects. Details are given in paragraph 3.5. |
| 5 | What projects have not started? | There are some projects which have not begun for a variety of reasons. Details are given at paragraph 3.6 |
| 6 | What capital funds are being held for future use? | The total held is £10.863m (this includes CIL and Section 106 contributions). Details are given in paragraph 4.1 |

## 3 MAIN CONSIDERATIONS

### 3.1 Overall position

3.1.1 This reports sets out the latest position as at the end of September 2021 against the agreed capital programme. It includes:

- Details of any changes to the capital programme since it was approved at outturn (Paragraph 3.2)
- Latest financial position on the capital programme (Paragraph 3.3)
- Commentary on confidence of forecasts (Paragraph 3.4)
- Progress updates on key capital projects (Paragraph 3.5)
- Updates on capital projects that are currently on hold (Paragraph 3.6)
- Capital funding updates (Paragraph 3.7)
- Future capital updates (Paragraph 3.8)
- Unallocated capital funding (Section 4)

**3.2 Changes to the Capital programme**

3.2.1 In February 2021 £28.945m (Report 34/2021) was approved as the new capital programme. This was updated at Outturn (Report 66/2021) to £26.495m with further amends noted in 3.2.2. Changes to the capital programme are made in the following ways:

- Approval by Council or Cabinet;
- Emergency delegations;
- By the s151 Officer – this applies only to funding which is ring fenced i.e. where the Council receives funding which must be used for a specific purpose;
- Delegation within the Council's constitution; and
- Closed or completed project are removed from the capital programme at Outturn.

3.2.2 The net change to the capital programme is £1.796m, therefore giving a revised capital programme of £28.291m.

| | Project | Capital Project Approval or Delegation | Value £000 | Value £000 |
|---|---|---|---|---|
| **Approved Capital Programme** (Outturn Report 66/2021) | | | | **26,495** |
| | | | | |
| **New Capital Programme – Approved Since Outturn** | | | | |
| Strategic Aims and Priorities | Oakham C of E Carpark | CEX Delegation (Report :191/2016) | **15** | |
| Strategic Aims and Priorities | Disabled Facility Grant | Ring Fenced Funding (s151 Officer) | **32** | |
| Asset Management Requirements | Highways Capital Programme | Council Approval (Report 65/2021) | **1,487** | |
| Strategic Aims and Priorities | Library Home Delivery Service Van | Ring Fenced Funding (s151 Officer) | **18** | |

| | Project | Capital Project Approval or Delegation | Value £000 | Value £000 |
|---|---|---|---|---|
| Strategic Aims and Priorities | St Mary & St Johns School Fire Exit & Emergency Lighting | CEX Delegation (Report :191/2016) | **17** | |
| Strategic Aims and Priorities | UCC Performing Arts Facilities | S106 Delegation (Report: 95/2020) | **9** | |
| Strategic Aims and Priorities | Oakham Castle | Ring Fenced Funding (s151 Officer) | **11** | |
| Strategic Aims and Priorities | Greetham Community Centre Refurbishment | S106 Delegation (Report: 95/2020) | **28** | |
| Strategic Aims and Priorities | Affordable Housing - Derwent Drive, Oakham | Cabinet Approval (Report: 133/2020 & Report: 04/2021) | **80** | |
| Strategic Aims and Priorities | Affordable Housing - Cottesmore Road, Uppingham | Cabinet Approval (Report: 133/2020 & Report: 04/2021) | **50** | |
| Asset Management Requirements | St Eabbass Close | S106 Delegation (Report: 95/2020) | **4** | |
| Asset Management Requirements | ITCP- 2019-42 Barleythorpe Roundabout | ITB Delegation (Report: 25/2021) | **45** | |
| **Total New Capital Programme – Approved Since Outturn** | | | | **1,796** |
| | | | | |
| **Revised Capital Programme 2021/22** | | | | **28,291** |

### 3.3 Latest financial position

3.3.1 The table below shows the position at the end of September on the capital programme. More detailed analysis by scheme can be found in Appendix A. The under spend of £10.318m relates to schemes that are currently on hold and no expenditure is expected this financial year (more information is given in paragraph 3.6).

| | Total Project Budget £000 | Prior Years Outturn (A) £000 | Estimated Future Outturn (B) £000 | Total Project Outturn (A+B) £000 | Total Project Variance £000 |
|---|---|---|---|---|---|
| **Approved Projects (detailed in Appendix A)** | | | | | |
| **Total** | **28,291** | **5,734** | **12,239** | **17,972** | **(10,318)** |
| **Financed By:** | | | | | |
| Grant | (16,011) | (5,101) | (10,834) | (15,934) | 76 |
| Prudential Borrowing | (10,436) | 0 | (351) | (351) | 10,085 |
| Capital Receipts | (176) | (115) | (61) | (176) | 0 |
| Revenue Contributions | (171) | (94) | (77) | (171) | 0 |
| Developers Contribution | (1,497) | (424) | (916) | (1,340) | 157 |

| | | | | | |
|---|---|---|---|---|---|
| **Total Financing** | **(28,291)** | **(5,734)** | **(12,239)** | **(17,972)** | **10,318** |

### 3.4 Confidence in forecasts

3.4.1 Many of the large capital projects are monitored closely via project groups and budgets are created based on supplier quotations and known costs which minimise the risk of overspend.

3.4.2 The annual capital projects that are approved each year (i.e. Highways, Disabled Facilities Grants) are set against government grant allocation, works are completed by priority, based on the yearly capital allocation so again the risk of overspend is minimised.

3.4.3 There are some capital schemes e.g. highways where there are underlying risks which impact on the confidence levels. For example, highways works can be impacted by weather conditions, supplier staffing levels (e.g. HGV drivers) and material availability. However, as delivery of schemes is not time limited, slippage can be made up.

3.4.4 From an accounting point of view, underspends on highways capital projects could create a pressure, in a given year, on the revenue budgets. For example the Tarmac overhead costs are split based on the annual spend for revenue and capital works. Also the amount of salary costs that can be allocated against capital projects would be lower if works are not completed within year.

### 3.5 Progress updates on key projects

3.5.1 This section includes a progress update on key projects. Key projects are defined as those that are:

- Demand led;
- Over £500k; and
- Likely to overspend.

### 3.5.2 Demand led projects

3.5.3 Disabled Facilities Grant (Budget £410.2k) – In October 2017 Rutland County Council introduced a Health and Prevention Grant (HaPs) as part of the disabled Facilities project. The project is funded from ring fenced funding.

a) Disabled Facilities Grant (DFG) – This is a means-tested grant which can be used to make changes to the home to enable disabled children and adults to lead more independent lives.

b) Health and Prevention Grant (HAP) – This is a discretionary grant to support health, wellbeing and prevention priorities

3.5.4 The table below shows details on the type of spend from 2018/19 on DFG and HAPs projects.

| | | 2018/19 Actual | | 2019/20 Actual | | 2020/21 Actual | | 2021/22 Forecast | |
|---|---|---|---|---|---|---|---|---|---|
| | | **Qty** | **£** | **Qty** | **£** | **Qty** | **£** | **Qty** | **£** |
| DFG | Over £6k Schemes | 7 | 109,538 | 3 | 33,656 | 4 | 22,343 | 7 | 168,455 |
| HAP | Level Access Shower | 26 | 132,437 | 14 | 53,312 | 9 | 36,911 | 11 | 43,643 |
| HAP | Stair Lifts | 20 | 62,461 | 14 | 56,177 | 9 | 28,008 | 8 | 23,737 |
| HAP | Under £6k Misc Scheme | 17 | 46,300 | 11 | 31,548 | 14 | 51,870 | 12 | 27,684 |
| Total DFG and HAP Application | | 70 | 350,736 | 42 | 174,692 | 36 | 139,132 | 38 | 263,519 |

3.5.5 The DFG schemes that are over £6k can often take more than one year to complete due to the complexity of the works required. Some of these schemes were delayed further due to the covid 19 pandemic and are shown in the 2021/22 forecast.

**3.5.6 Key projects over £500k**

**SEND (Budget £1.5m – Report 86/2018)**

3.5.7 The Council was granted capital funding as part of the DfE Special Provision Capital Fund, alongside its own £200k contribution. So far the Council has identified £726k of schemes, Uppingham Community College (£700k) and the Nurture Project (£26k).

3.5.8 The main capital works at Uppingham Community College have been completed. The Project was to create 10 SEND places within the College. All 10 places are expected to be filled by 2023/24. The remaining budget will be used as fit out costs for the project and to provide outside learning space.

3.5.9 The Nurture project at Edith Weston Primary School was completed 31st March 2021. The Nurture provision is a focused intervention designed to provide additional support to children within their learning environment, and connecting to their home environment by addressing children’s and families challenges that may be associated with their attachment needs.

3.5.10 A new SEND capital paper will be going to cabinet in December (Paragraph 3.8.7). The feasibility study costs associated with this projects will be requested under the Chief Executive delegation (Report No 191/2016), and if approved, will be funded from the SEND capital budget.

**Schools Expansion Project**

3.5.11 Catmose Project (Budget £5.4m – Report 38/2021) - The capital programme enables the local authority to meet its statutory obligation to provide sufficient secondary school places within Rutland.

3.5.12 A two-stage feasibility study for school expansion across all of the secondary provision in Rutland was completed in February 2020. The second stage feasibility study was to look at the preferred site at Catmose College to deliver 30 additional places through the development of an 8 Form Entry secondary school.

3.5.13 The project is managed by Catmose School, payments are made after each milestone, the first payment for remodelling and refurbishment was paid July 2021. The remaining milestones will be paid over the next two years. The new build will begin in Spring 2022 (subject to planning permission). All works are expected to be completed by the summer 2024.

3.5.14 An update paper will be presented to Cabinet in December.

**Digital Rutland**

3.5.15 Local Full Fibre Network (LFFN) (Budget £2.229m – Report 159/2019) - the LFFN project supports full fibre connectivity to public buildings within Rutland. The programme was successfully delivered in 2020/21 to the 55 public sector sites. An external agency will be assisting the Council to finalising the contract closure for LFFN. It is expected that the project will come in under budget.

3.5.16 The original project was funded by Building Digital UK (BDUK) and Rutland County Council (RCC) based on a ratio split. The funding from BDUK was paid in full during the early stages of the Project. At the end of the project any underspends will result in a clawback to BDUK based on the same ratio split. Details of the clawback will be reported once confirmation is received from BDUK.

3.5.17 Since June 2021 the project has been managed by the Economic Development Budget Manager, who has resigned and will be leaving the Council in November. In the short term the project will be managed by the external agency.

**Affordable housing**

3.5.18 Affordable Housing Brooke Road, Oakham (Budget £650k – 133/2020 & 04/2021) - The project is for the development on the former allotment site at Brooke Road. The project is expected to start 2022, subject to planning permission.

**Highways**

3.5.19 Highways (Budget £2.6m Report 39/2021 & 65/2021) - The projects below are funded from Department of Transport capital funding. The 2021/22 capital schemes could be at risk of not being delivered in year due to a shortage in HGV drivers.

| Project Description | 2021/22 Budget | Comments |
|---|---|---|
| Footways Dressing | 57,700 | Works started at the beginning of Oct 21 |
| Pre-Surface Dressing Patching | 430,000 | Majority of the works will be completed by Oct 21, a small contingency will be used after Dec 21 |
| Surface Dressing | 690,000 | Works completed (August 2021) |
| Footways | 135,200 | Works are ongoing, all works have been committed. |
| Bridges | 93,000 | Delays due to shortage of stone mason, current looking for alternative schemes |
| Carriageway Micro asphalt | 90,200 | Works completed (September 2021) |
| Langham Drainage Feasibility Study | 20,000 | Works are ongoing, investigation works have been completed. |
| Drainage Schemes | 158,200 | All works have been committed, works ongoing throughout the year |
| Street Lighting | 100,000 | Testing all street lighting columns, smaller villages done first. Work ongoing for Uppingham and Oakham |
| A6003 Uppingham to Caldecott | 200,000 | Works Completed (Summer 2021) |
| Regen carriageway recycle | 146,000 | Works Completed (September 2021) |
| Condition Survey & Programming | 60,000 | N/A – Yearly surveys relating to capital projects |
| Capital Overheads & Capitalised Salary Costs | 480,000 | The capital contribution will be calculated at year end, expected to give a £70k revenue saving for overhead |
| | 2,660,300 | |

**ITB Capital projects (Budget £1.2m report 25/2021)**

3.5.20 The Highways and Transport Working Group meet every two months to provide an update on current issue and schemes. Any schemes under £10k are approved by the budget manager, those schemes over £10k but less than £200k are approved under delegation. So far this year we have 6 schemes totalling £207k that have been approved under delegation, these are published on the Councils website[1].

[1] **Officer Decisions**

Further details on the Local Transport Plan[2] can be found on the council website.

**Oakham Castle Restoration project (Budget £2.4m Report 044/2017)**

3.5.21 The final grant claim to Heritage Lottery has now been received. A further £11.2k has been added to the project under ring-fenced delegation to complete any outstanding works. To celebrate the end of the project a free event was held on Sunday 10th October.

**Updates on projects that are overspending**

**Brightways Move (Budget £100k Report 38/2021)**

3.5.22 The relocation of Brightways from the Catmose College site is part of the expansion project to create more school places within Rutland (Paragraph 3.5.7).

3.5.23 This project is expected to overspend by £7k. A decision was made that the works for the quiet room should be completed as part of the project, this was more cost effective and less disruptive for the RALSS and Community Care Hub Operation The overspend, if approved by Cabinet, will be funded from a revenue contribution to capital.

3.5.24 Revenue funding for the £7k overspend has been identified within the Day Opportunities Service.

**Changing Places at Active Rutland Hub (Budget £52.7k Ring fenced funding)**

3.5.25 The Community Support Team provides a Day Opportunities Service for people living with significant learning disabilities. In order to provide fully accessible therapeutic and enriching physical activities at the Active Rutland Hub, the Hub required a changing place toilet to be installed. The new facility will benefit the wider community who are also living with significant disabilities and requiring such facilities, whether they are using the facility when out and about in Rutland or when attending future activities at Active Rutland Hub.

3.5.26 The project is expected to overspend by £4k due to unforeseen issues such as drainage and ceiling works. No changes have been made to the scope of the works.

3.5.27 Revenue funding for the £4k overspend has been identified within the Day Opportunities Service.

[2] **Local Transport Plan**

## 3.6 Updates for project on hold

| Project Description | Budget 2021/22 | Update |
|---|---|---|
| Future Maintenance Requirements | 85,000 | The project has been placed on hold until the Strategic Property Review has been completed in 2021/22. |
| Commercial Investments | 10,000,000 | The Council is not actively looking for potential investment properties at this time. Changes to funding guidance as outlined in mid-year Treasury update mean that this may be removed from the capital programme.<br><br>This will not release resources for other projects as investments would have been funded by borrowing. |
| Oakham Town Centre | 85,800 | The Oakham Town Centre project was created for potential future design and maintenance works. No plans are in place for use of the remaining funding. |
| Sports Grants | 156,600 | The capital project was approved in 2015. £343k of funding has already been allocated to a number of community bodies.<br><br>The final grant award to Royce Rangers is expected to happen in 2021/22 (£75k). No further work is planned so this project is likely to be closed at Outturn, any unallocated funding would therefore become available for other leisure projects. |

## 3.7 Funding Updates

3.7.1 The final s106 instalment (£770k) for the Spinney Hill development is now due, The s106 payment will be used as a contribution towards future works in the following areas:

- Highways and Transportation;
- Recreation, Sports and Leisure; and
- Children and Young People.

## 3.8 Future capital projects

3.8.1 The project listed below, are potential future capital projects that may be brought forward for approval over the next 12 months.

3.8.2 Levelling Up fund bid – the Council may submit a bid for Levelling Up funding. Once details have been announced, the Council may be asked to decide how much match funding it wishes to include the bid.

3.8.3 Property Asset Review – Cabinet approval was granted on the 21st September

2021 for the preparation of a property asset review on its operational and commercial properties. The review will assist with decision making about the future of Rutland County Councils property assets and planned repairs programme.

3.8.4 Speed Indicator Device Review – The potential scheme would look at replacing 69 Speed Indicator Devices (SIDs) across Rutland over a three year period.

3.8.5 Leisure – The Council's leisure project and a decision on the future of leisure provision may lead to additional capital expenditure on existing or new provision.

3.8.6 Bus Service Improvement Plan – In March 2021 the Government launched a new National Bus Strategy to improve bus services in England in order to avoid a car led recovery from the Covid 19 pandemic. The aim is to provide the bus as a practical and attractive alternative to the car. The Council is submitting a bid for funding. The amount of funding available is still not certain.

3.8.7 Fleet Replacement – In house fleet replacement scheme will be included as part of the annual Integrated Transport Cabinet Paper. The scheme provides transport to educations establishments for students with Special Educational Needs and Disabilities (SEND).

3.8.8 SEND Capital Funding – A paper will be going to cabinet in December on the future plans to improve the outcome for children and young people with Special Educations Needs and Disabilities (SEND) and assist them as they mature into independence.

## 4 UNALLOCATED FUNDING

4.1 Currently the Council is holding capital funds that have not yet been committed to a project. A breakdown of the funds held is shown in the table below.

| **Uncommitted Funding Held** | **Opening Balance 2021/22** | **Grant Awarded** | **Capital Financing 2021/22** | **Uncommitted Funding** |
|---|---|---|---|---|
| | **£000** | **£000** | **£000** | **£000** |
| Adult Social Care | (225) | 0 | 0 | (225) |
| Basic Needs | (2,897) | (1,689) | 4,586 | 0 |
| Capital Maintenance | (1,296) | (154) | 1,013 | (437) |
| Highways | (2,329) | (2,843) | 3,809 | (1,362) |
| Schools Targeted Capital | (317) | (518) | 784 | (51) |
| Miscellaneous | (263) | (478) | 714 | (27) |
| **Total** | | | | **(2,102)** |
| CIL | (1,804) | (300) | | (2,104) |
| Section 106 | (2,949) | (100) | 1,028 | (2,022) |
| Hawksmead Agreement | (3,213) | 0 | 45 | (3,168) |
| Capital Receipts | (1,428) | (100) | 61 | (1,467) |
| **Total Uncommitted Funding Available** | | | | **(10,863)** |

4.2 Funding received from developers contributions includes Community Infrastructure Levy, Section 106 and a settlement from the Hawkesmead Agreement. Further details can be found below

- Community Infrastructure Levy (CIL) – The purpose of this levy is to raise funds from developers who are undertaking new building projects. This will help to pay for infrastructure that is needed to support new development such as Highways, education, learning and skills, county sports provision, health facilities etc.

- Section 106 (S106) – The purpose of the S106 agreement is to make a development acceptable. These agreements are now mainly related to affordable Housing and exceptional cases where site specific physical infrastructure, community facilities or services are essential to make the development proposed acceptable

- Hawksmead Agreement – The funding balance is from a non-ring fenced settlement relating to the Oakham North Development.

4.3 The Scrutiny Commission have requested a paper on CIL/S106 balances and how they may be used to meet infrastructure needs moving forward. The Strategic Director of Places is preparing a report for November Scrutiny.

**5 CONSULTATION**

5.1 Formal consultation is not required for any decisions being sought in this report. Internal consultation has been undertaken with all officers regarding the Quarter 2 position and future projects.

**6 ALTERNATIVE OPTIONS**

6.1 Cabinet are requested to approve the revenue contribution to capital for the Brightways move and the changing place project at Active Rutland Hub (£10.7k). Cabinet can choose to reject this request and fund the overspend from prudential borrowing.

**7 FINANCIAL IMPLICATIONS**

7.1 The financial implication on the projects overspend has been highlighted within the report, and will be reflected in the revenue outturn position if approved.

**8 LEGAL AND GOVERNANCE CONSIDERATIONS**

8.1 There are no legal implications arising from this report.

**9 DATA PROTECTION IMPLICATIONS**

9.1 A Data Protection Impact Assessments (DPIA) has not been completed because there are no risks or issues that affect the rights and freedoms of natural persons.

**10 EQUALITY IMPACT ASSESSMENT**

10.1 An Equality Impact Assessment (EqIA) has not been completed as this report does not impact on Council policies and procedures.

**11 COMMUNITY SAFETY IMPLICATIONS**

11.1 There are no community safety implications.

## 12 HEALTH AND WELLBEING IMPLICATIONS

12.1 There are no health and wellbeing implications.

## 13 CONCLUSION AND SUMMARY OF REASONS FOR THE RECOMMENDATIONS

13.1 The mid-year report shows that good progress is being made in delivering the capital programme within budget and shows no material risks to the Council.

## 14 BACKGROUND PAPERS

14.1 None

## 15 APPENDICES

15.1 Appendix A – Capital Programme 2021/22

A Large Print or Braille Version of this Report is available upon request – Contact 01572 722577.

# Appendix A: Capital Programme

| Project Description | Approved Budget at Outturn | New Projects approved | Total Project Budget | Prior Year Outturn | Estimated 2021/22 Outturn | Estimated Project Outturn | Project Over / (Under) Spend |
|---|---|---|---|---|---|---|---|
| | £000 | £000 | £000 | £000 | £000 | £000 | £000 |
| Investment Properties (ON HOLD) | 10,000 | 0 | 10,000 | 0 | 0 | 0 | (10,000) |
| **Total Commercialisation Capital Programme** | **10,000** | **0** | **10,000** | **0** | **0** | **0** | **(10,000)** |
| School Maintenance | 37 | 0 | 37 | 16 | 21 | 37 | 0 |
| School Capital Expansion Project | 5,400 | 0 | 5,400 | 16 | 5,384 | 5,400 | 0 |
| Brightways Move (Expansion) | 100 | 0 | 100 | 7 | 100 | 107 | 7 |
| Highways Capital Projects | 1,173 | 1,487 | 2.660 | 0 | 2,660 | 2,660 | 0 |
| Integrated Transport Block | 1,207 | 0 | 1,207 | 170 | 1,037 | 1,207 | 0 |
| Emergency Active Travel | 31 | 0 | 31 | 2 | 29 | 31 | 0 |
| Oakham Town Centre (ON HOLD) | 428 | 0 | 428 | 342 | 0 | 342 | (86) |
| St Eabbass Close | 0 | 4 | 4 | 0 | 4 | 4 | 0 |
| ITCP – Barleythorpe Roundabout | 0 | 45 | 45 | 0 | 45 | 45 | 0 |
| Future Maintenance Requirements | 85 | 0 | 85 | 0 | 0 | 0 | (85) |
| **Total Asset Management Requirements Capital Programme** | **8,461** | **1,536** | **9,997** | **553** | **9,280** | **9,832** | **(164)** |
| Devolved Formula Capital | 12 | 0 | 12 | 0 | 12 | 12 | 0 |
| Disabled Facilities Grant | 399 | 11 | 410 | 0 | 410 | 410 | 0 |
| Changing Place at ARH | 32 | 21 | 53 | 0 | 56 | 56 | 3 |
| SEND | 1,549 | 0 | 1,549 | 681 | 868 | 1,549 | 0 |
| Sports Grants (ON HOLD) | 500 | 0 | 500 | 343 | 0 | 343 | (157) |

| Project Description | Approved Budget at Outturn | New Projects approved | Total Project Budget | Prior Year Outturn | Estimated 2021/22 Outturn | Estimated Project Outturn | Project Over / (Under) Spend |
|---|---|---|---|---|---|---|---|
| | **£000** | **£000** | **£000** | **£000** | **£000** | **£000** | **£000** |
| Greetham Community Centre | 0 | 28 | 28 | 0 | 28 | 28 | 0 |
| Oakham Castle Restoration | 2,400 | 11 | 2,411 | 2,398 | 13 | 2,411 | 0 |
| Library Home Delivery Service Van | 0 | 18 | 18 | 0 | 18 | 18 | 0 |
| Digital Rutland – LFFN Project | 2,229 | 0 | 2,229 | 1,684 | 545 | 2,229 | 0 |
| Oakham C of E Car Park | 0 | 15 | 15 | 0 | 15 | 15 | 0 |
| Gt Casterton C of E Primary S106 | 43 | 0 | 43 | 0 | 43 | 43 | 0 |
| Ketton Centre (Library & Hub) | 7 | 0 | 7 | 0 | 7 | 7 | 0 |
| SMSJ Fire Exit and Lighting | 0 | 17 | 17 | 0 | 17 | 17 | 0 |
| UCC Performance Arts Facilities | 0 | 9 | 9 | 0 | 9 | 9 | 0 |
| Affordable Housing, Derwent Drive | 0 | 80 | 80 | 0 | 80 | 80 | 0 |
| Affordable Housing, Cottesmore Rd | 0 | 50 | 50 | 0 | 50 | 50 | 0 |
| Affordable Housing, Brooke Road | 650 | 0 | 650 | 0 | 650 | 650 | 0 |
| OEP – Unit 2 and 4 | 110 | 0 | 110 | 66 | 44 | 110 | 0 |
| IT Projects | 103 | 0 | 103 | 9 | 94 | 103 | 0 |
| **Total Strategic Aims and Priorities Capital Programme** | **8,034** | **260** | **8,294** | **5,181** | **2,959** | **8,140** | **(154)** |
| | | | | | | | |
| **Total Capital Programme** | **26,495** | **1,796** | **28,291** | **5,734** | **12,239** | **17,972** | **(10,318)** |

**Report No: 144/2021**
**PUBLIC REPORT**

# CABINET

**16 November 2021**

# MID YEAR REPORT ON TREASURY MANAGEMENT AND PRUDENTIAL INDICATORS 2021/22

**Report of the Portfolio Holder for Finance, Governance and Performance, Change and Transformation**

| | | |
|---|---|---|
| Strategic Aim: | Customer-focussed services | |
| Key Decision: No | Forward Plan Reference: FP/151021 | |
| Exempt Information | No | |
| Cabinet Member(s) Responsible: | Cllr K Payne, Portfolio Holder for Finance, Governance and Performance, Change and Transformation | |
| Contact Officer(s): | Saverio Della Rocca, Strategic Director for Resources (s.151 Officer) | 01572 758159<br>sdrocca@rutland.gov.uk |
| | Andrew Merry, Finance Manager | 01572 758152<br>amerry@rutland.gov.uk |
| Ward Councillors | N/A | |

| DECISION RECOMMENDATIONS |
|---|
| That Cabinet notes the contents of the report. |

## 1 PURPOSE OF THE REPORT

1.1 This report updates Members with the progress against the Treasury Management Strategy, prudential indicators and highlights whether any policies require revision.

1.2 The underlying purpose of this report supports the objective in the CIPFA Code of Practice on Treasury Management (revised 2017) and the Ministry of Housing, Communities and Local Government (MHCLG) Investment Guidance which requires that Members receive reports on and adequately scrutinise the treasury management service.

## 2 BACKGROUND AND MAIN CONSIDERATIONS

2.1 The Council's mid-year treasury report is included in Appendix A and includes information on the performance of the treasury management service. The key points to note for the six months to 30 September 2021 are:

- The Council has invested with institutions as determined by the creditworthiness criteria approved by the Section 151 Officer;

- The Council has made a return on investment of 0.19% compared to the LIBOR rate of 0.16%. The Council is underperforming on its investment income budget by c£135k due to the reduction in the Base Rate to 0.10% as a reaction to the Coronavirus pandemic. The returns achieved are still positive in light of challenging economic conditions. It is unlikely that investment return performance will return to pre Covid levels by 22/23 and this has been noted in the Council's Medium Term Financial Plan (MTFP) as per Appendix A para 3.1.4;

- The Council has not undertaken any external borrowing in the six months to 30 September 2021. The Council is still below its authorised limit for borrowing of £33m (Appendix A para 2.2.3);

- No external debt was repaid early as there was not a financial business case to do so. The total premium (i.e. the charge for repaying early) for the Council's debt portfolio was £19.43m as at 30th September 2021 (Appendix A para 2.3.2);

- CIPFA have released two consultations setting out the proposed changes to the current versions of the Treasury Management Code and Prudential Code. The Council is working through any impact these changes may have but the main headline relates to Council's not borrowing to invest. The Council supports this direction of travel and has not followed the line of other Council's that have commercial investments for purely financial gain and are now experiencing difficulties (Appendix A para 2.4); and

- No commercial investments were made in the first 6 months as no suitable opportunities for investment arose. In light of the emerging guidance (noted above) and the ongoing financial position (as set out in the Mid Year Update) then the Council's previous decision to set aside a notional £10m (via borrowing) for investments will be reviewed as part the budget for 22/23.

## 3 CONSULTATION

3.1 No formal consultation is required.

## 4 ALTERNATIVE OPTIONS

4.1 The report is for noting, there are no alternative options.

## 5 FINANCIAL IMPLICATIONS

5.1 There are no financial implications arising from this report.

## 6 LEGAL AND GOVERNANCE CONSIDERATIONS

6.1 The report meets the requirements of both the CIPFA Code of Practice on Treasury Management, the CIPFA Prudential Code for Capital Finance in Local Authorities and the Council's Financial Procedure Rules. The Council is required to comply with both Codes through Regulations issued under the Local Government Act 2003.

6.2 The Council’s treasury management activities are regulated by a variety of professional codes and statutes and guidance:

- The Local Government Act 2003 (the Act), which provides the powers to borrow and invest as well as providing controls and limits on this activity;
- The Act permits the Secretary of State to set limits either on the Council or nationally on all local authorities restricting the amount of borrowing which may be undertaken;
- Statutory Instrument (SI) 3146 2003, as amended, develops the controls and powers within the Act;
- The SI requires the Council to undertake any borrowing activity with regard to the CIPFA Prudential Code for Capital Finance in Local Authorities;
- The SI also requires the Council to operate the overall treasury function with regard to the CIPFA Code of Practice for Treasury Management in the Public Services;
- Under the Act the CLG has issued Investment Guidance to structure and regulate the Council’s investment activities; and
- Under Section 238(2) of the Local Government and Public Involvement in Health Act 2007 the Secretary of State has taken powers to issue guidance on accounting practices.

6.3 The Council’s Treasury Management Strategy explains how it complies with this legal framework.

**7 DATA PROTECTION IMPLICATIONS**

7.1 A data protection impact assessment has not been completed as there are no data protection implications.

**8 EQUALITY IMPACT ASSESSMENT**

8.1 An Equality Impact Assessment (EqIA) has not been completed because the report does not represent the introduction of a new policy or service or a change / to an existing policy or service that has an impact on any particular group.

**9 COMMUNITY SAFETY IMPLICATIONS**

9.1 There are no community safety implications.

**10 HEALTH AND WELLBEING IMPLICATIONS**

10.1 There are no health and wellbeing implications.

**11 CONCLUSION AND SUMMARY OF REASONS FOR THE RECOMMENDATIONS**

11.1 The report summarises treasury management performance in the year to date and meets the requirements set out in Section 6.

## 12 BACKGROUND PAPERS

12.1 Statement of Accounts 2020/21

## 13 APPENDICES

13.1 Appendix A - Treasury Management Mid-Year Report

13.2 Appendix B - Link Commentary on the six months to 30 September 2021

13.3 Appendix C – Glossary

A Large Print or Braille Version of this Report is available upon request – Contact 01572 722577.

## APPENDIX A - TREASURY MANAGEMENT MID-YEAR REPORT

## 1 THE CAPITAL PRUDENTIAL INDICATORS 2021/22

### 1.1 Capital Expenditure

1.1.1 The Council's capital expenditure plans as set out in the budget are the key driver of treasury management activity. The output of the capital expenditure plans is reflected in the prudential indicators, which are designed to assist members' overview and confirm capital expenditure plans.

1.1.2 The capital expenditure prudential indicator is a summary of the Council's capital expenditure plans, both those agreed previously, and those forming part of this budget cycle. As at 30 September 2021 the Council estimates that it will have capital projects approved of £28.289m. The details of this are shown in the Mid-Year Capital Programme Update (Report No: 144/2021)

1.1.3 The Council's forecast capital expenditure for 2021/22 is £12.23m. The Council does not anticipate making any commercial investments hence the forecast reduction in commercial activities investments. The Mid-Year Capital Programme Update (144/2021) contains detailed analysis of the revised capital programme and financing. The £12.23m was financed as per the table below. The financing need represents an increase in borrowing requirements.

| | **2021/22 Treasury Strategy Estimate*** | **2021/22 Original Estimate ** ** | **2021/22 Revised Estimate** |
|---|---|---|---|
| | **£000** | **£000** | **£000** |
| Total Projects | 449 | 10,718 | 12,230 |
| Total Commercial Activities/ non-financial investments | 10,000 | 10,044 | 0 |
| Total ring fenced grants- unallocated | 3,379 | 0 | 0 |
| **Capital Expenditure** | **13,828** | **20,762** | **12,230** |
| Financed by: | | | |
| Capital Receipts | 0 | 61 | 61 |
| Capital Grants & Contributions | 3,628 | 10,188 | 11,741 |
| Revenue | 0 | 77 | 77 |
| **Total Financing** | **3,628** | **10,326** | **11,879** |
| **Net financing need for the year** | **10,200** | **10,426** | **351** |
| Net financing need relating to commercial investments | 10,000 | 10,000 | 0 |

| | | | |
|---|---|---|---|
| Percentage of total net financing need | 98% | 96% | 0% |

* The Treasury Management Strategy report was presented to Cabinet on 12 January 2021, before the Capital Programme was approved.
** The 2020/21 Outturn Report 66/2021 updated the Capital Programme with 2021/22 carry forwards and additional capital schemes.

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

1.2.1 The second prudential indicator is the Council's Capital Financing Requirement (CFR). The CFR is simply the total historic outstanding capital expenditure which has not yet been paid for from either revenue or capital resources. It is essentially a measure of the Council's indebtedness and its underlying borrowing need. Any capital expenditure above, which has not immediately been paid for, will increase the CFR.

1.2.2 The CFR does not increase indefinitely, as the minimum revenue provision (MRP) is a statutory annual revenue charge which broadly reduces the indebtedness in line with each assets life, and so charges the economic consumption of capital assets as they are used.

1.2.3 The Council's CFR forecast for 2021/22 is shown below; both the overall CFR and with the commercial activities CFR separately identified and represents a key prudential indicator.

| | **2020/21 Actual** | **2021/22 Treasury Strategy Estimate** | **2021/22 Revised Estimate** |
|---|---|---|---|
| | **£000** | **£000** | **£000** |
| **CFR – 1 April** | **20,630** | **20,703** | **20,038** |
| Movement in Year - | | | |
| Net financing need for the year (from table at para 1.1.3) | 22 | 10,200 | 351 |
| MRP | (614) | (641) | (614) |
| **Total Movement in Year** | (592) | 9,559 | (263) |
| **CFR – 31 March** | **20,038** | **30,262** | **19,775** |

| | **2020/21 Actual** | **2021/22 Treasury Strategy Estimate** | **2021/22 Revised Estimate** |
|---|---|---|---|
| | **£000** | **£000** | **£000** |
| **CFR Commercial Activities – 1 April** | **0** | **0** | **0** |

| | | | |
|---|---|---|---|
| Movement in Year - | | | |
| Net financing need for the year | 0 | 10,000 | 0 |
| MRP | 0 | 0 | 0 |
| **Total Movement in Year** | 0 | 10,000 | 0 |
| **CFR Commercial Activities – 31 March** | **0** | **10,000** | **0** |

## 2 BORROWING

### 2.1 Current borrowing portfolio

2.1.1 No additional borrowing has been undertaken so far in 2021/22.

2.1.2 All PWLB loans have been borrowed on a maturity basis. Interest payments will be made every six months on equal instalments throughout the term of the loan, with the principal being re-paid on the maturity date.

2.1.3 The table below shows the actual external debt against the underlying capital borrowing need (the Capital Financing Requirement - CFR), highlighting any over or under borrowing. A key prudential indicator is that the Council needs to ensure that its gross debt does not, except in the short term, exceed the total of the CFR.

| | 2020/21 Actual £000 | 2021/22 TMS Estimate £000 | 2021/22 Revised Estimate £000 | 2022/23 Estimate £000 | 2023/24 Estimate £000 |
|---|---|---|---|---|---|
| Gross Debt | 22,142 | 27,058 | 22,058 | 26,386 | 26,386 |
| Capital Financing Requirement (CFR) | 20,038 | 30,261 | 19,775 | 29,227 | 28,395 |
| **Under / (Over) borrowing** | (2,104) | 3,203 | (2,283) | 2,841 | 2,009 |

*Under Borrowing Position explained in Treasury Management Strategy 2021/22 (161/2020)

2.1.4 Within the above figures the level of debt and the CFR relating to commercial activities / non-financial investment are shown on the next page.  This assumes the Council invests £10m in 22/23 which at this stage looks very unlikely.

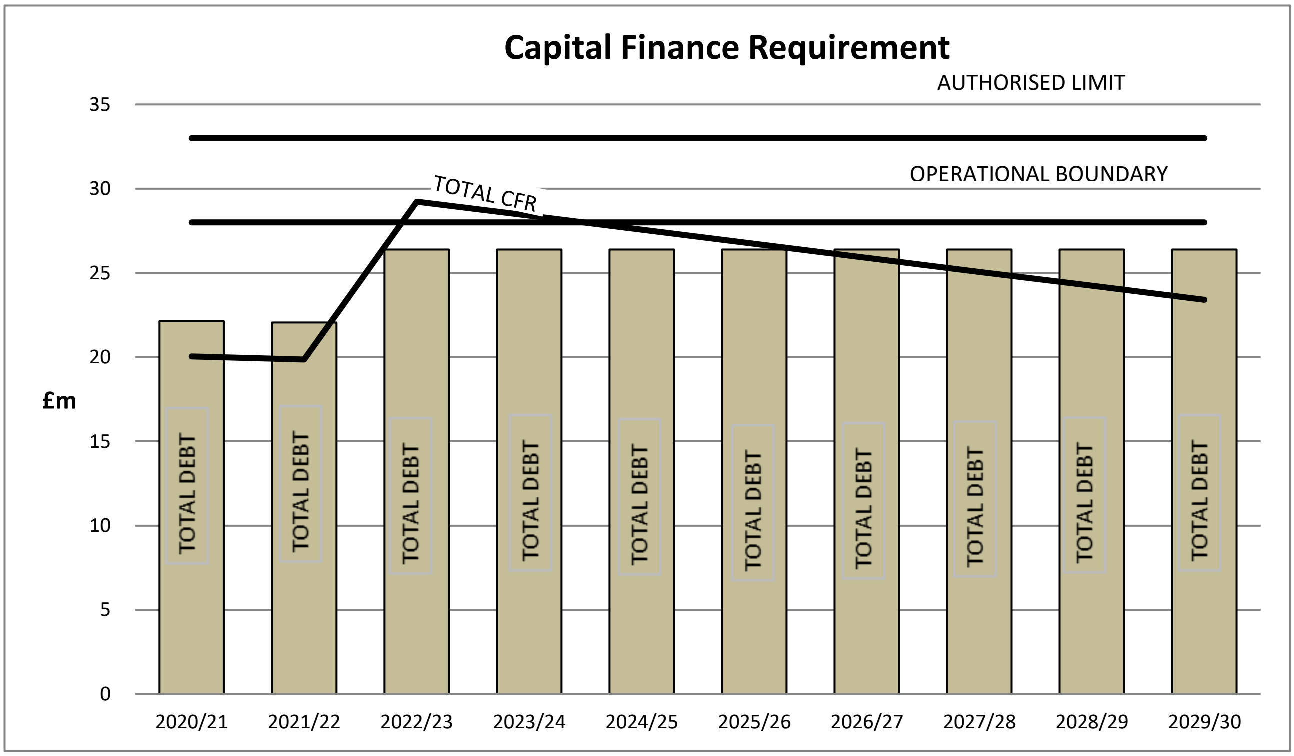
| Commercial Activities | 2020/21 Actual £000 | 2021/22 TMS Estimate £000 | 2021/22 Revised Estimate £000 | 2022/23 Estimate £000 | 2023/24 Estimate £000 |
|---|---|---|---|---|---|
| Gross Debt | 0 | 5,000 | 0 | 5,000 | 5,000 |
| Capital Financing Requirement (CFR) | 0 | 10,000 | 0 | 10,000 | 9,992 |
| **Under / (Over) borrowing** | 0 | 5,000 | 0 | 5,000 | 4,992 |

**2.2 Treasury Indicators: Limits to Borrowing Activity**

2.2.1 ***The operational boundary*** - This is the limit beyond which external debt is not normally expected to exceed. In most cases, this would be a similar figure to the CFR, but may be lower or higher depending on the levels of actual debt and the ability to fund under-borrowing by other cash resources.

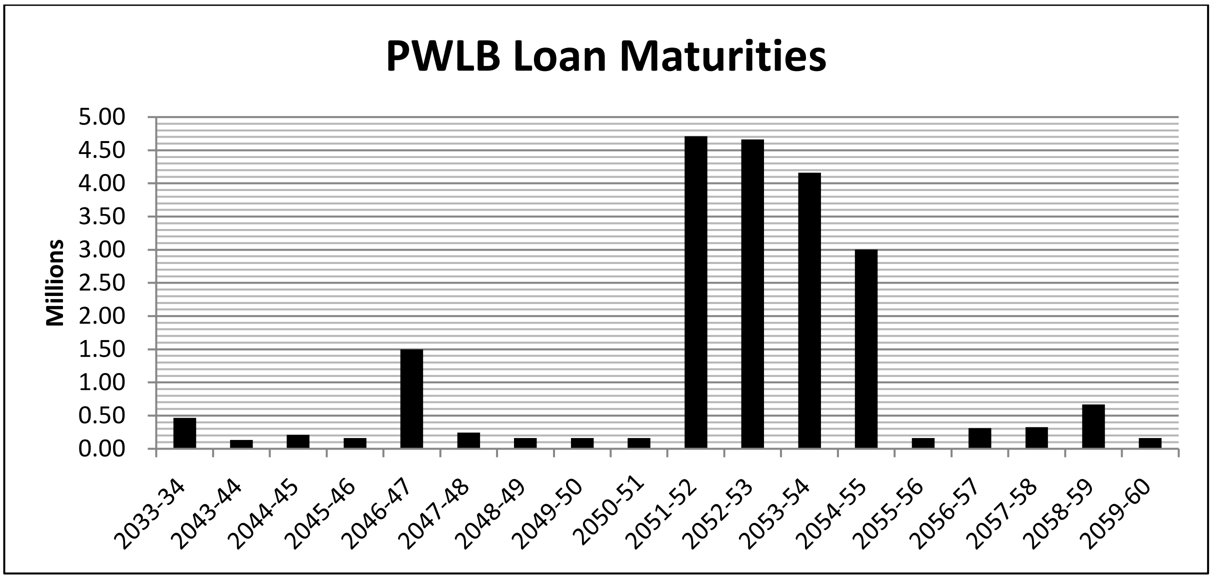
2.2.2 ***The authorised limit for external debt***. A further key prudential indicator represents a control on the maximum level of borrowing. This represents a limit beyond which external debt is prohibited, and this limit needs to be set or revised by the full Council. It reflects the level of external debt which, while not desired, could be afforded in the short term, but is not sustainable in the longer term.

2.2.3 The graph below shows where we currently are against all of the borrowing prudential indicators.



### 2.3 Debt Repayment and rescheduling

2.3.1 The table below demonstrates when PWLB debt is due to be repaid.




2.3.2 The latest advice from Link, the Council's Treasury Management Advisors, indicates that the premium at 30 September 2021 was £19.43m. This would mean it would cost £19.43m in addition to the £21.386m principal to repay the Council's PWLB loans.

### 2.4 CIPFA consultations on Prudential Code and Treasury Management Code

2.4.1 The Prudential Code was previously updated in 2017. The current review is being undertaken in response to the report last year of the Public Accounts Committee into local authority investment in commercial property. The current Prudential Framework places a degree of reliance on local authorities to comply with the intent and spirit of the Framework and not to actively seek ways, whatever the motivation, to diverge from its principles of prudence, affordability and sustainability. It also relies on robust local decision-making and governance. Changes are now being proposed to ensure it adapts to reflect new risks and challenges, namely borrowing for commercial investments.

2.4.2 A key plank of CIPFA's consultation is "Why shouldn't authorities borrow to invest?" This document is quite clear that authorities should not borrow to invest and goes into various reasons for this.

2.4.3 Firstly, commercial investments are generally in higher risk asset classes. This is likely to mean uncertain and volatile asset prices or income. Commercial property is also relatively illiquid compared with most financial investments, and is likely to take several months at least to realise. An urgent sale, if the authority's circumstances or if market conditions change, may not produce the best price. Such investments require expert due diligence before purchase, and careful asset monitoring and management afterwards. Local authorities do not always have these skills, and should not rely on external advice unless they understand the product and the risks themselves. If the investment goes wrong, the cost falls on public services or the local taxpayer.

2.4.4 Secondly, if authorities borrow to invest primarily for financial return, this constitutes 100% debt leverage. The intention is to earn a margin between borrowing costs and investment income, in the expectation that the income will be higher than the costs. However, the margin earned is not free money, but prices in the market's assessment of the additional risks involved. The higher the margin, the more at risk the investment is likely to be. If the investment underperforms, it may result in revenue account losses to the authority, or a capital loss on redemption.

2.4.5 Thirdly, leveraged investment considerably magnifies these risks, because it also brings borrowing risks such as interest rate risk and refinancing risk. The authority has a fixed debt repayment liability on one side of the balance sheet, but an uncertain asset value on the other side of the balance sheet. This can be expressed in terms of market values: if markets move the wrong way for the authority, the fair value of the borrowing liability may become significantly higher whilst the fair value of the investments may fall. The authority would be at a loss in its leveraged investment activity.

2.4.6 Finally, commercial investments (including commercial property) are not part of cashflow management or prudent treasury risk management, and they do not directly help deliver service outcomes. Leveraged investment is a form of speculation, which chooses to take on additional risk in order to earn a profit, much as an investment bank or property company might do.

2.4.7 The Treasury Management Code was previously updated in 2017. Since then, the landscape for public services has changed. The increasing profile of the role of treasury management as a result of the pandemic, the disciplines and skills required to meet the advances brought forward by issues such as the Markets in Financial Instruments Directive, known as MIFID II, and the increasing complexity of transactions in the sector all underline the importance of the Treasury Management Code and its guidance. In addition, the rise in commercial non-treasury investments is a contributing factor behind the need to strengthen its provisions to ensure that they are fit for the 21st century.

2.4.8 The Council is currently working through the impact these changes will have.

## 3 INVESTMENT STRATEGY

### 3.1 Investment overview

3.1.1 The Council receives substantial income from council tax, business rates and central government. The majority of council tax and business rates payments are received between April and January, with expenditure being fairly static throughout the year.

3.1.2 During the first half year investments have ranged from £44.06m to £52.72m. The table on the next page shows the level of investments held at 30 September 2021 and the forecasted balances to the end of the Financial Year.

| | Investments 31-Mar-21<br><br>£000 | Investments 30-Sep-21<br><br>£000 | Forecast Investments 31-Mar-22<br><br>£000 |
|---|---|---|---|
| UK Banks *(f)* | 21,313 | 23,285 | 13,785 |
| UK Building Societies *(f)* | 5,000 | 12,000 | 5,000 |
| UK Local Authorities | 16,500 | 16,500 | 15,000 |
| **Total Fixed Interest Rates *(f)*** | **42,813** | **51,785** | **33,785** |
| **Total Variable Interest Rates *(v)*** | **0** | **0** | **0** |
| **Total Investments** | **42,813** | **51,785** | **33,785** |

3.1.3 Most of the Councils investments are made at fixed interest rates over 6 -12 months. For cash flow purposes, some funds are held in instant access accounts.

3.1.4 The revised budget position for investment income is:

| | Original Estimate 2021/22<br><br>£000 | Received to 30-Sep-21<br><br>£000 | Revised Estimate 2021/22<br><br>£000 |
|---|---|---|---|
| Investment Income | 228 | 50 | 93 |
| Other Interest Received * | 12 | 0 | 12 |
| Total | 240 | 50 | 105 |

***** The Council also receives interest from sources other than investments. A Housing Association has been recharged £12k for the principal and interest of loans that the Council has made to it, the final payment will be in 2051/52.

## 3.2 Investment Performance

3.2.1 The Code of Practice on Treasury Management requires the Council to set performance indicators to assess the adequacy of the treasury function over the year. An example of a performance indicator often used for the investment treasury function is internal returns above the 6 month LIBOR rate (the average interbank interest rate at which a selection of banks on the London money market are prepared to lend to one another). The Council monitored performance against the LIBOR rate for the first six months of 2021/22 and the results are shown below.

| | 2020/21 | 2021/22 (Q1) | 2021/22 (Q2Cumulative) |
|---|---|---|---|
| RCC Returns (%) | 0.50 | 0.23 | 0.19 |
| LIBOR (%) | 0.11 | 0.11 | 0.16 |

3.2.2 The Council is underperforming against budget by c£135k due to the Base Rate of 0.10% affecting the low interest rates offered by banks and building societies and is the main reason returns have fallen.

3.2.3 The Council is outperforming the LIBOR rate due to fixed rate investments placed that achieved a higher rate of return prior to the base rate reduction during March 2020. For example, 364 day investment traded in February 2020 achieved an interest rate of 1.05%, comparatively an investment traded in September 2021 with the same maturity achieved an interest rate of 0.18%. The gap between LIBOR and RCC's performance will continue to narrow as these investments with higher rate of return mature.

### 3.3 Affordability Prudential Indicators

3.3.1 The previous sections cover the overall capital and control of borrowing prudential indicators, but within this framework prudential indicators are required to assess the affordability of the capital investment plans. These provide an indication of the impact of the capital investment plans on the Council's overall finances. The Council is asked to approve the following indicators:

3.3.2 **Ratio of Financing Costs to Net Revenue Stream** - This indicator identifies the trend in the cost of capital (borrowing and other long term obligation costs net of investment income) against the net revenue stream.

| | Original Estimate 2021/22 £000 | Forecast Quarter 2 2021/22 £000 |
|---|---|---|
| Financing Costs | | |
| Capital Financing Costs | 1.646 | 1.646 |
| Interest Receivable | (0.240) | (0.105) |
| A | 1.406 | 1.541 |
| Revenue Stream | | |
| Government Grants | 4.965 | 5.902 |
| Retained Business Rates | 5.403 | 5.638 |
| Council Tax | 28.456 | 28.425 |
| B | 38.82 | 39.97 |
| Ratio (A divided by B as a percentage) | 3.62% | 3.86% |

The estimates of financing costs include current commitments and the proposals in the budget report.

**Appendix B. Link Asset Services Commentary on the Economy and Interest Rates**

**ECONOMICS UPDATE**

- The Monetary Policy Committee (MPC) on 5.8.21 voted unanimously to leave Bank Rate unchanged at 0.10% and made no changes to its programme of quantitative easing purchases due to finish by the end of this year at a total of £895bn; only one MPC member voted to stop these purchases now to leave total purchases £45bn short of the total target.

- While that was all very much unchanged from previous MPC decisions over the last year, there was a major shift from indicating no expected tightening any time soon to now flagging up that interest rate increases were now on the horizon. There was disagreement among MPC members, some of whom felt that the forward guidance that the MPC won't tighten policy until inflation "is achieving the 2% inflation target sustainably", had already been met. Although other MPC members did not agree with them, they did all agree that "some modest tightening of monetary policy over the forecast period was likely to be necessary to be consistent with meeting the inflation target sustainably in the medium term".

- The MPC was more upbeat in its new 2-3 year forecasts so whereas they had expected unemployment to peak at 5.4% in Q3, the MPC now thought that the peak had already passed. (It is to be noted though, that the recent spread of the Delta variant has damaged growth over the last couple of months and has set back recovery to the pre-pandemic level of economic activity till probably late 2021.)

- We have been waiting for the MPC to conclude a review of its monetary policy as to whether it should raise Bank Rate first before reducing its balance sheet (quantitative easing) holdings of bonds. This review has now been completed so we learnt that it will start to tighten monetary policy by: -
    1. Placing the focus on raising Bank Rate as "the active instrument in most circumstances".
    2. Raising Bank Rate to 0.50% (1.50% previously), before starting on reducing its holdings.
    3. Once Bank Rate is at 0.50% it would stop reinvesting maturing gilts.
    4. Once Bank Rate had risen to at least 1%, it would start selling its holdings.

- What the MPC did not give us was any indication on when it would start raising Bank Rate. Inflation is currently expected to peak at over 4% during 2021. The key issue then is whether this is just going to be transitory inflation or whether it will morph into inflation which will exceed the MPC's 2% target <u>on an ongoing basis</u>. In his press conference, Governor Andrew Bailey said, "the challenge of avoiding a steep rise in unemployment has been replaced by that of ensuring a flow of labour into jobs" and that "the Committee will be monitoring closely the incoming evidence regarding developments in the labour market, and particularly unemployment, wider measures of slack, and underlying wage pressures." In other words, it's worried that labour shortages will push up wage growth by more than it expects and that, as a result, CPI inflation will stay above the 2% target for longer. Which then raises an interesting question as to whether the million or so workers who left the UK during the pandemic, will come back to the UK and help to relieve wage inflation pressures. We also have an unknown as to how trade with the EU will evolve once the pandemic distortions have dissipated now that the UK no longer has tariff free access to EU markets.

- At the current time, the MPC's forecasts are showing inflation close to, but just below, its 2% target in 2 to 3 years' time. The initial surge in inflation in 2021 and 2022 is due to a combination of base effects, one off energy price increases and a release of pent-up demand, particularly from consumers who have accumulated massive savings during the pandemic, hitting supply constraints. However, these effects will gradually subside or fall out of the calculation of inflation. The issue for the MPC will, therefore, turn into a question of when the elimination of spare capacity in the economy takes over as being the main driver to push inflation upwards and this could then mean that the MPC will not start tightening policy until 2023. Remember, the MPC has sets its policy as being wanting to see inflation coming in sustainably over 2% to counteract periods when inflation was below 2%. While financial markets have been pricing in a hike in Bank Rate to 0.25% by mid-2022, and to 0.50% by the end of 2022, they appear to be getting ahead of themselves. The first increase to 0.25% is more likely to come later; our forecast shows the first increase in Q1 of 23/24 and the second to 0.50% in Q4 of 23/24. The second increase would then open the way for the Bank to cease reinvesting maturing bonds sometime during 2024.

**Gilt and treasury yields**
Since the start of 2021, we have seen a lot of volatility in gilt yields, and hence PWLB rates. During the first part of the year, US President Biden's, and the Democratic party's determination to push through a $1.9trn (equivalent to 8.8% of GDP) fiscal boost for the US economy as a recovery package from the Covid pandemic was what unsettled financial markets. However, this was in addition to the $900bn support package already passed in December 2020 under President Trump. This was then followed by additional Democratic ambition to spend further huge sums on infrastructure and an American families plan over the next decade which are caught up in Democrat / Republican haggling. Financial markets were alarmed that all this stimulus, which is much bigger than in other western economies, was happening at a time in the US when: -

1. A fast vaccination programme has enabled a rapid opening up of the economy.
2. The economy had already been growing strongly during 2021.
3. It started from a position of little spare capacity due to less severe lockdown measures than in many other countries. A combination of shortage of labour and supply bottle necks is likely to stoke inflationary pressures more in the US than in other countries.
4. And the Fed was still providing monetary stimulus through monthly QE purchases.

These factors could cause an excess of demand in the economy which could then unleash stronger and more sustained inflationary pressures in the US than in other western countries. This could then force the Fed to take much earlier action to start tapering monthly QE purchases and/or increasing the Fed rate from near zero, despite their stated policy being to target average inflation. It is notable that some Fed members have moved forward their expectation of when the first increases in the Fed rate will occur in recent Fed meetings. In addition, more recently, shortages of workers appear to be stoking underlying wage inflationary pressures which are likely to feed through into CPI inflation. A run of strong monthly jobs growth figures could be enough to meet the threshold set by the Fed of "substantial further progress towards the goal of reaching full employment". However, the weak growth in August, (announced 3.9.21), has spiked anticipation that tapering of monthly QE purchases could start by the end of 2021. These purchases are currently acting as downward pressure on treasury yields. As the US financial markets are, by far, the biggest financial markets in the world, any trend upwards in the US will invariably impact and influence financial markets in other countries. However, during June and July, longer term yields fell sharply; even the large non-farm payroll increase in the first week of August seemed to cause the markets little concern, which is somewhat puzzling, particularly in the context of the concerns of many commentators that inflation may not be as transitory as the Fed is expecting it to be. Indeed, inflation pressures and erosion of surplus economic capacity look much stronger in the US than in the UK. As an average since 2011, there has been a 75% correlation between movements in 10-year treasury yields and 10 year gilt yields. This is a significant upward risk exposure to our forecasts for longer term PWLB rates. However, gilt yields and treasury yields do not always move in unison.

There are also possible downside risks from the huge sums of cash that the UK populace have saved during the pandemic; when savings accounts earn little interest, it is likely that some of this cash mountain could end up being invested in bonds and so push up demand for bonds and support their prices i.e., this would help to keep their yields down. How this will interplay with the Bank of England eventually getting round to not reinvesting maturing gilts and then later selling gilts, will be interesting to keep an eye on.

A new era – a fundamental shift in central bank monetary policy

One of the key results of the pandemic has been a fundamental rethinking and shift in monetary policy by major central banks like the Fed, the Bank of England and the ECB, to tolerate a higher level of inflation than in the previous two decades when inflation was the prime target to bear down on so as to stop it going above a target rate. There is now also a greater emphasis on other targets for monetary policy than just inflation, especially on 'achieving broad and inclusive "maximum" employment in its entirety' in the US before consideration would be given to increasing rates. Although there are nuances between the monetary policy of all three banks, the overall common ground is allowing the inflation target to be symmetrical so that inflation averages out the dips down and surges above the target rate, over an unspecified period of time. For local authorities, this means that interest rates will not be rising as quickly or as high as in previous decades when the economy recovers from a downturn and the recovery eventually runs out of spare capacity to fuel continuing expansion. Labour market liberalisation since the 1970s has helped to break the wage-price spirals that fuelled high levels of inflation and has now set inflation on a lower path which makes this shift in monetary policy practicable. In addition, recent changes in flexible employment practices, the rise of the gig economy and technological changes, will all help to lower inflationary pressures. Governments will also be concerned to see interest rates stay lower as every rise in central rates will add to the cost of vastly expanded levels of national debt; (in the UK this is £21bn for each 1% rise in rates). On the other hand, higher levels of inflation will help to erode the real value of total public debt.

Globally, our views on economies are as follows: -

- **EU.** The slow role out of vaccines initially delayed economic recovery in early 2021 but the vaccination rate has picked up sharply since then. After a contraction of -0.3% in Q1, Q2 came in with strong growth of 2.2% which is likely to continue into Q3, though some countries more dependent on tourism may struggle. There is little sign that underlying inflationary pressures are building to cause the ECB any concern.

- **China.** After a concerted effort to get on top of the virus outbreak in Q1 2020, economic recovery was strong in the rest of the year; this enabled China to recover all the initial contraction. Policy makers both quashed the virus and implemented a programme of monetary and fiscal support that was particularly effective at stimulating short-term growth. At the same time, China's economy benefited from the shift towards online spending by consumers in developed markets. These factors helped to explain its comparative outperformance compared to western economies during 2021. However, the pace of economic growth will fall back after this initial surge of recovery from the pandemic. China is also now struggling to contain the spread of the Delta variant through sharp local lockdowns which will damage economic growth. There are also questions as to how effective Chinese vaccines are proving.

- **Japan.** After declaring a second state of emergency on 7th January, which depressed growth in Q1 2021, the economy was expected to make a strong recovery to pre-pandemic GDP levels in the rest of the year as the slow role out of vaccines eventually gathers momentum. However, the Delta variant has now raised questions as to whether lockdowns will be needed to contain it and to protect the health service from being overwhelmed.

- **World growth.** Further progress on vaccine rollouts, continued policy support, and the re-opening of most major economies should mean that global GDP growth in 2021 will grow at its fastest rate since 1973. The spread of the Delta variant poses the greatest risk to this view, particularly in large parts of the emerging world where vaccination coverage is typically lower than in advanced economies. Continued strong recovery will be accompanied by higher inflation. While most of the arithmetic and commodity price effects boosting inflation in recent months are behind us, goods shortages will last well into 2022 as order backlogs are worked through and inventories are replenished. What's more there is mounting evidence that rapid re-opening of economies generates labour shortages, which could exert further upward pressure on firms' costs. So, global inflation is unlikely to drop back until next year.

The Council's treasury advisor, Link Group, provided the following forecasts on 29th September 2021 (PWLB rates are certainty rates, gilt yields plus 80bps):

| Link Group Interest Rate View | 29.9.21 | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|
| | Dec-21 | Mar-22 | Jun-22 | Sep-22 | Dec-22 | Mar-23 | Jun-23 | Sep-23 | Dec-23 | Mar-24 |
| BANK RATE | 0.10 | 0.10 | 0.25 | 0.25 | 0.25 | 0.25 | 0.50 | 0.50 | 0.50 | 0.75 |
| 3 month ave earnings | 0.10 | 0.10 | 0.20 | 0.20 | 0.30 | 0.40 | 0.50 | 0.50 | 0.60 | 0.70 |
| 6 month ave earnings | 0.20 | 0.20 | 0.30 | 0.30 | 0.40 | 0.50 | 0.60 | 0.60 | 0.70 | 0.80 |
| 12 month ave earnings | 0.30 | 0.40 | 0.50 | 0.50 | 0.50 | 0.60 | 0.70 | 0.80 | 0.90 | 1.00 |
| 5 yr PWLB | 1.40 | 1.40 | 1.50 | 1.50 | 1.60 | 1.60 | 1.60 | 1.70 | 1.70 | 1.70 |
| 10 yr PWLB | 1.80 | 1.80 | 1.90 | 1.90 | 2.00 | 2.00 | 2.00 | 2.10 | 2.10 | 2.10 |
| 25 yr PWLB | 2.20 | 2.20 | 2.30 | 2.30 | 2.40 | 2.40 | 2.40 | 2.50 | 2.50 | 2.60 |
| 50 yr PWLB | 2.00 | 2.00 | 2.10 | 2.20 | 2.20 | 2.20 | 2.20 | 2.30 | 2.30 | 2.40 |

Additional notes by Link on this forecast table: -

- LIBOR and LIBID rates will cease from the end of 2021. Work is currently progressing to replace LIBOR with a rate based on SONIA (Sterling Overnight Index Average). In the meantime, our forecasts are based on expected average earnings by local authorities for 3 to 12 months.
- Our forecasts for average earnings are averages i.e., rates offered by individual banks may differ significantly from these averages, reflecting their different needs for borrowing short term cash at any one point in time.
- We will maintain continuity by providing clients with LIBID investment benchmark rates on the current basis.

The coronavirus outbreak has done huge economic damage to the UK and to economies around the world. After the Bank of England took emergency action in March 2020 to cut Bank Rate to 0.10%, it left Bank Rate unchanged at its subsequent meetings, although some forecasters had suggested that a cut into negative territory could have happened prior to more recent months when strong recovery started kicking in. However, the minutes of the Monetary Policy Committee in February 2021 made it clear that commercial banks could not implement negative rates within six months; by that time the economy would be expected to be recovering strongly and so there would be no requirement for negative rates. As shown in the forecast table above, one increase in Bank Rate from 0.10% to 0.25% has now been included in quarter 1 of 2023/24 and another increase to 0.50% in quarter 4 of 23/24, as an indication that the Bank of England will be starting monetary tightening during this year.

**PWLB RATES**. There was much speculation during the second half of 2019 that bond markets were in a bubble which was driving bond prices up and yields down to historically very low levels. The context for that was heightened expectations that the US could have been heading for a recession in 2020. In addition, there were growing expectations of a downturn in world economic growth, especially due to fears around the impact of the trade war between the US and China, together with inflation generally at low levels in most countries and expected to remain subdued. Combined, these conditions were conducive to very low bond yields. While inflation targeting by the major central banks has been successful over the last 30 years in lowering inflation expectations, the real equilibrium rate for central rates has fallen considerably due to the high level of borrowing by consumers. This means that central banks do not need to raise rates as much now to have a major impact on consumer spending, inflation, etc. The consequence of this has been the gradual lowering of the overall level of interest rates and bond yields in financial markets. Over the year prior to the coronavirus crisis, this resulted in many bond yields up to 10 years turning negative in the Eurozone. In addition, there was, at times, an inversion of bond yields in the US whereby 10 year yields fell below shorter-term yields. In the past, this has been a precursor of a recession.

Gilt yields had, therefore, already been on a generally falling trend up until the coronavirus crisis hit western economies during March 2020 which caused gilt yields to spike up. However, yields then fell sharply in response to major western central banks taking rapid policy action to deal with excessive stress in financial markets during March and starting massive quantitative easing driven purchases of government bonds: these actions also acted to put downward pressure on government bond yields at a time when there was a huge and quick expansion of government expenditure financed by issuing government bonds. Such unprecedented levels of issuance in “normal” times would have caused bond yields to rise sharply.

At the start of January 2021**,** all gilt yields from 1 to 8 years were negative: however, since then all gilt yields have become positive and rose sharply, especially in medium and longer-term periods, until starting a significant decline since May. The main driver of the increases was investors becoming progressively more concerned at the way that inflation was expected to rise sharply in major western economies during 2021 and 2022. However, repeated assurances by the Fed in the US, and by other major world central banks, that inflation would spike up after Covid restrictions were abolished, but would only be transitory, have eventually allayed those investor fears. However, there is an alternative view that the US Fed is taking a too laid-back view that inflation pressures in the US are purely transitory and that they will subside without the need for the Fed to take any action to tighten monetary policy. This could mean that US rates will end up rising faster and sharper if inflationary pressures were to escalate; the consequent increases in treasury yields could well spill over to cause (lesser) increases in gilt yields.

As the interest forecast table for PWLB certainty rates, (gilts plus 80bps), above shows, there is likely to be an unwinding of the currently depressed levels of PWLB rates and a steady rise over the forecast period, with some degree of uplift due to rising treasury yields in the US.

There is likely to be exceptional volatility and unpredictability in respect of gilt yields and PWLB rates due to the following factors: -

- How strongly will changes in gilt yields be correlated to changes in US treasury yields?
- Will the Fed take action to counter increasing treasury yields if they rise beyond a yet unspecified level?
- Would the MPC act to counter increasing gilt yields if they rise beyond a yet unspecified level?
- How strong will inflationary pressures turn out to be in both the US and the UK and so impact treasury and gilt yields?
- How will central banks implement their new average or sustainable level inflation monetary policies?
- How well will central banks manage the withdrawal of QE purchases of their national bonds i.e., without causing a panic reaction in financial markets as happened in the "taper tantrums" in the US in 2013?
- Will exceptional volatility be focused on the short or long-end of the yield curve, or both?

The forecasts are also predicated on an assumption that there is no break-up of the Eurozone or EU within our forecasting period, despite the major challenges that are looming up, and that there are no major ructions in international relations, especially between the US and China / North Korea and Iran, which have a major impact on international trade and world GDP growth.

**The balance of risks to the UK**

- The overall balance of risks to economic growth in the UK is now to the upside though there are still residual risks from Covid variants - both domestically and their potential effects worldwide, and from various shortages.

- There is relatively little domestic risk of increases in Bank Rate exceeding 0.50% in the next two to three years and, therefore, in shorter-term PWLB rates.

Downside risks to current forecasts for UK gilt yields and PWLB rates currently include:

- Mutations of the virus render current vaccines ineffective, and tweaked vaccines to combat these mutations are delayed, resulting in further national lockdowns or severe regional restrictions.

- MPC acts too quickly in unwinding QE or increasing Bank Rate and causes UK economic growth, and increases in inflation, to be weaker than we currently anticipate.

- The Government implements an austerity programme that supresses GDP growth.

- Labour and material shortages do not ease over the next few months and further stifle economic recovery.

- The lockdowns cause major long-term scarring of the economy.

- UK / EU trade arrangements – if there was a major impact on trade flows and financial services due to complications or lack of co-operation in sorting out significant remaining issues.

- A resurgence of the Eurozone sovereign debt crisis. The ECB has taken monetary policy action to support the bonds of EU states, with the positive impact most likely for "weaker" countries. In addition, the EU agreed a €750bn fiscal support package which has still to be disbursed. These actions will help shield weaker economic regions in the near-term. However, in the case of Italy, the cost of the virus crisis has added to its already huge debt mountain and its slow economic growth will leave it vulnerable to markets returning to taking the view that its level of debt is unsupportable. There remains a sharp divide between northern EU countries favouring low debt to GDP and annual balanced budgets and southern countries who want to see jointly issued Eurobonds to finance economic recovery. This divide could undermine the unity of the EU in time to come.

- Weak capitalisation of some European banks, which could be undermined further depending on the extent of credit losses resulting from the pandemic.

- German minority government & general election in September 2021. In the German general election of September 2017, Angela Merkel's CDU party was left in a vulnerable minority position dependent on the fractious support of the SPD party, because of the rise in popularity of the anti-immigration AfD party. Subsequently, the CDU has done badly in state elections, but the SPD has done even worse. Angela Merkel has stepped down from being the CDU party leader but remains as Chancellor until the general election in 2021. Her appointed successor has not attracted wide support from voters and the result of the general election could well lead to some form of coalition government, though there could be a question as to whether the CDU will be part of it which, in turn, could then raise an issue over the tenure of her successor. This then leaves a question mark over who the major guiding hand and driver of EU unity will be.

- Other minority EU governments. Austria, Sweden, Spain, Portugal, Netherlands, Ireland and Belgium also have vulnerable minority governments dependent on coalitions which could prove fragile and, therein, impact market confidence/economic prospects and lead to increasing safe-haven flows.
- Major stock markets e.g., in the US, become increasingly judged as being over-valued and susceptible to major price corrections. Central banks become increasingly exposed to the "moral hazard" risks of having to buy shares and corporate bonds to reduce the impact of major financial market selloffs on the general economy.
- Geopolitical risks, for example in China, Iran or North Korea, but also in Europe and other Middle Eastern countries, which could lead to increasing safe-haven flows.

Upside risks to current forecasts for UK gilt yields and PWLB rates: -
- Longer term US treasury yields rise strongly and pull UK gilt yields up higher than forecast.

- Vaccinations are even more successful than expected and eradicate hesitancy around a full return to normal life, which leads into a stronger than currently expected recovery in UK and/or other major developed economies.

- The Bank of England is too slow in its pace and strength of increases in Bank Rate and, therefore, allows inflationary pressures to build up too strongly within the UK economy, which then necessitates a later rapid series of increases in Bank Rate faster than we currently expect.

**Appendix C: Treasury Management Glossary of Terms**

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| **Authorised Limit (Also known as the Affordable Limit):**<br>A statutory limit that sets the maximum level of external borrowing on a gross basis (i.e. not net of investments) for the Council. It is measured on a daily basis against all external borrowing items on the Balance Sheet (i.e. long and short term borrowing, overdrawn bank balances and long term liabilities). |
| **Balances and Reserves:**<br>Accumulated sums that are maintained either earmarked for specific future costs or commitments or generally held to meet unforeseen or emergency expenditure. |
| **Bank Rate:**<br>The official interest rate set by the Bank of England's Monetary Policy Committee and what is generally termed at the "base rate". This rate is also referred to as the 'repo rate'. |
| **Basis Point:**<br>A unit of measure used in finance to describe the percentage change in the value or rate of a financial instrument. One basis point is equivalent to 0.01% (1/100th of a percent). In most cases, it refers to changes in interest rates and bond yields. For example, if interest rates rise by 25 basis points, it means that rates have risen by 0.25% percentage points. If rates were at 2.50%, and rose by 0.25%, or 25 basis points, the new interest rate would be 2.75%. |
| **Bond:**<br>A certificate of debt issued by a company, government, or other institution. The bond holder receives interest at a rate stated at the time of issue of the bond. The price of a bond may vary during its life. |
| **Capital Expenditure:**<br>Expenditure on the acquisition, creation or enhancement of capital assets. |
| **Capital Financing Requirement (CFR):**<br>The Council's underlying need to borrow for capital purposes representing the cumulative capital expenditure of the local authority that has not been financed. |
| **Capital Receipts:**<br>Money obtained on the sale of a capital asset. |
| **Credit Rating:**<br>Formal opinion by a registered rating agency of a counterparty's future ability to meet its financial liabilities; these are opinions only and not guarantees. |
| **Counterparty List:**<br>List of approved financial institutions with which the Council can place investments with. |
| **Debt Management Office (DMO):**<br>The DMO is an Executive Agency of Her Majesty's Treasury and provides direct access for local authorities into a government deposit facility known as the |

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| DMADF. All deposits are guaranteed by HM Government and therefore have the equivalent of a sovereign triple-A credit rating. |
| **Gilts:**<br><br>Gilts are bonds issued by the UK Government. They take their name from 'gilt-edged'. Being issued by the UK government, they are deemed to be very secure as the investor expects to receive the full face value of the bond to be repaid on maturity. |
| **LIBID:**<br><br>The London Interbank Bid Rate (LIBID) is the rate bid by banks on Eurocurrency deposits (i.e. the rate at which a bank is willing to borrow from other banks). |
| **LIBOR:**<br><br>The London Interbank Offered Rate (LIBOR) is the rate of interest that banks charge to lend money to each other. The British Bankers' Association (BBA) work with a small group of large banks to set the LIBOR rate each day. The wholesale markets allow banks who need money to be more fluid in the marketplace to borrow from those with surplus amounts. The banks with surplus amounts of money are keen to lend so that they can generate interest which it would not otherwise receive. |
| **Maturity:**<br><br>The date when an investment or borrowing is repaid. |
| **Money Market Funds (MMF):**<br><br>Pooled funds which invest in a range of short term assets providing high credit quality and high liquidity. |
| **Minimum Revenue Provision (MRP):**<br><br>An annual provision that the Council is statutorily required to set aside and charge to the Revenue Account for the repayment of debt associated with expenditure incurred on capital assets. |
| **Voluntary Revenue Provision (VRP):**<br><br>An additional contribution over and above the MRP that the Council can choose to make to reduce the CFR which in turn will reduce the MRP for future years. |
| **Non Specified Investment:**<br><br>Investments which fall outside the MHCLG Guidance for Specified investments (below). |
| **Operational Boundary:**<br><br>This linked directly to the Council's estimates of the CFR and estimates of other day to day cash flow requirements. This indicator is based on the same estimates as the Authorised Limit reflecting the most likely prudent but not worst case scenario but without the additional headroom included within the Authorised Limit. |
| **Prudential Code:**<br><br>Developed by CIPFA and introduced on 01/4/2004 as a professional code of practice to support local authority capital investment planning within a clear, |

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| affordable, prudent and sustainable framework and in accordance with good professional practice. |
| **Prudential Indicators:**<br>Prudential indicators are a set of financial indicators and limits that are calculated in order to demonstrate that councils' capital investment plans are affordable, prudent and sustainable.<br>They are outlined in the CIPFA Prudential Code of Practice. They are indicators that must be used to cover the categories of affordability, prudence, capital spending, external debt/borrowing and treasury management. They take the form of limits, ratios or targets which are approved by Council before 1 April each year and are monitored throughout the year on an on-going basis. A council may also choose to use additional voluntary indicators. |
| **Public Works Loans Board (PWLB):**<br>The PWLB is a statutory body operating within the United Kingdom Debt Management Office, an Executive Agency of HM Treasury. The PWLB's function is to lend money from the National Loans Fund to local authorities and other prescribed bodies, and to collect the repayments. |
| **Revenue Expenditure:**<br>Expenditure to meet the continuing cost of delivery of services including salaries and wages, the purchase of materials and capital financing charges. |
| **(Short) Term Deposits:**<br>Deposits of cash with terms attached relating to maturity and rate of return (Interest). |
| **Specified Investments:**<br>Term used in the MHCLG Guidance and Welsh Assembly Guidance for Local Authority Investments. Investments that offer high security and high liquidity, in sterling and for no more than one year. UK government, local authorities and bodies that have a high credit rating. |
| **Supported Borrowing:**<br>Borrowing for which the costs are supported by the government or third party. |
| **Temporary Borrowing:**<br>Borrowing to cover peaks and troughs of cash flow, not to fund capital spending. |
| **Unsupported Borrowing:**<br>Borrowing which is self-financed by the local authority. This is also sometimes referred to as Prudential Borrowing. |
| **Yield:**<br>The measure of the return on an investment. |

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**Report No: 157/2021**
**PUBLIC REPORT**

# CABINET

**16th November 2021**

# NEIGHBOURHOOD PLANS: INDICATIVE HOUSING REQUIREMENT FIGURES

**Report of the Portfolio Holder for Planning**

| | | |
|---|---|---|
| Strategic Aim: | Sustainable Growth | |
| Key Decision: Yes | Forward Plan Reference: FP/011021 | |
| Exempt Information | No | |
| Cabinet Member(s) Responsible: | Cllr I Razzell, Portfolio Holder for Planning | |
| Contact Officer(s): | Penny Sharp, Strategic Director of Places | Tel: 01572 758160<br>psharp@rutland.gov.uk |
| | Roger Ranson, Planning Policy Manager | Tel: 01572 758238<br>rranson@rutland.gov.uk |
| Ward Councillors | All | |

| **DECISION RECOMMENDATIONS** |
|---|
| That Cabinet approves the methodology for providing indicative housing requirement figures for Neighbourhood Plans where these are intending to make allocations for housing development, as set out in Appendix 1 to this report. |

## 1 PURPOSE OF THE REPORT

1.1 The purpose of this report is to establish a methodology for providing indicative housing requirement figures for Neighbourhood Plans where these are intending to make allocations for housing development., The County Council is required to provide indicative housing requirements within the National Planning Policy Framework (NPPF) and if this is requested by a Neighbourhood Plan Body.

1.2 This is specifically relevant for the Uppingham and Langham Neighbourhood Plans which have previously made housing allocations and are currently under review.

1.3 The methodology is set out in Appendix 1 to this report. Cabinet is requested to consider and approve this methodology.

## 2 BACKGROUND AND MAIN CONSIDERATIONS

2.1 The NPPF sets out in paragraph 66 that "Strategic policy-making authorities should establish a housing requirement figure for their whole area, which shows the extent to which their identified housing need (and any needs that cannot be met within neighbouring areas) can be met over the plan period. Within this overall requirement, strategic policies should also set out a housing requirement for designated neighbourhood areas which reflects the overall strategy for the pattern and scale of development and any relevant allocations. Once the strategic policies have been adopted, these figures should not need retesting at the neighbourhood plan examination, unless there has been a significant change in circumstances that affects the requirement.

2.2 Paragraph 67 goes on to state: "Where it is not possible to provide a requirement figure for a neighbourhood area, the local planning authority should provide an indicative figure, if requested to do so by the neighbourhood planning body. This figure should take into account factors such as the latest evidence of local housing need, the population of the neighbourhood area and the most recently available planning strategy of the local planning authority."

2.3 Appendix 1 provides the basis for how the County Council as the local planning authority should provide the indicative figure required in line with paragraph 67 should this be requested, taking account of the withdrawal of the submitted Local Plan and the commencement of a new plan.

2.4 At present, there are two "made" Neighbourhood Plans with housing allocations which are currently being reviewed – Uppingham and Langham – and where there is likely to be a request to the County Council to provide an indicative housing requirement figure.

2.5 If approved by Cabinet, the methodology will be used to inform the review of these two Neighbourhood Plans and any others which propose to make housing allocations.

2.6 The data used in the methodology will be reviewed on a regular basis to use the most up to date evidence.

## 3 CONSULTATION

3.1 There is no requirement for the Council to consult on the production of the housing requirement figure for Neighbourhood Plans.

## 4 ALTERNATIVE OPTIONS

4.1 The methodology set out in Appendix 1 is based on the requirement set out in paragraph 67 of the NPPF. In so doing, it takes account of "the latest evidence of local housing need, the population of the neighbourhood area and the most recently available planning strategy of the local planning authority".

4.2 As such, any other alternative methodology would have the risk of not complying with the requirements of the NPPF.

## 5 FINANCIAL IMPLICATIONS

5.1 There are no direct financial implications arising from this report.

## 6 LEGAL AND GOVERNANCE CONSIDERATIONS

6.1 Under the Town and Country Planning Act 1990 (as amended), the Council has a statutory duty to assist communities in the preparation of neighbourhood development plans and orders and to take plans through a process of examination and referendum.

6.2 The Localism Act 2011 (Part 6 chapter 3) sets out the LPA responsibilities as:

• Designating a forum

• Designating the area of the NDP

• Advising or assisting communities in the preparation of a neighbourhood plan

• Checking a submitted plan meets the legal requirements

• Arranging for the independent examination of the plan

• Determining whether the neighbourhood plan meets the basic conditions and other legal requirements

• Subject to the results of the referendum/s bringing the plan into force

6.3 In addition legislation sets out who the relevant councils are with responsibility for arranging the referendums.

6.4 1990 Act Schedule 4B para 3 states: "A local planning authority must give such advice or assistance to qualifying bodies as, in all the circumstances, they consider appropriate for the purpose of, or in connection with, facilitating the making of proposals for NDPs in relation to neighbourhood areas within their area". This applies to NDP's through S38A of the Planning and Compulsory Purchase Act 2004. There is no requirement to give financial assistance.

## 7 DATA PROTECTION IMPLICATIONS

7.1 A Data Protection Impact Assessments (DPIA) has not been completed.

## 8 EQUALITY IMPACT ASSESSMENT

8.1 An Equality Impact Assessment has not been completed.

## 9 COMMUNITY SAFETY IMPLICATIONS

9.1 There are no direct community safety implications arising from this report.

## 10 HEALTH AND WELLBEING IMPLICATIONS (MANDATORY)

10.1 There are no direct health and wellbeing implications arising from this report.

## 11 CONCLUSION AND SUMMARY OF REASONS FOR THE RECOMMENDATIONS

11.1 The methodology set out in Appendix 1 has been established to fulfil the County

Council's responsibilities under paragraph 67 of the NPPF to provide indicative housing requirement figures for Neighbourhood Plans where these are intending to make allocations for housing development and if this is requested by a Neighbourhood Plan Body.

**12 BACKGROUND PAPERS**

12.1 None.

**13 APPENDICES**

13.1 Appendix 1: Advice to Neighbourhood Plans – Proposed Methodology for the Provision of Indicative Housing Requirements pending the production of a new Local Plan.

A Large Print or Braille Version of this Report is available upon request – Contact 01572 722577.

**Appendix 1: Advice to Neighbourhood Plans – Proposed Methodology for the Provision of Indicative Housing Requirements pending the production of a new Local Plan**

Background

1. The NPPF sets out that “66. Strategic policy-making authorities should establish a housing requirement figure for their whole area, which shows the extent to which their identified housing need (and any needs that cannot be met within neighbouring areas) can be met over the plan period. Within this overall requirement, strategic policies should also set out a housing requirement for designated neighbourhood areas which reflects the overall strategy for the pattern and scale of development and any relevant allocations. Once the strategic policies have been adopted, these figures should not need retesting at the neighbourhood plan examination, unless there has been a significant change in circumstances that affects the requirement.
2. “67. Where it is not possible to provide a requirement figure for a neighbourhood area, the local planning authority should provide an indicative figure, if requested to do so by the neighbourhood planning body. This figure should take into account factors such as the latest evidence of local housing need, the population of the neighbourhood area and the most recently available planning strategy of the local planning authority.”
3. This note sets out the basis of how the Council as the local planning authority should provide the indicative figure required in line with paragraph 67 should this be requested. At present, there are two “made” Neighbourhood Plans with allocations which are being reviewed – Uppingham and Langham - where it is likely to be a request to the County Council to provide an indicative figure.
4. The policy basis for setting indicative figures will be the NPPF and national guidance alongside the Council’s current adopted strategic planning policies. The withdrawn Local Plan no longer provides an appropriate policy basis to use for this purpose.
5. Despite and in addition, the evidence base of the withdrawn Local Plan evidence base does provide robust and more up to date information on the sustainability of settlements within the County, particularly those with sufficient services and facilities in order to be defined as Local Service Centres and where it would be appropriate to encourage allocations for new housing.
6. The Core Strategy identifies Cottesmore, Edith Weston, Empingham, Greetham, Ketton, Market Overton, and Ryhall as Local Service Centres on the basis of the largest villages with a range of facilities and access to public transport.
7. As the Core Strategy was adopted by the County Council in 2011, more up to date evidence on services, facilities and access to these has been compiled for the submitted and now withdrawn Local Plan. This indicates a list of ten of the largest villages – namely: Cottesmore, Edith Weston, Empingham, Great Casterton, Greetham, Ketton, Langham, Market Overton, Ryhall and

Whissendine – where it would be appropriate to set a housing requirement figure if this is requested by a Neighbourhood Plan body.

8. Below these in the settlement hierarchy are a number of villages spread across the County with fewer local services and facilities and/or poorer accessibility to higher order centres. Promoting development in these villages would not encourage sustainable patterns of growth. These are designated as Smaller Villages, where development is expected to be limited to small scale infill development on windfall sites within the defined planned limits of development, the conversion of buildings and development which can be demonstrated necessary to support the maintenance or enhancement of local community facilities. Any settlements or groups of villages not listed in the settlement hierarchy are considered to be “countryside” where development will be restricted.
9. In all of the settlements set out in the above paragraph, it is considered that it would not be appropriate for the County Council as the Local Planning Authority to set an indicative housing requirement figure for any Neighbourhood Plan. Notwithstanding this, it would still be possible for Neighbourhood Plans in these settlements to allocate small sites for development without an indicative housing figure being provided by the County Council.

<u>Setting an Indicative Housing Figure</u>

10. It is considered that to determine the minimum number of homes needed for the County as a whole, the local housing need (LHN) assessment, conducted using the standard method in national planning guidance (in line with paragraph 61 of the NPPF) is used. It is not considered that there are any exceptional circumstances which would justify an alternative approach, reflecting any current and future demographic trends and market signals.
11. The latest LHN calculation for Rutland (February 2021) is 129 dwellings per annum, rounded to 130 dwellings per annum.
12. Reflecting paragraph 22 of the NPPF, we would recommend that new or reviewed Neighbourhood Plans should look forward for at least a 15 year period in order to set a long term vision for their communities and respond to long-term requirements and opportunities.
13. As such it is considered that new or reviewed Neighbourhood Plans should potentially plan for a period up to 2041, allowing for the time it will take for a plan to be made. The indicative housing requirement figure will need to be proportionately reduced if a Neighbourhood Plan requests this figure and sets a shorter plan period.
14. The Council’s current adopted strategic planning policies with respect to the spatial distribution of housing are contained within the adopted Core Strategy. This sets out a distribution of 70% of housing taking place in Oakham and Uppingham and 30% taking place across the villages of Rutland (on the basis of 20% in the larger villages defined as LSCs and 10% elsewhere). Additionally, it proposes that the distribution in the two towns would be on the basis of 80% in Oakham and 20% in Uppingham.

15. The following table sets out the implications of applying this approach to Rutland for the period 2021 to 2041. This takes account of current commitments (sites with planning permission and any valid allocations without consent) and completions since April 2021 in order to determine the minimum housing supply to be provided over this period.

| | Minimum Requirement 2021-41 (130 dpa) | Core Strategy distribution | Commitments at 1st April 2021* | Gross Completions from April 2021 | Indicative housing supply to deliver the minimum requirement in line with the Core Strategy distribution |
|---|---|---|---|---|---|
| Oakham | | 56% = 1456 | 313 | 41 | 1102 |
| Uppingham | | 14% = 364 | 30 | 0 | 334 |
| Larger Villages | | 20% = 520 | 54 | 0 | 466** |
| Other Villages | | 10% = 260 | 106 | 3 | Indicative provision of an additional 151 dwellings assumed to be delivered through infill/windfall in these villages without proposing an indicative housing requirement |
| County Total | 2600 | 2600 | 503 | 44 | 2053 |

* This will need to be updated on a regular basis.

** This equates to a rounded average of 47 dwellings per larger villages (based on 10 in line with the withdrawn evidence base). The implications for larger villages are set out in paragraphs 18 and 19 below.

16. It will be for Neighbourhood Plans where proposing to make allocations to consider the scope for “windfalls” to contribute towards the indicative housing supply figure provided by the County Council as Local Planning Authority. Reflecting paragraph 71 of the NPPF, where an allowance is to be made for windfall sites as part of anticipated supply, there should be compelling evidence that they will provide a reliable source of supply. Any allowance should be realistic having regard to the strategic housing land availability assessment, historic windfall delivery rates and expected future trends.

17. It will be for Neighbourhood Plans to consider an appropriate buffer on top of the indicative housing supply figure to ensure choice and competition in the market for land and allow for contingency and any other factors. Again, there should be compelling evidence to justify the scale of any proposed buffer or the non-inclusion of a buffer.
18. As the above analysis provides a total for all larger villages and then sets an average provision based on this, it is recognised that this average indicative supply for individual larger villages should be offset by specific commitments already in place at the time of preparing a Neighbourhood Plan in order to avoid potential “over-development” in these larger villages. The County Council will advise on the specific commitments which would need to be taken into account in determining the indicative housing supply in such circumstances.
19. This would have the effect of a potential minimal under-provision depending on how many Neighbourhood Plans would come forward in the identified Local Service Centres which would wish to make allocations for new housing development. At present there is only one Neighbourhood Plan fulfilling that category and that is at Langham. As set out in the conclusions below then the net effect of this would be a shortfall of 18 dwellings in total across the County for the period 2021-41.

<u>Conclusions for Uppingham and Langham</u>

20. Based on the above, it is proposed to advise the Uppingham Neighbourhood Plan that the indicative housing figure would be **335 dwellings** (rounded from 334), based on a plan period 2021-41. It will be for the Uppingham Neighbourhood Plan to determine any contribution from windfall development and any appropriate buffer on top of the indicative housing figure together with the provision of the compelling evidence to justify such proposals.
21. It is proposed to advise Langham Neighbourhood Plan that the basis of the indicative housing figure would be 47 dwellings, assuming a plan period 2021-41. An outline consent was granted in March 2021 for 18 dwellings on a site to the north of Cold Overton Road in Langham (application reference 2020/0380/OUT). Once the legal agreement is completed and the decision notice issued, it is proposed that this capacity should be deducted from the above figure to give a residual indicative housing figure of **29 dwellings** for the period 2021-41. It will be for the Langham Neighbourhood Plan to determine any contribution from windfall development and any appropriate buffer on top of the indicative housing figure together with the provision of the compelling evidence to justify such proposals.

**Report No: 162/2021**
**PUBLIC REPORT**

# CABINET

**16th November 2021**

# FINAL HIGHWAYS STRATEGY

**Report of the Portfolio Holder for Communities, Environment and Climate Change**

| | | |
|---|---|---|
| Strategic Aim: | Delivering sustainable development | |
| Key Decision: No | Forward Plan Reference: FP/090721 | |
| Exempt Information | No | |
| Cabinet Member(s) Responsible: | Cllr L Stephenson, Deputy Leader and Portfolio Holder for Communities, Environment and Climate Change | |
| Contact Officer(s): | Penny Sharp, Strategic Director for Places | 01572 758160 psharp@rutland.gov.uk |
| | Andrew Tatt, Interim Principal Highways Manager | atatt@rutland.gov.uk |
| Ward Councillors | N/A | |

| DECISION RECOMMENDATIONS |
|---|
| That Cabinet approves the Final Highways Strategy 2021-2026 approach, that identifies the optimal allocation of resources for the management, operation, preservation and enhancement of highways infrastructure to meet the needs of current and future customers. |

## 1 PURPOSE OF THE REPORT

1.1 Highway infrastructure is vital to the social and economic well-being of Rutland. As the custodian of such a vital asset, the County Council is required to have a defined and structured approach to the management of this asset so that it clearly delivers good value for our stakeholders. This approach is called the Highway Infrastructure Asset Management Plan (HIAMP) and is defined as:

"A strategic approach that identifies the optimal allocation of resources for the management, operation, preservation and enhancement of highways infrastructure to meet the needs of current and future customers".

This fits into the annual plan and programme of works where the highway network is surveyed using Gaist, Scanner and Course Visual Inspections (CVI) data to help determine future works required.

1.2 The Final Highway Strategy went out for public consultation in October, with consideration made at high level to this and the Future Rutland Conversation feedback which has ratified our approach.

Continually strive to improve.

## 2 BACKGROUND AND MAIN CONSIDERATIONS

2.1 The Highway Infrastructure Asset Management strategy is for the period 2021 to 2026 and is an update of the HAMP agreed in 2019 which itself was a refresh of the document approved in 2016. This document is a significant step forward which takes into account the Council's latest Corporate and Local transport objectives.

The Strategy sets out the how the County Council will continue to manage and maintain the highway infrastructure overall to a very good standard that meets the aspirations of its stakeholders and the Council within the organisation context of legal duties, national objectives and funding.

The Strategy document is part of a suite of document which together comprise the Highway Infrastructure Asset Management Plan (HIAMP). Cabinet approval is required for the Strategy; other elements of the plan remain tactical and operational level document.

The County Council should have an asset management strategy for highways and this should be reviewed every two years. This is a core requirement to access Incentive Funding from the Department for Transport; Incentive Funding currently worth £265,000.

In addition, the Council is currently forming the requirements for the procurement of the next term maintenance strategy. It is therefore essential that the tender documentation is constructed to support the long-term aims for highways in Rutland. This Highway Infrastructure Asset Management strategy will be a fundamental part of this process.

## 3 CONSULTATION

3.1 The Final Highway Strategy has been out for public consultation in October and the overwhelming feedback was to endorse the strategy with consideration made at high level to this and the Future Rutland Conversation feedback, which has been helpful and reinforces the approach before the strategy is adopted…..

## 4 ALTERNATIVE OPTIONS

4.1 Not applicable.

## 5 FINANCIAL IMPLICATIONS

5.1 The underlying concept of the strategy is to maintain the assets in a steady state. This will be dependent on continued Dft funding at the same levels as they currently exist. Therefore these are set as aspirations predicated on the availability of funding rather than defined targets. This is linked into the annual programme of works determined by survey information obtained through Gaist, Scanner and Course Visual Inspections (CVI)

## 6 LEGAL AND GOVERNANCE CONSIDERATIONS

6.1 The Council has a duty under Section 41 of the Highways Act 1980, to maintain the Highway in such a state as to be safe and fit for the ordinary traffic that may reasonably be expected to use it. The highways capital programme is part of the Councils evidence that it is fulfilling its statutory duty and also meets the strategic aims of “sustainable growth”.

## 7 DATA PROTECTION IMPLICATIONS

7.1 A Data Protection Impact Assessments (DPIA) has been completed. No adverse or other significant risks/issues were found. A copy of the DPIA can be obtained from Andrew Tatt, Interim Principal Highways Manager.

## 8 EQUALITY IMPACT ASSESSMENT (MANDATORY)

8.1 An Equality Impact Assessment screening has not been undertaken and there are no adverse effects due to this policy.

## 9 COMMUNITY SAFETY IMPLICATIONS

9.1 Well maintained highways and good highways drainage contributes towards road safety.

## 10 HEALTH AND WELLBEING IMPLICATIONS

10.1 Failure to deliver a sustainable maintenance programme will lead to a decline in the quality of the highway networks throughout Rutland, leading to reductions in the quality of:

Transport links.

Access to safe and useable highways, footway and cycleways, which promotes activities such as walking and cycling.

## 11 ORGANISATIONAL IMPLICATIONS (OPTIONAL DETERMINED BY SUBJECT)

11.1 Environmental implications

11.2 To explore and implement the use of materials where practicable, which optimise the carbon reduction measures and their usage, while ensuring a functional and cost effective balance is maintained. Implementing environmental best practice where practicable throughout the contract

## 12 CONCLUSION AND SUMMARY OF REASONS FOR THE RECOMMENDATIONS

That Cabinet:

12.1 Acknowledge the commitments contained within the strategy.

12.2 Approve the strategy.

## 13 BACKGROUND PAPERS (MANDATORY – IF NOT STATE ‘THERE ARE NO ADDITIONAL BACKGROUND PAPERS TO THE REPORT’)

13.1 There are no additional background papers to this report.

**14 APPENDICES**

14.1 Appendix 1: Final Highways Strategy.

14.2 Appendix 2: Consultation Publication.

14.3 Appendix 3: Questionnaire Results.

A Large Print or Braille Version of this Report is available upon request – Contact 01572 722577.

## EXECUTIVE SUMMARY

Highway infrastructure is vital to the social and economic well-being of Rutland. As the custodian of such a vital asset, the County Council is required to have a defined and structured approach to the management of this asset so that it clearly delivers good value for our stakeholders by the optimal allocation of resources; this approach is called Highway Infrastructure Asset Management.

Rutland County Council is committed to continuing to maintain the network in a very good condition by implementing sound Asset Management principles in the management of its highway infrastructure. Our Highway Infrastructure Asset Management Strategy:

- supports the Council's vision of "High Quality of Life in Vibrant Communities" as set out in the Corporate Plan for 2019 to 2024:
- enables the vision for transport as set out in the Local Transport Plan (LTP4) to be addressed:

  "A transport network and services that support: sustainable growth; vulnerable residents; and health and wellbeing."

Levels of service have been defined in the strategy for each aspect of highways maintenance to support the Corporate Plan and Local Transport Plan. These are:

- Safety - to ensure that highway assets are maintained in a safe condition and strive to reduce the number of casualties on our roads.
- Serviceability - to maintain the current condition on carriageways, footways and drainage and seek to improve the connectivity of footways, cycleways and public rights of way.
- Sustainability - to consider the future impacts of decisions on cost, the environment and stakeholders expectations, and to address the challenge of climate change.
- Customer Service - to continually strive to improve by understanding our stakeholder needs and to keep them informed.

Maintenance strategies have been defined for each key asset group detailing the method, challenges and outcomes. The over-arching maintenance strategy for all asset groups will be to:

- ensure that investment decisions consider the whole life cost and environmental impacts.
- seek to extend the life of assets using a preventative maintenance approach to maintain the level of service over a longer period.
- prioritise resources using condition data and supplementary information to generate outcomes which have the greatest benefit.

Progress with delivering the asset management strategy will be monitored through a regular review which will highlight risks and provide recommendation for future actions.

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# Highway Infrastructure Asset Management Strategy

2021-2026

Final version: 17 August 2021

Rutland
County Council

## CONTENTS

# 1 INTRODUCTION

Rutland County Council is responsible for 330 miles of highways and 120 miles of footways as well as street lighting, bridges, traffic signals, drainage and other assets that together form the highway infrastructure for the County. Highway infrastructure is the Council's largest asset with an estimated gross replacement cost of approximately £680M for paved areas.

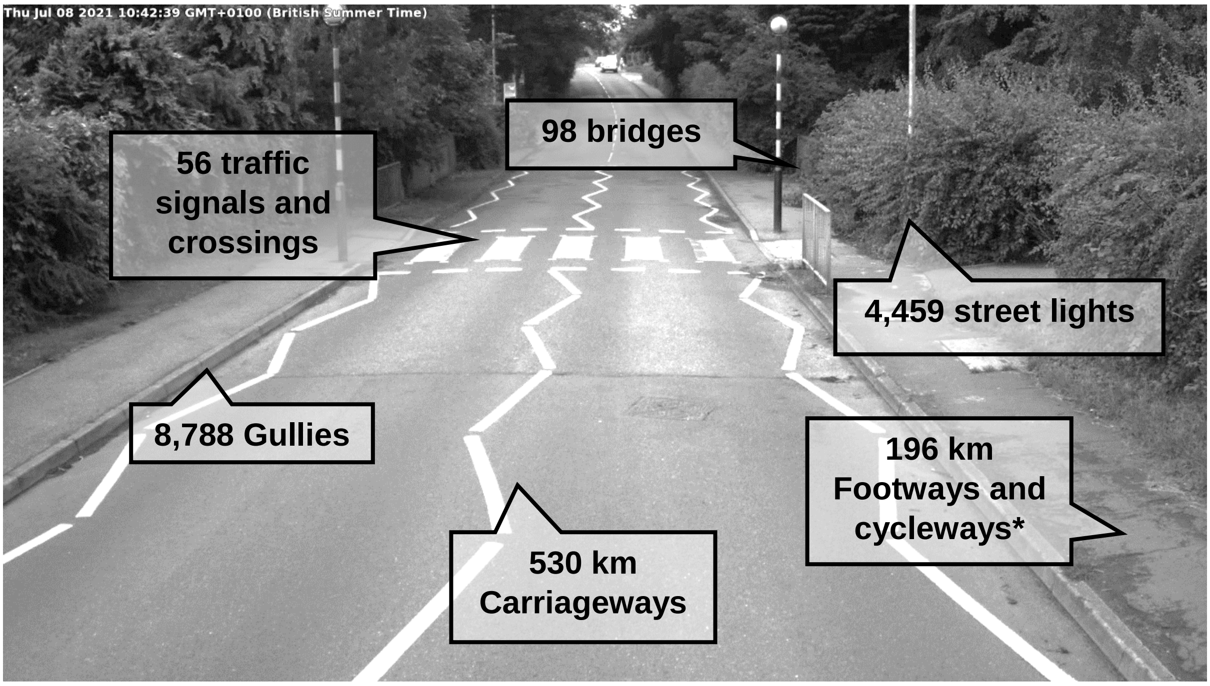
Highway infrastructure is vital to the social and economic well-being of Rutland. As the custodian of such a vital asset, the County Council is required to have a defined and structured approach to the management of this asset so that it clearly delivers good value for our stakeholders by the optimal allocation of resources; this approach is called Highway Infrastructure Asset Management.

This is an update of its Highway Infrastructure Asset Management Strategy with the first strategy published in 2016. The strategy has been developed in accordance with the recommendations set out in the Code of Practice 'Well-Managed Highway Infrastructure' and other UK Roads Liaison Group (UKRLG) guidance.

Highway infrastructure in Rutland is in a very good condition and provides a high level of service to our stakeholders. The strategy sets out the how the County Council will continue to manage highway infrastructure to high standards and meet the aspirations of its stakeholders and the Council, within the context of legal duties, national objectives and funding. The strategy is a high-level document that confirms Rutland County Council's commitment to Highway Infrastructure Asset Management.

## 1.1 What are highway infrastructure assets?

Highway infrastructure assets include carriageways, footways, bridges and other highway structures, street lighting, traffic signals, highway drainage and street furniture that is the responsibility of the highway authority. Some features are installed in or adjacent to the highway but are the responsibility of third-party organisations, these features are not highway infrastructure.




* Length is for network lengths containing footways

**Figure 1.1 Our infrastructure assets**

In this strategy, the key assets have been collected into the following asset groups:

- Carriageways;
- Footways and Cycleways;
- Drainage;
- Structures;
- Street Lighting;
- Traffic Management Systems including Traffic Signals.

## 1.2 Asset Management Framework

An Asset Management Framework has been adopted in line with the current best practice as shown in Figure 1.1.

The framework sets out how asset management planning operates at the County Council. Each area of the framework (Context, Planning, Enablers and Outcomes) is covered in this Strategy for all stakeholders. The review sets out the current state of the asset and is produced at regular intervals, in line with the Council's reporting requirements. More detailed, technical plans and documents support this strategy and provide a more focussed service-level description of the approach.

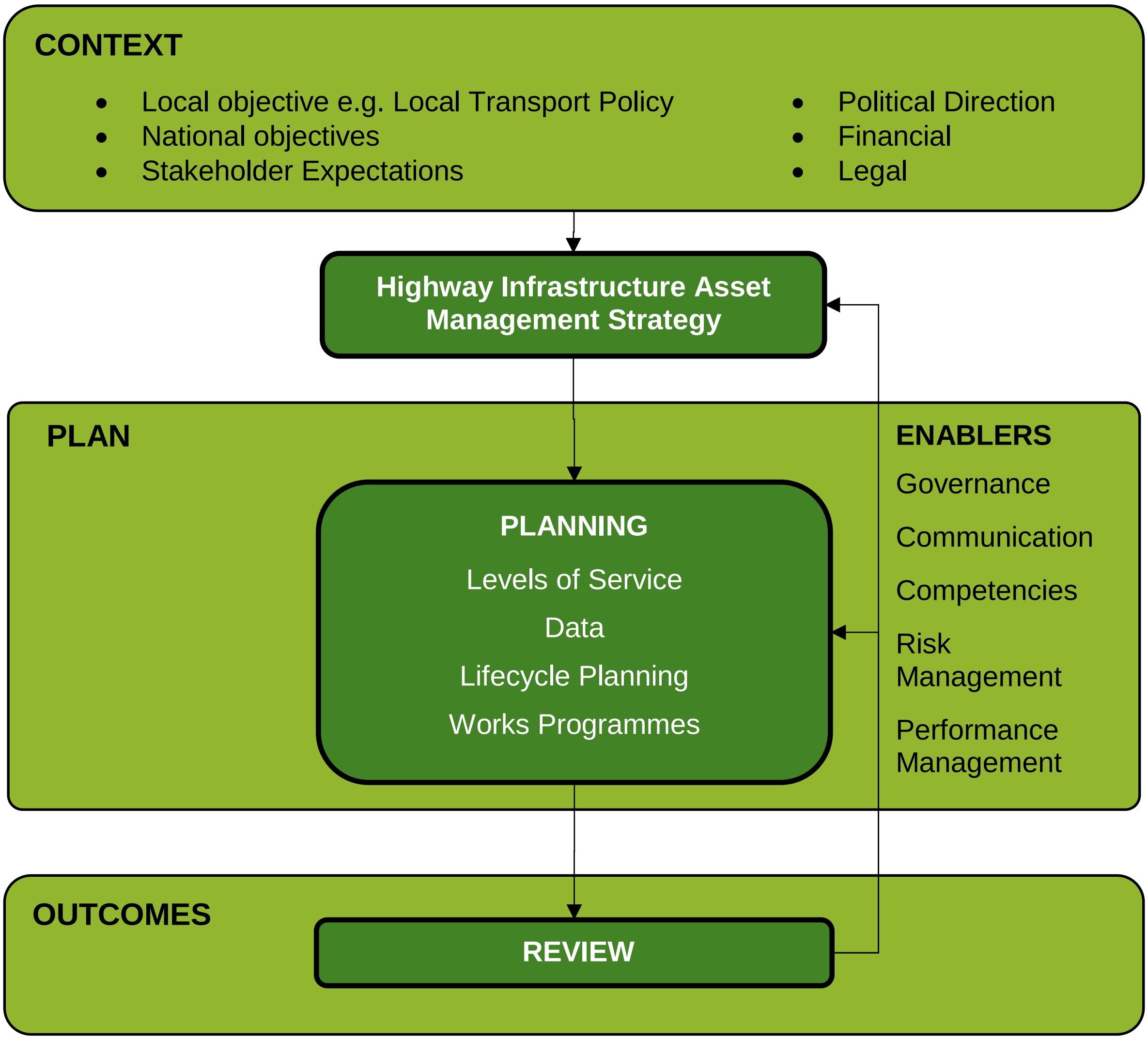



**Figure 1.1. Asset Management Framework**

## 2 ASSET MANAGEMENT POLICY

Rutland County Council is committed to implementing sound Asset Management principles in the management of its highway infrastructure. Our Highway Infrastructure Asset Management Strategy:

- supports the Council's Vision set out in the Corporate Plan for between 2019 and 2024 to be:

  "High Quality of Life in Vibrant Communities - We will work for the residents of Rutland and use our resources wisely to protect and enhance our unique environment, create more homes and jobs for our residents, and ensure everyone can live well and safely together."

- enables the vision for transport as set out in the Local Transport Plan (LTP4) to be addressed:

  "A transport network and services that support: sustainable growth; vulnerable residents; and health and wellbeing."

In order to achieve the optimal allocation of resources, asset management principles are embedded in our approach to the maintenance of highway infrastructure. We will:

- Produce and maintain an asset management strategy that is supported by detailed analysis of our investment needs;
- Track our progress against asset management objectives and benchmark our performance against the performance of other highway authorities;
- Focus on the needs of our stakeholders while meeting our legal duties and balancing wider risks to the environment, the performance of the asset and how the network works;
- Ensure that our information is fit-for-purpose and sufficiently, robust to make good decisions;
- Communicate our service levels and decisions with our stakeholders;
- Consider the future impact of decisions while dealing with current needs;
- Focus on routine and planned-preventative maintenance that protects the condition of the asset and reduces future maintenance impacts;
- Ensure that work is delivered efficiently by planning our work sufficiently far ahead;
- Develop our staff in line with a competency framework that supports the asset management strategy;
- Seek innovation and continual improvement.

# 3 CONTEXT

## 3.1 Links to other documents and plans

Figure 3.1 shows how the Highway Infrastructure Asset Management Strategy links the Corporate Plan, Local Plan and Local Transport Plan to the Highway Infrastructure Asset Management Plan (HIAMP). It sets out the overall Asset Management Strategy and Framework covering each of the key asset groups


**Figure 3.1 Links to other plans**

The strategy will be delivered through a range of operational plans with a regular state of the asset review; this set of documents will form the Highway Infrastructure Asset Management Plan (HIAMP). The HIAMP details how the activities in the Asset Management Framework will deliver this strategy.

Under the Local Transport Plan 4 “Moving Rutland Forward” which covers the period 2019 to 2036, the vision for Rutland’s transport network is a transport network that supports: Sustainable Growth; Vulnerable Residents; and Health and Wellbeing.

Sustainable growth is supported by:

- maintaining our highway network to a high standard through the efficient use of available resources – ensuring the safety and quality of our assets.
- following the County Council’s environmental policies to meet Rutland’s environmental needs and the challenge of climate change.

Vulnerable residents are supported by ensuring that the highway infrastructure supports the routes that passenger transport services require.

Health and wellbeing is supported by:

- protecting, maintaining, enhancing and conserving what makes Rutland great.
- investigating opportunities to develop cycleways, footways and public rights of way.
- striving to reduce the number of deaths and injuries on our county's roads.

The Corporate Plan (2019 to 2024) is supported by delivering a customer-focussed highways service by improving timeliness and quality of response, and by keeping residents informed on the progress of their issues by exploiting customer responsive systems such as FixMyStreet.

A Climate Crisis has been declared by the County Council. As part of its Climate Change Action Motion (2020), the County Council is committed to ensuring that all strategic decisions, budgets and approaches to planning decisions are in line with a shift to zero carbon by 2050. We will

- maintain our approach to highway infrastructure asset management in line with this motion.
- Seek to reduce carbon emissions resulting from the management of highway infrastructure.

The goals of the Corporate Plan, the Local Transport Plan "Moving Rutland Forward" and the Climate Change Action Motion have been used to defined objectives for this strategy which are set out in our Levels of Service in this strategy.

## 3.2 Legal duties

In managing the highway asset, the County Council has to comply with many legal duties. Those duties that are specifically aimed at the authorities, such as the Highways Act (1980), are the responsibility of the elected members. The key duties from legislation are listed in Table 3.1.

**Table 3.1. Key duties around the management highway infrastructure**

| Legislation | Places a duty on the County Council to… |
| --- | --- |
| Highways Act (1980) | Maintain highways and to take all reasonable care to ensure that highway is not dangerous to traffic |
| Traffic Management Act (2004) | Keep traffic moving |
| Road Safety Act (1988) | Promote road safety and to undertake studies to reduce the risk of accidents |
| Flood and Water Management Act (2010) | To investigate the causes of flooding and to undertake measures to reduce flood risk as the Lead Local Flood Authority. |

There is other legislation that applies to the County Council in general; these can also be the responsibility of Council Officers and Service Providers. Such legislation covers Health and Safety, the Environment, Equality, Human Rights, Civil Contingencies and other local government legislation.

## 3.3 Financial constraints

Funding for highways comes from many sources and is split into two types of funding, capital or revenue.

For the creation of new highway infrastructure, capital funding is most commonly secured from developments but can also be secured for specific projects from the Local Enterprise Partnership or central government.

Maintenance of highway infrastructure is funded according to whether it improves the asset (capital) or simply ensures that it continues to function (revenue). Capital funding for structural maintenance (to replace or improve the strength of the asset) or preventative maintenance (to extend the life of the asset) is largely funded by central government. Revenue funding that supports routine maintenance (that keeps the asset functioning) is supported by locally raised revenues. The balance of funding sources is shown in Figure 3.2. It is clear that the majority of funding for the delivery of this strategy is determined by central government.

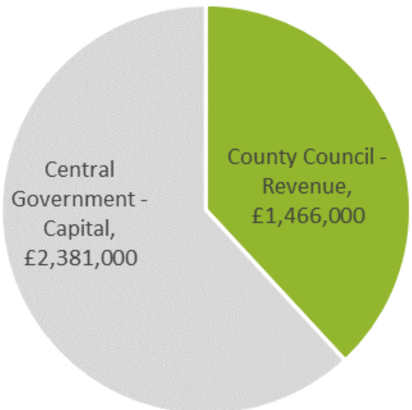



**Figure 3.2. Sources of funding - 2021**

## 3.4 National objectives

Highways that are managed by the County Council are a component of the national highway network. Central government, is a key stakeholder in the local highway network in terms of investment and the wider role it has as part of the national highway network; it has its own political and strategic objectives. The County Council must acknowledge national objectives in addition to local needs to ensure that it continues to meet its duties and optimises the opportunities for funding from central government.

## 3.5 Stakeholders

As the main element of infrastructure that enables transport and a large feature that is present near to where almost all people live and work, the highway can impact on all parts of life in the County. Those that are affected by, and who influence, our asset management activity are our stakeholders.

Our stakeholder's needs are a key element in shaping the aspirations in the Asset Management Strategy. In developing the strategy, we have consulted with stakeholders to confirm their needs and expectations which helped to inform all aspects of the strategy and in particular the levels of service. We will continue this consultation to ensure that our asset management approach remains aligned with their needs.

Our asset management activities impact on our stakeholder's lives and how well we meet their expectations. There is also the need for on-going engagement with stakeholders in order to keep them informed of things that will affect them and to manage their expectations so that overall, we positively impact on levels of satisfaction.

The County Council has undertaken regular customer satisfaction surveys. These surveys consulted residents on their view of the condition of assets and how important they are. The results of the most recent survey clearly indicate a desire from our residents to focus on the condition of roads, pavements and drainage.

This desire from our residents, together with the high level of service currently provided by highway infrastructure in Rutland, shows a clear expectation that a high level of service will be retained. The County Council intend to update and enhance the understanding of stakeholder needs through participation in the NHT Public Satisfaction survey. The results of this survey will be incorporated into our asset management planning.

## 4 ASSET MANAGEMENT PLANNING

### 4.1 Levels of Service

Levels of service are simple statements that describe the performance of highway infrastructure assets in terms that stakeholders can understand. Performance measures are used to demonstrate the levels of service and are defined in the Performance Management Framework.

Levels of service have been defined based on the key aspects of highway maintenance with an over-arching objective that links to the wider Council objectives as shown in Table 4.1.

**Table 4.1 Levels of Service**

| Aspect | Objective | Level of Service |
|---|---|---|
| Safety | To ensure that highway assets are maintained in a safe condition and strive to reduce the number of casualties on our roads. | Complying with statutory obligations |
| | | Meeting users' needs for safety |
| Serviceability | To maintain the current condition on carriageways, footways and drainage and seek to improve the connectivity of footways, cycleways and public rights of way | Ensuring availability |
| | | Achieving integrity |
| | | Maintaining reliability |
| | | Resilience |
| | | Managing condition |
| Sustainability | To consider the future impacts of decisions on cost, the environment and stakeholders expectations, and to address the challenge of climate change. | Minimising cost over time |
| | | Maximising value to the community |
| | | Maximising environmental contribution. |
| Customer Service | To understand our stakeholder needs and to keep them informed. | Satisfaction, communication, information |

### 4.2 Data

Asset data is information on what physical highway infrastructure assets an authority has responsibility for and includes number, location, performance, financial value and public opinion.

We will actively manage asset data so that the authority can:

- define the type and number of highway infrastructure assets
- monitor performance;
- make effective and informed decisions;
- manage risk

- determine the required level of investment
- comply with statutory requirements.

We ensure that all data is created according to the requirements set out in an asset data management plan that:

- sets out detailed requirements for the creation of asset data.
- identifies how asset data is stored in asset data systems.
- identifies which stakeholders use the asset data and for what purpose it is used.
- explains how asset data is to be maintained, the currency and accuracy of data will be confirmed by regular data audits.
- sets out how redundant asset data is disposed; whether data be deleted or archived.

## 4.3 Lifecycle Planning

Asset management requires the long-term consideration of the impact of investment and maintenance strategy, this is called lifecycle planning. We will develop lifecycle plans for all key asset groups.

Lifecycle plans can vary in complexity. These plans will be developed that are appropriate to the size of the investment needed in the long-term, the likely impact on the asset management outcomes, and volatility of performance.

## 4.4 Works Programmes

A rolling medium term, i.e. 3 – 5 years, works programme for all asset types will be established and regularly updated in consultation with the elected members. The programme will be developed using a clear terminology to explain the stage of development and the nature of the work planned.

This programme will include both routine and planned maintenance works.

This programme will be made available to the public and other stakeholder on our public website and other forums, following Cabinet approval.

# 5 ASSET MANAGEMENT ENABLERS

## 5.1 Governance

The Portfolio Holder for Highways and Transportation is the sponsor for the asset management approach as set out in the asset management framework. They, along with the wider Council, are the senior decision makers.

Leadership of asset management approach operates through a Network Management board with responsibility for Asset Management. The Board is formed of the Sponsor, and the Asset Management leads.

An Operations board reports to the Network Management board and is responsible for day-to-day Asset Management operations.

## 5.2 Communication

Our asset management strategy recognises that our stakeholders and their needs are diverse. What we communicate and the way that we do this is important. We will:

- Classify types of stakeholders into groups to focus on what is important to them.
- Engage with stakeholders, following the communication plan that focuses on the key interests of each stakeholder group, using the channels that they wish to communicate through and the style of language needed.
- Fulfil our legal and ethical duty to be open and transparent whilst safeguarding the reputation of the Council.
- Monitor the success of this engagement.

The Council is developing a highways communication plan to ensure all stakeholders are appropriately communicated with. The plan will describe the planned engagement with our stakeholders, the channels that we use to achieve this and the measures we will use to assess success.

We will actively use customer engagement surveys to gauge levels of satisfaction and to focus on what is important. We will provide feedback on our activity through our website including partner applications such as FixMyStreet, social media and face-to-face meetings as required.

## 5.3 Competencies

Competencies and training are identified in a competency development plan. Competencies will be assessed using the UKRLG Asset Management Competency Framework at an authority level while the detailed development plans identify actions needed by the role or individual as required.

## 5.4 Risk Management

### 5.4.1 Risk Management approach

Risk management is an intrinsic part of highway infrastructure asset management. It adds value to our activities and increases the probability of successfully delivering our asset management objectives. Risk management enables us to manage uncertainty and embeds a process where unexpected events are minimised.

Risk is present in all kinds of undertaking. Risk can be defined as the potential for events and impacts to produce opportunities for benefit or threats to success. Risks exist across the organisation at different levels and in different types of activity.

The County Council has incorporated the management of risk in all decisions it makes about highway infrastructure. This management occurs within a hierarchy of risk:

**Corporate** – High level risks that effect the whole authority. Such risks include corporate reputation, civil defence, emergencies; business continuity, health and safety, political and legal and financial risk.

**Strategic and Tactical** – Risks affecting the management of the highway infrastructure should be considered throughout at both strategic and tactical levels.

**Operational** – Risk should also be managed when undertaking operational activities.

The Council maintains risk registers which are aligned within the hierarchy as defined in the Risk Management Policy. The risk registers cover all types of risk: Safety, Reputation, Service reduction or failure, Environmental or Financial.

### 5.4.2 Network Hierarchies

A functional hierarchy is applied to the network that is aligned with the Code of Good Practice and is regularly reviewed. The connections of our network with neighbouring authorities are resolved through the Midlands Highways Alliance Plus (MHA+) network, ensuring consistency for the highway user. This allows decisions about risk to be made in a consistent fashion on the basis of how that part of the network is used. The functional hierarchy is defined for carriageways, footways and cycleways. A key use of this network hierarchy is to define the frequency of highway safety inspections and response following the identification of defects in accordance with the duties set out in the Highways Act.

The County Council has also defined a Resilient Network that is part of the highway network. It gives priority to this network in order to maintain economic activity and access to key services during extreme weather. The Resilient Network informs decisions that mitigate the potential impact of disruption caused if the asset were to fail. Such decisions affect how the asset is managed including the frequency of inspection, the response to defects or the level of investment made.

## 5.5 Performance Management

A Performance Management Framework has been defined which links the objectives of this strategy to the levels of service. The Framework is built on statutory condition indicators, local performance reporting and customer satisfaction measures. Performance is monitored as part of the formal review of this strategy in order to assess progress in delivering the objectives and to recommend improvement.

All the indicators are reviewed at least once a year as well as on-going monitoring of monthly measures in line with the overall governance of asset management practice as set out in Section 5.1.

## 6 DELIVERING OUTCOMES

The County Council manages a diverse set of highway infrastructure assets that must work as an integrated system to fulfil the aspirations set out in this strategy. This section describes how this will be achieved is provided for each key asset group of assets and across all assets in general.

**Future challenges for highway infrastructure**

The majority of funding for capital investment in highway infrastructure comes from central government. There is wide-spread recognition of a chronic under-funding of highways maintenance at a national level. Appropriate levels of funding are a critical aspect in the fulfilment of this strategy ensuring that the right investment is made at the right time. In setting out the long-term aims of the strategy, it is accepted that the County Council does not control the majority of funding required and there is an assumption that funding levels will be adequate.

Rutland County Council has declared a Climate Crisis and has released an action plan to address this. The contribution to carbon emissions from highway infrastructure is significant in the installation of the asset, maintenance as well as operation. Climate change will lead to more severe weather events which will increase the demand on highway infrastructure and require a different approach to maintenance and investment. In particular the role of the drainage systems to prevent or mitigate flooding will increase in importance. Other effects of severe weather are also expected.

A key challenge for Rutland is achieving sustainable growth. In addition to the Climate Crisis other sustainability impacts needs to be addressed including noise and air pollution which impact on health and wellbeing and enabling the wider transition to more active travel.

**General asset management approach**

Across all types of highway infrastructure assets, we will:

- ensure that investment decisions consider the whole life cost and environmental impacts. This may be through lifecycle planning, specific assessment on larger schemes or through on-going research, innovation and review that informs our maintenance approach;
- seek to extend the life of assets using a preventative maintenance approach to maintain the level of service over a longer period;
- prioritise resources using condition data and supplementary information to generate outcomes which have the greatest benefit. Benefit means contributing to the objectives this strategy.

The concept of a whole life approach to maintenance and an illustration of the benefits it can produce are shown in Figure 6.1. A preventative strategy means that interventions are done more regularly than for a renewal strategy and each intervention is much lower cost and emits less carbon. Over the whole life of the asset, the preventative strategy maintains the condition (or function) of the asset at a higher level than the renewal strategy and can lead to a reduction in both the whole-life carbon emissions and whole-life cost of maintenance.

Some assets in the County will be beyond the point in the lifecycle where preventative maintenance is possible and a renewal treatment or replacement is the only option. For these assets, the best approach is to delay renewal until such at time that it is necessary.

To achieve the greatest benefit, the authority must take a proactive approach to preventative maintenance whilst undertaking some renewals. This will mean that it might not be investing in repairing the worst performing assets in order to maximise the benefit of available resources over the entire network.

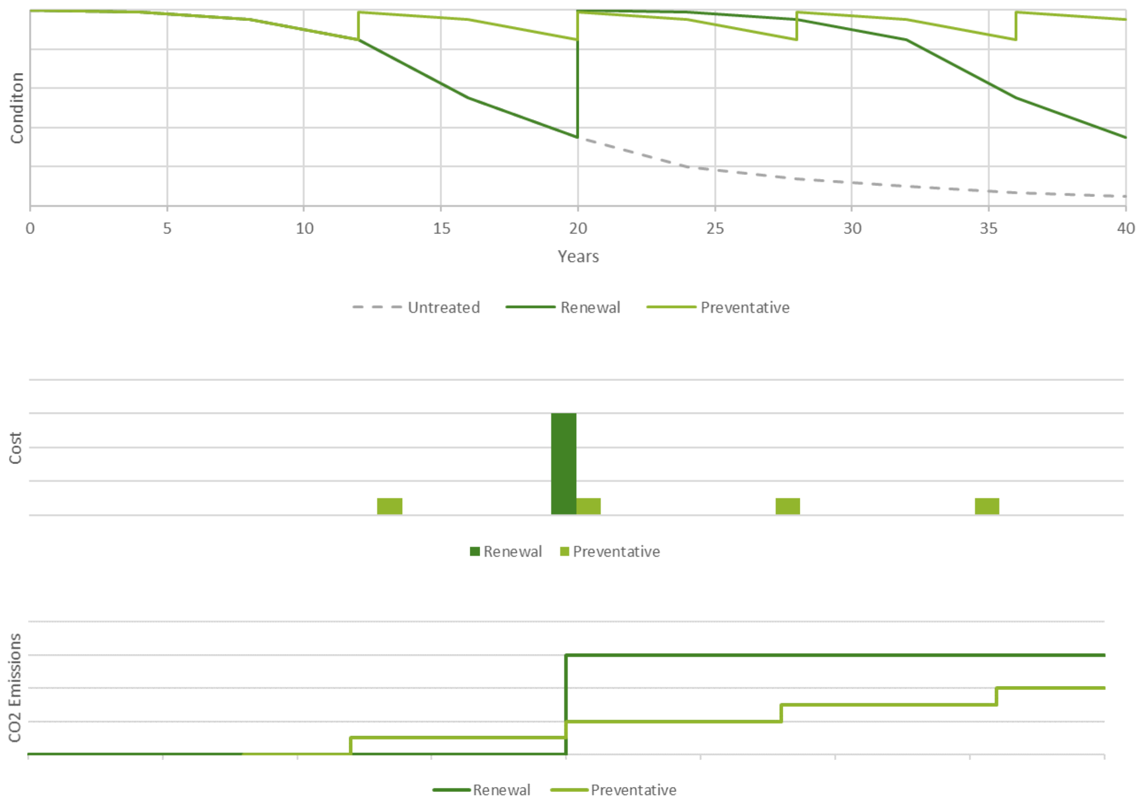



**Figure 6.1 Illustration of a whole life approach to maintenance**

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## 6.1 Carriageways

Carriageways are the part of the highway available for all types of vehicles and users. There are 530 km of carriageways in Rutland. The majority of carriageways are surfaced with a bituminous surfacing with some higher risk areas using a specialist high-friction surfacing.

**Condition**

Carriageways in the County are maintained in a very good condition. The proportion of roads that should be considered for maintenance is significantly lower across all road types than roads in the East Midlands region and England.

**Strategy**

The Council will maintain carriageways so that they remain available and in a safe condition. Carriageways will be maintained to a standard appropriate to their function. The treatments used will maximise efficiency over the life of the asset in terms of cost, impact on the environment and stakeholder's needs.

**Future challenges**

Carriageways deteriorate due to traffic loading and exposure to the environment.

The majority of the carriageways in the County are of evolved construction rather than designed. These assets are typically characterised by a relatively thin construction that is kept sufficiently sealed to prevent structural damage due to vehicle loading and water ingress. Unless maintenance is made in a timely fashion, that sealing can be compromised leading to an ingress of water and rapid deterioration of the structure. Increasing traffic loads and more severe weather due to climate change increase the risk of such damage.

More strategic carriageways, such as on A and B roads, typically have a thicker, structure but need to be similarly protected.

Appropriate funding is a key aspect of protecting the asset, allowing for preventative maintenance to be completed before the onset of structural deterioration and the remedy of compromised structures for the long-term.

**Method**

All carriageways are classified within a functional hierarchy that describes its use and risk.

Safety inspections will be made at defined frequencies according to the functional hierarchy and defects captured will be prioritised for repair in accordance with risk.

Routine maintenance such as drainage cleansing and grass cutting will be undertaken to ensure that the carriageway continues to function at an appropriate level.

The condition of carriageways will be monitored at a frequency that is commensurate with the rate of deterioration to ensure that the Council know how well the asset is performing.

Investment will be prioritised using condition data to give maximum benefit in line with the aspirations of this strategy. The investment will be planned sufficiently ahead to maximise the opportunity, permit appropriate communication and coordination with our stakeholders, and be delivered through defined programmes of work. In developing the programmes of work, decisions on treatments and the timing of these treatments will be made considering whole-life value.

Lifecycle plans have been developed for carriageway assets and have been used to inform the maintenance strategy. These plans will be developed to account for the latest intelligence and will be extended to incorporate environmental as well as financial and operational aspects.

**Short term outcomes**

Maintenance of the carriageway asset meets the Council's statutory obligations.

A rolling, three year forward works programme is communicated to our stakeholders.

Carriageways in the County are maintained in a very good condition.

**Medium term outcomes**

The condition of carriageways is maximised with the investment available. Subject to appropriate funding, in 2026 the condition of the network of carriageways will be similar to the condition in 2021.

Investment plans are formed on the basis of environmental impact as well as financial impacts.

## 6.2 Footways and Cycleways

Footway and Cycleways are the parts of the highway that are not intended for motor vehicles. There are 196 km of the network with footways in the County. The majority of footways and cycleways are surfaced with a bituminous surfacing or using concrete flags. Some premium areas are surfaced using modular paving or premium stone surfacing.

**Condition**

Footways and cycleways in the County are considered to be in a good condition however, no formal method exists to benchmark the performance of these assets with other authorities.

**Strategy**

The Council will maintain footways and cycleway so that remain available and in a safe condition. Footways and cycleways will be maintained to a standard appropriate to their function and location. The treatments used will maximise efficiency over the life of the asset in terms of cost and impact on the environment and stakeholder's needs.

**Future challenges**

Footways and cycleways deteriorate due to exposure to the environment, damage by trees and overrun by heavy vehicles.

Footways and cycleways by their nature, should not be subjected to heavy loading and can last a very long time provided that they remain sealed. There are locations where damage occurs from below due to disruption of the structure by trees and underground services or from above due to vehicle overrun. Damage to the asset can be minimised through timely maintenance to prevent an ingress of water and rapid deterioration of the structure. More severe weather due to climate change increases the risk of such damage.

Where footway surfaces are damaged, there is a risk of trips and falls that can lead to personal injuries. This risk will be primarily controlled by a regular safety inspection, the frequency of which can be adjusted to the level of risk present.

Appropriate funding is a key aspect of protecting the asset, allowing for preventative footway dressing to be completed before the onset of structural deterioration and the remedy of structural issues for the long term.

**Method**

All footways are classified within a functional hierarchy that describes its use and risk.

Safety inspections will be made at defined frequencies according to the functional hierarchy and defects captured will be prioritised for repair in accordance with the risk. The frequency of inspection will be regularly monitored and if required, adjusted to the level of risk present.

Routine maintenance such as drainage cleansing and cutting back vegetation will be undertaken to ensure that the footway and cycleway continues to function at an appropriate level.

The condition of footways will be monitored to ensure that the Council know how well the asset is performing and can use this intelligence to prioritise investment.

Investment will be prioritised using network condition data to give maximum benefit in line with the aspirations of this strategy. The investment will be planned sufficiently ahead to maximise the opportunity, permit appropriate communication and coordination with our stakeholders, and be delivered through defined programmes of work. In developing the programmes of work, decisions on treatments and the timing of these treatments will be made considering the whole-life value.

Lifecycle plans will be developed for footway and cycleway assets to inform the maintenance strategy. These plans will take into account the latest intelligence and will be incorporate environmental as well as financial and operational aspects.

**Short term outcome**

Maintenance of the footway and cycleway assets meet the Council's statutory obligations.

A rolling, three year forward works programme is communicated to our stakeholders.

**Medium term outcomes**

The condition of footway is maximised with the investment available. Subject to appropriate funding, in 2026, the condition of network of footways will be similar to the condition in 2021.

Investment plans are formed on the basis of environmental impact as well as financial impacts.

## 6.3 Drainage

The purpose of drainage is to preserve the function of other assets by facilitating the removal of water from the surface and preventing water from affecting the structure of carriageway, footways and cycleways. This is achieved by a system of surface drainage inlets such as gullies, and subterranean pipework which transports water away from the highway. There are nearly 9,000 gullies in the County.

**Condition**

The condition of the drainage asset is largely unknown as it is largely subterranean and as a result, very expensive to monitor.

**Strategy**

The Council will keep drainage systems cleaned and respond to known flooding issues using a risk-based approach.

**Future challenges**

Drainage systems fail due to sufficient capacity caused by their intrinsic design or through reduced capacity due to damage or debris. Drainage systems can also be disrupted due to tree roots and work by statutory undertakers.

The demand on the drainage system is expected to increase due to climate change with wetter winters and more severe weather events. This increase in demand increases the risk that drainage systems will be over-whelmed or additional debris will be washed into these systems.

**Method**

An inventory of surface drainage assets will be validated.

Surface drainage assets will be subject to a regular programme of routine cleansing. The frequency of cleansing will be defined according to a risk-based approach.

Flood events will be recorded and where available, funding allocated to a pro-active programme of work to remedy issues based on risk.

Drainage investigations can be made to determine the cause of flooding. Where statutory undertakers have caused damage, they will be pursued to remedy this damage.

**Short term outcome**

Confirmation that all drainage is cleansed according to agreed standards.

A risk-based priority list of flooding issues is available.

**Medium term outcome**

Through monitoring of flooding events and levels of investment, a long-term investment plan is formed to control the risk of flooding.

## 6.4 Structures

The purpose of structures is to support the function of the main transportation surfaces of the highway: carriageway, footway and cycleways. The structures asset group is formed of bridges, culverts, retaining walls and earthworks.

The Council maintains 98 highway bridges as well as other structures on the rights of way network.

**Condition**

The condition of highway structures will be monitored in accordance with current best practice.

**Strategy**

The Council will ensure that structures are maintained in a safe condition with sufficient structural capacity to support the permitted traffic using that route.

**Future challenges**

Structures are indefinite life assets that can last a very long time if appropriately maintained and not overloaded.

Ensuring that the structure maximises it potential lifespan means maintenance is done in a timely fashion before costly structural maintenance is required or even catastrophic failure of the structure.

Appropriate funding is a key aspect of protecting the asset to ensure that the right maintenance is made at the right time.

Traffic loading is likely to increase with a higher proportion of very heavy vehicles using the strategic routes while the change in consumer behaviour will result in more light goods vehicles across the network leading to an increase of the loading for bridges on minor routes.

**Method**

Under a Service Level Agreement, asset management of the highway structures is undertaken by Leicestershire County Council (LCC). This includes maintenance of records, condition inspections and the identification and prioritisation of planned works.

Highway bridges and structures will undergo a general inspection every two years and a more detailed principal inspection every six years.

The condition of highway structures will continue to be monitored and defects recorded and prioritised.

A risk-based programme of work will be defined for structures on the Rights of Way network.

**Short term outcomes**

Highway structures remain 'safe to use and fit for purpose'.

All highway structures will be inspected in accordance with the agreed regime of general and principal inspections.

Work will be prioritised based on risk identified in the inspection

**Medium term outcomes**

Appropriate investment is made to ensure that the whole life cost is minimised while the benefit to the environment is maximised.

## 6.5 Street Lighting

Street lighting comprises lighting columns as well as other lanterns that light the highway and lamps that illuminate signs. There are approximately 4,500 street lights in the County.

**Condition**

There is no formal method for assessment of the condition of street lighting. The Council is commencing a regime of structural testing which will identify those columns that are at risk of structural failure.

**Strategy**

The Council will ensure that street lighting is maintained so that it provides sufficient lighting for highway users and remains in a safe condition. Opportunities to reduce energy consumption will continue to be sought.

**Future challenges**

One of the key aspects of street lighting is energy consumption and therefore there is a clear link in this asset group to carbon emissions. The council has recently undertaken investment under an Invest-to-Save initiative to replace approximately

2,000 lanterns with modern LED units. This investment has been prioritised on the primary routes. As significant number of older-style SOX and SON lanterns remain on more minor roads which can have a significantly higher energy consumption than LED lanterns.

As part of the Council's Action on Climate Change, the replacement of the lanterns on minor roads will be necessary. Opportunities to enable this replacement remain to be identified.

**Method**

Surveys of the visual condition of lighting assets and structural testing will be carried out using a risk-based approach. Electrical testing will be undertaken in line with statutory duties.

Non-LED lamps will be replaced on a three-year bulk-change cycle.

Where identified from the surveys, a prioritised programme of column replacement will be undertaken subject to funding. Older style lamps will be replaced with modern LED lamps, subject to resources being available.

Lifecycle plans will be developed that identify investment required to manage the condition of the lighting asset in the long term.

**Short term outcomes**

The County's highways remain sufficiently lit for highway users.

Statutory obligations for electrical testing and safety are fulfilled.

Risks to highway users due to electrical faults and structural failures are adequately controlled.

**Medium term outcomes**

Opportunities to reduce energy consumption have been harnessed.

A long-term investment plan is formed to control the risk of structural failure.

The risk of faults in 2026 will be similar to the risk in 2021.

## 6.6 Traffic Management Systems including Traffic Signals

Traffic Management Systems manage the flow of traffic on the network ensuring both accessibility and safety for highway users. This asset group includes signals at highway junctions, formal crossings and other assets such as variable message signs and vehicle activated signs. There are 56 traffic signals and crossings in the County.

**Condition**

An annual condition survey is made of these assets and these are considered to be in a sound condition overall.

**Strategy**

The Council will ensure that traffic management systems are maintained so that they continue to operate in a safe condition. Opportunities to reduce energy consumption will continue to be sought.

**Future challenges**

One of the key aspects of traffic management systems is energy consumption and therefore there is a clear link in this asset group to carbon emissions. It is often uneconomic to upgrade the asset to reduce the energy consumption, rather this is best achieved as the asset is replaced or renewed.

As part of the Council's Action on Climate Change, we will seek opportunities to reduce the energy consumption of assets.

**Method**

Under a Service Level Agreement asset management of traffic management systems is undertaken by Leicester City Council (LC). This includes maintenance of records, condition inspections and the identification and prioritisation of planned works

A programme of traffic management system replacement has been identified and will be delivered when funding is available. This will be monitored and reviewed in the light of the annual condition survey by LC who will advise the Senior Highways Manager of any changes.

Lifecycle plans will be developed that identify investment required to manage the stock of traffic management system assets in the long term.

**Short term outcomes**

Traffic management systems continue to operate efficiently allowing highway users to move around the network in safety with minimum disruption.

Statutory obligations for electrical testing and safety are fulfilled.

**Medium term outcomes**

Opportunities to reduce energy consumption have been harnessed.

A long-term investment plan is formed to manage the risk of operational failure.

The risk of faults in 2026 will be similar to the risk in 2021.

## 7 REVIEW

A key part of the asset management framework as shown in Figure 1.1 is to regularly review progress in order to continuously improvement. The review takes the widest look at the state of the asset and includes current knowledge of:

- Strategic risks
- Asset condition
- Financial data
- Stakeholder feedback
- Investment needs

In addition to reviewing knowledge about asset, benchmarking is a valuable way of assessing the outcomes of our asset management practice in relation to the outcomes achieved by other authorities. It also allows the communication of best practice to achieve further improvement. We use benchmarking data from a variety of sources including national data from the Department for Transport, proprietary surveys and regional data from MHA+.

Using this knowledge, together with benchmarking data, it is possible to make an assessment of progress and likely future needs. Where necessary, the review can recommend improvements to any part of the asset management approach.


# Highway Infrastructure Asset Management Strategy

Summary Document

Rutland recycles

Rutland County Council

RUTLAND COUNTY COUNCIL IS RESPONSIBLE FOR OVER

**330 MILES** OF HIGHWAYS | **120 MILES** OF FOOTWAYS

# Introduction

## Rutland County Council is responsible for managing and maintaining more than 330 miles of highways and 120 miles of footways, as well as street lighting, bridges, traffic signals, drainage and other assets that make up the county's highway infrastructure. In fact, highway infrastructure is the Council's largest physical asset. It would cost the Council well over half a billion pounds (£680million) to replace every paved road and footpath in Rutland.

Highway infrastructure is vital to the social and economic well-being of Rutland. As the custodian of such a vital asset, the County Council needs a defined and structured approach to the management of this asset so that it clearly delivers the greatest value for our residents; this approach is called Highway Infrastructure Asset Management.

This strategy sets out the how Rutland County Council will manage highway infrastructure within the context of legal duties, national objectives, available funding and local needs. The strategy is a high-level document that affirms Rutland County Council's commitment to Highway Infrastructure Asset Management. This strategy underpins our annual delivery programme of works which is approved by Council.

# What are highway infrastructure assets?

Highway infrastructure assets include carriageways, footways, bridges and other highway structures, street lighting, traffic signals, highway drainage and street furniture that are the responsibility of the County Council. Some features are installed in or adjacent to the highway but are the responsibility of other organisations; these features are not highway infrastructure.

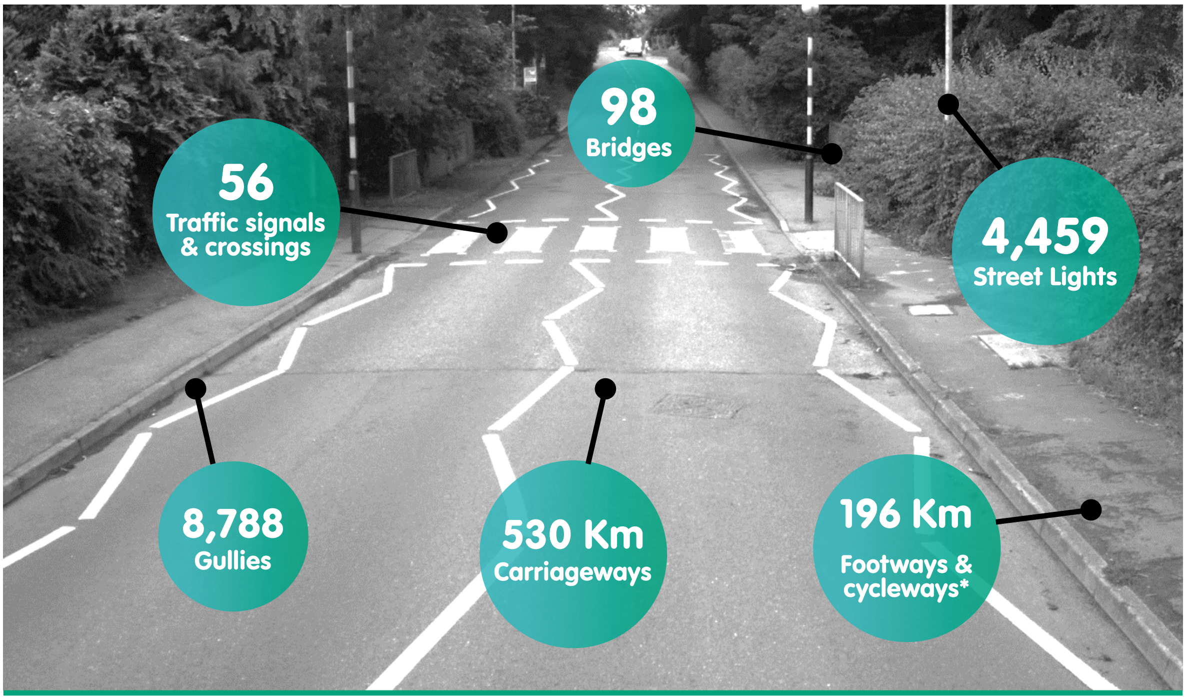



Figure 1

# Our residents' needs

## As the main element of infrastructure that enables transport and a large feature that is present near to where almost all people live and work, the highway can impact on many aspects of life in the County.

Our resident's needs are a key element in shaping the aspirations in the Asset Management Strategy. We have consulted with residents to confirm their needs and expectations which helped to inform all aspects of the strategy. Recent consultation indicated a desire from our residents to focus on the condition of roads, pavements and drainage.

We will continue this consultation to ensure that our asset management approach remains aligned with their needs.

## What we are seeking to achieve

### Rutland County Council is committed to implementing sound Asset Management principles in the management of its highway infrastructure. Our Highway Infrastructure Asset Management Strategy supports both the Council's Vision set out in the Corporate Plan and the vision for transport as set out in 'Moving Rutland Forward' (Local Transport Plan 4).

Our asset management objectives are:

- to ensure that highway assets are maintained in a safe condition and strive to reduce the number of casualties on our roads.
- to maintain the current condition on carriageways, footways and drainage and seek to improve the connectivity of footways, cycleways and public rights of way
- to consider the future impacts of decisions on cost, the environment and stakeholders expectations, and to address the challenge of climate change.
- to understand our stakeholder needs and to keep them informed.

Across all our assets, we will ensure that we meet our statutory obligations.

For carriageways and footways, we will maintain a three year forward works programme and form investment plans on the basis of environmental impact as well as financial impacts. The annual works programme will continue to be agreed by the County Council annually. Subject to funding, the condition of the network of carriageways in 2026 will be similar to the condition in 2021.

We will ensure that all drainage is cleansed according to agreed standards and will maintain a list of flooding issues that are prioritised on the basis of risk. A long-term investment plan will be formed to control the risk of flooding.

We will ensure that highway structures remain 'safe to use and fit for purpose'. They will be inspected in accordance with an agreed regime and work will be prioritised based on risk identified. Investment will be made to ensure that the whole life cost is minimised while the benefit to the environment is maximised.

We will ensure that the County's highways remain sufficiently lit and traffic management systems continue to operate efficiently. We will seek opportunities to reduce energy consumption with a long-term investment plan is formed to control the risk of failure. The risk of faults in 2026 will be similar to the risk in 2021.

# Our asset management approach

**Across all types of highway infrastructure assets, Rutland County Council will:**

- Make sure investment decisions consider the whole-life cost and environmental impacts.
- Seek to extend the life of assets using a preventative maintenance approach to maintain the function of assets over a longer period;
- Prioritise resources using condition data and supplementary information to generate the greatest benefit. Benefit means contributing to the objectives of this strategy.

The concept of a preventative, whole-life approach to maintenance and an illustration of the benefits it can produce are shown below in Figures 2 and 3.

Figure 2

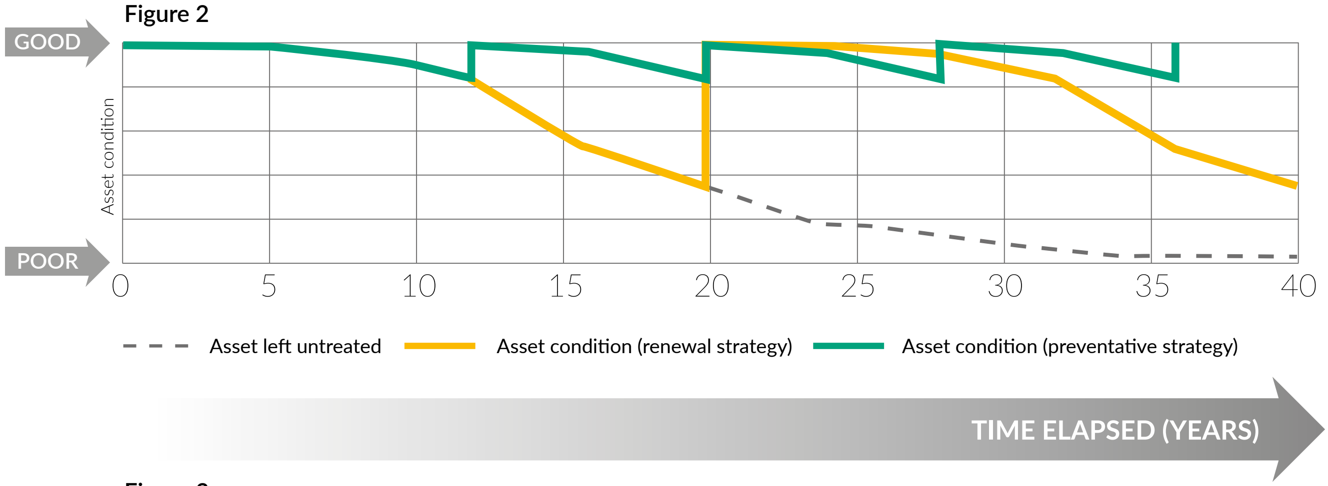
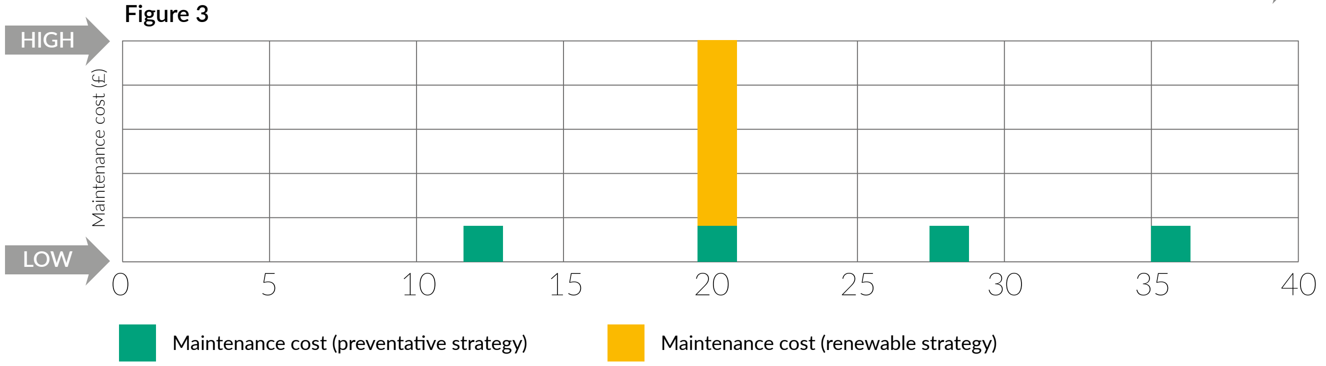



Figure 3




Graphs are for illustrative purposes only

A preventative strategy means that interventions are carried out more regularly whereas a renewal strategy allows assets to degrade over time, without maintenance or repair, to the point where they must be completely replaced.

A preventative strategy can maintain the condition (or function) of the asset at a higher level than a renewal strategy. Carrying out regular low-level interventions over the whole life of an asset, rather than waiting to replace it entirely, is also less intensive and can lead to a reduction in both the whole-life carbon emissions and whole-life cost of maintenance.

Some assets in the County will be beyond the point in the lifecycle where preventative maintenance is possible and a renewal treatment or replacement is the only option. For these assets, the best approach is to delay renewal until such time that it is necessary.

To achieve the greatest benefit overall, the authority must take a proactive approach to preventative maintenance whilst undertaking some renewals. This will mean that it will be treating some roads while others might be left in a worse condition.

## Funding challenges

The majority of Rutland's funding for capital investment in highway infrastructure comes from central government. There is wide-spread recognition of a chronic under-funding of highways maintenance at a national level. Appropriate levels of funding are critical to the fulfilment of this strategy and ensuring that the right investment is made at the right time. In setting out the long-term aims of the strategy, it must be accepted that Rutland County Council does not control the majority of funding required to maintain local highway assets, although it is assumed that funding levels will be adequate. Notwithstanding this, the strategy sets out how we intend to make the greatest benefit with the funding received.

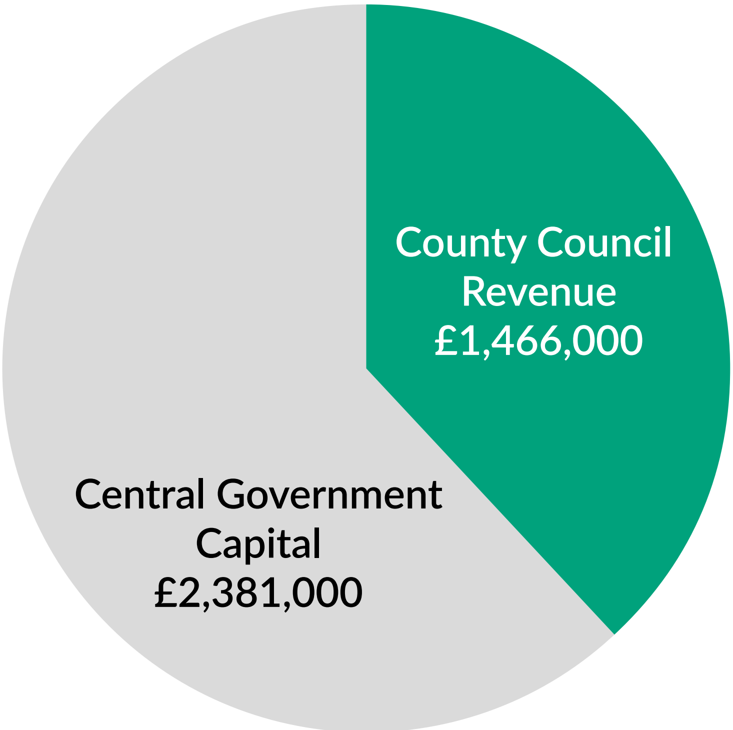



**Figure 4:** Sources of funding 2021

## Climate impact

Rutland County Council has declared a Climate Crisis and has released an action plan that outlines the county's response to this critical issue. The contribution to carbon emissions from highway infrastructure is significant in construction, maintenance as well as operation.

Climate change will lead to more severe weather events which will increase the demand on highway infrastructure and require a different approach to maintenance and investment. In particular the role of the drainage systems to prevent or mitigate flooding will increase in importance. Other effects of severe weather are also expected.

A key challenge for Rutland is achieving sustainable growth. In addition to the Climate Crisis, other sustainability impacts need to be addressed. These include noise and air pollution which impact on people's health and well-being, as well as enabling a wider transition to more active and sustainable forms of travel.

# What are the proposed maintenance strategies?

This draft strategy explains how each type of local highway asset will be managed up to 2026. Throughout this period we will:

- Maintain carriageways, footways and cycleways so they remain accessible and in a safe condition. Carriageways, footways and cycleways will be maintained to a standard appropriate to their function. The treatments used will maximise efficiency over the life of the asset in terms of cost, impact on the environment and road users' needs.
- Keep drainage systems cleaned and respond to known flooding issues using a risk-based approach.
- Make sure that highway structures are maintained in a safe condition, with sufficient structural capacity to support the permitted traffic using that route.
- Make sure that street lighting is maintained so it provides sufficient lighting for highway users and remains in a safe condition. Opportunities to reduce energy consumption will continue to be sought
- Make sure that traffic management systems are maintained so they continue to operate in a safe condition. Opportunities to reduce energy consumption will continue to be sought.

We have proposed this approach as the most appropriate way of achieving the asset management objectives in this strategy.

# What next?

We have developed this asset management strategy to explain what Rutland County Council wants to achieve in relation to highway infrastructure and why. It summarises key aims, the approach that we will be taken, and the challenges facing our county.

It is important that we understand the views of road user before finalising and implementing this strategy. Residents, businesses and other road users are therefore asked to share any feedback they may have on our proposed approach, as part of a public consultation exercise. The responses to this consultation will be used to enhance the strategy prior to adoption by the Council.

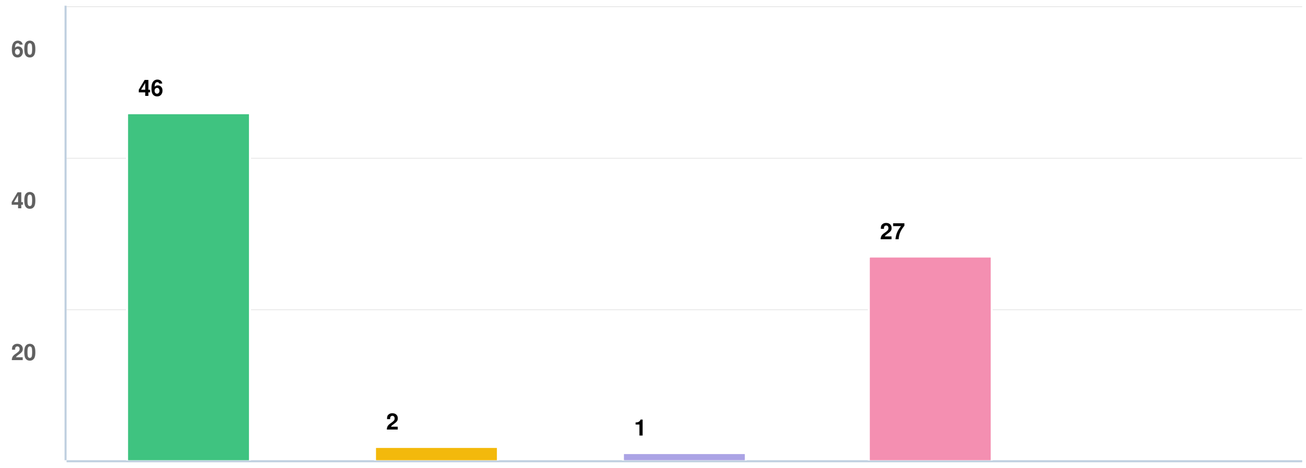
# Highways Infrastructure Asset Management Strategy Consultation

**SURVEY RESPONSE REPORT**
23 March 2021 - 17 October 2021

**PROJECT NAME:**
Highways Infrastructure Asset Management Strategy Consultation

# SURVEY QUESTIONS

## Q1 Are you responding to this consultation as:

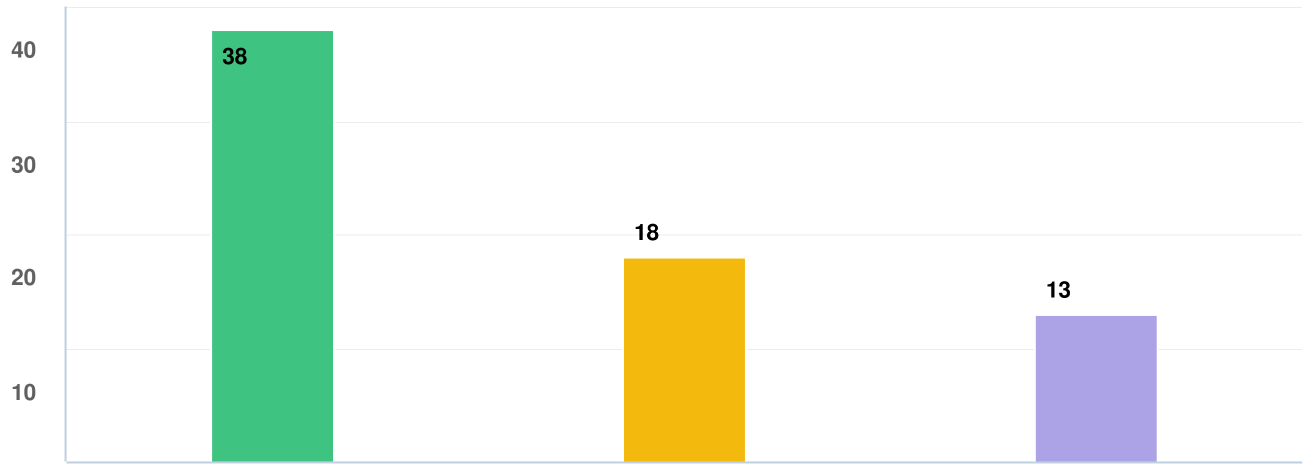



**Question options**

A resident · A business owner or manager · A farmer or agricultural worker · A road user · A visitor

*Optional question (56 response(s), 1 skipped)*
*Question type: Checkbox Question*

## Q2 Do you think the highways asset management objectives listed in Section 2 support the Council's commitment to promote a Hig...

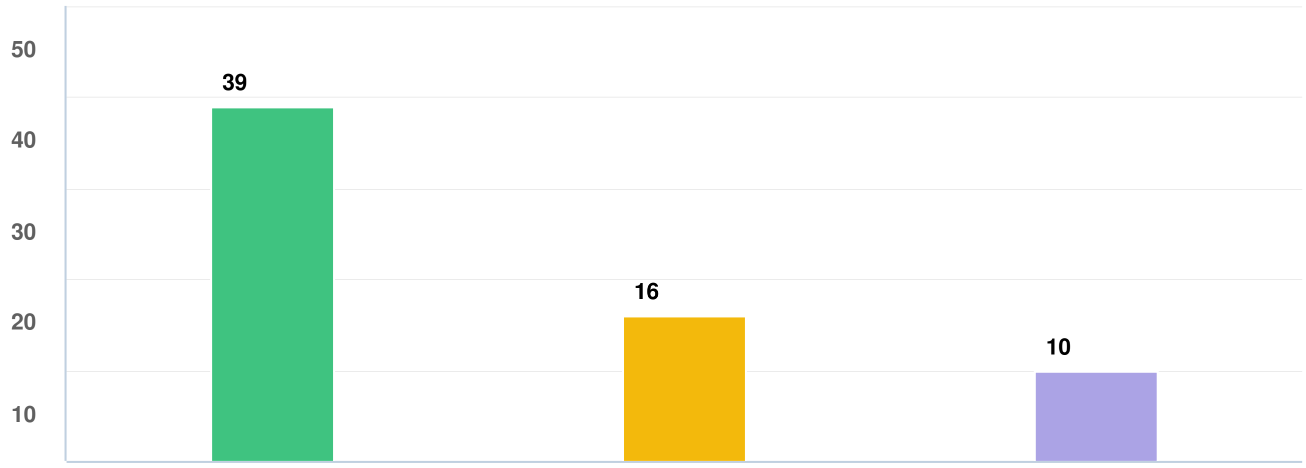



**Question options**

Yes · No · If you answered 'No', please tell us what you think is missing:

*Optional question (56 response(s), 1 skipped)*
*Question type: Checkbox Question*

## Q3 Do you think the highways asset management objectives listed in Section 2 support the Council's plans for local transport?




**Question options**

Yes · No · If you answered 'No', please tell us what you think is missing:

*Optional question (56 response(s), 1 skipped)*
*Question type: Checkbox Question*

## Q4 Please rank these three highways assets in order of importance to you (1 being the most important and 3 being the least imp...

| OPTIONS | AVG. RANK |
|---|---|
| Maintenance of roads | 1.48 |
| Maintenance of drainage | 2.13 |
| Maintenance of pavements | 2.39 |

*Optional question (56 response(s), 1 skipped)*
*Question type: Ranking Question*

**Q5 Are there any other aspects of highway maintenance that you think we should focus on as a priority? If so, please tell us in the box below:**

Anonymous
9/24/2021 12:01 PM

Specifically EV Charging points

Anonymous
9/24/2021 01:37 PM

Verges, hedges and verge drains (the hollows cut in the verge to take excess water where there are no surface drains). The latter are not regularly checked and cleared.. Often the vegetation on the verge is higher than the opening to these hollows and so the water is funnelled in a concentrated flow further down the road causing flooding. Raised ironworks are also a concern as they can cause serious damage to vehicles.

Anonymous
9/24/2021 03:07 PM

Co-ordinating highway maintenance better. Oakham can be practically cut off sometimes. One road work on a major artery at a time.

Anonymous
9/24/2021 09:38 PM

Filling in pot holes is not worth the time and money as they re0appear very quickly. Whilst addressing issues before they become too big, sometimes that leads to doing a 'temporary' job rather than a permanent or at least long term one.

Anonymous
9/24/2021 09:40 PM

Maintain road marking in good order, especially at junctions.

Anonymous
9/25/2021 07:39 AM

Although I put drainage third it doesn't mean it can be ignored. Ash well road Oakham near the fish and chip is constantly flooded during wet weather and I've been told that is won't be worked on as it's too expensive. Another area is Kilburn road Oakham part of it has been done but not all of it. Do you also realise that drainage problems occur through lack of clearing leaves. In fact it seems you deem i unnecessary to bother about the leaf problem and just let the lay and rot down. I don't know who is responsible for car parks but church st car park Oakham is in a terrible state:- never swept , uneven footpath with a tree planted in the middle of it . I complained about it to the Town council earlier in the year but they passed it to you and obviously it has not even been answered.

Anonymous

Maybe some mirrors positioned on tighter turns on the back roads.

9/25/2021 09:08 AM

I regularly drive the Glaston to Seaton and it's hard to see cars coming around the bend particularly by the unused bridge.

Anonymous
9/25/2021 09:39 AM

Grass verges. I strongly support that they should be left uncut for much of the year but there are places that need to be trimmed for the safety of road users eg road junctions, blind corners etc. I am also very concerned about the deep runoff channels cut into verges to allow drainage of water - they are dangerous. Many country lanes are narrow and there is very often a need to pull onto grass verges to enable vehicles to pass (especially if meeting the huge farming implements) and the chances of suddenly finding yourself in one of these channels is very high - it has happened to me more than once, so I know! They are visible when first cut but in a short time vegetation grows ad they cannot be seen.

Anonymous
9/25/2021 09:10 PM

To focus your attention on the poor state of the carriageways, the Highways dept. needs to spend time on 2 -wheeled transport around Oakham to really appreciate how poor the road surfaces are. Cars have extensive suspension to cushion poor surfaces. Cycles and motorcycles do not have the same . Currently, Rutland County Council seems to rely on the population to report anything that is wrong with road, lights, drains etc. I would be interested to know if there is any surface checking done by Highways dept., outside of what we report.

Anonymous
9/26/2021 09:38 AM

Better planning of road closures for a start. I wish you would completely resurface the road where the turning is for Lidl supermarket. How much money is wasted on doing shoddy repairs.

Anonymous
9/26/2021 10:19 AM

The bypass is now extremely noisy as is RPC containers, the machine noise through the night has increased substantially affecting sleep. What more planting can be done to reduce this? Oakham in Bloom do a brilliant job on the roundabouts

Anonymous
9/26/2021 12:24 PM

This year the roads have proved hazzordous due to the bio-diversity project - country roads have become dangerous to walk on as verges are not cut - pavements have been allowed to overgrow - forcing cylclists onto the road - this combined with the problems of parking around the water its a recipe for disaster. Its beyond me how full restrictions have been implimented in Whitwell whilst other villages have no parking restrictions - a problem all round - residents are allowed to bollard and even block off parking spaces with a fence (post and rails) with no question from the council - a chaotic and unfair system, as a village grows parking is essential. Cyclists must be encouraged to use the cycle path around the water and not the main road - with tourist traffic it is lethal.

Anonymous
9/26/2021 03:49 PM

A clear route from Welland Way to town

Anonymous
9/27/2021 12:48 AM

Cleansing and removal of damaging detritus

Anonymous
9/27/2021 06:05 AM

If the council wasn't so corrupt and actually worked for the local people and not themselves Oakham would be a better place and have more money to keep correct maintenance, sadly the council only think about themselves and people who use to work for them or can pay them a good amount in the pub we really don't stand a chance with the extremely poor and unconnected people running the Oakham, Rutland extremely sad times for the local people, and let's face it who in the right mind allows homes to be built on flood lands and in extremely dangerous places, only rutland County Council, but hey aslong as they are OK doesn't matter about the public highways or paths etc 😔😔😔

Anonymous
9/27/2021 07:08 PM

cycle paths - the better the surface the more people will use them if they are cycling to get somewhere. But potholes in roads are more dangerous for cyclists than for motorists.

Anonymous
9/27/2021 07:35 PM

More dropped kerbs for easier access for people using mobility scooters/wheelchairs/managing buggies and prams etc. in town centres

Anonymous
9/28/2021 10:53 AM

Coherent project timelines - deconflict with other work and events. Only restrict access to cyclists when essential - not as standard.

Anonymous
9/28/2021 03:18 PM

Winter time lighting at junctions/roundabouts and ensure all junctions have a clear view - left and right - to enable good judgement when turning

Anonymous

It's impossible to give ranking in Q4. For example, in Whissendine

10/01/2021 10:19 PM

we have significant weed growth in the pavements and road edges, which impedes drainage and causes deterioration in both road and pavement surfaces. Cycleways, as noted, are also missing.

Anonymous
10/04/2021 10:40 AM

Maintaining verges which are being eroded and damaged through careless parking and driving, which leads to loss of habitat and environmental damage

Anonymous
10/04/2021 08:29 PM

Repairs and resurfacing in Glaston, main road. The road is incredibly noisy at night due to pot holes and passing HGV`s.

Anonymous
10/06/2021 01:01 AM

Cycle paths maintained as per the roads so cyclists feel safe to use them

Anonymous
10/08/2021 09:37 AM

You seem to want to encourage alternate forms of travel to the car, but do little to maintain footways in village locations. You recently resurfaced a footway along Glaston Road Uppingham from the garden centre towards the A47. A footway used by about 3 people a year walking from nowhere to nowhere, yet village main road footways are falling to pieces. Shouldn't there be a ranking system of busiest footways being repaired before some particular Councillor's pet project being pushed to the top of the list?

Anonymous
10/09/2021 09:14 AM

Earlier fixing of small problems before they get bigger. In some places bigger and heavier agricultural vehicles damage roadsides by breaking up the side of the road causing potholes etc.

Anonymous
10/11/2021 08:04 AM

Maintenance of railway crossing and traffic issues

Anonymous
10/11/2021 09:44 AM

I’m not entirely happy with the last question (4) because I think all of those are current problem with as much importance as each other for the whole community. Currently we have problems with all of these in the areas of braunston road, warn crescent, glebe way. If you want to share with us exactly what the changes will look like, such as how often roads and footpaths will be maintained and by whom with what techniques it would be much more supported I’m sure. Also, the ‘repair’ work that has happened in my area of residence over the last couple of years has been inadequate to say the least. So I’m afraid what I’ve read today doesn’t encourage me much. I would also like to raise the flooding issue to the north of braunston road where we already have sand bags yet have heard of another housing development which will no doubt make this so much worse if it gets given the go ahead. Ludicrous!

| | |
|---|---|
| Anonymous<br>10/11/2021 06:46 PM | Ensuring residents remain safe by building sufficient traffic control into the infrastructure, including speed cameras and traffic calming. |
| Anonymous<br>10/11/2021 07:43 PM | Good paths in rural areas to ensure equal access for those with disabilities. |
| Anonymous<br>10/12/2021 08:40 AM | Greater illumination of pedestrian crossing, notably the one by the railway crossing..cars regularly don't stop at the crossing as they don't see it due to faded 'stripes' on the road and poor quality amber beacons |
| Anonymous<br>10/12/2021 09:48 AM | On a level with payments I think bridleways should be well maintained. More and more people cycle, not just for leisure. I try and cycle to work or to the shop and I can do with using some bridleways meaning I can stay off the road as much as possible |
| Anonymous<br>10/14/2021 06:24 AM | All lay bys particularly those with food facilities should be one way in and out with the out clearly marked as no entry because vehicles coming from the opposite direction see the sign and turn in irrespective of how dangerous it may be to suddenly slow and or turn in at that point crossing into oncoming traffic |
| Anonymous<br>10/14/2021 07:36 AM | Highway lighting to include Street lighting. Given that we are in a Climate Change Crisis this could be more energy efficient than leaving shop lights on and would allow people to walk rather than drive more safely in the dark. |
| Anonymous<br>10/14/2021 10:13 AM | Please come back & resurface the pavement between No1&17 Main Road, Barleythorpe! You marked it all up when you replaced the road a couple of years ago but never came back to do it! Alternatively, I am sure we would all love to own the land in the lay-by in front of our houses, we could then create proper off-road parking & front gardens where we would actually be allowed to charge an electric vehicle. If you are not going to maintain it, what is the point of you keeping it when you could actually make a little |

money selling it to the residents? It is a portion of land only ever used by the residents anyway!

Anonymous
10/14/2021 07:58 PM

I've twice reported to you via 'fix my street' about no audible beeps at the traffic lights at the crossroads in Uppingham by central garage (and also ignored my requests for cameras there due to the high volume of cars that drive straight through the red lights), but you've ignored it. It's extremely dangerous for the visually impaired.

Anonymous
10/15/2021 08:43 AM

Parking obstructing visibility splays

Anonymous
10/15/2021 09:47 AM

Preventative measures to stop snow drifts across Barnsdale Hill, get some hedges planted. Keeping verges cut low and maintained so safer at junctions.

Anonymous
10/16/2021 10:15 AM

Parking signs and lines.

Anonymous
10/16/2021 02:54 PM

More cycle Infrastructure.

Anonymous
10/16/2021 03:11 PM

Ensuring you cut the road side verges in a way that maximises their potential to support native flora and fauna.

Anonymous
10/16/2021 08:54 PM

Speed calming measures in villages and inconsiderate parking outside of Anglian Water car parks that impacts on local residents.

Anonymous
10/16/2021 09:53 PM

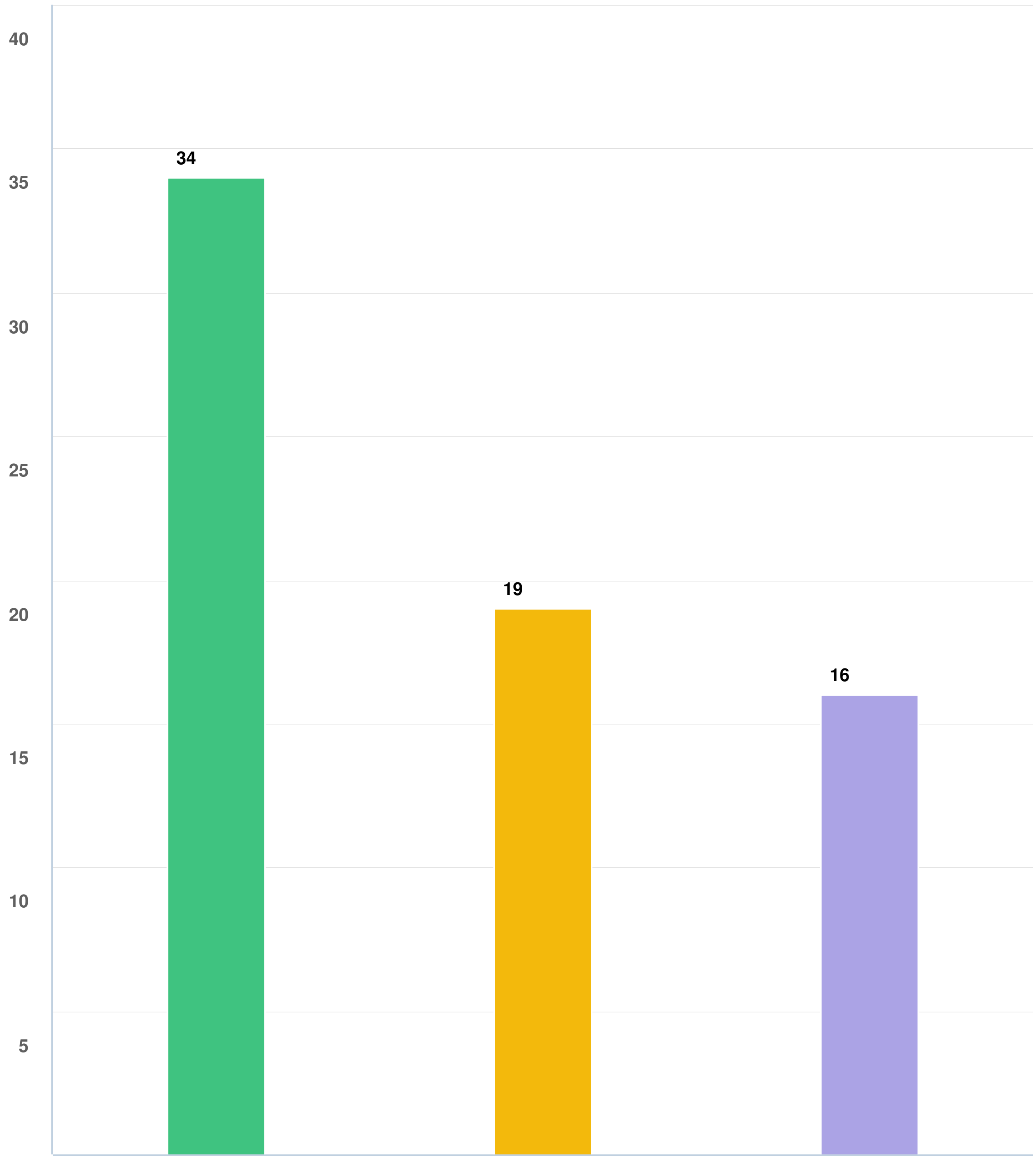
Keeping vegetation on verges low to improve visibility and safety

Anonymous
10/17/2021 03:32 AM

Highways maintenance really must ensure that pavements and shared use paths are the most attractive option for travelling. Road traffic must be reduced for all short trips and journeys that could be made by bike, by walking or by public transport. Any incentive to encourage private car use ought to be reduced when possible. If footpaths are also immediately adjacent to roadways, they must be kept vegetation free and as wide as possible, with good lighting if installed. Wider footpaths and reduced or implied road width restrictions can slow vehicles to make it significantly more attractive to walking and cycling. Reduced urban and village speed limits to twenty miles an hour reduces vulnerability for those not in cars, reduces intimidation by cars both in terms of noise and danger, and makes paths more user friendly. Reducing speed limits reduces stress for drivers, and the vulnerable not in cars, and reduces the carbon output of car journeys by using less fuel from the reduced speeds. Any forty miles per hour semi urban road speed should be reduced down further. Evidence for speed limits being consistently broken and unenforceability due to low policing ability, means that by reducing speed limits will bring even those who speed 'a little bit' into a better bracket of reaction speed to increase safety and more likely to make it less intimidating for walking and cycling infrastructure users. Anything to increase alternative low carbon transport is where we should be going. By increasing walking and cycling through making it more attractive, there will be less car use, and infrastructure will have longer life span with less maintenance budget needed. All new building developments must have extended obligations to contribute to wider area alternative infrastructure, linking up to existing cycle and walking routes. Over engineer for cycles and walkers.

**Optional question** (43 response(s), 14 skipped)
**Question type:** Essay Question

**Q6** **Do you think the approach described above for roads and pavements will help to achieve the asset management objectives listed in Section 2?**

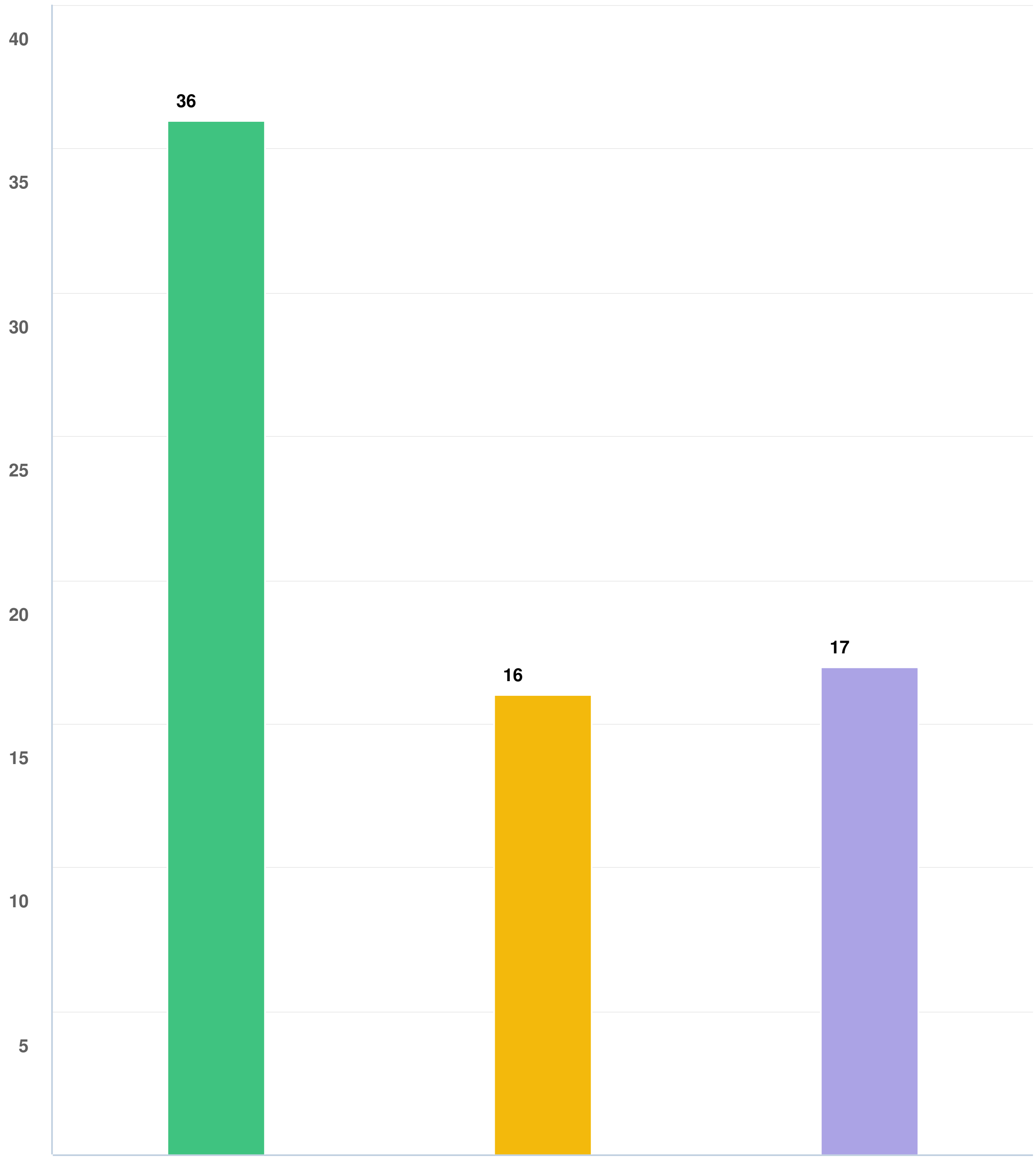



**Question options**

Yes · No · If no, what do you think is missing from our approach?

*Optional question (56 response(s), 1 skipped)*
*Question type: Checkbox Question*

**Q7** Do you think the approach described above for drainage will help to achieve the asset management objectives listed in Section 2?

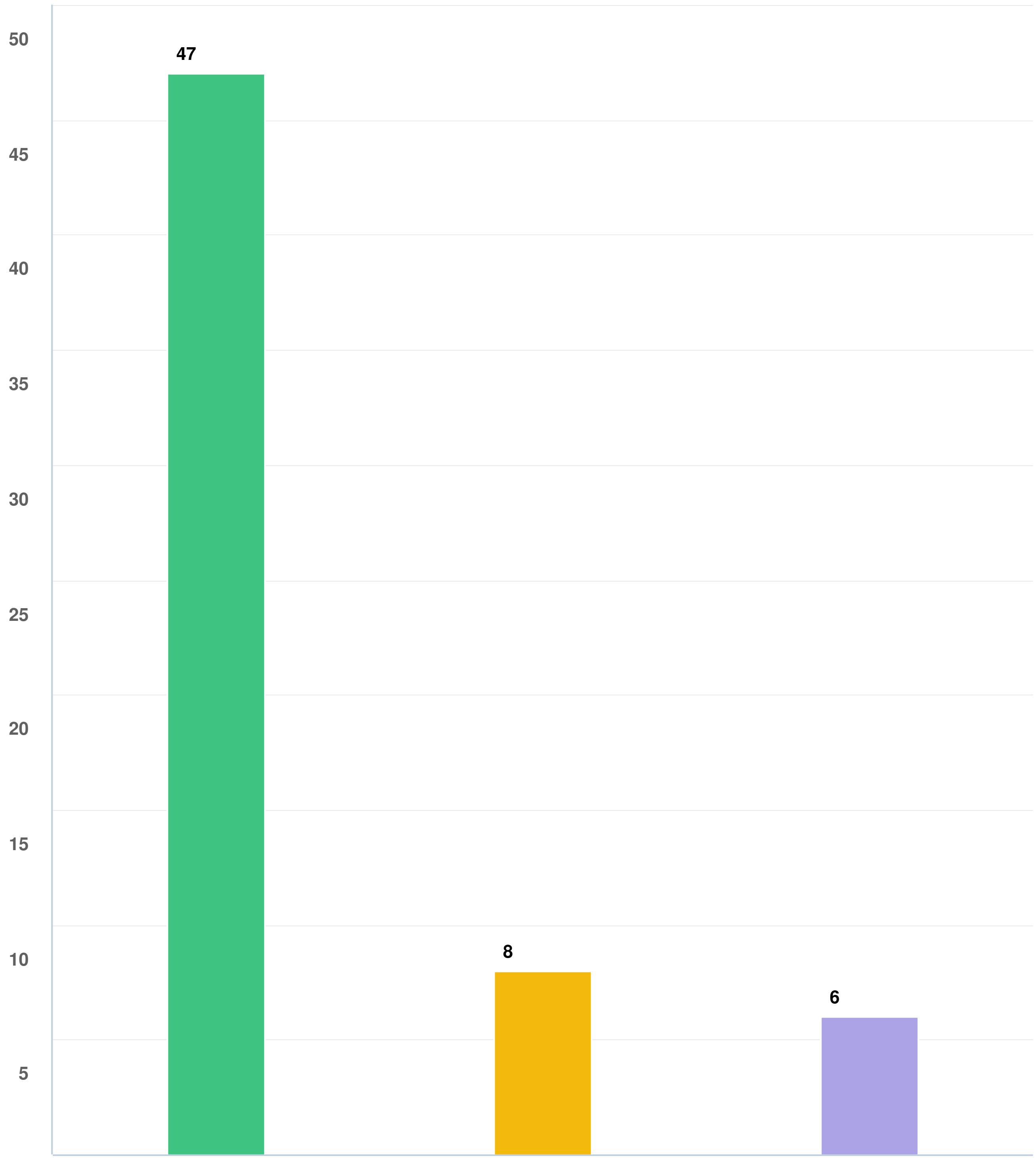



**Question options**

Yes  No  If no, what do you think is missing from our approach?

*Optional question (54 response(s), 3 skipped)*
*Question type: Checkbox Question*

**Q8** **Do you think the approach described above for highway structures will help to achieve the asset management objectives listed in Section 2?**

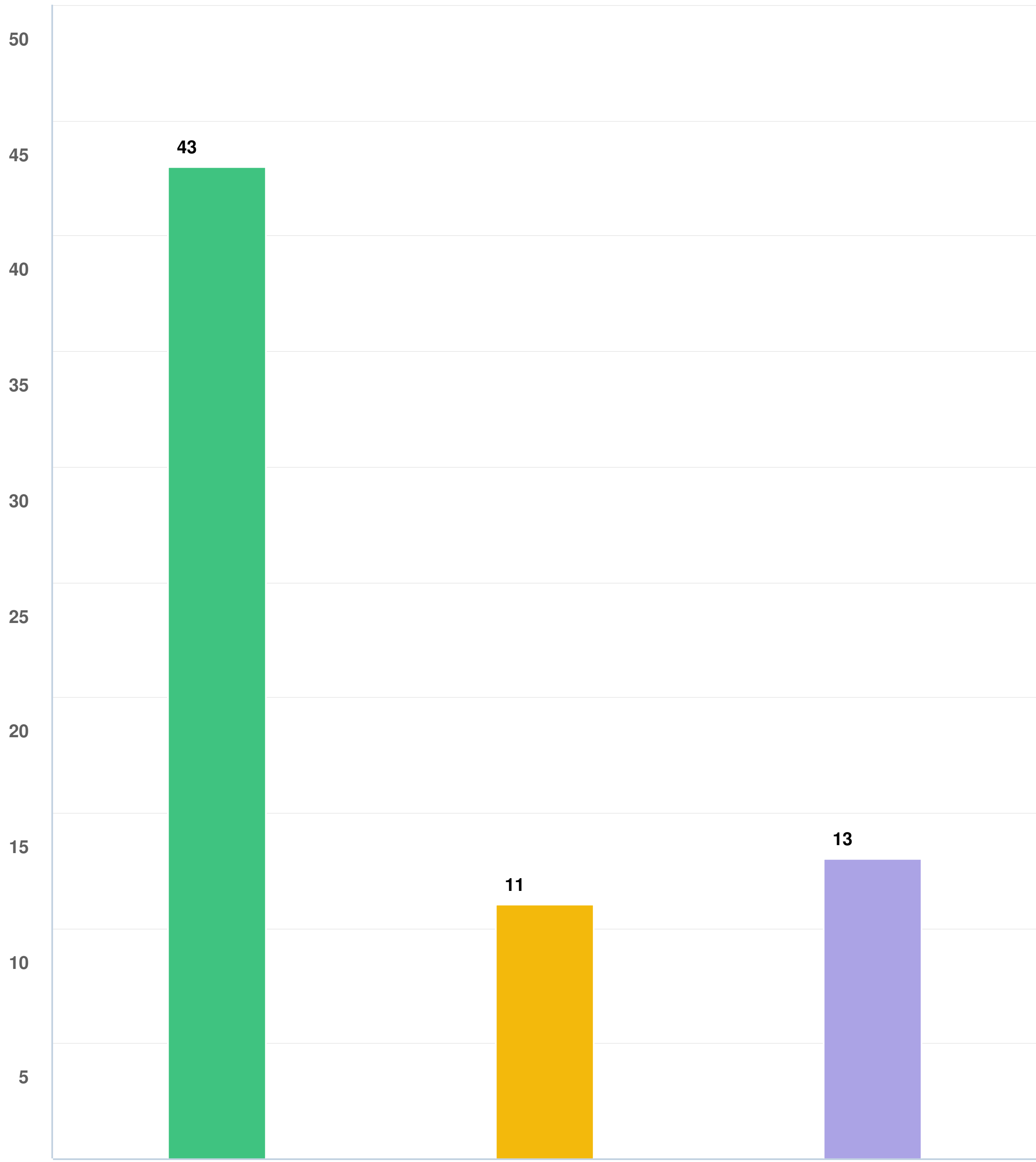



**Question options**

Yes  No  If no, what do you think is missing from our approach?

*Optional question (56 response(s), 1 skipped)*
*Question type: Checkbox Question*

**Q9** **Do you think this approach for street lighting and traffic management systems will to help achieve the asset management objectives listed in Section 2?**

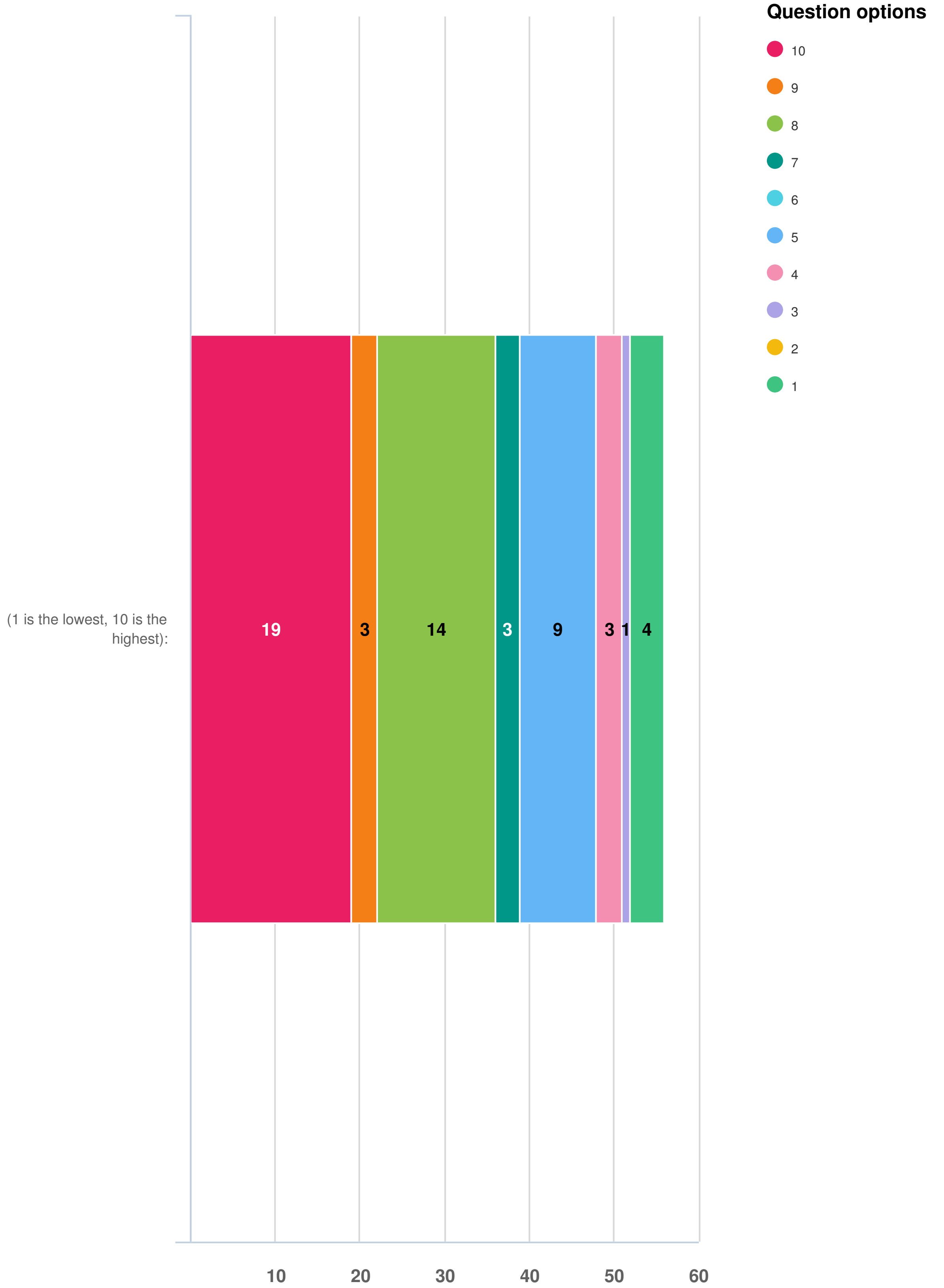



**Question options**

Yes  No  If no, what do you think is missing from our approach?

*Optional question (55 response(s), 2 skipped)*
*Question type: Checkbox Question*

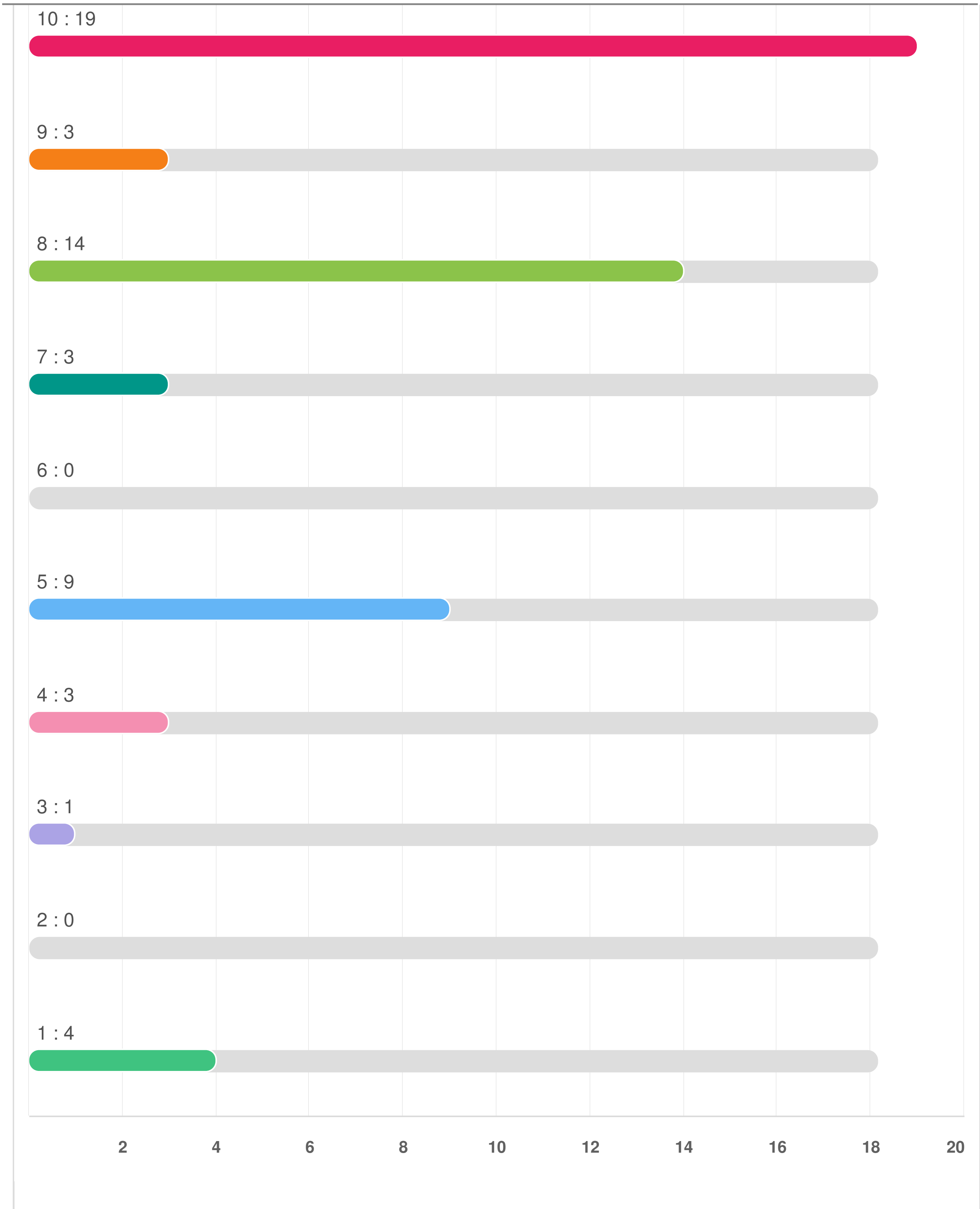
**Q10** **On a sliding scale of 1 to 10, how important is it to you that we ensure low carbon emissions through our lighting and traffic management systems?**




*Optional question (56 response(s), 1 skipped)*
*Question type: Likert Question*

**Q10** **On a sliding scale of 1 to 10, how important is it to you that we ensure low carbon emissions through our lighting and traffic management systems?**

**(1 is the lowest, 10 is the highest):**


10 : 19
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8 : 14
7 : 3
6 : 0
5 : 9
4 : 3
3 : 1
2 : 0
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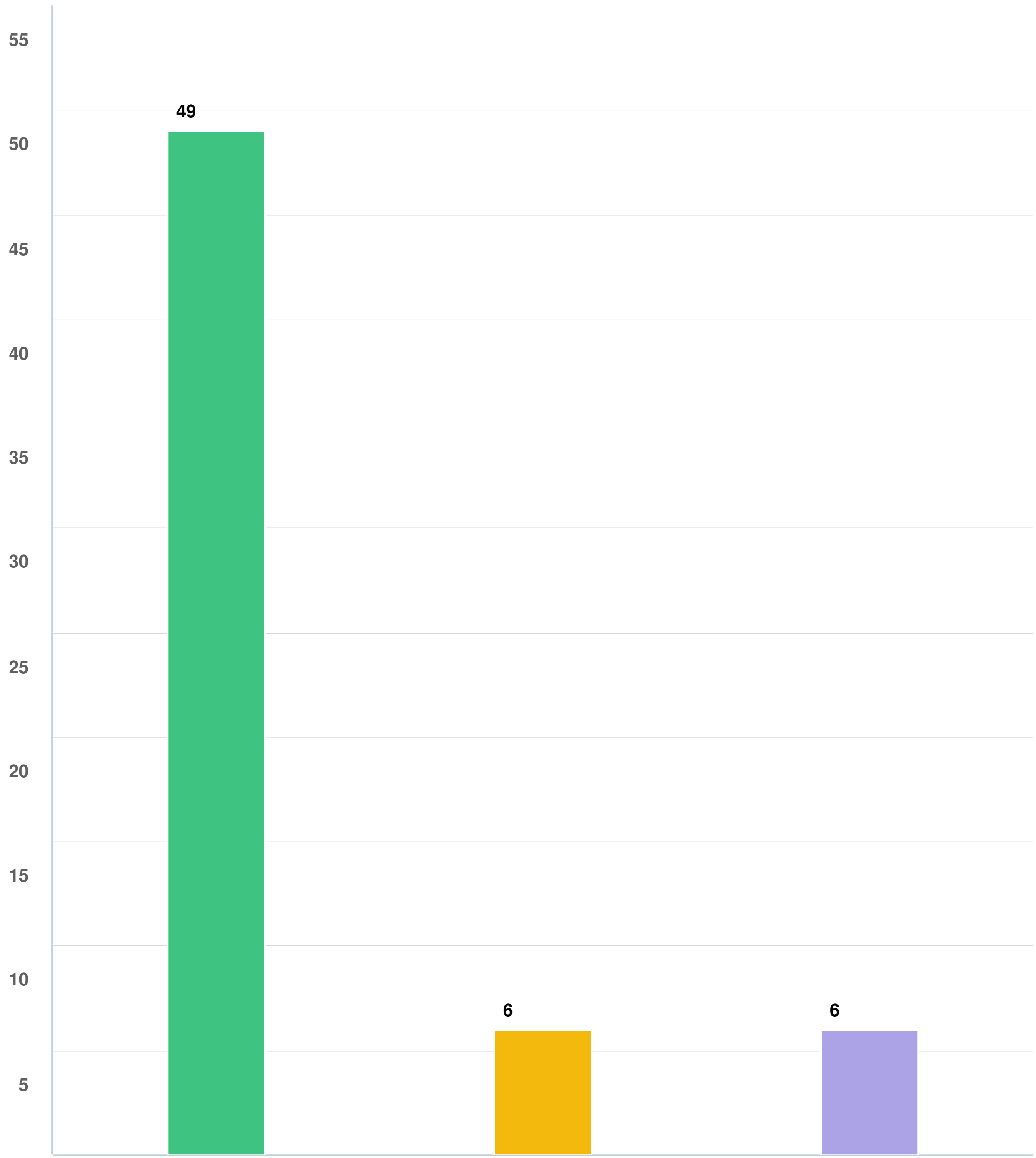
**Q11** **Do you think that considering whole-life cost and environmental impact when deciding where to invest in maintenance will to help achieve the asset management objectives listed in Section 2?**

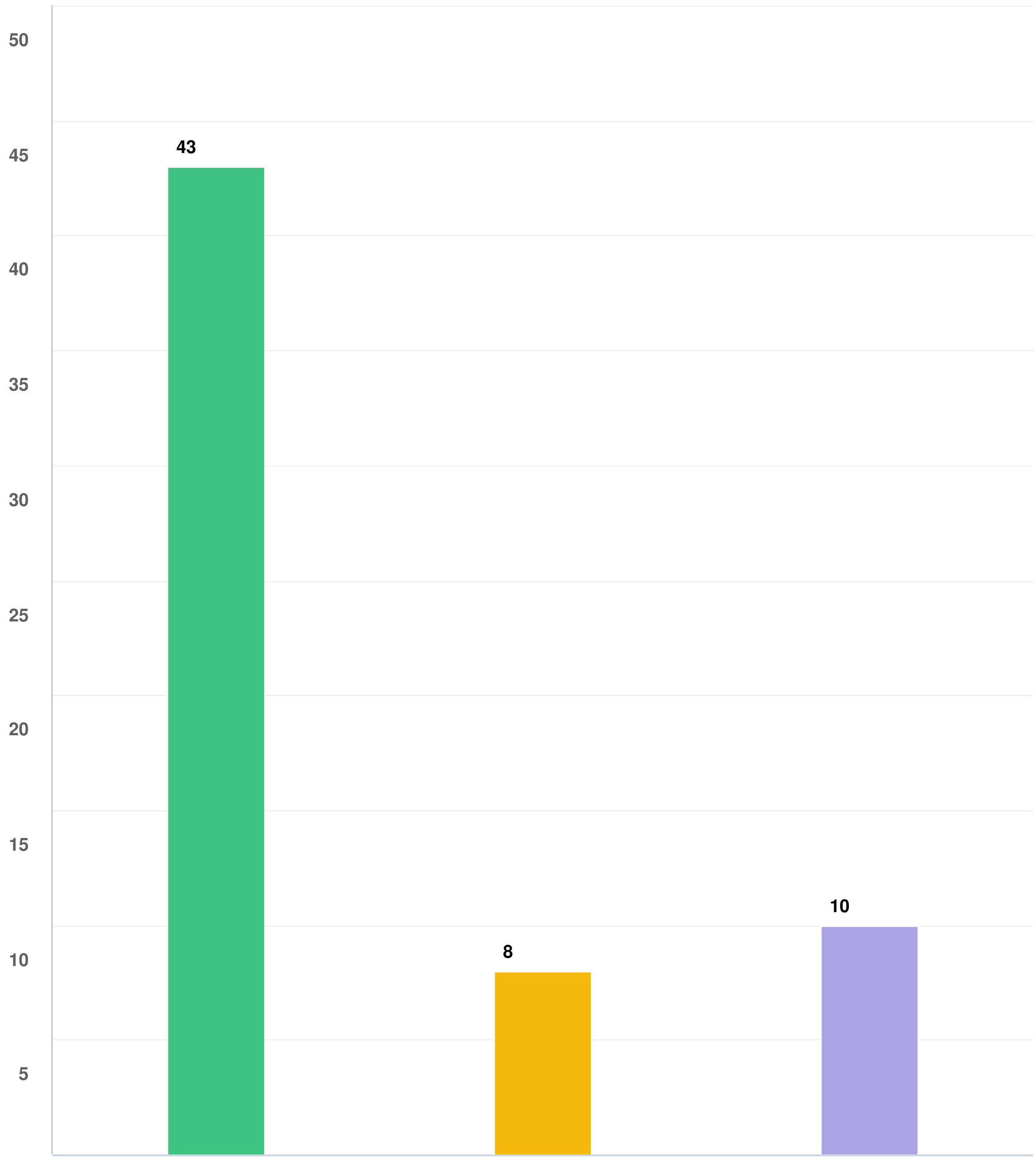



**Question options**

- If no, what do you think is missing from our approach?
- No
- Yes

*Optional question (56 response(s), 1 skipped)*
*Question type: Checkbox Question*

**Q12** **Do you think that extending the life of assets using a preventative maintenance approach, rather than waiting to replace these assets entirely when they are no longer fit for purpose, will help achieve the highway infrastructure asset management st...**




**Question options**

If no, please tell us why: No Yes

*Optional question (54 response(s), 3 skipped)*
*Question type: Checkbox Question*

**Q13 Do you have any further comments about Rutland's draft Highways Infrastructure Asset Management Strategy (HIAMS)? Is there anything else you would like to see included in the strategy? Please use the space below to tell us:**

Anonymous
9/23/2021 01:15 PM

A very good and well balanced Strategy.

Anonymous
9/24/2021 03:07 PM

I also think control of contractors needs to be tightened up. They put lights up and perform no work and the road is fine to drive both ways. Often the cones are to protect the workforce. But 16 hours a day there is not workforce nor at weekends.

Anonymous
9/24/2021 09:38 PM

I admire the effort to do the best with insufficient funds. I would be careful though that small jobs are carried out inefficiently in order to 'tick them off the list'.

Anonymous
9/25/2021 09:39 AM

My 1 observation is how little money you have for Highways maintenance, just under £4million is a joke these days

Anonymous
9/25/2021 09:10 PM

Please do not make the plans and file them under "13". Plans are for acting on. You are the professionals that we pay to do the jobs that we are not qualified to do

Anonymous
9/26/2021 12:24 PM

Absolutely chaotic - some water villages have no restrictions - some do there is no consistancy . Villagers should not be allowed to block off council maintained areas, the verges need to be cut and maintained. For Rutland water maybe a strategy for parking around the water should be implimented not with temporary A Boards but with a smart water sign to signify its importance as a tourist area. The whole water area needs consideration.

Anonymous
9/27/2021 12:48 AM

How are you measuring and quantifying carbon emissions and what are the targets?

Anonymous
9/27/2021 06:05 AM

Your all a waste of time and think you know everything and never listen to the public, when you work for the council you are ment to.

Listen to the public ans do what's right for us and the local community NOT you and your mates who let's face it 80% don't even live in rutland because of the council tax so they aren't exactly great people to have on the council. Anyway I'm a member of the public so you won't listen or take note of anything I say.

Anonymous
9/27/2021 07:08 PM

I think energy efficiency is very important, but I think street lighting ought to be considered from many perspectives, eg. human safety, reducing light pollution, colour of light and its effect on wildlife, as well as reducing the energy bill. A multifaceted approach should enable all these and other important objectives to be achieved at once with only minor trade-offs.

Anonymous
9/28/2021 10:53 AM

Introduce signage and speed limits to help reduce damage to road surfaces/verges - thereby reducing repair costs. Improve visibility of road damage reporting to ensure swift response -keep damage to minimum.

Anonymous
10/01/2021 10:19 PM

See comments above

Anonymous
10/02/2021 11:40 PM

Greater priority on improving pavements as these cause more injuries to people than vehicle accidents.

Anonymous
10/04/2021 10:40 AM

Fails to address: - environmental concerns re light, noise and air pollution - chronic underinvestment in roads and infrastructure - no mention of damage being done to verges - no parking strategy which should be linked to the highways strategy

Anonymous
10/08/2021 09:37 AM

At present vegetation sprouts from the kerbside into the carriageway unchecked. Sometimes the weeds are a foot tall which causes cyclists to ride further into the road and will obviously cause break up of the road surface. This could be due to a decrease in the use of pesticides in an attempt to be more 'green' to the environment. This combined with reduced verge mowing at junctions is more hazardous for all road users. Safety for all road users is more important than allowing greenery to sprout unchecked in order to appease the Green Party types.

Anonymous
10/11/2021 08:04 AM

It is not enough to just ‘ keep doing what you doing’ you need to change update dnd innovate

Anonymous
10/11/2021 09:44 AM

More detail. It’s very brief and whilst some of these things don’t appear to be in place currently and will have a positive effect we need more detail on them. I had to hunt to find this consultation! Would be worth sharing these things more openly!! Without a doubt something needs to change because the condition of our roads and paths is particularly bad and we see a lot of quick fixes that don’t last.

Anonymous
10/11/2021 07:43 PM

Good infrastructure in the rural villages to ensure accessibility for everyone.

Anonymous
10/12/2021 09:48 AM

I feel strongly that drainage and flooding roads should be high priority as over the last few years these problems have gotten considerably worse and flooding causes more damage to the roads over time. Also traffic calming areas should be more frequently maintained as the deteriorate quickly due to cars braking more in these areas.

Anonymous
10/14/2021 07:36 AM

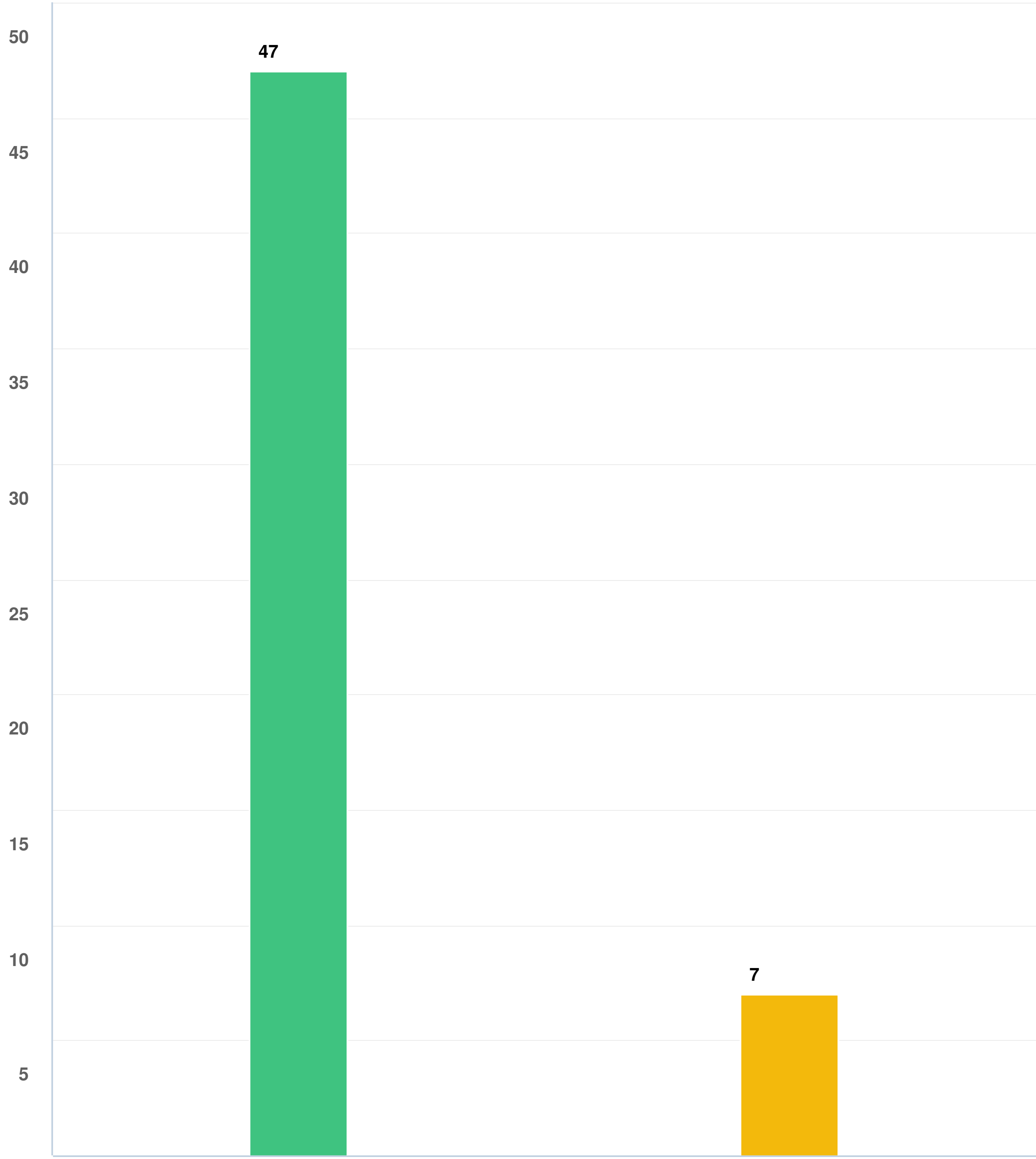
Cycle lanes which are clearly marked as such, and that they link up so even families can cycle safely. Cycle parking facilities. Buses that run regularly throughout the county to bring people in and out of the towns safely and economically. A park and ride scheme for traders which is advertised well (few knew about the last one which apparently ran from the Coop). It would free up car parks for people visiting towns. Free 2 hours of parking on Highways to encourage local business to take place. Not charge £2,500.00 to close Mill Street which is never going to be a good use of money so will never happen. This street benefits from closure for markets and events, and the resulting uplift in business directly benefits the government through taxes raised. There are parties interested in laying on food fairs, Christmas markets etc who would use the street but for this ridiculous charge. Years ago we had amazing Victorian Christmas evenings and markets which people enjoyed because they were artisanal and special, not burger vans and candy floss stalls. We could hold regular events for local artists and musicians if the street was free to shut. Not only would this help local business but would help the community spirit and mental health of local people. Rather than attracting many people from outside of the county, we can draw in our locals who would benefit in many ways from such events.

| | |
|---|---|
| Anonymous<br>10/14/2021 10:13 AM | A proper strategic investment in electric charging points for those of us who don't have off street parking. It is blatant discrimination to not allow us charging points in front of our properties |
| Anonymous<br>10/14/2021 04:51 PM | Thought for carbon neutral transport such as cycling. Making cycling safer which will in tern encourage more cycling (particularly in summer months). Cycling ways not just around Rutland Water but from Stamford - Oakham and Uppingham - Oakham and from villages to towns etc. With the increase popularity of electric cycling, commuting larger distances are a more feasible choice - but only if the roads are safer. |
| Anonymous<br>10/14/2021 07:58 PM | Listen to the public. Don’t build fuel stations, or anything else, on green belt land in Rutland. Leave your greed behind. |
| Anonymous<br>10/15/2021 08:43 AM | Common sense language. Simple statements and not buzzword bingo. More workers on the ground able to carry out repairs and fewer managers instructing them. |
| Anonymous<br>10/16/2021 02:54 PM | More cycle infra. Make it safe and easy. Cars are not the answer and not the future. Electric or otherwise. |
| Anonymous<br>10/16/2021 03:11 PM | More emphasis placed on Cycle paths next to A roads in rural areas. I would like to be able to walk/cycle safely from Oakham to Uppingham using the A6003. Not possible at the moment as the cycle path south of Oakham stops at the Egleton turn, before starting again at Preston. |
| Anonymous<br>10/16/2021 09:53 PM | The preventative measures used by Rutland Council are extremely effective |
| Anonymous<br>10/17/2021 03:32 AM | Highways maintenance really must ensure that pavements and shared use paths are the most attractive option for travelling. Road traffic must be reduced for all short trips and journeys that could be made by bike, by walking or by public transport. Any incentive to encourage private car use ought to be reduced when possible. If footpaths are also immediately adjacent to roadways, they must be kept vegetation free and as wide as possible, with good lighting if installed. Wider footpaths and reduced or implied road width restrictions can slow vehicles to make it significantly more |

attractive to walking and cycling. Reduced urban and village speed limits to twenty miles an hour reduces vulnerability for those not in cars, reduces intimidation by cars both in terms of noise and danger, and makes paths more user friendly. Reducing speed limits reduces stress for drivers, and the vulnerable not in cars, and reduces the carbon output of car journeys by using less fuel from the reduced speeds. Any forty miles per hour semi urban road speed should be reduced down further. Evidence for speed limits being consistently broken and unenforceability due to low policing ability, means that by reducing speed limits will bring even those who speed 'a little bit' into a better bracket of reaction speed to increase safety and more likely to make it less intimidating for walking and cycling infrastructure users. Anything to increase alternative low carbon transport is where we should be going. By increasing walking and cycling through making it more attractive, there will be less car use, and infrastructure will have longer life span with less maintenance budget needed. All new building developments must have extended obligations to contribute to wider area alternative infrastructure, linking up to existing cycle and walking routes. Over engineer for cycles and walkers.

**Optional question** (27 response(s), 30 skipped)
**Question type:** Essay Question

**Q14** Do you think that prioritising resources using condition data and supplementary information will generate the greatest benefit?

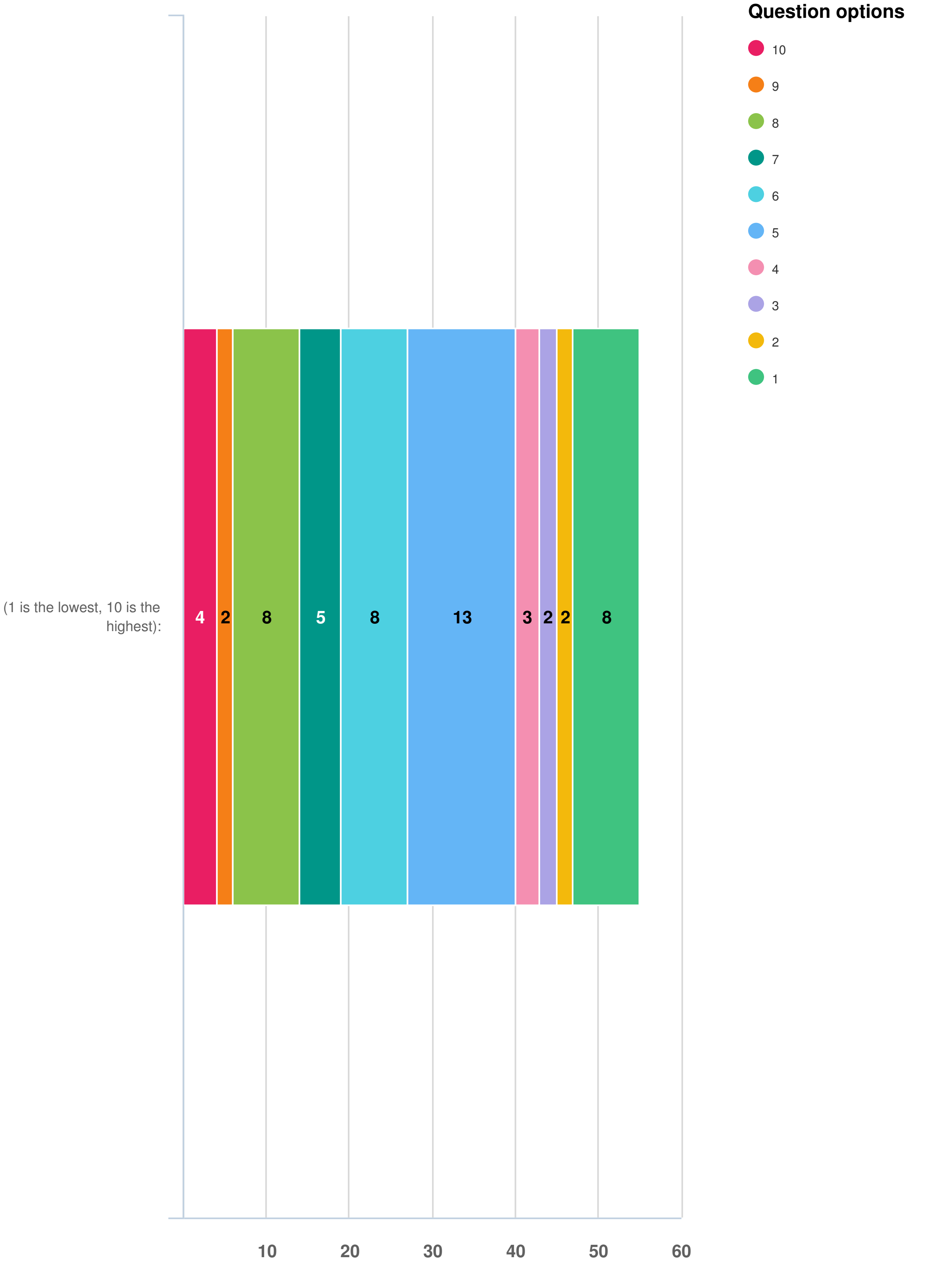



**Question options**

No Yes

*Optional question (53 response(s), 4 skipped)*
*Question type: Checkbox Question*

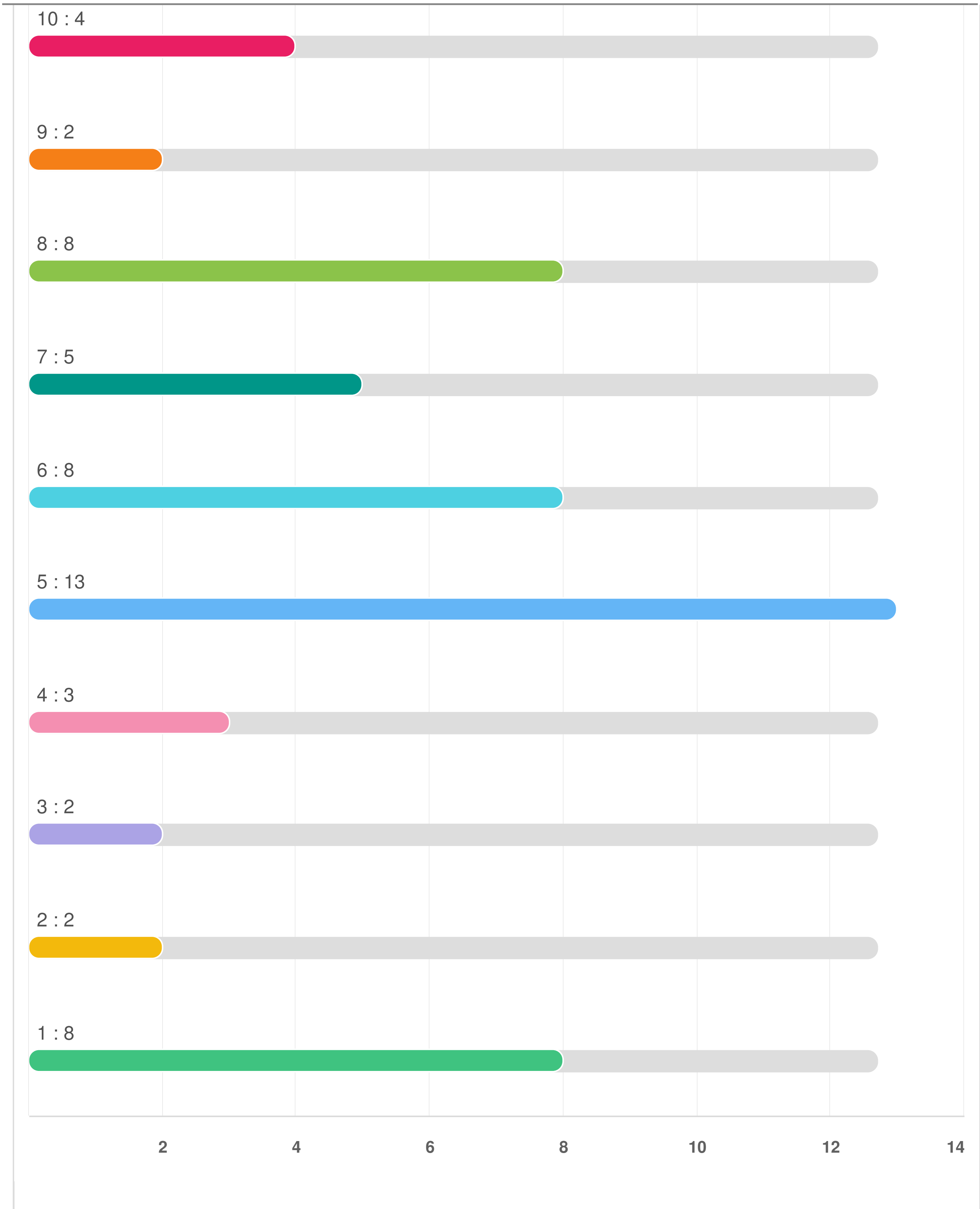
**Q15** **On a sliding scale of 1 to 10, how confident are you that this strategy will help Rutland to reduce its carbon emissions?**




*Optional question (55 response(s), 2 skipped)*
*Question type: Likert Question*

**Q15 On a sliding scale of 1 to 10, how confident are you that this strategy will help Rutland to reduce its carbon emissions?**

**(1 is the lowest, 10 is the highest):**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**Report No: 158/2021**
**PUBLIC REPORT**

# CABINET

**16 November 2021**

# ARMED FORCES COVENANT LEGISLATION

**Report of the Portfolio Holder for Policy, Strategy, Partnerships, Economy and Infrastructure**

| | | |
|---|---|---|
| Strategic Aim: | Protecting the vulnerable | |
| Key Decision: No | Forward Plan Reference: FP/060821 | |
| Exempt Information | No | |
| Cabinet Member(s) Responsible: | Cllr O Hemsley, Leader and Portfolio Holder for Policy, Strategy, Partnerships, Economy and Infrastructure | |
| Contact Officer(s): | Karen Kibblewhite, Head of Commissioning | 01572 758127 kkibblewhite@rutland.gov.uk |
| Ward Councillors | N/A | |

| DECISION RECOMMENDATIONS |
|---|
| That Cabinet:<br>1. Notes the implications of the forthcoming amendment to the Armed Forces Bill for Rutland<br>2. Endorses the approach used to manage implementation of the new legislative requirements |

## 1 PURPOSE OF THE REPORT

1.1 This report outlines the progress of the Armed Forces Covenant legislation as part of the updated Armed Forces Bill, and the plans to ensure appropriate implementation in Rutland. The report refers to 'new legislation' throughout for ease, though it is recognised that this clause is an addition to the existing Armed Forces Bill.

## 2 BACKGROUND

2.1 The Armed Forces Covenant is a promise ensuring that those who serve or who have served in the Armed Forces and their families are treated fairly, will not be disadvantaged in accessing public services due to their military service, and where appropriate there is special consideration, especially for those who have given most such as the injured and the bereaved. The intention is that by bringing the Covenant duties into legislation, a greater consistency in the national of delivery of the Covenant will be created.

2.2 The Armed Forces Community is defined as:

- Members of the Regular and Reserve Forces;
- Members of British Overseas Territory Forces who are subject to Service Law;
- Former members of any of Her Majesty's forces who are ordinarily resident in the UK
- Relevant family members; and
- Bereaved immediate family of Service Personnel and veterans who have died.

## 3 THE RUTLAND ARMED FORCES COMMUNITY

3.1 Rutland has a significant Armed Forces population. It is estimated that one fifth of the Rutland population is part of the Armed Forces community, be it serving, dependent, reservist, or veteran.

3.2 Rutland has two army barracks: Kendrew in Cottesmore and St Georges in North Luffenham. There are approximately 1,500 serving personnel across both. Additionally, there are serving personnel and their families from other military bases resident in Rutland.

3.3 Veteran numbers are estimated to be in the region of 5,000, although actual figures are difficult to identify. It is important to remember that veterans can be any age, although as reflects the wider Rutland demographics the majority of veterans in Rutland are older people.

## 4 THE LEGISLATION

4.1 The Council will be required under the duty to give 'due regard' and 'special consideration' to the Armed Forces community when developing policy, procedures and making decisions in the specified policy areas of:

4.1.1 **Education** including: general functions of Local Authorities; admissions and school places; and identification of and education provision for children with Special Educational Needs and Disabilities (SEND).

4.1.2 **Housing** including: allocation of social housing; homelessness applications; adaptations and Disabled Facilities Grants; tenancy strategies; and improvements of living conditions.

4.1.3 **Health** including: service improvement and effectiveness; patient choice; reducing health inequalities; and identification of and health provision for children with Special Educational Needs and Disabilities (SEND).

4.2 It is should be noted that where relevant functions have been contracted out, the public body responsible for managing the contract, will need to ensure that policies and processes of the contractor comply with the Covenant Duty.

4.3 The legislation does not mandate specific outcomes, but will operate in a similar way to the Equalities duty public bodies have, in that the Council must be able to demonstrate how it has considered any potential implications of decisions on the Armed Forces Community. This includes individual service user, operational, and strategic decisions.

4.4 The legislation will be enforced through existing internal complaints procedures, relevant ombudsmen or, as last resort, judicial review.

4.5 The Ministry of Defence Armed Forces Covenant Team (AFCT) in conjunction with the Local Government Association has produced draft guidance for local authorities on implementing the new legislation and indicated that further guidance will be available later in November. The LGA is also holding regular meetings with stakeholders to update on progress, and Rutland is represented at these by our Armed Forces Officer.

4.6 There is also scope within the Act to further extend the policy areas included under delegated powers to the Secretary of State; Adult Social Care is one such area that has been mooted both during the LGA and AFCT stakeholder meetings and during the Bill's parliamentary readings.

## 5 IMPLICATIONS FOR THE COUNCIL

5.1 The key issue for the Council is ensuring clear demonstration that that the legislative requirements of paying 'due regard' and 'special consideration' are met.

5.2 The Council is already well-placed in terms of Covenant delivery – it has been signed up to the Covenant for a number of years and there is a dedicated 0.6fte Armed Forces Officer who works across the Council and with local stakeholders to support Rutland's Armed Forces communities.

5.3 The Covenant duties are well embedded into day to day business for most service areas, and it is envisaged that the majority of requirements are already in place in for the three areas currently covered by the Covenant. The Council will need to take steps to ensure that sufficient evidence and data is collected to be able to demonstrate this.

5.4 The MOD have stated that the legislation will be enforced once passed, although it is expected that there will be a grace period of six months between implementation and enforcement.

5.5 The MOD have also stated that a review into the support offered by local authorities to the Armed Forces community under the legislation will be conducted twelve months following the implementation, it is therefore expected that there will be a requirement to provide data for at least the first year.

5.6 The legislation is likely to be very high profile both nationally and locally. The events in Afghanistan have already led to increased focus and publicity on support for the Armed Forces community, and this is expected to continue. Additionally, it is expected that the legislation will have a high profile locally due to the significant

Armed Forces population in Rutland and the level of Armed Forces activity within Rutland's wider communities. It is important therefore that expectations across the community of what this legislation will mean in practice and what the Council will do in response are managed appropriately.

## 6 TIMESCALES FOR THE LEGISLATION

6.1 The Bill is currently at the Committee stage in the House of Lords, the third sitting of which will be held on 8th November. The second draft guidance on implementation will be provided after the Committee stage.

6.2 The expectation currently is that Royal Ascent will be sought before Christmas and that the legislation will be enacted from January 2022. It is expected that final guidance on implementation will be provided in January, with training resources following in early 2022.

6.3 All timescales are subject to change.

## 7 IMPLEMENTATION

7.1 Implementation of the new legislation is being managed using the Corporate Project Governance process to ensure rigorous oversight. The existing Armed Forces Project Board comprising the Director for Adults and Health (chair), Cllr Razzell (Armed Forces Champion), the Head of Commissioning and the Armed Forces Officer, will be extended to become the Project Board for the implementation.

7.2 As the Armed Forces Officer is a shared post with Harborough District Council, the strategic lead for Harborough – the Director for Law and Governance - will also attend. Other officers from both Rutland and Harborough will be invited to attend for specific areas of work as relevant. Undertaking the work jointly with Harborough will also enable sharing of knowledge and ideas and make better use of capacity and resources.

7.3 In addition, a small working group has been established with the other Leicestershire and Leicester councils to consider mitigation of risk and ensure a consistent approach sub-regionally. As the area with the largest Armed Forces community, Rutland is leading this monthly meeting.

### 7.4 Work Plan

7.4.1 An initial plan has been developed covering the following areas:

a) Education

b) Housing

c) Health

d) Training and awareness raising (internally)

e) External communications

f) Evidencing compliance

7.4.2 The work plan sets out the key actions needing to be undertaken, timescales and the officer lead responsible in each business area.

## 8 CONSULTATION

8.1 The Armed Forces Officer for Rutland is engaged with the Local Government Association and Ministry of Defence Armed Forces Covenant Team to provide direct feedback into the national guidance being produced.

8.2 Regular updates are provided to the Member Armed Forces Champion as part of the overall Armed Forces work update.

## 9 ALTERNATIVE OPTIONS

9.1 There is no alternative to complying with the legislation.

## 10 FINANCIAL IMPLICATIONS

10.1 There is no New Burdens funding attached to the legislation. Local authorities are expected to implement without any additional resources.

10.2 There are a number of potential risks for Rutland in terms of finance and resources:

i) Costs of training materials and officer time;

ii) Communications resources, awareness raising, and wider communications;

iii) Cost implications for SEND services, given the size of the serving population, and young veteran families.

10.3 Depending on any additional policy areas included in the future, the Council may face additional financial risks or pressures.

10.4 As part of the implementation planning, officers are considering possible mitigation of these.

## 11 LEGAL AND GOVERNANCE CONSIDERATIONS

11.1 Once the Armed Forces Bill has been passed, the requirement will be within legislation and the Council will have a duty to comply.

## 12 DATA PROTECTION IMPLICATIONS

12.1 A Data Protection Impact Assessments (DPIA) has been completed. No adverse or other significant risks/issues were found. A copy of the DPIA can be obtained from Karen Kibblewhite.

12.2 Information on individuals' Armed Forces status will be managed in line with information collected under Equalities legislation.

## 13 EQUALITY IMPACT ASSESSMENT

13.1 An Equality Impact Assessment screening has been undertaken. A full Equality Impact Assessment has not been undertaken as the legislation will not have an adverse impact on other specific groups.

13.2 Recording of Armed Forces status will be undertaken as part of the Council's equality and diversity monitoring, including inclusion in Equality Impact Assessments undertaken for policy and decision-making.

**14 COMMUNITY SAFETY IMPLICATIONS**

14.1 There are no specific Community Safety implications arising from the implementation of the legislation.

**15 HEALTH AND WELLBEING IMPLICATIONS**

15.1 The requirement of 'due regard' will mean that any Armed Forces specific consideration for Rutland residents in relation to their health and wellbeing will necessarily have to be considered, both on an individual level and in relation to strategy and policy development.

**16 ORGANISATIONAL IMPLICATIONS**

16.1 Human Resource implications

16.1.1 Training of all officers will need to be undertaken to ensure that the responsibilities under the Covenant duties are understood in relation to each service area. There is a suggestion that training resources may be provided centrally by the MOD Armed Forces Covenant Team, but this is yet to be confirmed.

16.1.2 The Council will need to ensure that staff status in relation to Armed Forces is recorded. Again, this will be managed in line with other Equalities information recorded.

16.2 Communications Implications

16.2.1 A communications strategy is being developed to ensure that Rutland's Armed Forces communities and internal stakeholders are aware of the legislation and its implications.

16.2.2 Given the expected high profile of the legislation, any communications provided by the Council will support the management of expectations within the community.

**17 CONCLUSION AND SUMMARY OF REASONS FOR THE RECOMMENDATIONS**

17.1 The legislation will have an impact across the Council, not just in those areas it specifically refers to. The Council will need to be able to demonstrate how the legislation is complied with and ensure that it is implemented effectively.

**18 BACKGROUND PAPERS**

18.1 There are no additional background papers to the report.

**19 APPENDICES**

19.1 There are no appendices to the report.

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**Report No: 159/2021**
**PUBLIC REPORT**

# CABINET

**16 November 2021**

# VOLUNTARY AND COMMUNITY SECTOR INFRASTRUCTURE SUPPORT

**Report of the Portfolio Holder for Health, Wellbeing and Adult Care**

| | | |
|---|---|---|
| Strategic Aim: | Vibrant communities | |
| Key Decision: Yes | Forward Plan Reference: FP/200821 | |
| Exempt Information | No | |
| Cabinet Member(s) Responsible: | Cllr A Walters, Portfolio Holder for Health, Wellbeing and Adult Care | |
| Contact Officer(s): | John Morley, Strategic Director for Adult Services and Health | 01572 758442 jmorley@rutland.gov.uk |
| | Karen Kibblewhite, Head of Commissioning | 01572 758127 kkibblewhite@rutland.gov.uk |
| Ward Councillors | N/A | |

| DECISION RECOMMENDATIONS |
|---|
| That Cabinet:<br><br>1. Approves the recommendation to award an interim 12 month contract for infrastructure support whilst undertaking mapping and development work with the Voluntary and Community Sector in Rutland;<br><br>2. Authorises the Strategic Director for Adult Services and Health, in consultation with the Portfolio Holder for Health, Wellbeing and Adult Social Care to approve of plans for delivery, and any resulting commissioning. |

## 1 PURPOSE OF THE REPORT

1.1 This report sets out the potential options for future support of the Voluntary and Community Sector (VCS) in Rutland and makes recommendation for the future delivery of that support.

## 2 BACKGROUND AND MAIN CONSIDERATIONS

2.1 The Voluntary and Community Sector (VCS) encompasses a range of organisations from small informal community groups through to local and national charities and social enterprises.

2.2 A strong VCS can enhance the lives of local people and their communities through localised support and services, which are meaningful to their communities and deliver against local issues and priorities.

2.3 The support of an effective local infrastructure organisation is key in building and sustaining the sector through advice, capacity-building, brokering alliances and partnerships between local groups, and providing a collective voice to local authorities and the wider public sector. A good infrastructure body will offer the right mixture of support, challenge, leadership, resource, skills and knowledge. It will also help to foster relationships between the local voluntary sector, public bodies and local business. They also promote social action and make sure local communities have a voice.

## 3 NATIONAL CONTEXT

3.1 The Voluntary and Community Sector has faced a challenging time over recent years: nationally there has been an overall reduction in funding, and an increase in the use of contracts rather than grants. Latterly the Covid pandemic has put the sector under further strain – although equally, there have been some significant developments on the role of the sector and its ability to deliver quickly and flexibly which have about as a result.

3.2 The increased pressures on organisations through less overall funding have reduced capacity for strategic planning, and having to spend more time on funding applications and recruiting volunteers. It has also meant less capacity to get involved in local decision-making and policy design.

3.3 The National Association for Voluntary and Community Action (NAVCA) set out the role of local infrastructure organisations as follows:

i. identifying needs and facilitating improvement in service provision;

ii. assisting local organisations to function more effectively;

iii. facilitating effective communication, networking and collaboration amongst local groups;

iv. supporting local organisations to influence policies, plans and practices that have an impact on their organisations and beneficiaries.

3.4 The County Councils Network Councils & Communities in Partnership report ‘How counties can support a post-pandemic recovery for the voluntary and community sector’ (August 2021) highlights that the traditional dividing lines between the VCS and the public sector have blurred substantially over recent decades. Both sectors have become more closely intertwined than ever before as VCS providers deliver more and more public services.

3.5 It should be recognised that the VCS is a sector in its own right and that public sector authorities should not direct the sector, but rather use their experience and knowledge to guide and provide resources to facilitate development, as well as supporting the sector’s understanding of the wider strategic priorities and aims to achieve common goals.

3.6 The implementation of the Integrated Care System for Health and Social Care where the VCS is expected to act as an equal partner is also significant. Although, it is important to recognise that the sector has a far wider role in the development of Rutland priorities, including leisure, the environment, and children and families. It should not been seen solely within the context of the ICS.

## 4 LOCAL CONTEXT

4.1 The number of voluntary and community sector organisations in the County is estimated to be in the region of 300, including 160 registered charities; estimates are, however, challenging because a large proportion of organisations are small, local and not formally constituted, and there is no central record in the County. The VCS Network which has been established now for 3 years and is led by Citizen's Advice has 81 members.

4.2 During Covid there has been an increase in community support networks at a more grass-roots level, and a number of local voluntary sector organisations stepped up their work (with some Council support). RCC officers helped co-ordinate and mobilise many of the Covid-related projects that emerged alongside VCS colleagues, capacity from the Council that was only available due to the significant reallocation of resources during Covid. The Council has now stepped back from this support as it returns to business as usual.

4.3 The current provision of VCS infrastructure support is commissioned as part of the Community Wellbeing Service (CWS). The contract requirements are:

i. Provision of support to local voluntary and community organisations to ensure continued community based local provision.

ii. Development and support of volunteering across the county, including specific cohorts of volunteers where needs are identified.

iii. Development of community capacity, supporting local people to develop and run groups and networks which support themselves.

iv. Support broader skills and capacity building for prevention, health and wellbeing, to enable independence and resilience in individuals, families and communities to live well and care for themselves.

v. Work co-operatively and constructively with the Council to represent the wider VCS within Rutland and identify additional resources and funding that can be brought into the county to enhance Rutland's provision for vulnerable people.

4.4 The contract for the Community Wellbeing Service ends on 31st Mach 2022 and consequently there is an opportunity to consider what support the sector needs in Rutland, and how such support might best be provided in the future.

## 5 CCG POSITION

5.1 The Clinical Commissioning Groups currently provide a contribution towards the VCS Infrastructure Contracts in both Leicester City and Leicestershire County. They do not do so for Rutland, and this is historical from when the CCGs operated separately. Discussions have now taken place with the CCG as to how this might be addressed in the future.

5.2 The CCG have reviewed their current position relating to VCS support for this financial year as part of the wider work on the ICS, and will undertake an options appraisal for their future support. The intention is for this to be completed by April 2022.

5.3 Given the varying positions of the three local authorities (Leicestershire's and Leicester's positions are set out in Section 6 below), the CCG are considering how best to ensure future provision which both enables a system-wide approach but which takes into account each local authorities' particular needs, and the development of the wider ICS.

5.4 The CCG budget for any health infrastructure provision for 2022/23 is not yet confirmed. It is anticipated that the funding will remain at the same level as this financial year, but used across the three local authorities.

5.5 Plans for the CCG's model from 2022/23 have not yet been developed, and therefore are not set out in this paper. Should there any further information from the CCG on future plans prior to the Cabinet meeting on 16th November, a verbal update will be provided in the meeting.

5.6 The CCG have recently been awarded funding from NHS England for the development of a VCSE Alliance, a strategic leadership group aligned to the ICS. The VCSE Alliance will lead work to embed the VCSE sector into the ICS. It is anticipated that all three places across LLR will contribute to this programme which will also support VCS development at place and neighbourhood levels across LLR.

5.7 A system strategy/framework for improved working with the VCS is currently being considered. Any such strategy will be developed in consultation with system partners including the local authorities and the wider VCS across LLR. The Strategy should provide clarity on how health see the role of the VCS within both the ICS and the Place-Based Plans, accepting that this will continue to develop as the ICS embeds.

## 6 WIDER LEICESTERSHIRE AND LEICESTER CITY PLANS

6.1 Leicestershire County's contract ends on 31st March 2022. They are undertaking a formal procurement exercise in mid-November for a new contract to start 1st April 2022. The current contract includes the CCG contribution for health specific infrastructure support.

6.2 Leicester City's plans are less clear currently. They have given notice on their current contract with Voluntary Action Leicester-Shire, which ended on 30th September. It is understood that a strategy is being developed, although timescales for this are currently unknown. The CCG have commissioned Voluntary Action Leicester-Shire directly for the remainder of this financial year to deliver health specific infrastructure support in the City.

## 7 OPTIONS

7.1 The sector in Rutland has the potential to become more stable and sustainable, delivering more local support services, and potentially bring additional funding into the county (which the Council cannot access). Informal mutual support networks also have the potential to develop and grow. Without infrastructure support in place, progress and momentum gained during the pandemic would most likely be lost.

7.2 Where the sector is able to thrive, it brings benefits across the County, and can support the Council's wider strategic priorities. Voluntary and community groups add value to individuals and communities and bring enhancements to place and the economy.

7.3 Rutland needs its VCS sector, the Council and other agencies to work collaboratively so that services are responsive and effective. To do this, the sector will require:

i. Central facilitation to enable an empowered, self-sustaining and innovative voluntary sector.

ii. Strong collaboration between all partners: the VCS, statutory, and private sector, as well as our communities themselves.

iii. Capacity to provide a responsive infrastructure which supports the local offer available for communities.

iv. Engagement with statutory partners' strategic direction and priorities, being sat around the table as an equal partner with a clear voice.

v. Support to increase their affluence in order to reduce dependency on the public purse, and where local authority & Health funds might be utilised to greater effect on statutory services.

vi. Ability to maximise community impact by:

- identifying priority areas where collaborative working could support shared aims.
- identifying actions together that help these aims to be realised.
- continuing to facilitate and support informal community-based support where individuals that know their community help those around them; such a network would support effective social prescribing.
- raising the profile and embedding the values and benefits of the sector.

7.4 It is suggested that Rutland's unique demography needs a solution that meets its specific needs, recognising the importance of support for Rutland coming from within Rutland.

**7.5 Do nothing**

7.5.1.1 Allow the current contract for infrastructure support, as subsumed under the Community Wellbeing Service contract to end on 31st March 2022. This would leave Rutland without a specific infrastructure support service, other than anything commissioned by health.

7.5.1.2 There are two clear risks with this option.

7.5.1.3 The sector will not support itself and the work to facilitate collaboration and development of the sector will be lost. Prior experience tells us that without clear leadership and support, the sector operates as individual organisations without clear direction, and our ability to engage with the sector in a meaningful way is lost.

7.5.1.4 The Council's relationship with the CCG may be damaged, as the sector becomes reliant on the contract procured and funded by the CCG, and Health view the Council as reneging on its responsibilities to support the sector as a partner within the ICS.

7.5.2 This option is not recommended.

**7.6 Procure a contract for VCS Infrastructure Support**

7.6.1 A procurement could be run jointly with Leicestershire County Council's and the CCG. This will enable most efficient use of resources for both local authorities and the CCG. It will also lead to a synergy in the services commissioned – particularly important as the Integrated Care System (ICS) is developed and reflecting the wider work which is undertaken on a sub-regional footprint. It will allow organisations who might otherwise only bid for one or other of the contracts to potentially bid for both (due to overlap in the proposals) and reduce the risk of organisations only bidding for the larger more financially attractive Leicestershire contract.

7.6.2 Whilst Leicestershire County Council will lead the procurement exercise, Rutland would have its own specification and contract. This will ensure Rutland's needs are met by the new service whilst facilitating synergy with the wider infrastructure support across LLR and help future alignment with the development of the Integrated Care System.

7.6.3 The risk with this approach is that the service would need to be sufficiently flexible to both deliver the clear outcomes needed to continue the development of the sector which has been undertaken thusfar, but also take into account developments from both the CCG VCS strategy when written and the requirement of the ICS as these are clarified nationally.

7.6.4 At this stage, Leicestershire may determine that Rutland's request to join would now delay their procurement timetable to the extent that the procurement becomes unviable.

**7.7 Establish an interim contract and undertake mapping and development work with the VCS**

7.7.1 Rutland does not currently have a strategy for the VCS, and consequently some of the engagement with the sector is ad hoc and not coordinated. The value of the sector is not always realised.

7.7.2 The sector has developed considerably during Covid and consequently more organisations, including community groups, are visible than before. Rutland would benefit from building on the progress accelerated during Covid, through: mapping the extent of the sector in Rutland; better understanding the sector's needs and opportunities; and the continued development of volunteers.

7.7.3 A 'holding position' for 2022/23 is recommended: that is continued infrastructure support via the current provider, Citizen's Advice, so as not to lose the existing momentum, whilst undertaking a wider mapping and consultation with the sector on where it feels it could add most value and on the future type and level of support needed. From this, a clear VCS strategy could be developed.

7.7.4 It is recommended that such mapping and development work would be undertaken jointly between the Council and an identified organisation within the sector. It is important for sector engagement that the Council is not seen to be directing the sector for its own aims – it must remain independent – but the knowledge and experience of this type of work which the Council can bring would add value.

7.7.5 The further Future Rutland work planned would feed into the consultation and strategy development. This would also allow time for the CCG Strategy to be developed and for the ICS to be implemented, and the implications of both to be understood.

7.7.6 Such an approach would cost more for the initial 12 months, but should give a clearer direction for the future. It would enable clear, appropriate VCS infrastructure support to be commissioned for 2023/24.

7.7.7 This is the recommended option.

## 8 CONSULTATION

8.1 Adults and Health Scrutiny Committee convened a working group who have commented on the proposals.

8.1.1 Although there was some disagreement as to whether Rutland had an existing vibrant voluntary sector, the Working Group expressed strong views that it would not be sensible to commission an infrastructure service at this time.

8.1.2 They recommended that mapping be undertaken to understand the range and spread of the sector currently, and consulting with the sector as to whether they would welcome infrastructure support.

8.1.3 There were conflicting views as to whether this would be better undertaken by the Council, or whether it should be a VCS organisation which led this.

8.1.4 The Working Group also noted that there was currently no VCS Strategy in Rutland and this hindered future development.

8.2 The Portfolio Holder has been consulted.

8.3 The work to develop options took into account the responses to the Future Rutland Conversation. The feedback from residents show that there are areas of strength in the VCS, but also significant challenge in different areas of the community, noting both the proliferation of community activity, clubs and groups offering a wide range of activities, and also the concern about the decreasing pool of volunteers, especially as the population is ageing.

## 9 ALTERNATIVE OPTIONS

9.1 The alternative options are set out in Section 6 above.

## 10 FINANCIAL IMPLICATIONS

10.1 The sum of up to £40,000 per annum is proposed for the interim infrastructure service which it is believed would be sufficient for viable delivery. This level of funding is within the General Fund allocation for the current Community Wellbeing Service which ends on 31st March 2022.

10.2 The CCG contribution when confirmed will allow a view to be taken as to whether this is in addition to the proposed figure, or whether this is used to off-set the Council's contribution. This would be somewhat dependent on the level of CCG contribution.

10.3 The additional funding to undertake the mapping work would identified from funding available to address Health Inequalities under the Place-based Plan (currently in development), and from the Public Health Grant.

## 11 LEGAL AND GOVERNANCE CONSIDERATIONS

11.1 Any infrastructure provision would be commissioned in line with the Council's Contract Procedure Rules and with the Public Procurement Regulations as appropriate.

## 12 DATA PROTECTION IMPLICATIONS

12.1 A Data Protection Impact Assessments (DPIA) has been completed. No adverse or other significant risks/issues were found. There is no direct collection or storage of personal data as part of the work proposed.

12.2 A copy of the DPIA can be obtained from Karen Kibblewhite, Head of Commissioning.

## 13 EQUALITY IMPACT ASSESSMENT

13.1 An Equality Impact Assessment (EqIA) has been completed. No adverse or other significant issues were found. A copy of the EqIA can be obtained from Karen Kibblewhite, Head of Commissioning.

## 14 COMMUNITY SAFETY IMPLICATIONS

14.1 There are no specific community safety implications arising from the proposed work.

## 15 HEALTH AND WELLBEING IMPLICATIONS

15.1 Support to create and sustain a vibrant VCS in Rutland will enable residents to access services and activities which improve their overall health and wellbeing. The contribution of funding from the CCG will specifically enable the VCS to address this.

## 16 CONCLUSION AND SUMMARY OF REASONS FOR THE RECOMMENDATIONS

16.1 Rutland's VCS provides opportunity to provide support and services to communities across the county. Infrastructure support will assist the sector to develop and remain sustainable in the future, and in particular to support the increased grass-roots community groups which developed during Covid.

16.2 Rutland currently doesn't have a VCS Strategy nor a complete picture of the sector locally and therefore of the types of support the sector might want or need.

16.3 Using the next year to map and understand Rutland's VCS will enable a clear strategy to be developed in the future and ensure resources are directed to have most benefit. The timescale will also allow the bedding in of the new ICS and understanding of how the VCS plays its part within that. There is a need, in the meantime, to retain existing support to the sector.

16.4 It is therefore recommended that an interim contract is awarded to the current VCS infrastructure provider for 12 months, and alongside further work to understand the local VCS is undertaken. This position will also provide time for the CCG plans and implications for Rutland to become clear.

## 17 BACKGROUND PAPERS

17.1 There are no additional background papers to the report.

## 18 APPENDICES

18.1 There are no appendices.

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Agenda Item 13

**Report No: 160/2021**
**PUBLIC REPORT**

# CABINET

**16 November 2021**

# EDUCATIONAL PSYCHOLOGY CONTRACT

**Report of the Portfolio Holder for Education and Children's Services**

| | | | |
|---|---|---|---|
| Strategic Aim: | Protecting the vulnerable | | |
| Key Decision: Yes | | Forward Plan Reference: FP/151021 | |
| Exempt Information | | No | |
| Cabinet Member(s) Responsible: | | Cllr D Wilby, Portfolio Holder for Education and Children's Services | |
| Contact Officer(s): | Dawn Godfrey, Strategic Director for Children's Services<br><br>Bernadette Caffrey , Head of Early Intervention, SEND and Inclusion | | 01572 758358<br>dgodfrey@rutland.gov.uk<br><br>01572 720943<br>bcaffrey@rutland.gov.uk |
| Ward Councillors | N/A | | |

| DECISION RECOMMENDATIONS |
|---|
| That Cabinet:<br><br>1) Approves the recommissioning of the Educational Psychology contract which would commence September 2022.<br><br>2) Approves the increased contract value.<br><br>3) Approves the increase in the SEN Operations Budget – up to a maximum of £85,500 but notes that, where possible some of this cost may be offset via a recharge to the Dedicated Schools Grant (DSG).<br><br>4) Delegates the award of a contract to the Strategic Director for Children's Services in consultation with the Portfolio Holder for Education and Children's Services |

## 1 PURPOSE OF THE REPORT

1.1 To seek approval to progress the recommissioning of the Educational Psychology contract, the contract to commence September 2022, and to seek approval to increase the value of the new contract.

1.2 To request authorisation to go to procurement on the new contract and for Cabinet to delegate the award of contract to the Strategic Director for Children's Services in consultation with the Portfolio Holder for Education and Children's Services

## 2 BACKGROUND AND MAIN CONSIDERATIONS

### 2.1 Introduction

2.1.1 Educational Psychology (EP) is a statutory provision required under the Children and Families Act 2014 and the Special Educational Need and Disability (SEND) Code of Practice 2015. The Educational Psychology service supports the effective implementation of this legislation and the delivery of the legal timescales for Education Health and Care assessments under the Act. Educational Psychologists carry out assessments of children to understand their cognitive and emotional needs and to provide expert advice to practitioners to inform the most appropriate intervention and educational provision for children and young people with SEND. The SEND service has 272 Education Health and Care Plans (EHCPs), (October 2021) and a further 30 under assessment or requesting an assessment.

### 2.2 Current Local Arrangements for an Educational Psychology Service

2.2.1 Rutland County Council commissions its EP service through a single contract with Partners in Psychology, (PIP), who are contracted to deliver the service until 31st August 2023. This equates to 0.6fte EP time. The contract length was for a period of three years with the option to extend for a further two years until 31st August 2023. The Council is entering the first extension to 31st August 2022, which will give a life span of 4 years for this current contract. The contract provides two elements of service:

a) **Core service support** - assessments as part of statutory education, health, and care assessment, plans and legal work.

b) **Non-core work** - traded services which are offered to schools which are not statutory. This includes training, observations, and early assessments. This model facilitates the delivery of a traded service offer for schools offering the potential to generate income for non-core work. This means one provider delivering the core statutory work and the traded service, offering consistency for families and for schools. This element of the service reaches a break even or slight in profit most years. The EP service and PIP the provider do have a separate contract for specific pieces of work with target groups, such as Children Looked After (CLA), Wellbeing in Schools Project and interventions commissioned by School Forum via the Education Inclusion Partnership.

2.2.2 The service is managed within, and is an integral part of the Early Intervention, SEND and Inclusion service, where referrals are aligned to requests for Education, Health and Care assessments (EHC) for children and young people requiring additional support. The contract is overseen and meetings with the Principal EP and team sits with the Head of Service. The Children's Services Commissioning Group receive contract updates and activity reports at the bi-monthly meetings, chaired by the DCS. The EP contribution to the SEND Recovery Plan is included in updates to Schools Forum.

2.2.3 In 2018, a full-service review, and consultation with the SEND community to inform the tendering process was undertaken. This process identified that procurement for the delivery of EP services through an external provider represented the best model of delivery for the Local Authority. Since 2015 this model had proven to be effective in meeting RCC's statutory duties and brings several benefits which has ensured an effective and responsive service.

2.2.4 The procurement of Educational Psychology services was done under a single contract, comprising both block and spot purchase spend, which commenced 1st September 2018 and runs to August 2023. The value of the EP contract is £108k per year, (comprising £88k plus £20k flexibility), or £540k over the life of the contract including extensions - a total of 5 years,

2.2.5 The procurement model represented good value for money. Whilst the in-house delivery model may be at a slightly lower cost in the daily rate, there is a significant challenge in recruiting and retaining in-house EPs, as is the case in our neighbouring Local Authority (LA), and other LAs.

2.3 **Procurement of a new EP Contract**

2.3.1 Work on the re-procurement of the EP contract, began between April and May 2021. The service with the Commissioning team undertook an options appraisal exercise. This explored and tested the models in Leicestershire, in Leicester City and in Lincolnshire, as well as models in Brighton and Hove and a Social Enterprise, (Catalyst CIC) in Greater Manchester.

2.3.2 An appraisal of a number of delivery models was completed, which included:

a) in-house, outsourcing via tender, locum, or agency EP service

b) associated EP model

c) mixed model of inhouse combined with SLA with another LA, for example, employed Principal EP plus SLA with neighbouring authority for locums at other grades such as Senior and Assistant EP

d) a Social Enterprise (CiC) model

e) or offering a fully traded service, and traded model where schools buy in services, additional to statutory work.

2.3.3 The service has sought through this exercise to create another delivery model as an alternative option to the current model, however there are a number of key considerations when reviewing the models presented above, for example:

a) The current model in Local Authorities is that SEND statutory assessments are delivered by clinicians who are members of the British Psychology Society and are registered to practise by the Health and Care Professionals' Council, (HCPC). There is a significant challenge to secure expertise to complete statutory or clinical assessments outside the EP profession.

b) There is a lack of capacity in an aging EP profession. There are challenges for LAs to recruit to in house posts and to allow any time for development work.

c) The daily rate for a qualified EP clinician is based on the national EP Professional Standards, on average £650 to £750 per day. The cost of the current commissioned service is at a similar level to the cost of providing an in-house service through the direct employment of an EP and is in line with other Local Authority areas in the East Midlands.

d) We are currently negotiating a reduced rate for non-statutory assessments. The systemic work is at a lower rate. We could choose to take this out, which has a cost associated with it of £30,000, however there is a risk that the service will have to pay for ad hoc activity, such as input for appeals or tribunals, or that the capacity in the provider service is no longer there when needed.

e) The quality and value for money of employing locums or agency EPs is questionable - they are more expensive, (double the cost of in house), there is lack of organisational commitment and client continuity, and the quality of work varies.

f) Poor market capacity and concerns about Provider financial stability.

g) The CiC model has a limited evidence base, is time consuming to set up and needs partner sign up.

h) Post Covid19 demand is not yet known but there is evidence of increase in demand.

i) During Covid19 EPs have been flexible and creative e.g., distance and zoom based assessments, less travel and use of videos etc. This is an area that the service will be pursuing to create any efficiencies. However, the service does not make any additional payments for travel outside the county or clinical resources, this is the responsibility of the Provider. Whilst a virtual /remote service can be utilised in parts, the EP service has also seen a large backlog of assessments and assessment being out of statutory timescales. RCC have only now returned to its satisfactory performance in meeting its statutory timescales for completing assessments and issuing EHCPs.

j) There is evidence that the best outcomes achieved for children are from models which combine statutory and non-statutory and preventative work. This is the model Rutland currently has and is proposing to carry forward into the new contract.

k) The outcome of the national SEND Review is unknown, however there is unlikely to be any relaxation on the legal burdens on Local Authorities.

2.3.4 A soft market testing exercise, with the aim of providing information to and requesting feedback on its proposed model for delivery of Educational Psychology Services, was conducted between July 2021 and September 2021.

2.3.5 The soft market testing exercise allowed interested organisations with appropriate experience to outline their views and ideas about the future provision of Educational Psychology Services. The service has considered the responses received as a result of this exercise, to help inform the procurement route and determine if external organisations have the ability and experience to manage, develop and advance the services detailed in the service specification. The service deliberately did not specify the value of the contract at this stage.

2.4 **Proposed Approach for Retender**

2.4.1 Both the options appraisal exercise and the soft market testing response, tells us that there are limited options open to the Local Authority to deliver a different model or a more cost-effective model. The preferred model ensures, continuity for children and families and there is a good level of confidence in Rutland's current model. Recommendations from the 2017 Ofsted Inspection to reduce EP waiting times have been addressed, and parental and partner agencies' confidence in the service was tested by the SEND Peer Review 2019 and was found to be positive.

2.4.2 The current model enables contribution to service developments and engagement in key SEND Recovery Plan initiatives. However, it comes at a cost of c£30,000 in the new contract. The option to offset more of the EP costs to the Dedicated Schools Grant (DSG), is being explored, however there is already a significant deficit in the DSG High Need Fund (HNF) budget and would result in moving an RCC pressure to a pressure on the DSG.

2.4.3 The Council has reviewed the current EP contract and revised the new service specification and contract value to respond to increased demand and trends in the SEND system, and to respond to the anticipated change as a result of the national review of the SEND Code of Practice 2015, and to meet the intentions of the SEND Recovery Plan. The August 2021 DfE Covid Survey response states that of the 117 Local Authorities responses: *"LAs remain concerned about a lack of EP capacity which is creating issues for timeliness of EHC plans and having impacts on capacity of EPs within schools".*

2.4.4 The new contract will comprise of:

a) **Core Work: Statutory and Priority Casework -** to include assessments, and EHCPs, Early Years cases and those cases where there is significant change in provision. For example:

- Undertake direct assessment and observation of children and young people, providing educational psychological contribution to all statutory Education, Health and Care Assessment and Plans. and, where significant change dictates, annual reviews of EHCPs (**estimated 90 cases**).
- Undertake assessment, observation, and advice in relation to children with complex and long term SEND, and in the early years, those children who are most at risk of poor educational and life outcomes. **(18 cases).**
- Undertake direct assessment and observation of children and young people, providing psychological contribution for those children whose provision will change **(10 cases)**.

**And to:**

- Participate in out of county placement pupil reviews,
- Provide support for legal work and cases, undertaking relevant assessment and acting as a professional expert, including support for First Tier Tribunals and associated court work. These costs have previously been explored with RCC's Legal service; however, it has been determined that EP costs cannot be paid from the legal budget as they are not legal costs.

b) **Core Work – External and Internal Systemic Development**
This element of the core work has not previously been set out in contract terms but will be under the new contract arrangement and will comprise:

- Principal EP attendance at the fortnightly SEND Panel as a key decision maker,

- Provide a same day response to critical incidents, such as serious incidents in schools,
- Contribute and significantly influence the whole SEND system change and development of inclusion approaches, including the development of new SEND/SEMH provision and associated practices and working with the CCG and local NHS Foundation Trust, in relation to the new LLR Neurodevelopmental Pathway.

2.4.5 There may also be the opportunity to provide traded work to schools under a separate SLA, as per the current arrangements. RCC has paid out £11,790 of EP costs under this SLA arrangement, and has recouped £9,985.50, with an outstanding amount of £1,804.50 for this academic year. In the academic year 2020/2021, RCC recouped £2,026 more than was paid out.

2.4.6 Some Educational Psychology services are not within the scope of this contract and will be covered under separate contractual arrangements, as is the current arrangements, such as therapeutic interventions for the Education Inclusion Partnerships, Wellbeing in Schools, and Children Looked After and Care Leavers. Some elements of this work will have a lower daily rate than the statutory assessment tasks.

2.4.7 The model has been designed as SEND services are demand-led and therefore the Provider is required to meet demand for core work volumes throughout the year ensuring work associated with statutory timescales is met first and foremost. This will require the Provider to adjust capacity to respond to fluctuations in demand and prioritise those cases according to urgency and governed by statutory timescales. This could result in the time allocated in the contract for the systemic development work being diverted to statutory case work.

2.4.8 There has been an unprecedented rise in demand for SEND support and assessments and EHC Plans. Some may be Covid19 related, (impact of parental and schools concerns). The EP assessment is a statutory provision which the LA must undertake, which means that the increase in requests for assessments and plans, and appeals will inevitably have an impact on increased workload in the EP service and consequently result in an increase in the cost of the contract. The increase in demand is being replicated regionally and nationally. The EP service had reached case threshold of 75 cases, in June 2021 and therefore had to activate the additional £20k if any further requests for assessment come in.

2.4.9 The new contract has been amended to address this demand. It is estimated that that there will be an annual 118 cases across Statutory, Early Years and HNF cases. This is an increase in case numbers in the current contract from **82** cases to **118** cases resulting in a potential increase in the cost of the core statutory and priority casework to £163,500 per annum.

2.4.10 The service would want a contract that will allow for, the option to reduce the contract value should the number of assessment requests and EHCPs decrease. The current contract has a block payment for a guaranteed number of EHCPs with extras paid as a spot purchase on a case-by-case basis. Should the service think the demand might drop then the service could consider splitting the estimated numbers between block and spot purchase again, for example, guarantee payments for a specified number of EHCPs and additional EHCPs are charged on top, so the service is paying against demand. The option to revise the contract based on demand will be tested during the procurement process.

2.4.11 An outcome of soft market testing was the identification of a provider of educational psychology services who would be interested in bidding to deliver the services, pending discussion around how the co-location of services would work and the model of delivery between statutory and non-statutory work. This is in addition to the incumbent provider who has also expressed an interest in delivering the service. It is feasible that additional potential bidders will emerge.

2.4.12 The Council would not be able to go to direct award of the contract as the value of the contract is above the Official Journal of the European Union (OJEU) threshold and therefore the Public Contract Regulations require competition for this. There is no existing EP framework from which the Council could call off providers. The tender go live date is scheduled for 7 January 2022.

## 3 CONSULTATION

3.1 It is not intended to undertake a community wide consultation again, as the offer has been tried and tested and levels of satisfaction with the Rutland EP offer are high. However, the SEND service through its co-production with the Rutland Parent Carer Voice and the regular feedback from our Independent Advice and Guidance provider (SENDIASS) alongside our satisfactory surveys undertaken throughout the EHCP process has informed the proposed model.

## 4 ALTERNATIVE OPTIONS

4.1 Both the options appraisal exercise and the soft market testing response, tells us that there are limited options open to the Local Authority to deliver a different model or a more cost-effective model, as set out above in Point 2.3. The high annual rise in EP costs will be influenced in part by the lack of capacity in the national educational psychology clinicians workforce, which is driving up the cost of EP daily rates. The 'anticipated maximum costs' of the contract is based on the current provider's quotation. However, a key purpose for going to procurement is to encourage competition and obtain value for money and a bidder could come in lower than the advertised price.

4.2 The option to offset more of the EP costs to the Dedicated Schools Grant (DSG), is being explored.

## 5 FINANCIAL IMPLICATIONS

5.1 The EP service is funded from the RCC SEN Operations budget, which is partially funded by a recharge to the Dedicated Schools Grant, approx. 30% of the SEN Operations Budget.

5.2 The increase in demand for SEND education, health, and care assessments and EHCPs has resulted in increased demand on the EP service. The current contract has reached 4 years of its 5-year contract and based on the local and national drivers within the SEND system, it is considered an appropriate time to re-commission at this point in time.

5.3 Learning from this contract and the model in place now, has led the service to create a new contract over 4 years which will allow the service to respond to future new development and changes in the SEND system.

5.4 The current value of the EP contract is **£108,000** annual cost, and **£540,000** over five years, (based on a 3 plus 1 plus 1).

5.5 The anticipated maximum costs of the new contract will be **£193,500** annual cost, and **£774,000** over 4 years, however that this is not a guaranteed amount, and the service will only pay for what is used.

5.6 Over the four years of the contract the pressure on the Council's Medium Term Financial Plan, (MTFP), will be £342,000. The increased cost of the contract will create a new budget pressure in the Council's SEN Operations budget, as there is no way to mitigate this pressure within the service, for which RCC will be liable, unless recharged to the Dedicated Schools Grant in the same way as currently. The recharge is unlikely to be on the core element of the contract, i.e., statutory EHCP assessments. A further recharge would increase the deficit on the high needs block. However, this would not affect the MTFP.

5.7 There may be opportunities to use alternative funding to meet some of the additional costs, particularly the External and Internal Systemic Development (£30k) element of the contract, depending on the work undertaken e.g., if the EP supports the UCC SEN Capital project as expected, then we may be able to capitalise an element of the fee. However, this is not costed out and must meet the legislative requirements of the funding available. As a result, no assumption has been made in relation to this.

## 6 LEGAL AND GOVERNANCE CONSIDERATIONS

6.1 Local authorities must carry out their functions with a view to identifying all the children and young people in their area who have or may have SEN or have or may have a disability (Section 22 of the Children and Families Act 2014).

6.2 The Local Authority and its partners have a number of key statutory obligations to children and young people with disabilities and special educational needs, which includes, identification in the early years, the delivery of early and targeted support and the provision of specialist provision.

6.2.1 The Children and Families Act and Care Act 2014 places greater emphasis and importance on giving children with disabilities and their carer's greater choice and control in the support they need.

6.3 The Commissioning team and Legal and Governance services have been consulted and agree to this course of action.

## 7 DATA PROTECTION IMPLICATIONS

7.1 A Data Protection Impact Assessments (DPIA) has not been completed because there are no risks or issues to the rights and freedoms of natural persons.

## 8 EQUALITY IMPACT ASSESSMENT

8.1 A full Equality Impact Assessment is not required. The Local Authority has a duty under the Children Act and the SEND Code of Practice to meet the needs of children with additional needs or deemed to be children in need.

## 9 COMMUNITY SAFETY IMPLICATIONS

9.1 The LA has a statutory obligation to safeguard vulnerable children at home and in the community, some children with SEND may be supported as Children in Need under Section 17 of the Children Act 1989

## 10 HEALTH AND WELLBEING IMPLICATIONS

10.1 There are no health and wellbeing implications associated with this contract. It is intended through the interventions described above that children will have their SEND needs identified and responded to appropriately and within the LA's statutory duties. The development work associated with this contract will enable the service to also respond to children's needs early, and therefore reduce the risk of children escalating into specialist mental health services such as CAMHS, which are already under increasing pressure to meet assessment and therapy timescales.

## 11 ORGANISATIONAL IMPLICATIONS

11.1 The Commissioning team and Legal and Governance services have been consulted and agree to this course of action, capacity to undertake the procurement process and contract management has been factored in.

## 12 RECOMMENDATIONS

12.1 Approve the recommissioning of the Educational Psychology contract, the contract to commence September 2022, and to approve to increase the value of the new contract.

12.2 To authorise to go to procurement on the new contract and to delegate the award of contract to the Strategic Director for Children's Services and the Portfolio Holder for Education and Children's Services.

## 13 THERE ARE NO APPENDICES OR ADDITIONAL BACKGROUND PAPERS TO THE REPORT.

A Large Print or Braille Version of this Report is available upon request – Contact 01572 722577.

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Agenda Item 15

**Report No: 161/2021**
**PUBLIC REPORT**

# CABINET

**16 November 2021**

# LEISURE OPTIONS

**Report of the Portfolio Holder for Health, Wellbeing and Adult Care**

| | | |
|---|---|---|
| Strategic Aim: | Vibrant communities | |
| Key Decision: Yes | Forward Plan Reference: FP/151021 | |
| Exempt Information | Appendix B of this report contains exempt information and is not for publication in accordance with Part 1 of Schedule 12A of the Local Government Act 1972. Further details can be seen in paragraph 7.2 below | |
| Cabinet Member(s) Responsible: | Cllr A Walters, Portfolio Holder for Health, Wellbeing and Adult Care | |
| Contact Officer(s): | Penny Sharp, Strategic Director for Places | 01572 758160 psharp@rutland.gov.uk |
| | Robert Clayton, Head of Culture and Registration | 01572 758435 rclayton@rutland.gov.uk |
| Ward Councillors | All | |

**DECISION RECOMMENDATIONS**

That Cabinet:

1. Approves the exploration of opportunities for county-wide leisure provision in partnership with the Rutland Local Sports Alliance, to determine whether any community owned / led options are viable.
2. Approves the development of plans for a Pool and Dry side Provision (“Wet and Dry”), or Pool Provision (“Wet Only”) at a new site to an initial design stage, using the existing project budget, in order to build a viable case for a new swimming pool in Rutland, noting that progress beyond this point can only be undertaken when:
    a) Significant (at least 90%) capital funding becomes available from external sources, or a partner body is identified that would be willing and able to meet at least 90% of the capital requirement, and
    b) The new provision can be delivered at no revenue cost to the Council
3. Agrees to allocate £250,000 of Section 106 Developer Contributions received to date for the purpose of providing Recreation, Sport and Leisure infrastructure to a

Swimming Provision Project, as match funding towards future provision and investment in facilities.

4. Notes that further repair to the existing Catmose Pool, which has reached its end of life, is not affordable, and the pool will not be re-opened.

5. Authorises the Strategic Director for Places, in consultation with the Portfolio Holder for Health, Wellbeing and Adult Care, to enter negotiations with the Management of Catmose College to agree the future of the legacy leisure facilities at Catmose Campus, including the option to let a new nil-cost contract for the management of all or part of the dry side leisure facilities under the existing or renewed leases.

6. Authorises the Strategic Director for Places, in consultation with the Portfolio Holder for Health, Wellbeing and Adult Care to progress procurement of a dry-side leisure management contract if a nil-cost contract is achievable and agreeable to both the Council and Catmose College. Procurement implications will be reported to Cabinet before any award is made.

7. Authorises the Strategic Director for Places, in consultation with the Portfolio Holder for Health, Wellbeing and Adult Care, to enter negotiations with other local providers for the provision of public access swimming.

## 1 PURPOSE OF THE REPORT

1.1 To enable Cabinet to consider the options for future leisure provision in Rutland and determine which of the available options should be pursued.

## 2 BACKGROUND AND MAIN CONSIDERATIONS

2.1 Rutland County Council's Corporate Plan sets out Priority Themes including Vibrant Communities and Protecting the Vulnerable. Within these Themes are specific Strategic Aims including:

- Protect, maintain, enhance and conserve what makes Rutland great
- Improve access for children and young people to be engaged out of school
- Explore the opportunities for new and improved cultural and leisure opportunities for Rutland
- Work with partners to protect and enhance healthcare within our community
- Protect and improve the lives of vulnerable adults

2.2 Ensuring the provision of affordable opportunities for residents to access leisure and wellbeing provision can support the delivery of these aims. However, it is not necessarily the case that the way in which this provision has been delivered in the past is still the best, or only, way to achieve these aims.

2.3 The Council has commissioned RPT Consulting, an established leisure consultancy, to engage with stakeholders and partners to examine the nature of the current provision in Rutland, and what is needed to meet the challenges of the next generation. This work has been used to develop a draft Needs Analysis and Options Appraisal, attached as Appendix A. The full options are set out in this report in Section 4, and the recommendations in Section 14 below.

2.4 A key consideration will be ensuring that the Council's contribution to the County's future leisure offer can be delivered within the Medium Term Financial Plan, and where possible contribute to reducing resource expenditure. Under normal conditions, the operation of public leisure facilities has been achieved at nil revenue cost or better to many local authorities. The Council's contract with SLL is designed to be nil cost, except for significant repair costs. However, the impact of the pandemic has pushed many operators in to deficit, and has required significant support from local authorities, including here in Rutland.

2.5 Rutland has been in a particularly difficult position due to the scheduled end of the contract with SLL for operating Catmose Sports falling in March 2021. This has meant that normally scheduled capital investment as a result of a new 10 year plus contract has not been secured, with current operations holding over without investment. The operator has experienced significantly reduced income as a result of lockdowns and the pool facility becoming unusable.

2.6 It is now urgent that decisions are taken to shape the future provision for the County. This report sets out the context of the decisions to be made, with 8 options outlined in section 4.

## 3 LEISURE AND WELLBEING NEEDS

3.1 Whilst overall the health of Rutland's population is better than the national average, there are significant underlying long term health issues and increasing levels of inactivity. Rutland's population is older than the national average and projected to continue ageing. There is a higher prevalence of hypertension, stroke, diabetes, chronic kidney disease and heart failure in Rutland than in England as a whole. Maintaining levels of activity can benefit all of these aspects of health.

3.2 Overall, Rutland residents self-report high levels of participation in sport and leisure activities. However inequalities in physical activity present at a national level are replicated in Rutland for older people (who are less active) and lower socio-economic groups (who are less active). People in Rutland with long-term illnesses or disabilities are less physically active than those at a national level.

3.3 Active lives are not purely about provision of facilities. Many activities can take place in non-specialist multi-purpose spaces, and the development of active environments makes it easier for people to be physically active. The Future Rutland consultation demonstrated the wide range of activities that Rutland residents enjoy, with walking, cycling and swimming being the top-ranking activities. Walking and cycling benefits can be enhanced with long term changes to the way our settlements are planned, built and used.

3.4 The facility assessment finds that the existing supply of facilities is sufficient to meet the needs of the population, as long as:

- Community access to a 20m pool or larger in Oakham is available and secure
- Community access to school facilities is protected and, ideally, enhanced
- Facilities in Stamford, Corby and Melton continue to operate and deliver to the residents of Rutland.

Without all three of these areas of supply being met, there would be insufficient provision to meet the needs of residents.

3.5 The key issue in terms of built facilities is to secure community access to a pool within Rutland. This is needed to ensure equality of access, enabling that those groups who are less active (including those with disabilities) have access to suitable facilities. The main pressure in terms of access is the north of the County, around Oakham, following the closure of Catmose Pool for safety reasons. National Sport England research has shown that 91% of swimming pool visits are from users within a 20 minute drive time of facilities, with 73% of swimming pool users travelling by car.

3.6 Prior to the pandemic, the Catmose Sports Centre met a significant proportion of the County's demand for leisure provision. In the 2019/20 financial year, Catmose Pool had 1,484 members paying annually or by direct debit, plus 10,300 walk-in casual users, with 9,000 of the users living in Rutland. In 2019/20 there were 14,960 swimming lesson attendances and 19,712 other swimming attendances, 57,666 fitness session attendances, 48,112 group work session attendances, and over 6,000 sports hall session attendances. These figures represent a significant level of provision for the County. Following the easing of lockdown over the summer, users are returning to Catmose Sports, although usage has yet to return to pre-pandemic levels which reflects the national picture. In addition, uncertainty over the future of the pool has led to some confusion about the long term future of the facility.

3.7 Both Uppingham School Sports Centre and Oakham School Sports Centre provide access to leisure facilities at specific times, however access is much more constrained than that provided by Catmose Sports. Oakham School pool is available to the public 11.5 hours per week, and Uppingham School pool 11 hours per week. There is potential for a small increase in access, but it will not be possible to secure the 52.5 hours per week of peak time access that was provided by Catmose Pool.

## 4 OPTIONS FOR CONSIDERATION

4.1 There are a range of options open to the Council to meet the leisure and wellbeing needs of the community. These options are not all mutually exclusive – some may be progressed together to create the optimum mix to meet the community's needs. In considering the future leisure and wellbeing offer, the Council must consider whether it wishes to provide built facilities for wet (swimming) and/or dry side activities, or encourage community provision through the network of facilities provided by other organisations (such as schools, colleges, and neighbouring authorities) and open spaces.

4.2 The table below outlines the options open to the Council:

**Table A Future Options**

| Option | Description |
|---|---|
| A. Open Spaces and Community Provision | Invest in open spaces and community provision |
| B. Improve Access to other existing Pool Facilities | Improve community access to other pool facilities in the County |
| C. Cease LA Wet & Dry provision | Return Catmose Sports facilities to Catmose College with no community use agreement |

| | |
|---|---|
| D. Dry-side only provision at Catmose Sports | Commission operation of dry-side facilities only at Catmose Sports Centre with refreshed contract |
| E. Wet & Dry provision at Catmose Sports | Improve provision at Catmose Sports Centre through new or refurbished pool and fitness facilities |
| F. Wet & Dry provision at a new site | Develop a new wet & dry leisure and wellbeing facility in a location to be determined |
| G. New Wet Only facility at a new site | Develop a new wet leisure and wellbeing facility in a location to be determined |
| H. New Dry Only facility at a new site | Develop a new dry leisure and wellbeing facility in a location to be determined |

In order to evaluate the options, the scoring scales shown in Table B below have been used:

**Table B Scoring Scale for Evaluation**

| | |
|---|---|
| 0 | **Unacceptable** - the option raises major concerns; is potentially highly detrimental and does not represent a satisfactory approach |
| 1 | **Poor** - the option has significant shortcomings; is likely to impact adversely and have longer term poorer results / cost implications |
| 2 | **Acceptable** - the option has minor shortcomings; there may be impacts to a small extent / relatively small cost implications |
| 3 | **Good** - the option raises no concerns; there is a moderate outcome benefit / cost reduction |
| 4 | **Very Good** - the option has clear benefits; there are tangible improvements beyond acceptable standards or expectations / clear cost reductions |
| 5 | **Excellent** - the option is completely relevant and excellent overall; option is comprehensive and innovative / represents a significant cost reduction |

An evaluation of the options using the weighting suggested by the Scrutiny Panel and agreed with the Portfolio Holder is provided in Table C below:

**Table C Options Evaluation**

| **Scoring 1-5** | | **A** | | **B** | | **C** | | **D** | | **E** | | **F** | | **G** | | **H** | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | **Weight %** | **Open Spaces & Comm. Provision** | | **Improve Access to other existing Pool Facilities** | | **Cease LA Wet & Dry provision** | | **Dry Side Only at Catmose** | | **Wet & Dry at Catmose** | | **Wet & Dry at new site** | | **New Wet only facility** | | **New Dry Only Facility** | |
| | | **Score** | **Weighted Score** | **Score** | **Weighted Score** | **Score** | **Weighted Score** | **Score** | **Weighted Score** | **Score** | **Weighted Score** | **Score** | **Weighted Score** | **Score** | **Weighted Score** | **Score** | **Weighted Score** |
| Needs | 10 | 1 | 10 | 2 | 20 | 1 | 10 | 1 | 10 | 4 | 40 | 5 | 50 | 3 | 30 | 1 | 10 |
| Opportunities | 10 | 1 | 10 | 1 | 10 | 0 | 0 | 1 | 10 | 3 | 30 | 5 | 50 | 2 | 20 | 1 | 10 |
| Financial | 70 | 3 | 210 | 3 | 210 | 3 | 210 | 3 | 210 | 1 | 70 | 1 | 70 | 1 | 70 | 1 | 70 |
| Feasibility | 10 | 4 | 40 | 2 | 20 | 1 | 10 | 3 | 30 | 1 | 10 | 2 | 20 | 3 | 30 | 2 | 20 |
| **Total** | **/20** | **9** | | **8** | | **5** | | **8** | | **9** | | **13** | | **9** | | **5** | |
| **Weighted Total** | **/500** | | **270** | | **260** | | **230** | | **260** | | **150** | | **190** | | **150** | | **110** |
| **Rank** | | | 1 | | =2 | | 3 | | =2 | | =5 | | 4 | | =5 | | 6 |

4.3 No site or capital resource has been identified at this time for options F, G and H. If the Council were to invest capital funds at the Catmose College site (Option E) it is important to note that the asset will remain the property of Catmose College and will not be in the ownership of Rutland County Council. The capital investment for options E, F, G or H could take 5 years or longer to complete. In the interim, dry side provision could be continued at Catmose Sports through procurement of a leisure operator.

4.4 Financial implications of the options are included in the Exempt Appendix B. Investment in new facilities for options E to H will require external funding, and it is recommended work is not progressed beyond initial design stage until funding for 90% of the capital costs are identified from external sources. Nil revenue cost to the Council is also required from any future provision.

4.5 Options D to H could be delivered by an operator on behalf of the Council or directly as an 'in-house' operation. Given the Council does not currently operate these services 'insourcing' would require investment in additional staff and would present additional risks. During the pandemic, some Local Authorities have had to insource leisure management operations as a result of contractor failure. Outline details of the risks and implications of insourcing can be found on the Local Government Association website at: **https://www.local.gov.uk/publications/guide-emergency-insourcing-leisure-services**

4.6 Continuing to invest in Rutland's network of footpaths, rights of way, open spaces and play areas is essential to ensure long term opportunities for residents to be active in their locality. It is vital that these aspects are built in to local planning policies (see the draft Local Plan policies EN13, EN14 and SC2). This option (Option A above) can be pursued in parallel with other options.

4.7 Recommendations for progressing future provision are given in section 14 below.

## 5 CONSULTATION

5.1 Public consultation has been undertaken through the Future Rutland Conversation. RPT Consulting have undertaken a programme of discussions and engagement with local stakeholders and partners.

5.2 The headlines of the work undertaken to date have been considered by the Scrutiny Panel for Growth, Infrastructure and Development. Comments arising from the Scrutiny review have been included in this report.

## 6 ALTERNATIVE OPTIONS

6.1 All potential options that have been identified are presented to Cabinet for consideration.

## 7 FINANCIAL IMPLICATIONS

7.1 The project work to deliver the evidence for decision making is funded through a specific project fund agreed by Cabinet in 2020. This resource can be used to undertake soft market testing for any future leisure contract, and to develop initial designs for any new facility.

7.2 Exempt Appendix B outlines the high level financial implications of the various options. All of the available options place additional pressures on the Council's Medium Term Financial Plan. The information is restricted as it includes commercially sensitive information.

7.3 Discussions between the Director for Places, the Cabinet Member with portfolio for Health, Wellbeing and Adult Care, and the Management of Catmose College to agree the future of the legacy leisure facilities at Catmose Campus may result in a range of financial implications, as outlined in the Exempt Appendix B. If provision is to continue from the Catmose Campus, the achievement of a nil-cost contract or better will be essential to support the Council's financial position.

7.4 Any spending on repairing / upgrading existing facilities or even adding to or building new facilities is called capital expenditure. Councils fund capital expenditure using different sources of funding as outlined below:

7.4.1 **Government grants** – Councils receive capital grants from Government to maintain the road network, improve the transport network, create new school places, improve or create the provision of special educational facilities and to support residents with adaptions in their home. The Council does not receive any government capital grants for leisure services.

7.4.2 **External funding** – Councils are able to bid for funding from external bodies (including Government) when specific funding pots are announced. The bidding process is competitive so not all bids are guaranteed to be successful, and funding may come with conditions and limited scope. There are no Sport England funding pots currently available to the Council. Sport England has previously operated a Strategic Facilities Fund which provides grants of between £500,000 and £2 million. This can be for a standalone project, or as a contribution to a strategic plan that includes more than one project, however this is not currently open for bids.

7.4.3 **Borrowing** – Councils can borrow to invest in new capital projects. Borrowing is paid for from the Council's revenue budget. The Council currently has a gap in its budget and needs to save over £2m per annum. Any borrowing would increase its funding gap and could mean, for example, that other services would have to be cut back to compensate.

7.4.4 **Reserves and balances** – the Council does have c. £11m in Reserves which could be used to invest in Leisure facilities. These reserves also exist to prop up the funding gap as outlined above and to help the Council meet additional demands for services in areas like social care. As the Council has a £2m funding gap, committing significant Reserves to any future provision is difficult.

7.4.5 **CIL / Section 106 Developer Contributions** – The purpose of developer contributions is to raise funds from developers who are undertaking new building projects. This funding will helps pay for infrastructure that is needed to support new development such as highways, education, learning and skills, health facilities, community provision etc. Leisure facilities can be funded from CIL / S106 but as indicated above, there are other calls on that funding which the Council is currently considering. At present the Council holds Section 106 Developer Contributions which have been secured for improvements to recreation, sport and leisure facilities in the County, although some is allocated to particular localities.

7.5 In some Council areas, private operators often build and run facilities without any Council involvement where they can secure a return on any additional investment. In other cases, Councils work together with private operators in various forms to create or run provision with each making some form of investment.

7.6 Once facilities exist and are running, Councils have to subsidise services (through the revenue budget) if they do not generate sufficient income to cover costs. As indicated in para 2.4, the Council is currently subsidising leisure provision as the level of income generated by the operator does not cover costs due to the pandemic restrictions and facility closures.

7.7 The Council's ambition remains to achieve a leisure provision that it can afford to create and maintain, and which is sufficiently used by the public to cover running and maintenance costs. In the current financial climate, the Council is looking for:

- External investment of c. 90% of the cost of any upgrade to existing facilities or new facilities. The Council will seek to cover 10% of any capital expenditure through available sources.

- Provision which creates no additional liability for the Council i.e. any running or maintenance costs would be covered by ongoing income from fees and charges.

## 8 LEGAL AND GOVERNANCE CONSIDERATIONS

8.1 Negotiations with existing leisure facility providers and local schools may result in the identification of legal or contractual issues. Where any substantive issues arise, decisions will be taken in line with the Council's constitution, including referral to Cabinet or Council for determination if necessary.

## 9 DATA PROTECTION IMPLICATIONS

9.1 A Data Protection Impact Assessment (DPIA) has been completed. No adverse or other significant risks / issues were found arising from Cabinet considering this issue. A copy of the DPIA can be obtained from Robert Clayton, rclayton@rutland.gov.uk

## 10 EQUALITY IMPACT ASSESSMENT

10.1 If work is not undertaken to secure long term leisure and wellbeing provision for the County, there may be equality and diversity impacts. A full Equality Impact Assessment (EqIA) has been completed which outlines the potential areas of impact.

## 11 COMMUNITY SAFETY IMPLICATIONS

11.1 Provision of accessible, good quality sports and recreation facilities may help to reduce levels of anti-social behaviour, by providing diversionary activities. Membership of sports and recreation organisations helps to build community bonds and a sense of local pride.

## 12 HEALTH AND WELLBEING IMPLICATIONS

12.1 Provision of a comprehensive and accessible network of facilities to enable individuals and groups to participate in sports and recreation can be of significant benefit to the health and wellbeing of the community. A vibrant sports community already exists in Rutland, and is a significant contribution to the generally high levels of health and wellbeing recorded in the County. A positive attitude to physical fitness and personal health has also been shown to improve the mental wellbeing of individuals. The range of facilities and pursuits available in Rutland is also a strong draw for persons considering relocating to the area.

12.2 If the Catmose sports facility closes without alternative provision there could be short and longer term health implications for the wellbeing of a number of residents both young and old. The loss of the Catmose fitness facilities could result in a downturn in levels of physical activity within the County. It is therefore recommended that further work is undertaken to explore the potential for a new nil cost contract to operate the existing dry side facility.

## 13 ORGANISATIONAL IMPLICATIONS

13.1 Environmental implications

13.2 Provision of local leisure and wellbeing facilities reduces the need of residents to travel significant distances, which reduces the carbon impact on the environment. The existing Catmose Pool makes use of decades-old technology and is at its end of useful life so is inefficient. Investment in any new facilities would present an opportunity to reduce the carbon impact through new technology and energy efficient build techniques.

13.3 Procurement Implications

13.4 If a new leisure management contract for the operation of Catmose Sports is to be let, work needs to start before the end of the calendar year to ensure the contract is in place before the existing contract ends. This is a tight timescale and it recommended that the opportunity to extend the existing contract for up to a further six months is explored further. This would be subject to further Cabinet approval.

## 14 CONCLUSION AND SUMMARY OF REASONS FOR THE RECOMMENDATIONS

14.1 Following discussions with the Scrutiny Panel, the Portfolio Holder for Health, Wellbeing and Adult Care is recommending that Cabinet approve the following multi-strand actions. All options which are progressed will be undertaken in partnership with the Local Sports Alliance, to determine whether any community owned / led options are viable.

14.1.1 **Open Spaces and Community Provision [Option A]** can be progressed as and when opportunities for supporting community facilities is identified, using existing developer contributions and applications for external funding, as sources become available. Top ranked option.

14.1.2 **Improve Access to Existing Pool Facilities [Option B]** discussions to be progressed with the owners of other pool facilities in Rutland, in order to increase community access to high quality sports facilities. Joint second ranked option.

14.1.3 **Dry-side Only Provision at Catmose Sports [Option D]** to be explored by Officers to determine whether a nil-cost or better dry side only provision can be achieved at Catmose Sports from April 2023 onwards, in agreement with the College. This will be determined through soft market testing, potentially progressing to a full procurement for a new contract if market conditions allow. Joint second ranked option.

14.1.4 **Cease Local Authority Wet & Dry Provision [Option C]** to be held in reserve in case it is not possible to procure a nil-cost or better contract. Third ranked option.

14.1.5 **Wet and Dry or Wet Only Provision at a New Site [Options F and G]** – further work to be undertaken to scope the potential for an outline business case for new facilities in Rutland. Fourth and joint fifth ranked options.

14.1.6 **Wet and Dry Provision at Catmose Sports [Option E]** to be discounted. There is ongoing and increasing pressure to accommodate additional student numbers at Catmose College, which means there is no scope for renewed community sports facilities beyond the existing core provision. In addition the cost of investment in the Catmose Campus cannot be justified, as the Council does not own the facility and cannot fully exploit or control its use. As such, the future of the existing Catmose Pool, which has exceeded its design life and cannot be safely used without substantial capital expenditure, should be agreed with the College as landlord. Joint fifth ranked option.

14.1.7 **New Dry Only Provision at a New Site [Option H]** to be discounted, as this will not meet the community need for swimming provision with the Catmose Pool being out of use. Lowest ranked option.

## 15 BACKGROUND PAPERS

15.1 There are no additional background papers to the report.

## 16 APPENDICES

16.1 Appendix A – Leisure and Wellbeing Needs Analysis

16.2 Appendix B – Exempt Financial Summary
Marked as "Not For Publication" because it contains exempt information as defined in paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972, namely to protect commercially sensitive information.

A Large Print or Braille Version of this Report is available upon request – Contact 01572 722577.

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# Rutland's Leisure and Wellbeing Needs

# An Analysis and Options Appraisal

## November 2021

# CONTENTS



# APPENDICES

# Executive Summary

i. Rutland County Council is undertaking a review of the County's leisure and wellbeing needs. The purpose of the review is to inform options for the shape of the leisure and wellbeing offer beyond 2022. RCC has commissioned RPT Consulting to undertake this work, and specifically to deliver a Leisure and Wellbeing Needs Analysis and Options Appraisal.

ii. This report is intended to present options for the County. The Council recognises that leisure and wellbeing needs are met by a range of different partners delivering services and managing facilities. It is not desirable or affordable for the Council to attempt to meet all of the needs and aspirations of the community.

iii. The options appraisal element of this document specifically focuses on the future of facilities under the Council's control, and provides options for the Council to consider. The Council needs to agree and implement an option in time for the end of the present leisure contract in March 2023.

**Approach**

iv. The methodology undertaken for the assessment follows Sport England's Assessing Needs and Opportunities Guide (ANOG) four stage approach.

v. Sport England have a demand measurement model for Sports Halls and Swimming Pools, the Facility Planning Model (FPM). This approach provides a theoretical demand for facilities, but on its own does not fully account for differences in localities. In order to express the needs and local perspective more completely the FPM has been supplemented with consultations and collation of research including:

- **Rutland Conversation** – a survey was undertaken which sought to identify views of users and non-users. 573 people responded to the survey on leisure and recreation
- **Stakeholder Consultation** – a series of consultations have been undertaken across Rutland with over 45 organisations given the opportunity to provide their views
- **Facility Audit –** existing facilities were identified and their quality assessed (2016 Sport and Recreation Facilities Strategy) https://rutlandcounty.moderngov.co.uk/ieListDocuments.aspx?CId=133&MId=1358

vi. This work has formed the evidence base against which the future needs and opportunities have been identified. The approach brings together demand modelling, supported by local research and consultation to ensure the findings are based on the local conditions.

**Needs Analysis Key Findings**

vii. In considering the assessment of leisure and wellbeing provision, consideration has been given to the following dimensions:

- **The Need –** what is required to meet the wellbeing and leisure activity needs of the existing and future community of the County
- **The Opportunity –** how the offer can proactively improve the wellbeing of the community, reduce long term ill-health costs, and deliver other

benefits (such as economic, employment and social improvements – Social Value)

- **Financial Impact** – financial impact and risk on the local authority
- **Feasibility** – how readily each option can be delivered, taking into account the market, stakeholders and other non-financial issues

**The Need**

viii. Whilst overall the health of Rutland's population is better than the national average, there are significant underlying long term health issues and increasing levels of inactivity. Rutland's population is older than the national average and projected to continue ageing. There is a higher prevalence of hypertension, stroke, diabetes, chronic kidney disease and heart failure in Rutland than in England as a whole. Maintaining levels of activity can benefit all of these aspects of health.

ix. Overall, Rutland residents self-report high levels of participation in sport and leisure activities. However inequalities in physical activity present at a national level are replicated in Rutland for older people (who are less active) and lower socio-economic groups (who are less active). People in Rutland with long-term illnesses or disability are less physically active than those at a national level.

x. Active lives are not purely about provision of facilities. Many activities can take place in non-specialist multi-purpose spaces, and the development of active environments makes it easier for people to be physically active. However such benefits require long term changes to the way our settlements are planned, built and used.

xi. The facility assessment finds that the existing supply of facilities is sufficient to meet the needs of the population, as long as:

- Community access to a 20m pool or larger in Oakham is available and secure
- Community access to school facilities is protected and, ideally, enhanced
- Facilities in Stamford, Corby and Melton continue to operate and deliver to the residents of Rutland.

Without all three of these areas of supply being met, there would continue to be insufficient provision to meet the needs of residents.

xii. The key issue in terms of built facilities is to secure community access to a pool within Rutland. This is needed to ensure equality of access, enabling those groups who are less active (including those with disabilities) to have access to suitable facilities.

**The Opportunity**

xiii. Access to leisure can proactively improve the wellbeing of the community, reduce long term ill-health costs, and deliver other benefits such as economic, employment and social improvements. Considering the way leisure can support these Social Value enhancements demonstrates the opportunities that provision can deliver.

xiv. The Council's Corporate Plan expresses a vision of "High Quality of Life in Vibrant Communities". Two of Council's Strategic Aims are to:

- Explore new and improved cultural and leisure opportunities for Rutland

- Protect, maintain, enhance and conserve what makes Rutland great

xv. Beyond the Local Authority, the community and other stakeholders also have aligned ambitions:
- “We want to be the most active place in England building a healthy and vibrant future for our communities” (Leicestershire & Rutland Sport Physical Activity Strategy)
- “Keeping the people of Rutland healthy and well and remaining one of the healthiest and happiest places to live is our goal” (Rutland Joint Health & Wellbeing Strategy)
- “It is vitally important that we build physical activity back into the environment, re-engineer physical activity back into our lives, to make physical activity an easier choice for travel and leisure, and to ensure physical activity is something that all families can achieve” (Leicestershire & Rutland Director of Public Health Annual Report 2019)

xvi. By developing the active environment it is possible to boost residents’ levels of physical activity, by encouraging and making it easy for people to be active. The active environment includes:
- Dedicated sports and physical activity facilities, such as pools, leisure centres, pitches and courts
- Community spaces, such as parks and open spaces, village halls, community centres and schools
- The wider built environment, such as streets, housing estates, squares and footpaths and bridleways

xvii. Stakeholder engagement identified an opportunity to explore the potential for improved Health and Wellbeing provision within Rutland, either within an existing facility or in a new location.

**Future Options**

xviii. There are a range of options open to the Council to meet the leisure and wellbeing needs of the community. These options are not all mutually exclusive – some may be progressed together to create the optimum mix to meet the community’s needs.

xix. In considering the future leisure and wellbeing offer, the Council must consider whether it wishes to provide community facilities, deliver swimming facilities, or rely on the network of facilities provided by other organisations (such as schools, colleges, and neighbouring authorities) and open spaces.

xx. Continuing to invest in Rutland’s network of footpaths, rights of way, open spaces and play areas is essential to ensure long term opportunities for residents to be active in their locality. It is vital that these aspects are built in to local planning policies (see the draft Local Plan policies EN13, EN14 and SC2). The local authority can also invest in these elements through use of developer contributions and direct use of its own resources. This option (Option A below) can be pursued in parallel with other options.

xxi. It is recommended that the Local Sports Alliance (LSA) is engaged to develop its strategic role, and to enable it to inform the development of options and represent the network of community provision and users. There may be the potential for the LSA to have a formal role within any future provision.

xxii. The table below outlines the options open to the Council:

**Table A Future Options**

| Option | Description |
|---|---|
| A. Open Spaces and Community Provision | Invest in open spaces and community provision |
| B. Improve Access to other existing Pool Facilities | Improve community access to other pool facilities in the County |
| C. Cease LA Wet & Dry provision | Return Catmose Sports facilities to Catmose College with no community use agreement |
| D. Dry-side only provision at Catmose Sports | Commission operation of dry-side facilities only at Catmose Sports Centre with refreshed contract |
| E. Wet & Dry provision at Catmose Sports | Improve provision at Catmose Sports Centre through new or refurbished pool and fitness facilities |
| F. Wet & Dry provision at a new site | Develop a new wet & dry leisure and wellbeing facility in a location to be determined |
| G. New Wet Only facility at a new site | Develop a new wet leisure and wellbeing facility in a location to be determined |
| H. New Dry Only facility at a new site | Develop a new dry leisure and wellbeing facility in a location to be determined |

xxiii. The management of Catmose Sports prior to pandemic was designed to have nil revenue cost to the Council. A strengthened focus on nil revenue costs would be a key objective of the design of any future provision if Options D – H are pursued.

xxiv. In order to evaluate the options, the scoring scales shown in Table B below have been used:

**Table B Scoring Scale for Evaluation**

| | |
|---|---|
| 0 | **Unacceptable** - the option raises major concerns; is potentially highly detrimental and does not represent a satisfactory approach |
| 1 | **Poor** - the option has significant shortcomings; is likely to impact adversely and have longer term poorer results / cost implications |
| 2 | **Acceptable** - the option has minor shortcomings; there may be impacts to a small extent / relatively small cost implications |
| 3 | **Good** - the option raises no concerns; there is a moderate outcome benefit / cost reduction |
| 4 | **Very Good** - the option has clear benefits; there are tangible improvements beyond acceptable standards or expectations / clear cost reductions |
| 5 | **Excellent** - the option is completely relevant and excellent overall; option is comprehensive and innovative / represents a significant cost reduction |

xxv. An evaluation of the options, informed by comments from the Council's Scrutiny Panel, is provided in Table C below:

**Table C** **Options Evaluation**

| Scoring 1-5 | | A | | B | | C | | D | | E | | F | | G | | H | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Weight % | Open Spaces & Comm. Provision | | Improve Access to other Existing Pool Facilities | | Cease LA Wet & Dry provision | | Dry Side Only at Catmose | | Wet & Dry at Catmose | | Wet & Dry at new site | | New Wet only facility | | New Dry Only Facility | |
| | | Score | Weighted Score | Score | Weighted Score | Score | Weighted Score | Score | Weighted Score | Score | Weighted Score | Score | Weighted Score | Score | Weighted Score | Score | Weighted Score |
| Needs | 10 | 1 | 10 | 2 | 20 | 1 | 10 | 1 | 10 | 4 | 40 | 5 | 50 | 3 | 30 | 1 | 10 |
| Opportunities | 10 | 1 | 10 | 1 | 10 | 0 | 0 | 1 | 10 | 3 | 30 | 5 | 50 | 2 | 20 | 1 | 10 |
| Financial | 70 | 3 | 210 | 3 | 210 | 3 | 210 | 3 | 210 | 1 | 70 | 1 | 70 | 1 | 70 | 1 | 70 |
| Feasibility | 10 | 4 | 40 | 2 | 20 | 1 | 10 | 3 | 30 | 1 | 10 | 2 | 20 | 3 | 30 | 2 | 20 |
| **Total** | **/20** | **9** | | **8** | | **5** | | **8** | | **9** | | **13** | | **9** | | **5** | |
| **Weighted Total** | **/500** | | **270** | | **260** | | **230** | | **260** | | **150** | | **190** | | **150** | | **110** |
| **Rank** | | | 1 | | =2 | | 3 | | =2 | | =5 | | 4 | | =5 | | 6 |

Option A will not meet the full range of needs of the community, but has low financial risk, and could be pursued with other options
Option B may meet an extent of community needs but has not previously been achieved
Option C will not meet the needs of the community but delivers the lowest long term financial risk
Option D will only partially meet the needs of the community. The lack of swimming provision will increase inequalities and will have a negative impact of the wellbeing of the sections of the community unable to easily travel outside of the county
Options E and F are more likely to meet the needs of the community but would require greater financial investment and risk
Option G would meet the need for pool access but would require initial financial investment and would be likely to require ongoing subsidy without a dry side offer
Option H would meet the need for dry provision but would not address the deficit in pool access. It would also require initial financial investment.

xxvi. No site has been identified at this time for options F, G and H. If the Council determines to invest capital funds at the Catmose College site it is important to note that the asset will remain the property of Catmose College and will not be in the ownership of Rutland County Council.

xxvii. If the Council arrives at Options E, F, G or H delivering the capital investment could take 5 years or more to complete. In the interim, provision could be continued at Catmose Sports through a provider selected with the capacity to implement the capital works in partnership with the Local Authority.

# Section 1: Background

1.1 RCC is undertaking a review of the current sport and leisure provision in the local authority area. The purpose of undertaking the review is to inform options for future provision of council services from 2022 and beyond.

1.2 RCC have commissioned RPT Consulting to undertake this work and specifically deliver a Leisure Needs Analysis and Options Appraisal for Rutland.

1.3 The Council currently directly commissions two leisure and wellbeing facilities:

- Catmose Sports Centre (CSC) – which is operated by Stevenage Leisure Limited (SLL), under contract until 31 March 2023

- The Active Rutland Hub (ARH) – which is operated by the Council's in-house Active Rutland Team (ART).

1.4 The assessment has been undertaken in line with Sport England's Assessing Opportunities and Needs Guidance (ANOG), which is recognised by the industry as the most effective method to assess the needs for sport and leisure facilities.

**Purpose**

1.5 This leisure needs analysis provides a baseline for current and future supply and demand for leisure and wellbeing facilities in Rutland. In addition the Options Appraisal identifies the future options for RCC in its delivery of the facilities.

1.6 More specifically, this work delivers the following objectives

- To review the existing and provide an options appraisal for future leisure and wellbeing provision.
- Provide a headline procurement and management model options appraisal, for future council commissioned leisure and wellbeing facilities *if required*. The model should provide an optimal balance between meeting sport and physical activity market demands, providing sufficient capacity, generating net revenue and addressing local sport and wellbeing development needs including social prescribing / exercise referral.
- To report on the wider supply and demand for provision in the Rutland area and identify a mixed model of provision (public private voluntary) capable of meeting future demand for leisure and wellbeing activity.
- Identify opportunities for allocating capital resources (council owned or third party) to achieve better outcomes for people in relation to health, social and economic inclusion.

**Scope**

1.7 The scope of the study is based on the geographical area of Rutland County, although it is recognised that the bordering provision within neighbouring authorities will be taken into account.

1.8 The following facility types are considered within this review

- Swimming Pool
- Larger Accessible Sports Halls (at least 2 badminton courts or minimum 300m$^2$)
- Synthetic Sports Pitches
- Fitness Gyms and Studios
- Indoor Tennis Centres
- Other purpose built indoor sports facilities

1.9 Whilst the scope of this needs analysis focuses on indoor sports, we do consider the relationship with other aspects of leisure provision such as outdoor sport and links to the natural environment (particularly as a result of the consultation and stakeholder engagement).

1.10 The analysis builds on previous assessment of needs and strategies prepared by the Council.

**Presenting this Analysis**

1.11 The analysis is intended to be a plan for Rutland and not for any specific organisation within the County. The Council recognises that leisure and wellbeing needs are met by a range of different partners.

1.12 The options appraisal specifically focuses on the future of facilities the Council owns and provides options for the Council to consider.

1.13 The methodology undertaken for the assessment and plan reflects industry best practice and follows Sport England's ANOG, with a four stage approach as set out in the table below.

**Table 1.2 - Methodology**

| Stage (ANOG) | Description |
|---|---|
| **A: Prepare & Tailor Assessment** | • Establishing the approach to the assessment, agreeing the scope and the research and surveying technologies<br>• Commissioning the FPM from Sport England |
| **B: Gather Information** | • Undertaking the research and consultation to include<br>o Facility Audits – visits to facilities to assess the quality, accessibility and availability<br>o Rutland Conversation – online survey to assess views on leisure and recreation<br>o Consultation – with key stakeholders in Rutland<br>o Strategic Review – of key documents and background data such as Sport England Market Segmentation |
| **C: Bringing the Information together** | • Analysis of the data and preparation of this assessment report to include<br>o Data Analysis<br>o Supply & demand for facilities |
| **D: Applying the Assessment** | • Preparation of the Leisure Needs Analysis and Options Appraisal as a draft for consultation.<br>• Consultation on the draft assessment and plan prior to adoption by the Council |

1.14 For Sports Halls and Swimming Pools there is a well-established demand model, the Facility Planning Model (FPM), which Sport England have developed. The model establishes the need for new facilities by identifying the likely levels of participation from the population and comparing this with existing provision.

1.15 However this approach only provides a theoretical demand for the key facilities and other facility types do not have such a demand model. In order to identify the needs and future ambitions for the area we have supplemented and informed the FPM with other research and consultation including;

- **Facility Audit –** the existing facilities have been identified and the quality of these facilities has been assessed.

- **Rutland Conversation** – a survey was undertaken which sought to identify views of users and non-users. 573 people responded to the survey on leisure and recreation

- **Consultation** – a series of consultations have been undertaken across Rutland with over 45 organisations given the opportunity to provide their views. These include a range of organisations, such as

    - Universities and other Higher Education Colleges;
    - Local Community Groups;
    - Community Sports Clubs;
    - Professional Sports Clubs;
    - Facility Providers;
    - Schools;
    - Third Sector organisations;
    - Town and Parish Councils;

1.16 These consultations form the evidence base against which the future priorities and needs have been identified. This approach brings together demand modelling, supported by local research and consultation to ensure the priorities and findings are based on the local market conditions.

1.17 The results of the needs analysis and subsequent options appraisal are set out in this document based on the following sections:

- **Section 2 – Strategic Context**, setting out the analysis of the present and future demographics of Rutland, including trends in participation and the strategic context in which leisure and wellbeing sits (recognising the national and local situation)

- **Section 3 – Supply and Demand** analysis for different types of facilities, incorporating the various types of indoor leisure provision (particularly the swimming pool and sports halls)

- **Section 4 – Needs and Opportunities Summary** – building on the needs analysis we set out an overarching summary of the position in Rutland.

- **Section 5 – Options Analysis** through identification and review of the various options open to the Council

- **Section 6 – Options Evaluation** – consideration of how well the options meet the needs analysis and overall evaluation of the options against defined criteria

1.18 Throughout the analysis consideration has been taken of the impact of Covid pandemic and potential changes in behaviours that may impact on the future leisure needs.

1.19 This work is supported with a number of key appendices, which provide the evidence base for the key conclusions and assessment.

# Section 2: Strategic Context

2.1 Within this section we seek to identify the context and market for leisure and wellbeing in Rutland. This includes the following key areas, which have been reviewed,

- Strategic Context – an overview of the strategic framework for leisure
- Local Context and Catchment Analysis

2.2 We summarise the key findings from each of these areas over the following paragraphs.

2.3 We also complete the section with an overview of why leisure and wellbeing provision is important, and the rationale for investment.

**Strategic Context**

2.4 Leisure and wellbeing facility provision in Rutland is influenced by a number of key strategies and plans at a national, regional and local level including,

- Sporting Futures – A New Strategy For An Active Nation – HM Government
- Sport England: Uniting the Movement (10 year strategy – 2021 – 2031)
- Start Active – Stay Active 2011
- Changing Behaviours, Changing Outcomes (Dept of Health)
- National Planning Policy Framework (NPPF) - 2012
- Leicestershire and Rutland Physical Activity Strategy (2017 – 2021)
- Rutland Joint Strategic Needs Assessment (2018)
- Rutland County Council Corporate Plan (2019 – 2024)
- Rutland Sport and Recreation Facility Strategy (2016 – 2036)

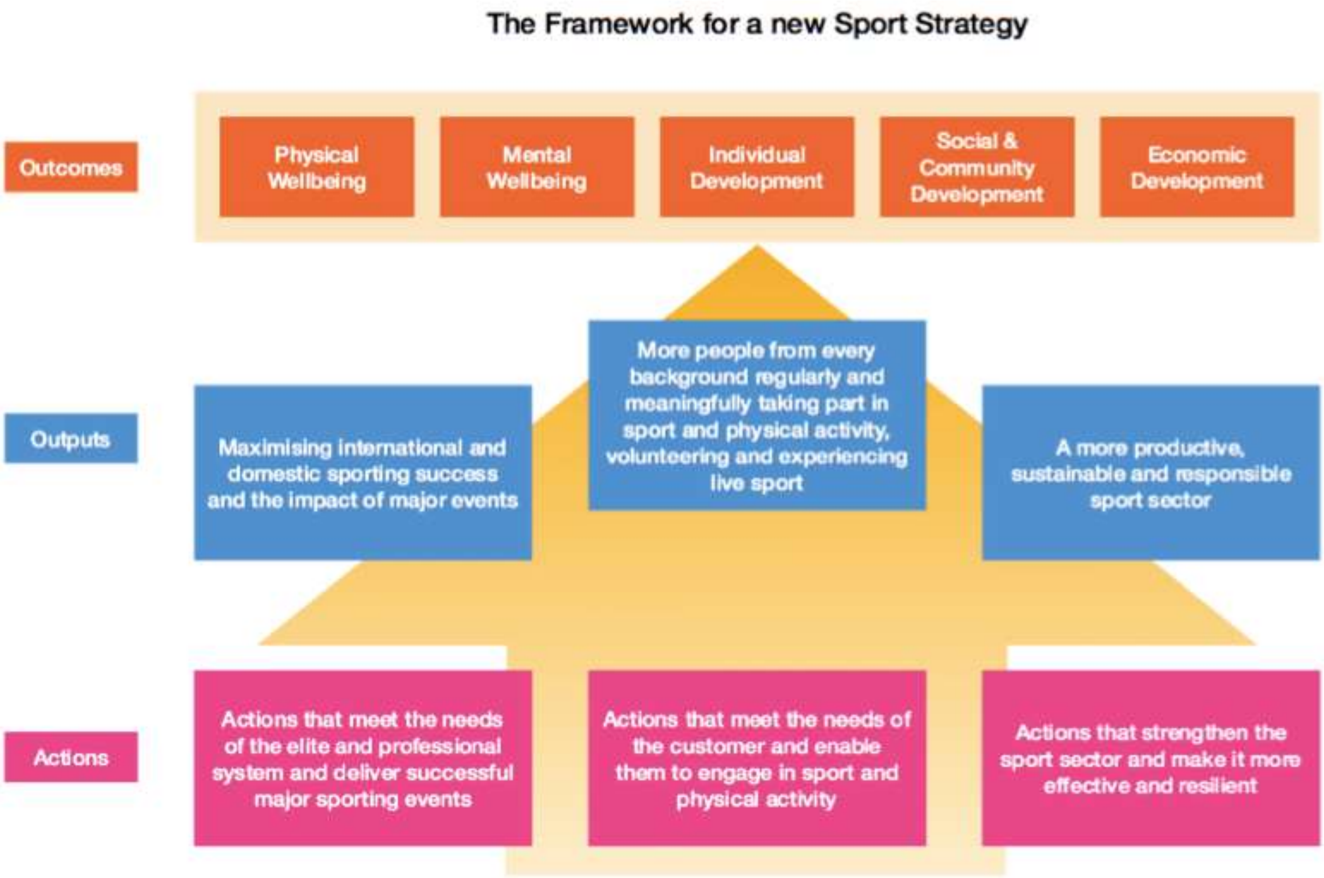
2.5 We present an overview of the various strategies and plans which impact on future provision over subsequent paragraphs the key themes. In particular the outputs and framework at a national level and the new Sport England Strategy, which builds on the recovery from Covid and also the regional and local assessments undertaken to provide the more local context.

2.6 The government strategy (Sporting Futures – A New Strategy for an Active Nation) sets out a framework for the sport strategy (see Figure 2.1 overleaf) which identifies outcomes for physical and mental wellbeing, individual development, social & community development and economic development.

2.7 We will illustrate later in this section why the delivery of robust leisure and wellbeing infrastructure and actions are important, but it should be recognised that within this strategy and the overall framework it is a combination of programmes and facilities which will deliver an active environment to encourage and sustain physical activity and sport to deliver the outcomes.

2.8 These present some opportunities for the facilities in Rutland to focus on key outcomes and deliver to these programmes.

**Figure 2.1 – Sporting Futures – A framework for an active nation**




2.9 Of particular relevance to the future leisure needs is the new Sport England strategy **"Uniting the Movement"** which has been developed with the backdrop of the Covid pandemic and is focused on the recovery from Covid.

2.10 The vision of the Sport England Strategy is:

***A nation of more equal, inclusive and connected communities***
***A country where people live happier, healthier and more fulfilled lives***

2.11 Their three key objectives are:

- Advocating for movement, sport and physical activity
- Joining forces on the 5 big issues
- Creating Catalysts for Change

2.12 We illustrate below the 5 big issues and the catalysts for change which are particularly relevant to set the context for any future provision in Rutland

**Figure 2.2 – Sport England Strategy (5 big issues and Catalysts for Change)**

| Five Big Issues | Catalysts for Change |
|---|---|
| **RECOVER AND REINVENT**<br>Recovering from the biggest crisis in a generation and reinventing as a vibrant, relevant and sustainable network of organisations providing sport and physical activity opportunities that meet the needs of different people. | **EFFECTIVE INVESTMENT MODELS**<br>The right kinds of investment, timed well and delivered skilfully can stimulate demand, provide opportunities to get active, enable innovation, encourage collaboration, reduce inequalities and enable greater sustainability. |
| **CONNECTING COMMUNITIES**<br>Focusing on sport and physical activity's ability to make better places to live and bring people together. | **REALISING THE POWER OF PEOPLE AND LEADERSHIP**<br>The people who spend their time helping others to be active are our most precious resource and their potential is limitless. They're the key to adopting and achieving the ambitions in this strategy. |
| **POSITIVE EXPERIENCES FOR CHILDREN AND YOUNG PEOPLE**<br>An unrelenting focus on positive experiences for all children and young people as the foundations for a long and healthy life. | **APPLYING INNOVATION AND DIGITAL**<br>Times are changing, and so are people's expectations. In the face of significant opportunity and change, it's critical innovation, including digital, is applied to the big issues that are holding many more people back from being active. |
| **CONNECTING WITH HEALTH AND WELLBEING**<br>Strengthening the connections between sport, physical activity, health and wellbeing, so more people can feel the benefits of, and advocate for, an active life. | **HIGH-QUALITY DATA, INSIGHT AND LEARNING**<br>Key to collaborative action is a shared understanding of the opportunities and the challenges that we face together. |
| **ACTIVE ENVIRONMENTS**<br>Creating and protecting the places and spaces that make it easier for people to be active. | **GOOD GOVERNANCE**<br>Good governance, and a commitment to positive, effective, safe delivery of opportunities at every level is how intentions and ambitions are enshrined into ways of working. |

2.13 Of particular relevance to future provision in Rutland are a number of points which include

- Recognising the need to reduce inequalities which have been widened as a result of Covid, with certain groups becoming more inactive

- Building good governance and enshrining the intentions and in particular ambition into the ways of working, through building on the power of people and leadership

- The creation and protecting of places and spaces to make it easier for people to be active will be particularly important. The development of the Active Environment which is considered by Sport England to include

    - Dedicated sports and physical activity facilities, such as pools, leisure centres, pitches and courts.
    - Other Community Spaces, such as parks and open spaces, village halls, community centres and schools. Not designed exclusively for sport and physical activity but much can or does take place there.
    - The wider built environment, such as streets, housing estates, squares and tow paths.

- In addition to these spaces identified in the Active Environment, consideration to natural resources and cycleways and footpaths should be taken into account

2.14 We explore some of these issues which the Council and its partners can take forward to encourage participation, but also may offer opportunities to bring in external funding or resources to help deliver a sustainable future locally.

2.15 The other key aspect of the strategic context is the National Planning Policy Framework (NPPF), which includes guidance on sport, leisure and open space.

2.16 The NPPF sets out the Government's economic, environmental and social planning policies for England and is based on the principle of sustainable development. One of the key strands of the policy is to promote healthy communities and to facilitate social interaction, creating healthy, inclusive communities.

2.17 The themes of these national frameworks are established within the regional strategies and plans which include the Joint Strategic Needs Assessment and the Leicestershire and Rutland Physical Activity Strategy.

2.18 Within Rutland there has been a number of plans and strategies prepared over recent years which include

- Rutland County Council Corporate Plan (2019 – 2024)
- Rutland Sport and Recreation Facility Strategy (2016 – 2036)
- Rutland Open Space Assessment (2015)

2.19 The Sport and Recreation Facility Strategy in particular has been built on an assessment of need for the facilities within Rutland and this leisure needs analysis draws upon this needs. The key findings which arise from the local strategies above include

- The overall vision of RCC is *'High Quality of Life in Vibrant Communities'*. With particular objectives which are relevant to leisure including
    - Protect, Maintain & Enhance what makes Rutland great
    - Explore new leisure and cultural opportunities

- The ambition within the LRS Sport and Physical Activity Strategy is *'to be the most active place in England building a healthy and vibrant future for our communities'*

- The key findings from the Sport and Recreation Facility Strategy were
    - Secure Community Use to Sports Halls at Colleges
    - Undertake feasibility study for replacement swimming pool at Catmose Sports
    - Continue to develop safe running and cycling routes
    - Consider the development of a compact athletics facility

2.20 The previous work that has been undertaken and the overall strategic position of RCC illustrate the ambition for the development of a high quality of life and the promotion and development of communities. The previous work has also identified that there are no major deficiencies in leisure facility provision, but that there is a need for replacement of the pool at Catmose Sports Centre.

2.21 In addition to this there are some clear ambitions within the regional and local documents which seek to develop the most active communities and build a high quality of life in vibrant communities.

2.22 These key documents provide the framework for the Leisure Needs Analysis and are the basis for which future standards and development of facilities are set against.

**Local Context and Catchment for Rutland**

2.23 We set out over the following paragraphs the key population characteristics for the area, in particular the health and sporting profile of the population.

2.24 In considering the health profile and the levels of participation in sport, there are a number of sources of information have been used which include

- The JSNA undertaken for Rutland in 2018
- Sport England Local Insight Report, which brings together a range of sources to identify the key characteristics for Rutland
- Active Lives Survey – a national survey which assesses the activity levels across the Country (including Rutland specific data)

2.25 These reports bring together a range of data and we have focused in this section on the key indicators and factors relevant to participation in sport and physical activity.

2.26 The total population is currently 40,476 (2020 mid-year estimates from ONS) and is projected to be 46,522 in 2043 (ONS), a growth of 15%.

2.27 The age profile suggests that the population of Rutland is in general older than the national average and the number of older people will continue to grow. The highest level of growth in population will be amongst the over 65's

2.28 The difference in age profiles across Rutland should be recognised in considering any future facility provision and when designing and developing activity programmes.

2.29 The overall demographics of the population can also impact on activity levels with areas of deprivation, ethnicity, disability, and gender all impacting on general physical activity levels.

2.30 Some of the key indicators in comparison to the national picture are summarised below

- 7% of children are living in poverty compared with 17% across England
- 18% of people have no qualifications in Rutland as compared with 22% across England
- 38% of people aged 16 -74 are in full time employment in Rutland compared to 39% across England
- 12% of households have no car in Rutland compared with 26% across England
- The overall crime rate is lower than the average across England
- 91.6% of people are satisfied with their neighbourhood compared to 79.3% across England

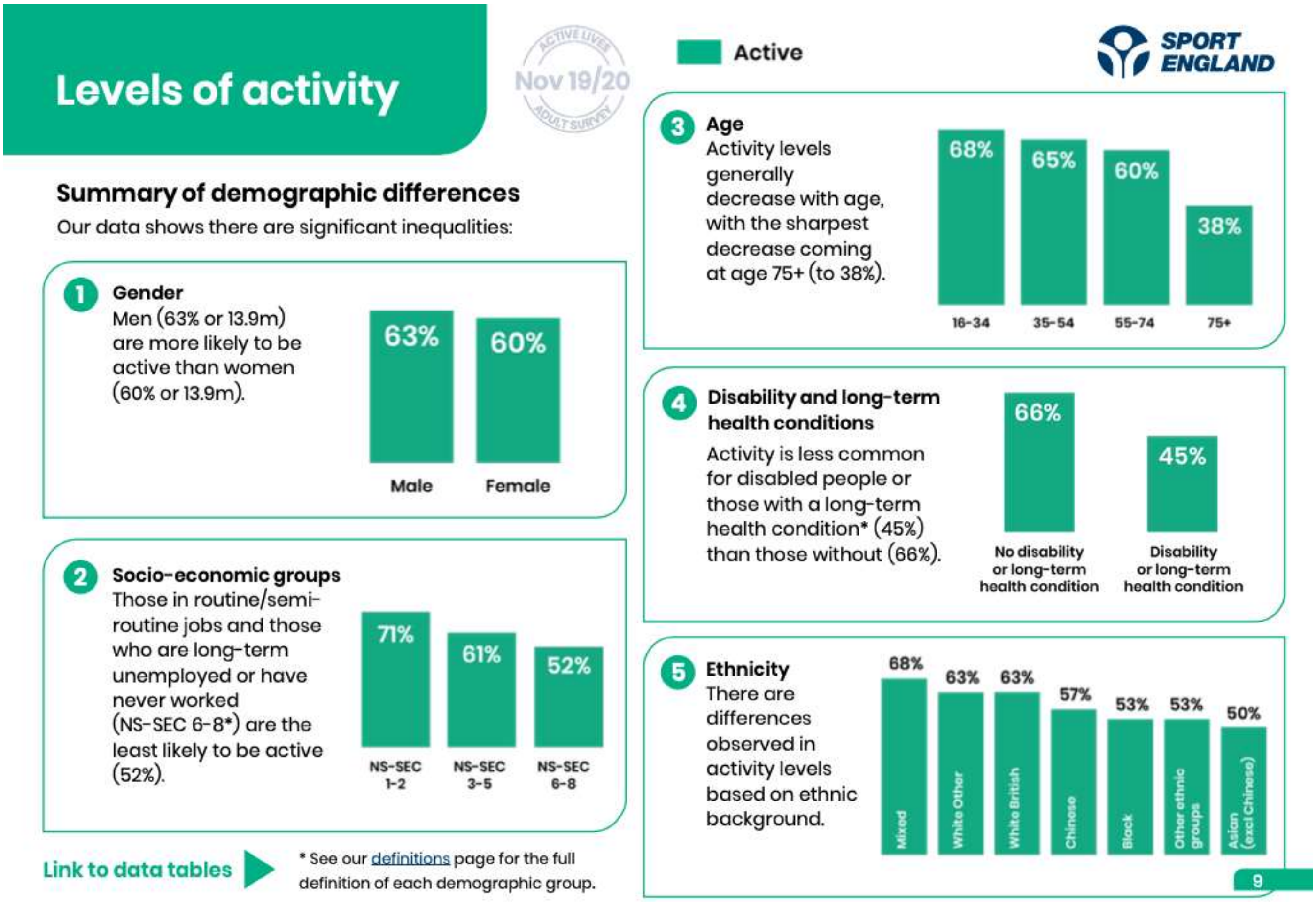
- 15% of people have a limiting long-term illness in Rutland compared with 18% across England

2.31 These indicators suggest a population that in general is performing well in comparison to England (for example with high car ownership, low numbers of children in poverty and satisfaction levels high), however areas such as full time employment and limiting long term illnesses suggest that the performance is similar to England and potentially present some issues to be considered in any future leisure provision.

2.32 Whilst overall the health of Rutland's population is better than the national average, there are significant underlying long term health issues and increasing levels of inactivity. Rutland's population is older than the national average and projected to continue ageing. There is a higher prevalence of hypertension, stroke, diabetes, chronic kidney disease and heart failure in Rutland than in England as a whole. Maintaining levels of activity can benefit all of these aspects of health.

2.33 There are key differences in participation and physical activity which can be impacted on by key demographic factors. For example, the most recent active lives survey (2019/20) undertaken by Sport England has illustrated that there are inequalities in physical activity as illustrated below.

**Figure 2.2 – Inequalities in Physical Activity**



2.34 This illustrates that demographic differences generate different activity levels, for example nationally females are less active than males. We consider in the tables and charts below how Rutland compares to these national differences in the key areas. It should be noted these figures are self-reported by respondents.

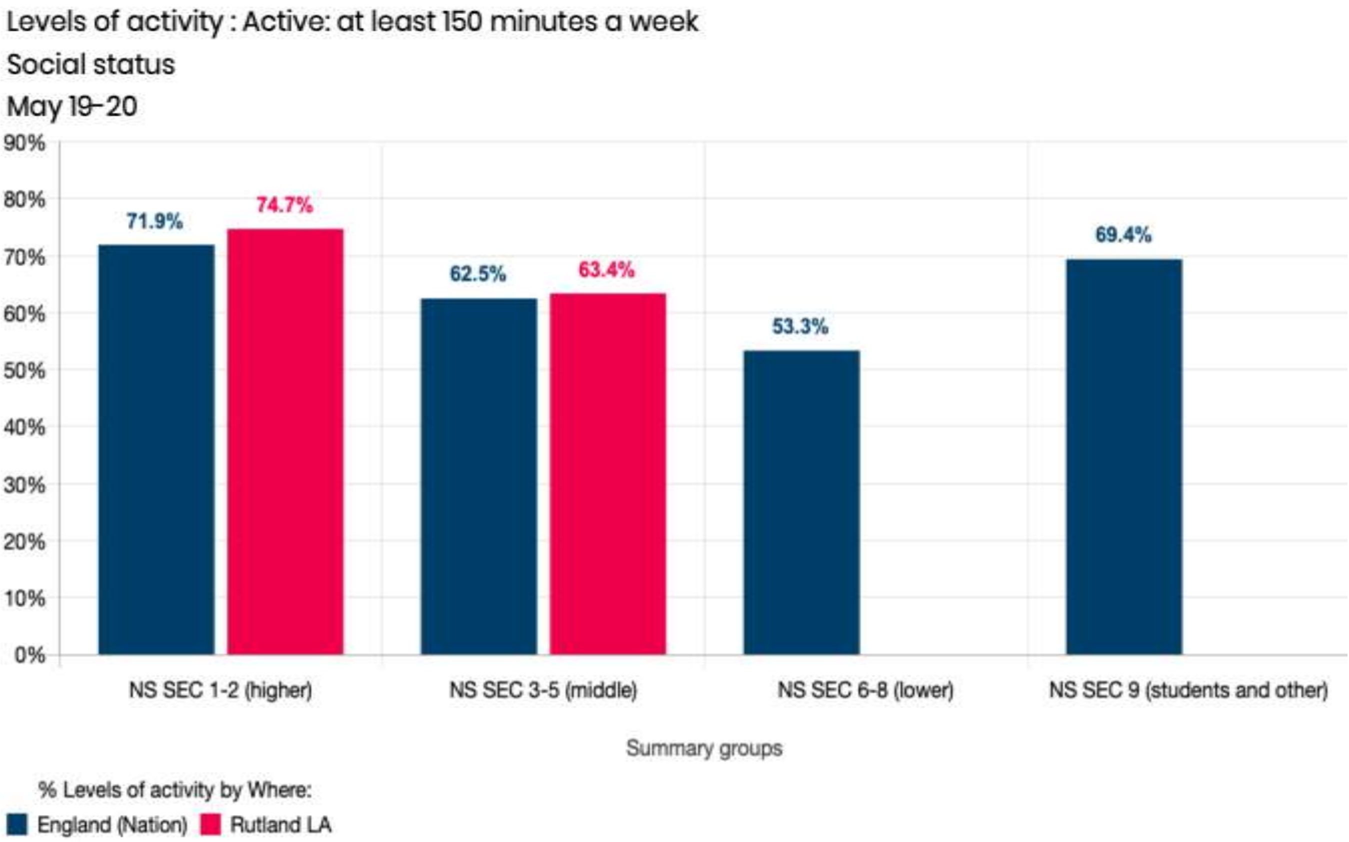
**Table 2.1 – Physical Activity by Gender**

| | Rutland | | England | |
|---|---|---|---|---|
| | **Males** | **Females** | **Males** | **Females** |
| % Inactive (less than 30 mins per week) | 23.7% | 23.9% | 24.8% | 25.9% |
| Active (at least 150 minutes per week) | 65.6% | 65.4% | 64.6% | 61.3% |

(Source: Active Lives Survey 2019/20)

2.35 The table above illustrates that in contrast to the National picture the activity levels of males and females are similar and are both better than England as a whole.

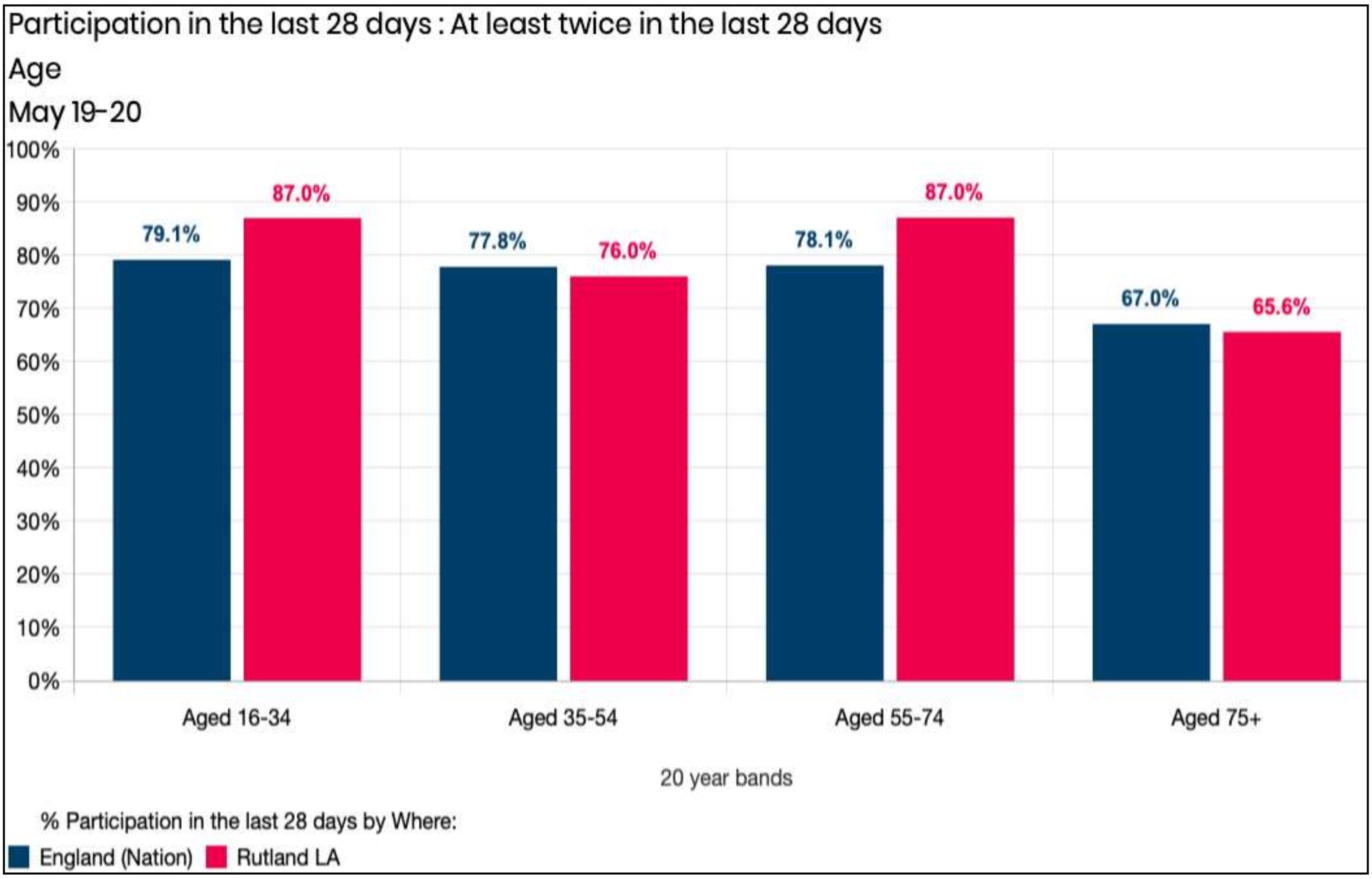
**Figure 2.2 – Activity by Socio-Economic Group**

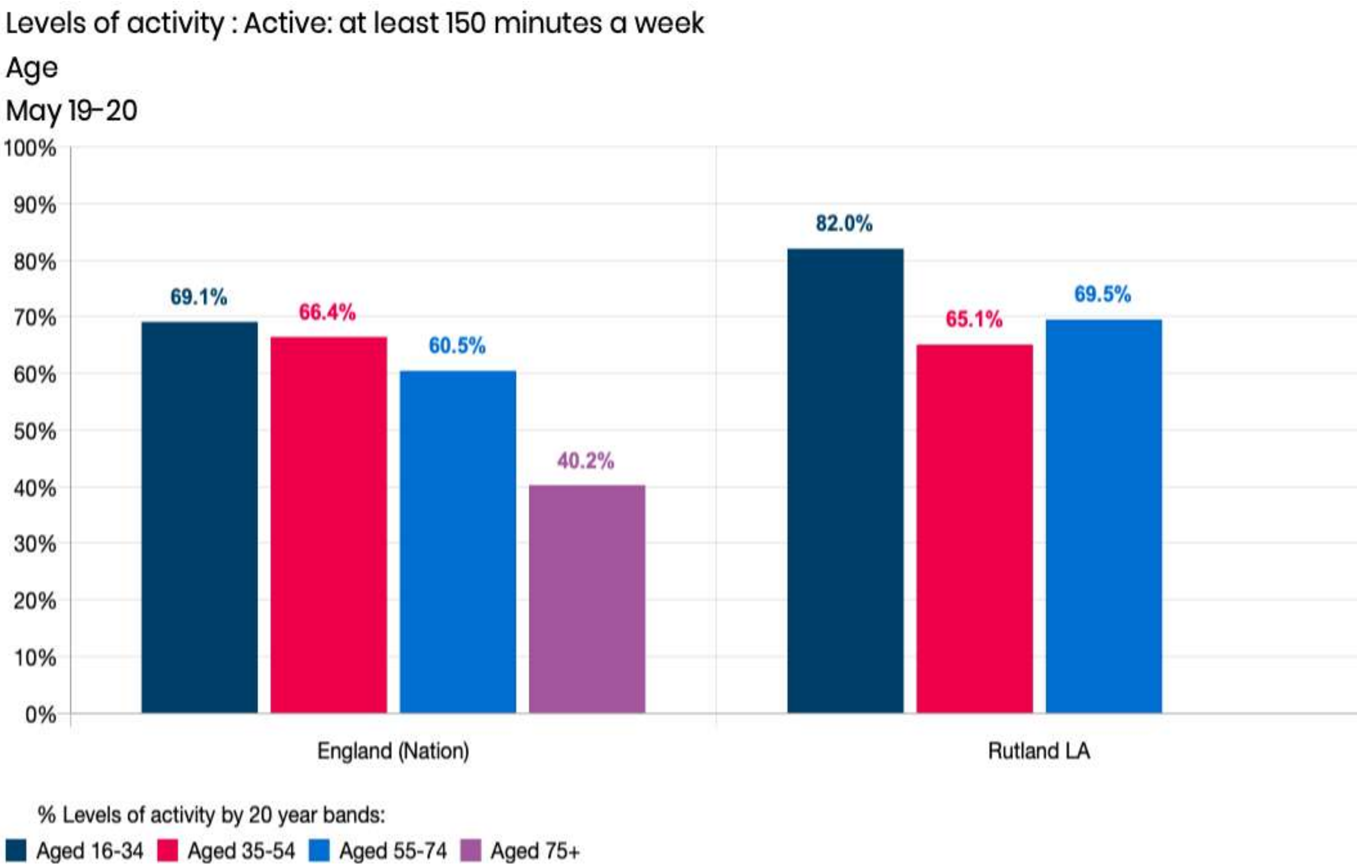



2.36 Whilst there is insufficient data for the lower socio economic groups for Rutland itself, it does suggest that Rutland follows the national pattern, through the higher and middle groups.

2.37 The impact of age on physical activity levels in Rutland is illustrated below.

**Figure 2.3 – Activity by Age Groups**



2.38 As can be seen from the table above both the 16-34 year olds and the 55-74 year olds show higher levels of physical activity than England, but the 35-54 year olds are slightly less physically active than England.

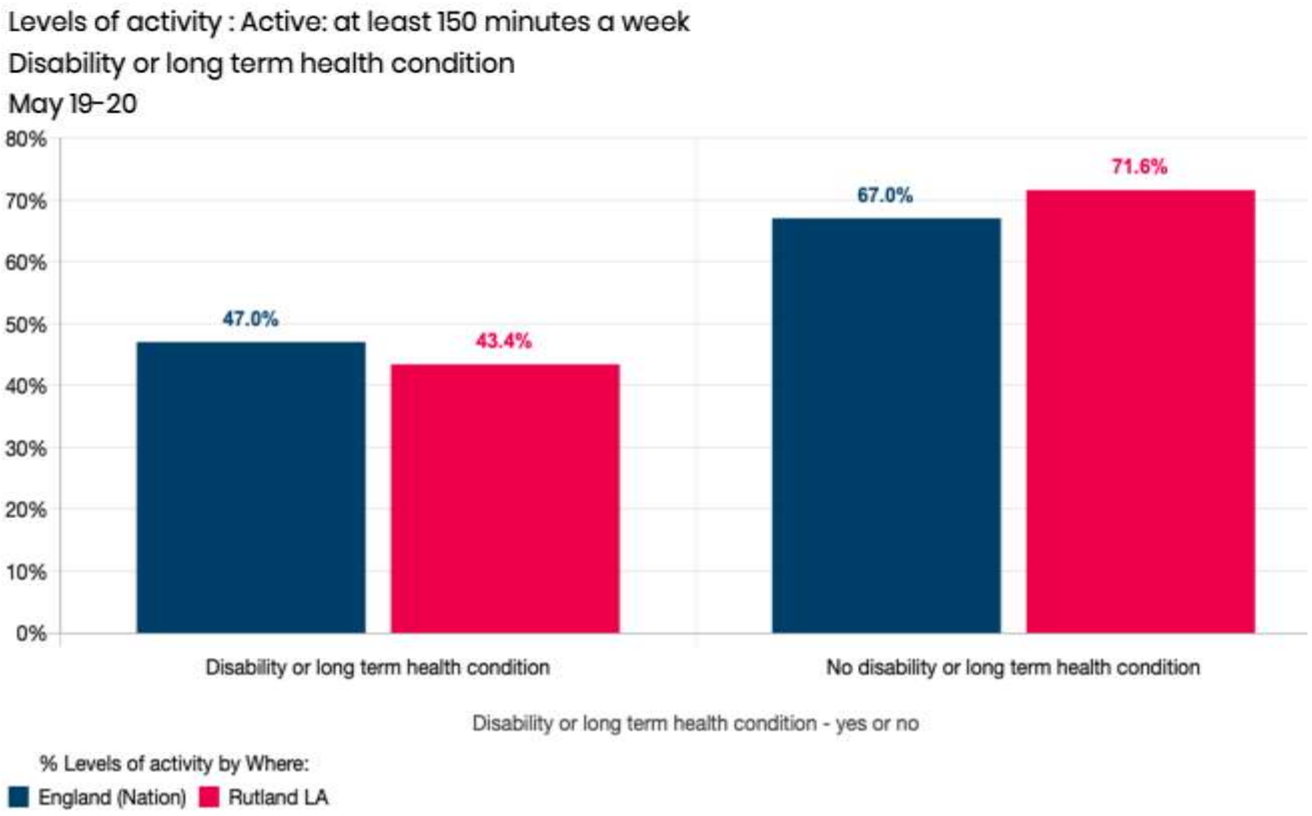
2.39 Similarly when participation in activity and sport over the last 28 days is considered the levels of participation amongst the 16-34 year olds and the 55-74 year olds are higher than England but the other age groups are lower.

2.40 This suggests that the 35-54 year old group tend to be less active and then activity increases as people get older in Rutland, although they are still less active than 16-34 year olds.

2.41 The projections suggest the number of people who are older (over 65) will grow at a faster rate, so this is particularly relevant.

2.42 The figure below illustrates the physical activity by long term illness in Rutland compared to England as a whole.

**Figure 2.4 – Physical Activity by Long Term Illness**




2.43 The position in Rutland suggests there is greater disparity between those with long term illnesses and those without, in that the difference in activity levels is 20% for England but 28.2% for Rutland. This is particularly relevant as 15% of the population in Rutland have a long term illness or disability.

2.44 The other area of inequality around ethnicity is not specifically identified in Rutland due to the levels of response. This may be due to the low levels of ethnicity in

Rutland where 94.3% of the population are White British in Rutland compared to 74.3% nationally.

2.45 Thus when considering inequalities in physical activity and the factors which impact on the inequality, within Rutland there are a number of key factors to consider.

- Females are as physical active as Males, suggesting that gender is not a major inequality
- Socio economic levels appear to follow the National picture suggesting that those in lower socio economic groups are less active.
- Within Rutland the key age groups where activity appears to be less are the 35-54 and 75+ year olds.
- There appears to be a wider inequality between those with and without long term health illnesses or disability within Rutland as compared to the national picture.

2.46 It should be recognised that the variability of the results for Rutland compared with the national picture maybe higher as there is a smaller sample size.

2.47 There are also a number of factors which can influence the health and wellbeing of the population and we consider some of the indicators below for the population of Rutland which can provide an indication of the general health of the population. In particular life expectancy and healthy life expectancy are illustrated below

**Table 2.1 – Life Expectancy**

| **Years** | **Males** | | **Females** | |
|---|---|---|---|---|
| | **Rutland** | **England** | **Rutland** | **England** |
| Life Expectancy | 81 | 79 | 85 | 83 |
| Healthy Life Expectancy | 69 | 63 | 70 | 65 |

(Source: Sport England Insight Tool)

2.48 As can be seen from the table the life expectancy (including healthy life expectancy is higher than England across both males and females.

2.49 The JSNA identified a number of indicators for health and wellbeing which are summarised below for Children (0-5 years), Children & Young People (5 – 15 years), Working Age Population (18 – 64 years) and older people (65+)

- Children (0-5 years)
  - There are proportionally fewer children known to social care in Rutland than in other local authorities in England.
  - 75.7% of children in Rutland achieved a good level of development for school readiness at the end of Reception stage in compassion to 70.7% in England.

- Children and Young People (5-15 years)
  - The proportion of Year 6 (10-11 year olds) who are overweight is better than the National position, however Reception pupils is similar to the national position has increased year on year.

- Working Age Population

- 60.2% of the population were classified as overweight or obese which is similar to England (61.3%), however this has increased since 2015/16 (58.0%)
- Rutland has a significantly higher prevalence of coronary heart disease, stroke and diabetes as recorded on GP registers
- In 2014-16 a higher proportion of deaths from cardiovascular diseases are considered preventable in Rutland than nationally.
- In Rutland the prevalence of smoking has remained significantly better than the national average, at 12.3% compared to 15.5%

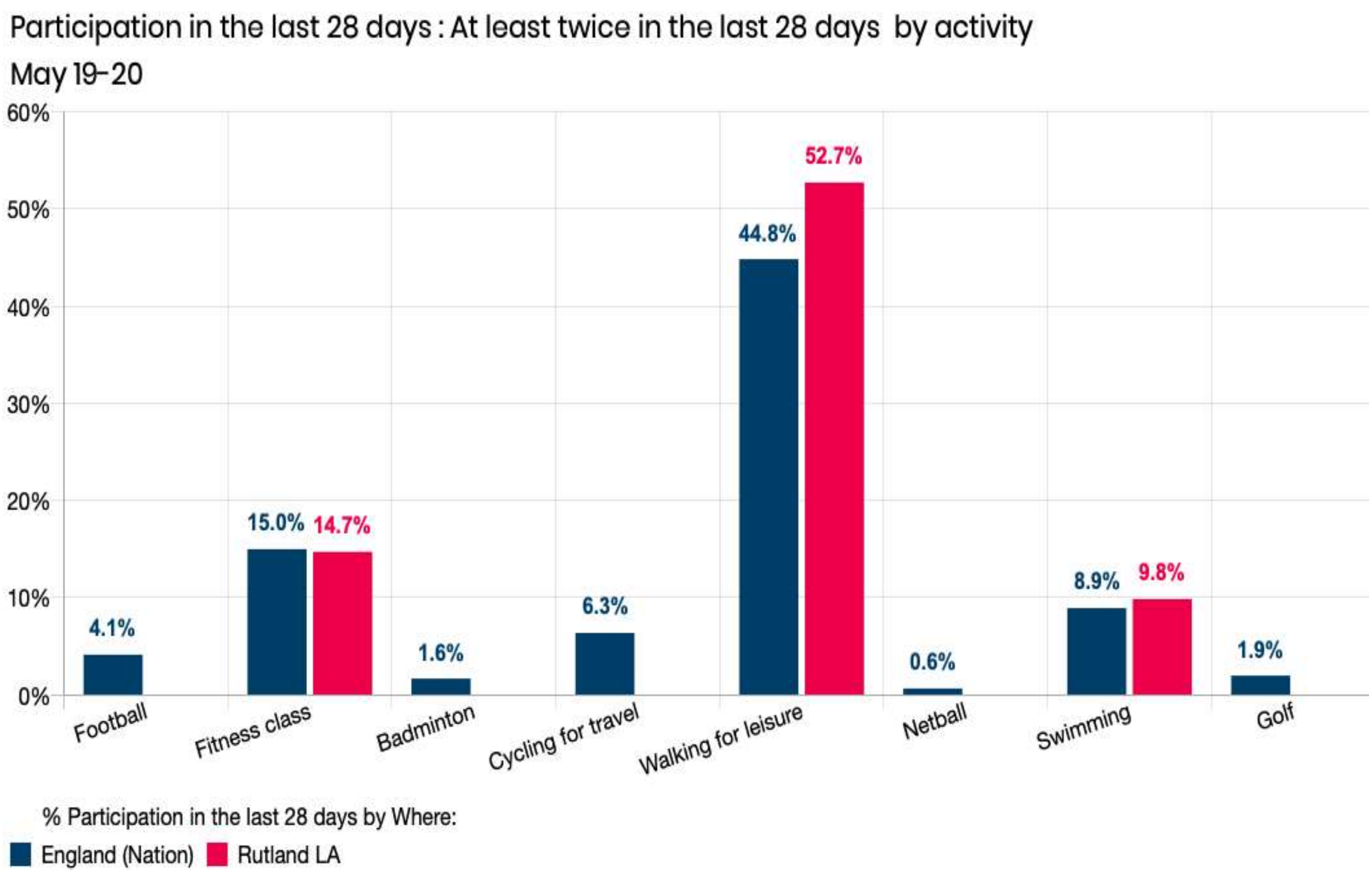
- Older People
    - The rate of emergency hospital admissions due to falls has declined year on year and is better than the national average.

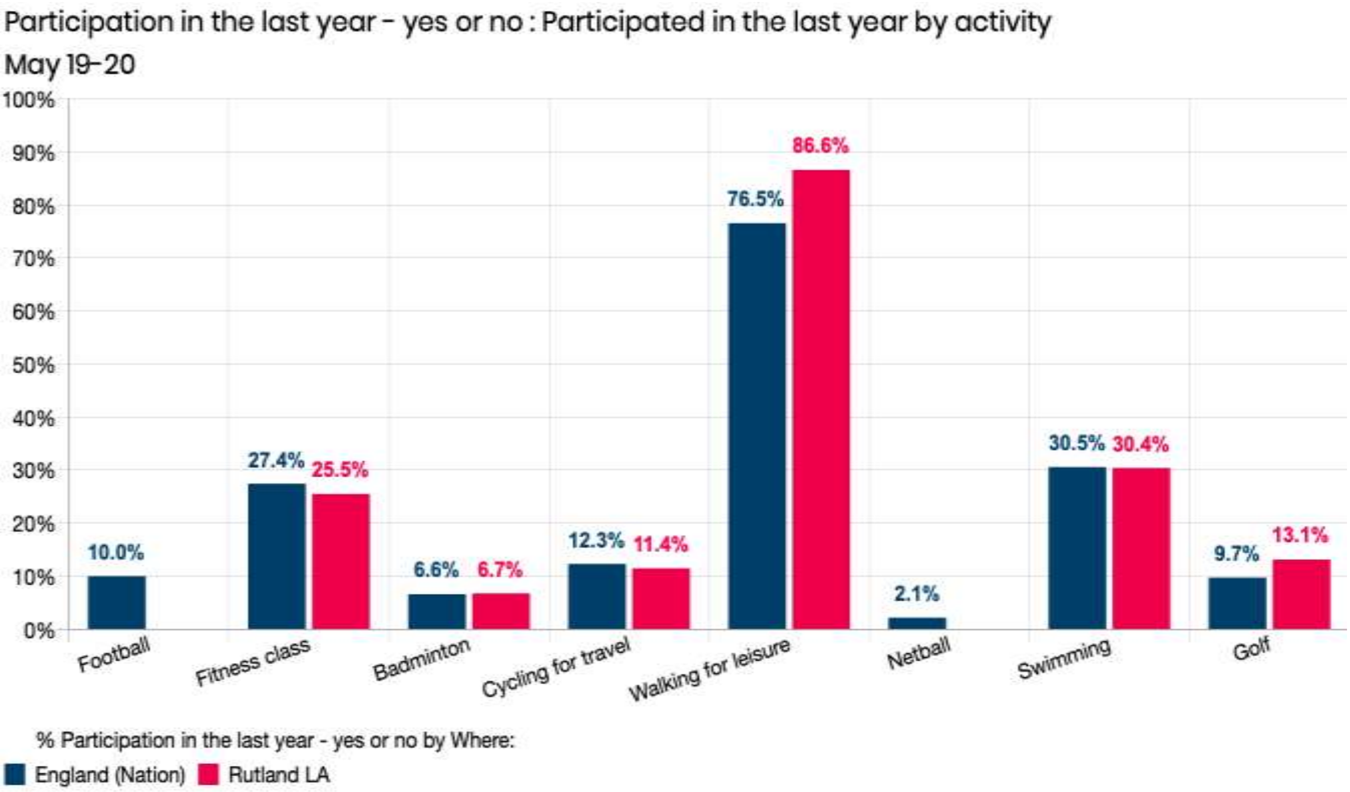
2.50 Overall the general picture of health in Rutland is that of a healthy and active population but with some concerning inequalities in health and wellbeing.

**Sports Participation**

2.51 The figures below illustrate some of the most participated sports in England and how the participation in these sports within Rutland compares.

**Figure 2.4 – Sports Participation**



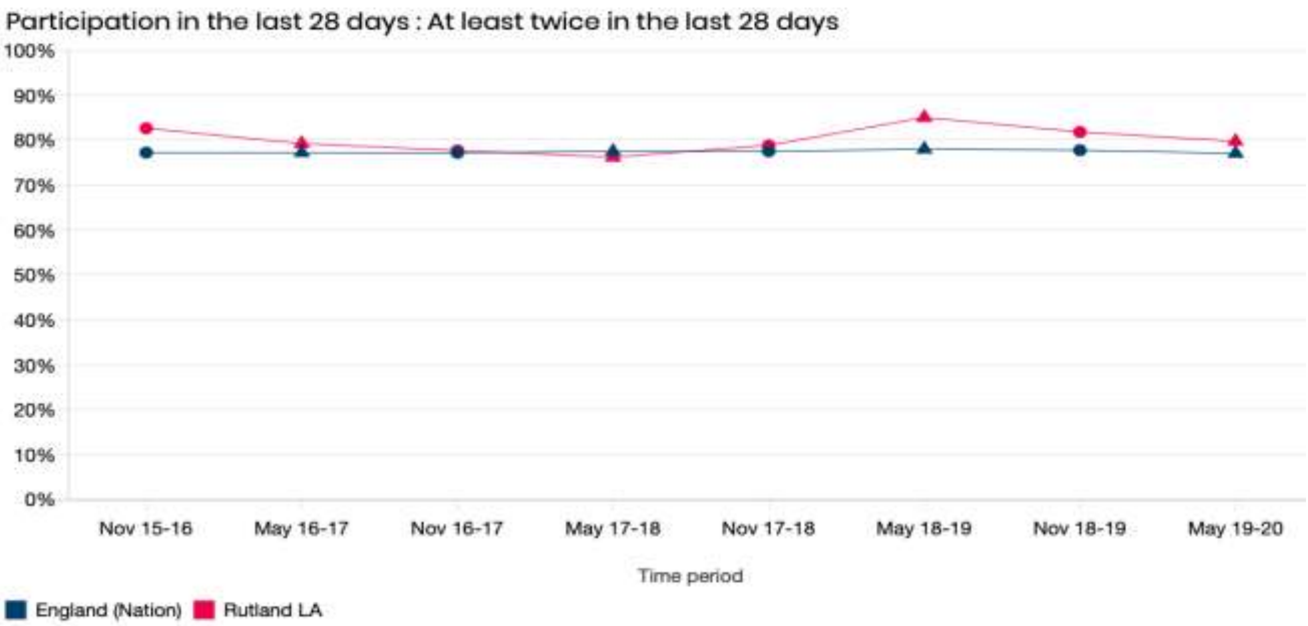



2.52 The graphs illustrate that participation in Walking for Leisure is the highest participation, with Fitness Classes and Swimming the next highest. Both fitness and swimming are comparable with the national picture.

2.53 Golf is higher than the national position when looking at more long term participation.

2.54 Overall the participation in sport has been constant since 2015/16 as illustrated below from the Active Lives survey

**Figure 2.5 – Sports Participation over Time**



2.55 Although participation has remained fairly constant over time it has declined slightly in recent years, although this was from a particularly high position in 2018/19.

**Impact of Covid**

2.56 There is also increasing evidence from the Covid Recovery and the analysis of physical activity through the Moving Communities data analysis which suggests that the inequalities in physical activity are increasing rather than reducing.

2.57 Moving Communities is the monitoring tool which is utilised by Sport England and the National Leisure Recovery Fund to analyse the data of people returning to sport and physical activity following the reopening of venues after the national lockdown and takes data from over 1,000 sites and over 24,000 user surveys to date.

2.58 Emerging data from the Moving Communities programme (although still early in the recovery programmes) suggests that:

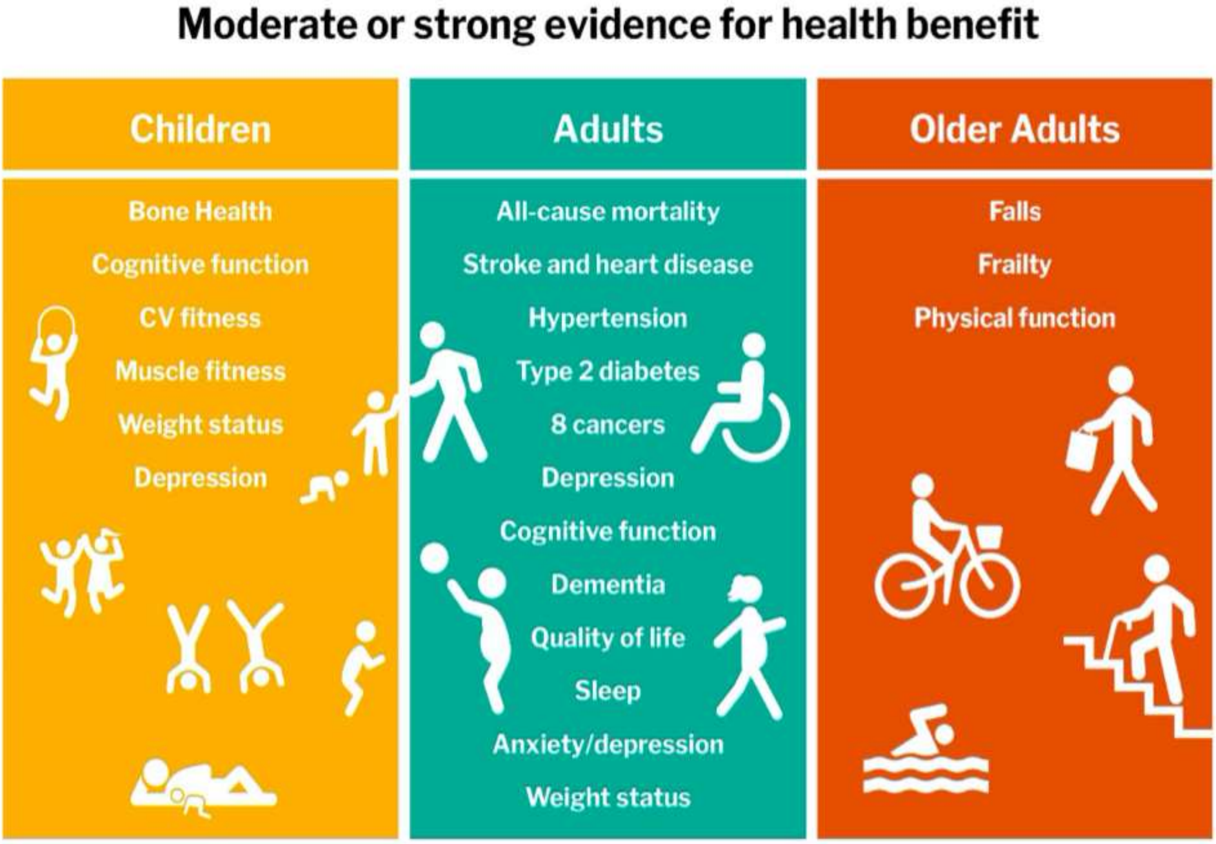
- Lower percentages of older people (generally the less active) are returning to leisure centres and participating
- People in higher areas of deprivation are less likely to be returning to participation in physical activity

2.59 Whilst these are still early results it illustrates that there is the potential for greater inequalities in sport and physical activity.

**The Importance of Sport and Leisure**

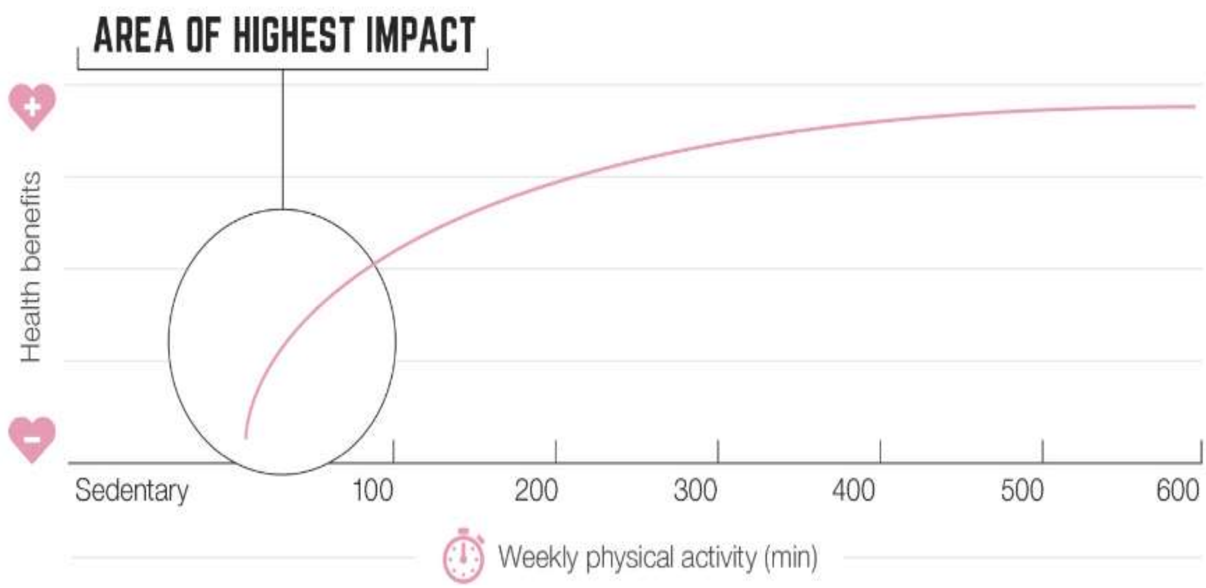
2.60 In considering the Leisure Needs analysis for Rutland it is important to consider why sport and physical activity is so important. The UK Chief Medical Officers Physical Activity Guidelines published in 2019 provide evidence of health benefits in both children and adults as illustrated below

**Figure 2.3 – Health Benefits from Physical Activity**




2.61 In particular the greatest impact in people's health is amongst those currently doing less than 30 minutes activity per week, as illustrated below

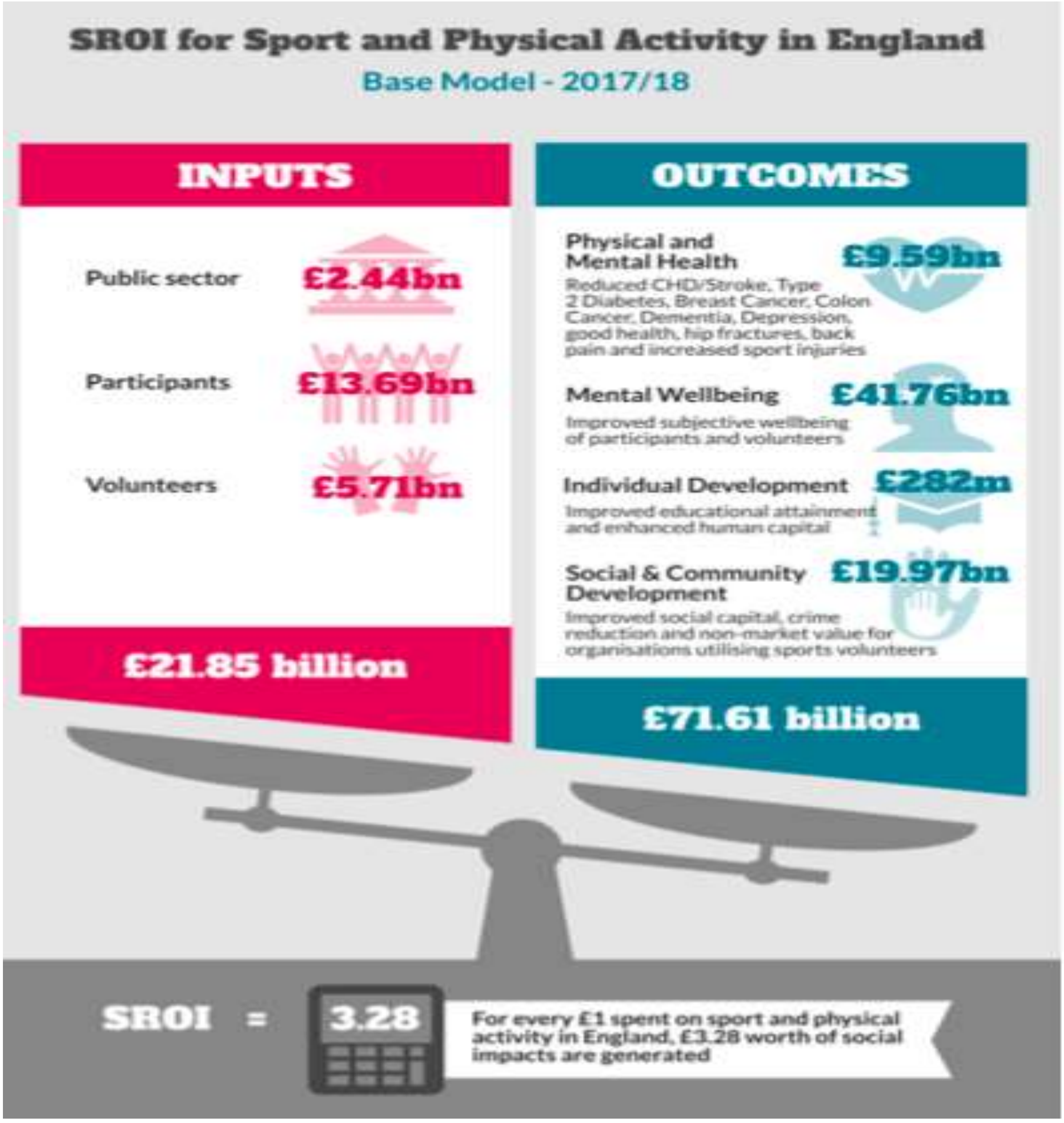
**Figure 2.4 – Impact on Health**



2.62 Sport and Leisure contributes to the health and wellbeing of the population and this has been recognised by successive governments and national agencies.

2.63 Research by Sheffield Hallam University in 2020 has also considered the social return on investment in sport and physical activity which is summarised below

**Figure 2.5 – Social Return on Investment**



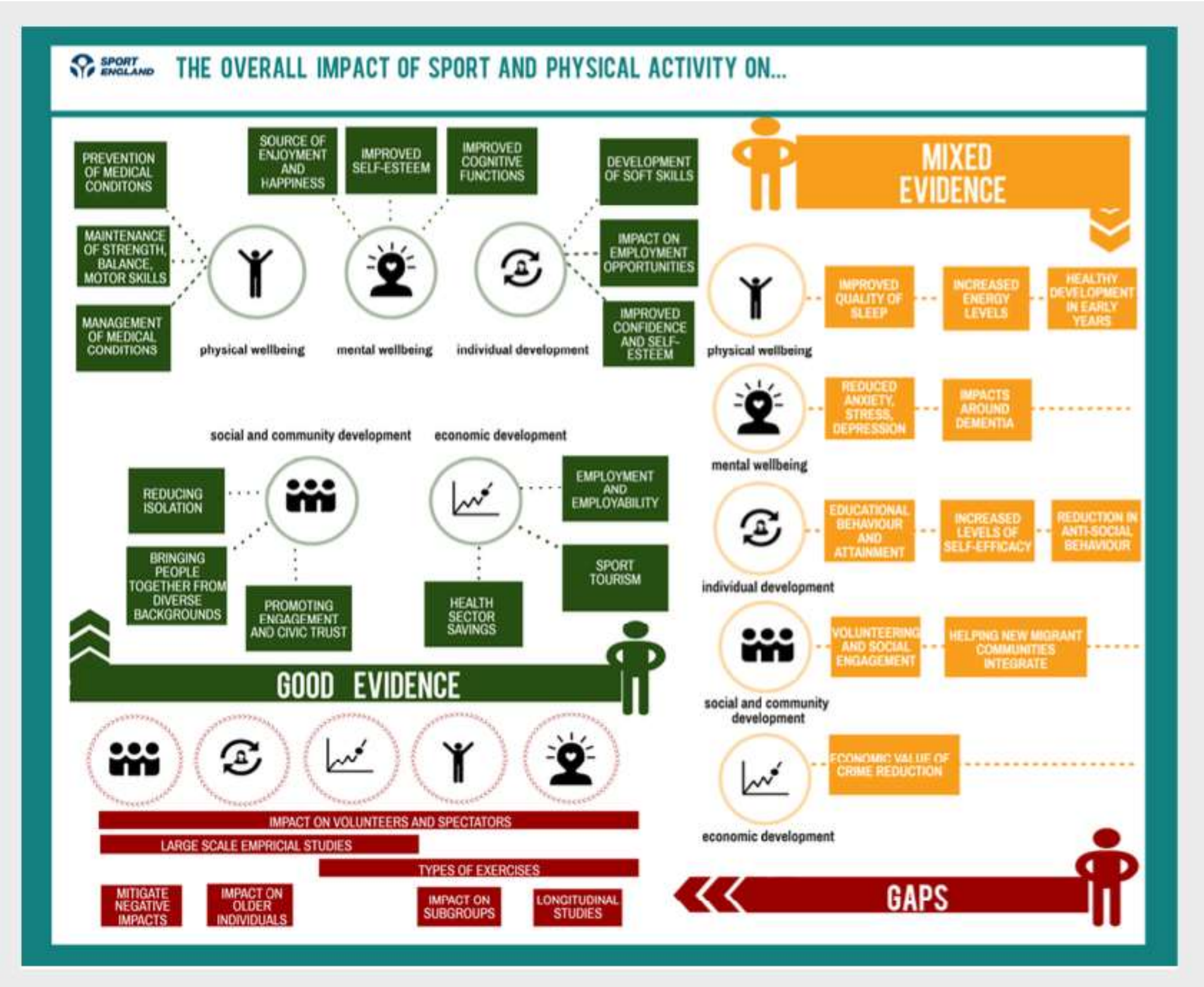

2.64 This illustrates that investment in sport and physical activity support real benefits in reduction in costs to treating physical and mental health, with £3.28 of social impacts generated for every £1 spent on sport and physical activity.

2.65 In 2017 Sport England also undertook an Outcomes Evidence Review which sought to establish the level of evidence which demonstrates delivery against the five core outcomes in the UK Governments Sports Strategy

- Physical Wellbeing
- Mental Wellbeing

- Individual Development
- Social and Community Development
- Economic Development

2.66 The level of evidence is summarised in the diagram below




**Summary**

2.67 This section has set out the overall strategic framework that Rutland operates within and some of the key data which sets out an overview of the population and its health and wellbeing.

2.68 In particular the population of Rutland is generally physically active and performs better than the national position for health and wellbeing. There are however a number of areas where the focus should be to address inequalities, such as

- Lower socio economic groups and those with long term illnesses or disabilities are less active than other sectors of the population both nationally and in Rutland. In particular within Rutland the inequality for physical activity for those with long term illnesses and disability is greater than nationally. This is particularly relevant as 15% of the population have long term illnesses or disability.
- Conversely there is little or no gender inequality for physical activity with levels similar for both male and female.
- Within the age groups of 35 - 54 and 75 plus the physical activity levels in Rutland are lower than the national whilst the 16-34 and 55 – 74 age group are higher than the national picture
- Walking for leisure is the most participated in activity by a very large margin. Fitness and Swimming are both the next highest participation levels (with 25.4% and 30.4% participating in the last year respectively).

2.69 It will be important that current facility and service provision is retained to cater for the active segments of the population, while considering plans to engage with the less active population

2.70 In terms of the strategic context, Rutland has set out some clear ambitions which are encapsulated within the Corporate Plan and also the Leicestershire and Rutland Sport and Physical Activity Strategy which seek to deliver high quality of life in vibrant communities and deliver the most active people in the country.

## Section 3: Supply & Demand

**The Active Environment**

3.1 The active environment are the facilities and spaces where people participate in physical activity. Sport England's focus is to encourage and make it easy for people to be active, in particular they define the active environment as

- Dedicated sports and physical activity facilities, such as pools, leisure centres, pitches and courts.
- Other Community Spaces, such as parks and open spaces, village halls, community centres and schools. Not designed exclusively for sport and physical activity but much can or does take place there.
- The wider built environment, such as streets, housing estates, squares and tow paths.

3.2 In addition to these spaces identified above, consideration to natural resources and cycleways and footpaths should be taken into account.

3.3 We set out in this section the overall supply and demand analysis for the active environment with a focus on the key indoor facilities as defined for the scope of the brief, utilising a number of key tools including

- Rutland Conversation – results from the survey undertaken in May 2021
- Facility Audit and Facility Planning Model
- Stakeholder Engagement

3.4 In particular we have identified the overall supply and demand for facilities which consider the following four aspects, in line with Sport England guidance

- Quantity – what facilities are there in the area?
- Quality – how good they are?
- Accessibility – where are they located?
- Availability – how available to the community are they?

3.5 The focus of the supply and demand is on the main indoor facilities but we also reference the other aspects of the active environment, but have not undertaken a detailed assessment of supply and demand (for example a playing pitch strategy was not within the scope of our work). Further work on outdoor provision will be undertaken through work on Rutland's Local Plan.

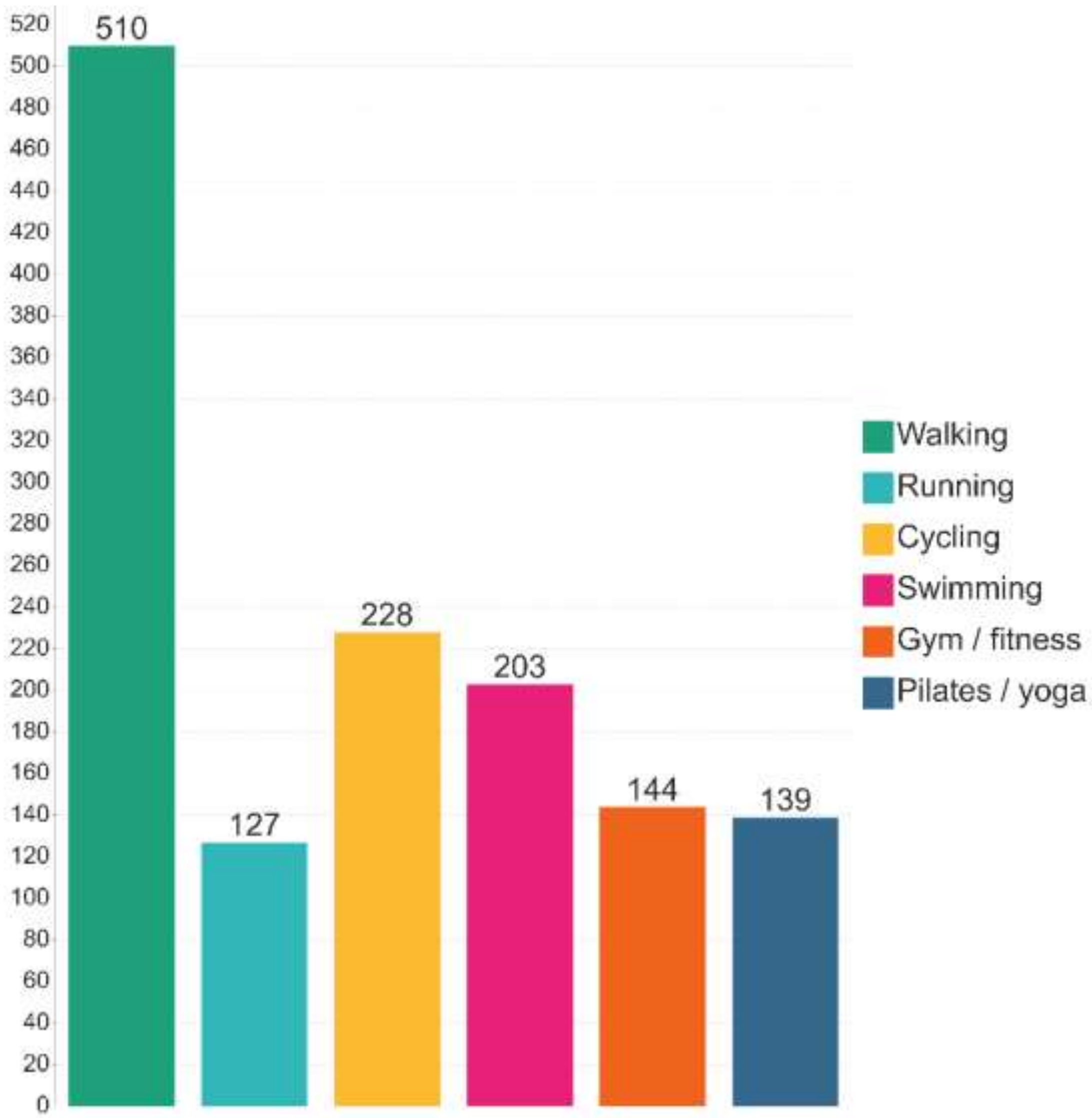
3.6 We then summarise the future needs at the end of the section for the main indoor facility types.

**Rutland Conversation**

3.7 As part of the Rutland Conversation a Leisure and Recreation themed survey was undertaken in May 2021, which resulted in 573 responses, which we summarise some of the key feedback and results over the subsequent paragraphs.

3.8 A range of questions were asked and responses are provided in in Appendix A, with the key findings below

**Figure 3.1 – What Sport and Leisure Activities do you normally participate in?**

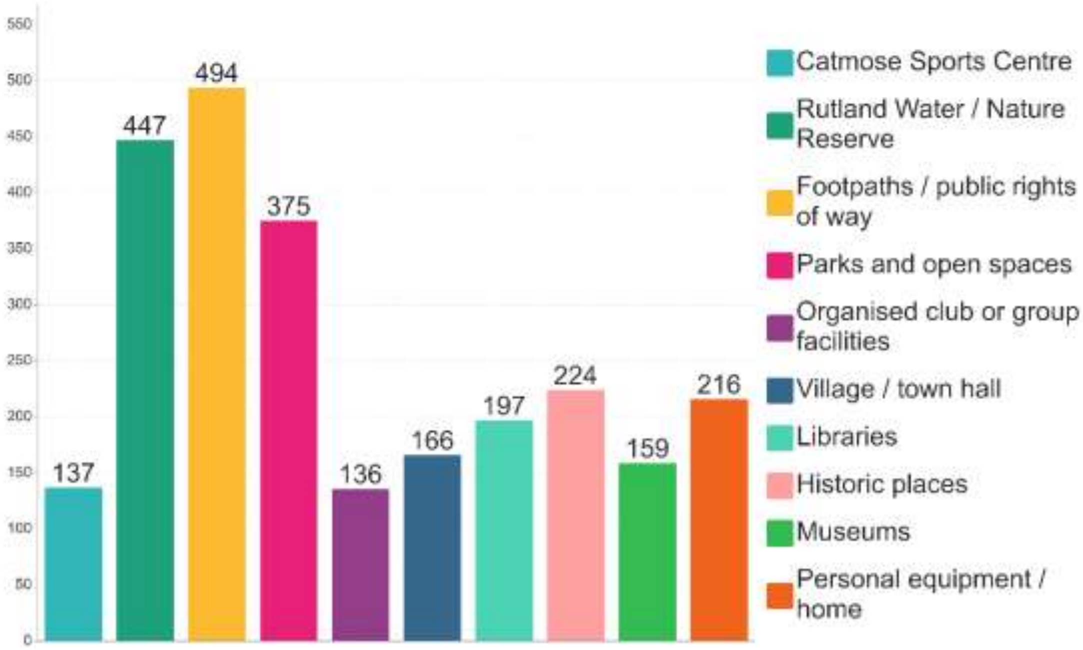



3.9 As can be seen from the graph above the main activities that respondents participate in are as follows

- Walking / Rambling / Hiking 90%
- Cycling 40%
- Swimming 36%

3.10 The highest participation sports and activities shown above are similar to the national picture when looking at participation sports with walking, cycling, gym/fitness and swimming being nationally the highest participation activities.

**Figure 3.2 – Which Facilities do you use?**




3.11 The main facilities and places which people use are footpaths / byways / rights of way, Rutland Water, and parks and open spaces, which would be expected as this links to the participation in walking and the available spaces across Rutland.

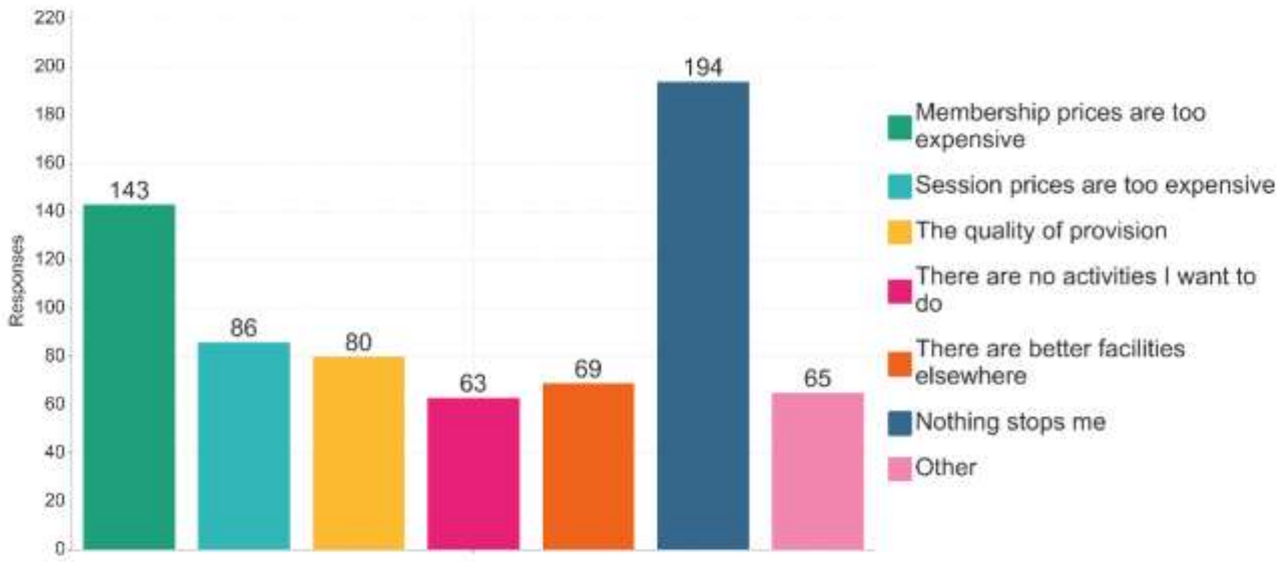
3.12 In addition to this there is also significant use of organised clubs and groups and village & town halls.

3.13 When looking at individual sports facilities the following facilities are the most used by respondents

- Rutland Water 78%
- Catmose Sports Centre 24%
- Uppingham School Sports Centre 16%
- Active Rutland Hub 5%
- Oakham School Sports Centre 5%

3.14 Rutland Water is used by nearly 80% of respondents which is perhaps understandable with the profile and location of it within Rutland. However it does potentially suggest that some of the stakeholder views that Rutland Water is used more by people from outside of the County may not be accurate.

**Figure 3.3 – Barriers to Use**




3.15 One of the key questions asked was what stops people doing participating in sport and leisure, of which respondents identified the following key areas as the main reasons for not participating in sport and leisure activities

- Membership/Session prices too high 40%
- Quality of Provision/Better Quality elsewhere 26%

3.16 Thus there appears to be a clear message from the respondents to the survey that the quality of provision and also the prices are too high, which may link to the feedback from stakeholders, suggesting that some school facilities are only accessible through membership as opposed to pay and play sessions.

3.17 Conversely access to the facilities appears not to be a barrier in the fact that only 3% of respondents identified that they couldn't get to facilities.

3.18 Another encouraging message is that of the respondents only 3% said they were not interested in sport and leisure, suggesting that the vast majority of people are keen to participate.

3.19 In addition to the quantitative responses, respondents were asked a number of open ended questions about their approach to activities. The extract from below illustrates some of the key findings

# 7. Change and improvement

As part of the 'Leisure and Recreation' survey, respondents were asked a range of questions about the future of leisure provision in Rutland.

When people were asked what leisure provision they felt Rutland needs in order to maintain or improve the wellbeing of its residents, the top answers (in rank order) were:

1. Swimming
2. Footpaths and cycle paths
3. Cinema
4. Access to facilities for all – low cost and not linked to public schools
5. County or Council owned and run sports facilities

When asked if they had any other comments about the future of leisure and wellbeing provision in Rutland, respondents once again highlighted the following:

- Access to swimming facilities
- The provision of a local cinema
- A perceived lack of council-run facilities and open spaces

3.20 Overall these results illustrate which facilities and activities respondents participate in most and the key barriers.

## Existing Facility Provision

3.21 Across Rutland there is a mix of indoor provision which seeks to deliver leisure and wellbeing facilities. The network of facilities is summarised in the table below against the key categories within the Active Environment.

**Table 3.1 – The Active Environment**

| Category | Rutland Provision |
|---|---|
| Dedicated Sports Facilities | • Catmose Sports Centre and the Active Rutland Hub provide sports hall provision and community swimming provision<br>• There are also a number of dedicated sports facilities in Stamford, Corby and Melton outside of Rutland Council area but provide facilities which are used by residents.<br>• There are a number of private facilities such as Inspire2Tri, golf clubs, football and rugby and other outdoor sports clubs across the County, including playing pitches |

| Category | Rutland Provision |
|---|---|
| Other Community Spaces | • There are a number of school sites including Uppingham School and Oakham School which provide access for community use, including swimming pools and sports halls, however these are subject to priority use by the schools.<br>• Other colleges and schools provide access to sports facilities, such as Uppingham College and Casterton College<br>• There is a network of village halls, parks and open spaces across the County which are available for sports bookings and use for sports activities |
| Wider Built Environment & Natural Resources | • The County is predominantly rural in nature, with the two principle towns of Uppingham and Oakham providing the main built environment.<br>• There are a range of natural resources in terms of footpaths and cycleways for access to the rural environment<br>• Rutland Water provides for many sport and leisure activities (both on water and in its surrounds) and its location in the centre of the County provides a focal point for access. |

3.22 The main indoor sporting facilities which people access are swimming pools and Sports Halls (which provide for a number of different sports) as well as health and fitness facilities, which deliver facilities to support the participation in fitness and group exercise.

3.23 In addition to this there are a range of multi-functional facilities which can be utilised for sport activities, for example Village Halls and Community Centres.

3.24 The Sport and Recreation Facility in 2016 identified a detailed assessment of the facilities provided across the County and we have as part of this assessment reviewed this provision and identified any changes in provision.

3.25 Due to the Covid pandemic the operation of venues over the last year has been very different with enforced closures and restrictions in capacity. The facility audit has assumed that programmes are based on the pre-covid position and operation.

3.26 The existing provision for facilities across Rutland is summarised below

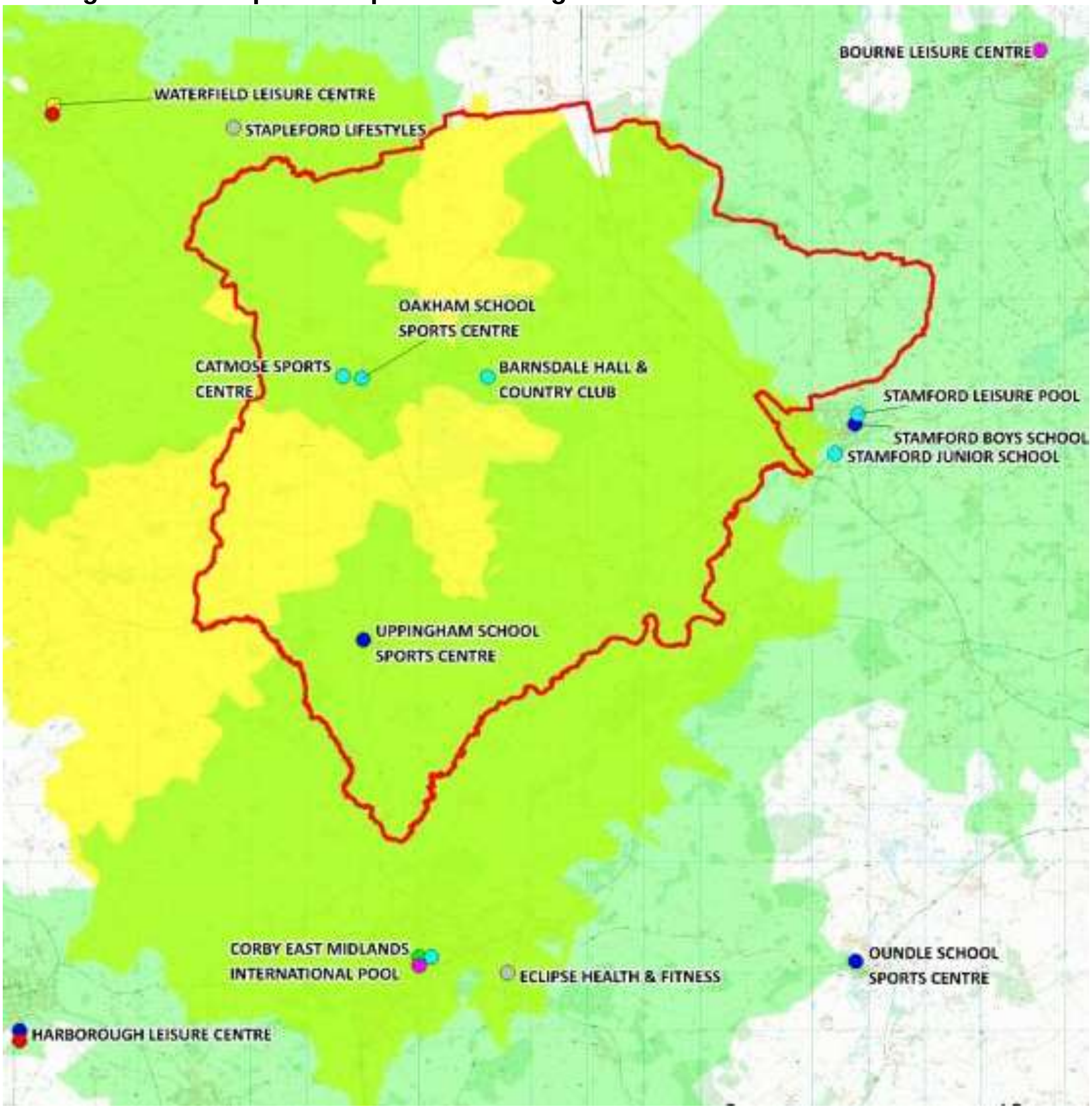
## Swimming Pools

3.27 There are 4 full size swimming pools across the County of which only Catmose Sports Centre has full time community access:

- Catmose Sports Centre (25 metre, 4 lane pool)
- Uppingham School Sports Centre (25 metre, 6 lane pool)
- Oakham School Pool (25 metre, 4 lane pool)
- Barnsdale Hall Hotel (23 metre, 4 lane pool)

3.28 In addition there are full size pools outside the County which serve the County, in particular in Stamford, Corby and Melton Mowbray. We illustrate below the location of the pools across Rutland as illustrated in the Sports and Recreation Strategy which remains relevant.

**Figure 3.4 – Map of 20m plus Swimming Pools**




3.29 In considering existing provision it is also important to note the hours of access to swimming provision which is summarised below in respect of the main pools:

- Catmose Sports Centre — 52 hours per week
- Uppingham Sports Centre — 11 hours per week
- Oakham School — 11.5 hours per week

3.30 As illustrated above, Catmose Sports Centre provides the main access for community use to pools in the County and is the only venue that provides public casual access to swimming.

3.31 To complete the picture of swimming provision, the full list of pools in Rutland is given below:

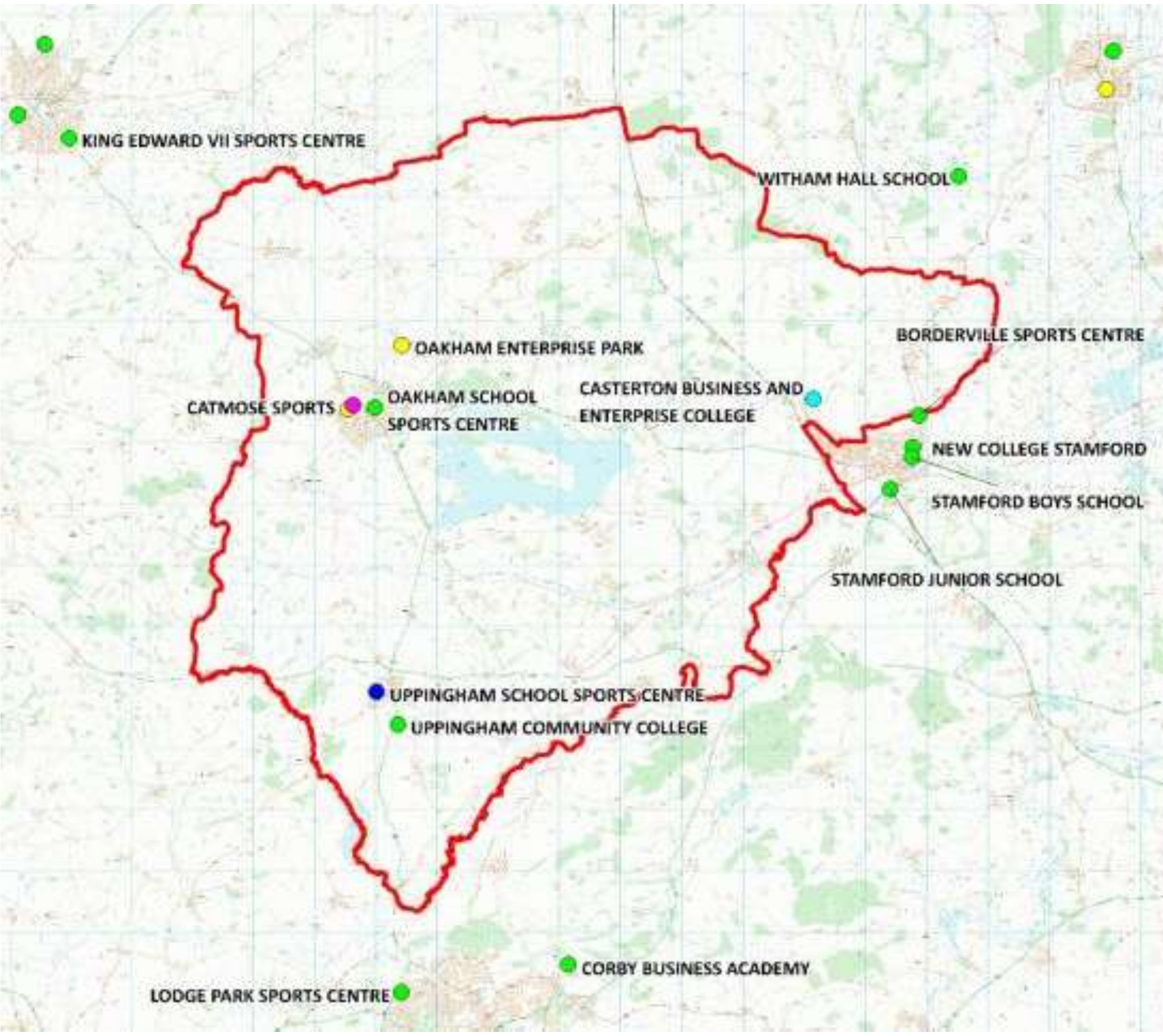
**Table 3.2 – Swimming Facilities in Rutland**

| Name of Facility | Type | Dims. m | Area $m^2$ | Current Use | Notes |
|---|---|---|---|---|---|
| Catmose Sports Centre | Full size | 25 x 10 | 250 | Public use / Swimming lessons | Public use available |
| Oakham School Sports Centre | Full size | 25 x 10 | 250 | Pre-booked Public use / Swimming lessons | Public use available |
| Uppingham School Sports Centre | Full size | 25 x 15 | 375 | Pre-booked Public use / Swimming lessons | Public use available |
| Barnsdale Hall & Country Club | Full size | 23 x 9 | 203 | Currently Private Member use | Private use |
| Hambleton Hall | Outdoor Pool | 10 x 4 | 40 | Private seasonal use (May to October) | Private use |
| St George's Barracks | Full size | 20 x 9 1m to 2.5m depth | 180 | MOD and school hire, Membership, family sessions through Army Welfare Service | Restricted use |
| Edith Weston Primary School | Learner Pool | TBC 1m deep | | Pool hire / parent and child swimming | Hire £35 per hour |
| Oakham C of E Primary School | Learner Pool | TBC | | Learner Pool / Aquatherapy | |
| Rutland Caravan and Camping Pool, Greetham | Leisure Pool | 11 x 6 1.4m deep | 66 | Pre-booked whole pool hire for public use | £16 per half hour, max 10 people |
| Inspire2Tri, Manton | Therapy Pool | 5 x 5 1.4m deep | 25 | Hydrotherapy Pool Physio-led coaching, rehab & exercise | Hoist and wheelchair access |

## Sports Halls

3.32 There are 6 sites providing 7 Sports Halls across the County (2 at Catmose Sports), as illustrated in the map below from the Sport and Recreation Strategy.

**Figure 3.5 – Sports Hall Provision**




3.33 Except for the Active Rutland Hub at the Oakham Enterprise Park, all of the sites are on education facilities, with Catmose Sports Centre the only facility with a community use agreement and open for casual public use.

## Other Indoor Leisure Provision

3.34 Within the Sport and Recreation Strategy in 2016 the following key findings in terms of indoor leisure provision were identified for a range of sports including

- Indoor Bowls – there is one indoor bowls site in Rutland and a number of sites which are in close proximity to the boundaries and serve Rutland residents. The strategy identified there is no requirement for additional bowls provision

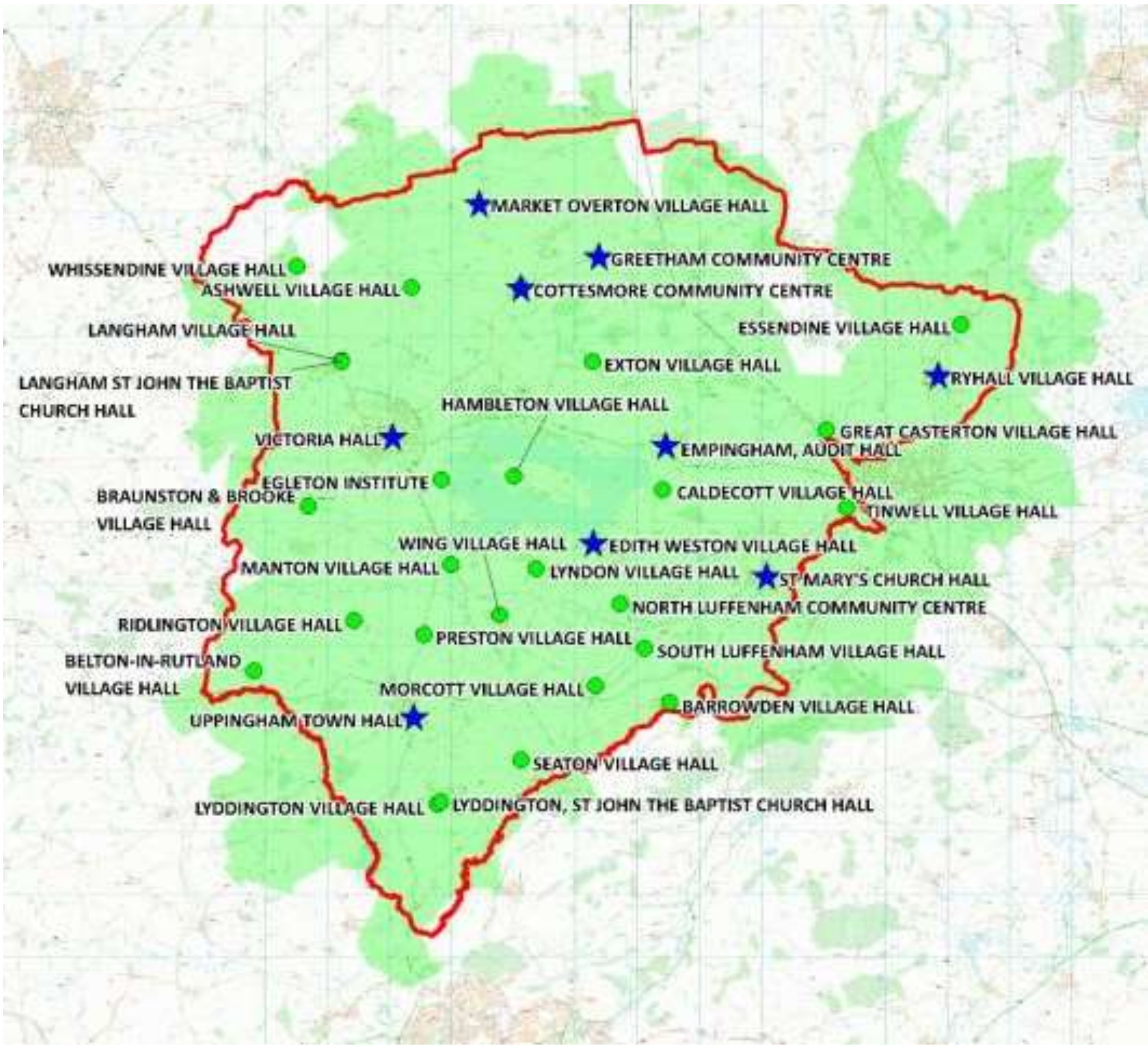
- Indoor Tennis – there are no indoor tennis facilities within Rutland but there are at Corby and Harborough, being the closest. The demand suggests there would be a need for one indoor court, however this is unlikely to be sufficient to provide a priority for public investment
- Squash – there are 8 squash courts in Rutland predominantly in the school provision. Whilst there is some demand for future additional courts, this can be met by Oakham School.

3.35 Overall the analysis of indoor leisure provision undertaken as part of the Sport and Recreation Strategy illustrates there is no overwhelming demand for additional provision for these dedicated sports. Our analysis of the facility audit suggests this is still relevant today.

3.36 The principle other indoor leisure provision is provided through village halls and community centres which are not dedicated spaces but provide a useful network of facilities that can be utilised for a variety of leisure and wellbeing activities.

3.37 The map below from the 2016 Sport and Recreation Strategy illustrates the network of provision across Rutland.

**Figure 3.5 – Village, Church and Community Halls**



3.38 Overall the existing facility provision within Rutland illustrates a good network of facilities across the County and also just over the boundary in Stamford, Corby and Melton Mowbray. The key features of the network is as follows

- The core facilities (Pools / Sports Halls / Health and Fitness) are concentrated within Oakham and Uppingham within the County, of which the majority of facilities are situated in schools, with some community use.

- These facilities are supported by local facilities including a network of village halls and community centres, play areas, playing fields and sports clubs.

- There are a number of facilities in Stamford, Corby and Melton Mowbray outside of the County whose catchment areas include Rutland, in particular within the east of the County and the South of the County.

3.39 While there is a good network of facilities across the County, the facility audit illustrated a number of issues when considering the quality, accessibility and availability of facilities, which include:

- Catmose Pool is currently closed and the condition surveys undertaken indicate that the pool is at the end of life and requires significant investment or replacement if the pool is to continue in use.

- The sports facilities (including pools) at the schools in the County (particularly Uppingham and Oakham) provide limited community use access in that they focus on use by clubs and membership with no public casual access.

- Whilst there is some community use at school facilities as illustrated, the community access to these facilities is in the control of the schools and as such there is no guarantee this will continue.

3.40 These issues suggest that although there is a good network of facilities across the county and in close proximity to the boundaries, there are potential issues in terms of the demand.

**Facility Planning Model**

3.41 The Facilities Planning Model (FPM) is a computer-based supply / demand model, which has been developed by Edinburgh University in conjunction with **sport**scotland and Sport England since the 1980s.

3.42 The model is a tool to help to assess the strategic provision of community sports facilities in an area. It is currently applicable for use in assessing the provision of sports halls, swimming pools, indoor bowls centres and artificial grass pitches.

3.43 Sport England uses the FPM as one of its principal tools in helping to assess the strategic need for certain community sports facilities. The FPM has been developed as a means of:

- assessing requirements for different types of community sports facilities on a local, regional, or national scale.
- helping local authorities to determine an adequate level of sports facility provision to meet their local needs.
- helping to identify strategic gaps in the provision of sports facilities; and

3.44 Its current use is limited to those sports' facility types for which Sport England holds substantial demand data, i.e. swimming pools, sports halls, indoor bowls, and artificial grass pitches.

3.45 The FPM has been used in the assessment of Lottery funding bids for community facilities, and as a principal planning tool to assist local authorities in planning for the provision of community sports facilities.

3.46 In its simplest form, the model seeks to assess whether the capacity of existing facilities for a particular sport is capable of meeting local demand for that sport, considering how far people are prepared to travel to such a facility.

3.47 In order to do this, the model compares the number of facilities (supply) within an area, against the demand for that facility (demand) that the local population will produce, similar to other social gravity models.

3.48 To do this, the FPM works by converting both demand (in terms of people), and supply (facilities), into a single comparable unit. This unit is 'visits per week in the peak period' (VPWPP). Once converted, demand and supply can be compared.

3.49 Appendices B and C provides the full FPM reports. We summarise below the key findings for Swimming Pools, Sports Halls and AGP's

## Swimming Pools

3.50 Based on this one-year assessment, the demand for swimming pools from Rutland County residents can be met by the current supply of swimming pools in the County. This assumes the retention of the Catmose Pool, or provision of another public swimming pool site in Oakham.

3.51 Prior to closure the Catmose Pool provided sufficient hours of access to allow a range of swimming activities, including learning to swim, public recreational swimming, lane and fitness swimming activities and swimming development by clubs.

3.52 Access for community use at the education swimming pool sites at Oakham School and Uppingham School is determined by (1) the policy of each school on community use, (2) the hours they decide to make the pool available, (3) the type of use, which does not include recreational pay and swim use and (4) residents taking out a membership to be able to access the pool. Any of these factors can change at any time and Rutland County Council has no control of decisions made by the schools towards community use.

3.53 The bullet point findings supporting this strategic assessment are:

***Swimming pool supply***

- Catmose Sports Centre provides for community use. The pool is a 25m x 10m 4 lane pool, opened in 1981 and was modernised in 2007.

- There are two education pool sites, Oakham School Sports Centre, also with a 25m x 10m 4 lane pool. It is the oldest swimming pool site in the County, having opened in 1972 and was modernised in 2005. The centre provides for use by Rutland County residents, through a membership system, and is also available for hire by swimming clubs and community groups.

- Uppingham School Sports Centre is the most recent and largest swimming pool site in the County. It has a 25m x 15m six lane pool and was opened in 2010. The centre also provides for use by Rutland County residents through a membership system and is also available for hire by swimming clubs and community groups.

- The fourth swimming pool site is located at Barnsdale Hall and Country Club, it is the smallest swimming pool in the County with a 23m x 9m four lane pool, it opened in 1988 and was modernised in 2011. The pool site was included in the data but not included in the assessment because at present its use is predominantly by guests at the hotel not wider community use.

- The average age of the three swimming pool sites in 2021 available for community use is 33 years.

***Demand for swimming pools***

- The total population of Rutland County in 2021 is 40,386, based on the 2011 Census data at output area level with the 2018 mid-year estimates, modified by 2018-based Subnational Population Projections for Local Authorities. [2020 mid-year estimate from ONS is 40,476]

- This population generates a total demand for swimming of 391 sq metres of water in the weekly peak period (weekday late afternoon, weekday evenings up to 6 hours per day and weekend days up to 7 hours per weekend day).

- The vast majority of demand is located within the two main settlements of Oakham and Uppingham. The catchment areas of the swimming pool sites do not overlap. The demand in Oakham is met / retained within Oakham and similarly for Uppingham. Modelling indicates that should there not be a public swimming pool in Oakham, little of the Oakham demand would transfer to Uppingham, even if Uppingham School extended the community use hours beyond the 11 hours it is available during term time.

- The drive time catchment area for swimming pools is up to 20 minutes. However, Sport England research has evidenced "a distance decay function" in that participation in the 10 -20 minute drive time catchment is around 50% less of that in the 0 – 10 minutes' drive catchment. This indicates why the Oakham and Uppingham towns are distinct locations for retention of their demand for swimming pools and one town does not substitute for the other.

***Satisfied demand for swimming pools***

- 95% (rounded) of the total demand for swimming from Rutland County residents is satisfied / met with all the pools in operation. This is the level of total demand for swimming located inside the catchment area of pools within the County and pools outside the County which are accessible to Rutland County residents. It is a very high level of the total demand for swimming pools which can be met.

***Retained demand.***

- Based on Rutland residents swimming at the nearest pool to where they live, 78% of the total 95% of the Rutland demand for swimming is met / satisfied within the County.

- There is a close correlation between the Rutland swimming pool locations / catchment areas and the location of the Rutland demand for swimming pools. The pools are located in the right places to meet demand.

***Unmet demand for swimming pools***

- Unmet demand has two parts to it - demand for pools which cannot be met because (1) there is too much demand for any particular swimming pool within its catchment area; or (2) the demand is located outside the catchment area of any pool, it is then classified as unmet demand.

- The Rutland total unmet demand is 4.4% of total demand and equates to 17 sq metres of water.

***How full are the swimming pools and access to swimming pools?***

- The estimated used capacity of the swimming pools as a Rutland County average, is 30% of pool capacity used in the weekly peak period. Sport England has a benchmark of swimming pools being comfortably full at 70% of capacity used in the weekly peak period.

- It is most important is to consider the number of hours a pool site is available for community use when looking at the estimated used capacity and not consider the percentage figure in isolation.

- The Catmose Sports Centre was available for 52.5 hours a week in the weekly peak period. It had a weekly capacity of 2,188 visits per week in the weekly peak period.

- Oakham School Sports Centre swimming pool is available for 11.5 hours per week in the weekly peak period and has a capacity of 479 visits. The Uppingham School swimming pool site is available for 11 hours per week for community use and has a capacity of 458 visits in the weekly peak period.

- The Catmose Sports Centre accommodated a much higher level of usage because of the hours it is available and (2) the Catmose Sports Centre swimming pool provided for all swimming activities of learn to swim; casual recreational swimming; lane and aqua aerobics fitness swimming activities; and swimming development through clubs.

- Whereas the education pool sites are only available for hire for organised use by swimming clubs or community groups. For residents to use the pools it requires them to take out a membership.

3.54 As the strategic findings show, and what is also a consistent theme through each of the assessment headings, is that a public swimming pool site located in Oakham will be required to meet needs. A 20 metre plus public swimming pool with full accessibility for all types of swimming activities will assist in meeting the demand for swimming pools identified in this Sport England assessment.

3.55 Availability for community use at the education pool sites depends on the policy of each school towards community use, it is not under the direct control of the County Council. Should a school change / reduce the hours for community use, then this will create unmet demand.

3.56 As set out, the location and catchment area of the two education pool sites in Oakham and Uppingham means both sites retain demand for swimming pools in their areas and there is little cross over between the two towns. If the Catmose Sports Centre pool is not available long term there would be some transfer of demand to the Oakham school site, but it is only available for 11.5 hours a week for community use. The Uppingham pool site is available for only 11 hours a week for community use. Combined this is less than 50% of the hours the Catmose Sports Centre is available for community use.

3.57 Also as set out based on the catchment areas of the pool sites, there would be very little transfer of demand. Swimming participation for residents traveling in the 10 – 20 minute travel time catchment, is around 50% of what it is in the 0 – 10 minutes. So even if the Uppingham School pool had more hours available for community use this would have limited impact in meeting demand located in Oakham.

## Sports Halls

3.58 The headline strategic finding is that the demand for sports halls by Rutland County residents can be met by the current supply of sports halls in the County. The sports halls are located in the main settlements of Oakham and Uppingham and there is a very close correlation between the sports hall sites, their catchment areas, and the location of the demand for sports halls. In short, the sports halls are located in the right places to meet demand.

3.59 The surprising finding is the level of demand for sports halls by Rutland County residents, which equates to 10.5 badminton courts. This compares to a supply of 25 badminton courts which are available for community use in the weekly peak period, at Catmose Sports Centre and the education sports hall sites, outside of the hours for education use.

3.60 The interaction of supply and demand leads to a very high level of the demand for sports halls being met/satisfied, at over 94% of the total Rutland County demand for sports halls. Furthermore, based on residents participating at the nearest sports hall to where they live, 84% of this total is retained at the sports hall sites in the County. This reinforces that the sports halls are located in the right places to meet demand.

3.61 Catmose Sports Centre is a dual use site with Catmose College and is the only sports hall site in the county that is a public leisure centre and is accessible and available for public use and by sports clubs.

3.62 There are four education sports hall sites with one located in Oakham, two in Uppingham and one in Casterton. The education venues do provide for community use, albeit the hours of availability are limited, and they provide for organised use by sports clubs and groups, not for public recreational pay and play. Oakham School operates a leisure club with 400 members.

3.63 There is an 8 badminton court main-hall at Catmose Sports Centre and a 6 badminton court sports hall at Uppingham School Sports Centre. The scale of these venues means they can provide for multi spirts use at the same time and the Catmose Sports Centre can also provide an events venue.

3.64 There is a 5 badminton court size sports hall located at Castleton Business and Enterprise College and 4 badminton court size sports halls located at Oakham School Sports Centre and Uppingham Community College. This size of venue is large enough to provide for all indoor hall sports at the community level of participation, plus provide a venue suitable for club sport development.

3.65 Overall the scale of provision across Rutland County means it is a very extensive offer for the playing and development of indoor hall sports. The concern with the offer is the average age of the sports hall sites, which in 2021 is 39 years. The oldest sports hall is Catmose Sports Centre (opened in 1970 and modernised in 2008) and the most recent sports hall site to open is located at Uppingham School (opened in 2010).

3.66 The interaction of all the supply and demand findings means the level of estimated use of each sports hall site at peak times is quite low. Catmose Sports Centre has the highest estimated use, when combining the size of the centre, the hours it is available and that it provides for all types of use. Also, unlike some of the education venues it does not require a monthly membership fee to access the centre.

3.67 The policy towards community use, types of use and hours of access can change at the education venues and this could result in a reduction in supply. However, given the overall supply and demand balance and quantitative findings this is not an issue, unless (say) both Uppingham venues decided not to provide for community use.

3.68 The caveat to all these findings is that is a one-year assessment of the supply, demand, and access to sports halls across Rutland County in 2021. The findings have to be placed and assessed in the longer-term context of the Council's built sports facilities and leisure strategy, as this could change the findings long term.

3.69 Unlike with the swimming pools assessment the way forward, is not to suggest a bespoke local facility planning model assessment to consider and evaluate these longer-term potential changes. The reason being the extensive scale of the current provision and the level of demand for sports halls currently.

3.70 It would take very significant changes in supply to impact on the usage at the other sports halls and the need for further sports hall provision. It is suggested that it is more important to focus on the retention of the supply over the long term and modernise the sports hall stock to keep it fit for purpose.

3.71 The Catmose Sports Centre is an extensive centre and provides the best all-round offer for to the general public for the playing of hall sports in the County. It is the only public leisure centre in the County and therefore important to retain to ensure the fullest access and availability for all types of use.

3.72 In simple quantitative terms, there is enough supply to meet demand, should the centre not be retained – based on this one-year assessment. However, the County Council does not own or determine the access for community use at the other sports hall sites. Should education providers reduce access, then the supply and demand balance changes significantly without the Catmose Sports Centre

3.73 Also, there would only be one sports hall site in Oakham and as for swimming pools, the location and catchment area of the Oakham and Uppingham centres do not really overlap. So, access to two education sports hall sites in Uppingham does little to meet the Oakham demand.

3.74 Should the Council consider replacing the Catmose Sports Centre on rounds of age and condition, then this one-year assessment of supply and demand does suggest a new centre could be a smaller scale, e.g. a 6 badminton court main hall.

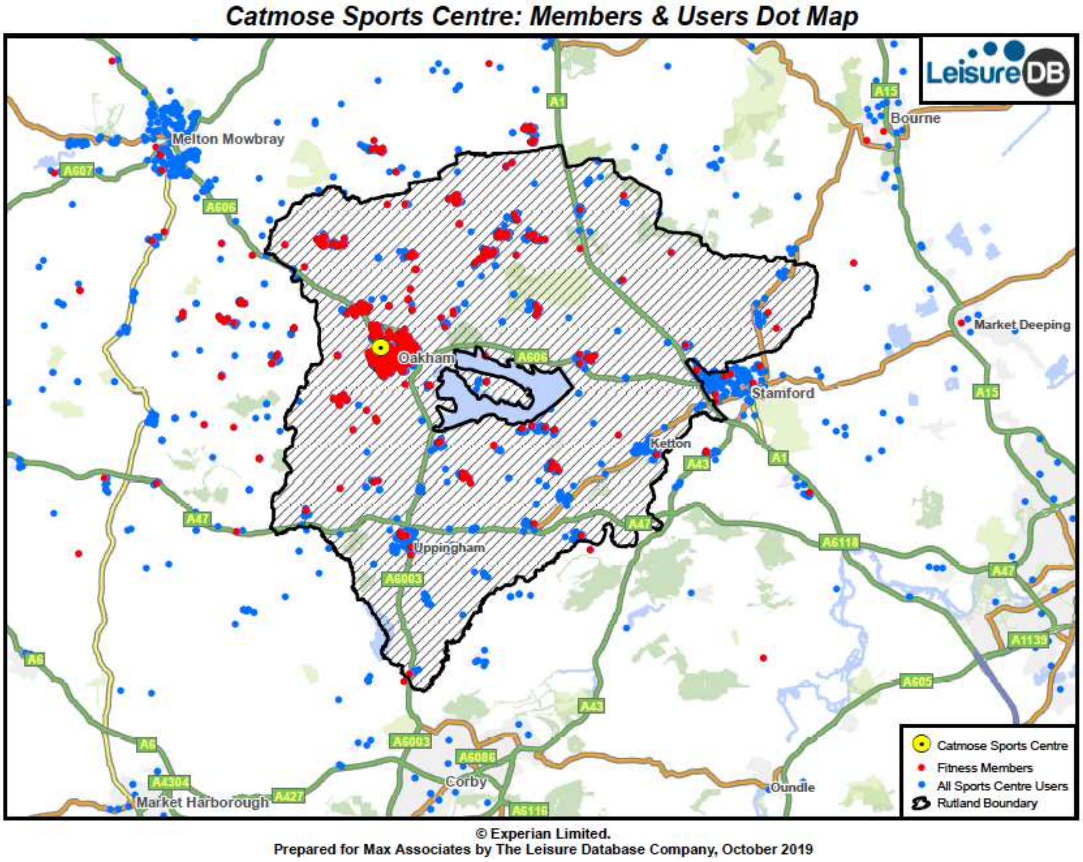
3.75 This would provide for multi sports use at the same time and also as an events centre at the local level. The need for a separate activity hall would depend on the projected programme of use for a new centre and the need to accommodate big and small space sports in separate halls. Or, if all activities could be accommodated in one main hall.

3.76 The FPM is a detailed demand study for key sports facilities and provides guidance on the demand for facilities, which has identified that for swimming pools the number of pools is sufficient (assuming that Catmose Sports is retained or alternative community use is identified at the school sites in Uppingham and Oakham) and that the supply of Sports Halls over meets demand, but does rely on access to school facilities.

## Catmose Sports Centre

3.77 There are over 11,000 known users of Catmose Sports Centre of which over 2,400 are regular users. 81.5% of the current users live within Rutland and those that live outside of Rutland come predominantly from Melton Mowbray and Stamford.

**Figure 3.6 – Map of Current Users**




3.78 As can be seen from the map above, there is a significant concentration of users from Oakham who use the Centre. Further detailed analysis of the postcodes of the current users suggest that circa 4,700 of the 11,000 users live in the principle Oakham postcode (LE15 6**) area.

3.79 The cluster of users around Oakham (shown in red above) also predominantly relates to fitness members who will be regular users of the Centre (including the pool).

3.80 The 2,400 regular users includes a range of memberships, such as Centre Membership (with access to all activities), Aquafit, Swim Only, GP Referral, etc.

3.81 The Centre had over 190,000 visits per annum in pre Covid use. The number of visits in 2018/19 and 2019/20 are summarised below (visits in 2019/20 were impacted by Covid as use reduced in the period Jan – Mar 2020).

**Table 3.3 – Catmose Sports Centre visits**

| Visits | Swimming | Dryside | Fitness | Total |
|---|---|---|---|---|
| 2018/19 | 35,782 | 70,334 | 85,686 | 191,802 |
| 2019/20 | 34,672 | 54,663 | 57,666 | 147,001 |

3.82 This analysis illustrates the importance of the Catmose Sports Centre to the provision of community access to leisure and wellbeing activities.

## Stakeholder Engagement

3.83 As part of the establishment of the need for future facilities over 40 stakeholders were offered the opportunity for engagement and consultation. The full list of stakeholders contacted is presented in Appendix D, and this included

- Rutland County Council Officers and Councillors
- Town and Parish Councils
- Schools and Colleges
- Sports Clubs
- Facility Providers (including Stevenage Leisure Limited)
- Leicestershire & Rutland Sport
- Community Groups (including disability groups)
- Local Sports Alliance (LSA)
- Active Rutland Team
- Health Provision

3.84 Stakeholders were asked their views on the current leisure provision and what their future needs would be for leisure provision as well as providing an opportunity for stakeholders to identify any key issues.

3.85 The key findings from the stakeholder engagement sessions are summarised below to identify what the key issues identified by stakeholders is in terms of future leisure provision.

- There is no specific Centre for Rutland, with many people travelling outside of the County for their Sport and Leisure activities (as well as other services, such as hospitals, shopping, nightlife, etc.). This is particularly relevant for people in the south and east of the County.

- There is a view that Oakham gets all the investment in facilities and activities, but equally that there is no other location which provides a central point.

- The facilities in Uppingham for leisure, whilst there is a good quality of facility at the school, access to these is difficult due to either prices too high or access is not available (for example the sports centre has been closed to the community during the pandemic).

- Rutland Water is seen as a significant facility for leisure and recreation, although there is a perception that this is predominantly used by people from outside of Rutland rather than local people.

- The future use of Catmose Sports and particularly the pool was considered to be important to people, with the potential and concern over its future opening.

- There was some support for the development of better community facilities which provided a hub for Rutland to deliver facilities which would provide access to sport and leisure facilities. For example, disabled groups identified the wish for a central community location where they could access services and activities potentially in spaces such as halls and meeting spaces.

- Both Melton Swimming Club and Dive Rutland felt there was a need for a community pool in Rutland and in particular this is an ambition of Dive Rutland, who potentially have funding to put towards a pool.

- The co-ordination and promotion of community activities across Rutland could be improved and in particular the role of the Local Sports Alliance going forwards should be considered. Indeed the future strategic direction of the LSA is currently due to be reviewed.

- Discussions with a number of colleges (including Uppingham and Casterton) indicated they are keen to expand community use of the facilities.

- The development of active travel and enabling the use of natural resources (such as cycle paths and footpaths) to encourage physical activity could be utilised

- The rural nature of the County was felt to provide limitations in accessing facilities and activities if you don't have access to a car and can adversely disadvantage certain groups of people.

3.86 What is clear from the stakeholder engagement is that whilst there is a general view that existing provision provides a good number of facilities and access, there are some areas where access to facilities is delivered from outside the area.

3.87 There is also a real sense of community commitment to leisure delivery and the importance it has in peoples' lives, with many organisations and communities seeking to deliver activities and programmes led by the community. There is an opportunity to leverage in this sense of community responsibility and enable it to deliver any future vision. For example, Dive Rutland have identified their willingness to invest in pool facilities (with capital) and could potentially be a partner going forward.

3.88 We explore some of the issues identified throughout the remainder of the analysis and how this may impact on future provision.

## Facility Provision Summary

3.89 Sports Halls, Swimming Pools and Health and Fitness are the main facilities where the majority of sports take place. We illustrate in the table below the main issues identified in the facility analysis.

**Table 3.4 – Key Facility Findings**

| Aspect | Key Findings |
|---|---|
| Quantity | • The analysis of the facility supply and demand has illustrated a good network of facilities across the County with core facilities supplemented by local network of facilities, in particular<br>  ○ The current level of swimming provision is sufficient to meet demand assuming there is a 20m pool in Oakham<br>  ○ The supply of Sports Halls is sufficient to meet demand even if Catmose Sports was to close<br>• This is supported by the consultation and the Rutland Conversation with no significant deficit in provision identified.<br>• There are facilities in Stamford / Corby and Melton which meet the needs and satisfy provision for some residents. |
| Quality | • The quality of facilities across the County is in general of reasonable or good quality.<br>• The main issue for quality is the pool at Catmose Sports Centre which is currently closed and the condition survey suggests it as at end of life and requires replacement or significant investment if it is to remain open |
| Accessibility | • The stakeholder engagement suggests that the location of facilities in Oakham provides difficulty in accessing facilities, however there is no other location which is accessible to all areas of the County in what is a rural County.<br>• However the Rutland Conversation suggests that getting to facilities is not a barrier to taking part in sport and leisure. This is likely to be influenced by the fact that in certain parts of the County accessing facilities outside of the County is closer than accessing facilities in Rutland. |
| Availability | • The main issue with availability is community use in schools, in that the majority of facilities in Rutland are located on school sites, with varying levels of community use (particularly for public casual use).<br>• In general availability for clubs, booked facilities or membership is better at schools, however any community use at some schools is at the behest of the schools.<br>• This is particularly true of swimming pools where the two schools of Uppingham and Oakham (circa 11 hours a week each) provide limited community access in comparison to Catmose Pool (circa 52 hours). In addition the community use at Catmose Sports is enshrined in community use agreements and in the control of the Council. |

3.90 Overall there is good provision within Rutland for indoor facilities and a good network of facilities either within Rutland or close to the borders that residents can utilise.

3.91 The main issue is that the majority of these facilities are on school sites (some with limited community use) and the access by the community is at the behest of the school. There is however the opportunity (and willingness from stakeholder engagement) for this to be improved.

3.92 The main facility issue for the Council is the future of Catmose Pool, which is currently closed and the needs analysis has identified that there is a need for community access to a pool in Oakham.

# Section 4: Needs and Opportunities Summary

4.1 In considering the assessment of sports and leisure facilities consideration has been given to both

**The Need** for facilities – what is required to meet the wellbeing and leisure activity needs of the existing and future community of the County

**The Opportunity** – how the offer can proactively improve the wellbeing of the community, reduce long term ill-health costs, and deliver other benefits (such as economic, employment and social improvements – Social Value)

## The Need

4.2 Whilst overall the health of Rutland's population is better than the national average, there are significant underlying long term health issues and increasing levels of inactivity. Rutland's population is older than the national average and projected to continue ageing. There is a higher prevalence of hypertension, stroke, diabetes, chronic kidney disease and heart failure in Rutland than in England as a whole. Maintaining levels of activity can benefit all of these aspects of health.

4.3 Overall, Rutland residents have high levels of participation in sport and leisure activities. However inequalities in physical activity present at a national level are replicated in Rutland for older people (who are less active) and lower socio-economic groups (who are less active). People in Rutland with long-term illnesses or disability are less physically active than those at a national level.

4.4 Active lives are not purely about provision of facilities. Many activities can take place in non-specialist multi-purpose spaces, and the development of active environments makes it easier for people to be physically active. However such benefits require long term changes to the way our settlements are planned, built and used.

4.5 The facility assessment finds that the existing supply of facilities is sufficient to meet the needs of the population, as long as:

- Community access to a 20m pool or larger in Oakham is available and secure
- Community access to school facilities is protected and, ideally, enhanced
- Facilities in Stamford, Corby and Melton continue to operate and deliver to the residents of Rutland.

Without all three of these areas of supply being met, there would continue to be insufficient provision to meet the needs of residents.

4.6 The key issue in terms of built facilities is to secure community access to a pool within Rutland. This is needed to ensure equality of access, enabling those groups who are less active (including those with disabilities) to have access to suitable facilities.

## The Opportunity

4.7 Access to leisure can proactively improve the wellbeing of the community, reduce long term ill-health costs, and deliver other benefits such as economic, employment and social improvements. Considering the way leisure can support these Social Value enhancements demonstrates the opportunities that provision can deliver.

4.8 The Council's Corporate Plan expresses a vision of "High Quality of Life in Vibrant Communities". Two of Council's Strategic Aims are to:

- Explore new and improved cultural and leisure opportunities for Rutland
- Protect, maintain, enhance and conserve what makes Rutland great

4.9 Beyond the Local Authority, the community and other stakeholders also have aligned ambitions:

- "We want to be the most active place in England building a healthy and vibrant future for our communities" (Leicestershire & Rutland Sport Physical Activity Strategy)
- "Keeping the people of Rutland healthy and well and remaining one of the healthiest and happiest places to live is our goal" (Rutland Joint Health & Wellbeing Strategy)
- "It is vitally important that we build physical activity back into the environment, re-engineer physical activity back into our lives, to make physical activity an easier choice for travel and leisure, and to ensure physical activity is something that all families can achieve" (Leicestershire & Rutland Director of Public Health Annual Report 2019)

4.10 By developing the active environment it is possible to boost residents' levels of physical activity, by encouraging and making it easy for people to be active. The active environment includes:

- Dedicated sports and physical activity facilities, such as pools, leisure centres, pitches and courts
- Community spaces, such as parks and open spaces, village halls, community centres and schools
- The wider built environment, such as streets, housing estates, squares and footpaths and bridleways

4.11 Stakeholder engagement identified an opportunity to explore the potential for improved Health and Wellbeing provision within Rutland, either within an existing facility or in a new location.

# Section 5: Options Analysis

5.1 The Leisure Needs Analysis has identified that the main issue in considering of future facility provision is the future of Catmose Pool and community access to pools within Rutland itself.

5.2 The opportunity for the future of Rutland is to improve the quality of life of residents and develop vibrant, active communities.

5.3 The future delivery of leisure in Rutland is not purely reliant on facilities, and there are a number of themes and approaches which can be considered to promote and enhance the Active Environment, which include

- Developing the role of the Local Sports Alliance to create and develop an organisation led by the community which can deliver improved access, programmes and targets which support the ambition.

- Building on the power of people and the community to engage and develop future delivery models

- Address and target the inequalities in physical activity which are likely to widen as recovery from the pandemic continues

- Support and empower the various sports clubs and organisations in Rutland to deliver on their ambitions and investment

- Engage with and utilise the network of local facilities to connect them to each other and the local population as well as to natural resources

- Promote and enhance the natural resources within Rutland to encourage their use and promote active environments

5.4 The Council has a clear role in enabling, supporting and promoting these actions which will contribute to the future wellbeing of the County's residents.

5.5 In considering the active environment the main focus for this options analysis is to consider the dedicated sport and leisure facilities, and in particular the future of the facilities commissioned by the Council (Catmose Sports Centre and the Active Rutland Hub).

5.6 It should however be recognised that the Council prior to Covid was delivering the facilities at no ongoing revenue cost to the Council, albeit there were costs to maintain and invest in the facilities.

5.7 In this section we consider the options available to the Council and present

- An overview of the options available
- Management Options
- Other key features of the options

5.8 We then consider the evaluation of the options in the next section and how well they meet the leisure needs analysis.

## Active Rutland Hub

5.9 The Active Rutland Hub currently supports club-based activities (gymnastics and judo) and exercise referral / dance studio hire.

5.10 The principal options for the future of the Active Rutland Hub are to:

a. Continue to operate the facility in-house and seek to achieve a break-even or better position from leases and hires
b. Identify a third party (community partner or leisure operator) to take on the management of the site
c. Identify an alternative use for the facility

5.11 These options can be pursued separately or in coordination with the options for the Catmose Sports Centre. There are no contractual time pressures associated with the facility, however there is an urgent need to achieve cost neutral operation of the facility.

## Catmose Sports Centre

5.12 Currently the pool is closed at Catmose Sports Centre due to the condition of the building and the investment required to maintain the facility. The principle options available to the Council in respect of Catmose are

- No longer operate the Catmose Sports Centre completely
- Close the pool and continue to operate the dryside
- Undertake capital works to the facility and operate the pool and dry facilities
- Invest in new pool (and other facilities) to replace the existing pool on the site

5.13 In addition to these options the Council has other options in relation to the delivery of both the need and opportunity as set out below

- Improve and protect the access to the pools at Oakham School and Uppingham School to address the identified need of lack of community access to swimming pools in the County. This potentially could include investment in the facilities.
- Development of a new facility on a site to be determined.

5.14 The table below summarises the principle options which are available to the Council.

**Table 5.1 – Future Options**

| Option | Description |
|---|---|
| A. Open Spaces and Community Provision | Invest in open spaces and community provision |
| B. Improve Access to other Existing Pool Facilities | Improve community access to other pool facilities in the County |
| C. Cease LA Wet & Dry provision | Return Catmose Sports facilities to Catmose College with no community use agreement |
| D. Dry-side only provision at Catmose Sports | Commission operation of dry-side facilities only at Catmose Sports Centre with refreshed contract |
| E. Wet & Dry provision at Catmose Sports | Improve provision at Catmose Sports Centre through new or refurbished pool and fitness facilities |
| F. Wet & Dry provision at a new site | Develop a new wet & dry leisure and wellbeing facility in a location to be determined |
| G. New Wet Only facility at a new site | Develop a new wet leisure and wellbeing facility in a location to be determined |
| H. New Dry Only facility at a new site | Develop a new dry leisure and wellbeing facility in a location to be determined |

5.15 There are a number of principle issues which have been factored into the financial implications and evaluation for each option, which are summarised below

- **Catmose Lease** – currently the Council holds a 40 year lease for the new sports facilities, and this includes a commitment to provide certain support to the College such as maintenance and other costs to deliver the services. It is not clear at present what the cost of terminating the lease would be. One of the key issues for terminating the lease will be the responsibility for the condition survey works.

- **Existing SLL Contract** – Catmose Sports Centre is operated by SLL under contract to the Council which was due to end on 31 March 2021. The Council has extended this contract to 31 March 2023.

- **Condition Survey** – the recent condition survey for Catmose Sports has identified a total of £3.4 million of investment needed in the facility over the next 10 Years of which £1.1 million is required for the pool. A total of £4.4 million would be required over the next 20 years.

- **Oakham School** – initial discussions have suggested that there may be opportunities to enhance the community access to the school and develop facilities which could provide further access for the community.

- **Alternative sites** – there is no specific site that has been identified for a location for a new facility, however during the stakeholder engagement a number of sites have been suggested, including the Rutland Agricultural Showground, Oakham Enterprise Park, and St Georges Barracks. If the Council determined to develop a new facility then consideration of a future site would be a key issue.

5.16 We consider these issues further during the analysis.

## Potential Funding

5.17 In order to seek funding for the capital costs there are a number of ways in which the capital costs could be funded, as summarised below

- **Capital Receipts and Developer Contributions –** where capital receipts from sale of land and developer contributions are used to fund some or all of the capital. This will depend on the site location and also the potential for the Council to use developer contributions.

- **PWLB Borrowing** – for certain projects the improvement in revenue can be utilised to fund the project through seeking borrowing.

- **Grant Funding –** there may be some limited opportunities for grant funding from Sport England and other bodies, as part of the Covid recovery. As the project develops the potential for this to be factored into the Strategic Fund for investment in new facilities could bring forward funding. Typically however this level of funding is usually no more than £1 million.

- **Partner Funding** – through the stakeholder engagement there have been opportunities for additional funding identified, such as Dive Rutland who potentially have capital to invest in a pool. These opportunities could be explored further as part of the development.

5.18 There are some potential opportunities for capital funding but they are relatively limited and are more likely to be delivered through any new build.

## Management Options

5.19 The Council currently has a contract with SLL for Catmose Sports.

5.20 Within the leisure market there are a number of different management options, and we present in Appendix E an overview of the detailed options available. The various options can be categorised into 6 different types as set out below

- **In house option** – where the service is continued to be managed through an organisation on which the Council has control, either direct management or a Local Authority Trading Company (LATC).

- **A new Not for Profit Distributing Organisation (NPDO)** – where the service is managed by a newly established NPDO specifically set up to run the Council services. The NPDO could be one of a number of different types including a CLG, IPS, CIC, CIO and could be a co-operative or mutual.

- **An existing NPDO** – where the service is managed by an existing NPDO which operates services for other Councils. Typically these trusts have developed following an initial transfer of services through the creation of NPDO to deliver leisure services. They are usually either a CLG or an IPS but can be other types of NPDO and could be consider to be a co-operative. Examples include Freedom Leisure, GLL and Places Leisure

- **Educational Establishment, Community Association or Sports / Leisure Club –** where the service is managed by an educational establishment, community association or local sports group. Typically this is undertaken where the group is the primary user and often sits with sports clubs, such as Bowls, Rugby, Cricket and Football.

- **Hybrid Trusts** – where the service is operated by a private sector Leisure Management Contractor, such as 1Life, Operators, SLM, through a NPDO organisation. It should be noted that within the private sector all of the major operators also have different operating models which enable the benefits of NNDR savings and VAT to be realised, commonly known as Hybrid Trusts. Indeed some of the organisations are now established as registered charities, such as Active Nation. Typically these organisations are CLG's

- **Private Sector** – where the service is operated by a private sector Leisure Management Contractor, such as 1Life, Places for People, SLM, without the use of a NPDO organisation. All the operators offer this potential as well as their NPDO organisation (Hybrid Trusts). In addition there are a number of major FM companies who are now running services such as libraries and other facilities as part of a major outsourcing approach. A joint venture approach could also fall into this category

5.21 There are a number of advantages and disadvantages of the options which are set out in Appendix E. It should however be recognised that of the options set out above the following approaches are not considered appropriate for the Council's services, in the context of the current situation, as set out below

- Educational Establishment, Community Association or Sports / Leisure Club – as these operations are generally for smaller facilities and tend to be linked to club or school based facilities as opposed to leisure centre portfolios.

- Private Sector – tend not to be utilised any more as all of the leisure management contractors operate through hybrid trusts (to benefit from tax advantages), however if the Council decided to procure a partner then the private sector would be able to bid

- Establishment of a New NPDO – whilst this is technically an option for the Council, the establishment of a new Trust can take up to 12 months and would also require trustees to be appointed, which is likely to be a struggle in the current climate.

5.22 A key issue for the Council is to consider whether the operation of ARH should be included within any future leisure contract. There are advantages of operating facilities through an operator in that they can obtain tax (NNDR and VAT) benefits and the potential to deliver improved revenue.

5.23 Should the Council decide to continue with both Catmose Sports and the ARH then both facilities could be included within a future operating contract.

5.24 However if the Council decide to close Catmose Sports, then it is likely that there would be little interest from the market in operating ARH on its own and the Council could continue with operating this in house.

# Section 6: Options Evaluation

6.1 We consider in this section the overall evaluation of the options for the future delivery of the facilities within Rutland and in particular how well the options deliver against the following key areas

- **Needs –** how well will each of the options meet the identified needs
- **Opportunities –** will the option assist in delivering additional community benefits and social value
- **Financial Implications –** which option will be the most cost effective
- **Feasibility –** how easily can the option be delivered, taking into account stakeholders and some of the key issues identified earlier.

6.2 In order to evaluate the options, the scoring scales shown below have been used:

**Table 6.1 Scoring Scale for Evaluation**

| | |
|---|---|
| 0 | **Unacceptable** - the option raises major concerns; is potentially highly detrimental and does not represent a satisfactory approach |
| 1 | **Poor** - the option has significant shortcomings; is likely to impact adversely and have longer term poorer results / cost implications |
| 2 | **Acceptable** - the option has minor shortcomings; there may be impacts to a small extent / relatively small cost implications |
| 3 | **Good** - the option raises no concerns; there is a moderate outcome benefit / cost reduction |
| 4 | **Very Good** - the option has clear benefits; there are tangible improvements beyond acceptable standards or expectations / clear cost reductions |
| 5 | **Excellent** - the option is completely relevant and excellent overall; option is comprehensive and innovative / represents a significant cost reduction |

**Table 6.2 – Options Evaluation Scoring**

| Scoring 1-5 | | A | | B | | C | | D | | E | | F | | G | | H | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | Weight % | Open Spaces & Comm. Provision | | Improve Access to other Existing Pool Facilities | | Cease LA Wet & Dry provision | | Dry Side Only at Catmose | | Wet & Dry at Catmose | | Wet & Dry at new site | | New Wet only facility | | New Dry Only Facility | |
| | | Score | Weighted Score | Score | Weighted Score | Score | Weighted Score | Score | Weighted Score | Score | Weighted Score | Score | Weighted Score | Score | Weighted Score | Score | Weighted Score |
| Needs | 10 | 1 | 10 | 2 | 20 | 1 | 10 | 1 | 10 | 4 | 40 | 5 | 50 | 3 | 30 | 1 | 10 |
| Opportunities | 10 | 1 | 10 | 1 | 10 | 0 | 0 | 1 | 10 | 3 | 30 | 5 | 50 | 2 | 20 | 1 | 10 |
| Financial | 70 | 3 | 210 | 3 | 210 | 3 | 210 | 3 | 210 | 1 | 70 | 1 | 70 | 1 | 70 | 1 | 70 |
| Feasibility | 10 | 4 | 40 | 2 | 20 | 1 | 10 | 3 | 30 | 1 | 10 | 2 | 20 | 3 | 30 | 2 | 20 |
| **Total** | **/20** | **9** | | **8** | | **5** | | **8** | | **9** | | **13** | | **9** | | **5** | |
| **Weighted Total** | **/500** | | **270** | | **260** | | **230** | | **260** | | **150** | | **190** | | **150** | | **110** |
| **Rank** | | | 1 | | =2 | | 3 | | =2 | | =5 | | 4 | | =5 | | 6 |



6.3 Open Spaces and Community Provision [Option A] is the top ranked option. This could be progressed as and when opportunities for supporting community facilities are identified, using existing developer contributions and applications for external funding, as sources become available.

6.4 Improve Access to other Existing Pool Facilities [Option B] is the joint second ranked option. Discussions may be progressed with the owners of other pool facilities in Rutland, in order to increase community access to high quality sports facilities.

6.5 Dry-side Only Provision at Catmose Sports [Option D] is the joint second ranked option. This may be explored by Officers to determine whether a nil-cost or better dry side only provision can be achieved at Catmose Sports from April 2023 onwards, in agreement with the College. This could be determined through soft market testing, potentially progressing to a full procurement for a new contract if market conditions allow.

6.6 Cease Local Authority Wet & Dry Provision [Option C] is the third ranked option. This option could be held in reserve in case it is not possible to procure a nil-cost or better contract.

6.7 Wet and Dry or Wet Only Provision at a New Site [Options F and G] are the fourth and joint fifth ranked options. Further work would need to be undertaken to scope the potential for an outline business case for new facilities in Rutland.

6.8 Wet and Dry Provision at Catmose Sports [Option E] is the joint fifth ranked option. There is ongoing and increasing pressure to accommodate additional student numbers at Catmose College, which means there is no scope for renewed community sports facilities beyond the existing core provision. Investment in the Catmose Campus is problematic, as the Council does not own the facility and cannot fully exploit or control its use.

6.9 New Dry Only Provision at a New Site [Option H] is the lowest ranked option. This option would not meet the community need for swimming provision, which is the main pressure identified by the Needs Analysis.

6.10 It should be recognised that the delivery of any new facility is likely to be a long term solution and there is the potential to initially progress with Options A, B and D while seeking to deliver the long term ambition.

## GLOSSARY AND ABBREVIATIONS

| | |
|---|---|
| AGP | Artificial Grass Pitch |
| ANOG | Assessing Needs and Opportunities Guidance (Sport England) |
| LSA | Local Sports Alliance |
| ART | Active Rutland Team (employed by RCC) |
| ARH | Active Rutland Hub |
| CSC | Catmose Sports Centre |
| FPM | Facility Planning Model (Sport England) |
| MUGA's | Multi Use Games Areas |
| NGB | National Governing Body of Sport |
| NPPF | National Planning Policy Framework |
| ONS | Office of National Statistics |
| RCC | Rutland County Council |
| SLL | Stevenage Leisure Limited |

## NOTES

"Active Rutland" is a term that is used for a number of different areas, including the Active Rutland Hub, the Active Rutland Team and the Local Sports Alliance. For the purpose of this report we have used the following terminology.

- **Active Rutland Hub (ARH)** refers to the facility currently utilised predominantly by the Gymnastics and Judo clubs located in Ashwell Road, Oakham and managed by RCC.
- **Local Sports Alliance (Active Rutland) – (LSA)** refers to the local sports alliance which is led by volunteers and the group of trustees who meet monthly to input into the delivery of sport in Rutland
- **Active Rutland Team (ART)** refers to the RCC team which delivers sports improvement activities and manage the ARH and the GP Referral programmes across the County.

# The Future Rutland Conversation

**Narrative summary report:**
Leisure and Recreation

**June 2021**

A summary report outlining the key findings and themes identified as part of the Future Rutland Conversation about 'Leisure and Recreation'

# Contents



*We asked and this is what you told us.*
*Is there anything we've missed?*

# 1. Introduction

The Future Rutland Conversation is just that: a conversation with everyone who lives and works in Rutland, to find out what's most important to local people – both now and in the future.

Using a series of specially designed surveys, open forums and live discussion events held over a period of two months in the spring of 2021, people of all ages and backgrounds from across Rutland were invited to share their views on wide range of important issues. They were:

- Your Life in Rutland
- Climate change and the environment
- Getting around
- Leisure and recreation
- Health and well-being
- Living in the county
- Learning, skills and employment
- Local services and public spending

There were dedicated surveys and discussions for young people, businesses and visitors to the county. Local stakeholders, schools and new digital channels, like Instagram, helped to reach the widest possible audience. People without internet access were also supported to take part in Future Rutland Conversation by phone, making sure that everyone had an opportunity to share their views.

In total, 2022 people took part in the Future Rutland Conversation. This comprised 1,557 adults who registered online, plus 465 children and young people who were not required to register their details. Together, these participants provided more than 4,500 responses across multiple themed surveys. Alongside these surveys, more than 1,000 contributions were made across nine online forums and some 250 people took part in live discussion events.

The aim of all this is to develop a new shared vision of Rutland – a set of common goals and aspirations based on the things that matter to local people, and which can help to shape a bright and prosperous future for our county.

The following report summarises the comments and feedback received as part of Future Rutland's 'Leisure and Recreation' conversation.

# 2. Method statement

The Future Rutland Conversation ran for a period of eight weeks, from April to June 2021. During this time, 15 online surveys were launched, asking participants more than 100 questions. This was supported by eight two-hour engagement events led by independent facilitator Michael Maynard, plus a further seven two-hour face-to-face video calls with the Leader and Chief Executive of Rutland County Council. Feedback was also gathered in the form of submissions from Rutland County Councillors and Parish Councils, who provided responses from local meetings and other forms of engagement. A significant awareness-raising campaign took place online and through traditional local media outlets, such as newspapers and radio stations. This helped to support engagement with children and young people, visitors to the county and local businesses, as well as those who live, work and were educated here in Rutland.

The many thousands of pieces of raw data and information resulting from the eight-week conversation were sent for analysis by Rutland Community Ventures (RCV), a community-based company in Oakham and operating independently of Rutland County Council. RCV's analysis involved watching and transcribing verbatim comments from hours of video-recorded Zoom conversations; listening to audio files; analysing and summarising survey data; reading and annotating event notes and reports; and reviewing the highly detailed statistics derived from the online surveys. This intensive indpenedent analysis was undertaken over a three-week period without influence from Rutland County Council. The results of the analysis were then submitted by RCV to the Council, who have published this material in a series of theme-based reports. These reports summarise while fully representing participants' original uninterpreted views, opinions and experiences.

**If you would like to view all of the original data and information behind these summary reports, this can be read in full online at: future.rutland.gov.uk/leisure-and-recreation**

# 3. Who took part?

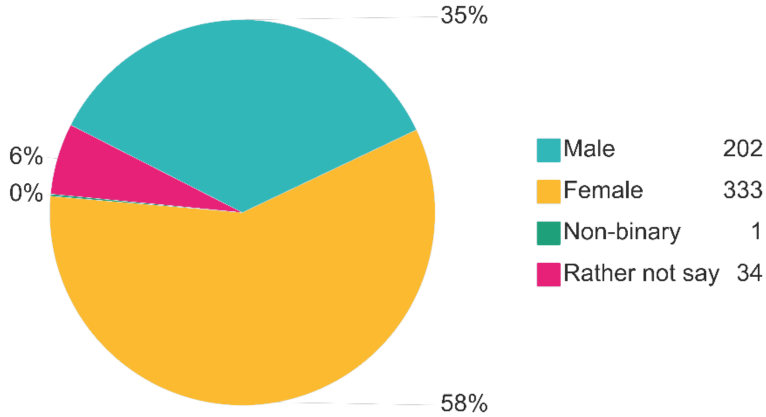
570 responses

A total of 570 people provided responses to Future Rutland's 'Leisure and Recreation' survey. This was in addition to online forum comments and two live discussion events chaired by independent facilitator Michael Maynard.

**Gender profile**

Just over half of respondents to the 'Leisure and Recreation' survey were female (58%), while 35% were male. One respondent identified as non-binary and a small proportion (6%) chose not to share this information.

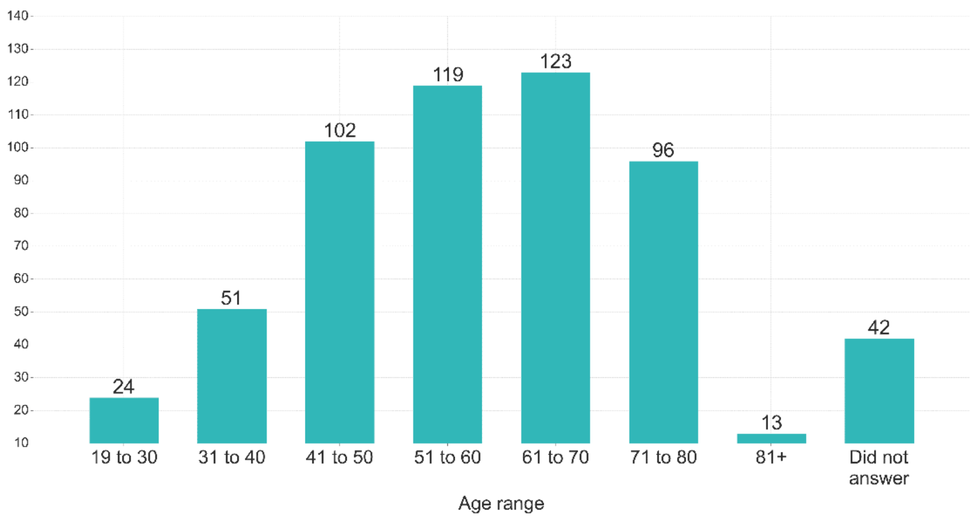
***Figure 1 – Gender profile of 'Leisure and Recreation' respondents***




**Age range**

The largest number of responses to the 'Leisure and Recreation' survey came from the 61-70 age group, followed closely by those aged 51-60. Half of all respondents were aged 51 and over.

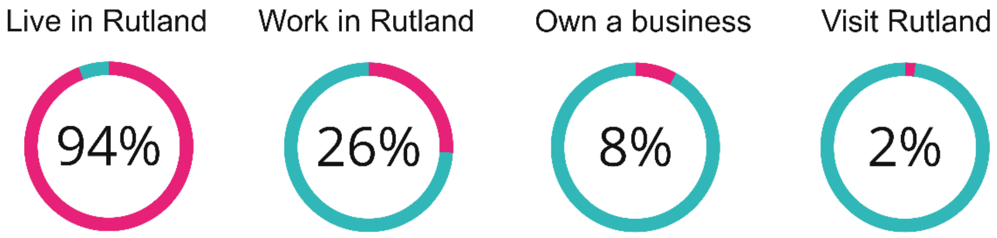
***Figure 2 – Age range***



## Connection to Rutland

Almost all respondents to the 'Leisure and Recreation' survey (94%) lived in Rutland, while 26% worked in the county. Business owners accounted for 8% of respondents. A very small percentage of respondents (2%) were visitors to the county. The results from a dedicated 'Visitors' survey carried out as part of the Future Rutland Conversation have been captured in a further report.

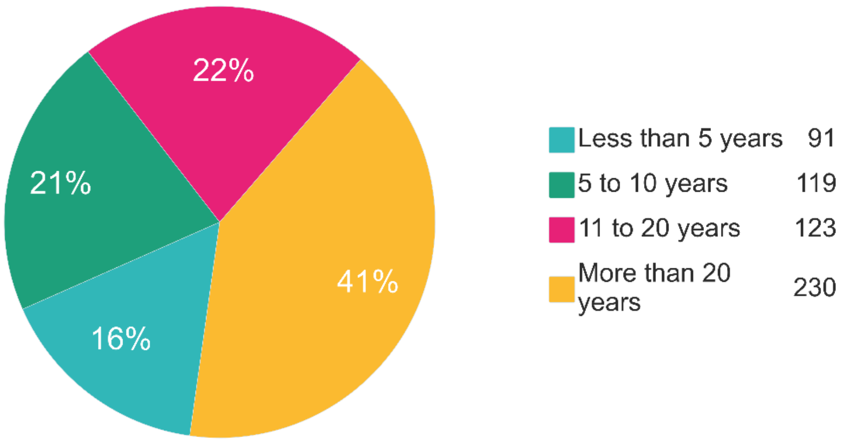
***Figure 3 – Connection to Rutland***




## Length of residency

Of the respondents who took part in the 'Leisure and Recreation' survey and identified themselves as local residents, 43% have lived in the county for more than 20 years. Just 17% of respondents have lived in the county for less than five years.

***Figure 4 – Length of residency***




In terms of geographical location, the areas of Rutland that contributed the largest number of responses were:

- Oakham (33.5%)
- Uppingham (10%)
- Barleythorpe (8%)
- Cottesmore (4%)
- Ketton (3.5%)
- Whissendine (3.5%)
- Langham (3%)
- Empingham (2%)
- South Luffenham (2%)

# 4. Thoughts and feelings about key issues

People who engaged with Future Rutland's 'Leisure and Recreation' conversation were invited to talk openly about local leisure provision here in Rutland and the kind of leisure services they use.

Following analysis of two live discussion events focussing on this subject and hundreds of responses to open text survey questions, respondents' thoughts and feelings about leisure and recreation have been separated into three areas:

- You choice of leisure activities
- Rutland's existing leisure provision
- What you would like to see in future

In this section of the report, people's thoughts and feelings have been summarised as short statements, which are accompanied by direct quotes from individuals who took part.

## Your choice of leisure activities

### Summary statement

There is a strong appetite for leisure and recreation among people who live in Rutland and the majority of those we spoke to said they go out of the county to access facilities and activities. This includes travelling to Stamford, Corby, Melton, Peterborough, Kettering and Milton Keynes. Appetite for leisure is matched only by the variety of activities that people enjoy. Sports and physical activities such as swimming, golf, tennis, climbing, gymnastics and hockey were all mentioned by respondents. However, you also said that you value theatre, cinema and the arts – not just for entertainment but also for mental stimulation and socialising. Walking was mentioned as a popular form of leisure and exercise by lots of people, with a number of respondents highlighting the important role that Rutland's countryside plays as setting for leisure and recreation activities.

*"(I go to…) Stamford Meadows for walks as this is a nice alternative to Rutland Water and close to amenities."*

*"I use Stamford Arts Centre Stamford Leisure Pool, Corby Swimming Pool."*

*"Center Parcs with family for facilities and activities in one place (Rutland Water gets way too busy at peak time)."*

*"Cinemas, theatres, art centres in Stamford, Melton and Peterborough."*

*“Yoga in Stamford, Adult dance lessons in Ketton and Peterborough Theatre and Art centre in Stamford. Art Galleries in London. Shopping facilities in Stamford Festivals and gigs in Leicestershire and countrywide.”*

*“Swimming in Corby Cinema in Peterborough, Stamford and Leicester Theatre in Leicester, Stamford, London and Peterborough.”*

*“Phoenix Art Centre, Melton Cinema, Foxton Locks and other walking venues, preferably with refreshment facilities.”*

*“Corby pool, Oundle school pool, Tallington lakes open water swimming. The Hub Swimming centre at Melton Mowbray.”*

*“National Trust properties and other historic buildings elsewhere in England.”*

*“Concert halls such as Albert Hall Nottingham & West Road Cambridge, large school halls, Victoria Hall, Thrapston Plaza, churches set out with a larger alter/performance area.”*

*“Indoor climbing walls at Kettering or Milton Keynes.”*

*“Shooting, sailing, golf - but less now. Tennis - my wife plays two times a week. My wife walks daily with our dog. Footpaths are well signed now with good gates.”*

*“Woodhall Spa 2 Prior to the pandemic, and hopefully later this summer. Stamford Arts Centre for music, theatre, cinema.”*

*“Sports pitches in Notts and Leics. Golf courses within a 10-mile radius. National Trust properties within a 1–2-hour radius. Burrough Hill Fort.”*

*“I live between Oakham and Stamford, and I find Stamford has a lot to offer RE shopping, leisure, arts centre.”*

*“Market Harborough hockey club lady’s hockey. Also was part of Rutland hockey club but doesn't have one now.”*

*“Gymnastics and shopping in Corby. Online shopping. Adrenaline Alley in Corby.”*

*“Not only are the walking groups good recreationally they are good socially.”*

*“I use Uppingham instead of Catmose because it’s much nicer and is better run. It’s a shame the one my doorstep isn’t better.”*

*“I prefer to stay local and exercise in the county I live in, reducing environmental impacts.”*

## Rutland’s existing leisure provision

### Summary statement

The existing leisure facilities that we have in Rutland are valued by people who live here. You told us you are also keen to see improved and developed access to leisure and recreation facilities in the county. Your comments indicate that there is enthusiasm for a Rutland swimming pool that is open to the public at all times and not dependent on local schools. A number of you also said that you would welcome a dedicated sports centre/hub that offers access to other sports and leisure facilities. Many of you spoke about the importance of cycle routes and footpaths to support leisure and recreation out in the countryside – particularly cycle tracks. Cost and accessibility were both mentioned as barriers to leisure. A number of you were also keen to point out that leisure and recreation includes the arts, and that our local towns are an important part of Rutland’s wider leisure offer.

*“Kids play football for Houghton Rangers (as do nearly a dozen kids from Uppingham) because of a lack of team here.”*

*“The services are not joined up, you can’t use a bus to go into Stamford for the theatre as you can’t get home again.”*

*“The biggest problem is always going to be in Rutland is there are not a lot of people who live there and therefore not a lot of money.”*

*“Apart from walking, my leisure is paid for privately as the leisure provision in Rutland is pretty poor.”*

*“Not clear what is going to happen now that Catmose swimming pool is closed. Would be good to have something with a more child friendly area with shallower and warmer(!) water, as I believe this is the main thing people go out of area for.”*

*“Swimming pool as it’s currently closed down for good. This is crucial for the community.”*

*“Work more with local healthcare providers to ensure those who need to exercise to improve health have no excuses not to do so. It will save wasting tax payers' money on unnecessary healthcare in the long run.”*

*“It really needs a whole new sports centre that isn’t owned by the school so it has full use of every studio, sports hall, gym and is separate from the kids, including the pool. The pool needs to be more like Corby and Uppingham.”*

*“If Catmose doesn't get a new pool or the old one renovated, then I will cancel my membership.”*

*“The Catmose pool should be made safe and brought back into use, whilst plans are made to replace it with a modern eco-friendly pool as soon as possible. The current lack of a public pool for Rutland is a massive blow to Rutland residents wishing to keep fit and healthy, and those wishing to improve their well-being after the pandemic.”*

*“More walking routes needed that are short (1-2 miles) and accessible to the less mobile. More seating along walking routes.”*

*“Ensure adequate funds allocated to the upkeep of Rights of Way in the county. The county is exceptionally beautiful and unspoilt, and these rights of way provide the means for visitors to gain access and partake of healthy exercise.”*

*“Need to have better public transport for villagers to reach the facilities - especially in the evenings and weekends if for leisure.”*

*“There seems to be a large ageing population. U3A and AgeUK provide interests. Nothing much from Rutland Council to speak of.”*

*“There needs to be more for children. A youth centre in Uppingham would be great. Also a local sport team.”*

*“In my opinion, improved cycle paths is important to encourage safe activity.”*

*“Dance classes open to all - the Ballroom dance at Victoria Hall when I enquired was for the closed group who had been going for a while and they were not open to anyone else joining them.”*

*“Making the High Street accessible for pedestrians – this would encourage better shops so more local people would come into Oakham as well as tourists… Open a cafe in the museum and the castle.”*

## What you would like to see in future

### Summary statement

The need for non-sports/activity-based recreational groups was mentioned by a number of respondents – both for adults and young people. One area of increasing demand is for facilities where young families can do things together. The desire for an arts centre in Rutland was also mentioned repeatedly. A number of you said that you would like a local cinema (especially younger people), but views are mixed about where this could be located. The need to improve transport links in order to access leisure and recreation was mentioned again, as was the high cost of some local activities and the importance of maintaining green spaces for outdoor leisure and exercise. Post-COVID, there is a desire to maintain and further pursue positive habits like increased exercise and new hobbies/interests. A number of you said you would like facilities and activities to support this, as well as have easier access to sources of information that tell you what’s on, where and when in Rutland.

*“Group or community meetings not based only on physical activities.”*

*“More for teenagers that doesn’t have to be a sport.”*

*“Tolthorpe is an example of having a theatre in the middle of nowhere and people travelling to attend shows, it’s an example of what can be done.”*

*“More access to the arts and culture would improve my wellbeing as I find taking part in these activities stimulating. I would like there to be more live music and 'fun' things going on for young adults. I don't mean things which are for the sole purpose of drinking - I mean social activities such as gigs, festivals, craft events, creative arts and food experiences which are aimed at young working adults who do not participate in school (parenting) based entrainment or organised sport.”*

*“My wife would say the development of shops in the county, as these attract people.”*

*“Get Uppingham Sports Centre open ASAP to fulfil their charitable status duties.”*

*“Far more resources for younger people, and accessible outdoor activities for older.”*

*“Social, play and sporting facilities for children and adults close to population centres.”*

*“Activities for teens and young adults - places for them to meet, have access to age suitable drinks and snacks, music. Dare I suggest a decent local nightclub?”*

*“Cycle lanes such as the one proposed for the old railway line from Market Harborough to Peterborough.”*

*“More areas where dogs are allowed off a lead at Rutland Water. More walking areas and footpaths without livestock and few stiles etc. The Exton Estate is an excellent example of this type of provision, as is Morkery Wood.”*

*“Subsidised gym membership for residents of Rutland struggling with their mental health and improved support services for men’s mental health such as establishing an Andy’s Mans Club.”*

*“Anything you can do in Rutland without having to travel for miles or spend a fortune!”*

*“Central site online to find out what is on and links to connect to the organisers. E.g. Pilates at the Active Hub. Different providers but difficult to find them.”*

*“An indoor climbing facility similar to those at Milton Keynes would be beneficial to all age groups.”*

*“Park area could be better utilised perhaps some outdoor fitness equipment so that we are not wholly reliant on the school sports centre.”*

*“More accessible adult further education & creative arts groups - i.e. local facilities without the need to travel.”*

*“Adult classes to offer cooking courses, DIY, arts and crafts, learning an instrument etc. More variety for young children - a decent youth club that is welcoming and offers and provides good activities for children.”*

*“Develop an arts centre – not everyone is able to take part in physical activities but need more cultural activities.”*

*“Climbing facility - need to replace the defunct Rockblok at Rutland Water.”*

*“There is an opportunity at St George's to develop imaginative leisure opportunities which would also attract more visitors and boost local economy.”*

*“A central place to advertise everything that’s going on instead of having to hunt. E.g. I lived here for three years before I found the Baptist church cinema facility.”*

*“Better rail service - so that you don't have to return home as soon as you get to your destination in order to catch the last train connection.”*

*“Between working and childcare, very difficult to find the time to improve physical and mental wellbeing, more flexible class & opening times along with creche facilities would dramatically improve this.”*

*“Pedestrianise Oakham High Street so we can safely walk around and enjoy the experience. A street café environment would revitalise a tired town. Bring back ‘Live at the Museum’.”*

*“Would be incredible to have a swimming pool or hydro pool that has a hoist or chair lift in so it’s accessible to disabled people.”*

*“Green spaces Footpaths to villages e.g. Braunston, Encouraging walking and cycling locally and discouraging car use.”*

*“Bowling alley or cinema on the bypass for families to use, especially for those who cannot travel. Rutland is so big now and these children need something to do and some parents cannot travel.”*

*“An Art Centre. Spaces for live music which appeal to the younger audience (19–40 year-olds).”*

# 5. What you enjoy doing

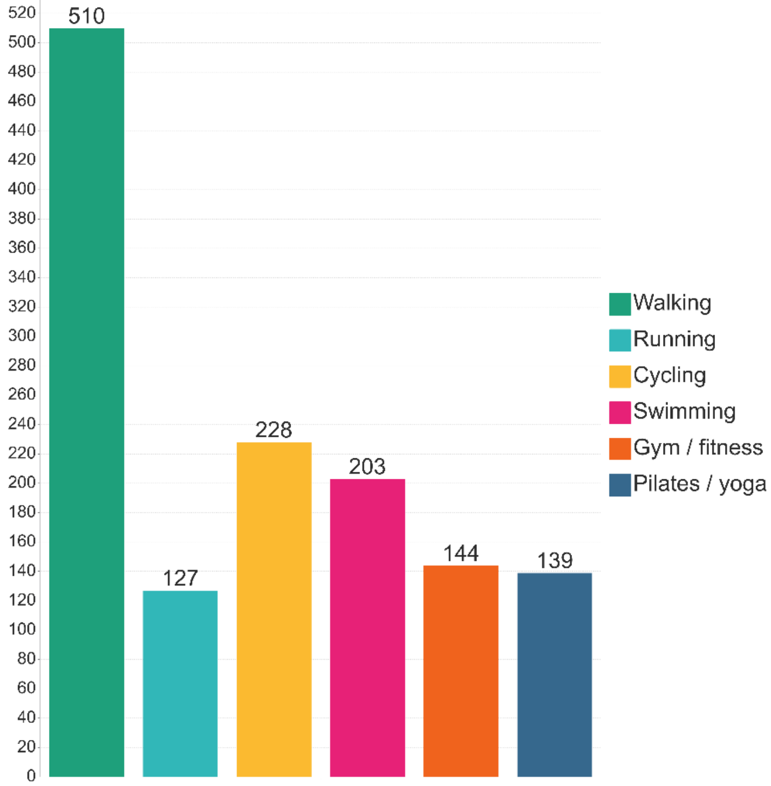
Future Rutland's 'Leisure and Recreation' survey asked some specific questions about the activities that respondents like to do, where they go for leisure and recreation and what changes or improvements they would like to see made to local services.

When respondents were asked what sport and leisure activities they you normally participate in, the top answers (in rank order) were:

1. Walking
2. Cycling
3. Swimming
4. Gym/fitness
5. Pilates and yoga

Walking was by far the most popular response, selected by 90% of those who answered. The next most popular choice was cycling, selected by 40% of respondents.

***Figure 5 – What sport and leisure activities do you normally participate in? Select all that apply. (Answers with more than 100 responses)***




When respondents were asked what creative and hobby activities they enjoy doing, the top answers (in rank order) were:

1. Reading
2. Gardening
3. Music (listening and performing)
4. Cinema
5. Theatre

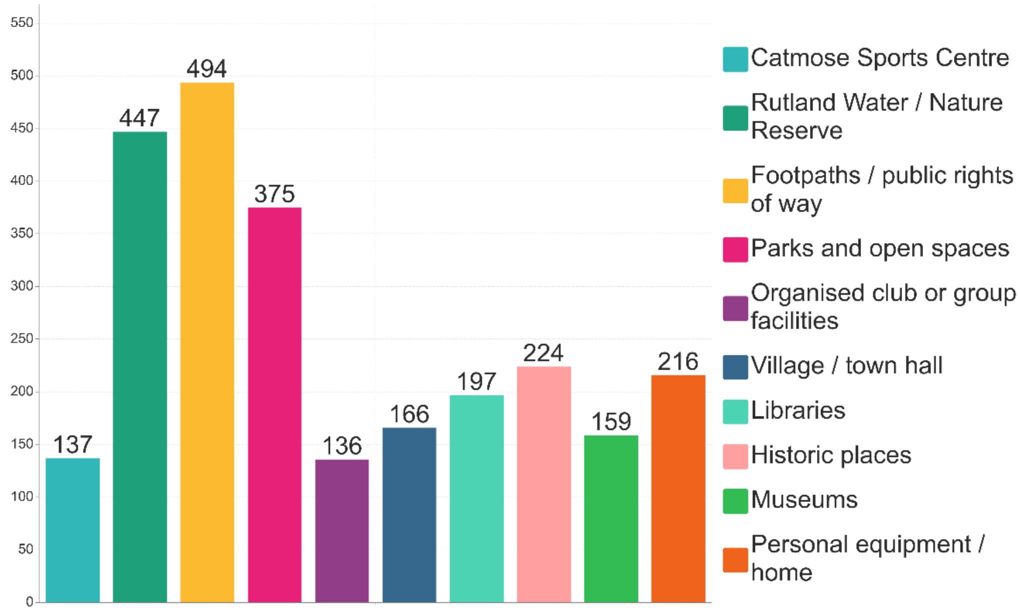
# 6. Where you go for leisure

People who took part in Future Rutland's 'Leisure and Recreation' survey were also asked which leisure facilities they use. The top answers to this question (in rank order) were:

1. Rutland Water
2. Footpaths
3. Parks & open spaces
4. Historic places
5. Own equipment at home

Libraries, town/village halls, museums and Catmose Sports Centre also received a large number of response.

***Figure 6 – Which facilities do you use? (Answers with more than 100 responses)***



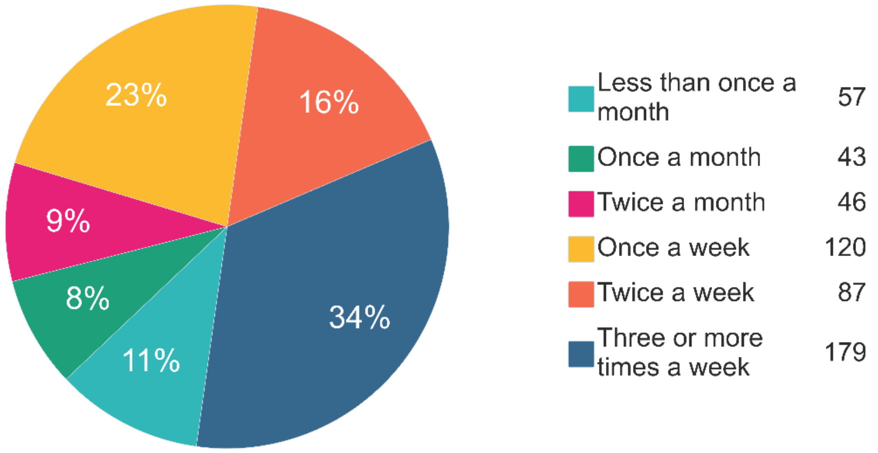

When respondents were asked why they use these facilities, the top answers (in rank order) were:

1. It's in a good location
2. The facilities are good
3. I use the facility with my family

A large number of respondents (more than 100) also pointed to good prices, good service, the range of activities, and a good community of users as reasons why they choose to access these facilities.

When asked how often they use leisure facilities, the majority of respondents (34%) said that they access leisure three or more times a week. Almost three quarters (73%) said that they access leisure at least once a week.

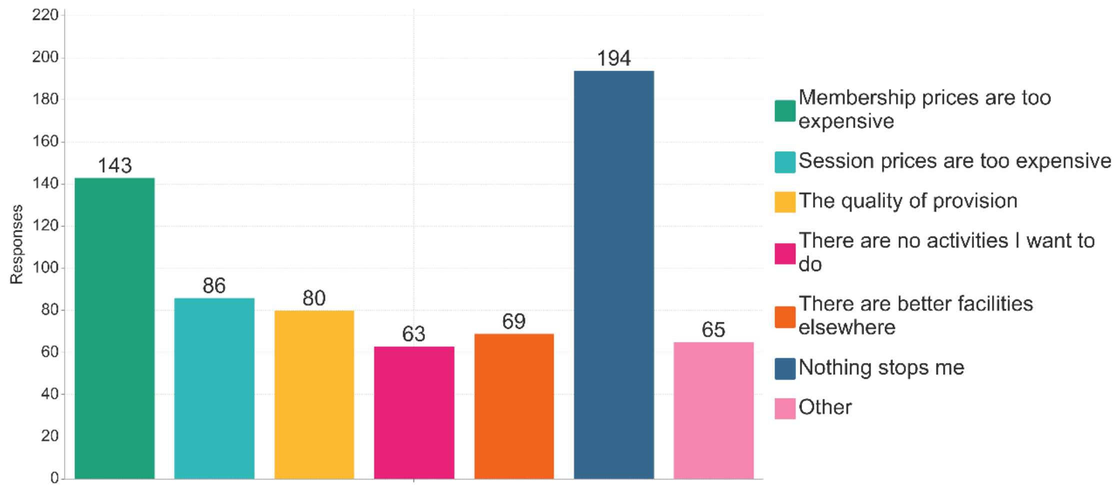
***Figure 7 – How often do you use these facilities?***




The 'Leisure and Recreation' survey also asked people what stops them from using facilities in Rutland. The top answers to this question (in rank order) were:

1. Nothing
2. Membership too expensive
3. Sessions too expensive
4. Quality is not good enough
5. I can find better elsewhere

***Figure 7 – What stops you from using leisure and wellbeing facilities in Rutland? (Answers with more than 50 responses)***




When asked what leisure facilities they use outside Rutland, respondents said:

- **Swimming pools** – Melton/Stamford/Corby
- **Theatre** – Leicester/Peterborough/Stamford/Tolethorpe
- **Cinema** – Melton/Peterborough/Leicester
- **Outside** spaces – Burghley House/Bourne Woods/Foxton Locks/Tallington Lakes
- **Gyms** – Leicester/Peterborough/Stamford

# 7. Change and improvement

As part of the 'Leisure and Recreation' survey, respondents were asked a range of questions about the future of leisure provision in Rutland.

When people were asked what leisure provision they felt Rutland needs in order to maintain or improve the wellbeing of its residents, the top answers (in rank order) were:

1. Swimming
2. Footpaths and cycle paths
3. Cinema
4. Access to facilities for all – low cost and not linked to public schools
5. County or Council owned and run sports facilities

When asked if they had any other comments about the future of leisure and wellbeing provision in Rutland, respondents once again highlighted the following:

- Access to swimming facilities
- The provision of a local cinema
- A perceived lack of council-run facilities and open spaces

# 8. The impact of COVID-19

People who took part in Future Rutland's 'Leisure and Recreation' survey were also asked about the impact that COVID-19 has had on their leisure habits.

More than three quarters of respondents (77%) said that the pandemic had changed the kinds of leisure and wellbeing activities they undertook.

When asked how the pandemic had change things, the most common responses were:

- Staying local / closer to home
- More walking and running
- Unable to use gyms and leisure facilities
- Started exercising / working out at home
- More time spent outside / in nature
- Online exercise classes
- No group sport or exercise
- Limited opportunities to socialise

# 9. Sharing further feedback

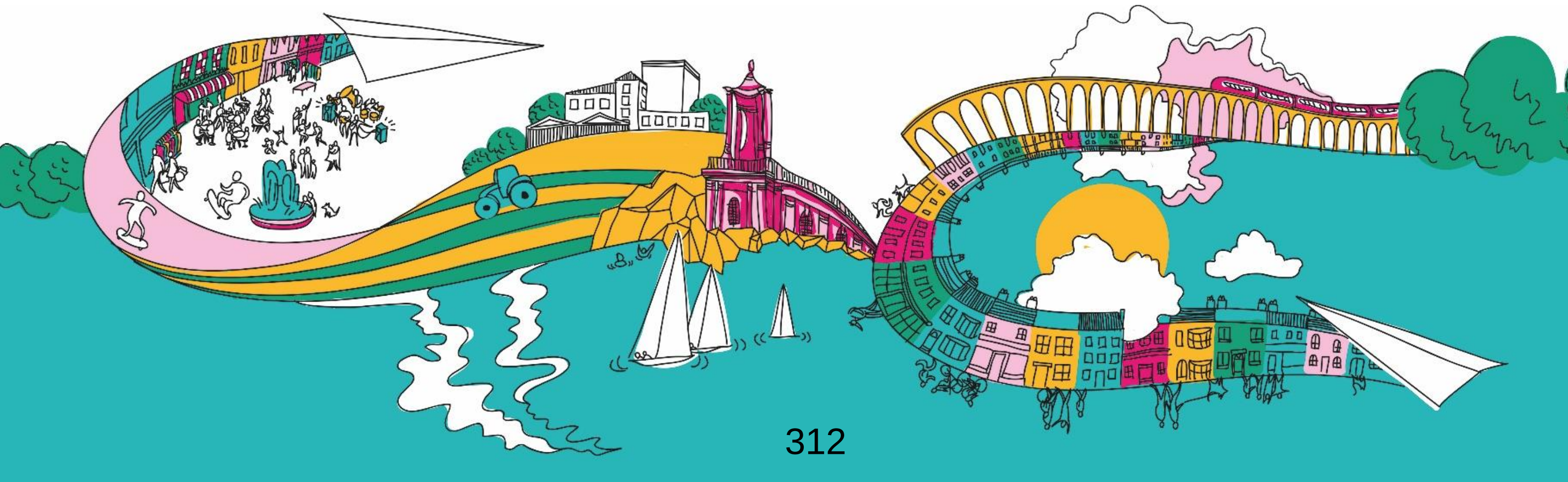
This report summarises the comments, feedback and survey responses collected throughout Future Rutland's 'Leisure and Recreation' conversation. The purpose of gathering this feedback is to develop a new shared vision for Rutland – one that's based on things that really matter to local people and helps organisations like Rutland County Council plan for the future.

Please remember that you can read all of the original data and information behind this summary report by visiting: future.rutland.gov.uk/leisure-and-recreation.

Getting your views and feedback was just the first step of the Future Rutland Conversation. Now, we need to know if we heard you correctly. To tell us what you think about this report and whether you feel it's an accurate representation of what matters to people in Rutland, please go to: future.rutland.gov.uk or email: rutlandconversation@rutland.gov.uk. If you don't have access to the internet, you can call us on 01572 722 577.

Once we're sure that there's nothing we've missed, we'll use all this information to develop a draft vision for the county, which we hope to publish before the end of summer 2021 to invite even more discussion and feedback.

**Click here to comment on this summary report**



# Strategic Assessment of Swimming Pool Provision
# Rutland County Council

## Facility Planning Model

## National Run Report

## April 2021

**Contents**

## 1. Introduction

1.1 Rutland County Council is undertaking a review of swimming pool provision across the County. As part of this work, the Council has commissioned a Sport England facility planning model (fpm) National Run report, to provide an assessment and evidence base for swimming pool provision.

1.2 The overall aim of the fpm work is to assess the supply, demand, and access to swimming pools across the County Council area and its wider study area.

1.3 The evidence base will be applied by the Council in their strategic planning for swimming pool provision in the future and inform their wider work on the development of a built sports facilities' strategy for the Rutland County area.

1.4 This report sets out the findings from the fpm assessment under seven headings and includes data tables and maps. The headings are total supply; total demand; supply and demand balance; satisfied/met demand; unmet demand; used capacity (how full the swimming pools are); and local share of pools. Each heading and data table is followed by a commentary on the findings, with a definition of the heading at the outset.

1.5 The key findings are numbered and highlighted in bold typeface. A strategic overview of the assessment is set out at section 9.

1.6 The data tables include the findings for the neighbouring local authorities to Rutland County. This is because the assessment is catchment area based, and the catchment area of the swimming pools extends across local authority boundaries. The nearest swimming pool for some Rutland County residents, could be a pool located in a neighbouring authority (exported demand) and vice versa, the nearest swimming pool for residents of neighbouring authorities could be a pool located inside Rutland County.

1.7 Where valid to do so, the findings for Rutland are compared with the neighbouring local authorities.

1.8 The information contained within the report should be read alongside the two appendices.

1.9 Appendix 1 sets out the details of the swimming pools included and excluded within the assessment. Appendix 2 provides background to the fpm, facility inclusion criteria and the model parameters.

1.10 Fpm modelling and datasets build in a number of assumptions, as set out in Appendix 2, regarding the supply and demand for provision of swimming pools. In developing strategic planning work, it is important to consider the fpm findings alongside other information and consultations. This includes information and knowledge from (1) a sports perspective (National Governing Bodies and local clubs) and (2) from a local perspective (from the local authority /facility providers and operators and the local community).

1.11 This report has been prepared by Tetra Tech on behalf of Sport England. Tetra Tech are contracted by Sport England, to undertake facility planning model work on behalf of Sport England and local authorities.

## 2. Supply of Swimming Pools

| Total Supply | Rutland UA | Corby | East Northamptonshire | Harborough | Melton | Peterborough UA | South Kesteven |
|---|---|---|---|---|---|---|---|
| Number of pools | **4** | 3 | 7 | 4 | 5 | 9 | 11 |
| Number of pool sites | **4** | 1 | 3 | 3 | 3 | 6 | 8 |
| Supply of total water space in sq m of water | **1,077** | 1,102 | 1,270 | 1,011 | 818 | 2,047 | 2,424 |
| Supply of publicly available water space in sq m of water with hours in the peak period | **646** | 1,035 | 1,045 | 830 | 805 | 1,870 | 1,942 |
| Supply of total water space in visits per week peak period | **5,555** | 8,978 | 9,059 | 7,195 | 6,983 | 16,217 | 16,841 |
| Water space per 1,000 population | **16.5** | 15 | 13 | 11 | 16 | 10 | 17 |

2.1 **Definition of supply** – this is the supply, or capacity of the swimming pools which are available for public swimming club and community groups use in the weekly peak period. The supply is expressed in number of visits that a pool can accommodate in the weekly peak period and in sq metres of water.

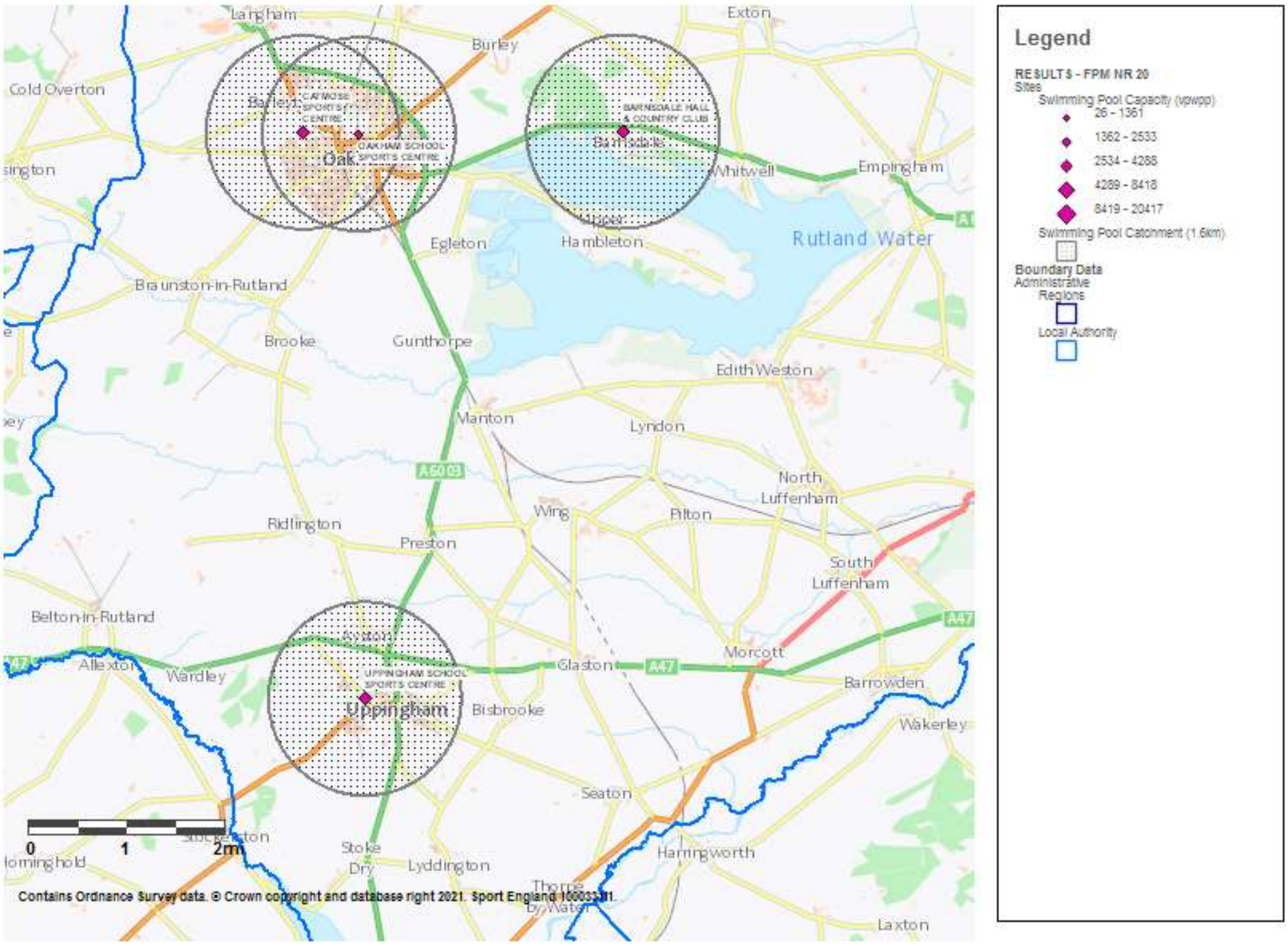
2.2 The total supply of water space available for community use in the weekly peak period is 646 sq metres of water. (Note: for context, a 25m x 4 lane pool is 250 sq metres of water).

2.3 Based on a measure of water space per 1,000 population, the Rutland County supply is 16.5 sq metres of water space per 1,000 population in 2021. Rutland County has the second highest supply, after South Kesteven with 17 sq metres of water per 1,000 population. The range is however quite narrow, with 17 sq metres of water per 1,000 population in South Kesteven to 10 sq metres of water per 1,000 population in Peterborough. The East Midlands Region and England wide average are both 12 sq metres of water per 1,000 population.

2.4 The overall level of provision and findings for Rutland County, are based on all the supply and demand findings not just supply. This is simply a measure which compares the Rutland County supply, with that of the neighbouring local authorities. It is set out, because some local authorities like to understand how their provision compares with other authorities.

2.5 The location of the swimming pool sites in Rutland County is shown in Map 2.1. The purple diamond is the pool site location, and the size of the diamond is representative of the scale of the pool site, in terms of the pool capacity, the notional one-mile walking catchment area is also shown.

**Map 2.1: Location of the Swimming Pool Sites Rutland County 2021**



2.6 A description of the swimming pools in Rutland is set out in Table 2.1 below.

**Table 2.1: Swimming Pool Supply Rutland County 2021**

| Name of Site | Type | Dimensions | Area | Site Year Built | Site Year Refurb | Car % Demand | Public Transport % Demand | Walk % Demand |
|---|---|---|---|---|---|---|---|---|
| **RUTLAND COUNTY** | | | | | | 80% | 3% | 17% |
| BARNSDALE HALL & COUNTRY CLUB (1) | Main/General | 23 x 9 | 203 | 1988 | 2011 | 97% | 3% | 0% |
| CATMOSE SPORTS CENTRE | Main/General | 25 x 10 | 250 | 1981 | 2007 | 75% | 4% | 22% |
| OAKHAM SCHOOL SPORTS CENTRE | Main/General | 25 x 10 | 250 | 1972 | 2005 | 63% | 3% | 34% |
| UPPINGHAM SCHOOL SPORTS CENTRE | Main/General | 25 x 15 | 375 | 2010 | | 82% | 2% | 15% |

Footnote (1) The Barnsdale Hall and Country Club Pool site is listed in the supply data, but it is not included in the assessment because it does not provide for recreational community use.

2.7 Catmose Sports Centre is dual use swimming pool site located at Catmose College in Oakham, it provides for community use and for use by Catmose College. The **first key finding** is that the Catmose Sports Centre is the most important swimming pool site in Rutland County. This is for several reasons:

- It is the only swimming pool which provides for full community use with access for all residents and for all types of swimming activities.

- Access for community use at the education swimming pool sites is determined by (1) the policy of each school on community use, (2) the hours they decide to make the pool available, (3) the type of use, which does not include recreational pay and swim use and (4) residents taking out a membership to be able to access the pool. Any of these factors can change at any time and Rutland County Council has no control of decisions made by the schools towards community use.

- These factors underline the importance of Catmose Sports Centre swimming pool as the public swimming pool site which provides the widest accessibility for all residents and for all types of swimming activity.

2.8 The Catmose Sports Centre pool is a 25m x10m 4 lane pool, it opened in 1981 and was modernised in 2007. The pool size can provide for all swimming activities of learn to swim; casual recreational swimming; lane and aqua aerobics fitness swimming activities; and swimming development through clubs. However the size of the pool may limit the activities which can be provided at any one time.

2.9 There are two education pool sites, Oakham School Sports Centre also has a 25m x 10m four lane pool. It is the second oldest swimming pool site in the County, having opened in 1972 and was last modernised in 2005. The centre does provide for community use, but this is for hire by sports clubs or community groups, it is not available for recreational pay and swim use by Rutland County residents.

2.10 Uppingham School Sports Centre is the most recent and largest swimming pool site in the County. It has a 25m x 15m six lane pool and was opened in 2010. The centre also provides for use by Rutland County residents through a membership system and is available for hire by swimming clubs and community groups.

2.11 Both education pool sites are available for group use outside of education term daytime use, but this is by negotiation with the school and dependent on the pool availability not conflicting with other school programmes .

2.12 The fourth swimming pool site is located at Bairnsdale Hall and Country Club, it is the smallest swimming pool in the County with a 23m x 9m four lane pool, it opened in 1988 and was last modernised in 2011. The pool is available for use by guests staying at the hotel and not for wider recreational community use. The pool is listed in the supply data but is not included in the assessment of supply, demand, and access for community use.

2.13 The average age of the swimming pool sites in 2021 which are available for community use is 33 years.

## 3. Demand for Swimming Pools

| Total Demand | Rutland UA | Corby | East Northamptonshire | Harborough | Melton | Peterborough UA | South Kesteven |
|---|---|---|---|---|---|---|---|
| Population | **40,386** | 73,307 | 96,251 | 94,635 | 51,281 | 205,764 | 143,347 |
| Swims demanded – visits per week peak period | **2,358** | 4,721 | 5,925 | 5,738 | 3,111 | 13,168 | 8,737 |
| Equivalent in water space – with comfort factor included | **391** | 784 | 983 | 953 | 517 | 2,186 | 1,450 |
| % of population without access to a car | **11.80** | 25.50 | 12.60 | 10.80 | 14.40 | 24.40 | 15.70 |

3.1 **Definition of total demand** – it represents the total demand for swimming by both genders and for 14 five-year age bands from 0 to 65+. This is calculated as the percentage of each age band/gender that participates. This is added to the frequency of participation in each age band/gender, so as to arrive at a total demand figure. The demand figure is expressed in visits in the weekly peak period, and also expressed in sq metres of water.

3.2 The total population of Rutland County in 2021 is 40,386, based on the 2011 Census data at output area level with the 2018 mid-year estimates, modified by 2018-based Subnational Population Projections for Local Authorities.

3.3 This population generates a total demand for swimming of 2,356 visits in the weekly peak period of weekday late afternoon, weekday evenings (up to 6 hours per day) and weekend days (up to 7 hours per weekend day). This equates to a total demand for 391 sq metres of water. (Again, for context, a 25m x 4 lane pool is 250 sq metres of water).

3.4 The percentage of the population without access to a car is recorded under the demand heading. This finding is important because it influences travel patterns to swimming pools. If there is a low percentage, it means there is likely to be a higher percentage of visits to pools by car, the drive time catchment is 20 minutes travel time.

3.5 If there is a high percentage of residents without access to a car, and who either walk or use public transport to access a pool, then a network of local swimming pool sites becomes more important. The public transport catchment area for pools is also 20 minutes travel time, and for walking, it is 20 minutes/1 mile.

3.6 In Rutland County 11,8% of the resident population do not have access to a car, based on the 2011 Census. Rutland has the second lowest percentage of population without access to a car, after Harborough with 10.8% of its population do not have access to a car. The East Midlands Region average is 21.3% and for England wide 24.9% of the population do not have access to a car.

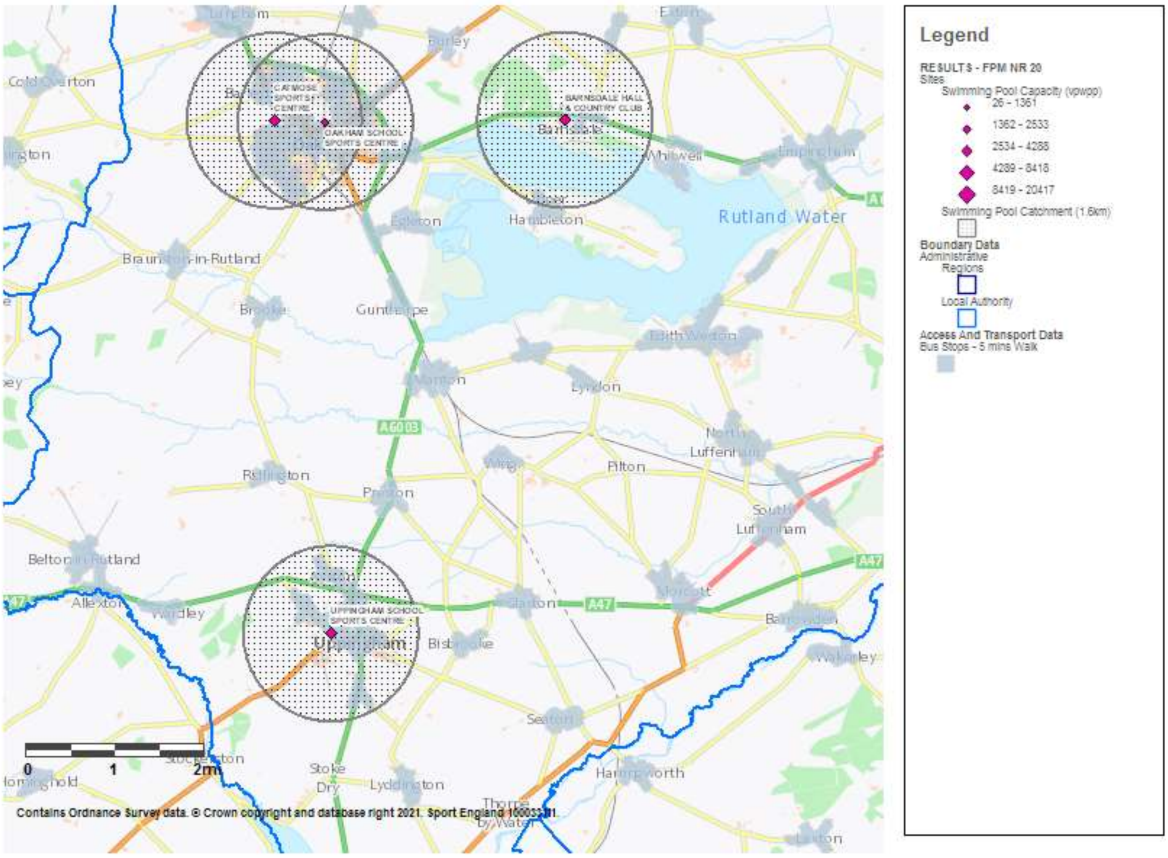
3.7 The findings for Rutland County are that 81% of all visits to pools are by car, with 16% of visits by walking and 3% of visits by public transport (all rounded and actuals in the satisfied demand table). So, the majority of visits to pools are by car, but with 19%, or just below one in five visits to a swimming pool, by a combination of walking and public transport. For these residents, a network of local accessible pools is important to provide opportunities to swim and encourage swimming participation.

3.8 To gain some understanding of how accessible the pools are by public transport, Map 3.1 below shows the location of the swimming pool sites (purple diamonds) and the area of the authority that is within 5 minutes of a bus stop (grey areas).

3.9 Given the very rural nature of Rutland and with two main settlements in Oakham and Uppingham, it is not a surprise to find there are limited land areas within the bus travel catchment. Quite likely the reason why only 3% of al visits to swimming pools are by public transport.

3.10 As the map shows, there is quite a large area of Oakham that is within 5 minutes' walk of a bus stop and the pool locations are within this area. In Uppingham the land area is a lot less, the pool site is within this bus catchment area.

**Map 3.1: Swimming pool locations and areas of Rutland County within 0 – 5 minutes' walk of a bus stop**




Sport England assumes no responsibility for the completeness, accuracy and currency of the information contained on this map/report. This information is taken from the Active Places Power website and its terms and conditions apply.
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SPORT ENGLAND

## 4. Supply & Demand Balance

| Supply/Demand Balance | Rutland UA | Corby | East Northamptonshire | Harborough | Melton | Peterborough UA | South Kesteven |
|---|---|---|---|---|---|---|---|
| Supply - Swimming pool provision (sqm) based on hours available for community use | 646 | 1,035 | 1,045 | 830 | 805 | 1,870 | 1,942 |
| Demand - Swimming pool provision (sq m of water) considering a 'comfort' factor | 391 | 784 | 983 | 953 | 517 | 2,186 | 1,450 |
| Provision available compared to the minimum required to meet demand | 255 | 251 | 62 | -123 | 288 | -316 | 492 |

4.1 **Definition of supply and demand balance** – supply and demand balance compares the total demand for swimming in Rutland County with the total supply in Rutland County. It therefore represents an assumption that ALL the demand for swimming is met by ALL the supply in Rutland (Note: it does exactly the same for the other authorities).

4.2 In short, supply and demand balance is NOT based on where the venues are located and their catchment area extending into other authorities. Nor the catchment areas of pools in neighbouring authorities extending into Rutland.

4.3 The more detailed modelling based on the CATCHMENT AREAS of pools is set out under Satisfied Demand, Unmet Demand and Used Capacity. These findings reflect how much of the Rutland County demand for swimming can be met and the level of unmet demand.

4.4 The reason for presenting the supply and demand balance, is because some local authorities like to see how THEIR total supply of pools compares with THEIR total demand for pools. Supply and demand balance presents this comparison.

4.5 When looking at this closed assessment, the resident population of Rutland, generates a demand for 391 sq metres of water in the weekly peak period. This compares to the supply of 646 sq metres of water, available for community use at Catmose Sports Centre plus the hours in the weekly peak period available for community use at the two education swimming pool sites.

4.6 The Rutland supply of water space exceeds the Rutland demand by 255 sq metres of water. It is very important to emphases this is simply a COMPARISON of the Rutland supply with the Rutland demand. Subsequent sections will set out how ACCESSIBLE this water supply is based on where residents live and the location and catchment area of the swimming pools.

4.7 Just because supply is higher than demand across the County, it does NOT mean that (1) all the demand is being met, if (2) the pool sites have distinct and separate catchment areas.

4.8 Supply exceeds demand in four of the neighbouring local authorities and is highest in South Kesteven at 492 sq metres of water. Demand exceeds supply in the two other local authorities and is highest in Peterborough at 316 sq metres of water.

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## 5. Satisfied Demand - demand from Rutland County residents currently being met by supply

| Satisfied Demand | **Rutland UA** | Corby | East Northamptonshire | Harborough | Melton | Peterborough UA | South Kesteven |
|---|---|---|---|---|---|---|---|
| Total number of visits which are met | **2,254** | 4,268 | 5,552 | 5,292 | 2,803 | 11,732 | 7,778 |
| % of total demand satisfied | **95.60** | 90.40 | 93.70 | 92.20 | 90.10 | 89.10 | 89 |
| % of demand satisfied who travelled by car | **81** | 77.30 | 84 | 89.40 | 84.20 | 78.50 | 83.40 |
| % of demand satisfied who travelled by foot | **15.80** | 13.60 | 12.10 | 6.90 | 11.20 | 10.50 | 11.50 |
| % of demand satisfied who travelled by public transport | **3.20** | 9.10 | 3.90 | 3.60 | 4.70 | 11 | 5.10 |
| Demand Retained | **1,774** | 4,156 | 4,430 | 3,207 | 2,290 | 10,940 | 7,316 |
| Demand Retained -as a % of Satisfied Demand | **78.70** | 97.40 | 79.80 | 60.60 | 81.70 | 93.20 | 94.10 |
| Demand Exported | **480** | 111 | 1,122 | 2,085 | 513 | 792 | 462 |
| Demand Exported -as a % of Satisfied Demand | **21.30** | 2.60 | 20.20 | 39.40 | 18.30 | 6.80 | 5.90 |

5.1 **Definition of satisfied demand** – it represents the proportion of total demand that is met by the capacity at the swimming pools from residents who live within the car, walking or public transport catchment area of a swimming pool.

5.2 The **second key finding** is 95.6% of the total demand for swimming from Rutland County residents is satisfied/met. This is the level of total demand for swimming located inside the catchment area of a swimming pool, (pools located both inside and outside the County) and which have enough swimming pool capacity, to meet the Rutland County total demand for swimming.

5.3 Satisfied demand in the neighbouring local authorities also measures over 90% of total demand in five authorities. Satisfied demand is lowest but still at a very high level in Peterborough and South Kesteven where 89% of their residents' demand for swimming can be met.

**Retained demand.**

5.4 A sub-set of findings for satisfied demand, is how much of the Rutland satisfied demand for swimming is retained at the swimming pools sites located in the County. This assessment is based on Rutland residents using the nearest pool to where they live, and it is a swimming pool located in Rutland.

5.5 On this assumption some 78.7% of the total 95.6% of the Rutland demand for swimming which is met/satisfied, is retained within the County. The **third key finding** is that there is quite a close correlation between the Rutland swimming pool locations/catchment areas and the location of the Rutland demand for swimming pools.

5.6 Based on residents using the nearest pool to where they live, the nearest pool location for just under eight out of ten visits to a swimming pool by a Rutland resident, is to a pool located in the County. This is perhaps not a surprising finding, given the County has two main settlements and the pool sites are located in these settlements.

5.7 It is important to reiterate the model distributes demand based on residents using the nearest pool to where they live. Sport England research does support this modelling assumption. However, there are increasingly other factors which influence which pools residents chose to use.

5.8 These are the age of the swimming pool itself, which in Rutland is high with an average age for the three community use pool sites in 2021 of 33 years. Other factors influencing choice of pools for residents to swim at, are other facilities located on the same site, such as a gym or studio. Some residents may travel further to swim in a pool that provides a wider all round quality offer, rather than simply choosing to swim at the nearest pool to where they live.

**Exported demand.**

5.9 The residual of satisfied demand, after retained demand, is exported demand. The finding is that 21.3% of the Rutland County satisfied demand for swimming is met outside the County. Again, this is based on residents travelling to and using the nearest pool to where they live, and this time it is a pool located outside Rutland.

5.10 In terms of visits, the Rutland retained demand is 1.774 visits per week in the weekly peak period. Whilst the Rutland exported demand, is 480 visits in the weekly peak period.

5.11 The data does not identify how much of the Rutland demand goes to which authority or pool site, it just provides the total figure for exported demand. However, the nearest pool sites to the Rutland County boundary are located in Stamford and Corby. It is most likely most of the exported demand is going to these swimming pool sites.

5.12 The offer of a modern swimming pool site in Corby which provides for aqua aerobics, and an extensive swimming lessons programme maybe a draw for some Rutland residents. .

## 6. Unmet Demand - demand from Rutland residents not being met

| Unmet Demand | Rutland UA | Corby | East Northamptonshire | Harborough | Melton | Peterborough | South Kesteven |
|---|---|---|---|---|---|---|---|
| Total number of visits in the peak, not currently being met | **104** | 453 | 373 | 446 | 308 | 1,436 | 959 |
| Unmet demand as a % of total demand | **4.40** | 9.60 | 6.30 | 7.80 | 9.90 | 10.90 | 11 |
| Equivalent in water space sq m - with comfort factor | **17** | 75 | 62 | 73 | 50 | 239 | 160 |
| % of Unmet Demand due to ; | | | | | | | |
| Lack of Capacity - | **0.80** | 2 | 1 | 0.50 | 0 | 6.90 | 1.70 |
| Outside Catchment - | **99.20** | 98 | 99 | 99.50 | 100 | 93.10 | 98.30 |
| % Unmet demand who do not have access to a car | 62.60 | 86.50 | 71 | 61.50 | 52.90 | 84 | 61.40 |
| % of Unmet demand who have access to a car | 36.60 | 11.60 | 28.10 | 38 | 47.10 | 9.10 | 36.90 |

6.1 The **unmet demand definition** has two parts to it - demand for pools which cannot be met because (1) there is too much demand for any particular swimming pool within its catchment area; or (2) the demand is located outside the catchment area of any pool, it is then classified as unmet demand.

6.2 The **fourth key finding** is that the Rutland total unmet demand is 4.4% of total demand, and this equates to just 17 sq metres of water.

6.3 The **fifth key finding** is that virtually all of the unmet demand is locational and is outside the catchment area of a swimming pool at 99.2% of the total unmet demand with 0.8% from lack of swimming pool capacity. The total unmet demand from both sources is,104 visits per week in the weekly peak period. This compares with the demand inside catchment, and which is being met, of 2,254 visits per week in the weekly peak period.

6.4 The important point is not that unmet demand outside catchment exists, but the SCALE of the unmet demand. Plus, if this unmet demand is clustered enough in one location, to consider further pool provision, so as to improve accessibility for residents. This would require at least 160 sq metres of water (a 20m x 8m four lane pool) in one location.

6.5 The Rutland total unmet demand is only 104 sq metres of water and this is distributed in very low values across the County, there is no single cluster location of high unmet demand.

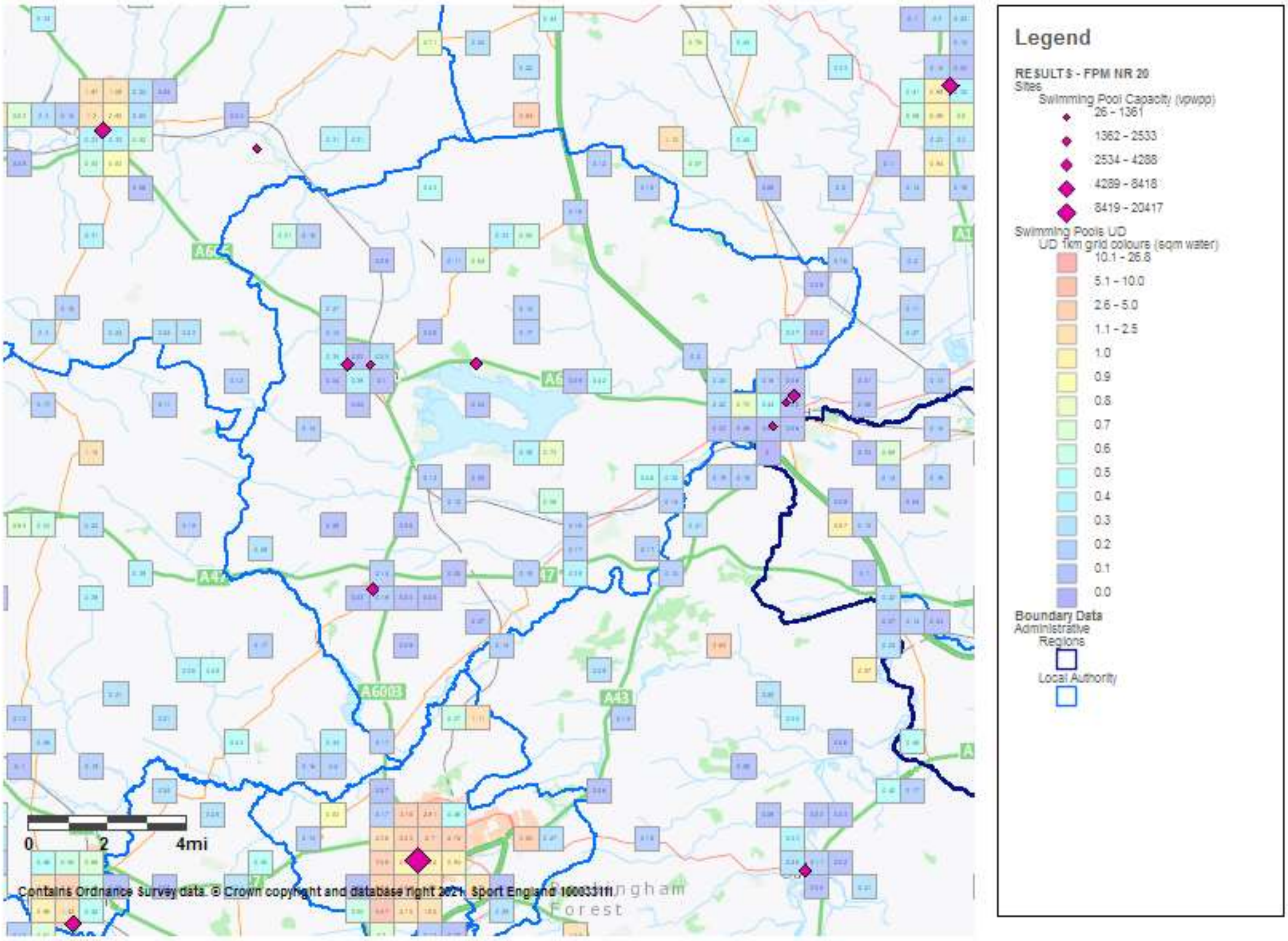
6.6 Map 6.1 overleaf shows the location and scale of the total unmet demand for swimming across Rutland. This is shown in more detail in Maps 6.2 for the Oakum and Uppingham areas in in Map 6.3 for the Rutland East area.

6.7 The unmet demand is set out in sq metres of water contained within one-kilometre grid square and the squares are colour coded. The blue to green squares have values between 0.1 – 0.7 sq metres of water, so very low values. The one yellow square in Edith Weston and the two squares in Colsterworth represent between 0.8 – 1 sq metres of water. Unmet demand is “highest” in the Oakham area where it totals between 2 – 3 sq metres of water.

**Map 6.1: Unmet Demand for Swimming Rutland County**

## Facilities Planning Model - National Runs - Swimming Pools 2020 Unmet Demand

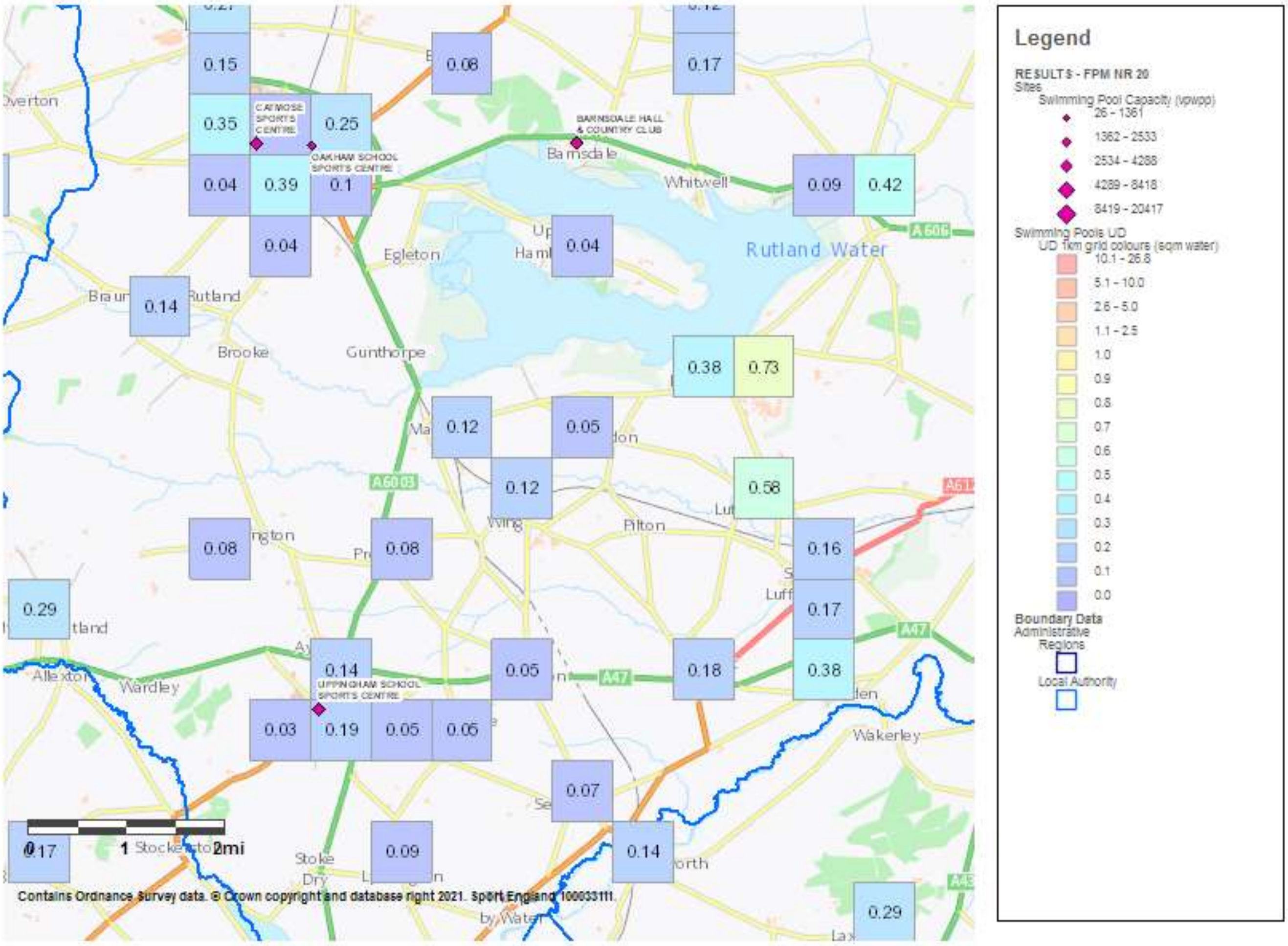
Unmet Demand expressed as square metres of water (round to two decimal places). Data outputs shown thematically (colours) at either output area level or aggregated at 1km square (figure labels).



**Map 6.2: Unmet Demand for Swimming Oakham and Uppingham**

# Facilities Planning Model - National Runs - Swimming Pools 2020 Unmet Demand

Unmet Demand expressed as square metres of water (round to two decimal places). Data outputs shown thematically (colours) at either output area level or aggregated at 1km square (figure labels).

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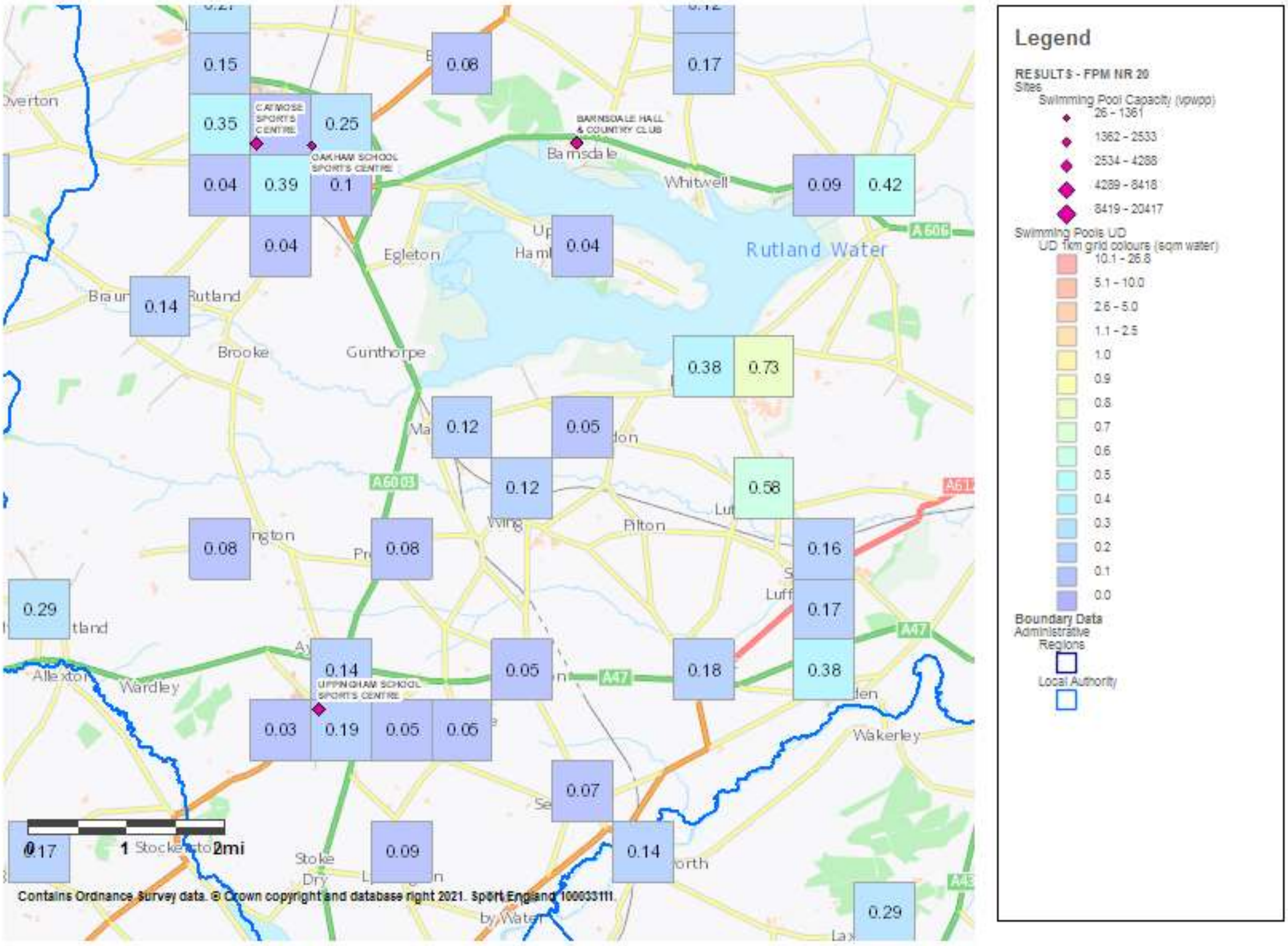
**Map 6.3: Unmet Demand for Swimming Rutland East**

# Facilities Planning Model - National Runs - Swimming Pools 2020 Unmet Demand

Unmet Demand expressed as square metres of water (round to two decimal places). Data outputs shown thematically (colours) at either output area level or aggregated at 1km square (figure labels).

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## 7.Used Capacity - How well used are the swimming pools?

| Used Capacity | Rutland UA | Corby | East Northamptonshire | Harborough | Melton | Peterborough | South Kesteven |
|---|---|---|---|---|---|---|---|
| Total number of visits used of current capacity | **2,040** | 5,139 | 5,393 | 4,188 | 2,586 | 12,389 | 8,800 |
| % of overall capacity of pools used | **30.10** | 57.20 | 59.50 | 58.20 | 37 | 76.40 | 52.30 |
| Visits Imported; | | | | | | | |
| Number of visits imported | **266** | 983 | 963 | 981 | 296 | 1,449 | 1,484 |
| As a % of used capacity | **13** | 19.10 | 17.90 | 23.40 | 11.40 | 11.70 | 16.90 |

7.1 **Definition of used capacity** - is a measure of usage and throughput at swimming pools and estimates how well used/how full facilities are. The facilities planning model is designed to include a ‘comfort factor’, beyond which the venues are too full. The pool itself becomes too busy to be able to swim comfortably, plus the changing and circulation areas become too crowded. Sport England set 70% of capacity is used in the weekly peak period is a busy pool, and the swimming pool and the pool site is operating at an uncomfortable level above that percentage.

7.2 The **sixth key finding** is the estimated used capacity of the swimming pools as a Rutland County average, is 30.1% of pool capacity used in the weekly peak period.

7.3 The findings on used capacity can be explained by some of the earlier findings, namely, the resident population of Rutland generates a demand for 391 sq metres of water in the weekly peak period. This compares to the supply of 646 sq metres of water, available for community use at Catmose Sports Centre and the limited hours available for community use at the two education swimming pool sites.

7.4 It has to be emphasized that EFFECTIVELY the Catmose Sports Centre swimming pool is the only pool site which is providing for the vast majority of the community use.

7.5 Virtually all of the Rutland County unmet demand for swimming pools is locational – demand located outside the catchment area of a swimming pool at 99.2% of the total unmet demand with just 0.8% from lack of swimming pool capacity. (Section 6 unmet demand). The total unmet demand from both sources is 104 visits per week in the weekly peak period. This compares with the demand inside catchment, and which is being met, of 2,254 visits per week in the weekly peak period.

7.6 The findings on used capacity for each individual swimming pool site do vary from the County wide average, and these are set out in Table 7.1.

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**Table 7.1: Used Capacity of the Rutland County swimming pool sites.**

| Name of Facility | Type | Dimensions | Area | Site Year Built | Site Year Refurbished | Hours in Peak Period | Total Hours Available | Site Capacity – visits per week peak period | % of Capacity Used |
|---|---|---|---|---|---|---|---|---|---|
| CATMOSE SPORTS CENTRE | Main/General | 25 x 10 | 250 | 1981 | 2007 | 52.5 | 99.5 | 2188 | 36 |
| OAKHAM SCHOOL SPORTS CENTRE | Main/General | 25 x 10 | 250 | 1972 | 2005 | 11.5 | 28 | 479 | 43 |
| UPPINGHAM SCHOOL SPORTS CENTRE | Main/General | 25 x 15 | 375 | 2010 | | 11 | 21 | 458 | 32 |

(Note: the hours for the school swimming pool sites are the hours available in term time for community use)

7.7 The reasons why the findings for each individual swimming pool site vary from the County wide average are several.

- **Firstly** – the amount of demand located in the catchment area of any swimming pool will vary. The swimming pools are located in two settlements Oakham and Uppingham, and in effect the catchment areas do not overlap.

- The Oakham School Sports Centre has an estimated used capacity of 43% for the hours it is available for community use and the Catmose Sports Centre 36%. This may appear as a stark and surprising finding but see the second point below for more detailed explanation.

- Uppingham retains the demand for swimming pool in the Uppingham area and its catchment area does not overlap the Oakham pool sites. So the Uppingham demand is not shared with other pool sites and the estimated used capacity of the pool for the 11 hours it is it is available for community use is 36% of its capacity.

- There is possibly some export from the south of the County to the very large and modern Corby international swimming pool site because it will provide for swimming activities not available at the Uppingham swimming pool site, for example (1) learn to swim programmes in a dedicated teaching/learner pool. The Uppingham school site does not have a teaching/learning pool and does not provide for learn to swim in the main pool. (2) The Corby pool site is a public leisure centre site and will have full availability for community use at all times. This can take place in a 50m swimming pool with a movable floor and the pool can be sub divided to provide for different activities at the same time. This wide programme of availability and flexibility of use maybe a draw to some Rutland residents. That said the total exported demand for swimming from Rutland County is 480 visits per week in the weekly peak period and the Rutland County demand for swimming retained t the County swimming pool sis 1,774 visits per week in the same weekly peak period.

- **Secondly** – and the **seventh key finding and which is the most important** is to consider the number of hours a pool site is available for community use when looking at the estimated used capacity and not consider the percentage figure in isolation. The Catmose Sports Centre is a dual use site and is available for 52.5 hours a week in the weekly peak period. It has a weekly capacity of 2,188 visits per week in the weekly peak period.

- The findings for the Catmose Sports Centre contrast very strongly with the findings for the school swimming pool sites. Oakham School Sports Centre swimming pool is available for 11.5 hours per week in the weekly peak period and has a capacity of 479 visits. The Uppingham School swimming pool site is available for 11 hours per week for community use and has a capacity of 458 visits in the weekly peak period.

- So whilst the Catmose Sports Centre has a lower estimated used capacity than the school swimming pool sites it can accommodate a much much higher level of usage because of the hours it is available.

- Also the Catmose Sports Centre swimming pool will provide for ALL swimming activities of learn to swim; casual recreational swimming; lane and aqua aerobics fitness swimming activities; and swimming development through clubs. Whereas the education pool sites are only available for hire for organised use by swimming clubs or community groups at Oakham and through taking out a membership at Uppingham School, neither pool site is available for public recreational swimming.

- Overall there is a much higher level and much wider programme of use at the Catmose Sports Centre than at the education pool site. <u>To repeat, it is important to consider the number of hours a pool site is available for community use when looking at the estimated used capacity.</u>

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## 8 Local Share - Equity Share of facilities

| Local Share | **Rutland UA** | Corby | East Northamptonshire | Harborough | Melton | Peterborough UA | South Kesteven |
|---|---|---|---|---|---|---|---|
| Local Share: <1 capacity less than demand, 1> capacity greater than demand | **2.30** | 1.60 | 1.30 | 1.30 | 1.40 | 0.80 | 1.30 |

8.1 **Local share** has quite a complicated **definition** - it helps to show which areas have a better or worse share of facility provision. It considers the size and availability of facilities as well as travel modes.

8.2 Local share is the available capacity that can be reached in an area divided by the demand for that capacity in the area. A value of 1 means that the level of supply just matches demand, while a value of less than 1 indicates a shortage of supply, and a value greater than 1 indicates a surplus.

8.3 Local share is useful at looking at 'equity' of provision and to show how access and share of swimming pools differs across the County, based on population and the swimming pool supply. The intervention is to identify the areas where residents have the least share to the supply of swimming pools and to then consider how their access can be increased to the supply.

8.4 Rutland County has a local share of 2.3 and so supply is greater than demand in terms of share of access to pools – <u>as a County wide average.</u>

8.5 Local share does vary across Rutland and its distribution is set out in Map 8.1 for the County, with Map 7.2 setting out the same information in more detail for the Oakham area and Map 7.3 for the Uppingham area. Areas with the three shades of blue have values ranging from 1.80 - 2, then 2 – 2.5 and 2.5 – 5 and areas with the green squares (to the east of the authority to the boundary with South Kesteven) have values of 1.6 – 1.8.

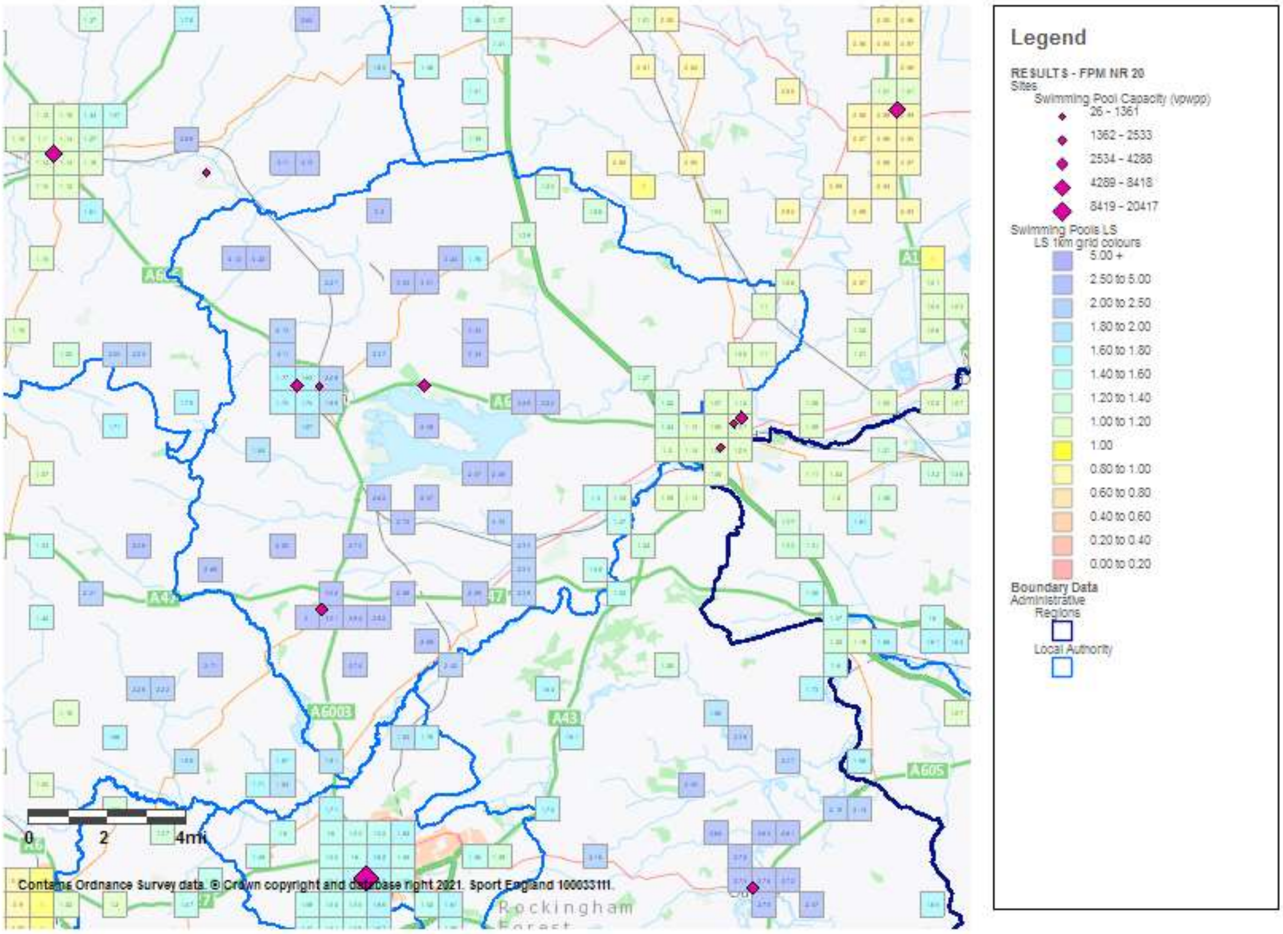
8.6 Local share is highest in the Exton and Cottesmore areas, with values of between 3 – 3.5. There are no pool sites located in these areas, but they share access to the Oakham pool sites. It is likely population density is lower in these areas than in Oakham itself, so more share of supply to swimming pools for residents in these two areas.

8.7 Local share is lowest but still with values of 1.75 – 1.80 in Oakham itself and this is because of the opposite reasons, higher population density and more demand, so local share is lower.

**Map 8.1: Local Share of Swimming Pools Rutland County**

## Facilities Planning Model - National Runs - Swimming Pools 2020 Local Share

Share of water divided by demand. Data outputs shown thematically (colours) and aggregated at 1km square (figure labels). Local Share Values: 1 – Supply equals Demand, 2 – Supply is double Demand, 0.5 – Supply is half Demand.

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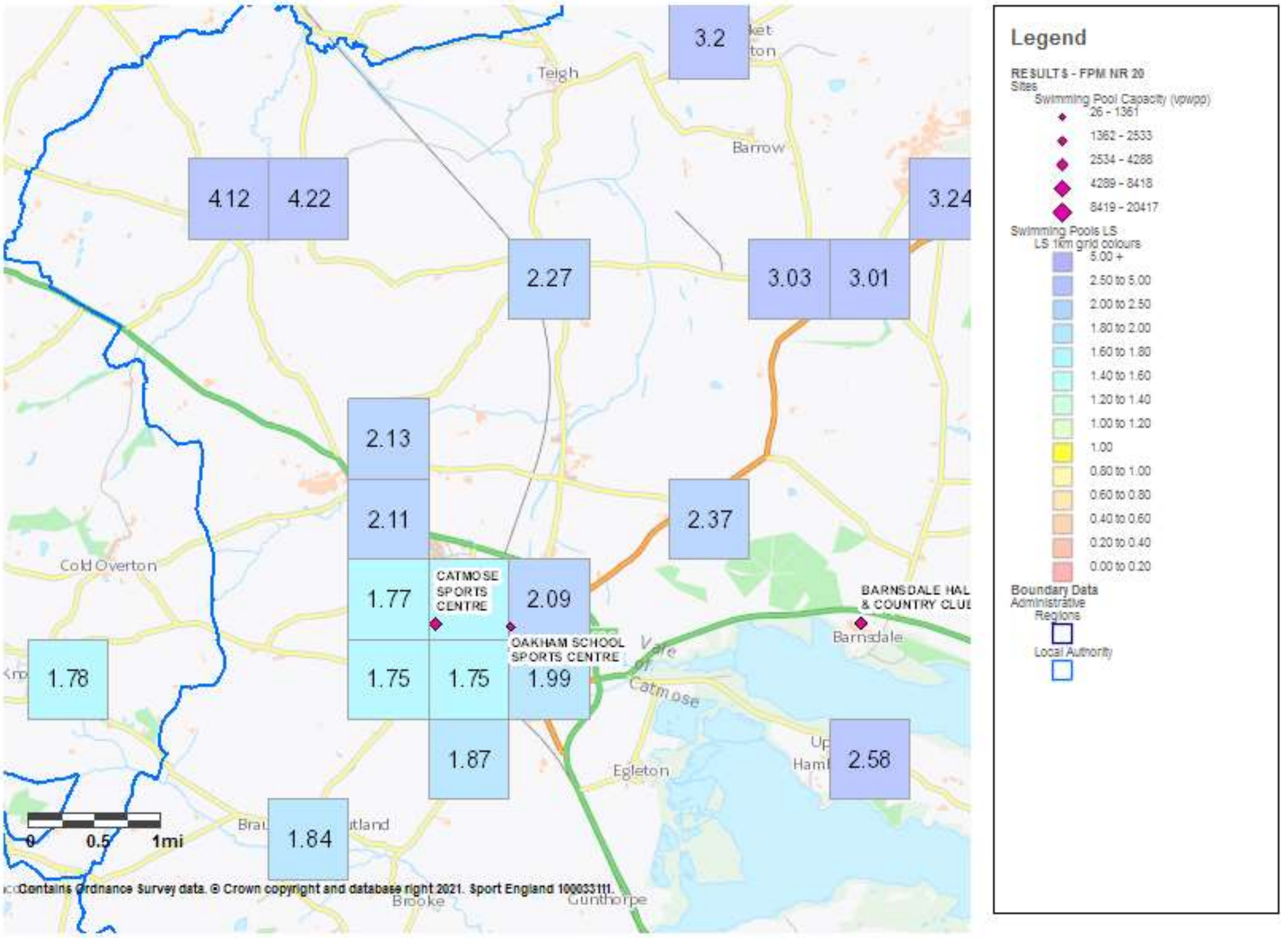
**Map 8.2: Local Share of Swimming Pools Oakham Area**

## Facilities Planning Model - National Runs - Swimming Pools 2020 Local Share

Share of water divided by demand. Data outputs shown thematically (colours) and aggregated at 1km square (figure labels). Local Share Values: 1 – Supply equals Demand, 2 – Supply is double Demand, 0.5 – Supply is half Demand.



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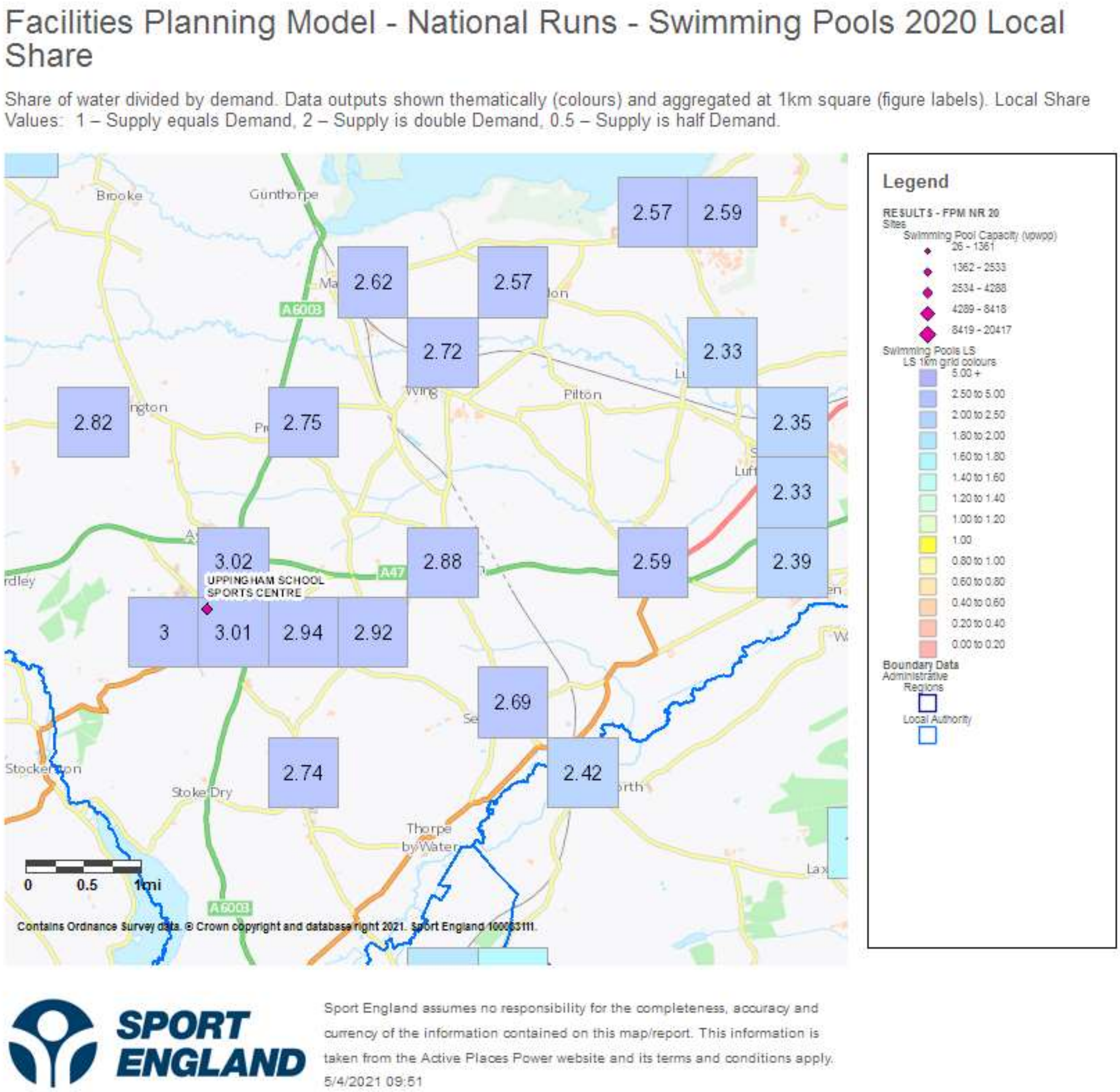
**Map 8.3: Local Share of Swimming Pools Uppingham Area**




8.8 This ends the report of findings under each of the seven assessment headings. The strategic overview of key findings is set out next.

## 9. Summary Report

### Report Context

9.1 Rutland County Council is undertaking a review of swimming pool provision across the County. As part of this work, the Council has commissioned a Sport England facility planning model (fpm) National Run report, to provide an assessment and evidence base for swimming pool provision in 2021.

9.2 The overall aim of the fpm work is to assess the supply, demand, and access to swimming pools across the County Council area and its wider study area.

9.3 The evidence base will be applied by the Council in their strategic planning for swimming pool provision in the future. It will also inform their wider work on the development of a built sports and leisure facilities' strategy for the Rutland County area.

9.4 The main report sets out the detailed findings under seven assessment headings and includes a series of tables and maps, the tables also include the data for the neighbouring local authorities to Rutland County. A commentary is then provided on the findings under each heading. The main findings are numbered and highlighted in bold typeface.

9.5 This summary report sets out the strategic headline findings, provides a commentary on the findings for Catmose Sports Centre and sets out a way forward.

### Headline strategic key findings from the national run report

#### *Supply and demand for swimming pools*

9.6 Based on this one-year assessment, the demand for swimming pools from Rutland County residents can be met by the current supply of swimming pools in the County. Central to this assessment is retention of the Catmose Sports Centre, or provision of a public swimming pool site, located in Oakham. This is essential in maintaining the supply of a public swimming pool to meet Rutland County residents demand for swimming pools.

9.7 Furthermore, the Catmose Sports Centre swimming pool is the only swimming pool site which provides for all swimming activities of learn to swim, public recreational swimming, lane and fitness swimming activities and swimming development by clubs. It is accessible to all residents in the County for this full range of activities.

9.8 Access for community use at the education swimming pool sites at Oakham School and Uppingham School is determined by (1) the policy of each school on community use, (2) the hours they decide to make the pool available, (3) the type of use, which does not include recreational pay and swim use and (4) residents taking out a membership to be able to access the pool. Any of these factors can change at any time and Rutland County Council has no control of decisions made by the schools towards community use.

9.9 These factors underline the importance of Catmose Sports Centre swimming pool as the public swimming pool site, providing the widest accessibility for all residents and for all types of swimming activity. Whereas the two education swimming pool sites have a much more ,limited programme of use and hours of access for community use.

9.10 The bullet point findings supporting this strategic assessment are:

***Swimming pool supply***

- Catmose Sports Centre is dual use swimming pool site located at Catmose College in Oakham, it provides for community use and for use by Catmose College. The pool is a 25m x 10m 4 lane pool, opened in 1981 and was modernised in 2007.

- There are two education pool sites, Oakham School Sports Centre, also with a 25m x 10m 4 lane pool. It is the oldest swimming pool site in the County, having opened in 1972 and was modernised in 2005. The centre provides for use by Rutland County residents, through a membership system, and is also available for hire by swimming clubs and community groups.

- Uppingham School Sports Centre is the most recent and largest swimming pool site in the County. It has a 25m x 15m six lane pool and was opened in 2010. The centre also provides for use by Rutland County residents through a membership system and is also available for hire by swimming clubs and community groups.

- The fourth swimming pool site is located at Bairnsdale Hall and Country Club, it is the smallest swimming pool in the County with a 23m x 9m four lane pool, it opened in 1988 and was modernised in 2011. The pool site is included in the data but NOT included in the assessment because its use is predominantly by guests at the hotel not wider community use.

- The average age of the three swimming pool sites in 2021 available for community use is 33 years.

***Demand for swimming pools***

- The total population of Rutland County in 2021 is 40,386, based on the 2011 Census data at output area level with the 2018 mid-year estimates, modified by 2018-based Subnational Population Projections for Local Authorities.

- This population generates a total demand for swimming of 391 sq metres of water in the weekly peak period (weekday late afternoon, weekday evenings up to 6 hours per day and weekend days up to 7 hours per weekend day).

- The vast majority of demand is located within the two main settlements of Oakham and Uppingham. Most importantly the catchment area of the swimming pool sites do not overlap. The demand in Oakham is met/retained within Ockham and similarly for Uppingham. This means that should there not be a public swimming pool in Oakham then very little of the Oakham demand would transfer to Uppingham, even if Uppingham School extended the community use hours beyond the 11 hours it is available during term time.

- The drive time catchment area for swimming pools is up to 20 minutes. However as set out in Appendix 2 section 10, Sport England research has evidenced “a distance decay function"  in that participation in the 10 -20 minute drive time catchment is around 50% less of that in the 0 – 10 minutes' drive catchment. This helps explains why the Oakham and Uppingham towns are distinct locations for retention of their demand for swimming pools and one town does not substitute for the other.

***Satisfied demand for swimming pools***

- 95% (rounded) of the total demand for swimming from Rutland County residents is satisfied/met. This is the level of total demand for swimming located inside the catchment area of a swimming pool, this is pools within the County and pools outside the County which are accessible to Rutland County residents. It is a very high level of the total demand for swimming pools which can be met.

***Retained demand.***

- Based on Rutland residents swimming at the nearest pool to where they live, and it is a swimming pool located in Rutland, then 78.% of the total 95% of the Rutland demand for swimming which is met/satisfied, is retained within the County.

- There is a close correlation between the Rutland swimming pool locations/catchment areas and the location of the Rutland demand for swimming pools. The pools are located in the right places to meet demand.

***Unmet demand for swimming pools***

- Unmet demand has two parts to it - demand for pools which cannot be met because (1) there is too much demand for any particular swimming pool within its catchment area; or (2) the demand is located outside the catchment area of any pool, it is  then classified as unmet demand.

- The Rutland total unmet demand is 4.4% of total demand and equates to  17 sq metres of water. Virtually all of the unmet demand is locational, demand outside the catchment area of a swimming pool, at 99% of the total unmet demand.

***How full are the swimming pools and access to swimming pools?***

- The estimated used capacity of the swimming pools as a Rutland County average, is 30% of pool capacity used in the weekly peak period. Sport England has a benchmark of swimming pools being comfortably full at 70% of capacity used in the weekly peak period.

- **It is most important** is to consider the number of hours a pool site is available for community use when looking at the estimated used capacity and not consider the percentage figure in isolation.

- The Catmose Sports Centre is a dual use site and is available for 52.5 hours a week in the weekly peak period. It has a weekly capacity of 2,188 visits per week in the weekly peak period. The findings for the Catmose Sports Centre contrast very strongly with the findings for the school swimming pool sites.

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- Oakham School Sports Centre swimming pool is available for 11.5 hours per week in the weekly peak period and has a capacity of 479 visits. The Uppingham School swimming pool site is available for 11 hours per week for community use and has a capacity of 458 visits in the weekly peak period.

- The Catmose Sports Centre (1) can accommodate a much much higher level of usage because of the hours it is available and (2) the Catmose Sports Centre swimming pool will provide for ALL swimming activities of learn to swim; casual recreational swimming; lane and aqua aerobics fitness swimming activities; and swimming development through clubs.

- Whereas the education pool sites are only available for hire for organised use by swimming clubs or community groups. For residents to use the pools it requires them to take out a membership.

- Overall there is a much higher level and much wider programme of use at the Catmose Sports Centre than at the education pool sites. <u>To repeat, it is important to consider the number of hours a pool site is available for community use when looking at the used capacity.</u>

***Catmose Sports Centre***

9.1 As the strategic findings show, and what is also a consistent theme through each of the assessment headings, is that retention of Catmose Sports Centre, or a public swimming pool site located in Oakham is essential. A public swimming pool with full accessibility for all types of swimming activities is essential in meeting the demand for swimming pools identified in this Sport England assessment.

9.2 The Catmose Sports Centre swimming pool is the only public leisure centre swimming pool site, and it is located in the area of highest demand for swimming pools in Rutland County. These factors make it the most important swimming pool site in the County.

9.3 The singular importance of the Catmose Sports Centre swimming pool is underlined when considering the two education pool sites.

- Availability for community use at the education pool sites depends on the policy of each school towards community use, it is not under the direct control of the County Council. Should a school change/reduce the hours for community use, then this will create unmet demand. More importantly in Oakham, it will transfer some use, most likely swimming club or organised group use to the Catmose Centre, with this transferred demand wanting pool time, which is already allocated, most likely weekday winter evenings.

- As set out, the location and catchment area of the two education pool sites in Oakham and Uppingham means both sites retain demand for swimming pools in their areas and there is little cross over between the two towns. If (say) the Catmose Sports Centre pool is not available – long term – there would be some transfer of demand to the Oakham school site, but it is only available for 11.5 hours a week for community use. The Uppingham pool site is available for only 11 hours a week for community use. Combined this is less than 50% of the hours the Catmose Sports Centre is available for community use.

- Also as set out based on the catchment areas of the pool sites, there would be very little transfer of demand. Swimming participation for residents traveling in the 10 – 20 minute travel time catchment, is around 50% of what it is in the 0 – 10 minutes (Appendix 2 section 10). So even if the Uppingham School pool had more hours available for community use this would have very limited impact in meeting demand located in Oakham.

***Way forward and some observations***

9.4 This assessment is based on this one-year review of the supply demand and access to swimming pools. It has to be placed in a longer-term context of the projected changes in the Rutland County population, plus the scale and location of residential development over the Council's strategy period.

9.5 This will change the future demand for swimming pools and its location. If the major residential growth is located in the Oakham area, this will increase demand for swimming pools, further increasing the importance for retention of a public swimming pool in the town.

9.6 The findings are that all the sites in Rutland are single swimming pool sites with a main tank. There is no swimming pool site which has a dedicated teaching/learner pool and this maybe limiting the scope and demand for learn to swim programmes and for developing confidence in water. This type of activity is a main stay of the business case for swimming pool provision.

9.7 It is possible to undertake a Sport England local swimming pool assessment and develop a bespoke evidence base for the future supply, demand, and access to swimming pools. This would include the projected population change over the Council's strategy period, plus the location and scale of the residential development identified in the Local Plan. So, ensuring the growth is assessed and based on the scale and location of the residential development.

9.8 It could also include options to change the swimming pool supply, with retention of existing pools sites, plus including the option to add a pool. Or changes in pool site locations with the same scale or a different scale of pools and pool configurations. In effect, an evaluation of the findings from different options and which option best meets the future demand for swimming pools?

9.9 Such an evidence base will provide a long-term assessment of the supply, demand, and access to swimming pools to underpin the Council's long-term strategy. It will also inform the business case for change, with an assessment of the future projected throughput based on the options modelled.

9.10 The evidence base can also be applied to support developer contributions for the demand generated by new residential development.

9.11 Finally, a reference to swimming and swimming pools - they offer more scope than any other indoor sports facility type, to contribute to an active and healthy lifestyle by residents. They are the only facility type which provides for participation by all age groups and from cradle to grave. Also, swimming is one of the few indoor activities where female participation is higher than male participation and it is also a family-based activity.

9.12 This concludes the strategic overview of key findings from the Rutland County facilities planning model assessment of swimming pools provision.

***The facilities planning model.***

9.13 The fpm study is a quantitative, accessibility and spatial assessment of the supply, demand, and access to sports halls. The fpm study provides a hard evidence base that can inform consultations, so as to then provide a rounded evidence base.

## Appendix 1: Swimming pools included and excluded in the assessment.

### Swimming Pools Included.

Facilities are included on the basis there are at least a 20m x 8m four lane swimming pool (160 sq metres of water). Plus they have access for community use, either as public leisure centre swimming pools or through open membership of other pool ownerships.

| Name of Facility | Type | Dimensions | Area | Site Year Built | Site Year Refurbished |
|---|---|---|---|---|---|
| BARNSDALE HALL & COUNTRY CLUB (1) | Main/General | 23 x 9 | 203 | 1988 | 2011 |
| CATMOSE SPORTS CENTRE | Main/General | 25 x 10 | 250 | 1981 | 2007 |
| OAKHAM SCHOOL SPORTS CENTRE | Main/General | 25 x 10 | 250 | 1972 | 2005 |
| UPPINGHAM SCHOOL SPORTS CENTRE | Main/General | 25 x 15 | 375 | 2010 | |

(1) The Barnsdale Hall and Country Club Pool site is listed in the supply data, but it is not included in the assessment because it does not provide for recreational community use.

### Swimming Pools Excluded

The audit excludes facilities for one or more of the following reason: private use; too small (below 160 sq metres of water); outdoors and only provide for seasonal use. The following facilities were deemed to fall under one or more of these categories and therefore excluded from the modelling.

| Site Name | Facility Sub Type | Reason for Exclusion |
|---|---|---|
| HAMBLETON HALL | Lido | Private use and seasonal |

## Appendix 2 Facilities Planning Model – model description, inclusion criteria and model pareometers

Included within this appendix are the following:

- Model description
- Facility Inclusion Criteria

- Model Parameters

**Model Description**

1. **Background**

The Facilities Planning Model (FPM) is a computer-based supply/demand model, which has been developed by Edinburgh University in conjunction with **sport**scotland and Sport England since the 1980s.

The model is a tool to help to assess the strategic provision of community sports facilities in an area. It is currently applicable for use in assessing the provision of sports halls, swimming pools, indoor bowls centres and artificial grass pitches.

2. **Use of FPM**

Sport England uses the FPM as one of its principal tools in helping to assess the strategic need for certain community sports facilities. The FPM has been developed as a means of:

- assessing requirements for different types of community sports facilities on a local, regional, or national scale.
- helping local authorities to determine an adequate level of sports facility provision to meet their local needs.
- helping to identify strategic gaps in the provision of sports facilities; and
- comparing alternative options for planned provision, taking account of changes in demand and supply. This includes testing the impact of opening, relocating, and closing facilities, and the likely impact of population changes on the needs for sports facilities.

Its current use is limited to those sports' facility types for which Sport England holds substantial demand data, i.e. swimming pools, sports halls, indoor bowls, and artificial grass pitches.

The FPM has been used in the assessment of Lottery funding bids for community facilities, and as a principal planning tool to assist local authorities in planning for the provision of community sports facilities.

3. **How the model works**

In its simplest form, the model seeks to assess whether the capacity of existing facilities for a particular sport is capable of meeting local demand for that sport, considering how far people are prepared to travel to such a facility.

In order to do this, the model compares the number of facilities (supply) within an area, against the demand for that facility (demand) that the local population will produce, similar to other social gravity models.

To do this, the FPM works by converting both demand (in terms of people), and supply (facilities), into a single comparable unit. This unit is ‘visits per week in the peak period’ (VPWPP). Once converted, demand and supply can be compared.

The FPM uses a set of parameters to define how facilities are used and by whom. These parameters are primarily derived from a combination of data including actual user surveys from a range of sites across the country in areas of good supply, together with participation survey data. These surveys provide core information on the profile of users, such as, the age and gender of users, how often they visit, the distance travelled, duration of stay, and on the facilities themselves, such as, programming, peak times of use, and capacity of facilities.

This survey information is combined with other sources of data to provide a set of model parameters for each facility type. The original core user data for halls and pools comes from the National Halls and Pools survey undertaken in 1996. This data formed the basis for the National Benchmarking Service (NBS). For AGPs, the core data used comes from the user survey of AGPs carried out in 2005/6 jointly with **sport**scotland.

User survey data from the NBS and other appropriate sources are used to update the model’s parameters on a regular basis. The parameters are set out at the end of the document, and the range of the main source data used by the model includes:

- National Halls & Pools survey data –Sport England
- Benchmarking Service User Survey data –Sport England
- UK 2000 Time Use Survey – ONS
- General Household Survey – ONS
- Scottish Omnibus Surveys – **sport**scotland
- Active Lives Survey - Sport England
- STP User Survey - Sport England & **sport**scotland
- Football participation - The FA
- Young People & Sport in England – Sport England
- Hockey Fixture data - Fixtures Live

## 4. Calculating Demand

This is calculated by applying the user information from the parameters, as referred to above, to the population[1]. This produces the number of visits for that facility that will be demanded by the population.

[1] For example, it is estimated that 7.72% of 16-24 year old males will demand to use an AGP, 1.67 times a week. This calculation is done separately for the 12 age/gender groupings.

Depending on the age and gender make-up of the population, this will affect the number of visits an area will generate. In order to reflect the different population make-up of the country, the FPM calculates demand based on the smallest census groupings. These are Output Areas (OA)[2].

The use of OAs in the calculation of demand ensures that the FPM is able to reflect and portray differences in demand in areas at the most sensitive level based on available census information. Each OA used is given a demand value in VPWPP by the FPM.

5. **Calculating Supply Capacity**

A facility's capacity varies depending on its size (i.e. size of pool, hall, pitch number), and how many hours the facility is available for use by the community.

The FPM calculates a facility's capacity by applying each of the capacity factors taken from the model parameters, such as the assumptions made as to how many 'visits' can be accommodated by the particular facility at any one time. Each facility is then given a capacity figure in VPWPP. (See parameters in Section C).

Based on travel time information[3] taken from the user survey, the FPM then calculates how much demand would be met by the particular facility having regard to its capacity and how much demand is within the facility's catchment. The FPM includes an important feature of spatial interaction. This feature takes account of the location and capacity of all the facilities, having regard to their location and the size of demand and assesses whether the facilities are in the right place to meet the demand.

It is important to note that the FPM does not simply add up the total demand within an area and compare that to the total supply within the same area. This approach would not take account of the spatial aspect of supply against demand in a particular area. For example, if an area had a total demand for 5 facilities, and there were currently 6 facilities within the area, it would be too simplistic to conclude that there was an oversupply of 1 facility, as this approach would not take account of whether the 5 facilities are in the correct location for local people to use them within that area. It might be that all the facilities were in one part of the borough, leaving other areas under provided. An assessment of this kind would not reflect the true picture of provision. The FPM is able to assess supply and demand within an area based on the needs of the population within that area.

In making calculations as to supply and demand, visits made to sports facilities are not artificially restricted or calculated by reference to administrative boundaries, such as local authority areas. Users are generally expected to use their closest facility. The FPM reflects

2 Census Output Areas (OA) are the smallest grouping of census population data, and provides the population information on which the FPM's demand parameters are applied. A demand figure can then be calculated for each OA based on the population profile. There are over 171,300 OAs in England. An OA has a target value of 125 households per OA.

3 To reflect the fact that as distance to a facility increases, fewer visits are made, the FPM uses a travel time distance decay curve, where the majority of users travel up to 20 minutes. The FPM also takes account of the road network when calculating travel times. Car ownership levels, taken from Census data, are also taken into account when calculating how people will travel to facilities.

this through analysing the location of demand against the location of facilities, allowing for cross boundary movement of visits. For example, if a facility is on the boundary of a local authority, users will generally be expected to come from the population living close to the facility, but who may be in an adjoining authority.

6. **Calculating the capacity of Sports Halls – Hall Space in Courts(HSC)**

The capacity of sports halls is calculated in the same way as described above with each sports hall site having a capacity in VPWPP. In order for this capacity to be meaningful, these visits are converted into the equivalent of main hall courts and referred to as 'Hall Space in Courts' (HSC). This "court" figure is often mistakenly read as being the same as the number of 'marked courts' at the sports halls that are in the Active Places data, but it is not the same. There will usually be a difference between this figure and the number of 'marked courts' that is in Active Places.

The reason for this, is that the HSC is the 'court' equivalent of the all the main and ancillary halls capacities, this is calculated based on hall size (area), and whether it is the main hall, or a secondary (ancillary) hall. This gives a more accurate reflection of the overall capacity of the halls than simply using the 'marked court' figure. This is due to two reasons:

In calculating capacity of halls, the model uses a different 'At-One-Time' (AOT) parameter for main halls and for ancillary halls. Ancillary halls have a great AOT capacity than main halls - see below. Marked Courts can sometimes not properly reflect the size of the actual main hall. For example, a hall may be marked out with 4 courts, when it has space for 5 courts. As the model uses the 'courts' as a unit of size, it is important that the hall's capacity is included as a 5 'court unit' rather than a 4 'court unit'.

The model calculates the capacity of the sports hall as 'visits per week in the peak period' (VPWPP), it then uses this unit of capacity to compare with the demand, which is also calculated as VPWPP. It is often difficult to visualise how much hall space is when expressed as VPWPP. To make things more meaningful this capacity in VPWPP is converted back into 'main hall court equivalents' and is called in the output table 'Hall Space in Courts'.

7. **Facility Attractiveness – for halls and pools only**

Not all facilities are the same and users will find certain facilities more attractive to use than others. The model attempts to reflect this by introducing an attractiveness weighting factor, which effects the way visits are distributed between facilities. Attractiveness, however, is very subjective. Currently weightings are only used for hall and pool modelling, with a similar approach for AGPs is being developed.

Attractiveness weightings are based on the following:

Age/refurbishment weighting – pools & halls - the older a facility is, the less attractive it will be to users. It is recognised that this is a general assumption and that there may be examples where older facilities are more attractive than newly built ones due to excellent local management, programming, and sports development.  Additionally, the date of any significant refurbishment is also included within the weighting factor; however, the attractiveness is set lower than a new build of the same year. It is assumed that a refurbishment that is older than 20 years will have a minimal impact on the facilities attractiveness.  The information on year built/refurbished is taken from Active Places.  A graduated curve is used to allocate the attractiveness weighting by year.  This curve levels off at around 1920 with a 20% weighting.  The refurbishment weighting is slightly lower than the new built year equivalent.

Management & ownership weighting – halls only - due to the large number of halls being provided by the education sector, an assumption is made that in general, these halls will not provide as balanced a program than halls run by LAs, trusts, etc., with school halls more likely to be used by teams and groups through block booking.  A less balanced programme is assumed to be less attractive to a general, pay & play user, than a standard local authority leisure centre sports hall, with a wider range of activities on offer.

To reflect this, two weightings curves are used for education and non-education halls, a high weighted curve, and a lower weighted curve.

High weighted curve - includes non-education management - better balanced programme, more attractive.

Lower weighted curve - includes Educational owned & managed halls, less attractive.

Commercial facilities – halls and pools - whilst there are relatively few sports halls provided by the commercial sector, an additional weighing factor is incorporated within the model to reflect the cost element often associated with commercial facilities.  For each population output area the Indices of Multiple Deprivation (IMD) score is used to limit whether people will use commercial facilities.  The assumption is that the higher the IMD score (less affluence) the less likely the population of the OA would choose to go to a commercial facility.

8. **Comfort Factor – halls and pools**

As part of the modelling process, each facility is given a maximum number of visits it can accommodate, based on its size, the number of hours it is available for community use and the ‘at one time capacity’ figure ( pools =1 user /6m2 , halls = 6 users /court).  This is giving each facility a “theoretical capacity”.

If the facilities were full to their theoretical capacity, then there would simply not be the space to undertake the activity comfortably. In addition, there is a need to take account of a range of activities taking place which have different numbers of users, for example, aqua aerobics will have significantly more participants, than lane swimming sessions. Additionally, there may be times and sessions that, whilst being within the peak period, are less busy and so will have fewer users.

To account of these factors the notion of a 'comfort factor' is applied within the model. For swimming pools 70%, and for sports halls 80%, of its theoretical capacity is considered as being the limit where the facility starts to become uncomfortably busy. (Currently, the comfort factor is NOT applied to AGPs due to the fact they are predominantly used by teams, which have a set number of players and so the notion of having 'less busy' pitch is not applicable.)

The comfort factor is used in two ways.

- Utilised Capacity - How well used is a facility? 'Utilised capacity' figures for facilities are often seen as being very low, 50-60%, however, this needs to be put into context with 70-80% comfort factor levels for pools and halls. The closer utilised capacity gets to the comfort factor level, the busier the facilities are becoming. You should not aim to have facilities operating at 100% of their theoretical capacity, as this would mean that every session throughout the peak period would be being used to its maximum capacity. This would be both unrealistic in operational terms and unattractive to users.

- Adequately meeting Unmet Demand – the comfort factor is also used to increase the number of facilities that are needed to comfortably meet the unmet demand. If this comfort factor is not added, then any facilities provided will be operating at its maximum theoretical capacity, which is not desirable as a set out above.

9. **Utilised Capacity (used capacity)**

Following on from Comfort Factor section, here is more guidance on Utilised Capacity.

Utilised capacity refers to how much of facilities theoretical capacity is being used. This can, at first, appear to be unrealistically low, with area figures being in the 50-60% region. Without any further explanation, it would appear that facilities are half empty. The key point is not to see a facilities theoretical maximum capacity (100%) as being an optimum position. This, in practise, would mean that a facility would need to be completely full every hour it was open in the peak period. This would be both unrealistic from an operational perspective and undesirable from a user's perspective, as the facility would completely full.

For example, a 25m, 4 lane pool has a theoretical capacity of 2260 per week, for 52 hour peak period.

As set out in the table below, usage of a pool will vary throughout the evening, with some sessions being busier than others though programming, such as, an aqua-aerobics session between 7-8pm, lane swimming between 8-9pm. Other sessions will be quieter, such as between 9-10pm. This pattern of use would give a total of 143 swims taking place. However, the pool's maximum theoretical capacity is 264 visits throughout the evening. In this instance the pool's utilised capacity for the evening would be 54%.

| | 4-5pm | 5-6pm | 6-7pm | 7-8pm | 8-9pm | 9-10pm | Total Visits for the evening |
|---|---|---|---|---|---|---|---|
| Theoretical max capacity | 44 | 44 | 44 | 44 | 44 | 44 | 264 |
| Actual Usage | 8 | 30 | 35 | 50 | 15 | 5 | 143 |

As a guide, 70% utilised capacity is used to indicate that pools are becoming busy, and 80% for sports halls. This should be seen only as a guide to help flag up when facilities are becoming busier, rather than a 'hard threshold'.

10. **Travel times Catchments**

The model uses travel times to define facility catchments in terms of driving and walking.

The Ordnance Survey (OS) Integrated Transport Network (ITN) for roads has been used to calculate the off-peak drive times between facilities and the population, observing one-way and turn restrictions which apply, and considering delays at junctions and car parking. Each street in the network is assigned a speed for car travel based on the attributes of the road, such as the width of the road, and geographical location of the road, for example the density of properties along the street. These travel times have been derived through national survey work, and so are based on actual travel patterns of users. The road speeds used for Inner & Outer London Boroughs have been further enhanced by data from the Department of Transport.

The walking catchment uses the OS Urban Path Network to calculate travel times along paths and roads, excluding motorways and trunk roads. A standard walking speed of 3 mph is used for all journeys.

The model includes three different modes of travel, by car, public transport & walking. Car access is also considered, in areas of lower access to a car, the model reduces the number of visits made by car and increases those made on foot.

Overall, surveys have shown that the majority of visits made to swimming pools, sports halls and AGPs are made by car, with a significant minority of visits to pools and sports halls being made on foot.

| Facility | Car | Walking | Public transport |
|---|---|---|---|
| Swimming Pool | 73% | 18% | 9% |
| Sports Hall | 75% | 16% | 9% |

| | | | |
|---|---|---|---|
| AGP | | | |
| Combined | 83% | 14% | 3% |
| Football | 79% | 17% | 3% |
| Hockey | 96% | 2% | 2% |

The model includes a distance decay function; where the further a user is from a facility, the less likely they will travel. Set out below is the survey data with the % of visits made within each of the travel times, which shows that almost 90% of all visits, both car borne or walking, are made within 20 minutes. Hence, 20 minutes is often used as a rule of thumb for catchments for sports halls and pools.

| | Sport halls | | Swimming Pools | |
|---|---|---|---|---|
| Minutes | Car | Walk | Car | Walk |
| 0-10 | 62% | 61% | 58% | 57% |
| 10-20 | 29% | 26% | 32% | 31% |
| 20 -40 | 8% | 11% | 9% | 11% |

For AGPs, there is a similar pattern to halls and pools, with Hockey users observed as travelling slightly further (89% travel up to 30 minutes). Therefore, a 20 minute travel time can also be used for 'combined' and 'football', and 30 minutes for hockey.

| Artificial Grass Pitches | | | | | | |
|---|---|---|---|---|---|---|
| | Combined | | Football | | Hockey | |
| Minutes | Car | Walk | Car | Walk | Car | Walk |
| 0-10 | 28% | 38% | 30% | 32% | 21% | 60% |

| | | | | | | |
|---|---|---|---|---|---|---|
| 10-20 | 57% | 48% | 61% | 50% | 42% | 40% |
| 20 -40 | 14% | 12% | 9% | 15% | 31% | 0% |

NOTE: These are approximate figures, and should only be used as a guide

**Inclusion Criteria used within analysis.**

**Swimming Pools**

The following inclusion criteria were used for this analysis.

- Include all Operational Indoor Pools available for community use i.e. pay and play, membership, Sports Club/Community Association
- Exclude all pools not available for community use i.e. private use.
- Exclude all outdoor pools i.e. Lidos.
- Exclude all pools where the main pool is less than 20 meters OR is less than 160 square meters.
- Include all ‘planned’, ‘under construction, and ‘temporarily closed’ facilities only where all data is available for inclusion.
- Where opening times are missing, availability has been included based on similar facility types.
- Where the year built is missing assume date 1975[4].

Facilities over the border in Wales and Scotland included, as supplied by **sport**scotland and Sport Wales.

[4] Choosing a date in the mid ‘70s ensures that the facility is included, whilst not overestimating its impact within the run.

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**Model Parameters used in the Analysis.**

**Pool Parameters**

<table>
<tr><td>At one Time Capacity</td><td></td><td>0.16667 per square metre = 1 person per 6 square meters</td></tr>
<tr><td>Catchment Maps</td><td></td><td>Car: 20 minutes<br>Walking: 1.6 km<br>Public transport: 20 minutes at about half the speed of a car<br><br>NOTE: Catchment times are indicative, within the context of a distance decay function of the model.</td></tr>
<tr><td>Duration</td><td></td><td>60 minutes for tanks and leisure pools</td></tr>
<tr><td>Percentage Participation<br><br>Frequency per week</td><td></td><td>
<table>
<tr><th>Age</th><th>0 - 15</th><th>16 - 24</th><th>25 - 39</th><th>40 - 59</th><th>60-79</th><th>80+</th></tr>
<tr><td>Male</td><td>11.26</td><td>6.62</td><td>9.38</td><td>7.61</td><td>4.48</td><td>1.40</td></tr>
<tr><td>Female</td><td>13.03</td><td>11.36</td><td>14.79</td><td>11.77</td><td>7.25</td><td>1.43</td></tr>
</table>
<table>
<tr><th>Age</th><th>0 - 15</th><th>16 - 24</th><th>25 - 39</th><th>40 - 59</th><th>60-79</th><th>80+</th></tr>
<tr><td>Male</td><td>1.10</td><td>1.07</td><td>0.93</td><td>1.05</td><td>1.33</td><td>1.64</td></tr>
<tr><td>Female</td><td>1.08</td><td>0.99</td><td>0.88</td><td>1.04</td><td>1.17</td><td>1.24</td></tr>
</table>
</td></tr>
<tr><td>Peak Period<br><br>Percentage in Peak Period</td><td></td><td>Weekday: 12:00 to 13:30; 16:00 to 22.00<br>Saturday: 09:00 to 16:00<br>Sunday: 09:00 to 16:30<br>Total: 52 Hours<br><br>63%</td></tr>
</table>

SPORT ENGLAND

**Strategic Assessment of Sports Hall Provision**
**Rutland County Council**

**Facility Planning Model**

**National Run Report**

**April 2021**

**Contents**

# 1. Introduction

1.1 Rutland County Council is undertaking a review of sports hall provision across the County. As part of this work, the Council has commissioned a Sport England facility planning model (fpm) National Run report, to provide an assessment and evidence base for sports halls provision.

1.2 The overall aim of the fpm work is to understand the extent to which the supply of sports halls meets the demand for sports halls from Rutland County residents. Plus, how accessible the supply of sports halls are to Rutland County residents based on the sports hall locations, catchment areas and travel patterns by residents.

1.3 The evidence base will be applied by the Council in their strategic planning for sports hall provision and inform their wider work on the development of a built sports facilities' strategy for the Rutland County Council area.

1.4 This report sets out the findings from the fpm assessment under seven headings and includes data tables and maps. The headings are total supply; total demand; supply and demand balance; satisfied/met demand; unmet demand; used capacity (how full the sports halls are); and local share of sports halls. Each heading and data table is followed by a commentary on the findings, with a definition of the heading at the outset.

1.5 The key findings are numbered and highlighted in bold typeface. A strategic overview of the assessment is set out at section 9.

1.6 The data tables include the findings for the neighbouring local authorities to Rutland County. This is because the assessment is catchment area based, and the catchment area of the sports halls extends across local authority boundaries. The nearest sports hall for some Rutland County residents, could be a venue located in a neighbouring authority (exported demand) and vice versa, the nearest sports hall for residents of neighbouring authorities could be located inside Rutland County.

1.7 Where valid to do so, the findings for Rutland County are compared with the neighbouring local authorities.

1.8 The information contained within the report should be read alongside the two appendices. Appendix 1 sets out the details of the sports halls included and excluded within the assessment. Appendix 2 provides background to the fpm, facility inclusion criteria and the model parameters.

1.9 Fpm modelling and datasets build in a number of assumptions, as set out in Appendix 2, regarding the supply and demand for provision of sports halls. In developing strategic planning work, it is important to consider the fpm findings alongside other information and consultations. This includes information and knowledge from (1) a sports perspective (National Governing Bodies and local clubs) and (2) from a local perspective (from the local authority /facility providers and operators and the local community).

1.10 This report has been prepared by Tetra Tech on behalf of Sport England. Tetra Tech are contracted by Sport England, to undertake facility planning model work on behalf of Sport England and local authorities.

## 2. Supply of Sports Halls

| Total Supply | Rutland UA | Corby | East Northamptonshire | Harborough | Melton | Peterborough UA | South Kesteven |
|---|---|---|---|---|---|---|---|
| Number of halls | **7** | 5 | 5 | 11 | 7 | 20 | 14 |
| Number of hall sites | **5** | 4 | 4 | 9 | 6 | 14 | 12 |
| Supply of total hall space in badminton courts | **32** | 19 | 20 | 41 | 26 | 78 | 57 |
| Supply of publicly available hall space in courts (scaled with hours in the peak period) | **25.30** | 12.30 | 14.90 | 35.20 | 19.10 | 60.40 | 41 |
| Supply of total hall space in visits per week peak period | **9,219** | 4,492 | 5,433 | 12,810 | 6,960 | 21,972 | 14,935 |
| Courts per 10,000 population | **8** | 2.60 | 2 | 4.40 | 5 | 3.80 | 4 |

2.1 **Definition of supply** – this is the supply or capacity of the sports halls which are available for public and club use in the weekly peak period. The supply is expressed in number of visits that a sports hall can accommodate in the weekly peak period and in numbers of badminton courts.

2.2 There are 7 individual sports halls located on 5 sites within Rutland County. The total supply of sports halls in badminton courts, is 32 courts, of which 25 are available in the weekly peak period for community use (known as the effective supply). The peak period is weekday evenings (up to 5 hours per day) and weekend days (up to 7 hours per weekend day).

2.3 The reason for the difference between the total supply of badminton courts and the effective supply, is because of the variable hours of access for community use at the sports halls located on education sites. The **first key finding** is that there are a total of 7 badminton courts aggregated across the education sports hall sites, which are unavailable for community use, this represents 22% of the total supply of sports halls across the County.

2.4 The implications of this finding are set out in the supply and demand balance and used capacity sections of the report.

***Measure of provision***

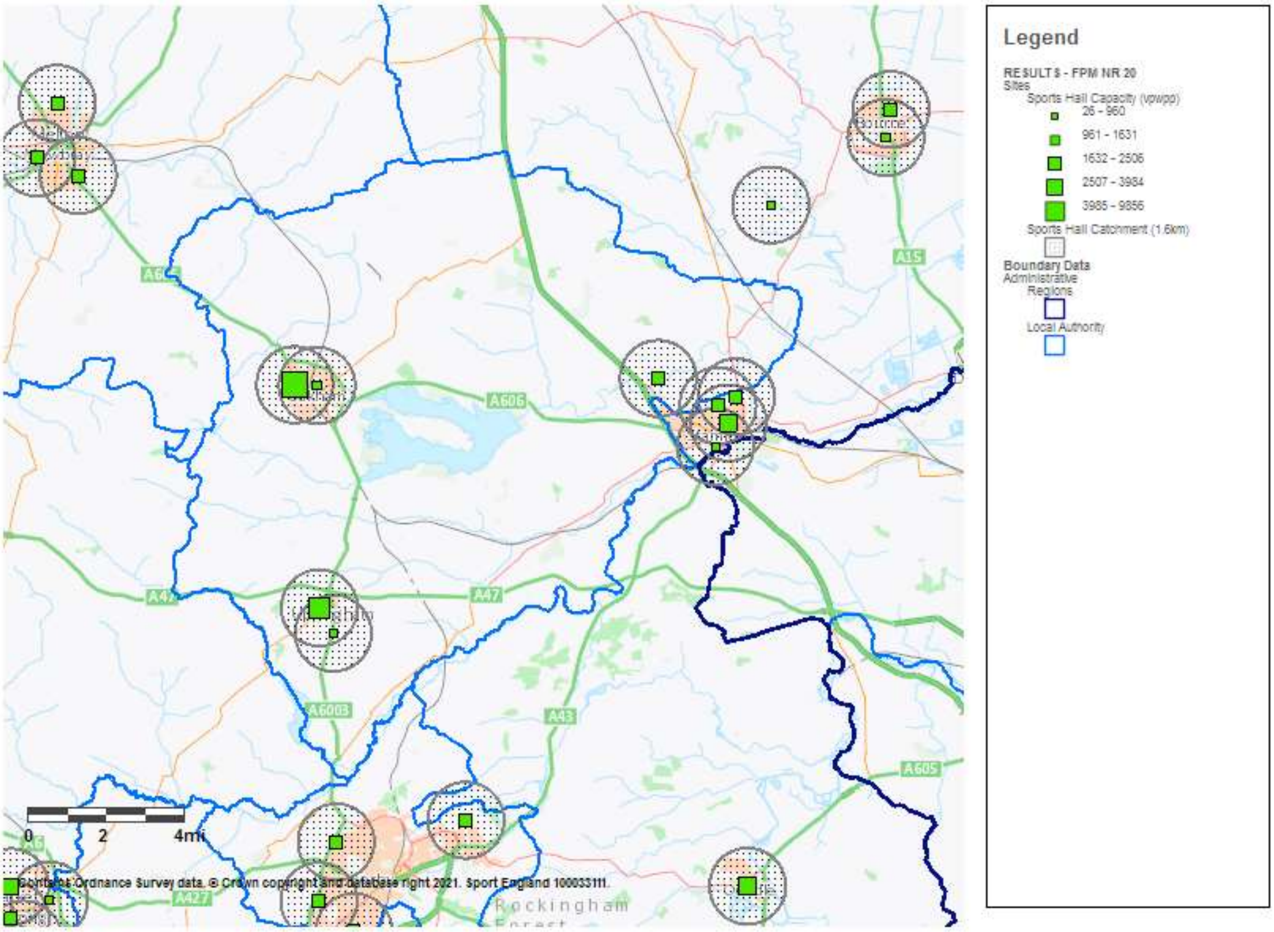
2.5 Based on a measure of number of badminton courts available for community use per 10,000 population, Rutland County has 8 badminton courts. Rutland has the highest supply of courts based on this measure, the next highest is in Melton with 5 badminton courts per 10,000 population.

2.6 The East Midlands Region and England wide averages are both 4.2 badminton courts per 10,000 population.

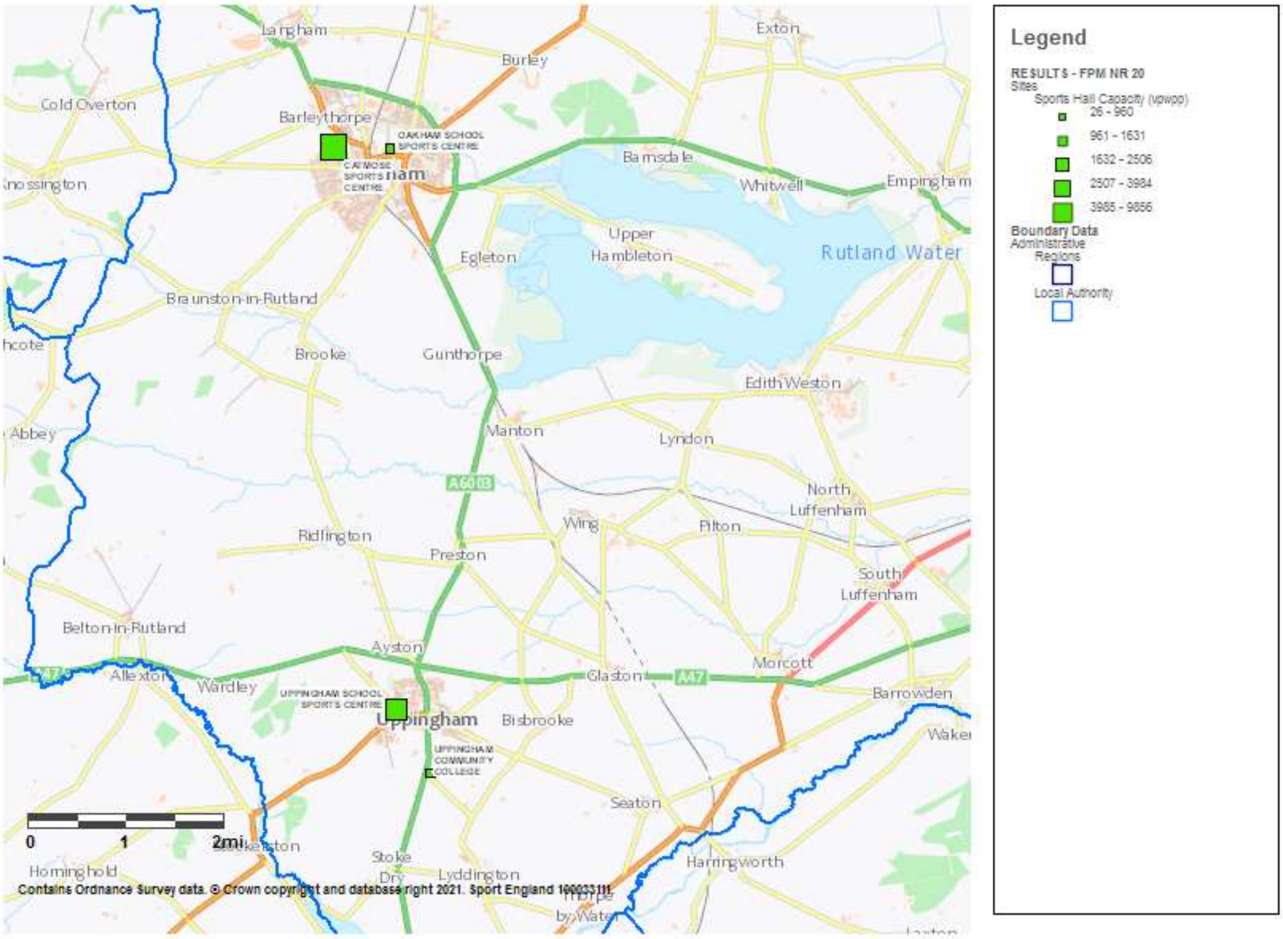
2.7 As with swimming pools, these quantitative findings are set out, simply for comparative purposes, because some local authorities like to know how their provision compares with that of its neighbours. The assessment on the provision of sports halls for Rutland County is based on the findings from all seven headings in the sports halls data set, not just supply.

2.8 The location of all the sports hall sites in Rutland County is shown in Map 2.1 and in more detail in maps 2.2 – 2.3 for Oakham and Uppingham and then in the east of the County. The size of the green square reflects the size of the sports hall at each site, in terms of its capacity at peak times.

**Map 2.1 Location of sports hall sites Rutland County**



**Map 2.2 Location of sports hall sites Oakham and Uppingham**

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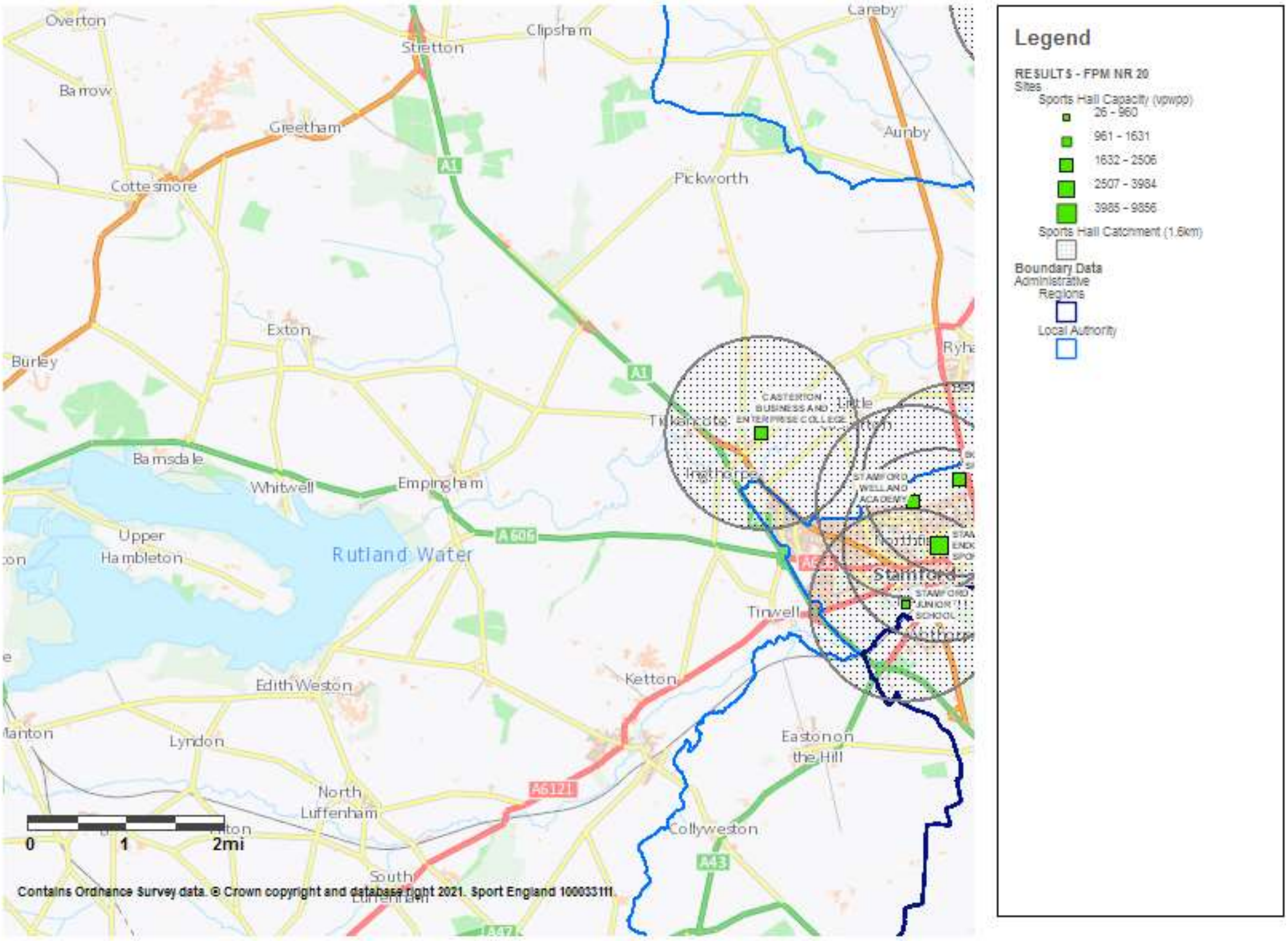
## Map 2.3 Location of sports hall sites Rutland East

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2.9 A description of all the sports halls in Rutland County is set out in Table 2.1.

**Table 2.1 Sports hall supply Rutland County**

| Name of Site | Type | Dimensions | Area | No of Courts | Site Year Built | Site Year Refurb | Car % Demand | Public Transport % Demand | Walk % Demand |
|---|---|---|---|---|---|---|---|---|---|
| RUTLAND | | | | | | | 87% | 4% | 9% |
| CASTERTON BUSINESS AND ENTERPRISE COLLEGE | Main | 41 x 21 | 867 | 5 | 1970 | 2009 | 94% | 3% | 3% |
| CATMOSE SPORTS CENTRE | Main | 40 x 35 | 1380 | 8 | 1980 | | 86% | 4% | 10% |
| CATMOSE SPORTS CENTRE | Main | 27 x 18 | 486 | | | | | | |
| OAKHAM SCHOOL SPORTS CENTRE | Main | 33 x 18 | 594 | 4 | 1972 | 2015 | 79% | 3% | 18% |
| UPPINGHAM COMMUNITY COLLEGE | Main | 35 x 20 | 690 | 4 | 1977 | 1998 | 94% | 4% | 2% |
| UPPINGHAM SCHOOL SPORTS CENTRE | Main | 51 x 18 | 918 | 6 | 2010 | | 87% | 4% | 9% |
| UPPINGHAM SCHOOL SPORTS CENTRE | Activity Hall | 17 x 9 | 153 | | | | | | |

2.10 The Catmose Sports Centre (opened in 1980) is a dual-use sports centre providing access for community use by sports clubs, community groups and for public recreational play as well as use by Catmose College. The centre has an 8-badminton court main hall with dimensions of 40m x 35m and a second main hall with dimensions of 27m x 18m.

2.11 There are four sports hall sites owned by educational institutions.

- Casterton Business and Enterprise College sports hall (opened in 1970 and modernised in 2009) has a 5 badminton court main hall with dimensions of 41m x 21m.
- Oakham School Sports Centre sports hall (opened in 1972 and modernised in 2015) has a 4 badminton court main hall with dimensions of 33m x 18m.
- Uppingham Community College sports hall (opened in 1977 and modernised in 1998) has a 4 badminton court main hall and dimensions of 35m x 20m.
- Uppingham School Sports Centre sports hall (opened in 2010) has a 6 badminton court main hall with dimensions of 51m x 18m and a separate activity hall with dimensions of 17m x 9m.

2.12 There are two venues Catmose Sports Centre and Uppingham School Sports Centre which have both a main hall and a separate activity hall. This allows flexibility in the programming of the centres, with the main hall programmed for the big sports which need space and or height, such as basketball, netball, badminton and five a side football, whilst the smaller space activity halls can provide for table tennis, martial arts, or exercise classes, if a centre does not have a studio.

2.13 The **second key finding** is the sports hall offer in Rutland County is very good in terms of SCALE. There is an 8 badminton court main hall located at Catmose Sports Centre and a 6 badminton court main hall at Uppingham School. These venues can provide for multi sports use at the same time, as well as provide a show court for events.

2.14 There are then three other venues which have either a 5 badminton court sports hall located at Casterton Business and Enterprise College, or a 4 badminton court size sports halls located at Oakham School Sports Centre and Uppingham Community College. This size of sports hall can accommodate all the indoor hall sports at the community level of participation as well as provide for sports club development.

2.15 The very high scale of the sports hall supply means that at all venues, participants can play the full range of indoor hall sports – to repeat it is a very good offer.

2.16 The education sports hall sites will have different hours of access for community use, and outside of education use. Some schools and colleges proactively manage venues for wider community use, predominantly by sports clubs and community groups through a membership system. Other schools and colleges let their sports halls on a responsive basis, to sports clubs or community groups, for a term or even shorter irregular lettings.

2.17 The variable policy and hours for community use at the school and college venues and the **third key finding**, is the reason why the total supply of sports halls is 32 badminton courts, and the supply available for community use, is 25 badminton courts, in the weekly peak period. In effect, there is an aggregate total of 7 badminton courts, across the education sites, which are unavailable for community use. This represents 22% of the total supply of badminton courts across Rutland County.

2.18 Furthermore, these quantitative findings illustrate the impact any changes in the policy of education providers towards community use and access, will have on the overall supply of sports halls. Any reduction in community use at the schools/colleges which are available for community use, will transfer more demand, most likely club use, and most likely to the Catmose Sports Centre. for the demand in Oakham.

2.19 The average age of the sports hall sites in 2021 is 39 years, the oldest sports hall is located at Catmose Sports Centre, opened in 1970. The most recent sports hall site to open is located at Uppingham School opened in 2010.

2.20 Of the three venues which opened before 2000 all three have been modernised. Modernisation is defined as one or more of the sports hall floor upgraded to a sprung timber floor, the sports hall lighting upgraded, or the changing accommodation modernised.

## 3. Demand for Sports Halls

| Total Demand | **Rutland UA** | Corby | East Northamptonshire | Harborough | Melton | Peterborough UA | South Kesteven |
|---|---|---|---|---|---|---|---|
| Population | **40,386** | 73,307 | 96,251 | 94,635 | 51,281 | 205,764 | 143,347 |
| Visits demanded – visits per week peak period | **3,055** | 6,114 | 7,700 | 7,437 | 4,041 | 17,008 | 11,316 |
| Equivalent in courts – with comfort factor included | **10.50** | 21 | 26.50 | 25.50 | 13.90 | 58.40 | 38.90 |
| % of population without access to a car | **11.80** | 25.50 | 12.60 | 10.80 | 14.40 | 24.40 | 15.70 |

3.1 **Definition of total demand** – it represents the total demand for sports halls by both genders and for 14 five-year age bands from 0 to 65+. This is calculated as the percentage of each age band/gender that participates. This is added to the frequency of participation in each age band/gender, so as to arrive at a total demand figure, which is expressed in visits in the weekly peak period. Total demand is also expressed in numbers of badminton courts.

3.2 The population of Rutland in 2021 is 40,386 people and this population generates a sports hall demand of 3,055 visits in the weekly peak period. The peak period is weekday evenings (up to 5 hours per day) and weekend days (up to 7 hours per weekend day). The **fourth key finding** is the surprisingly low demand for sports halls at 10.5 badminton courts in the weekly peak period.

3.3 The percentage of the population without access to a car is recorded under the demand heading. In Rutland County 11.8% of the resident population do not have access to a car, based on the 2011 Census.at output area level with the 2018 mid-year estimates, modified by 2018-based Subnational Population Projections for Local Authorities.

3.4 The percentage of the population without access to a car is important, because it influences travel patterns to sports halls. If there is a high percentage of the population without access to a car, then a network of local accessible sports halls for residents who either walk or use public transport to travel to a sports hall becomes much more important.

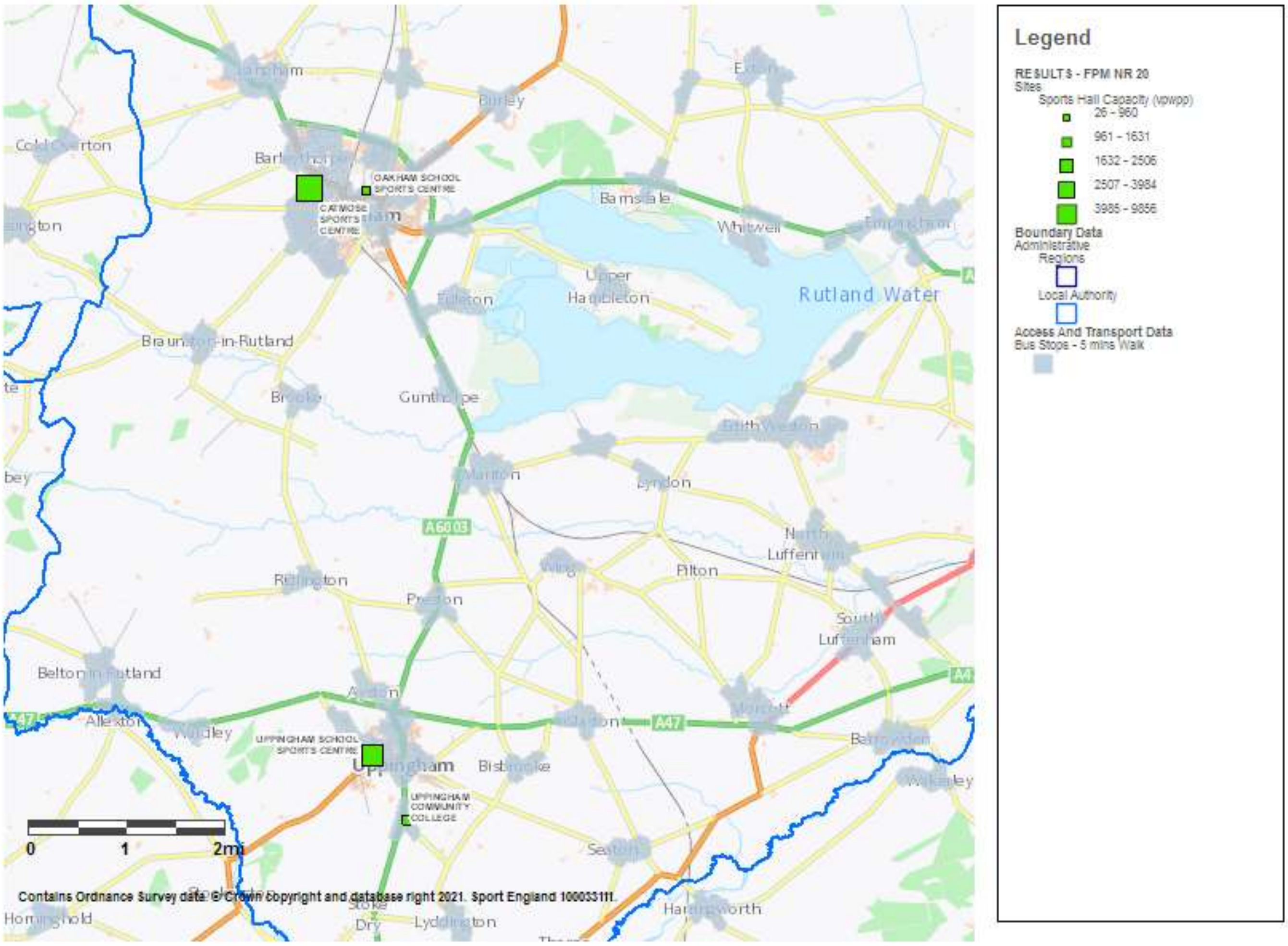
3.5 The findings for Rutland are that 87% of visits to sports halls by car (up to 20 minutes' drive time), 10% of all visits to sports halls are by walking (20 minutes/1-mile catchment area), and 3% of visits are by public transport (20 minutes catchment area).

3.6 So over one in seven visits to sports halls are by a combination of walking and public transport. To understand how accessible the sports halls are by public transport, Map 3.1, shows the location of the sports hall sites in Oakham and Uppingham and the areas of the County within 0 – 5 minutes' walk of a bus stop (grey areas).

3.7 The map also shows the location of the sports hall sites, to illustrate how accessible the sports halls are by public transport.

3.8 Not surprisingly for a rural authority and where travel to sports facilities by car dominates, there is a limited land area within both towns that is within the bus travel catchment area, Access to the sports hall locations by bus travel is, in effect, very limited.

**Map 3.1 Location of the Rutland sports hall sites and areas of Oakham and Uppingham within 0 - 5 minutes' walk of a bus stop**

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## 4. Supply & Demand Balance

| Supply/Demand Balance | Rutland | Corby | East Northamptonshire | Harborough | Melton | Peterborough | South Kesteven |
|---|---|---|---|---|---|---|---|
| Supply - Hall provision (courts) based on hours available for community use | **25.30** | 12.30 | 14.90 | 35.20 | 19.10 | 60.40 | 41 |
| Demand - Hall provision (courts) considering a 'comfort' factor | **10.50** | 21 | 26.50 | 25.50 | 13.90 | 58.40 | 38.90 |
| Supply / Demand balance | **14.80** | -8.70 | -11.60 | 9.70 | 5.20 | 2 | 2.10 |

4.1 **Definition of supply and demand balance –** supply and demand balance compares the total demand for sports halls in Rutland County with the total supply. It therefore represents an assumption that ALL the demand for sports halls is met by ALL the supply in Rutland County. (Note: it does exactly the same for the other authorities).

4.2 In short, supply and demand balance is NOT based on where the venues are located and their catchment area extending into other authorities. Nor the catchment areas of sports halls in neighbouring authorities extending into Rutland. The more detailed modelling based on the CATCHMENT AREAS of sports halls with supply and demand spread across boundaries, is set out under Satisfied Demand, Unmet Demand and Used Capacity.

4.3 The reason for presenting the supply and demand balance, is because some local authorities like to see how THEIR total supply of sports halls compares with THEIR total demand for sports halls. Supply and demand balance presents this comparison.

4.4 Based on this closed assessment, the resident population of Rutland County generates a demand for 10.5 badminton courts in the weekly peak period. This compares to a supply of 25.3 badminton courts which are available for community use in the weekly peak period. So, the Rutland County supply exceeds the Rutland County demand by 14.8 badminton courts.

4.5 However, as set out in the supply findings, the total supply of sports halls, is 32 badminton courts, and so the total supply of badminton courts exceeds the Rutland County demand by 21.5 badminton courts, in the weekly peak period.

4.6 The implications of the supply and demand balance findings are that when the assessment is catchment area based across boundaries, a high level of the Rutland County demand will be met and there will be a very low level of unmet demand, this is reviewed in the next two sections.

## 5. Satisfied Demand - demand from Rutland County residents currently being met by supply

| Satisfied Demand | **Rutland UA** | Corby | East Northamptonshire | Harborough | Melton | Peterborough | South Kesteven |
|---|---|---|---|---|---|---|---|
| Total number of visits which are met | **2,891** | 5,244 | 7,006 | 7,118 | 3,742 | 15,659 | 10,380 |
| % of total demand satisfied | **94.60** | 85.80 | 91 | 95.70 | 92.60 | 92.10 | 91.70 |
| % of demand satisfied who travelled by car | **86.60** | 83.60 | 89.90 | 85.80 | 84.40 | 75.40 | 83.60 |
| % of demand satisfied who travelled by foot | **10** | 8.40 | 6.80 | 10.90 | 10.20 | 15 | 11.10 |
| % of demand satisfied who travelled by public transport | **3.50** | 8 | 3.30 | 3.30 | 5.40 | 9.60 | 5.30 |
| Demand Retained | **2,441** | 4,120 | 4,095 | 5,153 | 3,271 | 15,072 | 9,606 |
| Demand Retained -as a % of Satisfied Demand | **84.40** | 78.60 | 58.40 | 72.40 | 87.40 | 96.20 | 92.50 |
| Demand Exported | **450** | 1,124 | 2,911 | 1,965 | 471 | 587 | 773 |
| Demand Exported -as a % of Satisfied Demand | **15.60** | 21.40 | 41.60 | 27.60 | 12.60 | 3.80 | 7.50 |

5.1 **Definition of satisfied demand** – it represents the proportion of total demand that is met by the capacity at the sports halls from residents who live within the driving, walking or public transport catchment area of a sports hall.

5.2 The **fifth key finding** is that 94.6% of the Rutland total demand for sports halls is satisfied demand. This is the level of the Rutland total demand for sports halls located within the catchment area of a sports hall, and there is enough capacity at the venues to meet this level of demand. A very high level of the total demand for sports halls can be met.

5.3 Satisfied demand is over 90% of total demand in all the neighbouring local authorities and this reflects the very extensive supply of sports halls. Including Rutland and all the neighbouring local authorities, there are 69 individual sports halls located on 54 sports hall sites.

***Retained demand.***

5.4 A subset of satisfied demand is retained demand, and this measures how much of the Rutland County satisfied demand is met at sports halls in the County. This assessment is based on the catchment area of the County's sports halls and residents using the nearest sports hall to where they live, and it is a sports hall located in Rutland.

5.5 The finding is that retained demand is 84.4% of the total 94.6% Rutland County satisfied demand for sports halls.

5.6 The **sixth and very important key finding** is that the location and catchment area of the sports hall sites in the County are closely correlated with the location of the Rutland demand for sports halls. On the assumption that residents participate at the nearest sports hall to where they live, then the nearest venue for over eight out of ten visits to a sports hall by a Rutland resident, is to a venue located in the County.

***Exported demand.***

5.7 The residual of satisfied demand after retained demand, is export of the Rutland County demand. Again, this is based on Rutland residents using the nearest venue to where they live, and which is a sports hall in a neighbouring authority.

2.21 The finding is that Rutland is exporting 15.6% of its satisfied demand for sports halls and which is being met in neighbouring authorities. The data does not identify how much demand is exported to which authority, it only provides the total exported demand. However, as Map 2.1 shows there is a cluster of sports halls in Stamford close to the Rutland boundary and a smaller supply in Corby, it is likely some Rutland residents are accessing these venues.

5.8 For context, the Rutland County exported demand equates to 450 visits in the weekly peak period and the Rutland County retained demand is 2,441 visits in the weekly peak period.

## 6. Unmet Demand - demand from Rutland County residents not currently being met

| Unmet Demand | Rutland UA | Corby | East Northamptonshire | Harborough | Melton | Peterborough | South Kesteven |
|---|---|---|---|---|---|---|---|
| Total number of visits in the peak, not currently being met | **164** | 870 | 693 | 319 | 299 | 1,349 | 936 |
| Unmet demand as a % of total demand | **5.40** | 14.20 | 9 | 4.30 | 7.40 | 7.90 | 8.30 |
| Equivalent in Courts - with comfort factor | **0.50** | 3 | 2.40 | 1.10 | 1 | 4.60 | 3.30 |
| % of Unmet Demand due to; | | | | | | | |
| Lack of Capacity - | **0.20** | 32 | 18.70 | 2.50 | 0.30 | 6.50 | 12.70 |
| Outside Catchment - | **99.80** | 68 | 81.30 | 97.50 | 99.70 | 93.50 | 87.30 |
| % Unmet demand who do not have access to a car | **72.70** | 65.40 | 62.80 | 74.20 | 69.90 | 88.70 | 61.30 |
| % of Unmet demand who have access to a car | **27.10** | 2.50 | 18.50 | 23.20 | 29.80 | 4.90 | 25.90 |

6.1 The **unmet demand definition has two parts to it** - demand for sports halls which cannot be met because (1) there is too much demand for any particular sports hall within its catchment area; or (2) the demand is located outside the catchment area of a sports hall and is then classified as unmet demand.

6.2 The **seventh key finding** is that the Rutland County total unmet demand is 5.4% of <u>total demand</u> for sports halls and this equates to 0.5 of one badminton court – a very low level of unmet demand. The Rutland County total supply of sports halls available for community use equates to 25.3 badminton courts.

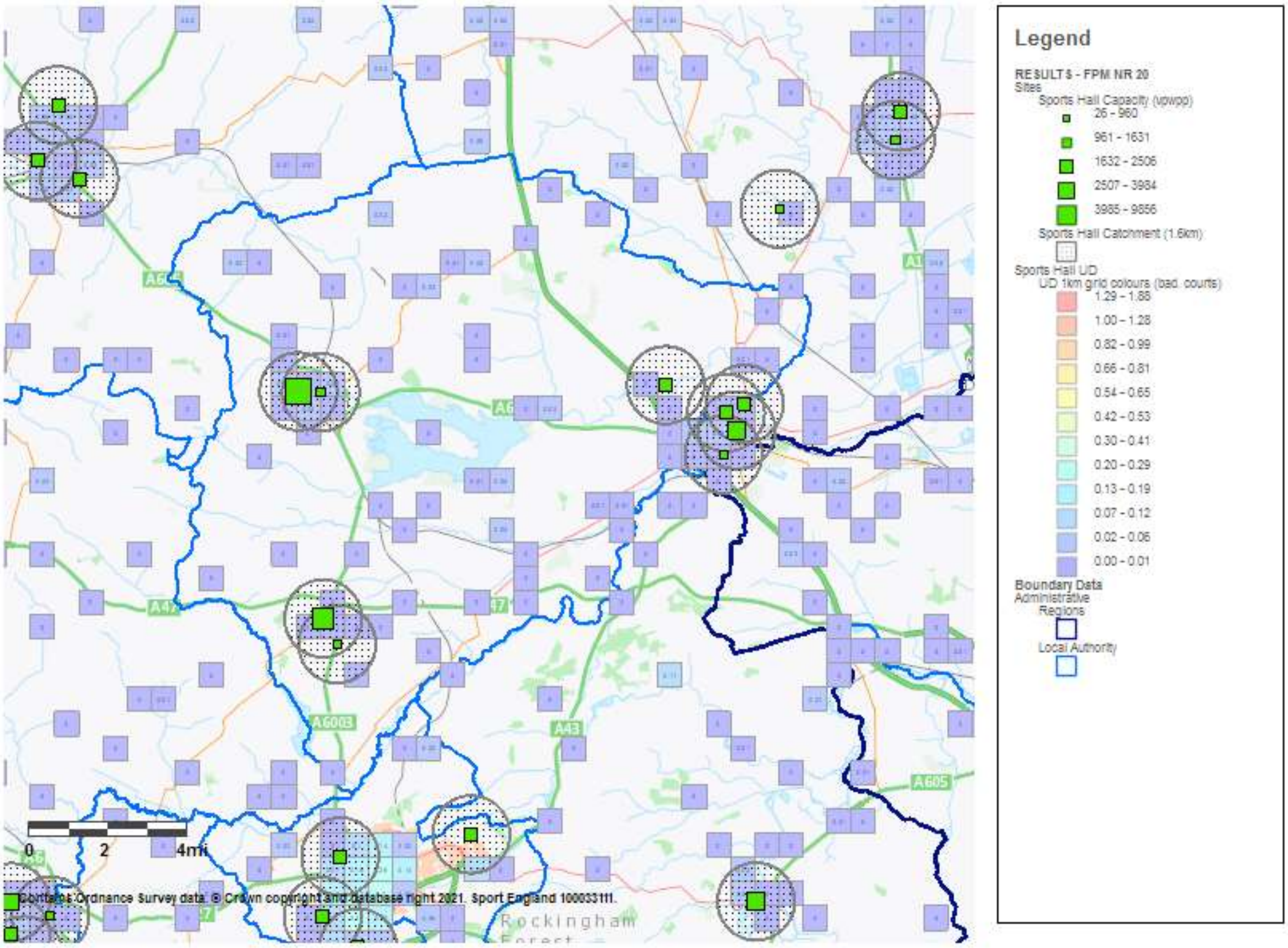
6.3 Of the total unmet demand, all but 0.2% is unmet demand located outside the catchment area of a sports hall.

6.4 Given the scale of the total unmet demand it is not necessary to provide any further comments. More for information than anything else, the location of the unmet demand across the County is shown in Map 6.1 and then in Map 6.2 for the Oakham and Uppingham areas. The unmet demand is expressed in units of badminton courts in one-kilometre grid squares and the squares are colour coded with different values of unmet demand. The light blue areas/squares have unmet demand in the range 0 – 0.1 of one badminton court. As the second map shows, the unmet demand in the one kilometre grid squares is closer to zero than 0.1 of one badminton court.

**Map 6.1: Unmet Demand for Sports Halls Rutland County**

## Facilities Planning Model - National Runs - Sports Halls 2020 Unmet Demand

Unmet Demand expressed as units of badminton courts (rounded to two decimal places). Data outputs shown thematically (colours) at either output area level or aggregated at 1km square (figure labels).



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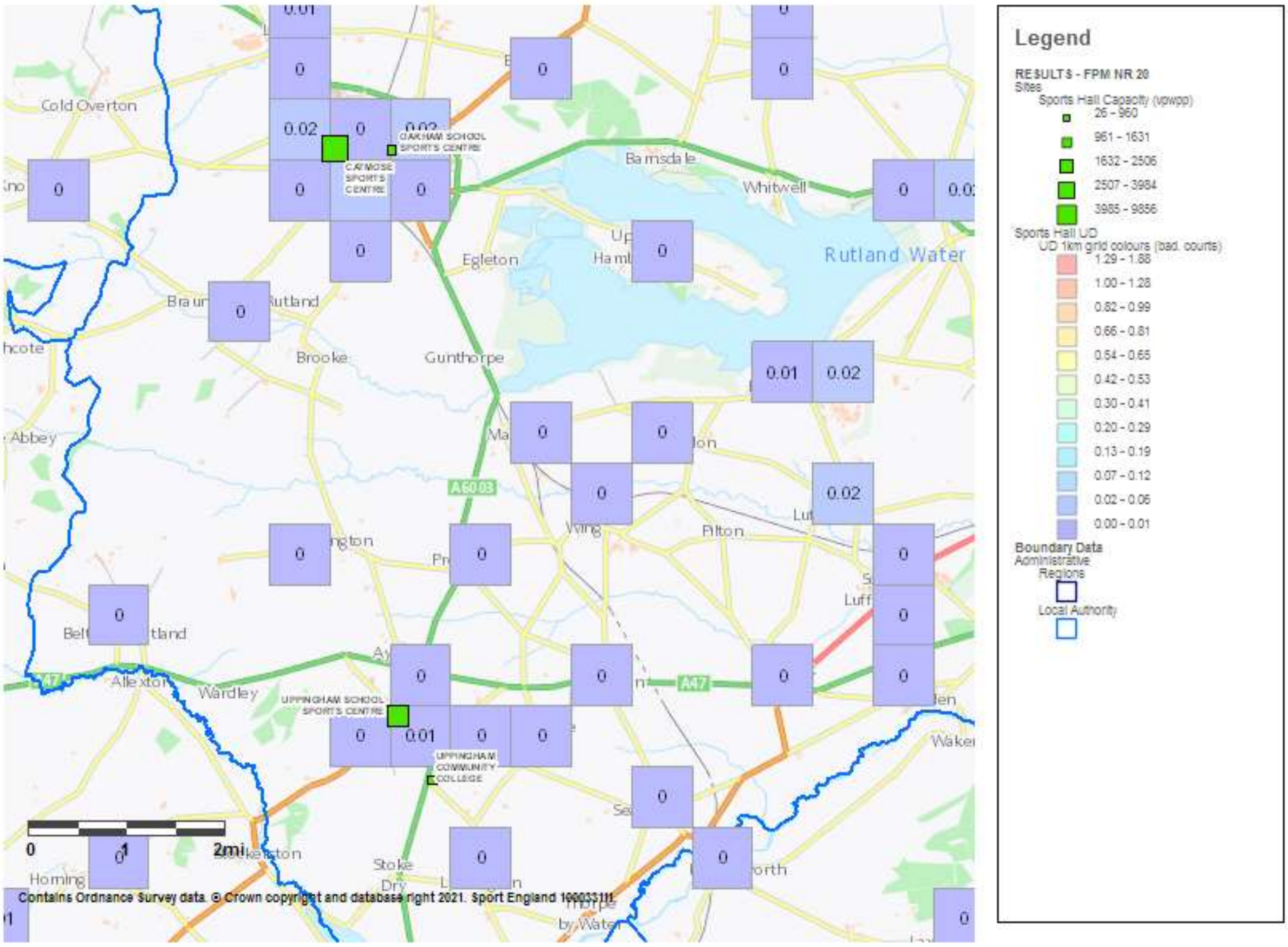
**Map 6.2: Unmet Demand for Sports Halls Oakham and Uppingham**

# Facilities Planning Model - National Runs - Sports Halls 2020 Unmet Demand

Unmet Demand expressed as units of badminton courts (rounded to two decimal places). Data outputs shown thematically (colours) at either output area level or aggregated at 1km square (figure labels).

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## 7. Used Capacity - How full are the facilities?

| Used Capacity | Rutland UA | Corby | East Northamptonshire | Harborough | Melton | Peterborough | South Kesteven |
|---|---|---|---|---|---|---|---|
| Total number of visits used of current capacity | **3,233** | 4,365 | 4,369 | 6,776 | 3,686 | 17,347 | 11,071 |
| % of overall capacity of halls used | **35.10** | 97.20 | 80.40 | 52.90 | 53 | 78.90 | 74.10 |
| Visits Imported; | | | | | | | |
| Number of visits imported | **793** | 245 | 273 | 1,622 | 415 | 2,275 | 1,465 |
| As a % of used capacity | **24.50** | 5.60 | 6.30 | 23.90 | 11.30 | 13.10 | 13.20 |

7.1 **Definition of used capacity** - is a measure of usage and throughput at sports halls and estimates how well used/how full facilities are. The facilities planning model is designed to include a ‘comfort factor’, beyond which, the venues are too full. For sports halls Sport England sets the comfort level at 80% of capacity used at peak times. Above this level the time taken to change the sports hall for different activities starts to impinge on the activity time itself. Also, the changing and circulation areas become overcrowded, and this can discourage participation.

7.2 The **eighth key finding** is the Rutland County sports halls as <u>a County wide average</u> are estimated to be operating at 35% of used capacity in the weekly peak period - week day evenings (up to 5 hours per day) and weekend days (up to 7 hours per weekend day).

7.3 The findings for each individual sports hall site varies from the County wide average and these are set out for all sites in Table 7.1.

**Table 7.1: Rutland County Sports Hall Used Capacity**

| Name of Site | Type | Dimensions | Area | No of Courts | Site Year Built | Site Year Refurb | Hours in Peak Period | Total Hours Available | Site Capacity - visits | % of Capacity Used | % of Capacity Not Used | Site Capacity Used in the Peak Period |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| RUTLAND | | | | | | | | | 9,219 | 35% | 65% | 3,233 |
| CASTERTON BUSINESS AND ENTERPRISE COLLEGE | Main | 41 x 21 | 867 | 5 | 1970 | 2009 | 27.5 | 29.5 | 1,100 | 40% | 60% | 439 |
| CATMOSE SPORTS CENTRE | Main | 40 x 35 | 1380 | 8 | 1980 | | 46 | 99.5 | 4,048 | 37% | 63% | 1,488 |
| CATMOSE SPORTS CENTRE | Main | 27 x 18 | 486 | | | | 46 | 99.5 | | | | |
| OAKHAM SCHOOL SPORTS CENTRE | Main | 33 x 18 | 594 | 4 | 1972 | 2015 | 17 | 28 | 544 | 41% | 59% | 223 |
| UPPINGHAM COMMUNITY COLLEGE | Main | 35 x 20 | 690 | 4 | 1927 | 1998 | 30 | 35 | 960 | 16% | 84% | 154 |
| UPPINGHAM SCHOOL SPORTS CENTRE | Main | 51 x 18 | 918 | 6 | 2010 | | 42 | 83.5 | 2,567 | 36% | 64% | 929 |
| UPPINGHAM SCHOOL SPORTS CENTRE | Activity Hall | 17 x 9 | 153 | | | | 30 | 81 | | | | |

7.4 As with the swimming pool findings, the estimated used capacity findings reflect the findings form preceding sections.

- The resident population of Rutland County generates a demand for 10.5 badminton courts in the weekly peak period. This compares to a supply of 25.3 badminton courts which are available for community use in the weekly peak period. The Rutland County supply exceeds the Rutland County demand by 14.5 badminton courts.

- 95% of the Rutland total demand for sports halls is satisfied demand. This means this level of the Rutland total demand for sports halls is located within the catchment area of a sports hall, and there is enough capacity at the venues to meet this level of demand. It is a very high level of the total demand for sports halls which can be met.

- The Rutland County total unmet demand is 5.4% of total demand for sports halls and this equates to 0.5 of one badminton court – a very low level of unmet demand.

7.5 There are variations in the used capacity of the sports hall sites, and this is for several reasons:

- **Firstly** - public leisure centres have (1) the highest accessibility for both sports club and public use, (2) they have the longest opening hours and are available for day time use, which is not possible at education venues during term time (3) the operators actively promote hall sports and physical activity participation and with a programme of use which reflects the activities and times that customers want to participate. For all these reasons, the public leisure centre have a draw effect. The Catmose Sports Centre has an estimated used capacity of 37% in the weekly peak period and this may seem low but see the second and third bullet points.

- **Secondly -** it is important consider the scale of the sports hall when looking at used capacity and not just the percentage figure alone The Catmose Sports Centre is the largest sports hall site in the County, it has an 8 badminton court main hall plus a second main hall of 27m x 18m. So, it can accommodate much more use than (say) the 41% of sports hall capacity used at the 4 badminton court at Oakham School Sports Centre.

- **Thirdly –** the used capacity of a sports hall does depend on the hours available for community use. At the Catmose Sports Centre there are 46 hours available for community use in the weekly peak period. At the education venues it ranges from 17 hours at Oakham School Sports Centre, 27.5 hours at Casterton Busines and Enterprise College, 30 hours at Uppingham Community College sports hall and 42% at the Uppingham School main sports hall.

- The level of used capacity at education sports halls, also reflects the policy of each school/college for community use. Some schools and colleges actively promote community use, whilst other education venues let the sports halls, on a responsive basis., to requests for lets from sports clubs or community groups on a term, or even shorter periods. So there could be a difference between available hours and actual used hours, based on how proactive the school/college are to promoting community use.

- **Fourthly -** the amount of demand in the catchment area of sports halls. If there are sports hall locations where the catchment areas overlaps, which applies in both Uppingham and Oakham, then the demand is shared between venues and this contributes to the used capacity at each venue.

- **Fifthly -** the quality and range of the offer, along with the age and condition of a sports hall. These features are all of increasing importance to customers and impact on participation levels. The features include a modern sports hall, with a sprung timber floor, good quality lighting and modern changing rooms, plus other facilities on site, such as a studio and/or a gym.

- Residents may travel further to use a sports hall with this all-round offer, rather than participate at the sports hall located closest to where they live. There may, for example, be a draw effect to the Uppingham School sports hall because it is a modern venue plus it has a 6 court main hall.

7.6 For all the reasons set out, the estimated used capacity varies because of these inter-related factors. The used capacity findings should be taken as a guide and investigated in more detail with the site owners and operators.

7.7 From the findings it is evident that the average level of estimated used capacity is quite low, and the venues are sharing demand between them, which is contributing to the findings for each site. The Catmose Sports Centre is the most important venue because it is the only public leisure centre and has the widest accessibility in terms of types of use and hours. It provides for recreational play, community groups use and for sports club development. Given the scale of the main hall it can also provide for multi sports activities at the same time. Finally, it is located in Oakham which is the area of the County with the highest demand for sports hall.

## 8. Local Share - equity share of facilities

| Local Share | **Rutland UA** | Corby | East Northamptonshire | Harborough | Melton | Peterborough UA | South Kesteven |
|---|---|---|---|---|---|---|---|
| Local Share: <1 capacity less than demand, 1> capacity greater than demand | **1.40** | 0.50 | 0.60 | 1 | 0.80 | 0.70 | 0.70 |

8.1 **Local share has quite a complicated definition** - it helps to show which areas have a better or worse share of facility provision. It considers the size and availability of facilities as well as travel modes. Local share is useful at looking at 'equity' of provision.

8.2 Local Share is the available capacity that can be reached in an area divided by the demand for that capacity in the area. A value of 1 means that the level of supply just matches demand, while a value of less than 1 indicates a shortage of supply and a value greater than 1 indicates a surplus.

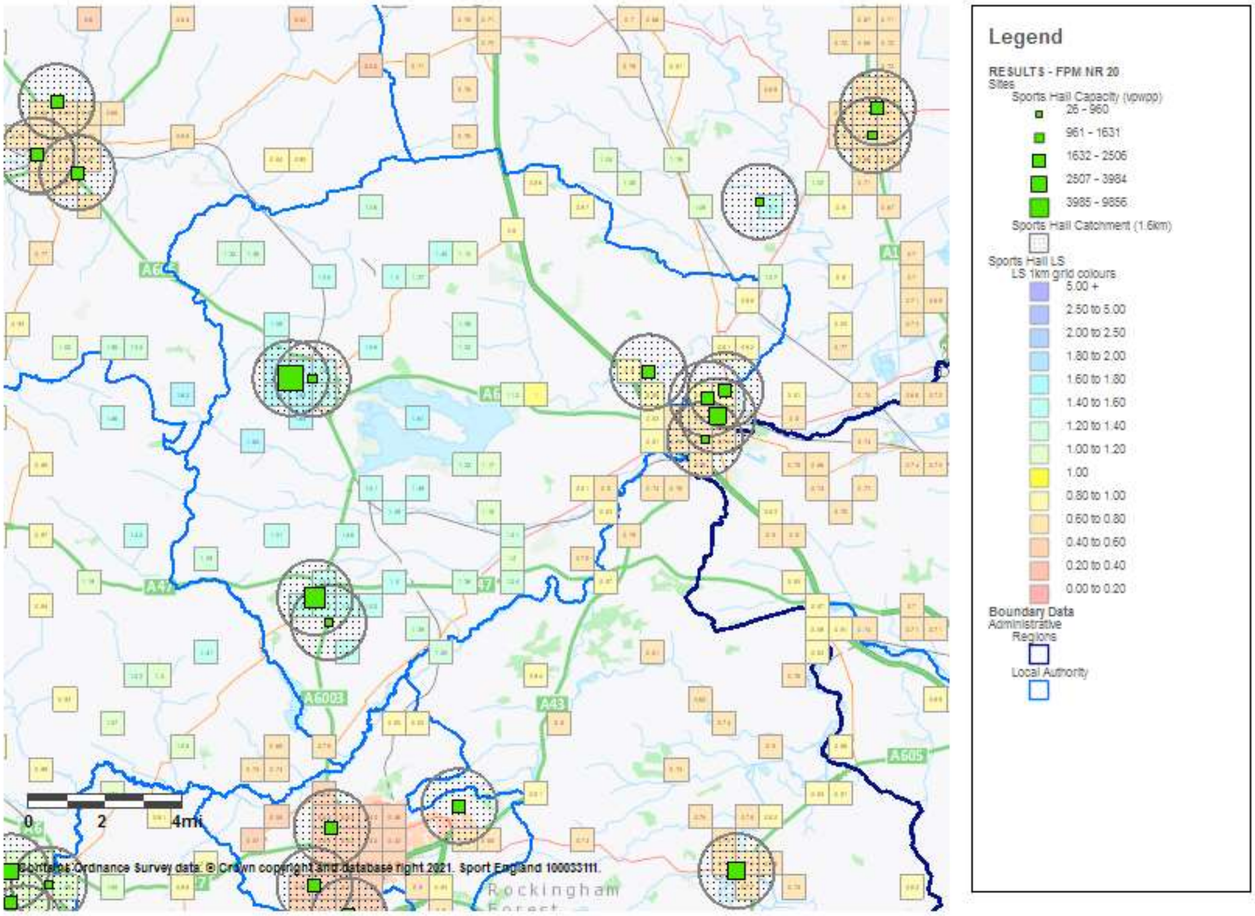
8.3 Local share is useful at looking at 'equity' of provision and to show how access and share of sports halls differs across the county, based on population and the sports hall supply. It is an equity measure to identify where local share is highest and lowest. The intervention is to identify the areas where residents have the least share to the supply of sports halls and to then consider how their access can be increased to the supply of sports halls.

8.4 Rutland County has a local share of 1.40, and so supply is greater than demand in terms of local share, as a County wide average. Within Rutland local share does vary from the County wide average and these findings are shown in Map 8.1 for the County, then in more detail in Map 8.2 for the Oakham and Uppingham areas and then in Map 8.3 for the east of the County.

**Map 8.1: Local Share of Sports Halls Rutland County**

Facilities Planning Model - National Runs - Sports Halls 2020 Local Share

Share of badminton courts divided by demand. Data outputs shown thematically (colours) and aggregated at 1km square (figure labels).
Local Share Values: 1 – Supply equals Demand, 2 – Supply is double Demand, 0.5 – Supply is half Demand.

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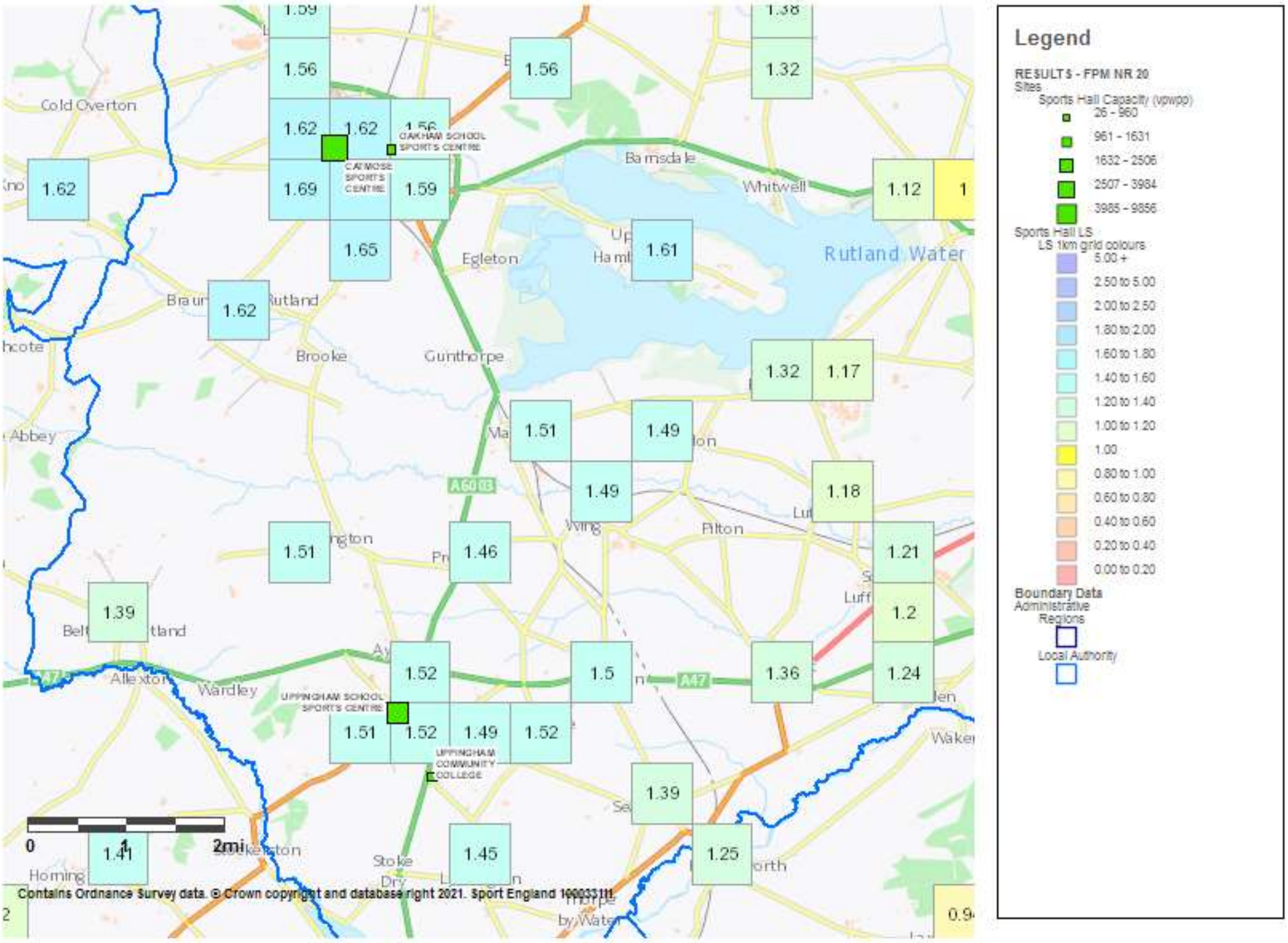
**Map 8.2: Local Share of Sports Halls Oakham and Uppingham**

## Facilities Planning Model - National Runs - Sports Halls 2020 Local Share

Share of badminton courts divided by demand. Data outputs shown thematically (colours) and aggregated at 1km square (figure labels).
Local Share Values: 1 – Supply equals Demand, 2 – Supply is double Demand, 0.5 – Supply is half Demand.

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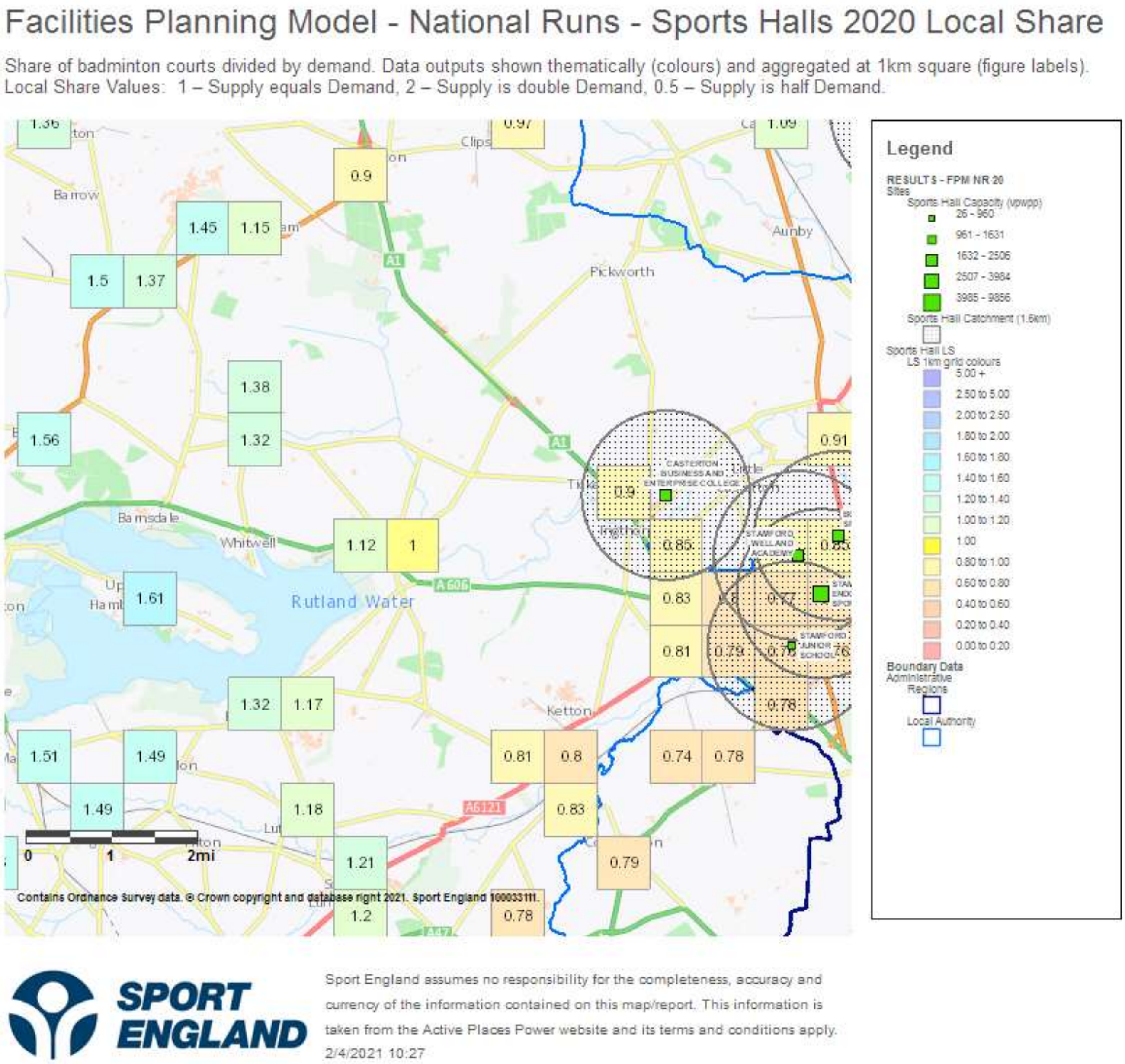
**Map 8.1: Local Share of Sports Halls Rutland County East**




8.5 Local share is highest in the Oakham and Uppingham areas in the turquoise squares/areas and which have a value of between 1.60 – 1.80. These are the areas of highest supply and despite having the highest population density, the level of supply is creating the highest share of sports halls for residents in these areas.

8.6 Local share is lowest in the east of the county and the yellow squares/areas have a value of between 1 – 0.80. There is only one sports hall site in this area and whilst the population density and hence demand is lower than elsewhere in the County, the level of demand is creating a lower share of sports hall supply for these residents.

8.7 This ends the reporting on the detailed findings for the Rutland County sports halls assessment, under each of the seven assessment headings, the executive summary of key findings is set out next.

## 9. Summary Report

### Report Context

9.1 Rutland County Council is undertaking a review of sports hall provision across the County. As part of this work, the Council has commissioned a Sport England facility planning model (fpm) National Run report, to provide an assessment and evidence base for sports hall provision in 2021.

9.2 The overall aim of the fpm work is to assess and develop an evidence base on the supply, demand, and access to sports halls across the County Council area.

9.3 The evidence base will be applied by the Council in their strategic planning for sports hall provision in the future. It will also inform their wider work on the development of a built sports and leisure facilities' strategy for the Rutland County area.

9.4 The main report sets out the detailed findings under seven assessment headings and includes a series of tables and maps. The tables also include the data for the neighbouring local authorities to Rutland County which make up the study area. These areas are included because the assessments are based on the catchment area of sorts halls and these extend across local authority boundaries.

9.5 The main findings are numbered and highlighted in bold typeface in the full report.

9.6 This summary report sets out the strategic headline findings, provides a commentary on the findings for Catmose Sports Centre and suggests topics to consider in the way forward.

### Headline strategic key findings from the national run report

***Supply, demand, location, and access to sports halls***

9.7 The headline strategic finding is that the demand for sports halls by Rutland County residents can be met by the current supply of sports halls in the County. The sports halls are located in the main settlements of Oakham and Uppingham and there is a very close correlation between the sports hall sites, their catchment areas, and the location of the demand for sports halls. In short, the sports halls are located in the right places to meet demand.

9.8 The surprising finding is the level of demand for sports halls by Rutland County residents, which equates to 10.5 badminton courts. This compares to a supply of 25 badminton courts which are available for community use in the weekly peak period, at Catmose Sports Centre and the education sports hall sites, outside of the hours for education use.

9.9 The interaction of supply and demand leads to a very high level of the demand for sports halls being met/satisfied, at over 94% of the total Rutland County demand for sports halls. Furthermore, based on residents participating at the nearest sports hall to where they live, 84% of this total is retained at the sports hall sites in the County. This reinforces that the sports halls are located in the right places to meet demand.

9.10 There are 5 sports hall sites in the County and 7 individual sports halls (Section 2 supply Table 2.1). There are 2 sports halls located at both Catmose Sports Centre and Uppingham School Sports Centre.

9.11 Catmose Sports Centre is a dual use site with Catmose College and is the only sports hall site in the county that is a public leisure centre and is accessible and available for public use and by sports clubs.

9.12 There are four education sports hall sites with one located in Oakham, two in Uppingham and one in Casterton. The education venues do provide for community use, albeit the hours of availability are limited, and they provide for organised use by sports clubs and groups, not for public recreational pay and play.

9.13 There is an 8 badminton court main-hall at Catmose Sports Centre and a 6 badminton court sports hall at Uppingham School Sports Centre. The scale of these venues means they can provide for multi spirts use at the same time and the Catmose Centre can also provide an events venue.

9.14 There is a 5 badminton court size sports hall located at Castleton Business and Enterprise College and 4 badminton court size sports halls located at Oakham School Sports Centre and Uppingham Community College. This size of venue is large enough to provide for all indoor hall sports at the community level of participation, plus provide a venue suitable for club sport development.

***Sports halls offer.***

9.15 Overall the scale of provision across Rutland County means it is a very extensive offer for the playing and development of indoor hall sports. The concern with the offer is the average age of the sports hall sites, which in 2021 is 39 years. The oldest sports hall is Catmose Sports Centre (opened in 1970 and modernised in 2008) and the most recent sports hall site to open is located at Uppingham School (opened in 2010).

9.16 The interaction of all the supply and demand findings means the level of estimated use of each sports hall site at peak times is quite low (Section 7 used capacity Table 7.1) Catmose Sports Centre has the highest estimated use, when combining the size of the centre, the hours it is available and that it provides for all types of use. Also, unlike some of the education venues it does not require a monthly membership fee to access the centre.

9.17 The policy towards community use, types of use and hours of access can change at the education venues and this could result in a reduction in supply. However, given the overall supply and demand balance and quantitative findings this is not an issue, unless (say) both Uppingham venues decided not to provide for community use.

***Longer term assessment and way forward***

9.18 The caveat to all these findings is that is a one-year assessment of the supply, demand, and access to sports halls across Rutland County in 2021. The findings have to be placed and assessed in the longer-term context of the Council's built sports facilities and leisure strategy, as this could change the findings long term. Topics are:

- The projected changes in the Rutland County population over the strategy period and beyond. Are the projections for a younger population, if so, this will increase the demand for sports halls?

- The scale and location of residential development over the Council's strategy period. Again, this will increase the demand for sports halls and may put pressure on particular sites.

- The age and condition of the sports halls, as reported, it is an ageing stock and the Catmose Sports Centre opened in 1970. On grounds of age and condition there could be a reduction in supply of sports halls, resulting in transfer of demand to other and equally old venues.

- The policy towards community use by the schools which again could result in a reduction in supply.

9.19 Unlike with the swimming pools assessment the way forward, is not to suggest a bespoke local facility planning model assessment to consider and evaluate these longer-term potential changes. The reason being the extensive scale of the current provision and the level of demand for sports halls currently.

9.20 It would take very significant changes in supply to impact on the usage at the other sports halls and the need for further sports hall provision. It is suggested that it is more important to focus on the retention of the supply over the long term and modernise the sports hall stock to keep it fit for purpose.

***Catmose Sports Centre.***

9.21 The Catmose Sports Centre is a very extensive centre and provides the best all-round offer for the playing of hall sports in the County. It is the only public leisure centre in the County and therefore the most important to retain to ensure the fullest access and availability for all types of use.

9.22 In simple quantitative terms, there is enough supply to meet demand, should the centre not be retained – based on this one-year assessment. However, the County Council does not own or determine the access for community use at the other sports hall sites. Should education providers reduce access, then the supply and demand balance changes significantly, without the Catmose centre in the supply.

9.23 Also, there would only be one sports hall site in Oakham and as for swimming pools, the location and catchment area of the Oakham and Uppingham centres do not really overlap. So, access to two education sports hall sites in Uppingham does little to meet the Oakham demand.

9.24 Should the Council consider replacing the Catmose Sports Centre on rounds of age and condition, then this one-year assessment of supply and demand does suggest a new centre could be a smaller scale, of say a 6 badminton court main hall.

9.25 This would provide for multi sports use at the same time and also as an events centre at the local level. The need for a separate activity hall would depend on the projected programme of use for a new centre and the need to accommodate big and small space sports in separate halls. Or, if all activities could be accommodated in one main hall.

9.26 These are findings based on this one-year assessment and would need to be considered fully in the business case and the County Council's objectives for providing sports halls.

9.27 This concludes the headline strategic overview of key findings from the Rutland County assessment of sports halls.

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***The facilities planning model.***

9.28 The fpm study is a quantitative, accessibility and spatial assessment of the supply, demand, and access to sports halls. The fpm study provides a hard evidence base that can inform consultations, so as to then provide a rounded evidence base.

**Appendix 1: Sports hall included and excluded in the assessment.**

**Sports Halls Included**

Facilities are included on the basis they are at least a 3 badminton court main sports hall (27m x 18m). Plus they have access for community use, either as public leisure centre sports halls or through open membership of other sports hall ownership, mainly education.

Where a site has a main hall plus a smaller activity hall of below 3 badminton courts in size, the activity hall is also included. This is on the basis that the main hall will be programmed for activities that require big space and or height, for example badminton or basketball and the smaller activity hall is programmed for activities such as table tennis or martial arts.

| Name of Facility | Type | Dimensions | Area | Site Year Built | Site Year Refurbished |
|---|---|---|---|---|---|
| CASTERTON BUSINESS AND ENTERPRISE COLLEGE | Main | 41x 21 | 861 | 1970 | 2009 |
| CATMOSE SPORTS CENTRE | Main | 40 x 35 | 1380 | 1980 | |
| CATMOSE SPORTS CENTRE | Main | 27 x18 | 486 | | |
| OAKHAM SCHOOL SPORTS CENTRE | Main | 33 x 18 | 594 | 1972 | 2015 |
| UPPINGHAM COMMUNITY COLLEGE | Main | 34.5 x 20 | 690 | 1927 | 1998 |
| UPPINGHAM SCHOOL SPORTS CENTRE | Main | 51 x 18 | 918 | 2010 | |
| UPPINGHAM SCHOOL SPORTS CENTRE | Activity Hall | 17 x 9 | 153 | | |

**Facilities Excluded**

The audit excludes facilities that are deemed to be either for private use, too small closed or are not an actual sports halls providing for hall sports. The following facilities were deemed to fall under one or more of these categories and therefore excluded from the modelling:

| Site Name | Facility Sub Type | Reason for Exclusion |
|---|---|---|
| ACTIVE RUTLAND HUB | Main | Dance studio and judo venue |
| GREETHAM COMMUNITY CENTRE | Activity Hall | Too small |
| HMP STOCKEN | Main | Private Use |
| KENDREW BARRACKS | Activity Hall | Private Use |
| LYDDINGTON VILLAGE HALL | Activity Hall | Too small |

**Appendix 2 – Model description, Inclusion Criteria and Model Parameters**

Included within this appendix are the following:

- Model description
- Facility Inclusion Criteria
- Model Parameters

**Model Description**

1. **Background**

1.1 The Facilities Planning Model (FPM) is a computer-based supply/demand model, which has been developed by Edinburgh University in conjunction with sportscotland and Sport England since the 1980s.

1.2 The model is a tool to help to assess the strategic provision of community sports facilities in an area. It is currently applicable for use in assessing the provision of sports halls, swimming pools, indoor bowls centres and artificial grass pitches.

2. **Use of FPM**

2.1 Sport England uses the FPM as one of its principal tools in helping to assess the strategic need for certain community sports facilities. The FPM has been developed as a means of:

- assessing requirements for different types of community sports facilities on a local, regional, or national scale.
- helping local authorities to determine an adequate level of sports facility provision to meet their local needs.
- helping to identify strategic gaps in the provision of sports facilities; and
- comparing alternative options for planned provision, taking account of changes in demand and supply. This includes testing the impact of opening, relocating, and closing facilities, and the likely impact of population changes on the needs for sports facilities.

2.2 Its current use is limited to those sports' facility types for which Sport England holds substantial demand data, i.e. swimming pools, sports halls, indoor bowls, and artificial grass pitches.

2.3 The FPM has been used in the assessment of Lottery funding bids for community facilities, and as a principal planning tool to assist local authorities in planning for the provision of community sports facilities. For example, the FPM was used to help assess the impact of a 50m swimming pool development in the London Borough of Hillingdon. The Council invested £22 million in the sports and leisure complex around this pool and received funding of £2,025,000 from the London Development Agency and £1,500,000 from Sport England[1].

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[1] Award made in 2007/08 year.

## 3. How the model works

3.1 In its simplest form, the model seeks to assess whether the capacity of existing facilities for a particular sport is capable of meeting local demand for that sport, considering how far people are prepared to travel to such a facility.

3.2 In order to do this, the model compares the number of facilities (supply) within an area, against the demand for that facility (demand) that the local population will produce, similar to other social gravity models.

3.3 To do this, the FPM works by converting both demand (in terms of people), and supply (facilities), into a single comparable unit. This unit is 'visits per week in the peak period' (VPWPP). Once converted, demand and supply can be compared.

3.4 The FPM uses a set of parameters to define how facilities are used and by whom. These parameters are primarily derived from a combination of data including actual user surveys from a range of sites across the country in areas of good supply, together with participation survey data. These surveys provide core information on the profile of users, such as, the age and gender of users, how often they visit, the distance travelled, duration of stay, and on the facilities themselves, such as, programming, peak times of use, and capacity of facilities.

3.5 This survey information is combined with other sources of data to provide a set of model parameters for each facility type. The original core user data for halls and pools comes from the National Halls and Pools survey undertaken in 1996. This data formed the basis for the National Benchmarking Service (NBS). For AGPs, the core data used comes from the user survey of AGPs carried out in 2005/6 jointly with Sportscotland.

3.6 User survey data from the NBS and other appropriate sources are used to update the model's parameters on a regular basis. The parameters are set out at the end of the document, and the range of the main source data used by the model includes:

- National Halls & Pools survey data –Sport England
- Benchmarking Service User Survey data –Sport England
- UK 2000 Time Use Survey – ONS
- General Household Survey – ONS
- Scottish Omnibus Surveys – Sport Scotland
- Active People Survey - Sport England
- STP User Survey - Sport England & Sportscotland
- Football participation - The FA
- Young People & Sport in England – Sport England
- Hockey Fixture data - Fixtures Live
- Taking Part Survey - DCMS

## 4. Calculating Demand

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4.1 This is calculated by applying the user information from the parameters, as referred to above, to the population[2]. This produces the number of visits for that facility that will be demanded by the population.

4.2 Depending on the age and gender make-up of the population, this will affect the number of visits an area will generate. In order to reflect the different population make-up of the country, the FPM calculates demand based on the smallest census groupings. These are Output Areas (OA)[3].

4.3 The use of OAs in the calculation of demand ensures that the FPM is able to reflect and portray differences in demand in areas at the most sensitive level based on available census information. Each OA used is given a demand value in VPWPP by the FPM.

## 5. Calculating Supply Capacity

5.1 A facility's capacity varies depending on its size (i.e. size of pool, hall, pitch number), and how many hours the facility is available for use by the community.

5.2 The FPM calculates a facility's capacity by applying each of the capacity factors taken from the model parameters, such as the assumptions made as to how many 'visits' can be accommodated by the particular facility at any one time. Each facility is then given a capacity figure in VPWPP. (See parameters in Section C).

5.3 Based on travel time information4 taken from the user survey, the FPM then calculates how much demand would be met by the particular facility having regard to its capacity and how much demand is within the facility's catchment. The FPM includes an important feature of spatial interaction. This feature takes account of the location and capacity of all the facilities, having regard to their location and the size of demand and assesses whether the facilities are in the right place to meet the demand.

5.4 It is important to note that the FPM does not simply add up the total demand within an area and compare that to the total supply within the same area. This approach would not take account of the spatial aspect of supply against demand in a particular area. For example, if an area had a total demand for 5 facilities, and there were currently 6 facilities within the area, it would be too simplistic to conclude that there was an oversupply of 1 facility, as this approach would not take account of whether the 5 facilities are in the correct location for local people to use them within that area. It might be that all the facilities were in one part of the borough, leaving other areas under provided. An assessment of this kind would not reflect the true picture of provision. The FPM is able to assess supply and demand within an area based on the needs of the population within that area.

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[2] For example, it is estimated that 7.72% of 16-24 year old males will demand to use an AGP, 1.67 times a week. This calculation is done separately for the 12 age/gender groupings.

[3] Census Output Areas (OA) are the smallest grouping of census population data, and provides the population information on which the FPM's demand parameters are applied. A demand figure can then be calculated for each OA based on the population profile. There are over 171,300 OAs in England. An OA has a target value of 125 households per OA.

[4] To reflect the fact that as distance to a facility increases, fewer visits are made, the FPM uses a travel time distance decay curve, where the majority of users travel up to 20 minutes. The FPM also takes account of the road network when calculating travel times. Car ownership levels, taken from Census data, are also taken into account when calculating how people will travel to facilities.

5.5 In making calculations as to supply and demand, visits made to sports facilities are not artificially restricted or calculated by reference to administrative boundaries, such as local authority areas. Users are generally expected to use their closest facility. The FPM reflects this through analysing the location of demand against the location of facilities, allowing for cross boundary movement of visits. For example, if a facility is on the boundary of a local authority, users will generally be expected to come from the population living close to the facility, but who may be in an adjoining authority.

6. **Facility Attractiveness – for halls and pools only**

6.1 Not all facilities are the same and users will find certain facilities more attractive to use than others. The model attempts to reflect this by introducing an attractiveness weighting factor, which effects the way visits are distributed between facilities. Attractiveness, however, is very subjective. Currently weightings are only used for hall and pool modelling, with a similar approach for AGPs is being developed.

6.2 Attractiveness weightings are based on the following:

6.1.1. Age/refurbishment weighting – pools & halls - the older a facility is, the less attractive it will be to users. It is recognised that this is a general assumption and that there may be examples where older facilities are more attractive than newly built ones due to excellent local management, programming, and sports development. Additionally, the date of any significant refurbishment is also included within the weighting factor; however, the attractiveness is set lower than a new build of the same year. It is assumed that a refurbishment that is older than 20 years will have a minimal impact on the facilities attractiveness. The information on year built/refurbished is taken from Active Places. A graduated curve is used to allocate the attractiveness weighting by year. This curve levels off at around 1920 with a 20% weighting. The refurbishment weighting is slightly lower than the new built year equivalent.

6.1.2. Management & ownership weighting – halls only - due to the large number of halls being provided by the education sector, an assumption is made that in general, these halls will not provide as balanced a program than halls run by LAs, trusts, etc, with school halls more likely to be used by teams and groups through block booking. A less balanced programme is assumed to be less attractive to a general, pay & play user, than a standard local authority leisure centre sports hall, with a wider range of activities on offer.

6.3 To reflect this, two weightings curves are used for education and non-education halls, a high weighted curve, and a lower weighted curve.

6.1.3. High weighted curve - includes Non-education management - better balanced programme, more attractive.

6.1.4. Lower weighted curve - includes Educational owned & managed halls, less attractive.

6.4 Commercial facilities – halls and pools - whilst there are relatively few sports halls provided by the commercial sector, an additional weighing factor is incorporated within the model to reflect the cost element often associated with commercial facilities. For each population output area, the Indices of Multiple Deprivation (IMD) score is used to limit whether people will use commercial facilities. The assumption is that the higher the IMD score (less affluence) the less likely the population of the OA would choose to go to a commercial facility.

## 7. Comfort Factor – halls and pools

7.1 As part of the modelling process, each facility is given a maximum number of visits it can accommodate, based on its size, the number of hours it is available for community use and the ‘at one-time capacity’ figure (pools =1 user /6m2, halls = 6 users /court). This is giving each facility a “theoretical capacity”.

7.2 If the facilities were full to their theoretical capacity, then there would simply not be the space to undertake the activity comfortably. In addition, there is a need to take account of a range of activities taking place which have different numbers of users, for example, aqua aerobics will have significantly more participants, than lane swimming sessions. Additionally, there may be times and sessions that, whilst being within the peak period, are less busy and so will have fewer users.

7.3 To account of these factors the notion of a ‘comfort factor’ is applied within the model. For swimming pools 70%, and for sports halls 80%, of its theoretical capacity is considered as being the limit where the facility starts to become uncomfortably busy. (Currently, the comfort factor is NOT applied to AGPs due to the fact they are predominantly used by teams, which have a set number of players and so the notion of having ‘less busy’ pitch is not applicable).

7.4 The comfort factor is used in two ways.

7.1.1. Utilised Capacity - How well used is a facility? ‘Utilised capacity’ figures for facilities are often seen as being very low, 50-60%, however, this needs to be put into context with 70-80% comfort factor levels for pools and halls. The closer utilised capacity gets to the comfort factor level, the busier the facilities are becoming. You should not aim to have facilities operating at 100% of their theoretical capacity, as this would mean that every session throughout the peak period would be being used to its maximum capacity. This would be both unrealistic in operational terms and unattractive to users.

7.1.2. Adequately meeting Unmet Demand – the comfort factor is also used to increase the number of facilities that are needed to comfortably meet the unmet demand. If this comfort factor is not added, then any facilities provided will be operating at its maximum theoretical capacity, which is not desirable as a set out above.

## 8. Utilised Capacity (used capacity)

8.1 Following on from Comfort Factor section, here is more guidance on Utilised Capacity.

8.2 Utilised capacity refers to how much of facilities theoretical capacity is being used. This can, at first, appear to be unrealistically low, with area figures being in the 50-60% region. Without any further explanation, it would appear that facilities are half empty. The key point is not to see a facilities theoretical maximum capacity (100%) as being an optimum position. This, in practise, would mean that a facility would need to be completely full every hour it was open in the peak period. This would be both

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unrealistic from an operational perspective and undesirable from a user's perspective, as the facility would completely full.

8.3 For examples:

A 25m, 4 lane pool has Theoretical capacity of 2260 per week, for 52 hour peak period.

| | 4-5pm | 5-6pm | 6-7pm | 7-8pm | 8-9pm | 9-10pm | Total Visits for the evening |
|---|---|---|---|---|---|---|---|
| Theoretical max capacity | 44 | 44 | 44 | 44 | 44 | 44 | 264 |
| Actual Usage | 8 | 30 | 35 | 50 | 15 | 5 | 143 |

8.4 Usage of a pool will vary throughout the evening, with some sessions being busier than others though programming, such as, an aqua-aerobics session between 7-8pm, lane swimming between 8-9pm. Other sessions will be quieter, such as between 9-10pm. This pattern of use would give a total of 143 swims taking place. However, the pool's maximum capacity is 264 visits throughout the evening. In this instance the pools utilised capacity for the evening would be 54%.

8.5 As a guide, 70% utilised capacity is used to indicate that pools are becoming busy, and 80% for sports halls. This should be seen only as a guide to help flag up when facilities are becoming busier, rather than a 'hard threshold'.

## 9. Travel times Catchments

9.1 The model uses travel times to define facility catchments in terms of driving and walking.

9.2 The Ordnance Survey (OS) Integrated Transport Network (ITN) for roads has been used to calculate the off-peak drive times between facilities and the population, observing one-way and turn restrictions which apply, and considering delays at junctions and car parking. Each street in the network is assigned a speed for car travel based on the attributes of the road, such as the width of the road, and geographical location of the road, for example the density of properties along the street. These travel times have been derived through national survey work, and so are based on actual travel patterns of users. The road speeds used for Inner & Outer London Boroughs have been further enhanced by data from the Department of Transport.

9.3 The walking catchment uses the OS Urban Path Network to calculate travel times along paths and roads, excluding motorways and trunk roads. A standard walking speed of 3 mph is used for all journeys.

9.4 The model includes three different modes of travel, by car, public transport & walking. Car access is also considered, in areas of lower access to a car, the model reduces the number of visits made by car and increases those made on foot.

9.5 Overall, surveys have shown that the majority of visits made to swimming pools, sports halls and AGPs are made by car, with a significant minority of visits to pools and sports halls being made on foot.

| Facility | Car | Walking | Public transport |
|---|---|---|---|
| Swimming Pool | 76% | 15% | 9% |
| Sports Hall | 77% | 15% | 8% |
| AGP<br>Combined<br>Football<br>Hockey | <br>83%<br>79%<br>96% | <br>14%<br>17%<br>2% | <br>3%<br>3%<br>2% |

9.6 The model includes a distance decay function; where the further a user is from a facility, the less likely they will travel. The set out below is the survey data with the % of visits made within each of the travel times, which shows that almost 90% of all visits, both car borne or walking, are made within 20 minutes. Hence, 20 minutes is often used as a rule of thumb for catchments for sports halls and pools.

| | Sport halls | | Swimming Pools | |
|---|---|---|---|---|
| Minutes | Car | Walk | Car | Walk |
| 0-10 | 62% | 61% | 58% | 57% |
| 10-20 | 29% | 26% | 32% | 31% |
| 20 -40 | 8% | 11% | 9% | 11% |

NOTE: These are approximate figures and should only be used as a guide.

**SPORTS HALL PARAMETERS**

| | | | |
|---|---|---|---|
| At one Time Capacity | | 32 users per 4-court hall,<br>15 per 144 square meters of ancillary hall. | |
| Catchment Maps | | Car: 20 minutes<br>Walking: 1.6 km<br>Public transport: 20 minutes at about half the speed of a car<br><br>NOTE: Catchment times are indicative, within the context of a distance decay function of the model. | |
| Duration | | 60 minutes | |

Percentage Participation

| *Age* | *0-15* | *16-24* | *25-34* | *35-44* | *45-59* | *60-79* |
|---|---|---|---|---|---|---|
| Male | 17.03 | 16.87 | 14.77 | 12.57 | 10.61 | 7.20 |
| Female | 18.28 | 18.17 | 16.69 | 15.24 | 14.96 | 12.41 |

Frequency per week

| *Age* | *0-15* | *16-24* | *25-34* | *35-44* | *45-59* | *60-79* |
|---|---|---|---|---|---|---|
| Male | 0.86 | 0.84 | 0.92 | 0.81 | 0.99 | 0.97 |
| Female | 0.95 | 1.14 | 1.08 | 1.01 | 1.06 | 0.99 |

Peak Period

| | |
|---|---|
| Weekday: | 9:00 to 10:00; 17:00 to 22:00 |
| Saturday: | 09:30 to 17:00 |
| Sunday: | 09:00 to 14:30, 17:00 to 19:30 |
| Total: | 45.5 hours |

Percentage in Peak Period

***62%***

**List of Stakeholder Contacts**

| | | |
|---|---|---|
| Jake Williams | Anglian Water | Head of Parks & Conservation |
| Will Kirstein | Anglian Water | Park Manager |
| *[Staff furloughed]* | Barnsdale Hall Hotel | Leisure Manager |
| Carl Smith | Casterton College Rutland | Principal |
| Natalie Ray | Catmose College | Chief Finance Officer |
| Simon Mellors | Catmose College | Sports Facilities Manager |
| Stuart Williams | Catmose College | Principal |
| Tracey Roberts | Dive Rutland | Club Manager |
| Sharon Milner | Edith Weston Primary | Executive Headteacher |
| Mary Hardwick | Inspire2Tri | Director, also LRS Board Member |
| Dave Stock | Leicestershire & Rutland Sport (Active Partnership) | Strategic Relationships Manager |
| Jo Spokes | Leicestershire & Rutland Sport (Active Partnership) | Sports Development Manager |
| John Byrne | Leicestershire & Rutland Sport (Active Partnership) | Director |
| Alison Littley | Melton Swimming Club | Club Manager |
| Elaine Lawniczak | Oakham Artistic Gymnastic Academy | Club Manager |
| Steve Cox | Oakham CofE | Headteacher |
| Conrad Nancarrow | Oakham School | Leisure Facilities Manager |
| Allison Greaves | Oakham Town Council | Town Clerk |
| Alexandra Chamberlain | Rutland County Council | Senior Care Manager, Rutland Social Prescribing Service (RISE) |
| Chris Thomas | Rutland County Council | Active Rutland Manager |
| Cllr Alan Walters | Rutland County Council | Portfolio Holder: Health |
| Cllr Lucy Stephenson | Rutland County Council | Portfolio Holder: Culture and Leisure |
| Cllr Oliver Hemsley | Rutland County Council | Leader of the Council (see also Vale Judo) |
| Danielle Adams | Rutland County Council | Active Rutland Officer |
| Emma Jane Perkins | Rutland County Council | Head of Service – Community Care Service |
| Gill Curtis | Rutland County Council | Head of Lifelong Learning |
| Glynn Attiwell | Rutland County Council | Active Rutland Hub Coordinator |
| Rachel Armstrong | Rutland County Council | Principal Planning Policy Officer |
| Rob Lewin | Rutland County Council | Active Rutland Assistant |
| Sandra Taylor | Rutland County Council | Community Care Services Manager |
| Stephanie Logue | Rutland County Council | Early Help Coordinator (Youth Services) |
| Mike Sandys | Leicestershire County Council | Director of Public Health |
| Trish Crowson | Leicestershire County Council | Senior Public Health Manager |
| Kevin Tighe | Rutland Agricultural Society | Chief Executive |
| Paul Hinch | Rutland Camping & Caravan Park | Site Manager |

| | | |
|---|---|---|
| Duncan Furey | Rutland Community Wellbeing Service | Chief Executive |
| Barbara Crellin | Rutland Local Sports Alliance (Active Rutland) | Chair |
| Dr Hilary Fox | Rutland Primary Care Network | Clinical Director |
| Anneka Sherratt | SLL | Exercise Referral Coordinator |
| Jonathan Harrold | SLL | Centre Manager |
| Lee Medlock | SLL | Regional Contract Manager |
| Richard Allan | SLL | Operations Director |
| Sarah Charlton | SLL | Centre Administrator / Aqua-Ed |
| David Brame | SLL / InspireAll | Chief Executive |
| Ben Solly | Uppingham Community College | Principal |
| Matt Chamberlain | Uppingham Schools Sports Centre | Centre Manager |
| Deborah Bettles | Uppingham Town Council | Town Clerk |
| Cllr Oliver Hemsley | Vale Judo | Club Manager |
| | | |
| Michelle Woolman-Lane | Rutland County Council | Armed Forces Officer |
| Rebecca (Bex) Boston | St George's Barracks | Army Welfare Service |
| Jade Hunter | Kendrew Barracks | Army Welfare Service |
| Cllr David Wilby | Rutland County Council | Portfolio Holder: Children's Services and Education |
| Cllr Gordon Brown | Rutland County Council | Portfolio Holder: HIF and Local Plan |
| Cllr Karen Payne | Rutland County Council | Portfolio Holder: Finance |
| Cllr Gale Waller | Rutland County Council | Lib Dems Leader |
| Cllr Marc Oxley | Rutland County Council | Independent Group Leader |
| Cllr David Blanksby | Rutland County Council | Independent Group Member |
| Cllr Richard Coleman | Rutland County Council | Non-Aligned Independent Member |
| Cllr Jeff Dale | Rutland County Council | Non-Aligned Independent Member |
| Cllr Adam Lowe | Rutland County Council | Non-Aligned Independent Member |
| Lucy Lewin | Little Angels Nursery (Uppingham) | |
| Ron Simpson | Uppingham First | Director & Secretary |
| Lesley Hawkes | RCC Aiming High (young disabled people) | |
| Ashley Poulton | RCC Youth Service | |
| Sophie Parsons | RCC Childrens Centre | |
| Donna Cartmell-Fry | RCC Childrens Centre | |
| David Lyon | Equilibrium Ketton | |
| Yvonne Rawlings | Age UK Rutland | |
| Richard Auciello | Voluntary Action Rutland | |
| Emma Herd | Rutland Parkrun | |
| Joanna Cadman-Joyce | Rutland Junior Parkrun | |
| Yasmeen Abdul-Rahim | Rutland Disabled Youth Forum | |

Within the range of management options that exist in the market, broadly they can be classified into three different types, which would have similar characteristics

- **In house provision** – where the services are provided either directly or through management model on which the Council has control, such as wholly owned companies (for example Local Authority Trading Companies), or joint ventures with key partners (such as education or health).

- **Not for Profit Organisations** – where the services are provided by an organisation which does not distribute profits to shareholders, including educational facilities (such as schools, universities and colleges), local community organisations and sports clubs. All surpluses or profits are reinvested in the business. The existing provider are a not for profit organisation.

- **Profit Making Organisations –** where the organisation distributes any profits to the owners of the organisation (shareholders)

It should be noted that the governance and management options only relate to facilities which are funded (either in part or in whole) by the Council. Other organisations such as universities, schools commercial organisations and sports clubs do deliver and operate facilities which they have solely funded and as such are outside of this analysis.

Within Table 1 below we provide a description of the various options and seek also to identify the broad type of organisation they fit into.

**Table 1 – Management Options**

| Management Option | Description | Type of Organisation |
|---|---|---|
| Direct Provision | • The service is operated and delivered by the Council<br>• All staff are employed by the Council and the service is managed as part of the Council Committee structure | In House |
| Organisation owned by the Council | • A company is established which is wholly owned by the Council to operate the service, but operates at arms length from the Council<br>• Typically this is a company limited by guarantee, enabling the service to operate with more freedom, such as a Local Authority Trading Company (LATC) | In House |
| Charitable Company Limited by Guarantee (CLG) | • A company which is set up to operate the service, but reinvests surpluses into the service<br>• It is usually charitable (bringing tax advantages) and will have a number of trustees | Not for Profit |
| Industrial & Provident Society (IPS) | • An incorporated entity for the benefit of the community, governed by the Industrial and Provident Societies Acts<br>• Has board members and shareholders. Board members manage on behalf of shareholders | Not for Profit |

| Management Option | Description | Type of Organisation |
|---|---|---|
| Community Interest Companies (CIC) | • A company which is established for community benefit.<br>• All surpluses generated must be used for community benefit, but can be distributed to shareholders/investors subject to a cap | Not for Profit or<br>Profit Making |
| Charitable Incorporated Organisation (CIO) | • Vehicle established specifically for charities (by the Charities Act 2006)<br>• Similar governance to a company, but likely to have charity trustees as opposed to directors | Not for Profit |
| Hybrid Trusts | • A commercial company who operate services but have established a not for profit organisation to manage the service<br>• Typically this would be a charitable company, enabling tax advantages to be achieved<br>• the Council would enter into a partnership with a hybrid trust to operate the services | Not for Profit |
| Existing Trusts | • The Council would enter into a partnership with a Trust that has been set up by another Council<br>• The trust would usually be a Company Limited by Guarantee or an Industrial and Provident Society | Not for Profit |
| Co-operative or Mutuals | • Business which are owned and run by and for its members (which could be staff, customers, community)<br>• Can be anyone of a number of different legal forms including the types of not for profit set out above (such as Charitable Company Limited by Guarantee or Industrial and Provident Society) or it can be a profit making company<br>• The principles of a co-operative are that members get an equal say(one member one vote on the Board), independence, learning organisation and collaboration | Not for Profit or<br>Profit Making |
| Joint Venture | • Where the Local Authority develops a company which has investment from the private (or other non-profit) sector and is jointly owned by the Council and the other organisation<br>• This would be utilised where major capital investment is used and has typically been developed through the delivery of schools, and health services, through programmes such as Building Schools for the Future (BSF) and Local Improvement Finance Trusts (LIFT) in the health sector | Not for Profit and / or<br>Profit Making |

| Management Option | Description | Type of Organisation |
|---|---|---|
| Dual Use | • Where facilities on educational establishments are operated through a dual use agreement<br>• Facilities can be delivered through direct operation by the school, college or university or through an operator<br>• Typically the Council funds these through grant or capital funding | Not for Profit |
| Private Sector Management Companies | • There are a range of private sector management companies who operate services on behalf of Local Authorities, such as leisure management, arts facilities, and other leisure services<br>• These organisations can be Hybrid Trusts (as set out above) or can operate as commercial management contractors<br>• They would be a profit making company and would operate under a management contract with controls over the operation put in place by the Local Authority | Profit Making |
| Commercial Organisation | • Where a commercial organisation would run services and take on the assets of the Local Authority but operate the services commercially, with no control over the operation by the Local Authority<br>• For example a leisure centre would be operated as a membership only facility and focus on those with the ability to pay as opposed to disadvantaged groups | Profit Making |
| Unincorporated Association or Trust | • An association which is established to operate under its own rules – can be charitable<br>• Will have unlimited liability for those running the association | Not for Profit or Profit Making |
| Sports or Leisure Club | • A club established for sports or other activities such as Bowls or Football Clubs<br>• They are typically set up as a Community Amateur Sports Club or unincorporated association<br>• They can also be charitable companies or other forms of companies as set out earlier<br>• Typically the funding which comes from the Council is in the form of a grant | Not for Profit |
| Community Groups | • As with Sports or Leisure Clubs they can be a number of different legal forms<br>• Typically they are unincorporated associations, but can be a range of other legal structures<br>• Typically the funding which comes from the Council is in the form of a grant | Not for Profit |

As can be seen from the table above there are a range of different types of management options which are available to the Council and have been used to operate Local Authority and other community services.

Set against these options, it can be considered that there are 6 principle options, which each of the options can be categorised into and have different characteristics, including

- **In house option –** where the service is continued to be managed through an organisation on which the Council has control, either direct management or a LATC.
- **A new Not for Profit Distributing Organisation (NPDO)** – where the service is managed by a newly established NPDO specifically set up to run the Council services. The NPDO could be one of a number of different types including a CLG, IPS, CIC, CIO and could be a co-operative or mutual. Celtic Leisure are categorised as this.
- **An existing NPDO** – where the service is managed by an existing NPDO which operates services for other Councils. Typically these trusts have developed following an initial transfer of services through the creation of NPDO to deliver leisure services. They are usually either a CLG or an IPS but can be other types of NPDO and could be consider to be a co-operative
- **Educational Establishment, Community Association or Sports/Leisure Club –** where the service is managed by an educational establishment, community association or local sports group. Typically this is undertaken where the group is the primary user and often sits with sports clubs, such as Bowls, Rugby, Cricket and Football.
- **Hybrid Trusts** – where the service is operated by a private sector Leisure Management Contractor, such as 1Life, Places for People, SLM, through a NPDO organisation. It should be noted that within the private sector all of the major operators also have different operating models which enable the benefits of NNDR savings and VAT to be realised, commonly known as Hybrid Trusts. Indeed some of the organisations are now established as registered charities, such as Active Nation. Typically these organisations are CLG's
- **Private Sector** – where the service is operated by a private sector Leisure Management Contractor, such as 1Life, Places for People, SLM, without the use of a NPDO organisation. All the operators offer this potential as well as their NPDO organisation (Hybrid Trusts). In addition there are a number of major FM companies who are now running services such as libraries and other facilities as part of a major outsourcing approach. A joint venture approach could also fall into this category

We set out in the table overleaf a comparison of the key features across the various options. For the purpose of the comparison we have combined the existing NPDO and Hybrid Trust as they have similar features. We have also included educational, local community group and sports clubs with newly established NPDO as they are similar in features.

## Management Options Compared

<table>
<tr><th>Area</th><th>In House</th><th>Newly established NPDO/ Education or Local Group</th><th>Existing NPDO/ Hybrid Trust</th><th>Private Sector</th></tr>
<tr><td>Governance Arrangement</td><td>• Part of Leisure Services and governed by Member and Chief Officer structure of Council<br>• Or governed by a Board typically of Councillor</td><td>• A CLG or IPS, with surpluses reinvested in service,<br>• Memorandum and articles will determine the business of the NPDO, to include where they can do business and what they can deliver.<br>• Governed by an independent Board of Directors, with limited (less than 20%) Council representation.<br>• Local people on Board appointed by the Council or local organisation<br>• A charity – regulated by charity commission</td><td>• A separate company (charitable structure in place)<br>• Board are unlikely to be local people – although there is the possibility they could be<br>• No Council representation on the board</td><td>• A corporate entity which distributes profits to shareholders<br>• Board are unlikely to be local people<br>• No Council representation on the board</td></tr>
<tr><td>Council Relationship (controls/ influence)</td><td>• Direct control by Council and Council ownership of all facilities</td><td colspan="3">• Lease of the buildings granted on peppercorn rent to partner, freehold ownership of the facilities remains with Council<br>• Management Agreement attached to lease requiring partner to deliver outcomes and service standards, linked to a performance monitoring system if underperform<br>• Management Agreement includes for annual service development plans to be produced and agreed by Council<br>• Council pays or receives management fee for the delivery of the outcomes</td></tr>
</table>

<table>
<tr><th>Area</th><th>In House</th><th>Newly established NPDO/ Education or Local Group</th><th>Existing NPDO/ Hybrid Trust</th><th>Private Sector</th></tr>
<tr><td>Service Delivery</td><td>• Council fully responsible for pricing decisions, delivery of service and outcomes<br>• Full operational risk with the Council<br>• Maintenance of facilities responsibility of Council</td><td colspan="3">• Council specifies prices, outcomes and service quality through specification and contract<br>• Operational risk sits with partner<br>• Maintenance responsibility will be with partner, level of responsibility (full repair and renewing or operational maintenance) to be decided<br>• partner need consent of Council for any capital works or variation to building use</td></tr>
<tr><td>Staffing Arrangements</td><td>• Directly employed and subject to Council terms and conditions<br>• Council responsible for any pension deficit</td><td colspan="3">• Partner employs staff , after an initial TUPE transfer – staff transfer on same terms and conditions, including pension. This may include staff not within Leisure Centres budgets (such as central support)<br>• Pension to be admitted body status or similar. Council responsible for contributions relating to pension deficit up to transfer. Partner responsible for any deficits arising from their own actions</td></tr>
<tr><td>Support Services</td><td>• Council determine level of support services and allocation of</td><td>• NPDO decides on support services they need and where they purchase these services from</td><td>• Existing NPDO will have their own central support services – thus no option for continued provision by Council</td><td>• Private Sector will have their own central support services – thus no option for continued provision by Council</td></tr>
</table>

| Area | In House | Newly established NPDO/ Education or Local Group | Existing NPDO/ Hybrid Trust | Private Sector |
|---|---|---|---|---|
| | charges from/to central services<br>• No savings from Central Support | • NPDO can purchase services from Council through SLA but NPDO decision<br>• Savings in the central support services through no longer delivering support to leisure centres can be achieved<br>• There will be a need for a proportionate commissioning/ client role in the Council | • There will be a need for a proportionate commissioning/ client role in the Council? | • There will be a need for a proportionate commissioning/ client role in the Council? |
| **Financial Arrangements** | • Council fully responsible for delivery of revenue<br>• Access to capital limited to prudential borrowing and council capital, assuming no grant funding<br>• No tax advantaged, although LATC | • NPDO responsible for revenue and expenditure and takes some risk on delivery<br>• Capital can be accessed through prudential borrowing, council capital and private sector investment (banks, etc) as well as grant funding if available<br>• Capital works need the consent of the Council , and it is likely that the Council would need to undertake the works (with the NPDO undertaking | • NPDO responsible for revenue and expenditure and takes all risk on delivery<br>• Capital can be accessed through prudential borrowing, council capital and private sector investment (banks, etc) as well as grant funding if available<br>• Capital works need the consent of the Council | • Greatest risk on delivery<br>• Capital - prudential borrowing, council capital and grants plus private sector<br>• Capital works need the consent of the Council<br>• No Tax advantages |

| Area | In House | Newly established NPDO/ Education or Local Group | Existing NPDO/ Hybrid Trust | Private Sector |
|---|---|---|---|---|
| | can achieve rate relief | risk of delivery to avoid irrecoverable VAT on capital<br><br>• Tax advantages through VAT exemption on income set off by non recoverable VAT on expenditure and NNDR relief (80%) | • Tax advantages through VAT exemption on income set off by non recoverable VAT on expenditure and NNDR relief (80%) | |

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

Document is Restricted

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