

# Overview and Scrutiny Committee

## SECOND SUPPLEMENTAL AGENDA

**DATE: Thursday 22 September 2011**

### AGENDA - PART I

#### 8. REFERENCES FROM COUNCIL/CABINET

- (b) Response to the implications of the HAVS Investigation Challenge Panel Report: (Pages 1 - 16)

Reference from the Cabinet Meeting held on 8 September 2011

#### 11. HEART OF HARROW AREA ACTION PLAN - SPATIAL VISION (Pages 17 - 22)

Appendix 4 to the report of the Corporate Director of Place Shaping

#### 12. SNOW CLEARANCE CHALLENGE PANEL - FINAL REPORT (Pages 23 - 72)

Report of the Divisional Director of Partnership Development and Performance

### AGENDA - PART II

**Nil**

*Note: In accordance with the Local Government (Access to Information) Act 1985, the following agenda items have been admitted late to the agenda by virtue of the special circumstances and urgency detailed below:-*

Agenda item

Special Circumstances/Grounds for Urgency

8b. Response to the implications Members are requested to consider the

of the HAVS Investigation  
Challenge Panel Report

Reference as a matter of urgency so that they can be informed of the views of Cabinet. The report was not available when the main agenda was printed and circulated due to proximity of the Cabinet meeting to the statutory deadline.

11. Heart of Harrow Area  
Action Plan – Spatial  
Vision – Appendix 4

For the sake of completeness, Members are requested to consider, as a matter of urgency, Appendix 4 to the report which was not available at the time the main agenda was printed and circulated.

12. Snow Clearance  
Challenge Panel – Final  
Report

Members are requested to consider the report, as a matter of urgency, so that it can be referred to Cabinet for consideration as soon as possible. The report was not available when the main agenda was printed and circulated due to proximity of the challenge panel meeting to the statutory deadline.

LONDON BOROUGH OF HARROW

OVERVIEW AND SCRUTINY COMMITTEE

DATE – 22 September 2011

**Response to the Implications of the HAVS Investigation Challenge Panel Report**

**Reference from the meeting of Cabinet held on 8 September 2011**

Cabinet received a report of the Corporate Director Community and Environment responding to the recommendations of the 'Implications of HAVS (Harrow Association of Voluntary Services) Investigation' report from the Scrutiny Challenge Panel. Cabinet also considered a confidential appendix containing the Audit report.

The Chairman of the Scrutiny Challenge Panel on the 'Implications of HAVS Investigation' addressed Cabinet and thanked scrutiny officers for their professionalism in delivering on this piece of work; a skill base which required a careful balance between providing advice and recording Members' views which the Chairman of the Challenge Panel recommended ought to be deployed across the Council. She thanked all participants for their contributions in ensuring a successful scrutiny and hoped that Cabinet would accept the recommendations in their entirety. Particular thanks went to the Vice-Chairman of the Overview and Scrutiny Committee for his suggestion and resolve in buying-in the skills of internal audit to ensure a comprehensive scrutiny and strengthening the evidence base available to the Challenge Panel.

Cabinet was informed that the Challenge Panel did not look at HAVS itself and it had been accepted that the title given to this Challenge Panel was misleading and this aspect had been taken on board by Scrutiny as a lesson learnt when naming future Challenge Panels.

The Chairman of the Challenge Panel:

- stated that the investigation related to streamlining the support given to local organisations across the Council and referred to the need to consolidate processes in the delivery of the grant giving function across the Council. It was essential that the principles behind the Council's CREATE values, particularly 'Actively One Council', were applied universally across the Council and she hoped Cabinet would take this comment on board. It was crucial that information was available on what overall support was provided to organisations across the Council;
- added that the review had been undertaken to help clarify the operation of the grants process and acknowledged that many changes had been made following the 'Delivering a Strengthened Voluntary and Community Sector for Harrow' review. The grants process had previously lacked clarity and a number of changes had been made under the previous administration and which were now being taken forward by the current administration. The Council's reputation was always at stake as mistakes made were often not forgotten;

- welcomed the timelines set out in the response to the recommendations and the assurance that work would progress. Moreover, it was important that reputable and joined-up approaches were in place where all those involved were aware of the various aspects of the grant giving function, such as the Compact, a mutual agreement between those who decide to endorse its principles and commitments to action, which had unfortunately not been revised since 2009. She acknowledged that this matter was on the 13 September Grants Advisory Panel agenda for consideration. Also on the agenda for the GAP meeting was a proposal to return to a single grant application form, which was proposing one application form instead of the three that had, previously, been agreed. She was concerned that the proposal contradicted what had previously been agreed;
- reported that training of personnel was another issue that needed addressing and it was unsatisfactory to merely make statements about training without it being followed up. It was essential that training on the Compact was given to all those concerned. Recommendation 7, 'Members should be involved in every grant award', of the Challenge Panel did not necessarily apply only to the grant giving function but resonated across other Directorates to ensure accountability. This recommendation was therefore crucial and ought to be given due consideration. Learning from other best practice in other boroughs was also essential;
- stated that the Council needed to value its own whistle-blowing policy and sets an example to the Voluntary Sector, which ought to be encouraged to have such a policy in place;
- was of the view that with regard to internal audit's role, as set out in recommendation 22, it was important that regular reports were submitted to the Overview and Scrutiny Committee setting out the progress made in implementing those recommendations. Additionally, the Council needed to re-examine its communication channels and how changes and decisions are communicated to those whose grant applications had been agreed and those that had been rejected. Moreover, the ability to track decisions to ensure transparency was also important.

In response, the Portfolio Holder for Community and Cultural Services thanked the Chairman for her presentation and the Scrutiny Challenge Panel for its work to help shape future processes, and assured Cabinet that the majority of the recommendations of the internal audit report had been adopted. The Portfolio Holder added that a number of responses to the recommendations of the Scrutiny Challenge Panel were being progressed. The Compact was being looked at with a view to strengthening the relationship with the Voluntary Sector. Moreover, a training programme for officers was being developed and training for Members would be undertaken through the Member Development process. He expected a further report to the October meeting of Cabinet on the Third Sector Investment Plan.

The Leader of the Council stated that the involvement of Members was being looked at through the commissioning process and the Chief Executive would examine how all parties could be engaged.

**RESOLVED:** That

- (1) the response to the recommendations outlined at Appendix 1 to the report be noted;

- (2) it be noted proposals for the future of main grant funding would be presented to Cabinet later in the autumn and would provide further detail to address relevant recommendations.

**Reason for Decision:** To respond to the recommendations of the Scrutiny Challenge Panel report on the implications of the future of HAVS.

## **FOR INFORMATION**

### Background Documents:

Minutes of Cabinet

Report considered by Cabinet

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[daksha.ghelani@harrow.gov.uk](mailto:daksha.ghelani@harrow.gov.uk)

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## REPORT FOR: **CABINET**

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<b>Date of Meeting:</b>	8 <sup>th</sup> September 2011
<b>Subject:</b>	Response to the Implications of HAVS Investigation Challenge Panel Report
<b>Key Decision:</b>	No
<b>Responsible Officer:</b>	Brendon Hills, Corporate Director Community and Environment
<b>Portfolio Holder:</b>	Councillor David Perry, Portfolio Holder for Community and Cultural Services
<b>Exempt:</b>	No
<b>Decision subject to Call-in:</b>	Yes
<b>Enclosures:</b>	Appendix 1 - Response to Implication of HAVS Challenge Panel report  Appendix 2 - Minute extract from the Overview and Scrutiny Committee held on 20 July 2011 ( <i>appear elsewhere on O and S agenda</i> )  Appendix 3 – Report of the Challenge Panel ( <i>previously circulated to O and S</i> )

### **Section 1 – Summary and Recommendations**

This report sets out a response to the Overview & Scrutiny Challenge Panel
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on the implications of HAVS investigation report and recommendations (20<sup>th</sup> July 2011)

**Recommendations:**

Cabinet is requested to note:

1. The response to the recommendations outlined in Appendix 1 of this report
2. That proposals for the future of main grant funding will be presented to Cabinet later in the autumn and will provide further detail to address relevant recommendations.

**Reason: (For recommendation)**

To respond to the recommendations of the Overview & Scrutiny Challenge panel report on the implications of the future of HAVS

## **Section 2 – Report**

### **2.1 Introductory paragraph**

This report sets out a response to the recommendations of the Overview and Scrutiny Challenge Panel on the implications of HAVS. Investigation. The report was presented to Overview & Scrutiny Panel on 20<sup>th</sup> July.

### **2.2 Background to the report**

- 2.2.1 The Harrow Association of Voluntary Services (HAVS) operated as an umbrella/infrastructure organisation for the voluntary and community sector and as a member organisation of the Harrow Strategic Partnership. In June 2010, Harrow Council engaged PricewaterhouseCoopers (PWC) to undertake an investigation into HAVS following concerns raised by the HAVS auditor during the audit of the 2008/9 financial records. The Overview & Scrutiny Committee commissioned the Challenge Panel to consider the longer term implications for the Council of the issues which occurred at HAVS.

### **2.3 The Challenge Panel**

- 2.3.1 The scope agreed by Overview & Scrutiny was the underlying issues and the lessons to be learned by the Council as a result of the HAVS situation, in particular:
- The mechanisms that the Council has in place to monitor the use of public funds within voluntary sector organisations in order to ensure that there is sufficient transparency, probity, organisational accountability and quality assurance



- The role of the Council in ensuring that organisations entrusted with public funds have good governance arrangements;
- The extent to which the Council should support the voluntary sector in accessing support in the area of governance; and
- Evaluating the Council's responsibility in supporting local infrastructure bodies in Harrow.

The challenge panel also considered whether voluntary sector groups should have an explicit whistle blowing policy for the voluntary sector.

Excluded from consideration were:-

- The role of the Council as charitable trustee
- Going over old ground in terms of undertaking further work in areas already reviewed by scrutiny or others
- Specifics of the HAVS investigation
- Specifics of grants awarded by the Council in the past

2.3.2 A number of Harrow Council officers, Members and members of the voluntary and community sector attended two challenge sessions in March and May 2011 and an internal audit of the 2010/11 grants process was also produced as part of the panel process.

## **2.4 Response to the recommendations**

2.4.1 The Panel made 20 recommendations for officers and Members to consider and respond to. These recommendations and their response is contained in Appendix 1 of this report. Several of the recommendations contained within this report and within the internal audit review of the 2010/11 grants process have already been actioned for the 2011/12 grants round.

2.4.2 Further consultation is ongoing to determine the future of the Council's investment in organisations such as HAVS and the proposals which are in development will potentially significantly change the way in which the Council commissions or funds services from the voluntary and community sector in the future and how the Council will operate as a client for those services, as well as outlining other ways in which the Council may support organisations in the borough.

## **2.5 Implications of the Report**

### **2.6 Staffing/workforce**

The recommendations contained in this report could impact on the way in which officers work with the voluntary and community sector in the future. Any changes to staff roles and responsibilities will be consulted on and the guidelines contained within the protocol for managing change will be followed.

### **2.7 Legal comments**

2.7.1 Included in Appendix 1

## **2.8 Financial Implications**

- 2.8.1 There are no immediate financial implications arising from the recommendations of this report. Internal audit will carry out a follow-up report to identify progress against the recommendations outlined in the initial investigation into the 2010/11 grants process.

## **2.9 Performance Issues**

- 2.9.1 The development of performance measures is a key part of the grants application process and service level agreements for the 2011/12 grants round, based on the deliverables as expressed within each original successful application. This includes joint monitoring of outcomes by Council departments. Future proposals will include consideration of the performance monitoring of delivery.

## **2.10 Environmental Impact**

There are no environmental implications of this report.

## **2.11 Risk Management Implications**

A risk register will be developed as part of the future proposals to implement any proposed changes to the way in which grants are delivered. This will ensure that risks are monitored and managed throughout the project planning and implementation stages.

## **2.12 Equalities implications**

- 2.12.1 An equalities impact assessment was undertaken throughout the 2011/12 grants round and will be undertaken on any future proposals. The equalities duty is a continuing duty. It is important that Cabinet has regard not only to the Equalities Impact Assessment but also to the statutory grounds in the light of all available material such as the consultation responses and press reports. The statutory grounds of the public sector equality duty are found at section 149 of the Equality Act 2010 as follows:

*A public authority must, in the exercise of its functions, have due regard to the need to:*

- (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;*
- (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;*
- (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.*

*Having due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and*

persons who do not share it involves having due regard, in particular, to the need to:

- (a) remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic;
- (b) take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it;
- (c) encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

The relevant protected characteristics are:

- Age
- Disability
- Gender reassignment
- Pregnancy and maternity
- Race,
- Religion or belief
- Sex
- Sexual orientation

## 2.14 Corporate Priorities

Voluntary and community sector organisations deliver a range of services to local residents that support the Council's corporate priorities including:

- Keeping neighbourhoods clean, green and safe.
- United and involved communities: A Council that listens and leads.
- Supporting and protecting people who are most in need.

## Section 3 - Statutory Officer Clearance

Name: Jennifer Hydari	<input checked="checked" type="checkbox"/>	on behalf of the Chief Financial Officer
Date: 19 August 11		
Name: Jessica Farmer	<input checked="checked" type="checkbox"/>	on behalf of the Monitoring Officer
Date: 18 August 11		

## Section 4 – Performance Officer Clearance

Name: Wayne Longshaw

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on behalf of the  
Divisional Director  
Partnership,  
Development and  
Performance

Date: 17 August 11

## Section 5 – Environmental Impact Officer Clearance

Name: John Edwards

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Divisional Director  
(Environmental  
Services)

Date: 16 August 11

## Section 6 - Contact Details and Background Papers

**Contact:** Marianne Locke Divisional Director Community & Culture 020 8736 6530

### Background Papers:

1. Minutes of Overview & Scrutiny Committee 20 July 2011

**Call-In Waived by the  
Chairman of Overview  
and Scrutiny  
Committee**

**NOT APPLICABLE**

*[Call-in Applies]*

## APPENDIX 1: Response to Implication of HAVS Challenge Panel report

No.	Recommendation	Response	By Who	By When
1	Cabinet should consider the Grants Advisory Panel and other advisory panels terms of reference in greater detail.	<p>The terms of reference for the Grants Advisory Panel should be reviewed in light of proposed changes to the way Council support to the voluntary sector will be delivered in the future.</p> <p>The terms of reference for advisory panels should be regularly reviewed.</p>	Democratic Services and Cabinet in consultation with Cabinet Advisory panels.	November 2011
2	There should be greater internal checks made by officers during the grants process.	An internal audit report made a number of recommendations regarding the grants process and 33 out of 34 recommendations were accepted with a management action plan to address them. As a result of this a number of internal checks were introduced by officers during the 2011/12 grants process. Further improvements will continue to be introduced as they are identified.	Kashmir Takhar, Head of Community Development	Ongoing
3	The Harrow Compact should be reviewed in order to ensure that it reflects recent judicial rulings and events locally.	The Harrow Compact was updated in 2009. The funding code is currently being updated with input from the VCS, Officers and Members.	Mike Howes, Service Manager Policy and Partnerships	November 2011
4	Training on the Compact and the implications of the recent rulings should be made available to Councillors and Officers.	A programme of training on the Compact will be made available to Councillors and Officers.	Mike Howes, Service Manager, Policy and Partnerships	November 2011 onwards
5	Care should be taken to communicate with the Voluntary and Community Sector so they fully understand the Council's decision-making process	The decision-making process for grants and mechanisms for raising concerns will be clearly communicated to grant applicants for 2012-13	Kashmir Takhar, Head of Community Development	October 2011 onwards

	and the mechanism for communicating concerns they may have.	onwards		
6	Voluntary sector groups, when applying for grant, should be asked what they would do with part award of grant, e.g. if they applied for £500 and were awarded £250, what would they do with it? Would it be any use? 50% and 75% could be possible benchmarks to use.	Voluntary sector organisations were asked to confirm that projects could be delivered with a lesser amount than had been applied for during the 2011/12 grants round. This procedure will be followed in future years when necessary.	Kashmir Takhar, Head of Community Development	October 2011 onwards
7	Members should be involved in every grant award.	(as response to recommendation 1) The terms of reference for the Grants Advisory Panel to be reviewed in light of proposed changes to the way that the Council supports the voluntary sector in the future.	Democratic Services and Cabinet in consultation with Cabinet Advisory panels.	November 2011
8	Chairmen of all committees and panels should be properly briefed and consulted on every agenda.	Officers to ensure that Chairmen of committees and panels are briefed and consulted on agendas.	All Corporate Directors	Ongoing
9	The long term aim of a grant should be to make the voluntary organisation sustainable in the long term. The Council should agree a policy on this and communicate it.	A clear policy regarding the provision of Council grant funding will be developed for 2012/13 onwards.	Marianne Locke, Divisional Director Community & Culture	October 2011
10	There should be monitoring of voluntary organisations throughout the year. A mid year extract from management accounts should enable the Council to make a financial health check on each organisation and avoid any future problems (such as occurred at HAVS). Monitoring should however be proportionate and sector	Mid-year monitoring of Council funded organisations was introduced in 2011/12.  Training support for officers to help them assess an organisation's financial health to be identified.	Kashmir Takhar, Head of Community Development	November 2011

	independence needs to be respected.			
11	Consideration should be given to the development of a 'traffic light' system to facilitate a proportionate approach to monitoring and further consideration should be given to incorporating the monitoring of high risk projects and Service Level Agreements into the improvement board process.	Further developments and improvements to monitoring are being made for 2011/12. Improved performance indicators will be considered for the Improvement Board process.	Marianne Locke, Divisional Director Community & Culture	March 2012
12	Monitoring information should be reviewed by those with an understanding of the information presented.	Monitoring information is reviewed by officers. Further training support for officers to be identified where required..	Kashmir Takhar, Head of Community Development	November 2011
13	There should be a general re-examination of all Council external appointments to ensure these are fit for purpose and are still needed.	Review of Council external appointments to be undertaken.	Hugh Peart, Corporate Director Legal & Governance	April 2012
14	The Council should agree what governance standard is required for each grant or contract e.g. PQASSO level 1 for small grant awards or contracts, level 3 for medium grant awards or contracts level 5 for large grants or contracts	A review of governance documents and quality assurance standards required for Council funding will be undertaken as part of the proposals move from grant applications to commissioning services from the voluntary and community sector.	Kashmir Takhar, Head of Community Development/ Liz Holford, Sustainable Procurement Lead	April 2012
15	All organisations in receipt of grant monies from the Council should have their own whistle-blowing policy.	The revised SLA for all grant awards in 2011/12 states the requirement for a whistle-blowing policy.	Kashmir Takhar, Head of Community Development	Requirement instituted and to be monitored.
16	The grants process should be non political and be seen to be as such. The development and	Development of a clear policy for the delivery of Council funding for 2012/13 onwards. The	Marianne Locke, Divisional Director	October 2011

	agreement of clear principles for the payment of grant will support this. A constructive dialogue between the Grants Advisory Panel and Community and Cultural Services portfolio holder and Cabinet should be fostered to ensure that this key relationship can flourish and ensure that difficulties between parties are fully understood.	role of the Grants Advisory Panel to be of consideration as part of this review, in consultation with Members of GAP.	Community & Culture	
17	Appeals should be held before any grants are finalized.	Appeals for 2011/12 were considered before final grant awards were determined. This process will be considered for 2012/13 onwards.	Kashmir Takhar, Head of Community Development	Ongoing
18	The grants process should be timed so that voluntary organisations know their financial status before the financial year commences	A timetable for grant applications to be developed to ensure as far as possible that grant funding decisions are communicated ahead of the commencement of the financial year.	Kashmir Takhar, Head of Community Development	October 2011
19	Voluntary organisations could be offered specialist support from within Council resources, such as legal, financial or IT help, as an add on extra, always recognising that many organisations needed a core grant to be able to function. The 'One 4 One' scheme and other innovative approaches to supporting the sector should be evaluated and promoted by the Council if they are seen to offer a credible alternative support.	Specialist support available from within the Council to be explored.  An evaluation and further promotion of One-4-One to be undertaken.	Marianne Locke, Divisional Director Community & Culture  Kashmir Takhar, Head of Community Development	December 2011  March 2012
20	In consolidating the work previously undertaken and developing a longer-term strategic approach to partnering with the	The Council will ensure that it reflects learning from other boroughs and findings of internal reviews.	Marianne Locke, Divisional Director Community &	Ongoing



	voluntary sector, the Council should ensure that it reflects the learning from other, best practice boroughs and the findings of other internal reviews which have been undertaken including the scrutiny review 'Delivering a Strengthened Voluntary and Community Sector for Harrow', 2008		Culture	
21	Members and Officers need to be clearer about declaring interests and withdrawing from meetings or decisions where the interest may be prejudicial. Additional training should be given to Members and officers involved in the Grants process including real world examples.	Training for Members and officers on process for declaration of interests.	Hugh Peart, Corporate Director Legal & Governance	tbc
22	That Internal Audit keep the Overview & Scrutiny committee informed on the progress of the implementation of their recommendations in the Grants to Voluntary Organisations report.	Report on progress with implementation of audit recommendations to be presented to Overview and Scrutiny.	Service Manager, Internal Audit	tbc

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# Working Draft

## Appendix 4

### Heart of Harrow Area Action Plan

#### Draft Infrastructure Schedule - Wealdstone Sub Area

Projects	Wealdstone	Core Strategy	AAP Spatial Vision	National Policy r'qrmnt	Need Demonstrated	Local or Borough wide	Deliverable	Phasing	Funding
<b>Movement</b> Public Transport	Station forecourt improvements		✓			Local	✓	2	s106 / LBH Capital/ LIP
	Cycle Hire docking stations & cycle parking	✓	✓			Local	tbd	2	LBH/ sponsor LIP
Pedestrian	Headstone Drive link	✓	✓		✓	Local	✓	1	Developer cost
	Pedestrian Bridge		✓			Local	tbd	2 or 3	Developer cost
	George Gange Way	✓	✓		✓	Local	tbd	tbd	
	Wayfinding signage	✓	✓			Borough	✓	1	TfL
	Crossings upgrade	✓	✓	✓		Local	✓	1 or 2	LIP / Green Grid
	Kodak Access		✓		✓	Local	✓	1 and 2	Developer cost
Highways	Ellen Webb Underpass	✓	✓		✓	Local	✓	2	Developer cost
	Junction Improvements	✓	✓	✓		Borough / Local	✓	1 and 2	Developer cost / CIL and LIP
	Signals upgrade to link junctions		✓		✓	Borough	✓	1	TfL/ LIP
	Electric Vehicle charging points	✓	✓			Borough	✓	tbd	Developer / LIP
Smart Travel	Car club parking	✓	✓			Local	✓	1 and 2	tbd
			✓	✓	✓	Local	✓	1 thru 3	Developer cost /LIP & LBH Capital & maintenance

Projects	Wealdstone	Core Strategy	AAP Spatial Vision	National Policy r'qrmnt	Need Demonstrated	Local or Borough wide	Deliverable	Phasing	Funding
<b>Public Realm</b> Open Spaces	Replacement Open Space	✓	✓	✓	✓	Borough	✓	1 thru 3	Developer cost
	Existing Open Space improvements (access and quality)	✓	✓	✓	✓	Local	✓	2	Developer cost
	Open Space provision	✓	✓	✓	✓	Local	✓	1 thru 3	Developer cost
Public Realm Upgrades	Headstone Drive Wealdstone East	✓	✓			Local	✓	1 to 2	Developer cost
		✓	✓			Local	✓	2 to 3	LBH / s106
Green Grid	Belmont Trail	✓	✓	✓	✓	Borough	✓	1	LBH Capital / s106
<b>Energy</b> CHP network	All major development	✓	✓	✓		Local	tbd	1 thru 3	Developer cost / community trust
	Wealdstone Central / East	✓	✓	✓	✓	Local	tbd	1 thru 3	EA/CIL/Developer
<b>Flood Mitigation</b>						Local	tbd	1 thru 3	Private Provider
<b>Telecommunications</b>									
<b>Education</b> Primary School	Kodak Site	✓	✓	✓	✓	Borough	✓	1	Developer
	Teachers Centre	✓	✓	✓	✓	✓	tbd	2 to 3	DfE / CIL
<b>Health</b>	Expanded provision	✓	✓		✓	Local	✓	tbd	tbd
<b>Leisure</b> Leisure Centre	Replacement centre	✓	✓		✓	Borough	✓	1 to 2	Developer / Council/assets
	Upgrade/reprovide	✓	✓	✓	✓	Local	✓	1 thru 3	Developer/LBH
<b>Heritage / Culture / Arts</b> Facilities									
	Headstone Manor and new provision	✓	✓	✓		Borough / Local	✓	1 thru 3	Developer/LBH/HLF

**Footnote.**

1. Requirements and funding assumption are subject to on going testing
2. The infrastructure requirements listed above should to be seen in the context on borough wide infrastructure provision

# Working Draft

## Heart of Harrow Area Action Plan

### Draft Infrastructure Schedule - Station Road Sub Area

Projects	Station Road	Core Strategy	AAP Spatial Vision	National Policy r'q'rment	Need Demonstrated	Local or Borough wide	Deliverable	Phasing	Funding
<b>Movement</b> Public Transport Cycling Pedestrian Highways	Bus stops upgrade	✓	✓			Local	✓	1 and 2	LIP
	Cycle Hire docking stations & cycle parking	✓	✓			Local	tbd	2	LBH / sponsor/ LIP
	Crossings upgrade	✓	✓		✓	Borough Local	✓	1	TfL
	Wayfinding signage	✓	✓	✓		Local	✓	1 or 2	LIP / Green Grid
	Station Road upgrade	✓	✓		✓	Borough	✓	1 thru 3	Developer cost / CIL and LIP
	Milton Road realignment	✓	✓	✓		Local / Local	✓	2	Developer cost
	Junction Improvements	✓	✓		✓	Borough / Local	✓	1 and 2	Developer cost / CIL and LIP
	Signals upgrade to link junctions	✓	✓		✓	Borough	✓	1	TfL/ LIP
Smart Travel	Electric Vehicle charging points	✓	✓			Borough	✓	1 thru 3	Developer / LIP
		✓	✓	✓	✓	Local	✓	1 thru 3	Developer cost /LIP & LBH Capital & maintenance

Projects	Station Road	Core Strategy	AAP Spatial Vision	National Policy Requirement	Need Demonstrated	Local or Borough wide	Deliverable	Phasing	Funding
<b>Public Realm</b> Open Spaces	Civic Centre Public link	✓	✓	✓	✓	Local	✓	1 to 2	Developer cost
	Open Space provision	✓	✓			Local	✓	1 thru 3	Developer cost
Public Realm Upgrades	Greenhill Way	✓	✓			Local	✓	1 to 2	Developer cost
	Station Road	✓	✓			Local	✓	1 thru 3	Developer cost
Green Grid	Hindes Road/Elmgrove Road	✓	✓	✓	✓	Borough	✓	1	LBH Capital / s106
<b>Energy</b> CHP network	All major development	✓	✓	✓		Local	tbd	1 thru 3	Developer cost / community trust
				✓	✓	Local	tbd	1 thru 3	Private Provider
<b>Telecommunications</b>									
<b>Education</b>	Expanded provision	✓			✓	Local	✓	1 thru 3	LBH

**Footnote.**

1. Requirements and funding assumption are subject to on going testing
2. The infrastructure requirements listed above should to be seen in the context on borough wide infrastructure provision

# Working Draft

## Heart of Harrow Area Action Plan

### Draft Infrastructure Schedule - Harrow town centre Sub Area

Projects	Harrow town centre	Core Strategy	AAP Spatial Vision	National Policy Requirement	Need Demonstrated	Local or Borough wide	Deliverable	Phasing	Funding
<b>Movement</b> Public Transport	Station upgrade & step free access	✓	✓		✓	Borough	tbd	1 thru 3	CIL/TfL
	Bus station upgrade	✓	✓		✓	Borough	tbd	1 to 2	CIL/TfL
	Bus standing capacity	✓	✓		✓	Borough	tbd	1 to 2	CIL/TfL
Cycling	Cycle Hire docking stations & cycle parking	✓	✓			Local	tbd	2	LBH Capital / sponsor
Pedestrian	Crossings upgrade	✓	✓		✓	Borough	✓	1	TfL
	Wayfinding signage	✓	✓	✓		Local	✓	1 or 2	LIP/ Green Grid
	Greenhill Way		✓			Local	✓	1 or 2	tbd
Highways	Junction Improvements	✓	✓	✓	✓	Borough / Local	✓	1 and 2	Developer cost / CIL and LIP
	Roundabout signals	✓	✓		✓	Borough	✓	1 thru 3	Developer cost / CIL and LIP
	Signals upgrade to link junctions		✓		✓	Borough	✓	1	TfL/ LIP
	Electric Vehicle charging points	✓	✓			Borough	✓	1 thru 3	Developer / LIP
Smart Travel		✓	✓	✓	✓	Local	✓	1 thru 3	Developer cost /LIP & LBH Capital & maintenance

Projects	Harrow town centre	Core Strategy	AAP Spatial Vision	National Policy r'qrmnt	Need Demonstrated	Local or Borough wide	Deliverable	Phasing	Funding
<b>Public Realm</b> Open Spaces  Public Realm Upgrades	Lowlands Recreation Ground	✓	✓			Borough	✓	1	LBH Capital / Outer London Fund
	Open Space provision	✓	✓	✓	✓	Local	✓	1 thru 3	Developer cost
	Roxborough Bridge ped.subways	✓	✓			Local	✓	1	Developer
	St Johns Road/Lyon Road	✓	✓			Local	✓	1 thru 3	Developer
	College Road Havelock Place/ College Road link	✓	✓			Local	tbd	2 to 3	Developer Developer tbd
Green Grid	Hindes Road/Elmgrove Road	✓	✓	✓	✓	Borough	✓	1	LBH Capital / s106
<b>Energy</b> CHP network	All major development	✓	✓	✓		Local	tbd	1 thru 3	Developer cost / community trust
<b>Telecommunications</b>				✓	✓	Local	tbd	1 thru 3	Private Provider
<b>Education</b>	Expanded provision	✓			✓	Local	✓	1 thru 3	LBH
<b>Health</b> GP-led centre	New health facility		✓		✓	Local / Borough	✓	1	Developer
<b>Leisure</b> Ice rink/bowling alley	New facility		✓			Borough		2 to 3	Developer / Council;assets
<b>Heritage / Culture / Arts</b> Library	Replacement library New provision	✓	✓ ✓	✓	✓	Local Borough / Local	✓ ✓	1 to 2 1 thru 3	Developer/LBH Developer/LBH/

**Footnote.**

1. Requirements and funding assumption are subject to on going testing
2. The infrastructure requirements listed above should to be seen in the context on borough wide infrastructure provision



## **REPORT FOR:                    OVERVIEW AND SCRUTINY COMMITTEE**

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<b>Date:</b>	22 September 2011
<b>Subject:</b>	Snow Clearance Challenge Panel Report
<b>Responsible Officer:</b>	Alex Dewsnap, Divisional Director Partnership Development and Performance
<b>Scrutiny Lead Member area:</b>	Cllr Chris Mote and Cllr Nana Asante, Safer and Stronger Communities; Cllr Susan Anderson and Cllr Stephen Wright, Sustainable Development and Enterprise
<b>Exempt:</b>	No
<b>Enclosures:</b>	Report from the Snow Clearance Challenge Panel

### **Section 1 – Summary and Recommendations**

This report outlines the findings from the Overview and Scrutiny Snow Clearance challenge panel which took place on 6 September 2011.

#### **Recommendations:**

Councillors are recommended to:

- I. Consider and agree the report from the Challenge Panel;
- II. Refer the report to Cabinet.

## **Section 2 – Report**

### **Introductory paragraph**

This report outlines the findings of the Snow Clearance challenge panel which took place on 6 September 2011. The Overview and Scrutiny committee commissioned the challenge panel to consider the council's snow clearance policy and also to address whether any more could be done to improve the way in which the borough deals with the clearance of heavy snowfall.

### **Financial Implications**

As detailed in the report some of the challenge panel recommendations will require additional resources.

### **Performance Issues**

There are no specific performance issues associated with this report.

### **Environmental Impact**

There is the potential to have an impact on environmental issues in the borough depending on how and whether the recommendations are taken up.

### **Risk Management Implications**

There are none specific to this report.

### **Equalities implications**

Was an Equality Impact Assessment carried out? Yes ( ) No ( ☒ )

Heavy snow fall and its clearance has implications for some of the most vulnerable members of the community. The health and social care facilities in the borough are also affected by snowfall.

### **Corporate Priorities**

This review will contribute to the delivery of the following corporate priorities:

- Keeping neighbourhoods clean, green and safe
- United and involved communities: a Council that listens and leads
- Supporting and protecting people who are most in need
- Supporting our Town Centre, our local shopping centres and businesses

## **Section 3 - Statutory Officer Clearance**

Not required for this report.

## **Section 4 - Contact Details and Background Papers**

**Contact:** Fola Irikefe, Scrutiny Officer. 020 8420 9389

**Background Papers:** None

September 2011

## **Overview and Scrutiny Committee**

### **Snow Clearance Challenge Panel Report**

#### **Members of the Challenge Panel**

Councillor Paul Osborn (Chairman)  
Councillor Nana Asante  
Councillor James Bond  
Councillor Ann Gate  
Councillor Susan Hall  
Councillor Chris Mote  
Councillor Stephen Wright

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## CHAIRMAN'S INTRODUCTION

Over the past few years I have had constituents ask about why certain areas were gritted and others weren't and what could be done to improve the situation I was therefore particularly keen to address the issue of snow clearance and look into whether anything else could be done to support the community during times of severe winter weather conditions. This report details the observations, findings and recommendations of the Overview and Scrutiny Snow Clearance Challenge panel which took place on 6 September 2011.

As a starting point, we wanted to recognise the great work of all council departments in keeping Harrow moving over the last two record breaking winters, while ensuring that vital services like 'Meals on Wheels' kept running.

The challenge panel first sought to try to gain an understanding of the council's winter maintenance and gritting policy and the procedures we currently have in place. We also considered current national and London wide policy developments in terms of snow clearance and gritting.

We tried to approach the issue in a constructive way with a focus on looking forward and considering what more could be done within the confines of limited, if not diminishing resources. With this in mind a lot of time was given to considering what role the community and partners play and looking at what is done elsewhere in terms of working with the community and communicating with residents.

The discussions arising from the challenge panel really emphasised the need to re-iterate the message that not all roads and footways can be cleared during periods of heavy snowfall and that specific areas need to be prioritised as is the current practice. However, the panel feels that opening up the discussion meant that different ideas about how things could be improved for the good of the community could be brought to the fore. We also need to ensure that the council helps residents who want to help out by providing them with advice and assistance.

The following officers were in attendance at the challenge panel to provide evidence:

- John Edwards, Divisional Director, Environmental Services
- Dave Masters, Service Manager Civil Engineering
- John Greenfield, Team Leader Highways

I am grateful to them both for their contribution to the panel and also the services that they provide for local residents.

Councillor Paul Osborn



Chairman of Snow Clearance Challenge Panel

## BACKGROUND TO THE CHALLENGE PANEL

The past two winters have been very severe and this swiftly prompted a number of reviews including the Government's Transport Committee's '*The effects of adverse weather conditions on transport*' May 2009, '*Slipping Up*' by the London Assembly Transport Committee in March 2009 and the London Winter Service Review Steering Groups '*Keep London Moving*' was also published in October 2010. All these publications prompted further guidance and provided an avenue for the lessons learnt to be disseminated. Officers in the council have been actively involved in these discussions and having experienced two harsh winters consecutively the level of preparedness last year in the borough continued to improve. The council is also fully geared up this year with a good stock of salt.

At the end of the 2010/11 municipal year members of the Overview and Scrutiny Leadership Group decided that they would like to look at the council's snow clearance policy and consider how effectively the Council is responding to the increasingly harsh winters. The main objective of this work was to determine the criteria for gritting and why some roads and not others were done and whether any more could be done to improve the way in which the borough deals with the clearance of heavy snowfall within the confines of limited resources.

At the scoping meeting on 11 July (*scope attached in Appendix A*) members emphasised that they were keen to ensure that the challenge panel was forward looking and not retrospective. In view of this, the challenge panel received a briefing (*attached in Appendix B*) and considered evidence and key documents in advance of the actual meeting in preparation for the challenge panel including:

- a general overview of the council's winter maintenance and gritting policy
- a brief look at the impact of severe winter weather (in terms of some statistical evidence) in Harrow
- information on London wide and national policy and current developments in terms of snow clearance and gritting
- examples of what is done in other local authorities

## **OBSERVATIONS AND RECOMMENDATIONS ARISING FROM THE CHALLENGE PANEL**

The Divisional Director, Environmental Services provided members with an opening briefing explaining that although the severe weather conditions over the past two years have been unprecedented the contractor Enterprise Mouchel (who currently delivers the councils Winter Maintenance Plan – *attached in Appendix B*) have been very effective and successful in stepping up to the challenge. He clarified that the aim is to keep all the primary routes running so that emergency services can get around and that it is not the intention nor is it possible within existing budget to keep the whole borough moving.

One of the key issues highlighted was the need for greater community involvement, effective communication and management of expectations. The occurrence of severe weather conditions has shown that there is a gap between public expectations and what the authority is required to do and can be done within a climate of limited resources.

Detailed below is a summary of some of the key deliberations of the panel and the recommendations that have come from the discussions.

### Managing expectations

The panel learnt that despite the huge publicity drive and consistent communication with the public there is still a gap to be met in terms of managing expectations and what the authority is able to do. The reputation tracker in March 2010 showed that there was a drop in satisfaction with the council. The panel felt that further thought needs to be given to what can be done to bring the message home that not every road or footway can be gritted and neither is it the council's policy to try to do so.

### Community Involvement

Having considered the need to get the balance right between public expectations and the actual service that can be delivered on the ground, the panel identified that a way of bridging the gap is through more individual, community and partner involvement to support the borough. The panel felt it was very important to highlight specifically how exactly we could help to get the community actively involved.

The panel questioned officers on what they thought the role Neighbourhood Champions could play in supporting the borough during periods of snow and severe weather conditions. Officers explained that they welcomed the involvement of Neighbourhood Champions but of course it was up to each individual Neighbourhood Champion to decide how much or how little they wanted to do. The panel learnt that last year some work was done with one of the residents associations and that this could be publicised in both Harrow People and the press, the panel felt that this was another useful avenue to develop community involvement that could be expanded to other residents associations.

**Recommendation 1:** Neighbourhood Champions and residents associations should be amongst the people who are notified of severe weather conditions in order that they can support their communities should people look to them for support.

Members were keen to know whether there was any scope for further investment to support more community involvement and were pleased to note that bids were currently being put forward for this type of work though there were no specifics at present. These bids should be supported.

**Recommendation 2:** The Sustainable Development and Enterprise Scrutiny lead members and/ or Safer and Stronger Communities Scrutiny lead members should consider the developments and outcomes of bids as they go forward and ensure that any of the outcomes are followed through in the six month update of the review.

In the drive to aid and encourage community involvement, councillors also touched on the importance of their role as community leaders.

**Recommendation 3:** A clear and concise booklet and guidance should be developed and provided to all councillors in order that they can be responsive and well equipped in their role as community leaders should any queries and issues be raised with them by constituents during times of heavy snowfall. Members should be armed with information to help the public understand what is required in the operation to clear the borough of snow.

#### Litigation

The panel deliberated over the misconceptions about health and safety law in terms of community support and liability, should the clearing of snow result in another person having an accident. Legal recriminations have been cited as one of the main reasons why people are cautious and sometimes reluctant to clear snow beyond the parameters of their home.

This is despite Government intervention and clear statements put forward by the Government that as long as the householder takes reasonable precautions in clearing snow and do not create a greater hazard in clearing pathways, it is highly unlikely that any claim would be successful. There is currently a Snow Clearance Bill going through Parliament at present which focuses on providing immunity from prosecution or civil action for people who have removed or attempted to remove snow from public places. (Snow Clearance Bill 2010-11: (<http://services.parliament.uk/bills/2010-11/snowclearance.html>))

The Governments position was also publicised by the council in Harrow People, but even amongst councillors on the challenge panel, there were some members who were unsure and had been given contradictory advice on the issue of liability. It was also highlighted that it was not only residents who feared legal action for snow clearance; shop keepers were also unclear about the implications.



**Recommendation 4:** The panel recommends that along with publicity through literature and on the council's website, councillors, Neighbourhood Champions, residents associations and other key local representatives should be fully briefed on the facts related to liability in order that they can in turn brief their community should the issue be brought up with them.

**Recommendation 5:** In support of this and to encourage people and mitigate any risks, a clear guidance of the best way of clearing snow should also be developed e.g. explaining that snow should be shovelled away (and not onto roads) before salt is put on, hot water should not be poured on to snow etc. The clear benefits for the common good of the whole community should also be highlighted. Bin hangers for all residents could be an effective way of spreading the message.

#### Local Partners and schools

The panel considered what arrangements were in place for local partners. The panel enquired with officers over what their relationship with the PCT, polyclinics and GP surgeries was like to which they learnt that there wasn't a relationship. It was reported that a number of partner agencies are fully aware of their responsibilities and duty of care in respect of management of snow clearance and severe weather conditions but these requirements and responsibilities are not always adhered to.

In line with the '*Community Budgeting*' agenda and '*the Big Society*', communication and discussions with key partners in terms of their preparedness and possible joint working to aid the access to key services in the borough should take place as soon as possible. Closer links need to be developed in order to establish who the relevant person to talk to is. A member of the panel highlighted that a number of medical services were actually provided at children's centres so some thought needs to be given to how some children's centres may also be covered.

**Recommendation 6:** The Adult Health and Social Care scrutiny leads members/ Health and Social Care Scrutiny Sub Committee to explore who the relevant person is to consider supporting colleagues to in developing a relationship with the relevant officers at NHS Harrow.

**Recommendation 7:** Contingency planning for snow clearance and keeping services accessible during severe weather conditions should be put on the agenda of Harrow Chief Executive's to facilitate discussions with key partners, this would include prioritising sites that would need to be kept open.

Along with the gritting of medical facilities, members also considered the issues surrounding the gritting of schools. The panel recognised that whilst the gritting and clearance of snow can help schools to remain operational there are a number of factors which need to be considered when it comes to whether to keep schools open or closed. Consideration should be given to whether the roads leading up to schools are clear, whether footways surrounding schools will be gritted to support safe access, will the actual internal school grounds be cleared etc. The panel highlighted that all the above

make a difference to whether schools are cleared and stay open or they are left closed. In some circumstances, schools may choose to remain closed as they feel this may actually be safer.

The panel were made aware of the lack of response from schools in the past in terms of trying to develop contingency plans with the support of Public Realm Infrastructure and spent some time considering how to go forward, especially given that the schools in the borough were becoming academies. Officers explained that something could be done to manage the situation were the schools to engage. It also became apparent during the discussions that school governors were not contacted regarding the need to develop snow plans.

**Recommendation 8:** Head teachers should be contacted again with a similar letter as that which was sent out the year before.

**Recommendation 9:** School governors should also be written to asking for the snow plans to be considered at school governors meetings to ensure that schools take the issue seriously and have sufficient plans in place.

#### Gritting

The panel explored how it was decided which roads were gritted and cleared and were briefed on the council's winter gritting procedure *attached in Appendix C*. Members also learnt that the roads which were gritted were reviewed on a yearly basis. Communication with the public and helping them to understand the priority routes in a simple format was discussed at length. The panel learnt that although the routes are published on the website and there was a substantial publicity campaign including weekly bulletins, television and radio coverage, articles in Harrow people etc there was still a gap in getting the message across to the public.

**Recommendation 10:** Clear information on the gritting criteria as well as the roads that are gritted should be given to councillors in a simple format so that they can in turn help members of the public and residents understand that not all roads are gritted.

**Recommendation 11:** In order to aid the understanding and the enormity of the task in clearing snow, a basic facts and figures article on the council website and also in Harrow People with information on for example the amount of salt spread, the number of roads that salt is spread on may go some way to help the public understand.

**Recommendation 12:** Access Harrow should be provided with clear guidance and information on the facts and figures so that they can pass the information on to residents should they phone up.

The panel also considered some of the issues surrounding foot way gritting which is carried out by Public Realm Service which can be particularly challenging as officers in Public Realm Services (which includes Road Sweepers, Park workers and Refuse Collectors) are deployed from their usual roles during times of severe winter weather.

**Recommendation 13:** The panel wish to highlight that any further reduction to this budget is likely to have an impact on the clearance of footpaths as the service is already stretched as it is due to a recent reduction of resources.

#### Grit Bins

It was noted that there has been some mis-use of grit bins. There are currently 109 bins throughout the borough that are positioned where they are due to historical reasons. The grit used on foot way and carriageway does not come from grit bins but rather directly from the depot. The panel were informed that the arrangements for grit bins was currently being re-considered so as to ensure they are used in the way they were intended.

**Recommendation 14:** To avoid some of the mis-use of grit bins, information relating to what they are for and how they can be used should be publicised, perhaps with stickers on the actual bins. The panel should be provided with feedback on the outcomes of the review of grit bins. The council should also investigate whether they can be secured so that only a residents' association or Neighbourhood Champion are able to access the grit bins.

## **CONCLUSION**

The main objective for the snow clearance challenge panel was to get clarity on the councils gritting policy and address how the borough can improve the way it deals with heavy snowfall in the future given the difficulties and challenges that have come up over the past few years.

The panel recognised the unpredictability of the winter and severe weather conditions and felt that the council had responded well and seems to be well prepared for the winter ahead should we be faced with the same conditions. The panel's deliberations have revealed that there is a gap between what can be done practically and public expectations within the confines of the resources available.

The way forward will require a combination of increased community involvement and self-help, improved information, communication and publicity and the development of better working arrangements with partners.

A few of the recommendations we have come up with may require additional resources but are practical and realistic to support the development of an improved communication about snow clearance and other issues related to it. Failure to implement them may have a direct and measurable impact on the public satisfaction of the council.

We hope that the panel's recommendations will prove to be a helpful in supporting the borough to stay safe and operational during periods of heavy snowfall.

## **APPENDIX A**

**OVERVIEW & SCRUTINY COMMITTEE**

**SNOW CLEARANCE CHALLENGE PANEL**

**July 2011**

1	<b>SUBJECT</b>	Snow Clearance Challenge Panel
2	<b>COMMITTEE</b>	Overview & Scrutiny Committee
3	<b>REVIEW GROUP</b>	<p><b>Councillors:</b></p> <ul style="list-style-type: none"> <li>• Cllr Chana</li> <li>• Cllr Hall</li> <li>• Cllr Wright</li> <li>• Cllr Mote</li> <li>• Cllr Macleod-Cullinane</li> <li>• Cllr Osborn (Chairman)</li> <li>• Cllr Asante</li> <li>• Cllr Ann Gate</li> <li>• Cllr James</li> <li>• Cllr Kareema Marikar</li> <li>• Cllr James Bond</li> </ul> <p><b>Co-optees:</b></p>
4	<b><u>AIMS/ OBJECTIVES/ OUTCOMES</u></b>	<ul style="list-style-type: none"> <li>• To review the councils gritting policy and consider how areas are prioritised how grit is distributed and how to make best use of the resources available.</li> <li>• To assess whether the current practice in respect of snow clearance could be improved within the confines of limited resources.</li> <li>• To consider the Londonwide and national direction and developments in terms of snow clearance policy.</li> <li>• To identify examples of good practice in managing the challenges in relation to snow clearance to keep traffic going, people safe and supporting the community in order to aid 'business as usual'.</li> <li>• To examine the role of partner organisations in the clearance of snow in the borough and to develop possible options for working better together.</li> <li>• To address the possible role Neighbourhood Champions, residents groups and other key members of the community could play in keeping the community working and safe.</li> <li>• To consider how residents could possibly play a role in supporting the community.</li> </ul>

		<ul style="list-style-type: none"> <li>To consider how the Communications department and Access Harrow can get the message across about snow clearance and to dispel myths in relation to legalities around liability. This could help develop guidance on how best to address snow issues.</li> <li>To consider good practise both London wide, nationally and internationally in relation to communication with residents and the community.</li> </ul>
5	<b>MEASURES OF SUCCESS OF REVIEW</b>	<ul style="list-style-type: none"> <li>Development of realistic and viable options within the confines of the resources available to support the councils snow clearance policy in order to keep traffic moving and people safe</li> <li>To support the development of an improved policy and communications about snow clearance and other issues related to it.</li> </ul>
6	<b>SCOPE</b>	<p>The challenge panel will address how the borough can improve the way it deals with heavy snowfall in the future given the difficulties and challenges that have been encountered because of the heavy snow fall over the past two years.</p> <p>Through the challenge panel, it is hoped that potential areas for improvement can be identified to keep the borough working and safe during periods of heavy snowfall.</p>
7	<b>SERVICE PRIORITIES (Corporate/Dept)</b>	<p>This review relates to all four of the Corporate Priorities 2011/12, including:</p> <ul style="list-style-type: none"> <li>Keeping neighbourhoods clean, green and safe</li> <li>United and involved communities: a Council that listens and leads</li> <li>Supporting and protecting people who are most in need</li> <li>Supporting our Town Centre, our local shopping centres and businesses</li> </ul>
8	<b>REVIEW SPONSOR</b>	Brendon Hills
9	<b>ACCOUNTABLE MANAGER</b>	Lynne Margetts, Service Manager Scrutiny
10	<b>SUPPORT OFFICER</b>	Fola Irikefe, Scrutiny Officer
11	<b>ADMINISTRATIVE SUPPORT</b>	Scrutiny Team
12	<b>EXTERNAL INPUT</b>	The input of the following may be useful for the challenge panel:

		<p><b>Stakeholders:</b></p> <ul style="list-style-type: none"> <li>• Staff involved in the delivery of snow clearance services</li> <li>• Relevant corporate director(s)</li> <li>• Relevant portfolio holder(s)</li> <li>• Other local authorities from comparable boroughs</li> <li>• Residents and members of the public</li> </ul> <p><b>Partner agencies:</b></p> <ul style="list-style-type: none"> <li>• NHS Harrow Council (especially in respect of accessibility to GP surgeries)</li> <li>• North West London Hospitals Trust</li> <li>• Schools and Academies</li> <li>• Police</li> <li>• Interest groups (including residents groups, disability groups, business groups etc)</li> </ul> <p><b>Experts/advisers:</b></p> <ul style="list-style-type: none"> <li>• Representative interest groups</li> <li>• Centre for Public Scrutiny</li> <li>• Academic experts</li> <li>• Public policy think tanks</li> </ul>
13	<b>METHODOLOGY</b>	<p>The challenge panel will involve the gathering of evidence including data, research, written evidence, evidence from key officers and managers (both internal and external) and questioning the Portfolio Holder and Senior Managers.</p> <p>The challenge panel will be a small focussed piece of work with a follow up meeting to develop recommendations.</p>
14	<b>EQUALITY IMPLICATIONS</b>	<p>Heavy snow fall, its clearance and the repercussions has implications not only on the local economy but also on some of the most vulnerable members of the community. The health and social care facilities in the borough are also affected by snowfall.</p> <p>The challenge panel will consider during the course of its work, how equality implications have been taken into account in current policy and practice and consider the possible implications of any changes it recommends.</p> <p>In carrying out the challenge panel, Members will also need to consider its own practices and how it can facilitate all relevant stakeholders in the borough to have their voices heard.</p>
15	<b>ASSUMPTIONS/</b>	The success of the challenge panel may be dependant on the

	<b>CONSTRAINTS</b>	ability and willingness of officers, partners and stakeholders (as relevant) to participate and contribute fully in this work.  Recognising financial reality is another consideration that should be considered as part of the challenge panel.
16	<b>SECTION 17 IMPLICATIONS</b>	The challenge panel will have regard to the possible community safety implications of any recommended changes to policy or practice.
17	<b>TIMESCALE</b>	<ul style="list-style-type: none"> <li>• Scoping – July 2011</li> <li>• Challenge Panel - 6 September 2011</li> <li>• Follow up recommendation meeting – 6 September 2011</li> </ul>
18	<b>RESOURCE COMMITMENTS</b>	To be met from existing scrutiny budget. No significant additional expenditure is anticipated.
19	<b>REPORT AUTHOR</b>	Fola Irikefe, as advised by the review group.
20	<b>REPORTING ARRANGEMENTS</b>	<p>Outline of formal reporting process:</p> <p>To Corporate Director [✓] throughout the course of the challenge panel and when developing recommendations</p> <p>To Portfolio Holder [✓] as a witness at the challenge panel and when developing recommendations</p> <p>To CSB [✓] to be confirmed</p> <p>To O&amp;S [✓] 22 September 2011/ 5 October 2011</p> <p>To Cabinet [✓] 18 October 2011</p>
21	<b>FOLLOW UP ARRANGEMENTS (proposals)</b>	Monitoring by the Performance and Finance Sub-Committee after six months.

## **APPENDIX B**



## **SNOW CLEARANCE CHALLENGE PANEL**

### **BRIEFING PAPER**

**August 2011**

**This paper provides members with some background information for the snow clearance challenge panel including:**

- **information on London wide and national policy and current developments in terms of snow clearance and gritting**
- **a brief look at the impact of severe winter weather (in terms of some statistical evidence) in Harrow**
- **a general overview of the council's winter maintenance and gritting policy**
- **examples of what is done in other local authorities**

**The paper has been developed with consideration of the discussions arising from the scoping meeting.**

### **1. BACKGROUND TO THE CHALLENGE PANEL**

1.1 At the end of the 2010/11 municipal year members of the Overview and Scrutiny Leadership group decided that they would like to look at the council's snow clearance policy and how effectively the Council is responding to the increasingly harsh winter conditions that have occurred of late. The main objective of this work is to determine whether any more could be done to improve the way in which the borough deals with the clearance of heavy snowfall to stay operational.

1.2 At the scoping meeting on 11 July (*scope attached in Appendix 1*) members emphasised that they were keen to ensure that the challenge panel was forward looking and not retrospective, looking at what could be done within the confines of limited resources. In particular, the challenge panel will consider what is done elsewhere, how things can be improved by working with key partners and the community and how we can improve communications. At the scoping meeting, Councillor Paul Osborn was also nominated as the Chairman for the challenge panel.

### **2. INTRODUCTION & THE NATIONAL CONTEXT**

2.1 The past two winters have been significantly severe. This swiftly prompted a number of reviews including the Transport Committee's '*The effects of Adverse weather conditions on transport*' May 2009, '*Slipping Up*' by the London Assembly Transport Committee in March 2009 and the London Winter Service Review Steering Groups '*Keep London Moving*' was also published in October 2010. All these publications have prompted further guidance and provided an avenue for the lessons being learnt to be disseminated. Having experienced this the council as well as a number of other London boroughs and local authorities nationwide have learnt lessons and the level of preparedness last year was better than the year before.

#### **2.3 London Resilience Partnership**

The London Resilience Partnership was established in May 2002 bringing together key partners such as the Government, Mayor of London, Metropolitan Police etc to prepare for potential emergencies in London. In spring/ summer 2010 the London Winter Service Review Steering group was set up under the leadership of the Local Authorities Panel (LAP) and includes representatives from local authorities in London, London Technical Advisers Group (LoTAG), the Emergency Services and TfL. The review group held a number of service workshops bringing together representatives of all 32 London boroughs, the City of London and key stakeholders, including the Metropolitan Police, London Fire Brigade, the Met Office and the Department for Transport to discuss lessons learnt and plans to go forward. The Winter Service Review Steering Group was also involved in clearly defining the road and footway resilience network areas and developing guidance on footway gritting.

## **2.4 The Salt Cell**

During the winters of 2009/10 and 2010/11 there was a shortage in the supply of salt across the country. This led to national intervention and the establishment of the Salt Cell in 2009 to ensure all highway authorities could access salt for use on their highway networks. The Salt Cell involves the Cabinet Office Civil Contingencies Secretariat, Department for Transport, Highways Authority, local Government and the Department for Communities and Local Government.

Following this the London Salt Cell was also established. The Salt Cell was supported by Regional Resilience Teams to provide daily situation reports of the general local impacts of the severe weather and liaise with the highways authorities on salt stocks. London now has a strategic stockpile of salt which can sufficiently maintain the London Resilience Network. *"The protocol for the release of salt stock from the strategic stockpile has been agreed to ensure maximum usage from the salt stock, whilst providing the necessary reliance across London."* (London Winter Service Review Steering Group: Keep London Moving Through Severe Winter Weather, October 2010)

## **2.4 London Road Resilience Network**

The pan London Road Resilience Network is a sub set of highway authorities normal treatment routes and are the minimum roads required to be kept open to allow essential services to operate reliably and safely. The definition and mapping of the various routes forms part of London's contingency plans for exceptional conditions and they are individually agreed with the relevant highway authorities. The London Road Resilience Network includes all A classified roads, roads required to access essential services and bus routes with frequent bus services. The network has identified the essential services areas as follows:

- hospitals with accident and emergency departments
- police, fire and ambulance stations
- bus and railway stations
- bus garages and depots
- Thames bridges and access to Woolwich Ferry
- salt storage depots
- known topological problems
- other critical roads, as agreed by the Borough and Transport for London to be of a sensitive nature.

The London footway resilience areas are the minimum footway areas within the GLA boundary to be treated. Footway resilience areas are to be designated by individual highway agencies.

Guidance for footways suggests that locations with high usage and are primary pedestrian routes providing access to key services should include:

- hospitals
- medical centres
- key employment areas
- primary and secondary schools
- town centres

Footway resilience areas are required to also include 20 metres either side of the entrance to individual premises. Where it is practical, they should provide access to the closest bus stop and/ or road resilience network.

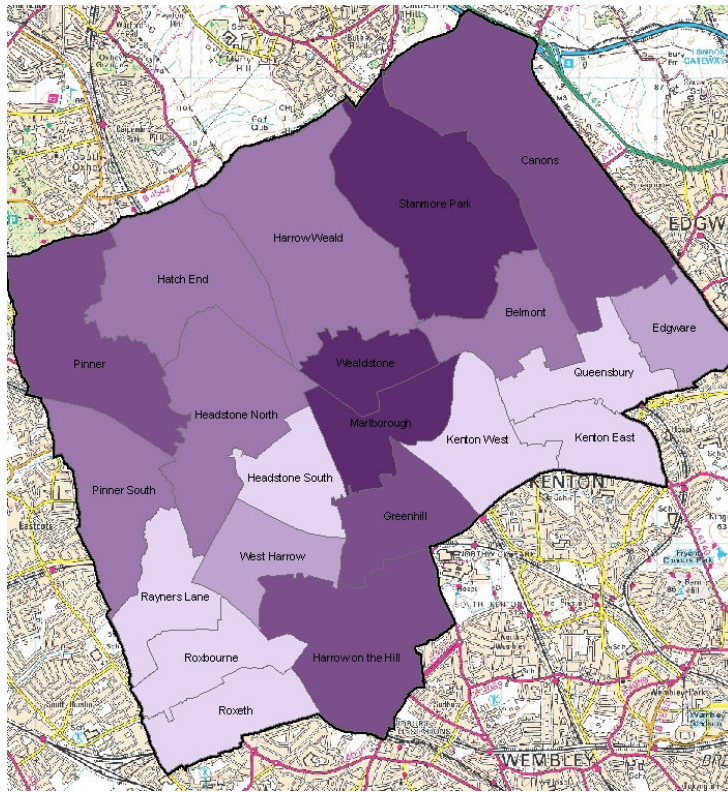
The guidance also stipulates that the footway resilience should allow accessibility between boroughs and include public transport and the interchanges between them.

### **3. THE HARROW CONTEXT**

#### **3.1 The impact of the snow and severe weather conditions on the borough**

The Chief Executives Performance Team carried out some work to try and see if there were any measurable impact of snow and icy conditions on the borough.

Over the past two winters there have been 454 requests for gritting or snow removal. This comprised 401 requests for gritting and 53 for snow clearance. The map below shows a breakdown by ward of these requests with the wards experiencing the most requests shown in darker shades. There was considerable variation between wards with Stanmore Park and Marlborough Wards both recording over 50 requests. However, both these wards had multiple reporting from the same address. There were 48 requests for gritting from the Civic Centre in Marlborough Ward and 25 from the same address in Stanmore Park Ward. There were 10 and 8 requests respectively from Ridgeway and Fallowfield. Note not all wards have the same road conditions so it is not surprising that requests are unevenly spread across the borough – comment from the Highways Department



*MVM, Requests for gritting and snow clearance: Winter 2009/10 & 2010/11*

There have only been two complaints recorded about the absence of gritting and snow clearance in Harrow since December 2009. The low number of recorded complaints is due to the fact that it is council policy to proactively grit only selected routes. A complaint about a surface not being gritted or cleared of snow is treated as a service request. (MVM)

### 3.2 Pedestrian falls

Unless a pedestrian sustains a serious injury after falling over, it is unlikely that the fall will be reported to a public agency. Two potential sources of data which contain details of pedestrian falls are held with the ambulance service and A&E data. As the number of falls recorded by the ambulance service is no higher in the winter months than the summer months, this would indicate that slips on ice constitute only a small proportion of all falls.

The number of calls to the ambulance service for falls which took place when the Council gritted the roads (when pedestrian areas are likely to be icy) averaged 12 a day, compared to 11 on days when grit was not used. This suggests that up to 50 people a year fall partly because of icy pedestrian areas and injure themselves to the extent or requiring an ambulance. The plausibility of this figure is confirmed by estimating the number of falls on ice or snow for Harrow based on NHS Hospital Episodes Data. There were 19,000 such falls in England in 2009/10 which equates to about 80 such falls in Harrow. (MVM). It is important to distinguish between falls on the carriageway or footway as the trigger to treat footways is a snow event – comment from Highways Department

The other source of information about falls comes from public claims for damages against the Council. Of the eight claims in the last two winters, six were made by pedestrians who claimed that they slipped on ice and sustained an injury.

Location	Incident Date
Grove Avenue, Pinner	Dec-09
London Road, Stanmore	Jan-10
Rayners Lane - Near Bus Stop	Jan-10
Subway Near The Grounds Of Northwick Park Hospital	Jan-10
Sequoia Park, Harrow	Dec-10
Pinner Road - Oxford Road Bus Stop	Dec-10

*MVM, Location and date of claim against Council following slip on an icy surface*

### 3.3 Traffic collisions

There is only a proportion of road traffic accidents in which ice or snow are contributory factors, essentially those which involve an injury, are likely to come to the attention of a public agency. Harrow Council is notified of all accidents in which a personal injury takes place. 16 out of 140 traffic accidents were on icy road surfaces over the course of the previous two winters in the borough (Dec 2009 – Feb 2010 and Dec 2010 – Feb 2011).

This represents 11% of accidents in the last two winters. Of the 16 accidents, two took place when road surface was covered with snow and the road surface was recorded as a contributory factor. The location of road traffic accidents together with gritting routes is shown in the map below. The location of accidents was distributed relatively evenly across the borough, with most accidents taking place on roads on gritting routes.



Location of road traffic accidents when road surfaces were icy  
Dec 2009-Feb2010 & Dec 2010-Feb2011

### 3.4 Harrow Winter Maintenance Plan

All local authorities should have winter maintenance plans “each highway authority determines its own priorities for treatment of routes during normal winter weather (normal treatment network) based on their maintenance hierarchy”

(London Winter Service Review Steering Group: Keep London Moving Through Severe Winter Weather, October 2010)

The council currently delivers its Winter Maintenance Plan through the use of a contracting partner, Enterprise Mouchel and this contract is managed by Public Realm Infrastructure (PRUI). The contract is due to expire on 31 March 2012 and a replacement contract is currently out to tender and the company that will be chosen will start from 1<sup>st</sup> April 2012 in time for winter 2012/13.

Depending on the severity of the road conditions, the council’s response is escalated accordingly. The procedure is carried out and escalated as detailed below.

1	Gritting isolated known hazard areas only
2	Gritting the 6 prescribed gritting routes that cover all roads that form main traffic routes, bus routes, potential trouble spots, hills, bends etc. These routes cover a total of approximately 70 miles of road (28% of the boroughs roads)
3	Gritting the 6 routes plus a further selection of roads that are known to have particular problems or well used (secondary routes)
4	In extreme cases the Council will in addition to the activities carried out in (3) grit further isolated areas on an ad hoc basis if resources are available
5	If snow ploughing is necessary only the prescribed ploughing routes will be ploughed
6	If conditions build above a level where it is not possible to maintain the 6 prescribed

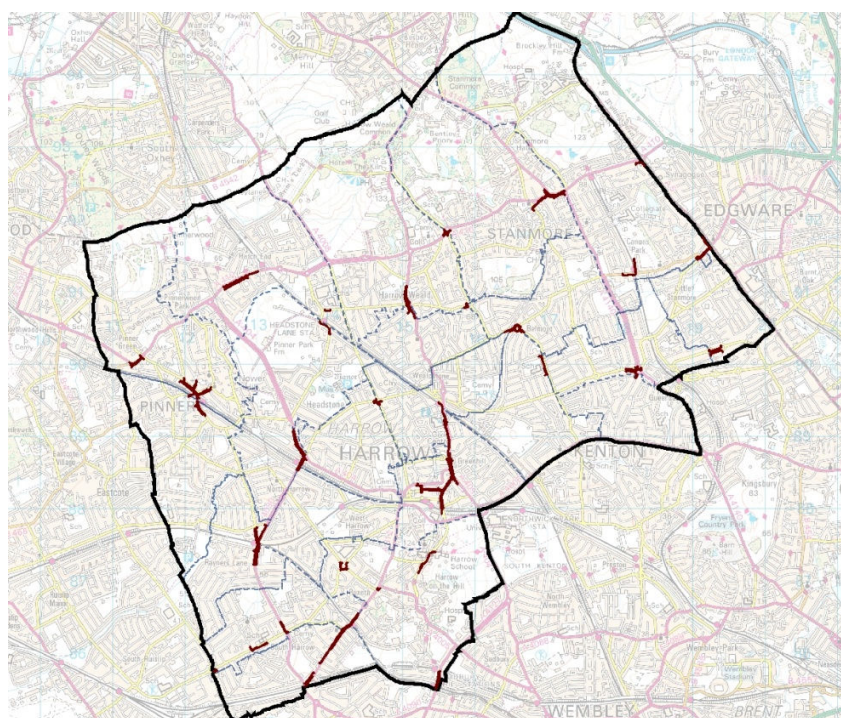


	gritting routes or ploughing routes Harrow will in accordance with the Pan London plan revert to maintaining the London Resilience network.

The current winter gritting routes are published on the council's website, readily available for residents to access. In snow conditions staff from Public Realm Services (PRS) including street sweepers and other operatives etc are re-allocated to snow clearance and gritting operations to clear snow/ ice from footways and pedestrian areas. The current priority areas include the following:

- Major and minor shopping centres
- Transport terminals
- Emergency service stations
- Footbridge and subways
- Schools and colleges
- Welfare clinics and hospitals

Details of the priority areas are attached in (*Appendix 2*). Although these are the prioritised areas for gritting, this policy has only ever been implemented on an unplanned and un-coordinated basis when resources from PRS are available. The recent reorganisation of PRS will in turn make this approach even less viable.



*MVM, Current pedestrian's areas designated for gritting*

Whilst the Council is challenged by the reorganisation of PRS, at the same time the Department for Transport (DfT) and Transport for London (TfL) are advocating for councils to have policies in place for clearing footways and pushing the minimum 'resilience' standards, as discussed in section 2.4. The councils current footway gritting procedure covers all the areas set out by the TfL resilience group except for the 'key employment sites as these have not yet been defined as guidance on what constitutes a 'key employment site' is not yet defined – comment from

Highways Department but as discussed above, putting the footway gritting procedure into practice is a challenge.

The council has developed a new draft comprehensive specification for winter footway maintenance (yet to be approved) in response to the TfL minimum resilience standards that provides a description of the works, method of operation, response and treatments time, working practices and the footway gritting priority areas (*see Appendix 3*).

Given the requirement set out by the TfL minimum resilience standards, operatives will be required to clear in the region of:

- 26 medical centre's
- 55 schools
- 13 major town centre
- 15 transport hubs
- 32 major shopping centers
- 9 key footbridges and subways

Given that these areas will need to be cleared within a set time, clearing all these areas with the current resources available will be very difficult. For the minimum resilience standards to be implemented, members of staff will also need to be readily available when the severe weather is forecasted. In view of the current regular working hours for PRS, 6.00 am – 2.00 pm, Monday to Friday and a skeleton crew of 12 people at the weekend, there is a real gap in terms of whether they will be able to respond effectively and in a timely fashion to forecasts.

### **3.5 Key resilience network gritting areas**

#### **Schools**

All schools have a duty of care to maintain areas within the school and should have Snow Plans in place. All Harrow schools were contacted to put together a plan for the severe weather conditions with the offer of assistance from colleagues in PRI to develop the plan including what should be detailed in their Snow Plans and the necessary steps to take in whether they stay open or closed. Access to schools via highways is the responsibility of PRI whilst should schools want footways gritted, this is carried out by PRS. Schools were also advised that they should contact PRS separately for clearing of footways, though this service may take a while to be provided. Schools were also offered salt to be delivered on the basis that it wasn't required for use on highways.

A set time was given for schools to advise of their requirements before the half term of the summer term to ensure orders are placed and arrive by the autumn. The letter to schools also provided details of prices and advice should schools wish to seek salt supplies elsewhere. Very few schools took up the offer (5 in total in 2010) and only realised too late (once the severe weather had hit) the benefits of having a plan in place in advance.

In order to meet the resilience network requirements, it has been suggested that school staff could possibly be charged with spreading the salt and clearing snow from footways in front of their gate, this would reduce resources in terms of getting external contractors to clear the snow or having PRS do it.

#### **Town Centre**

Town Centres require pre-treatment, salt needs to be spread before a snow event if the treatment and any further work is to be effective. To achieve this, a workforce must be available



at short notice to react and spread salt. This could be at anytime of the day. Suitable spreading equipment and support must also be available. As a minimum, it has been reported that a mechanical spreader would be needed to spread salt quickly.

### **Hospitals**

There are presently no hospitals that the council is responsible for except Stanmore Orthopaedic Hospital where under the resilience plans there would need to be a clear path from the bus stop near by and the actual hospital. In terms of meeting the London resilience plans, the lack of resources could be met through actual hospital staff clearing the snow using salt provided by the council.

### **Transport Hubs**

Highways authorities do not grit inside transport hubs and as all bus garages are on the carriageway, covering the resilience network access for vehicles should be possible. The footways close to Central Harrow bus station and Harrow Weald bus garage would both be gritted as part of the town centres priorities.

### **Key Employment sites**

As with schools and medical centres all employers have a duty of care to their staff. It has been suggested that consideration should be given to providing them with salt and appropriate equipment to clear the footway in front of their entrances in accordance with the resilience guidance.

Colleagues have reported that some work has been carried out to look into how the minimum resilience standards could be met with a reduction of resources.

*(Footway Gritting, ESMT discussion paper)*. The work to address the gap and meet the resilience standards will involve:

1. Identifying resources of manpower and numbers
2. Ensure terms and conditions cover employment for this type of work
3. Arrange 24 hour cover and standby arrangements
4. Use GIS to identify every resilience area
5. Prioritise areas in terms of urgency of treatment
6. Define triggers for carrying out any action (weather reports, etc?)
7. Identify likely duration of works in each area to spread salt and clear snow as necessary
8. Develop likely timescale to complete treatment of all areas
9. Identify suitable mechanised equipment for each area and evaluate and cost
10. Provide training on the equipment
11. Identify level of support needed to deliver with equipment and salt stocks
12. Develop recording mechanism to identify when, where and what treatment was carried out for insurance and other reasons

*(Footway Gritting, ESMT discussion paper)*

### **3.6 Grit Bins**

The position of grit bins in the borough has evolved over many years and is not supported by any current policy. The use of grit bins is currently being reviewed because there has been mis-use of grit in the past. Council operatives are no longer using grit bin contents to grit highways and there are a number grit bins that have been damaged. The review is currently evaluating bin requirements.

It is suggested that the criteria in dealing with requests for new bins to be installed will be determined on the following criteria:

- serving a road with a gradient of more than 1:20
- areas of high footfall not covered by harrows Footway gritting policy
- bends with a high risk of skidding accidents not covered by the primary gritting network
- front service roads to shopping areas
- link roads to schools not covered by the primary gritting network

#### 4. LOCAL INVOLVEMENT AND WHAT IS DONE IN OTHER LOCAL AUTHORITIES

In the face of increasingly severe weather conditions and in turn depreciating resources, voluntary and community involvement will become increasingly important and necessary. Members identified early on that they would like to explore this as part of the challenge panel. In terms of identifying good practice across London and in comparable local authorities there is no real exceptional borough when it comes to snow clearance and dealing with severe weather conditions. Appendix 4, a footway gritting table provides a brief idea of what other authorities do in relation to gritting.

In 2010, Barnet launched a scheme involving 'Community Keepers' and some schools are provided with a tonne bag of grit, a wheelbarrow and shovels to spread salt. It is now planned that the scheme will be extended to residential roads and other schools (*details of the letter that went to Community Keepers attached in Appendix 5*). Amongst the other boroughs that have been recognised as having good practice in terms of community involvement in snow clearance includes Sutton, a Big Society champion who gave away free bags of salt to local people. It was reported that thousands of people took up the offer and helped clear snow with council workers in order to ensure the most vulnerable people were not affected by the adverse weather conditions.

In Camden a free shovel scheme was implemented where residents were encouraged to make use of a free shovel and then pass it on to their neighbours once they have finished clearing their driveway. This scheme was very well received. Elsewhere in the country, Durham County Council enlisted farmers who held winter maintenance contracts to help clear other areas. This is standard practice across most counties – comment from Highways Department. Staff from the council were also diverted from carrying out their normal duties to help clear snow from pavements in high priority areas.

During the recent winter some council's also took some other practical steps to involve resident in dealing with the severe weather by keeping them up to date through social media. Essex County Council and Kirklees Council both set up a 'Gritter Twitter' page, providing members of the public with 24-hour updates on the roads that were being gritted with live information being updated.

Brighton & Hove City Council also issued an appeal on Twitter for 4x4 car owners to help get to vulnerable residents and also get people to hospital. The councils message "come on Chelsea tractor drivers, redeem yourselves!" was consistently repeated. Over the next few days up to 12 volunteer drivers helped and all on a few occasions to deliver meals on wheels, accessing vulnerable adults and assisting with transfers to hospitals.

(<http://localbysocial.net/the-guide/the-opportunity-introduction/the-opportunity-informing-citizens/>)

In achieving community involvement, engagement and communication with residents is particularly key. Communication with members of the public is essential during periods of severe weather both in advance of the snow and communicating during the actual periods of severe weather. In December 2010, the Government published a guidance to challenge misconceptions about health and safety laws getting in the way of volunteering and tips on how to help the most vulnerable along with a list of key contacts.

The guidance states *'Every year public-spirited volunteers get out in their communities and support people who are affected by severe weather conditions. Whether shovelling the snow away from schools or transporting food and medicine to the vulnerable, these volunteers step up for neighbours in trouble. This is the community spirit that lies at the heart of the Big Society and the Government is keen that no would-be volunteer is discouraged or barred from helping out.'*

(<http://www.communities.gov.uk/publications/communities/severeweatherguidance>)

## **5. Litigation**

There are a number of misconceptions about health and safety law in terms of community support and liability, should clearing snow result in another person having an accident. Legal recriminations have been highlighted as one of the main reasons why people are cautious and sometimes reluctant to clear snow beyond the parameters of their home. A strong and clear message from the local authority on individual and community liability would help to allay such fears.

The Department for Communities and Local Government legal advice states that as long as the householder takes reasonable precautions in clearing their drive and does not create a greater hazard in clearing pathways it is highly unlikely that any claim would be successful.

There is a Snow Clearance Bill currently going through Parliament. The Bill had its first reading in Parliament on 5 July 2011. The second reading will be taking place on 12 November 2011. As the Bill is a Private Member's Bill it isn't printed until its second reading but it will focus on providing immunity from prosecution or civil action for people who have removed or attempted to remove snow from public places.

(Snow Clearance Bill 2010-11: (<http://services.parliament.uk/bills/2010-11/snowclearance.html>)

**APPENDIX C**

**SPECIFICATION FOR FOOTWAY  
WINTER MAINTENANCE**

**DRAFT**

### **Specific Information**

- The work consists of the provision of management, plant and labour, as and when required throughout a defined winter period, to carry out: -
  - a) The collection of salt from the council store when required.
  - b) Snow and/or ice clearance of footways, and continuous salting, as directed.
- Works are to be carried out mainly in the public highway and in special circumstance other areas within the public realm
- The Service is to be provided as laid out in this document

### **Service Description**

- Organise, plan, programme, manage, and report on, all activities associated with Footway Winter Maintenance operations in compliance with the Council's legal and other obligations.
- The Council places great emphasis on the effective delivery of this service that **MUST** be provided. PRS **MUST**, whenever conditions dictate implement fail-safe plans to ensure the provision of the service under all circumstances.

### **Information required in PRS Plan Specific to this Service**

Resource plan	Yes
Method statements	Yes
Performance monitoring	Yes
Health and Safety Plan	Yes

# **SPECIFICATION FOR FOOTWAY**

## **WINTER MAINTENANCE**

### **INTRODUCTION**

PRS will be responsible for organising and implementing the Footway winter maintenance operation as per the criteria, and within the timescales, laid down in this specification.

The Project Manager, on behalf of Harrow Council, will monitor the performance of PRS in the delivery of this service.

### **DESCRIPTION OF WORKS**

The Contractor shall: -

Maintain a 24 hr response throughout the specified gritting period, act on messages received directly from the Project Manager.

Salt the defined gritting areas within the response and treatment criteria specified in **GRITTING AREAS** below

Undertake extra or continuous salting or clearance of snow or ice from highways and footways, all as directed by the Project Manager.

Keep and supply all records specified and act on all complaints received.

### **METHOD OF OPERATION**

On receipt of an instruction from the Project Manager undertake gritting operations commensurate with the requirements of **GRITTING AREAS** and **SPREAD RATES**

When a response is required, PRS shall have available sufficient plant and labour in time to carry the appropriate level of treatment whenever necessary. Generally, however treatment would be carried out during the normal working day.

The Project Manager or PRS may vary these times depending on the forecast received, but PRS must inform the Project Manager of any variations made as soon as practicable.

Salt spreading will be carried out in such a manner so as to avoid damage to other vehicles, or injury to pedestrians and other users of the highway. Salt shall be spread evenly, with continuity, and at the specified rate pertaining to the appropriate condition indicator. E

Extreme care must be taken to avoid damage to all trees and verges particularly with "salt burn"

PRS shall forward to the Project Manager daily report forms, as specified in REPORTS.

## **GRITTING AREAS**

The defined areas are detailed in appendix A at the end of this document. Priority 1 areas will normally be treated first and a further instruction will be issued if Priority 2 and/or Priority 3 areas are required to be treated.

## **GRITTING PERIOD**

The winter gritting service shall be operational during the gritting period, which normally runs from mid November to mid March for approximately 22 weeks. Exact dates change from year to year and will be set by the Project Manager.

The gritting period includes all weekends and Bank Holidays; Christmas Day, Boxing Day, New Year's Day and Good Friday/ Easter Monday usually fall within this Contract Period.

In exceptional circumstances works may be necessary outside this period and PRS will be required to ensure sufficient resources are provided to meet this requirement

## **COMMUNICATIONS**

All crews used in this service must be suitably equipped to enable the Supervisor/ Duty Officer to talk directly to the operatives in the case of emergencies or to deal with problems/ breakdowns that may occur.

## **PRS Personnel**

The names and telephone numbers of the PRS Managers/Supervisors, who will be running this service on behalf of PRS, must be given to the Project Manager. If a rota system is used then all details, including names, days on duty etc. must be included. All this information must be given to the Project Manager, in a pre-agreed format, BEFORE the start of the gritting period each year.

The “on-duty” Manager/Supervisor must be available 24hrs/ day on the telephone number supplied.

## **Employer’s Contact Officer**

PRS will be given in writing before the start of, and throughout the winter period the names and telephone numbers of various engineers who shall be the Contact Officers for Winter Maintenance.

The names and telephone numbers shall only be given to PRS Footway Winter Maintenance Supervisor/Duty Officer. The Contact numbers shall not be made available to any other member of PRS staff, or to any outside organisation, or member of the public.

The Contact Officer should only generally be phoned or called out where it is considered that a response exceeding the routine salting is required.

## **WEATHER FORECASTS**

The Council subscribes to the Met Office day advanced specialist weather forecast and daily phone update on current weather conditions

The daily weather forecast updates are issued by the London Weather Centre at set times throughout the day. These times are:

- 12.00 hrs
- 17.00 hrs
- 23.00 hrs,
- 03.00 hrs. - short message about the overnight weather

These forecasts together with local knowledge will be used by the project Manager to determine if footway gritting is required.



## **SALT PROVISION AND STORAGE**

All salt for highway purposes is stored in a salt barn at the Central Depot, Forward Drive, Wealdstone. The salt is for the joint use of Harrow and Brent Council and shall remain the property of those Authorities.

Access to the salt barn is by key currently held by Enterpricemouchel (EM) on behalf of the Project Manager. On instruction from the Project Manager to PRS to grit the footways an instruction will also be sent to EM to load one or more PRS grab vehicles. The loaded grab vehicle(s) are to be taken out of the salt barn to another location before decanting the salt into the vehicles / spreaders to be used on the footways.

## **STANDING SNOW ANDSPREAD RATES**

Standing snow must be removed prior to spreading salt. There is no need to clear entire footways of snow but a “path” or reasonable width applicable to the location should be cleared before salt spreading takes place. Salt should spread at a rate of 40g grams per square metre over the area of cleared snow.

## **RESPONSE & TREATMENT TIMES**

### **Response Time**

The response time is the period between the request from the Project Manager to begin treatment and vehicles/ Staff leaving the Depot. It applies 24 hrs a day, both within and outside normal working hour's i.e.

The response time required for this Contract is within ONE HOUR

### **Treatment Time**

This is the period between vehicles leaving the Depot and the completion of the required treatment.

The treatment time required for this Contract is within TWO HOURS.

## **HOURS OF WORKING**

PRS is required to allow for working at any time during the day or night for the duration of the gritting period. Where possible instructions to treat the footways will be confined

to the working day (6.00 am to 6.00 pm but may be altered, if directed by the Project Manager, or following advice from the Metrological Office.

However, at times during periods of prolonged snow or cold weather, treatment of areas may need to continue throughout the day or night. PRS must ensure that during such period's staff take rest periods as prescribed by law and that replacements, if necessary, are available to carry on the salting of the defined areas.

## **CALL OUT**

Should PRS receive any requests to carry out any gritting of footways requests directly from the public, Councillors, Police etc. then the Project Manager shall first approve the works to be undertaken.

## **STAFF**

PRS shall be responsible for providing properly trained and sufficiently skilled staff to carry out this service in accordance with the specification.

Training, where appropriate, shall include: -

- i. Familiarisation with operational depot layout and call out procedures
- ii. Radio/television communication procedures.
- iii. Operation of salting mechanisms - rates of spread,

## **REPORTS**

### **Daily Reports**

When requested to carry out Footway gritting the PRS Supervisor / Duty Officer shall submit reports to the Project Manager on a daily basis detailing the following:

- a) The times instructions were issued to salt.
- b) Identification of areas gritted
- c) The gritting "start and finish times" for each area per gritting.

The Project Manager must receive the report form for each treatment by 09.00 hrs the following morning, or by 09.00 hrs on Monday morning for a Friday or Saturday night.

The report form, signed by the duty officer, shall be passed to the Project Manager directly, by fax or electronic means.

The layout and presentation of the report form shall be agreed with the Project Manager prior to the commencement of the gritting period

## **PERFORMANCE MONITORING**

The Project Manager will monitor PRS performance during the gritting period with respect to the following issues:

- a) Adequacy of response.
- b) Communications.
- c) The incidence of accidents on treated routes.
- d) Response times.
- e) Treatment times.
- f) Timely submission of reports

# **APPENDIX A**

## **FOOTWAY PRIORITY AREAS 1 - 3**

### **WINTER GRITTING FOOTWAY AREAS**

#### **PRIORITY AREA 1**

## **SHOPPING AREAS**

### **Pinner**

Pinner Green  
Bridge Street  
High Street  
Bishops Walk  
Marsh Road

Whittington Lane/Canons Lane Corner

### **North Harrow**

Broadwalk  
Broadwalk Parade  
Station Road

### **Rayners Lane**

Rayners Lane  
Imperial Drive  
Alexandra Avenue  
Village Way East  
Alexandra Ave junction Eastcote Lane  
Eastcote Lane/Field End Road by roundabout  
Eastcote Lane by Kings Road

### **Petts Hill**

Alexandra Parade

### **South Harrow**

Northolt Road, Park Lane to South Hill Avenue  
Northolt Road bottom of Roxeth Hill  
Shaftesbury Circle

### **Harrow on the Hill**

High Street

### **Central Harrow**

St Ann's Road  
Springfield Road  
Station Road Harrow to Wealdstone

### **Wealdstone**

High Street

### **Harrow Weald**

High Road  
Long Elmes by Headstone Lane  
Headstone Lane north of Parkfield Avenue

### **Hatch End**

Uxbridge Road, Woodridings Close to St Anslems Road

### **Stanmore**

Church Road  
The Broadway

### **Other**

Canons Corner  
Whitchurch Lane by Canons Park Station  
Whitchurch Lane by High Street Edgware  
Mollison Way between Constable Gardens and Cotman Gardens  
Streatfield Road by Queensbury Circle  
Kenton Lane, Ivanhoe Drive to Hartford Avenue  
Greenford Road by Sudbury Town Station  
Headstone Drive junction Harrow view (Good Will to All)  
Brockhurst Corner  
College Hill Road junction Kenton Lane  
Belmont Circle

### **FOOTBRIDGES/SUBWAYS**

Roxborough Bridge	Subway
Courtenay Avenue	Subway
Watford Road	Subway

## PEDESTRIAN BRIDGES AND STEPS

1. Roxborough Bridge		
2. Roxeth Hill	Footbridge over Roxeth Hill, steps	STEPS
3. South Hill Avenue	Footbridge over Railway Part of CA Footpath 78	STEPS
4. Strongbridge Close to Rayners Lane	Footbridge over Piccadilly Line is part of Footpath 129A	STEPS
5. The Avenue to Sylvia Avenue	Footbridge over Railway Part of Footpath No 128	STEPS
6. Turner Road to Dean Drive	Footbridge over Railway Part of Footpath No 49	STEPS
7. George Gange Way to Herga Road	Footpath No 62	STEPS
8. Chantry Place to Pinner Park Farm	Footbridge over Railway Part of CA Footpath 50	STEPS
9. Whitchurch Lane across Canons Park to Cheyneys Avenue	Footbridge over Railway at Cheyneys Avenue end Part of CA Footpath 1	STEPS
10 Hazeldene Drive to Starling Close	Footbridge over Railway Part of Footpath 118	STEPS
11 Imperial Drive to Ullswater Court (Oakington Avenue)	Part of Footpath No 114	STEPS
12 Carlton Avenue to Francis Road	Footbridge over Railway Footpath No 28	STEPS
13 Thackeray Close to Twyford Road	Footbridge over Railway Part of Footpath No. 1	STEPS
14 Carmelite Road to Courtenay Ave	Footbridge over Railway Part Footpath No 28	STEPS
15 Whitchurch Lane to Honeypot Lane	Footbridge over Edgware Brook	
16 Marsh Lane to Canons Drive	Bridge over Railway in Canons Park for pedestrians and parks traffic	
17 Church Avenue to Durley Ave	Footbridge over Yeading Brook Part of Footpath No 35	
18 Lincoln Road to Suffolk Road	Footbridge over river Part of Footpath No 84	
19 Montesole Playing Fields to The Close, Pinner Hill Road	Footbridge over brook in open space Part of Footpath	

20 Wood End Ave to Borough Boundary	No 130 Footbridge over railway
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**WELFARE CLINICS/HOSPITALS ETC.,**

Ambulance Station forecourt	Imperial Drive
Bentley Day Centre (drive and car park)	92 Uxbridge Road
Social Security Office	Clarendon Road
Caryl Thomas Clinic	Headstone Drive
County Court	Headstone Drive
Court House	Rosslyn Crescent
East Area Office (car park)	Buckingham Road
Elmwood Clinic	Francis Road
Honeypot Lane Clinic	Honeypot Lane
Royal National Orthopaedic	Brockley Hill
Sancroft Hall	Sancroft Road
Tenby Clinic	Roche Avenue
Walton Day Nursery	Walton Avenue
West Area Office (drive and car park)	Alexandra Avenue

**FIRE STATIONS**

Honeypot Lane  
Marsh Road Pinner

## WINTER GRITTING FOOTWAY AREAS

### PRIORITY AREA 2

#### SCHOOLS

Alexandra	Alexandra Avenue
Aylwood 1st and Middle	Pangbourne Drive
Belmont Middle	Hibbert Road
Bentley Wood High	Bridges Road
Cannon Lane 1st and Middle	Cannonbury Avenue
Cannons High	Sheldon Road
Cedars 1st and Middle	Whittlesea Road
Earlsmead 1st and Middle	Arundel Drive
Elmgrove 1st and Middle	Kenmore Avenue
Gayton High	Gayton Road
Glebe 1st and Middle	D'Arcy Gardens
Grange 1st and Middle	Welbeck Road
Grimsdyke 1st and Middle	Sylvia Avenue
Harrow	High Street, Harrow on the Hill
Harrow Weald 6th Form College	Brookshill
Hatch End High	Headstone Lane
John Fisher RC	Cambridge Road
Kenmore Park 1st and Middle	Moorhouse Road
Little Stanmore 1st and Middle	St David's Drive
Longfield 1st and Middle	Dukes Avenue
Lowlands 6th Form College	Lowlands Road
Marlborough 1st and Middle	Marlborough Hill
Mountview High	Fisher Road
Newton Farm 1st and Middle	Ravenswood Crescent
Norbury 1st and Middle	Welldon Crescent
Nower Hill High	Pinner Road
Park High	Thistlecroft Gardens
Pinner Wood 1st and Middle	Latimer Gardens
Priestmead 1st and Middle	Hartford Gardens
Rooks Heath High	Eastcote Lane
Roxbourne 1st and Middle	Torbay Road
Roxeth 1st and Middle	Roxeth Hill
Roxeth Manor 1st and Middle	Eastcote Lane
Sacred Heart High	High Street, Wealdstone
Salvatorian College	High Street, Wealdstone
Shaftesbury	Headstone Lane
St Anselm's R C 1st and Middle	Roxbourne Park
St Bernadettes R C 1st and Middle	Clifton Road
St Dominic's 6th Form College	Mount Park Avenue



St George's R C 1st and Middle  
St John's C of E High

St Joseph's 1st and Middle  
St Theresa's 1st and Middle  
Stag Lane 1st and Middle  
Stanburn 1st and Middle  
Stanmore 6th Form College  
Teaching Centre  
Vaughan 1st and Middle  
Weald 1st and Middle  
Welldon Park 1st  
Welldon Park Middle  
West Lodge 1st and Middle  
Whitefriars 1st and Middle  
Whitmore High  
Whittlesea

Sudbury Hill  
Green Lane - include footpath  
between Embury Way and Green  
Lane (this includes school entrance  
for the First School.  
Dobbins Close  
Uxbridge Road  
Collier Drive  
Abercorn Road  
Elm Park  
Tudor Road  
Wilson Gardens  
Robin Hood Drive  
Kingsley Road  
Wyvenhoe Road  
West End Road  
Whitefriars Avenue  
Porlock Avenue  
Whittlesea Road

## **WINTER GRITTING FOOTWAY AREAS**

### **PRIORITY AREA 3**

ALL OTHER FOOTWAYS IN THE BOROUGH

**NOTE** - These footways would not normally be treated unless the spell of cold weather continued for some time.

# WINTER GRITTING PROCEDURES

## Summary

If a precipitation of snow prevents normal service being carried out, the staff affected will be reallocated to snow clearance and gritting operations as directed.

The normal priority areas for gritting are:

Major and minor shopping centres

Transport terminals

Emergency service stations

Footbridges and subways

Schools and colleges

Welfare clinics, hospitals

Enterprise Mouchel, an external contractor, carry out highway gritting

## ***Priority 1***

### **Major Shopping Centres**

<b>Central</b>	<b>East</b>	<b>West</b>
Harrow Town Centre	Kenton	Pinner
Harrow Centre (Tesco/ Civic)	Stanmore	South Harrow inc Stn
Wealdstone	Edgware	Rayners Lane inc Stn
Harrow Hill (London Road)	Burnt Oak	North Harrow inc Stn
Hatch End inc Stn		

## ***Priority 1***

### **Transport Hubs**

<b>Central</b>	<b>East</b>	<b>West</b>
Harrow Wealdstone Stn	Canons Park Stn	West Harrow Stn
Headstone Lane Stn	Queensbury Stn	South Harrow Stn
Harrow Weald (Bus garage)	Stanmore Stn	Rayners Ln (ambulance Stn)
Pinner Fire Stn	Kenton Stn	Pinner Stn inc car park ramp
Harrow Bus Stn	Stanmore Fire Stn	Pinner Road (Sovereign garage)

## ***Priority 2***

### **Footbridges & Subways**

<b>Central</b>	<b>East</b>	<b>West</b>
Courtney Avenue Subway	Kenmore Road Subway	Pinner Station to School Lane footbridge
The Avenue to Hill View Road footbridge	Turner Road to Dean Drive footbridge	Southhill Avenue to Eastcote Road footbridge
		Strongbridge Close to Rayners Lane footbridge
		Watford Road subway
		Wood End Road to borough boundary footbridge

**Priority 3**

**Welfare Clinics & Hospitals**

<b>Central</b>	<b>East</b>	<b>West</b>
County Court	Bentley Day Centre	Alexandra Avenue
Elmwood Clinic	Brockley Hill	Ambulance Station
Francis Road	Buckingham Road	Imperial Drive
Headstone Drive	Caryl Thomas Clinic	Marsh Road
Walton Day Nursery	East Area Offices Car Park	Pinner Fire Station
	Honeypot Lane Clinic	Walton Avenue
	Honeypot Lane	West Area Office Car Park
	Roch Avenue	
	Royal National Orthopaedic	
	Sancroft Hall	
	Sancroft Road	
	Stanmore Fire Station	
	Tenby Clinic	
	92 Uxbridge Road	

#### **Priority 4**

### **Schools**

<b>Central</b>	
Belmont School	Hibbert Road
Cedars First & Middle	Whittlesea Road
Gayton High School	Gayton Road
Grimsdyke First & Middle	Sylvia Avenue
Hatch End High School	Headstone Lane
St John Fisher RC School	Cambridge Road
Longfield First & Middle	Dukes Avenue
Lowlands College	Lowlands Road
Marlborough First & Middle	Marlborough Hill
Norbury First & Middle	Welldon Crescent
Nower Hill High School	Pinner Road
Pinner Park School	Headstone Lane
Sacred Heart High School	High Street Wealdstone
Salvatorian College	High Street Wealdstone
Shaftesbury School	Long Elmes
St Anslems School	Roxborough Park
St Josephs School	Dobbins Close
Weald School	Robin Hood Drive
Whitefriars School	Whitefriars Drive

#### **Priority 4**

### **Schools**

<b>East</b>	
Aylwood First & Middle	Panbourne Drive
Bentley Wood High	Bridges Road
Canons High School	Sheldon Road
Elmgrove School	Kenmore Avenue
Glebe First & Middle	D'Arcy Gardens
Harrow College	Brookshill
Kenmore First & Middle	Moorhouse Road
Little Stanmore First & Mid	St Davids Drive
North London Collegiate	Canons Drive
Park High School	Thistlecroft Gardens
Priestmead First & Middle	Hartford Gardens
St Bernadettes School	Clifton Road
St Johns C of E School	Embry Way

Stag Lane School	Collier Drive
Stanburn School	Abercorn Road
Whitchurch School	Wemborough Road

## Schools

<b>West</b>	
Alexandra School	Alexandra Avenue
Cannon Lane First & Mid	Cannonbury Avenue
Earlsmead First & Middle	Kenmore Avenue
Grange First & Middle	Welbeck Road
Harrow School	Harrow On The Hill
John Lyon School	Middle Road
Moriah Jewish School	Cannon Lane
Newton First & Middle	Ravenswood Crescent
Pinner Wood First & Middle	Latimer Gardens
Rooks Heath High School	Eastcote Lane
Roxbourne First & Middle	Torbay Road
Roxeth First & Middle	Roxeth Hill
Roxeth Manor First & Mid	Minehead Road
St Dominics College	Mount Park Road
St Georges School	Sudbury Hill
Stanmore College	Elm Park Road
Vaughan School	The Gardens
Welldon School	Kingsley Road
West Lodge School	West End Lane
Whitmore High School	Porlock Avenue

**Priority 5****Minor Shopping Centres**

<b>Central</b>	<b>East</b>	<b>West</b>
Chantry Road	Belmont Circle	Blenheim Road
College Hill Road	Canons Corner	Bowen Road
Harrow View	Canons Park	Field End Road
Harrow Weald	Clamp Hill	Greenford Road
Harrow Wealdstone	Honeypot Lane	Harrow On The Hill
Headstone Lane	Kenton Lane	Kings Road
Long Elmes	Kenton Road	Pinner Green
Pinner Road	Mollison Way	Pinner Park Gardens
Tudor Road	Queensbury Circle	Shaftsbury Circle
	Wemborough Road	The Heights
		Tithe Farm
		Vaughn Road
		Whittington Way

## **Method Of Operation**

In the event of a snowfall, all staff will report to the Central Depot at the normal start times unless otherwise informed. Staff not allocated to driving duties will be utilised for gritting operations and to clear the snow as designated by management.

All vehicles suitable for mechanical loading will pick up Rock Salt for delivery to the designated areas determined by management. Salt is available from the Salt Barn.

The salt will be deposited in piles in the designated area, making it available for staff to spread over affected areas.

The driver will return, leaving staff on site, to collect more salt. A distribution shuttle service will run until such times as sufficient material is available for spreading.

Shovels and snow scoops are available from the Street Cleaning Store.

If the precipitation of snow is heavy, then snow scoops will be deployed to clear areas prior to gritting.

It may be necessary for refuse staff to be involved. Refuse Managers will determine this.

It is essential that all priority 1 areas be treated simultaneously.

Staff will initially be allocated to priority 1 areas to clear snow and for gritting. Priority Areas 2, 3, 4 & 5 will, if necessary, follow this.

Where the body configuration of vehicles prevents machine loading, the salt can be loaded manually if required.

Staff and vehicles will be allocated to an area and supplied with the appropriate tools and PPE, along with a suitable map showing areas to be gritted and the relevant paperwork.

It is imperative that the necessary information is correctly entered onto paperwork and handed in for filing, as there may be requirement for use at a later date in the event of an insurance claim.



Staff will return to normal duties when it has been decided by management that gritting is no longer required.

