



Doncaster Council

Agenda

To all Members of the

CABINET

Notice is given that a Meeting of the Cabinet is to be held as follows:

Venue: Virtual meeting via Microsoft Teams

Date: Tuesday, 29th September, 2020

Time: 10.00 am

The meeting will be held remotely via Microsoft Teams. Members and Officers will be advised on the process to follow to attend the Cabinet meeting. Any members of the public or Press wishing to attend the meeting by teleconference should contact Governance Services on 01302 736716/ 737462/ 736712/ 736723 for further details.

BROADCASTING NOTICE

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Damian Allen
Chief Executive

Issued on: Monday, 21 September 2020

Governance Services Officer for this meeting: Amber Torrington
01302 737462

Doncaster Metropolitan Borough Council

www.doncaster.gov.uk

Item

1. Apologies for Absence
2. To consider the extent, if any, to which the public and press are to be excluded from the meeting
3. Public Questions and Statements

(A period not exceeding 20 minutes for questions and statements from members of the public and Elected Members to the Mayor of Doncaster, Ros Jones. Questions/Statements should relate specifically to an item of business on the agenda and be limited to a maximum of 100 words. As stated within Executive Procedure Rule 3.3 each person will be allowed to submit one question/statement per meeting. A question may only be asked if notice has been given by delivering it in writing or by e-mail to the Governance Team no later than 5.00 p.m. on Thursday, 24th September, 2020. Each question or statement must give the name and address of the person submitting it. Questions/Statements should be sent to the Governance Team, Floor 2, Civic Office, Waterdale, Doncaster, DN1 3BU, or by email to Democratic.Services@doncaster.gov.uk)

4. Declarations of Interest, if any.
 5. Decision Record Forms from the meeting held on 15th September 2020 for noting (previously circulated).
- A. Reports where the public and press may not be excluded**

Key Decisions

6. Doncaster Town Centre Public Spaces Protection Order Review. 1 - 350
(Note: Appendices 5 and 6 to the report are NOT for publication as they contain exempt information by virtue of paragraph 1 of Part 1 of Schedule 12A of the Local Government Act 1972, (as amended), information relating to any individual)
7. Doncaster Flood Recovery. 351 - 576
8. Updated Medium-Term Financial Strategy (MTFS) 2021/22 to 2023/24. 577 - 614

Cabinet Members

Cabinet Responsibility For:

**Chair – Ros Jones, Mayor of
Doncaster**

Budget and Policy Framework

**Vice-Chair – Deputy Mayor
Councillor Glyn Jones**

Housing and Equalities

Councillor Nigel Ball

Portfolio Holder for Public Health, Leisure and
Culture

Councillor Joe Blackham

Portfolio Holder for Highways, Street Scene
and Trading Services

Councillor Rachael Blake
Councillor Nuala Fennelly

Portfolio Holder for Adult Social Care
Portfolio Holder for Children, Young People
and Schools.

Councillor Chris McGuinness

Portfolio Holder for Communities, Voluntary
Sector and the Environment.

Councillor Bill Mordue

Portfolio Holder for Business, Skills and
Economic Development

Councillor Jane Nightingale

Portfolio Holder for Customer and Corporate
Services.

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Doncaster Council

Report

Date: 29 September 2020

To the Chair and Members of Cabinet

Doncaster Town Centre Public Spaces Protection Order Review

Relevant Cabinet Member(s)	Wards Affected	Key Decision
Cllr McGuinness, Cllr Blake, Cllr Ball, Cllr Blackham	Town Ward	No

EXECUTIVE SUMMARY

1. Over recent years, Doncaster town centre has seen an exciting vision of change converted into reality through the delivery of major elements of the Urban Centre Masterplan, the nationally recognised work of the Complex Lives Alliance to support and rehabilitate vulnerable individuals and adopting an integrated town centre management approach to support businesses and ensure a positive experience for town centre users.
2. Doncaster Growing Together, the borough plan, sets out the importance of our town centre in the overall economic viability of the borough to make it a place that is clean, safe, secure and vibrant. In addition, our Restart, Recovery and Renewal Plan sets out what Doncaster will focus on to reduce the impacts of the pandemic which includes, operating town centres safely, providing support to those who are most vulnerable and rough sleeping and to invest in our places and town centres.
3. One element of the integrated approach was the introduction of a Public Spaces Protection Order (PSPO) in 2017. This expires on 6 November 2020 and is under review. As the data shows the PSPO has been effective in tackling anti-social behaviour that was identified in 2017. This report provides Cabinet with the outcome from a consultation on the review of the PSPO for Doncaster town centre and seeks approval to renew the PSPO for a further three years. The consultation proposed that some prohibitions within the PSPO remain unchanged and that some are amended or removed completely demonstrating that the continuation of the PSPO will add benefit to our thriving town.

4. The consultation has generated a good response from the Doncaster public, businesses and key stakeholders (1001 responses) that is strongly in favour of the PSPO. The consultation also confirmed that people want to see the town centre thrive and that they enjoy the shopping and facilities on offer, but find certain behaviours upsetting and off-putting. Whilst it is clear that people want to see these issues and behaviours addressed, there is a wish that those affected by homelessness, addiction and other associated issues are effectively supported to lead healthier and safer lifestyles. The main concern is for the welfare of people with complex and unstable lifestyles and the focus of the Council is to use the PSPO as one tool to encourage people in need to access support services. There is also a need to ensure that the town centre is a welcoming and vibrant place for all Doncaster residents and visitors – we know this is a big concern for town centre users and for traders and the consultation responses confirm this.
5. Overall, the data as set out in Appendices 1 and 2 generally shows the PSPO has had a positive impact on behaviours in the town centre but it is recognised that further work needs to take place and the report sets out proposed adjustments to prohibitions and the boundary to be covered. The report confirms that if approved, implementation will continue the current approach of a strong focus on supporting vulnerable people, enabling them to access accommodation and support services – seeking to break the cycle they can be locked into.

EXEMPT REPORT

6. This report is not exempt. However, there are a number of matters contained within Appendices 5 and 6 which could identify individuals. These Appendices are therefore not for publication because they contain exempt information protected by paragraph 1 of Part 1 of Schedule 12 (a) of the Local Government Act 1972 (as amended) information relating to any individual.

RECOMMENDATIONS

7. That Cabinet considers the outcome from the public consultation exercise on the future of the town centre PSPO.
8. That Cabinet approve the revised Public Spaces Protection Order as set out in Appendix 3.

WHAT DOES THIS MEAN FOR THE CITIZENS OF DONCASTER?

9. The consideration of a PSPO for Doncaster town centre is one part of a comprehensive plan of on-going activity to tackle anti-social behaviour to improve the vibrancy of Doncaster town centre are key priorities within the Doncaster Growing Together Borough Strategy and the Restart, Recovery and Renewal Plan for Doncaster that will focus on reducing the impacts of the pandemic. In addition, it will support the multi-partner work to support and rehabilitate those who are most vulnerable, including those who are rough sleeping, homeless with associated complex issues of drug and alcohol

addiction, mental ill-health, offending and anti-social behaviour.

BACKGROUND

10. The Council carried out a public consultation on the future of the town centre PSPO and whether it should be varied and extended. The consultation opened on 26 May 2020 and closed on 20 July 2020. In addition to the statutory consultees as set out in the legislation, a full public consultation was undertaken and letters were sent to all business and residents in the town centre detailing how they could respond to the consultation which included an email address and a telephone number and was supported by a media campaign. Those consulted were asked to complete an online survey. The Council engaged the services of the Consultation Institute to devise the questions to be asked. Data available included details of the number of breaches of the current PSPO, a map of the PSPO area and details of the current and proposed PSPO prohibitions. Updated details (to the end of March 2020) of the number of breaches together with the Police data are set out at Appendices 1 and 2.
11. In addition, the Council also asked Crisis, the national charity for homeless people, to engage those who are associated with rough sleeping in the town centre, those who are currently in temporary accommodation and those who may not be able to access the online survey due to the Covid-19 lockdown. They were able to elicit responses from a number of people who are associated with rough sleeping. In addition, responses were received from the Police and Crime Commissioner and a representative from the British Transport Police, which together with the completed surveys totalled 1001 responses.

CONSULTATION OUTCOMES

12. The current PSPO has 10 prohibitions. Questions were asked about each prohibition and the suggested proposals. Over the period of the consultation a total of 1001 responses were received. Of these, 994 responses were received in paper and electronic copy form (originals retained for inspection). Therefore, the results of the online survey are a complete representation of all responses received. Statutory responses were received from the Police, the Police and Crime Commissioner and British Transport Police. The distribution of responses across broad types of respondent was as follows:

- residents: 95%
- business owners: 5%

A summary of the responses received about each proposal are set out at appendix 4 and full details of all the comments received are set out at appendix 5. (N.B. all the comments contained within this report are quoted verbatim)

13. In addition, the survey provided a platform to voice opinions generally on the PSPO and these have been categorised and summarised below although

details of all the general comments are set out at Appendix 6.

Safety in the Town Centre

14. Many comments related to safety whilst being in and around the Town Centre. Some of the comments are detailed below:

“Town centre has become an anxious place to be especially at night and especially at weekends with all the anti social behaviour from drinkers.”

“The town centre desperately needs to attract and keep shoppers. People shopping and working need to not only be safe but feel safe. Workers finishing work in dark evenings after shops have closed for the day, at the very time drug addicts, drunks and rough sleepers start to congregate are particularly vulnerable.”

“Safety has to be paramount because if people do not feel safe then they will not visit the town.”

“Older people do not come into town at night”

15. The purpose of the proposed renewal of the PSPO is to help address these issues and ensure that Doncaster town centre is a place that all can enjoy safely without intimidation from others.

Homelessness and support for vulnerable people

16. Many chose to comment on those who appear to be homeless in the town centre and individuals in need of support. A sample of comments related to this are below:

“They need somewhere to go to if homeless. If on drugs then they need to again be taken somewhere away from town centre”

“I feel alot of the PSPO Is discriminative to street homeless. I feel policing needs to be place but I feel this needs to be improved.”

“I think that help and support should be more readily available for the people that tend to be at the end of PSPO's. These tend to be vulnerable people with one or more issues and need multiagency working to support them to get out of the situations they are in.”

17. Doncaster Council has programmes in place such as the work delivered by the Complex Lives team, which offers support to those who are homeless and rough sleeping and those that are in need. Details of the operation of the team and the support it offers are detailed at Appendix 7.

Image

18. Further general comments related to how anti-social behaviour affects the image of the town centre, examples of which are detailed below:

“Whilst I have sympathy and think more could be done, the town centre is our show piece and should be welcoming, clean and friendly to reflect the community. At the moment it represents and reflects the negatives of the Borough”

The PSPO is an important tool in ensuring that Doncaster Town Centre is an appealing environment that all want to visit. Curbing anti-social behaviour will ensure the image of the Town centre continues to improve.

19. Image is not strictly a consideration for the legal test to be met when considering whether to vary and/or renew a PSPO, but is an important issue for a number of people who responded to the consultation.

Enforcement

20. A common theme throughout the survey is enforcement and this continues into the general comments section. Generally, the comments made favour stricter enforcement of the PSPO through fines and bans from the town centre and a greater presence/enforcement by the Police and Town Centre Liaison Officers. Some of the comments are detailed below.

“Think if we want Doncaster town centre to be a successful shopping/ eating place, the bad things need to be addressed more strongly , before the town ends up being a no go area”

“There needs to be much more activity to show that the regulations are being reinforced and acted on to make people feel safer in the town centre and encourage more people back. Cheaper parking and less boarded up shops especially around our flagship development at Waterdale/Civic Quarter are essential if this is to be a success and encourage more visitors.”

“The town centre is losing it's appeal as a place to visit because of the ASB that exists and in order to reverse this trend firmer actions (on some behaviours i.e. drug taking) needs to be taken.”

“A more robust control of our public areas is needed to return the town centre to a place one would wish to visit rather than a place one is reluctant to visit ie: banking or food shopping.”

21. Some of the comments made go beyond the remit of the PSPO. Doncaster Council’s Town Centre Liaison Officers and other enforcing officers do lots of work within the community to ensure the PSPO is being enforced and complied with on a daily basis. It is acknowledged that enforcement of a PSPO is key to ensuring it has the desired impact and in the event that the revised PSPO is approved, this enforcement work will continue throughout the life of the PSPO.

Extension of location of PSPO

22. Many survey participants wanted to see the PSPO extended to outside of the town centre:

*“We would like the PSPO extended geographically to take in Wheatley, including the two pocket parks off Queens Road that have for years been host to all the detrimental behaviours listed.”
 “This needs extending further up Beckett and Thorne roads”.*

“The order should be extended throughout the whole of the DMBC area, not just the town centre, as residents should have the same protection wherever they live. It should at least cover all open recreational areas throughout the area”

“Please include the area around the lake, Herten triangle and the Vue cinema car parks”

23. Consideration has been given as to whether the proposed area needs to be amended. The proposals did not suggest any changes were needed but clearly, given the comments there is strong feeling by some that the PSPO should be extended. A PSPO can only be introduced if there is an issue that meets the legal test. It is the case that the Council does not currently have any data that suggests the issues in the town centre that triggered the PSPO in 2017 are prevalent in other parts of the Borough to the same extent. It is acknowledged there are concerns outside of the town centre that are currently managed through a partnership community safety approach predominantly with the Council, Police and Doncaster Children Services Trust. Those comments about areas that border on to the boundary of the existing area such as Beckett Road and Wheatley change the nature of the purpose of this PSPO, that being for the town centre which deals with issues specific to the town centre. Specific work will be undertaken proactively with local stakeholders and concerned residents to manage issues in these locations. Taking all these issues into account an extension to the areas covered by the PSPO is not considered to be appropriate. The proposed area is shown at Appendix 3.

SPECIFIC PROPOSALS

24. The proposals consulted on were 10 current prohibitions. It is proposed that some prohibitions are dropped, some stay as they were determined in 2017 and others to be amended. Each of the proposals are considered in turn below:

Begging

CURRENT PROHIBITION	WHEN	PROPOSED PROHIBITION
<p>No person shall beg by making unsolicited and/or unauthorised requests for money (whether expressly requested or impliedly requested by conduct) within the Town Centre.</p> <p>This shall include any verbal, non-verbal or written request from a standing, sitting or lying down position for money, donations or goods,</p>	<p>At all times (not including restriction on people who busk)</p>	<p>No person shall make any verbal, non-verbal or written request for money, donations or goods, including the placing of hats, clothing or containers so as to cause or is likely to cause harassment, alarm, distress, nuisance or annoyance.</p>

including the placing of hats, clothing or containers.		
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25. The evidence collected by the Council and the data from the Police demonstrates there are still incidents of people making unsolicited or unauthorised requests for money. The proposed changes aim to simplify the wording of the prohibition and focus on the anti-social behaviour associated with this rather than the act itself. This is in line with the latest Home Office Guidance on PSPOs, which confirms PSPOs should not be used to target people solely on the fact that they are homeless or rough sleeping. The outcome of the Consultation is set out at Appendices 4 and 5.
26. Doncaster has been very proactive in addressing the challenges of homelessness and rough sleeping and examples of this are the establishment of the multi-partner Complex Lives Alliance. In addition, the town centre management approach includes a scheme to provide an alternative to giving money to people on the street; provide public education and an alternative option to give support to people who are homeless/rough sleeping. The scheme is called '*Real Help Doncaster*' and is a partnership between local agencies, housing providers, charities and voluntary groups. People affected by homelessness apply for specific items, through one of the partners, who sign up to the scheme. '*Real Help Doncaster*' is aimed at raising funds from business and the public to support people in Doncaster experiencing homelessness. The scheme conveys a message that by changing the way you give, it can enable people to change their lives. As part of the implementation of the renewed PSPO if approved, there will be a refresh of '*Real Help Doncaster*' to further promote the scheme and raise awareness of the issue to the general public.
27. In summary there was overwhelming support in keeping this prohibition. The amendments to the prohibition ensure that it is simplified and the focus is upon anti-social behaviour. Therefore, it is recommended that this prohibition be varied as originally proposed.

Loitering

CURRENT PROHIBITION	WHEN	PROPOSED PROHIBITION
No person shall loiter, sit or lay on the floor or on temporary structures in or adjacent to doorways or around pay machines (including banks, supermarkets) in a manner causing or likely to cause harassment, alarm, distress, nuisance or annoyance to any person within the Town Centre.	At all times	No change proposed

28. The evidence collected by the Council demonstrates the most complaint/incidents regarding anti-social behaviour in the town centre involved loitering. The outcome of the Consultation is set out at Appendices 4 and 5.

29. In summary almost 90% of survey responses wanted to make no changes to the PSPO as was proposed. Challenges that this unreasonably targets rough sleepers and/or the homeless are unfounded as the prohibition targets the anti-social behaviour associated with loitering and not the mere act itself. It is therefore proposed to retain this prohibition.

No return in 24 hours

CURRENT PROHIBITION	WHEN	PROPOSED PROHIBITION
No person shall, after being requested to leave by an authorised officer due to them behaving in a manner causing or likely to cause harassment, alarm, distress, nuisance or annoyance to any person within the Town Centre without reasonable excuse, remain or return to the Town Centre within a period of 24 hours.	At all times. In respect of those individuals who are rough sleeping this prohibition will only apply if they have access to alternative accommodation or have refused support.	No change proposed

30. The evidence collected by the Council and the data from the Police (referred to by the police as rowdy/inconsiderate behaviour) demonstrates such behaviour is present in the town centre. The outcome of the consultation is set out at Appendices 4 and 5.
31. In summary the consultation showed over 75% of those who responded agreed the prohibition should remain as it is currently. It is therefore proposed to retain this prohibition.

Gathering in groups of 3 or more

CURRENT PROHIBITION	WHEN	PROPOSED PROHIBITION
No person shall congregate in a group of 3 or more people and behave in a manner causing or likely to cause harassment, alarm, distress, nuisance or annoyance to any person within the Town Centre.	At all times	Remove in its entirety

32. The evidence collected by the Council and the data from the Police show that the number of incidents relating to this prohibition are low. Any residual problems that may occur can in the main be addressed by ordinary Police powers, or the no return within 24 hours prohibition referred to above. The outcome of the consultation is set out at Appendices 4 and 5.
33. In summary, the consultation process revealed that over two thirds of those who responded wanted the prohibition to remain. Comments suggested that there is a perception that the removal of this prohibition would be a problem rather than it was an actual problem. The legislation governing the imposition of PSPOs does allow prohibitions if it is likely that activities will be carried on that will have a detrimental effect on the quality of life of those in the locality,

but the Council has no evidence that this is either an actual issue nor that there is a likelihood of such behaviour occurring. As above, there are also alternative powers both within and outside of the PSPO that can be used to address anti-social behaviour. The right to assemble is a human right protected by legislation and the Council has no evidence that continuing with such a proposal would be either proportionate or reasonable. It is therefore determined there is no justification for retaining this prohibition.

Drinking

CURRENT PROHIBITION	WHEN	PROPOSED PROHIBITION
<p>No person shall consume alcohol in any public place in the Town Centre other than at licensed premises.</p> <p>No person shall be in possession of any opened vessel containing or purporting to contain alcohol in any public place in the Town Centre</p>	<p>At all times</p> <p>(Street markets /events/festivals will have obtained Temporary Event Notices, so will in effect be licensed premises for the time they are there)</p>	<p>No person shall consume alcohol in any public place in the Town Centre other than at licensed premises or shall be in possession of any opened vessel containing or purporting to contain alcohol in any public place save for those places identified by Section 62 of the Act</p>

34. The evidence collected by the Council together with the data from the Police relating to the consumption of alcohol demonstrates such behaviour is present in the town centre. It is therefore proposed to keep this prohibition subject to minor amendments to clarify that it does not impact on premises with licenses to sell alcohol. The outcome of the consultation is set out at Appendices 4 and 5.
35. In summary, over 90% of responses wanted the prohibition to be kept as it is or amended as suggested. As the proposed amendments were simply to clarify the prohibition it has been taken that there is strong support for the proposal. It is therefore proposed to that this prohibition be varied as originally proposed.

Intoxicating substances

CURRENT PROHIBITION	WHEN	PROPOSED PROHIBITION
<p>No person within the Town Centre will ingest, inhale, inject, smoke or otherwise use intoxicating substances (substances with the capacity to stimulate or depress the central nervous system).</p> <p>No person will possess any item that can be used to assist in the taking of intoxicating substances. This includes any device for smoking substances other than e-cigarettes, it also includes needles, except for those packaged and sealed by the</p>	<p>At all times</p>	<p>No person will ingest, inhale, inject, smoke or otherwise use intoxicating substances (substances with the capacity to stimulate or depress the central nervous system) or possess any item that can be used to assist in the taking of intoxicating substances. This includes any device for smoking substances other than e-cigarettes, it also includes needles, except for those packaged and sealed by the manufacturer and stored in a hard case</p>

manufacturer and stored in a hard case.		
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36. The evidence collected by the Council and the data from the Police relating to the intoxicating substances demonstrates such behaviour is present in the town centre. It is therefore proposed to keep this prohibition subject to minor drafting amendments. The outcome of the consultation is set out at Appendices 4 and 5.
37. In summary over 90% of responses wanted the prohibition to be kept as it is or amended as suggested. As the amendments were minor drafting changes it has been taken that there is strong support for the proposal.

Urination and defecation

CURRENT PROHIBITION	WHEN	PROPOSED PROHIBITION
No person shall urinate or defecate in any public place; this does not include public toilets.	At all times	No change proposed

38. The evidence collected by the Council demonstrates that there still remains an unacceptable level of such behaviour occurring in the town centre. It is therefore proposed to keep this prohibition. The outcome of the Consultation is set out at Appendices 4 and 5.
39. In summary over 85% supported the prohibition remaining. It should be noted however, that those responses that wanted to either change or even drop the prohibition were concerned about the lack of public toilets. Whilst there are no 24 hour facilities for public toilets, the Council has public toilets in the town centre. It is therefore proposed to retain this prohibition.

Chugging

CURRENT PROHIBITION	WHEN	PROPOSED PROHIBITION
<p>No person shall stop or approach another person with the intention of asking that other person:</p> <p>(I) to enter into any arrangements which involve that other person making any future payment for the benefit of charitable purposes, or access to credit.</p> <p>(II) for any information to assist in that other person being contacted at another time with a view to making arrangements for that person to make any payment for the benefit of charitable or other purposes.</p> <p>(III) A person shall not encourage any person to do anything which would constitute a breach of this prohibition.</p>	<p>At all times</p> <p>This prohibition does not apply where the activities have been authorised by the Council in accordance with a scheme operated or expressly approved by it or covered by a licence</p>	Remove in its entirety

40. The evidence collected by the Council and the data from the Police show that the numbers of incidents relating to this prohibition are extremely low. There is a booking system in place to control the number and location of authorised fundraisers/marketing personnel in the town centre which is closely monitored and has operated very well for some time. The outcome of the consultation is set out at Appendices 4 and 5.
41. Over two thirds of the responses disagreed with the Council and wanted to keep this prohibition. This is at odds with the information the Council has collected which shows there have been very few complaints or recorded incidents about unauthorised chugging. It is suggested that currently there is insufficient evidence or legal basis for retaining this prohibition and so the prohibition is dropped.
42. The process to regulate and authorise the allocation of space in the town centre for fundraisers or other organisations is proving successful in ensuring compliance and adherence to best practice. The approach is based upon the Fundraising Regulator's - Code of Fundraising Practice that is based upon consistent high standards, fundraisers being aware of the standards expected, dealing with complaints and a culture of honesty, openness and respect for the public. The process is periodically reviewed to ensure effectiveness and will be reviewed again in the autumn.

Camping

CURRENT PROHIBITION	WHEN	PROPOSED PROHIBITION
No person shall in the Town Centre camp or sleep overnight with or without a tent, or using a vehicle or any other structure in a public place to which the public or a section of the public has or is permitted to have access, whether on payment or otherwise.	At all times unless with the prior written consent of the Council	Remove in its entirety

43. The evidence collected by the Council and the data from the Police show that the numbers of incidents relating to this prohibition are very low. In addition, this prohibition is contrary to the updated Home Office guidance on PSPOs. It is therefore determined there is no justification for this prohibition to be retained. Should there be any repeat of this behaviour, it can be addressed by an application for an injunction. The outcome of the consultation is set out at Appendices 4 and 5.
44. In summary, as this is regarded by the Council as no longer permissible no options were given to responders for this prohibition to remain. Many commented on the existence of those seemingly rough sleeping or homeless which shows there is a need for the interventions described at Appendix 7.

Interfering with car parking equipment

CURRENT PROHIBITION	WHE	PROPOSED PROHIBITION
No person shall, unless they have a parked vehicle in the location, without reasonable excuse, loiter near to, touch or interfere with any parking equipment, in the Town Centre without authorisation.	At all times	No change proposed

45. The evidence collected by the Council demonstrates that there still remains an unacceptable level of such behaviour occurring in the town centre. The outcome of the consultation is set out at Appendices 4 and 5.
46. In summary over 90% of responses supported keeping the proposal as suggested. The few who wanted to change the proposal wanted there to be stricter penalties for breaching this PSPO. The penalties for breaching a PSPO is set out in legislation and there is no scope for the Council to amend them. It is therefore proposed to keep this prohibition.

LIBERTY RESPONSE

47. One of the survey responses was from the national civil rights organisation Liberty. The Council was pleased that its efforts to ensure the consultation reached a wide audience were clearly achieved.
48. Liberty did not support the continuation of the PSPO in any form and suggested in particular that the PSPO was a blanket ban on begging and loitering which would target the homeless, rough sleepers and vulnerable members of society with financial penalties they cannot afford and that will result in them being unreasonably criminalised for non-payment. This is not the case. The Council is not seeking to target any particular groups but rather deal with the anti-social behaviour associated with begging or loitering that detrimentally affects the quality of life of those in the town centre. This applies to any person who acts in breach of PSPO be they homeless, rough sleepers or otherwise. As set out above, the PSPO proposals seek to focus only on begging and loitering to the extent it is anti-social rather than mere act itself. Further, those who have no fixed abode are not issued with either an enforcement notice or fixed penalty notice but rather their details are taken and their case is taken to a panel, made up of managers from enforcement, the manager of the Complex Lives Team, an inspector from the Police and the Head of Localities and Town Centre, which determines the most appropriate action e.g. signposting to the Council's Complex Lives Team who assist those who are homeless, vulnerable and those with health related issues.
49. The Council's approach will always be to avoid enforcement where possible and we take a supportive approach towards anyone homeless or rough sleeping. The Council's approach is not centred on enforcement but on a rounded implementation plan supported by other agencies that is geared to helping people access accommodation and support services and to break the cycle they can be locked into. Our work is producing very good results with

over 200 people from 2017 to date helped to find accommodation and receive support. In addition, the Complex Lives Team is case managing a further 122 individuals in their rehabilitation. All these individuals were associated with rough sleeping in and around Doncaster town centre, but now are stabilised and in accommodation.

50. Liberty were particularly against the prohibition allowing those causing anti-social behaviour to be asked to leave the PSPO area stating that this was the operation of a dispersal power. Whilst the power does remove those in breach, the period of exclusion is 24 hours and it is only from the PSPO area. We therefore do not agree with their interpretation of the Act in that we are not seeking to interfere with other powers. The Council's view is this prohibition is both reasonable and proportionate.

POLICE AND CRIME COMMISSIONER AND BRITISH TRANSPORT POLICE

51. Both these organisations chose not to complete the online survey, but did provide a response. The Police and Crime Commissioner, who is familiar with our work, expressed support for the proposed variation and renewal. The British Transport Police fully support the continuation of a PSPO for Doncaster town centre which incorporates Doncaster railway station. Overall they view the PSPO as a very positive and continued development for the town centre and fully support its continuation and the variations proposed. British Transport Police say the PSPO is a useful and effective tool and the number of reports received from staff and the public at Doncaster railway station have reduced dramatically over the years.
52. Copies of the responses in full are at Appendix 8.

PROPOSED PROHIBITIONS

53. The proposed prohibitions are set out in the draft order at Appendix 3, a summary of which are set out below:-

PROPOSED PUBLIC SPACES PROTECTION ORDER			
	PROPOSED PROHIBITION	WHEN	PURPOSE
1.	No person shall make any verbal, non-verbal or written request for money, donations or goods, including the placing of hats, clothing or containers so as to cause or is likely to cause harassment, alarm, distress, nuisance or annoyance.	At all times (not including restriction on people who busk)	The aim is to support vulnerable people to break the cycle of begging and to reduce the impact this has on the town centre offer. People who make requests for money or donations in the Town Centre are less likely to access support services whilst they receive income from this to sustain their current lifestyles. This also impacts on the vibrancy and attractiveness of the

			environment of the town centre to visitors and shoppers and businesses. Enforcement action will primarily focus on helping people to change behaviour and access support services.
2.	No person shall loiter, sit or lay on the floor or on temporary structures in or adjacent to doorways or around pay machines (including banks, supermarkets) in a manner causing or likely to cause harassment, alarm, distress, nuisance or annoyance to any person within the Town Centre.	At all times	The aim is to stop people loitering around ATMS and pay machines, which has a detrimental effect on people's feelings of safety and on the vibrancy of the Town Centre. Enforcement action will primarily focus on helping people to change behaviour and access support services.
3.	No person shall, after being requested to leave by an authorised officer due to them behaving in a manner causing or likely to cause harassment, alarm, distress, nuisance or annoyance to any person within the Town Centre without reasonable excuse, remain or return to the Town Centre within a period of 24 hours.	At all times. In respect of those individuals who are rough sleeping this prohibition will only apply if they have access to alternative accommodation or have refused support.	The aim is to deter people from behaving in an anti-social manner which has a detrimental effect on people's feelings of safety and on the vibrancy of the Town Centre. Enforcement action will primarily focus on helping people to change behaviour and access support services.
4.	No person shall consume alcohol in any public place in the Town Centre other than at licensed premises or shall be in possession of any opened vessel containing or purporting to contain alcohol in any public place save for those places identified by Section 62 of the Act.	At all times (Street markets /events/festivals will have obtained Temporary Event Notices, so will in effect be licensed premises for the time they are there)	The aim is to deter people from consuming alcohol on the streets other than at licensed premises and to prevent antisocial behaviour and impacts on the town centre related to this. Enforcement action will primarily focus on helping people to change behaviour and access support services.
5.	No person will ingest, inhale, inject, smoke or otherwise use intoxicating substances (substances with the capacity	At all times	The aim is to deter people from consuming drugs/intoxicating substances and to prevent antisocial

	to stimulate or depress the central nervous system) or possess any item that can be used to assist in the taking of intoxicating substances. This includes any device for smoking substances other than e-cigarettes, it also includes needles, except for those packaged and sealed by the manufacturer and stored in a hard case.		behaviour and impacts on the town centre related to this. Enforcement action will primarily focus on helping people to change behaviour and access support services.
6.	No person shall urinate or defecate in any public place; this does not include public toilets.	At all times	The aim is to deter people from behaving in an anti-social way which can cause public and environmental health problems, as well as difficulties for town centre businesses/traders.
7.	No person shall, unless they have a parked vehicle in the location, without reasonable excuse, loiter near to, touch or interfere with any parking equipment, in the Town Centre without authorisation.	At all times	The aim is to ensure effective provision of car parking in the Town Centre, which is vital to the economy and most important to vulnerable and disabled visitors. Vandalism and blockages of parking machines causes great frustration and expense to car park users and deters from the experience of using the Town Centre.
<p>Additional notes and definitions for the purpose of the Order</p> <p>i) Licensed premises – Will include those involved in continental markets / beer festivals will have obtained Temporary Event Notices, so will in effect be licensed premises for the time they are there.</p> <p>ii) Intoxicating substances – Substances with the capacity to stimulate or depress the central nervous system Exemptions shall apply in cases where the substances are used for a valid and demonstrable medicinal use, given to an animal as a medicinal remedy, are cigarettes (tobacco) or vaporisers or are food stuffs regulated by food health and safety legislation.</p>			

OPTIONS CONSIDERED

54. As part of the Survey participants were asked to respond to all three of the options below:

Option One Extend the PSPO as it stands, changing only the parts required to change by law/guidance.

Option Two Extend the current PSPO but with changes that reflect both changes in the law, and the feedback received on existing PSPO (including any discussions of the responses to this questionnaire).

Option Three Let the current PSPO expire without renewal.

55. The survey asked those responding to grade their responses from 'disagree strongly' to 'agree strongly'.

56. **Option One**

Answer choices	Responses	
Agree Strongly	453	47.99%
Agree	269	28.50%
No View Either Way	79	8.37%
Disagree	115	12.18%
Disagree Strongly	28	2.96%
Total	944	100%

57. The greater majority of people here selected either agree strongly or agree. Even though this option supports extending the PSPO as it stands and only changing the parts required by law/guidance, it still demonstrates that the continuation of the PSPO is supported.

58. **Options Two – recommended option**

Answer choices	Responses	
Agree Strongly	599	61.25%
Agree	290	29.65%
No View Either Way	57	5.82%
Disagree	16	1.64%
Disagree Strongly	16	1.64%
Total	978	100%

59. Responders regarding option two, mainly selected strongly agree or agree which again shows the continued need for the PSPO and also that those surveyed supported the suggested changes being made to the current PSPO and not just the changes required by law/guidance. **THIS IS THE RECOMMENDED OPTION - see above.**

60. **Option Three**

Answer choices	Responses	
Agree Strongly	32	3.37%
Agree	13	1.37%
No View Either Way	45	4.75%
Disagree	153	16.14%
Disagree Strongly	705	74.37%
Total	948	100%

61. The vast majority of participants ‘disagreed strongly’ to allowing the PSPO to expire without renewal which demonstrates that support remains strong for the PSPO and it is still needed to tackle anti-social behaviour.

62. After selecting responses to the above three options, some then left comments to supplement these. See below:

“A tougher stance needs to be taken to bring the town back to glory and something to be proud of.”

“Agree with all changes suggested.”

“All that has been done so far seems very sensible and should be continued.”

“Doncaster needs to be safe, welcoming, lively with character but individuals need to feel safe.”

“Everybody I have spoken to, including the Police, have said the PSPO has been a great help for the Town.”

“I firmly believe that the PSPO has been good for the town centre and helps make it feel a safer place.”

“I think it has helped make town centre a nicer place to visit so should continue - i trust that the proposed changes have been formulated based on feedback and law changes so think they should be adopted.”

“I think the measures taken are reasonable. We need to ensure that the image of Doncaster is a good one.”

“I think the order has made the town centre a more pleasant and safe place to be.”

“You need to keep the PSPO. Doncaster is a much safer place with it in force.”

“We need a PSPO in place but it needs more enforcement.”

“We definitely need some stronger measures in place, some are working. But do not abolish it”.

“This definitely needs to remain in place to allow people to visit the town centre and feel safe and comfortable.”

“Things improved after the current PSPO was introduced and I don’t want to return to the old problems we had previously.”

“The Town has improved a little bit but needs to be enforced more.”

“The town centre atmosphere should be safe, clean & interesting even entertaining Anti social behaviour’s need to be addressed quickly efficiently and effectively.”

“The PSPO is a useful tool to tackle anti-social behaviour and should remain in place after being revised with lessons learned over the last 3 years.”

63. Many agree with the continuation of PSPO and the suggested changes, which is positive and demonstrates support to the PSPO.
64. Many comments centred on increased enforcement of the PSPO which has been a common theme through all of the PSPO prohibitions commentary. Enforcement of the PSPO continues to be a priority of the Council in order to ensure the town centre is free from anti-social behaviour.

REASONS FOR RECOMMENDED OPTION

65. **OPTION TWO** The recommended option will both provide the comprehensive approach needed to effectively support vulnerable people in the context of place and allow the Council to comply with the law and statutory guidance. In this option, the PSPO will be positioned as one part of a wider model, with a specific emphasis on enabling people to break the cycle of behaviours they can be locked into.

NEXT STEPS – IMPLEMENTATION IF APPROVED

66. If approved by Cabinet it is proposed that the PSPO will be implemented on 7 November 2020 as the current PSPO is due to expire on 6 November 2020 following the expiry of the necessary call in period.
67. It is proposed that the initial stages of implementation will include raising awareness of the revised PSPO. A communications plan would support implementation, including notifying businesses, members of the public and stakeholders of the decision to implement a varied PSPO and further promotion of the services and support available to people who require this support.
68. A key element of implementation will be to continue the existing approach of assertive outreach work engaging and assisting vulnerable individuals to access services - this approach is embedded in the work of the Complex Lives Alliance. The clear brief to all partners will be to work together with people with complex needs to break the cycle they can be locked into.

69. Where formal enforcement is required for breaches of the PSPO, this will be undertaken by South Yorkshire Police and designated Council officers with specific training and experience in enforcement work.

IMPACT ON THE COUNCIL'S KEY OUTCOMES

	Outcomes	Implications
	<p>Doncaster Working: Our vision is for more people to be able to pursue their ambitions through work that gives them and Doncaster a brighter and prosperous future;</p> <ul style="list-style-type: none"> • Better access to good fulfilling work • Doncaster businesses are supported to flourish • Inward Investment 	<p>The PSPO sets out clear parameters for behaviour and our integrated complex lives team sets out how the most vulnerable people can access the support they need.</p> <p>This clarity encourages and supports businesses who operate in the Town Centre.</p>
	<p>Doncaster Living: Our vision is for Doncaster's people to live in a borough that is vibrant and full of opportunity, where people enjoy spending time;</p> <ul style="list-style-type: none"> • The town centres are the beating heart of Doncaster • More people can live in a good quality, affordable home • Healthy and Vibrant Communities through Physical Activity and Sport • Everyone takes responsibility for keeping Doncaster Clean • Building on our cultural, artistic and sporting heritage 	<p>The PSPO sets out clear parameters for behaviour and our integrated complex lives team sets out how the most vulnerable people can access the support they need.</p> <p>This clarity encourages a vibrant place that people feel safe to live, work and visit.</p>
	<p>Doncaster Learning: Our vision is for learning that prepares all children, young people and adults for a life that is fulfilling;</p> <ul style="list-style-type: none"> • Every child has life-changing learning experiences within and beyond school • Many more great teachers work in Doncaster Schools that are good or better • Learning in Doncaster prepares young people for the world of work 	<p>The PSPO sets out clear parameters for behaviour and our integrated complex lives team sets out how the most vulnerable people can access the support they need.</p> <p>This clarity encourages young people to feel safe to visit and have positive experiences in our Town Centre.</p>
	<p>Doncaster Caring: Our vision is for a borough that cares together for its most vulnerable residents;</p> <ul style="list-style-type: none"> • Children have the best start in life • Vulnerable families and individuals have support from someone they trust • Older people can live well and independently in their own homes 	<p>The PSPO sets out clear parameters for behaviour and our integrated complex lives team sets out how the most vulnerable people can access the support they need.</p>

<p>Connected Council:</p> <ul style="list-style-type: none"> • A modern, efficient and flexible workforce • Modern, accessible customer interactions • Operating within our resources and delivering value for money • A co-ordinated, whole person, whole life focus on the needs and aspirations of residents • Building community resilience and self-reliance by connecting community assets and strengths • Working with our partners and residents to provide effective leadership and governance 	<p>The PSPO sets out clear parameters for behaviour and our integrated complex lives team sets out how the most vulnerable people can access the support they need.</p>
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RISKS AND ASSUMPTIONS

70. The key risks and assumptions associated with the recommendations in this report are:
71. The real potential for escalation of concerns and risks facing people with complex lives and to the town centre unless positive and comprehensive action is taken. The comprehensive actions being taken including a PSPO would provide a response to manage that risk.
72. The need to ensure effective multi-agency action to manage the implementation of the PSPO and to enable people to access support services. This will be managed through the implementation plan outlined in this report and through wider action to support people taken by the Complex Lives Alliance.
73. There is a risk of legal challenge being made by an ‘interested person’ against the validity of the order. An ‘interested person’ is an individual who lives in the restricted area, or who regularly works in or visits the area. As set out earlier in this report, Liberty have provided their objections to the making of the entire order, but take particular issue with certain prohibitions such as the prohibition on allowing those causing anti-social behaviour to be asked to leave the PSPO area and not return within 24 hours. They argue such a prohibition would amount to an unlawful dispersal order, given there is a specific standalone dispersal power regime contained within the Anti-social Behaviour, Crime and Policing Act 2014, which is reserved to the Police. We do not agree with their interpretation of the Act or that it restricts the Council’s ability to include this prohibition in a PSPO, and believe it is reasonable and proportionate to include the prohibition. Nonetheless, there remains a risk that Liberty may support a challenge and ultimately it would then be a matter for the High Court to rule on the issue.

LEGAL IMPLICATIONS [NC Date 13/8/20]

74. Section 59 Anti-Social Behaviour Crime, and Policing Act 2014 (“the Act”) introduced the Public Spaces Protection Orders (Order). The Order deals with individuals or groups committing anti-social behaviour in a public place. The Council may make or renew or vary a public spaces protection order if it is satisfied on reasonable grounds that the activities carried on in a public place within the authority’s area have had a detrimental effect on the quality of life of those in the locality, or it is likely that activities will be carried on in a public place within the Council’s area and that they will have such an effect. The effect of that behaviour must also be, or likely to be of a persistent or continuing nature and unreasonable such that it justifies the restrictions imposed by the order. Orders can be made for a maximum of 3 years.
75. Section 72 of the Act places a duty on Council’s when considering renewing or varying an order, and if so, how and how long for, that they must have particular regard to the rights of freedom of expression and freedom of assembly set out in the of the Convention for the Protection of Human Rights and Fundamental Freedoms. It is acknowledged that the proposed order potentially involves an infringement of the rights to freedom of expression and assembly. However, these are qualified rights and it is considered that in these circumstances it is legitimate to interfere with them in accordance with law and in the interests of public safety and the prevention of crime and disorder.
76. The Act also requires the Council to carry out consultation on any proposed renewal or variation of an order with South Yorkshire Police, the Police and Crime Commissioner, whatever community representatives the Council thinks it appropriate to consult and the owner and occupier of any land in the area of the proposed order. The Council has gone further than the statutory requirements in this matter and not only consulted with those parties, but it has also undertaken a full public consultation. Elected members are advised that when considering the recommendations in this report, they must conscientiously take into account the results of the consultation and, where appropriate, having due regard to any impact on equality issues (please see the Equality Implications section of this report).
77. An interested person may apply to the High Court to question the validity of the Order, i.e. an individual who lives in the restricted area or who regularly works in or visits the area. The grounds on which an application can be made to challenge the order are set out in Section 66(2) of the Act as follows;
- (i) The local authority did not have the power to make the order, or to include particular prohibitions or requirements imposed by the order. The Act specifically gives the Council the power to make an order and the prohibitions are lawful – they are clear unambiguous.
 - (ii) That a requirement of the legislation was not complied with in respect of the order. The requirements of the Act have been followed in terms of the process that must be followed in making an order.

78. Should the proposed Order recommended by this report be made, the Council will then be required to publish it in accordance with the Anti-Social Behaviour, Crime and Policing Act 2014 (Publication of Public Spaces Protection Orders) Regulations 2014.

FINANCIAL IMPLICATIONS [NJC Date 18/8/20]

79. The costs of extending a PSPO for Doncaster Town Centre will be met from existing budgets. No additional staff will be required as a result of the order as existing officers will be granted the additional powers. It is anticipated that any training required will be delivered in-house and the signage required to inform the public that the PSPO is in place will be of low value (less than £1k) and can be met from existing budgets.

HUMAN RESOURCES IMPLICATIONS [PM Date 17/08/20]

80. There are no direct Human Resources implications arising from this report.

TECHNOLOGY IMPLICATIONS [AM Date 17/08/20]

81. There are no direct technology implications in implementing the recommendations detailed in this report. If, as a result of implementing the recommendations, any technology requirements are identified, a business case should be submitted to the Technology Governance Board for approval and consideration of implications in respect of data and network security.

HEALTH IMPLICATIONS [CEH Date 17/08/20]

82. Crime and the fear of crime impacts negatively on health and well-being in a range of ways; this includes indirect community-level impacts as well as direct negative impacts on victims. A PSPO will provide assurance to residents that ASB in the town centre is being taken seriously and that every effort is being made to improve the environment for everyone to benefit.
83. People that are in touch with the criminal justice system experience higher levels of mental and physical health problems compared to the general community, therefore Public Health supports the recommendation to implement a renewed Town Centre PSPO as one part of a comprehensive approach to support people with complex lives and to effectively manage the town centre, with a specific focus on encouraging people toward support services.
84. Providing an evidence based approach is welcomed and it is recommended that wider implications are considered when they are applied to minimise any unintended consequences that may impact on health and wellbeing.

EQUALITY IMPLICATIONS [NC Date 13/8/20]

85. In considering the proposals contained within this report, Elected Members are reminded of their obligations under section 149 Equality Act 2010. This section contains the Public Sector Equality Duty (PSED) which obliges public authorities, when exercising their functions, to have 'due regard' to the need to:
- a) Eliminate discrimination, harassment and victimisation and other conduct which the Act prohibits;
 - b) advance equality of opportunity between people who share relevant protected characteristics and those who do not; and
 - c) foster good relations between people who share relevant protected characteristics and those who do not.
86. Protected characteristics are age, gender, disability, race, sex, sexual orientation, gender reassignment, religion or belief and pregnancy and maternity. Only the first aim of the PSED set out in paragraph (a) above applies to a further protected characteristic of marriage and civil partnership.
87. Having due regard to advancing equality involves: -
- Removing or minimising disadvantages suffered by people due to their protected characteristic;
 - taking steps to meet the needs of people from protected groups where they are different to the needs of other people; and
 - encouraging people from protected groups to participate in public life or in other activities where their participation is disproportionately low.
88. Elected members must consciously consider and have due regard to the three aims of the general equality duty when dealing with the recommendations contained within this report. The thorough and wide ranging public consultation exercise undertaken in this matter has helped to inform the compilation of a comprehensive Equality Impact Analysis document which will assist members in this regard, and is shown at Appendix 9. The impact of each of the proposed prohibitions has been reviewed with regard to our PSED obligations and any negative impact on any of the protected characteristics is highlighted and addressed.

CONSULTATION

89. The consultation process involved has been described earlier in this report. This has complied with legal requirements and gone further to ensure opportunity to express a view and perspective has been widely offered.

APPENDICES

- APPENDIX 1** - UPDATED EVIDENCE
APPENDIX 2 - POLICE DATA

- APPENDIX 3** - PSPO DRAFT ORDER
- APPENDIX 4** - SUMMARY OF THE RESPONSES
- APPENDIX 5** - ALL THE COMMENTS RECEIVED
- APPENDIX 6** - GENERAL COMMENTS
- APPENDIX 7** - COMPLEX LIVES BRIEFING
- APPENDIX 8** RESPONSES FROM POLICE AND CRIME
COMMISSIONER AND BRITISH TRANSPORT POLICE
- APPENDIX 9** - DUE REGARD STATEMENT

BACKGROUND PAPERS

90.

- a) Home Office Anti-Social Behaviour Powers - Statutory Guidance for Frontline Professionals - updated August 2018
- b) Doncaster Growing Together Strategy 2017
- c) Restart, Recovery and Renewal Plan July 2020

GLOSSARY OF ACRONYMS AND ABBREVIATIONS

- PSPO - Public Spaces Protection Spaces Order
- PSED - Public Sector Equality Duty
- Survey Monkey - Online survey software that creates and runs surveys
- Chugging - Street traders authorised or otherwise who seek to encourage people to enter into contracts for goods/services/charitable donations or otherwise

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SUMMARY OF EVIDENCE

The following is a summary of the recorded breaches of the PSPO in the Town Centre since its implementation.

The current PSPO deals with:

- Begging
- Loitering
- No return in 24 hours
- Groups of 3 or more
- Alcohol
- Intoxicating substances
- Urinate / Defecate
- Charitable hawking,
- Camping
- Parking equipment interference and loitering

Below is the evidence gathered by the Council.

There were 2149 reported breaches, between the 8 November 2017 and 31 March 2020:

The five primary incidence types reported were Loitering (703), Return 24 Hours (587), Begging (437), Intoxication (227) and Drinking (96).

Activity peaked during April and July 2019, but not to the extent of the 2018 numbers. This in part may be due to the fact that the weather during the summer of 2018 was more favourable than that during the summer of 2019.

2018 saw Loitering, No return in 24 hours, begging and intoxicating substances as the highest offences. 2019 saw No return within 24 hours, begging, loitering and drinking as the highest offences.

Figure 8 below shows the number of Fixed Penalty Notices issued for some specific PSPO breaches. The majority of Fixed Penalty Notices were issued in 2018, with Loitering, no return in 24 hours and intoxicating substances being the higher breaches

During 2019/20 19 fixed penalty notices were served

5 for begging, 1 for drinking, 1 for interfering with parking machines, 9 for no return within 24 hours and 3 for urination defecation.

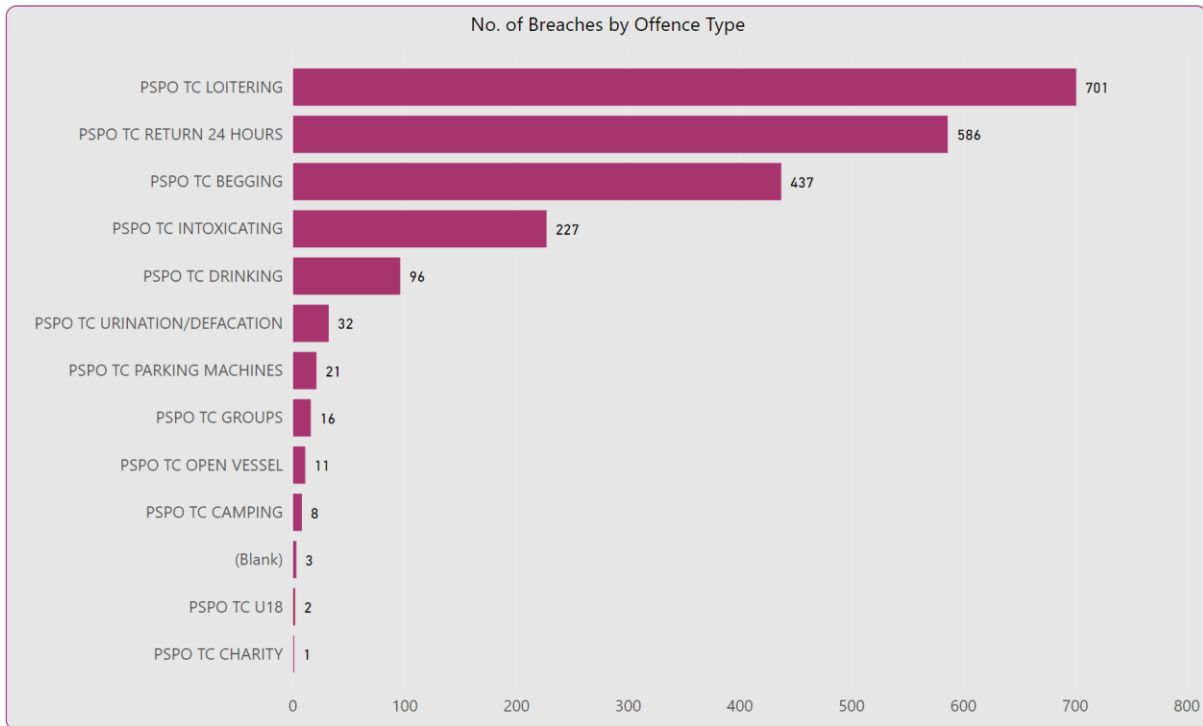


Figure 1) The Figure shows all breaches for period November 2017 to March 2020

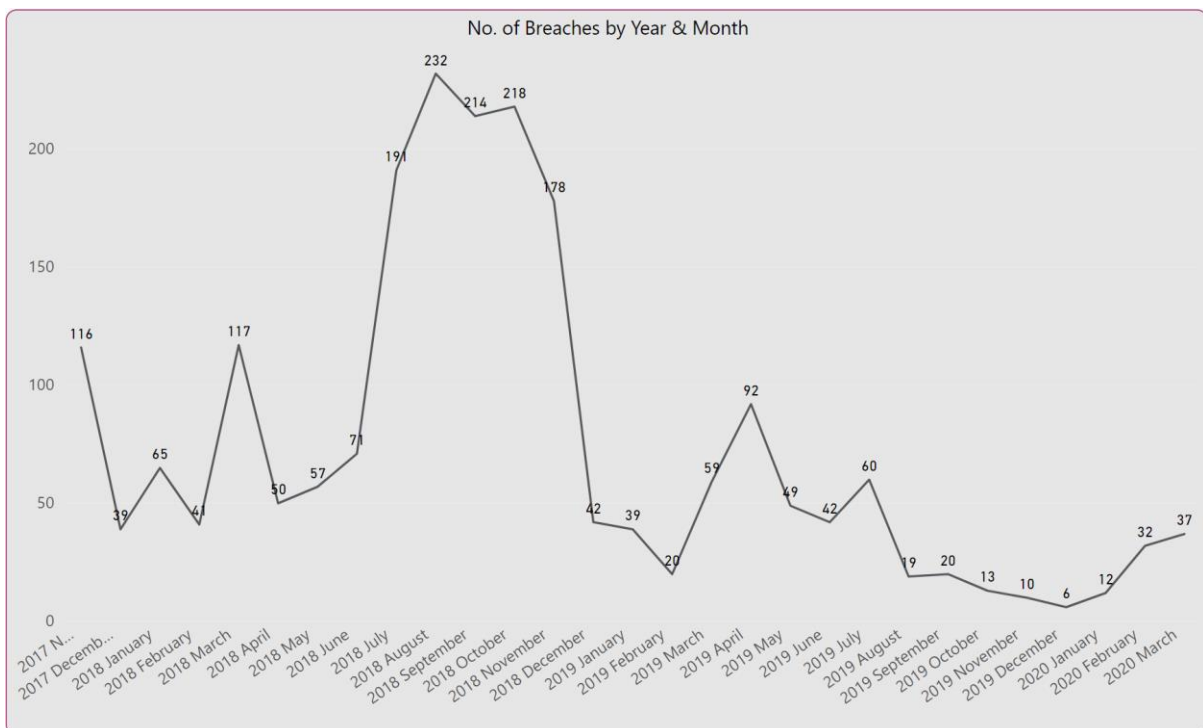


Figure 2) For **all** breaches, the main period for breaches were from July – November of 2018. Likely due to a hot summer and mild winter. There is also a significant spike of activity around the April period for both 2018 and 2019

Loitering

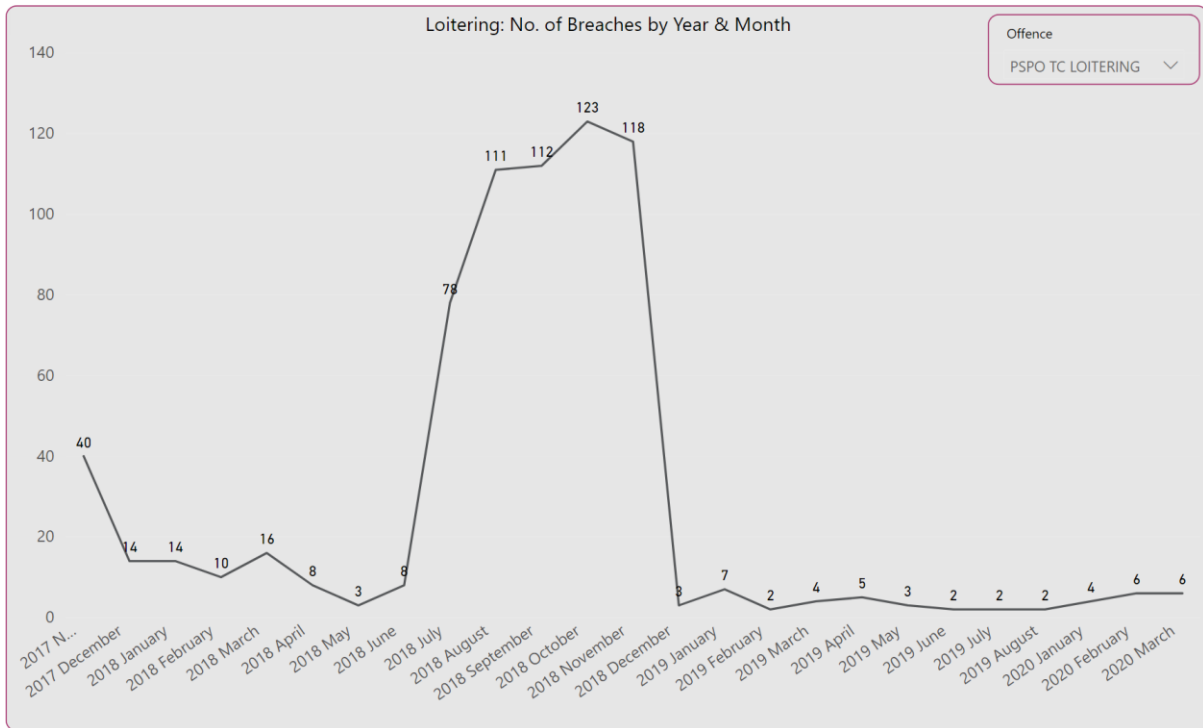


Figure 3) When looking specifically at Loitering, the primary months for breaches were in the summer/early autumn of 2018 Jul to Nov.

Return Within 24 Hours

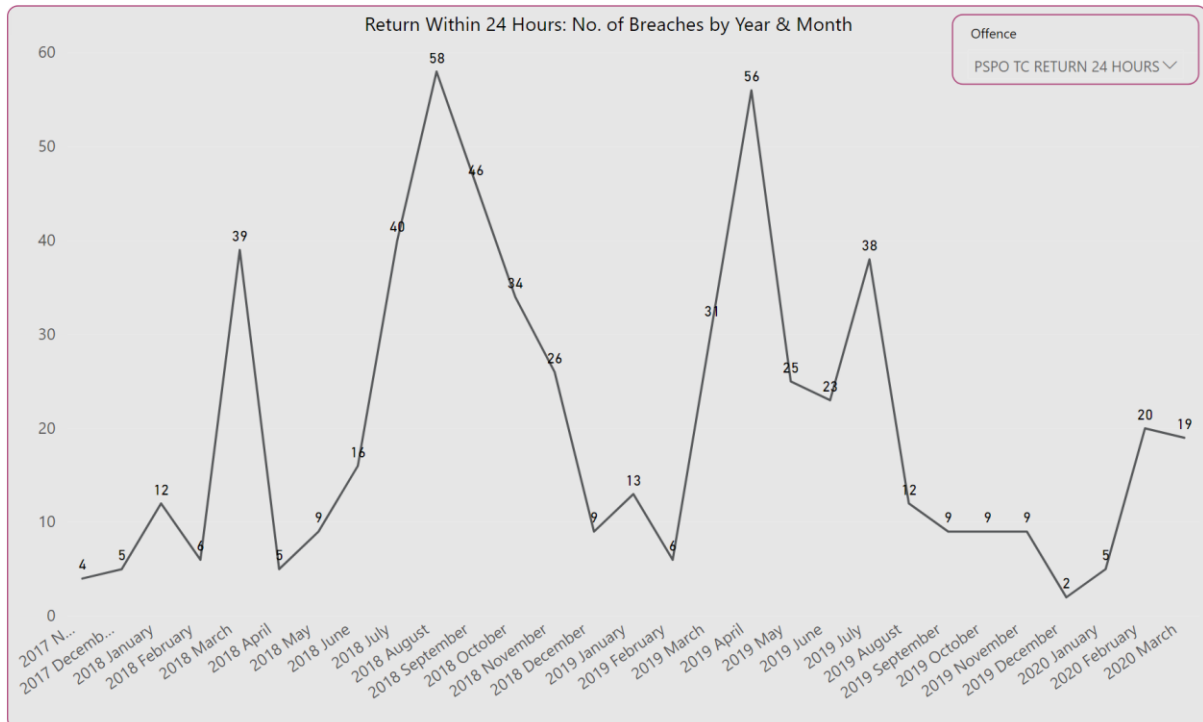


Figure 4) The breaches for Return within 24 Hours was significantly more spread, with spikes in 2019, but the largest number was still in the summer of 2018.

Begging

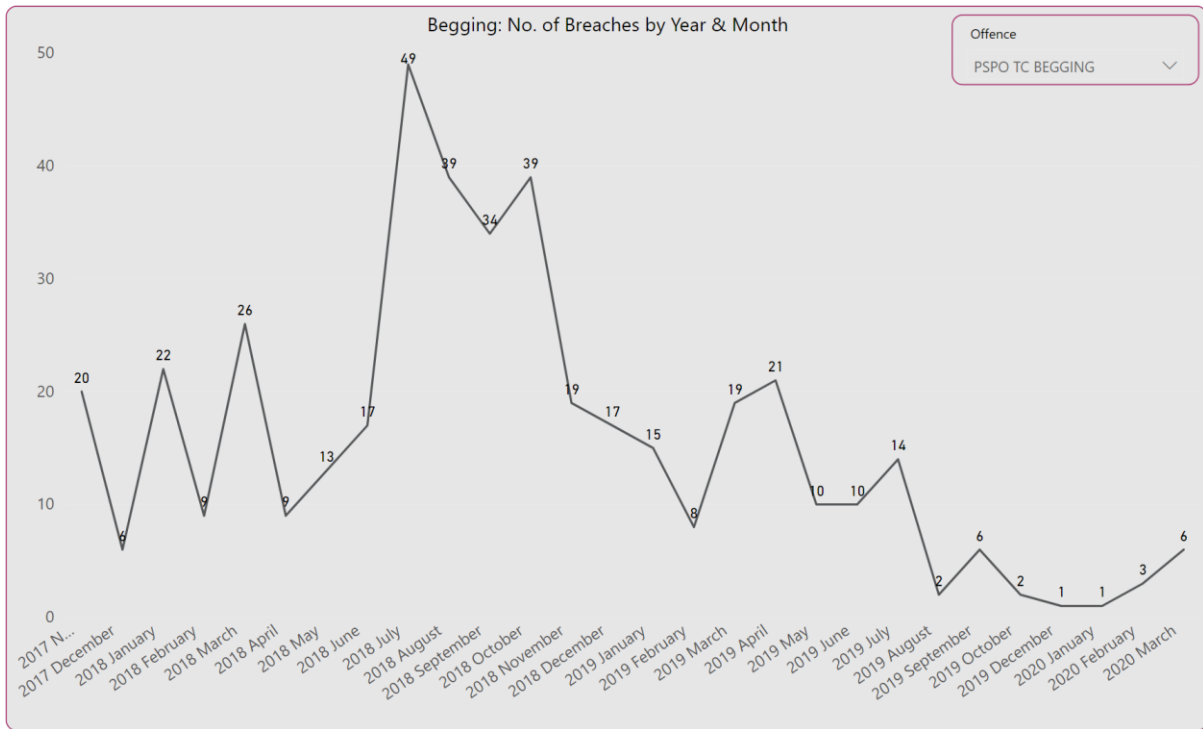


Figure 5) Begging shows a similar pattern, however, more individuals were found to beg during the winter months.

Intoxicating Substances

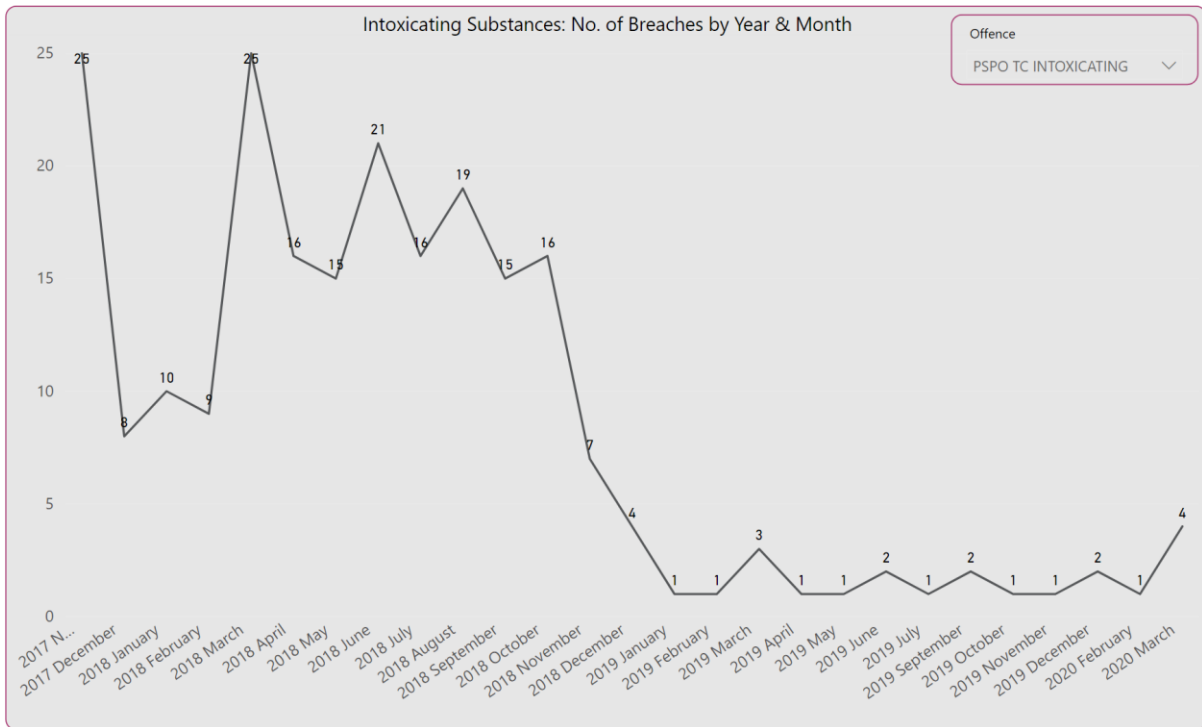


Figure 6) Intoxication (i.e. drugs not alcohol) had a wider spread, and dropped significantly during 2019.

Drinking

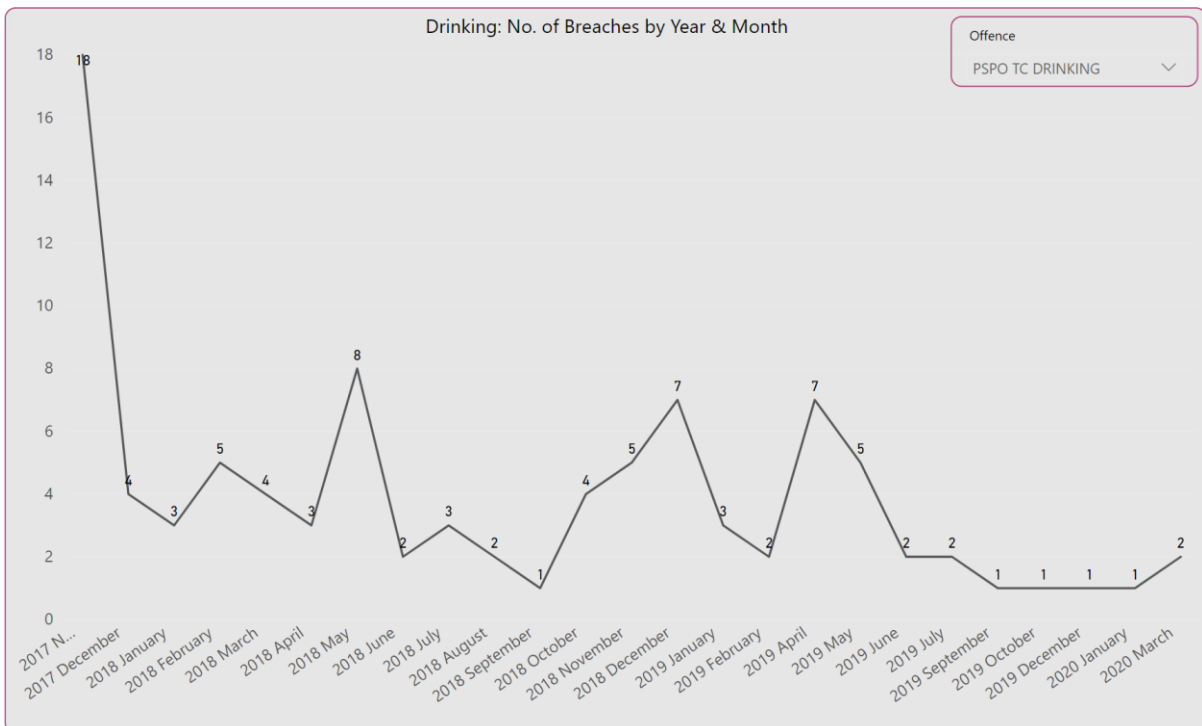


Figure 7) No. of Drinking breaches shows an average of 4.2 breaches per month between 2017 and 2019.

Figure 8) Annual comparison of **Fixed Penalty Notices** per prohibition

Parking Meter Machine Tampering

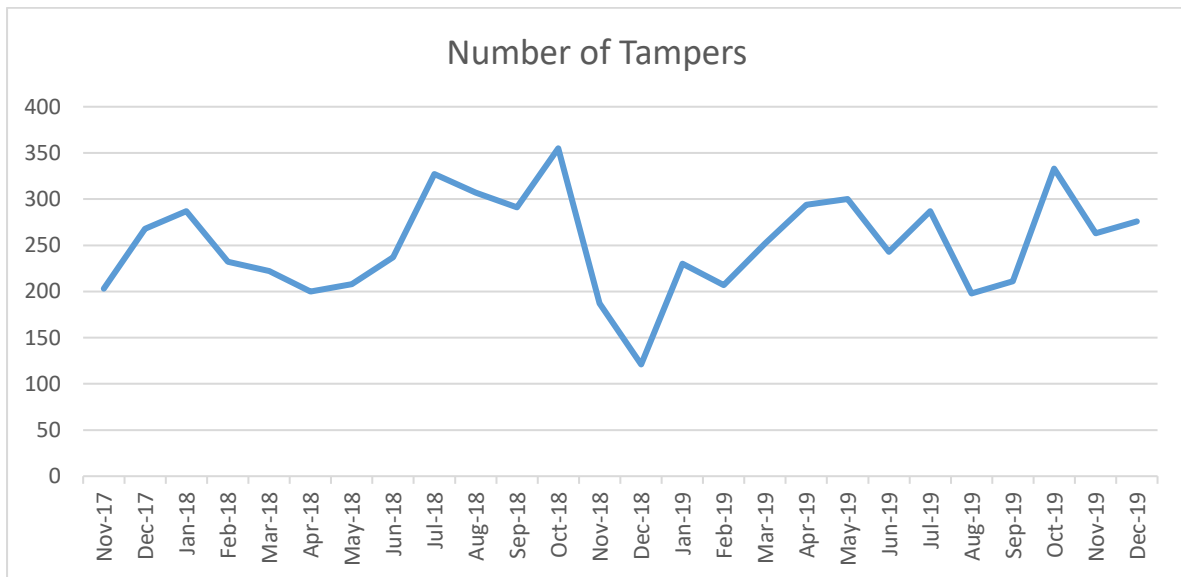


Figure 9) This shows an average of 251 incidents with Parking meters per month. The tampering incidents with parking machines, results in a loss of income for the Council and additional expenditure of £120k to replace these machines.

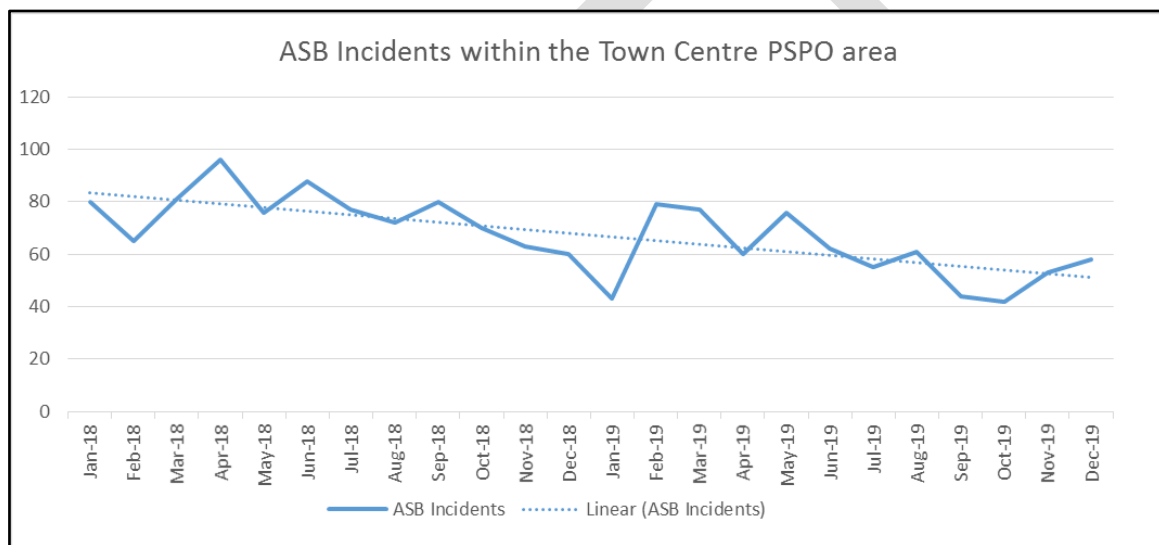
Police Data:

ASB Reporting – Incidents Closed as ‘Anti-Social Behaviour’

Yearly ASB comparisons are difficult to compare for all community beats due to the realigning of areas, therefore ASB incidents have been mapped for both 2018 and 2019 and extracted based on the PSPO locations. Due to the implementation of Smart Contact on the 21st November 2018, incidents prior to this are unable to be analysed on the description type due to incidents only being recorded under the titles of Nuisance, Personal and Environment, therefore this will hinder the analysis and data will only be provided for 2019. In addition, we have data in relation to Drug offences

	2018	2019	Yearly +/-	Yearly % +/-
DRUG OFFENCES	176	237	61	35%

During 2019 710 ASB incidents were recorded within the Town Centre PSPO area this shows a reduction of 198 incidents (-22%) when compared to reporting during 2018. Of note the overall trend for ASB recording within SYP show reporting reducing, Doncaster as a whole during 2019 recorded a **decrease of 18%** in ASB reporting when compared to 2018.



The table below details the volume of incident types recorded within the PSPO area during 2019. 2018 data is not included within the analysis due to the incidents not recorded at the ASB Description Level, incidents were previously only classified as Nuisance, Personal or Environmental therefore comparatively analysis is unavailable.

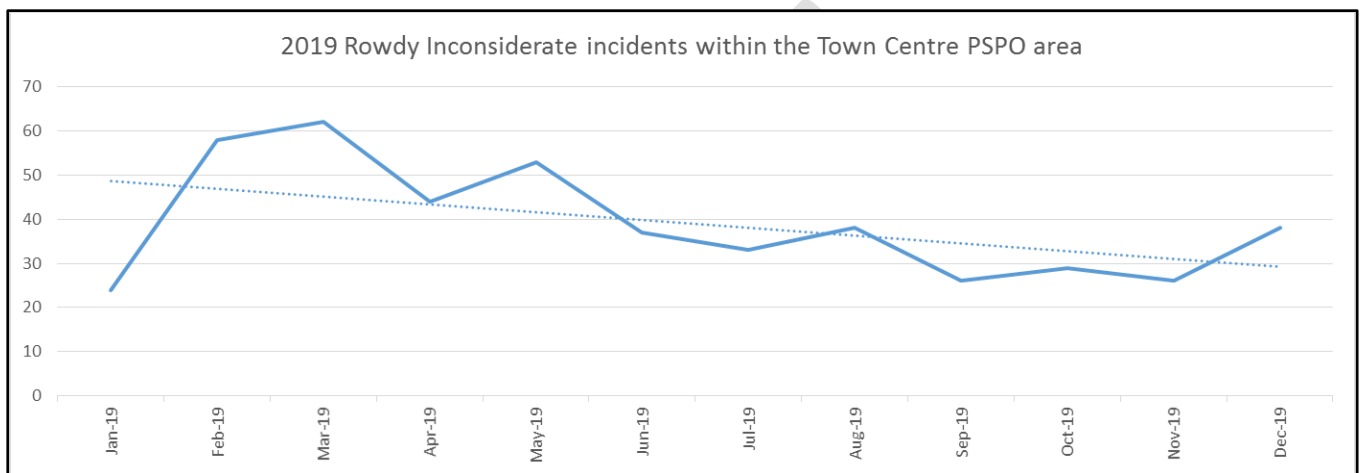
The main proportion of reporting was in relation to Rowdy/Inconsiderate incidents followed by Begging incidents. The PSPO area recorded lower volumes of Street Drinking, Prostitution and Litter/Drug Trappings incidents.

ASB INCIDENTS 2019 PSPO Area	Total Incidents	% of 2019 Incidents
ROWDY/INCONSID	468	66%
BEGGING/VAGRANCY	119	17%
VEHICLE NUISANCE/INAPP	33	5%
ABND VEH NOT STOLEN	20	3%
NUISANCE	16	2%
STREET DRINKING	10	1%
PROSTITUTION	9	1%
NOISE	6	1%
LITTER/DRUGS TRAPPINGS	6	1%
PERSONAL	6	1%

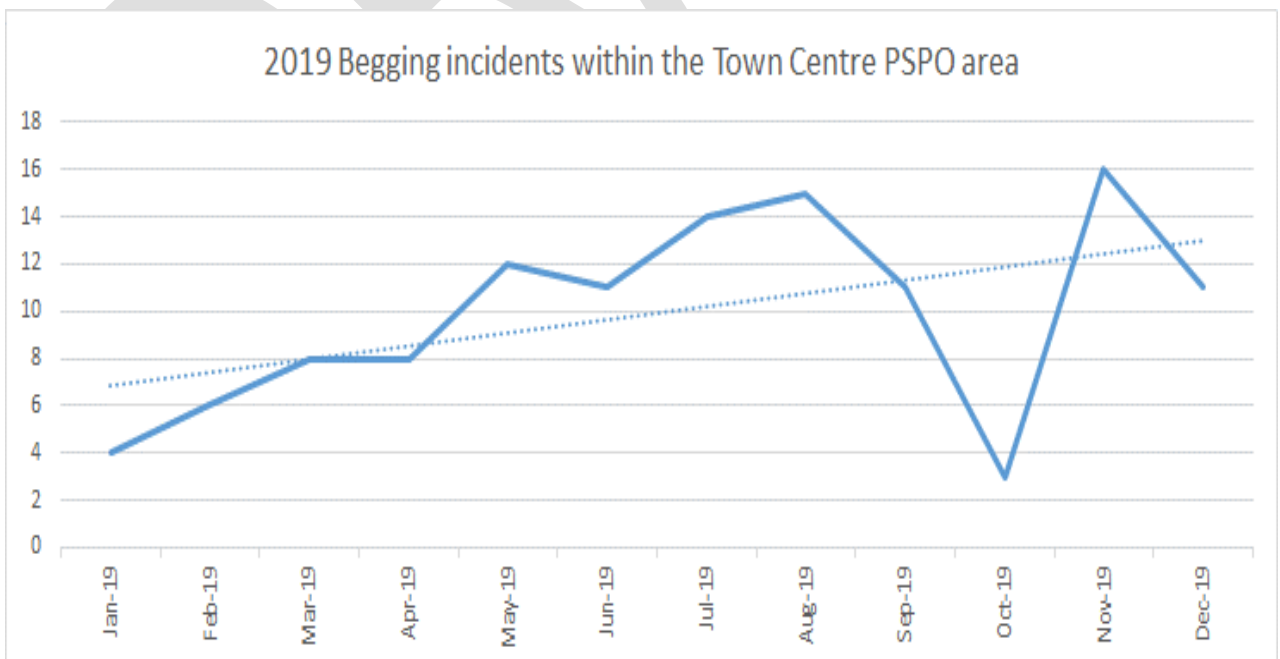
Appendix 2 - Police Data

OFF ROAD BIKE/QUAD	5	1%
NUISANCE NEIGHBOUR	4	1%
TRESPASS	3	0.4%
FIREWORKS	2	0.3%
ANIMAL PROBLEM (ENV)	2	0.3%
ENVIRONMENTAL	1	0.1%

The graph below shows the monthly volume of reporting during 2019 for Rowdy/Inconsiderate ASB incidents within the Town Centre PSPO area, of note a further 46 incidents were recorded during December 2018. The overall trend during the year shows that reporting is decreasing.



The graph below shows the monthly reporting volumes of begging incidents during 2019 within the Town Centre PSPO area, of note a further 2 incidents were recorded during December 2018. The overall trend in relation to begging incidents is shown to be increasing; of note, incidents are relatively low in volume.



DRAFT**Doncaster Council****Public Spaces Protection Order 2020 (Town Centre)**

This order is made by Doncaster Borough Council (“the Council”) and shall be known as the Doncaster Town Centre Public Spaces Protection Order 2020 (“this Order”).

PRELIMINARY

The Council is satisfied on reasonable grounds that the conditions below have been met:

- That activities carried on in a public place within the authority’s area have had a detrimental effect on the quality of life of those in the locality, or it is likely that activities will be carried on in a public place within that area and that they will have such an effect.
- The effect, or likely effect, of the activities is, or is likely to be, of a persistent or continuing nature, is, or is likely to be, such as to make the activities unreasonable, and justifies the restrictions imposed by this Order.

The Council is satisfied that the prohibitions imposed by this Order are reasonable to impose in order to prevent the detrimental effect of these activities from continuing, occurring, or recurring or to reduce that detrimental effect, or to reduce the risk of its continuance, occurrence or recurrence.

The Council has had regard to the rights and freedoms set out in the European Convention for the Protection of Human Rights and Fundamental Freedoms. The Council has particular regard to the rights and freedoms set out in Article 10A (Right of Freedom of expression) and Article 11 (Right of Freedom of Assembly) of that convention and has concluded that the restriction on such rights and freedoms imposed by this order are lawful, necessary and proportionate.

THE ORDER

	PURPOSE	WHEN	PROHIBITION
1	<p>The aim is to support vulnerable people to break the cycle of begging and to reduce the impact this has on the town centre offer.</p> <p>People who make requests for money or donations in the Town Centre are less likely to access support services whilst they receive income from this to sustain their current lifestyles.</p>	At all times (not including restriction on people who busk)	No person shall make any verbal, non-verbal or written request for money, donations or goods, including the placing of hats, clothing or containers so as to cause or is likely to cause nuisance, annoyance or distress

	<p>This also impacts on the vibrancy and attractiveness of the environment of the town centre to visitors and shoppers and businesses.</p> <p>Enforcement action will primarily focus on helping people to change behaviour and access support services.</p>		
2	<p>The aim is to stop people loitering around ATMS and pay machines, which has a detrimental effect on people's feelings of safety and on the vibrancy of the Town Centre.</p> <p>Enforcement action will primarily focus on helping people to change behaviour and access support services.</p>	At all times	No person shall loiter, sit or lay on the floor or on temporary structures in or adjacent to doorways or around pay machines (including banks, supermarkets) in a manner causing or likely to cause harassment, alarm, distress, nuisance or annoyance to any person within the Town Centre.
3	<p>The aim is to deter people from behaving in an anti-social manner which has a detrimental effect on people's feelings of safety and on the vibrancy of the Town Centre.</p> <p>Enforcement action will primarily focus on helping people to change behaviour and access support services.</p>	<p>At all times.</p> <p>In respect of those individuals who are rough sleeping this prohibition will only apply if they have access to alternative accommodation or have refused support.</p>	No person shall, after being requested to leave by an authorised officer due to them behaving in a manner causing or likely to cause harassment, alarm, distress, nuisance or annoyance to any person within the Town Centre without reasonable excuse, remain or return to the Town Centre within a period of 24 hours.
4	<p>The aim is to deter people from consuming alcohol on the streets other than at licensed premises and to prevent antisocial behaviour and impacts on the town centre related to this.</p>	<p>At all times</p> <p>(Street markets /events/festivals will have obtained</p>	No person shall consume alcohol in any public place in the Town Centre other than at licensed premises or shall be in possession of any opened vessel containing or purporting to

	Enforcement action will primarily focus on helping people to change behaviour and access support services.	Temporary Event Notices, so will in effect be licensed premises for the time they are there)	contain alcohol in any public place save for those places identified by Section 62 of the Act
5	<p>The aim is to deter people from consuming drugs/intoxicating substances and to prevent antisocial behaviour and impacts on the town centre related to this.</p> <p>Enforcement action will primarily focus on helping people to change behaviour and access support services.</p>	At all times	No person will ingest, inhale, inject, smoke or otherwise use intoxicating substances (substances with the capacity to stimulate or depress the central nervous system) or possess any item that can be used to assist in the taking of intoxicating substances.. This includes any device for smoking substances other than e-cigarettes, it also includes needles, except for those packaged and sealed by the manufacturer and stored in a hard case
6	The aim is to deter people from behaving in an anti-social way which can cause public and environmental health problems, as well as difficulties for town centre businesses/traders.	At all times	No person shall urinate or defecate in any public place; this does not include public toilets.
7	<p>The aim is to ensure effective provision of car parking in the Town Centre, which is vital to the economy and most important to vulnerable and disabled visitors.</p> <p>Vandalism and blockages of parking machines causes great frustration and expense to car park users and deters from the</p>	At all times	No person shall, unless they have a parked vehicle in the location, without reasonable excuse, loiter near to, touch or interfere with any parking equipment, in the Town Centre without authorisation.

	experience of using the Town Centre.		
<p style="text-align: center;"><u>Additional notes and definitions for the purpose of the Order</u></p> <p>i) Licensed premises – Will include those involved in continental markets / beer festivals will have obtained Temporary Event Notices, so will in effect be licensed premises for the time they are there.</p> <p>ii) Intoxicating substances –</p> <ul style="list-style-type: none"> • Substances with the capacity to stimulate or depress the central nervous system • Exemptions shall apply in cases where the substances are used for a valid and demonstrable medicinal use, given to an animal as a medicinal remedy, are cigarettes (tobacco) or vaporisers or are food stuffs regulated by food health and safety legislation. 			

PERIOD FOR WHICH THIS ORDER HAS EFFECT

This order applies to a public place within the authority's area. The public place is delineated by the red line on the plan annexed at Schedule 1. The effect of this Order is to impose the prohibitions and requirements detailed herein, at all times, save where specified exemptions apply.

This Order will come into force at 00:01 Hours on the 6th November 2020 and will expire at midnight on the 5th November 2023.

At any point before the expiry of this three year period the Council can extend the Order by up to three years if they are satisfied on reasonable grounds that this is necessary to prevent the activities identified in the Order from occurring or recurring or to prevent an increase in the frequency or seriousness of those activities after that time. The Council may extend this order more than once.

WHAT HAPPENS IF YOU FAIL TO COMPLY WITH THIS ORDER?

Section 67 of the Anti-Social Behaviour Crime and Policing Act 2014 says that it is a criminal offence for a person without reasonable excuse – (a) to do anything that the person is prohibited from doing by a public spaces protection order, or (b) to fail to comply with a requirement to which the person is subject under a public spaces protection order A person guilty of an offence under section 67 is liable on conviction in a Magistrates' Court to a fine not exceeding level 3 on the standard scale.

FIXED PENALTY

An Authorised Officer may issue a fixed penalty notice to anyone s/he believes has committed an offence under section 67 of the Anti- Social Behaviour, Crime and Policing Act. You will have 14 days to pay the fixed penalty of £100. If you pay the fixed penalty within the 14 days you will not be prosecuted.

APPEALS

Any challenge to this order must be made in the High Court by an interested person within six weeks of it being made. An interested person is someone who lives in, regularly works in, or visits the area. This means that only those who are directly affected by the restrictions have the power to challenge. The right to challenge also exists where an order is varied by the Council. Interested persons can challenge the validity of this order on two grounds: that the Council did not have power to make the order, or to include particular prohibitions or requirements; or that one of the requirements of the legislation has not been complied with. When an application is made the High Court can decide to suspend the operation of the order pending the Court’s decision, in part or in totality. The High Court has the ability to uphold the order, quash it, or vary it.

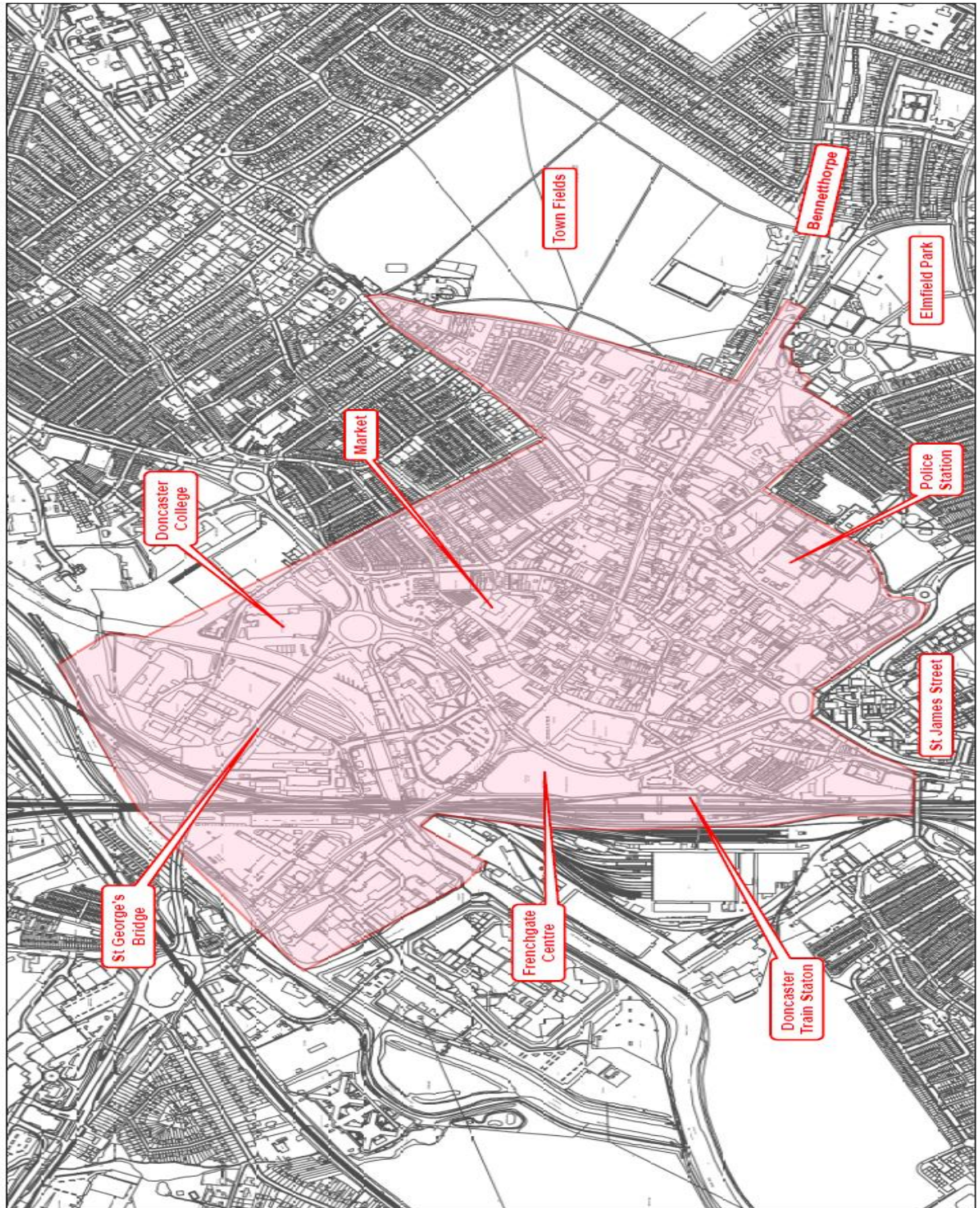
Signed

Dated.....

Schedule 1- Proposed Doncaster Town Centre PSPO Zone
– 7 November 2020 – 6 November 2023



Doncaster Town Centre PSPO Zone

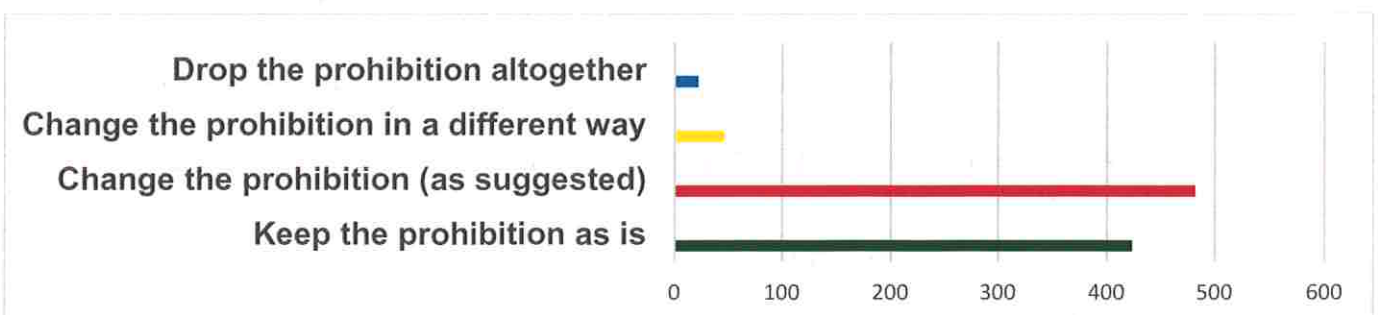


Begging

CURRENT PUBLIC SPACE PROTECTION ORDER			PROPOSED PUBLIC SPACE PROTECTION ORDER	
PURPOSE	CURRENT PROHIBITION	WHEN	PROPOSED PROHIBITION	REASONS
<p>The aim is to support vulnerable people to break the cycle of begging and to reduce the impact this has on the town centre offer.</p> <p>People who make requests for money or donations in the Town Centre are less likely to access support services whilst they receive income from this to sustain their current lifestyles.</p> <p>This also impacts on the vibrancy and attractiveness of the environment of the town centre to visitors and shoppers and businesses.</p> <p>Enforcement action will primarily focus on helping people to change behaviour and access support services.</p>	<p>No person shall beg by making unsolicited and/or unauthorised requests for money (whether expressly requested or impliedly requested by conduct) within the Town Centre.</p> <p>This shall include any verbal, non-verbal or written request from a standing, sitting or lying down position for money, donations or goods, including the placing of hats, clothing or containers.</p>	<p>At all times (not including restriction on people who busk)</p>	<p>No person shall make any verbal, non-verbal or written request for money, donations or goods, including the placing of hats, clothing or containers so as to cause or is likely to cause nuisance, annoyance or distress</p>	<p>The evidence collected by the Council and the data from the police demonstrates there are still incidents of begging and the overall trend is increasing. The proposed changes aim to simplify the wording of the prohibition and focus on the anti-social behaviour associated with begging rather than the act itself</p>

Question Asked:

People asking you for money, donations or goods – including through placing of hats, clothing or containers – that causes harassment, alarm, distress, nuisance, or annoyance.



ANSWER CHOICES	RESPONSES	
Keep the prohibition as is	423	43.47%
Change the prohibition (as suggested)	482	49.54%
Change the prohibition in a different way	46	4.73%
Drop the prohibition altogether	22	2.26%
TOTAL	973	100%

Keep the Prohibition as it is- 43.47%

These responses still support the PSPO preventing begging but did not want it to be changed as suggested. Comments included:-

"Begging should not be permitted, which the current PSPO states clearly. Proposal for the change states it is not against the act of begging - why?"

"I don't really think that there is much difference between the current prohibition and the proposed prohibition because I think that not making any non verbal or verbal requests for money is the same as what is said in the current prohibition, which says no one should make any unauthorised requests for money. A non verbal or verbal request for money is an unauthorised request for money"

"The town centre is a much more pleasant place to shop and to walk around with the Public Spaces Protection Order in place. I have noticed beggars are still there but usually walking around and asking quietly for money as you pass them. I am also aware that the beggars are more noticeable after 5pm when the streets are emptier. Well done and I congratulate you for the last 3 years efforts. I hope the order continues for the longest time possible"

"This is still needed"

"This may help to eradicate the professional beggars"

"Beggars are the number one reason that put me off going to town or any town centre"

"Doncaster night scene is great but what's not nice is to see and be approached by beggar's for money, they sit outside the pubs and make a lot of money from the party goers"

"I agree with simplifying the prohibition but the new version specifies harassment, alarm, distress etc. I find any form of begging distressing and intimidating and am concerned that if the prohibition is changed it would be more difficult for people to evidence that this behaviour is fulfilling the criteria of the PSPO. I.e someone asking for money 'politely' would be acceptable under the new prohibition"

"There is no need to make changes"

Comments centred about finding begging intimidating and that the mere fact of people begging does not help the town. This view is not supported as the requirements of a PSPO means it must be demonstrated the act being prohibited has a detrimental

impact on the quality of life of those in the locality which is not met by the mere act of begging.

Change the Prohibition as suggested- 49.54%

The data showing the number of breaches of this PSPO suggests that there is an increase in begging which suggests the continuation of this PSPO is needed. This was supported by almost 50% of responses agreeing to the suggested changes. Comments on the suggested changes to the PSPO included:-

"Especially around the carparks iv seen people almost intimidated in to giving money to the point iv stepped in and stopped it"

"Lots of people approach & ask you for money especially around the Market area & St Sepulchre Gate. It is very intimidating"

"This is an absolutely crucial aspect of the behaviour of a minority of people that the majority find totally unacceptable"

Tighten up on aggressive begging, as majority are not true homeless people.

"Agree, simplified wording is better"

"Aggressive and persistent begging is one of the least pleasant aspects of visiting the town centre and anything that can be done to discourage it is very welcome as far as I'm concerned"

"Agree with proposal and to encourage people who beg to us the official resources available to them. It is difficult to know who is in genuine need and those who are just trying to take advantage"

"As one of the Town Ward Councillors we had a conference call about this amended proposed PSPO document and after discussions between us all we agreed with it in it's entirety"

"Home Office Guidelines might state they don't want to target rough sleepers, but many of those laid in doorways don't sleep out, fraudulent behaviour intended to con money out of people. They come into town from decent accommodation"

"I agree with the revised wording and reasons for this"

"I have seen 'organised begging' - someone in a large expensive car next to Christ Church organising a group of beggars who then dispersed around town"

"I think this is a good idea. I personally do give to the needy and offer people who ask for money something else such as a hot or cold drink or a pastry. I feel the main thing here as outlined in the wording is if one is feeling harrassed. I for one have not felt this by the people whom ask for such things"

"Most beggars arent homeless, some are polite, some are very rude"

"If people wish to donate/engage that is their right. However I feel the majority of general public always feel intimidated whether engaging or not"

"many people begging for money are not truly homeless and do it to for other reason. These issues need to be tackled. It can be intimidating when people are begging"

"This would allow the prohibition to reflect changes in legislation"

Together with those who would rather the PSPO stay as it is currently total 93% of responses which is a strong view in favour of the begging prohibition remaining.

Change prohibition in a different way- 4.73%

Much of the commentary relates to stricter enforcement though fines, bans from the Town Centre and a greater presence of police and Town Centre Ambassadors. Comments include:

"Be stricter with those who do beg, there are still many people begging and causing a nuisance but police don't do anything about it".

"Increased enforcement of probation, and increased enforcement by town centre ambassadors and police".

"Place more police in the town centre, higher fines and ban anyone doing any kind of anti-social behaviour".

Whilst these are valid suggestions, they go beyond the remit of the PSPO.

There is some level of concern regarding the correlation between begging and those who are in need of support. Comments here include:

"Prevent the need for begging. Give practical help as needed eg housing, benefits, employment. Provide an answer to their need not hide them away".

"I feel that some of the people who ask for money are desperate and need serious help from the council".

It is important to note, that the PSPO only relates to begging in an anti-social manner and that Doncaster Council has many services and programs to support those in need.

Drop the prohibition altogether- 2.26%

As above, the majority of comments here relate to the need to support those in need through rehabilitation ensuring that those in need are not criminalised for begging. Some example of comments include:

"DMBC should not be imposing criminalisation of poor and homeless people they must endeavour to help support and house homeless people and help and support for their residents when they fall on hard times".

"I have never been distressed by a hat on the floor or by somebody less fortunate asking for goods."

"Why not try to support homeless and desperate people rather than prohibit their existence?"

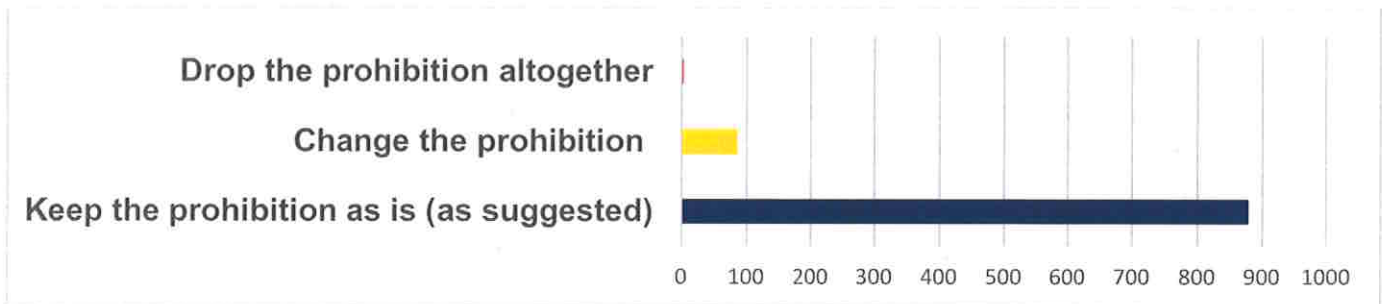
To re-iterate, the proposed PSPO is specifically attempting to prevent begging that is anti-social in nature and not the act of begging itself.

Loitering

CURRENT PUBLIC SPACE PROTECTION ORDER			PROPOSED PUBLIC SPACE PROTECTION ORDER	
PURPOSE	CURRENT PROHIBITION	WHEN	PROPOSED PROHIBITION	REASONS
<p>The aim is to stop people loitering around ATMS and pay machines, which has a detrimental effect on people’s feelings of safety and on the vibrancy of the Town Centre.</p> <p>Enforcement action will primarily focus on helping people to change behaviour and access support services.</p>	<p>No person shall loiter, sit or lay on the floor or on temporary structures in or adjacent to doorways or around pay machines (including banks, supermarkets) in a manner causing or likely to cause harassment, alarm, distress, nuisance or annoyance to any person within the Town Centre.</p>	<p>At all times</p>	<p>No change proposed</p>	<p>The evidence collected by the Council demonstrates the most complaint/incidents regarding antisocial behaviour in the town centre involved loitering. It is therefore proposed to keep this prohibition</p>

Question Asked:

People hanging around pay machines (including banks, supermarkets) unless waiting to use them.



ANSWER CHOICES	RESPONSES	
Keep the prohibition as is (as suggested)	879	89.79%
Change the prohibition	86	8.78%
Drop the prohibition altogether	14	1.43%
TOTAL	979	100%

Keep the prohibition as it is (as suggested) 89.79%

The vast majority of survey participants selected this option, demonstrating that support for the PSPO is still. Some of the comments included:

"I support this, the behaviour is unnerving."

"It is intimidating and especially in the evening when people sit right beside them. I feel intimidated and will not use a cash machine when someone is hanging about."

"Especially around supermarkets & more so Banks it makes me very nervous about using them. I will NOT use a cash machine with anyone near by at all"

"You feel intimidated when there are people lurking about when your trying to take cash out, thinking they are watching for your pin number and or snatching your money or evening mugging you for your card."

"Vital, if not I would go to another location i.e. out of town supermarket".

"Seems to be working."

"This is needed to make people feel safe. Doncaster town centre to me doesn't feel safe."

"Agree with proposal. This behaviour is intimidating and I am very wary of using a cash machine on my own."

"Can we paint 'red zones' on the floor to ensure people using the cash points are prompted to be aware they are being closely shadowed?"

"Keep PSPO to ensure safety of public."

"Safety to people who use the cash machines."

"Can signs not be erected adjacent to the machines clearly stating the details of the prohibition, and the penalties that may be applied if violations occur".

"Seems to have been working well and allows people to be more aware of the pickpocket gangs which were coming into town, the multiple distraction effect."

"Absolutely, keep this. It is completely threatening to people, especially elderly people. You feel like you are going to be mugged or worse."

"There should be a line painted on the floor that people waiting should stand behind when someone is using the ATM."

"I think this is a good idea to keep this as I know myself I will not use a cash machine if someone is stood or sat outside as I do not feel safe."

"I experience this several times before in Doncaster. So glad this is no longer allowed."

As well as agreeing to keep this prohibition suggestions were made of how this could be enforced with suggestions about enforcement. The powers of enforcement are dealt with in legislation.

Change the prohibition 8.73%

Comments attached this that option desired stricter enforcement of the prohibition. Suggestions included:-

"There should be tougher actions against people who do this, not just by offering help or services. This can be a serious issue if people obtain people's bank account details and also, it can make you feel unsafe carrying the cash you have withdrawn. Regardless of your situation and circumstances, it is never acceptable to be loitering around people who are using atm machines and this needs proper policing."

"Needs to be more strict."

"The current ban does not work, maybe if there was an on the spot fine those who do this might think twice."

"I would not use any pay machine in town unless it was inside a bank as it currently feels unsafe. Additional powers to move people on need to be introduced."

"Needs to be stricter and these people need to be challenged as to their behaviour".

"Need more police with more power. Not just the PSO's having a chat & laugh. They are all well-known addicts & thieves".

"More rigorous enforcement."

Much of these comments go beyond the benefit of the prohibition. The PSPO is enforced by Council Officers in collaboration with other agencies. The penalties for breach of the PSPO are set out in legislation

Drop the prohibition altogether 1.43%

A small percentage of those who undertook the survey wanted the prohibition to be dropped altogether. Many comments relate to the homeless or those in need. Reasons cited for this are below:

"Rehabilitation and investment in better rehabilitative services such as rough-sleeper hostels, support for local charities and initiatives that address the problem, as opposed to punishment for those that will likely then repeat their actions. Fining those who have little or no money might seem favourable to the public but not when they would consider the effectiveness of such measures. This mentality leads to the further demonisation of rough

sleeping and is a practice you would associate with a Conservative or populist government.”

“DMBC should not be imposing criminalisation of poor and homeless people they must endeavour to help support and house homeless people and help and support for their residents when they fall on hard times. This PSPO only moves any issues from town centres into the surrounding areas and criminalising poverty making the issues worse by imposing fines to people wholly unable to ever pay them. It used to be a great town now it's becoming a dump where the council just move problems out of their area into surrounding areas and towns.”

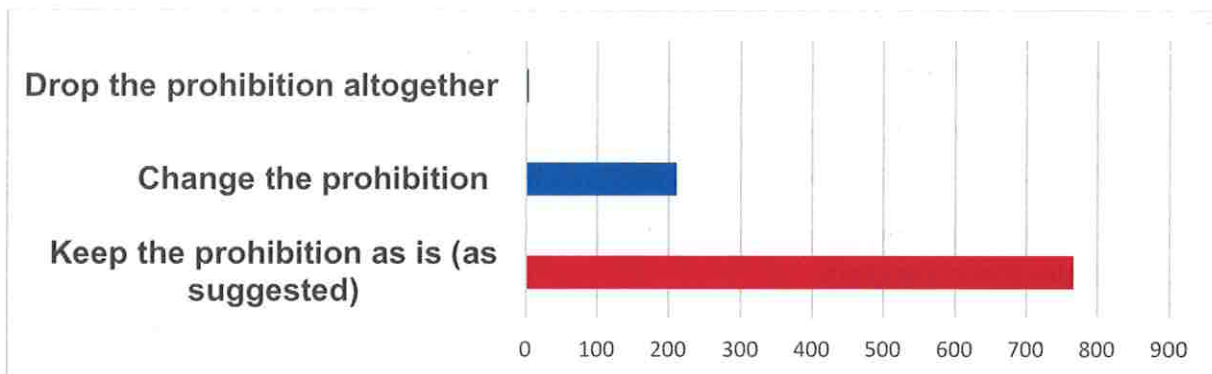
This prohibition is for the benefit of all of those using the Town Centre and is certainly not a tool to criminalise those who may be in need. Doncaster Council offers many programs to those who need support in the community through teams such as Complex Lives.

No return in 24 hours

CURRENT PUBLIC SPACE PROTECTION ORDER			PROPOSED PUBLIC SPACE PROTECTION ORDER	
PURPOSE	CURRENT PROHIBITION	WHEN	PROPOSED PROHIBITION	REASONS
<p>The aim is to deter people from behaving in an anti-social manner which has a detrimental effect on people's feelings of safety and on the vibrancy of the Town Centre.</p> <p>Enforcement action will primarily focus on helping people to change behaviour and access support services.</p>	<p>No person shall, after being requested to leave by an authorised officer due to them behaving in a manner causing or likely to cause harassment, alarm, distress, nuisance or annoyance to any person within the Town Centre without reasonable excuse, remain or return to the Town Centre within a period of 24 hours.</p>	<p>At all times. In respect of those individuals who are rough sleeping this prohibition will only apply if they have access to alternative accommodation or have refused support.</p>	<p>No change proposed</p>	<p>The evidence collected by the Council and the data from the police (referred to by the police as rowdy/inconsiderate behaviour) demonstrates such behaviour is prolific in the town centre. It is therefore proposed to keep this prohibition.</p>

Question Asked:

People who have been causing antisocial behaviour are prevented from returning to the Town Centre within 24 hours after being requested to leave



ANSWER CHOICES	RESPONSES	
Keep the prohibition as is (as suggested)	766	77.45%
Change the prohibition	211	21.34%
Drop the prohibition altogether	12	1.21%
TOTAL	989	100%

Keep the prohibition as it is (as suggested)

The vast majority of those surveyed favoured keeping the current prohibition as it is demonstrating that it is still supported and together with the data showing the number of times this PSPO has been breached shows the need for this prohibition. Some of the comments made by responders are detailed below:-

"I agree with keeping this - if they are at risk of causing further hassle they should not be able to remain in the centre to be allowed to do this. Removing them is preventing the behaviour".

"Agree, people who cause anti social behaviour should be removed from the town centre. It is distressing and upsetting. It affects people coming to town."

"Agree with proposal."

"Sounds sensible. Gives them a chance to reflect on their behaviour."

"No changes as it works effectively to reduce antisocial behaviours."

"It is important that we have the power to disperse people from the Town Centre locality where ASB is identified and so that Doncaster residents feel safe, but are we not just shifting the problem elsewhere in the borough and to those areas on the edge of the locality."

"I think 24 hrs is adequate time for this. I do believe that repeat offenders should be banned."

"I believe preventing people who have been charged with anti social behaviour from entering the town centre within 24 hours is a good idea."

"Happy with the reasons given for the change."

"Anti-social behaviour has long plagued the town centre and has discouraged people that I know from visiting."

Careful consideration must be given to the use of this prohibition to ensure its use is proportionate and necessary.

Change the prohibition 21.34%

Commentary here supported stricter enforcement of the prohibition including extending the no return order to longer than 24 hours. Comments included:

"Change it to 72 hours."

"Make it longer than 24hrs."

"The time should be extended to at least 72 hours."

"Make it a total ban"

Given other powers at the Council's disposal, further extension of the PSPO is not regarded as proportionate or necessary.

Drop the prohibition altogether 1.21%

Very few participants selected this option but the comments left were strongly against this being a prohibition. Comments included:

"This does not work. If it is breached people get arrested and when they go to court they only get a fine. They can not go to prison for it. So they come back out needing more money to pay the fine. It just goes round in circles another option needs to be found as the whole PSPO doesn't work on regular town centre problem people"

"This one is fair enough, if used appropriately. Which given it's in the context of a PSPO, it can't possibly be used appropriately."

"DMBC should not be imposing criminalisation of poor and homeless people they must endeavour to help support and house homeless people and help and support for their residents when they fall on hard times. This pspo only moves any issues from town centres into the surrounding areas and criminalising poverty making the issues worse by imposing fines to people wholly unable to ever pay them. It used to be a great town now it's becoming a dump where the council just move problems out of their area into surrounding areas and towns"

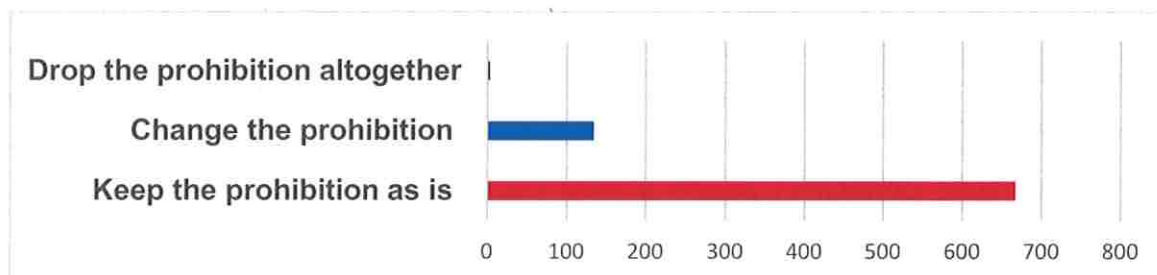
It should be noted the Council engages with those seemingly in breach of this PSPO which enables the Council to identify any needs and signpost to a number of programs or interventions to assist.

Groups of three or more

CURRENT PUBLIC SPACE PROTECTION ORDER			PROPOSED PUBLIC SPACE PROTECTION ORDER	
PURPOSE	CURRENT PROHIBITION	WHEN	PROPOSED PROHIBITION	REASONS
<p>The aim is to deter groups of people from behaving in an anti-social manner which can have a detrimental effect on people's feeling of safety and the vibrancy of the Town Centre.</p> <p>Enforcement action will focus on managing anti - social behaviour causing legitimate concern.</p>	<p>No person shall congregate in a group of 3 or more people and behave in a manner causing or likely to cause harassment, alarm, distress, nuisance or annoyance to any person within the Town Centre.</p>	<p>At all times</p>	<p>Remove in its entirety</p>	<p>The evidence collected by the Council and the data from the police show that the numbers of incidents relating to this prohibition are low. It is therefore determined there is no justification for this prohibition. Any problems that may occur can in the main be addressed by ordinary Police powers.</p>

Question Asked:-

People in groups of three or more causing anti-social behaviour



ANSWER CHOICES	RESPONSES	
Keep the prohibition as is	667	68.20%
Change the prohibition	135	13.80%
Drop the prohibition altogether	176	18.00%
TOTAL	978	100%

Keep the prohibition 68.2%

Despite the consultation document recommending that this prohibition be dropped, the vast majority selected that they wanted to keep it. Comments included:

"Again these people need to be addressed in a harsh manner, such as bans and fines for anti social behaviour, as this is the only way to stop it."

"Police are not always there, so keep a back up with council powers."

"This would only work, if we had enough police to monitor the situation. ..Doncaster is very poorly protected by police presence."

"Dropping the prohibition will only increase the likelihood of these groups forming, and having it in place will give those responsible with upholding the prohibition a stronger position if/when situations could potentially escalate."

"The police may have the powers but their presence is limited within the town centre & they are likely to unenforce those powers (too time consuming) IMO."

"It needs to be made clear that such behaviour is unacceptable and that enforcement officers have a number of instruments they can apply."

"In certain areas this has helped reduce the amount of anti social behaviour issues."

"Groups of people acting anti-socially make other people intimidated and this should not be tolerated, action against groups needs to be maintained."

"We absolutely MUST keep this proposal due to the high levels of anti social behaviour in the town centre caused by groups of people known to traders, shoppers and workers. We all know who these people are, we see them more than we see our own families. Dropping it would be a very odd thing to do."

"The existing prohibition sends a very clear message that anti-social behaviour will not be tolerated."

"Police powers aren't always going to be used, this is an addition to the armoury when police aren't available."

"This behaviour seemed to increase in 2019, with people congregating in groups in the market (on non-market days). Although the people may not intend to be intimidating, their behaviour can suggest otherwise."

Many comments wanted this prohibition in place as a deterrent to stop this behaviour. However, for a prohibition to be included on the PSPO there must be an evidence base that this is an issue or likely to be so. As currently there is no evidence keeping this prohibition cannot be supported.

Drop the prohibition (as suggested) 18.00%

There was some level of support to drop the prohibition as recommended. See comments below:

"Agree with the rationale for changing this."

"Police already have powers to deal with this."

"Agree that the police already have the powers to tackle groups behaving in an anti-social manner."

"This is off putting for visitors to the town centre however if a situation arises police have the powers to deal with it."

"Again I personally have not been aware of this. I visit early in the morning."

"I believe this is should be controlled by the police rather than the council."

Change the prohibition 13.8%

A small percentage of responders wanted not only to keep the prohibition but to extend it. Comments included:-

"Stricter rules need to be enforced."

"Should be immediately dispersed and told to leave the area."

"Immediate sanction and removal needed."

"Groups should be prohibited for longer and if they break it should be fined."

"Keep it as prohibited, but Extend the PSPO to other areas including lakeside and the Vue car park"

"Give on the spot fines and bans from the town centre."

"Remove all tables and chairs from pavements outside public houses."

"As with previous question harsher enforcement needs to take place as there are often groups of more than 3 hanging round the town centre shouting & intimidating shoppers."

"Concern about removal of this one. Personally witness ongoing regular problems on the grounds of Doncaster St Georges Minster where numbers of youths / homeless congregate. Regular problems with drinking/ drug use /anti social behaviour. Examples of groups of people in and around minster users and their cars. Disconcerting for mothers and children as they attend and use the Minster. I know their isn't an easy solution but being on the edge of the town centre authority presence as a deterrent is sporadic at best."

The majority of comments made here favour maintaining the current prohibition and stricter enforcement through methods such as bans and fines. These go beyond the remit of the PSPO.

To summarise, there have been limited reported incidents of this occurring therefore, there is limited evidence to support this prohibition being renewed on the PSPO.

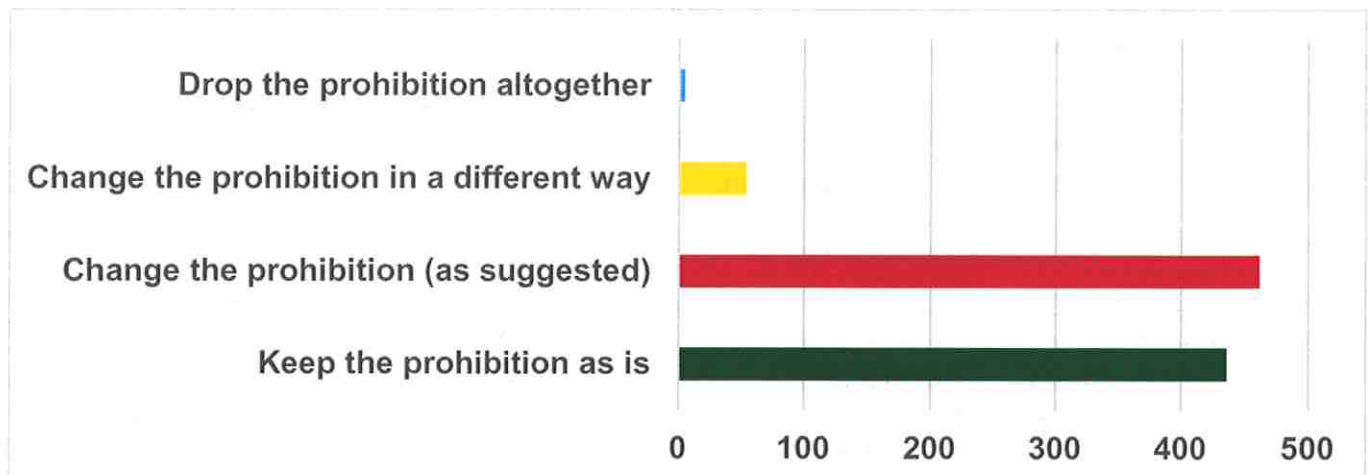
One suggestion made to deter groups gathering was to remove public seating however this could be detrimental to the elderly community or those with disabilities and is therefore not viable.

Drinking

CURRENT PUBLIC SPACE PROTECTION ORDER			PROPOSED PUBLIC SPACE PROTECTION ORDER	
PURPOSE	CURRENT PROHIBITION	WHEN	PROPOSED PROHIBITION	REASONS
<p>The aim is to deter people from consuming alcohol on the streets other than at licensed premises and to prevent antisocial behaviour and impacts on the town centre related to this.</p> <p>Enforcement action will primarily focus on helping people to change behaviour and access support services.</p>	<p>No person shall consume alcohol in any public place in the Town Centre other than at licensed premises.</p> <p>No person shall be in possession of any opened vessel containing or purporting to contain alcohol in any public place in the Town Centre</p>	<p>At all times</p> <p>(Street markets /events/f estivals will have obtained Temporary Event Notices, so will in effect be licensed premises for the time they are there)</p>	<p>No person shall consume alcohol in any public place in the Town Centre other than at licensed premises or shall be in possession of any opened vessel containing or purporting to contain alcohol in any public place save for those places identified by Section 62 of the Act</p>	<p>The evidence collected by the Council together with the data from the police relating to the consumption of alcohol demonstrates such behaviour is prolific in the town centre. It is therefore proposed to keep this prohibition subject to minor amendments to clarify that it does not impact on premises with licenses to sell alcohol</p>

Question Asked:

People drinking in the street in the Town Centre other than in a pub or an area where this is allowed such as a pub garden



ANSWER CHOICES	RESPONSES	
Keep the prohibition as is	437	44.77%
Change the prohibition (as suggested)	462	47.34%
Change the prohibition in a different way	54	5.53%
Drop the prohibition altogether	23	2.36%
TOTAL	976	100%

Keep the prohibition as it is 44.77%

The fact that a high percentage of responses want to keep this PSPO prohibition as it is shows the support for its continuation. Commentary includes:

“Drinking should only be allowed in pubs or beer gardens any where else and there will be anti social behaviour.”

“Drunkenness causes other forms of anti-social behaviour, as well as being anti-social in its own right. Drinking in the street bypasses the limits paced on drinking by bar and door staff in pubs. Nigel Gresley Square and St Sepulchre Gate are hot spots.”

“Since this came in, I have never seen anyone drinking in the street which is a good thing, this should be rolled out all over the borough.”

“There should be no drinking in the streets many find it scary.”

“Copious amounts of cheap alcohol consumed in the Minster grounds, leading to use of the area as a toilet, littering and other anti-social behaviour.”

“Do not agree with drinking unless in pub gardens/ areas.”

“Drinking in the street except in a designated place is unacceptable.”

“It does not help Doncaster to improve if people are drinking in the street.”

Clearly, support for the PSPO is still strong. It should be noted that the suggested changes to the existing PSPO simply amend to allow for licensed premises to be excluded which complies with the legislation.

Change the prohibition as suggested 47.34%

The majority of responses were in support of the changing of the PSPO as suggested. The suggested change was to ensure it was clear the PSPO had no impact on licensed premises where the sale of alcohol is lawful. Doncaster Town centre encourages a café culture allowing patrons to sit outside and be able to have a drink. The changes to the PSPO ensures this is not impacted by the PSPO. Comments included.

"Agree as alcohol can fuel further aggressive behaviour"

"Agree to prevent spill out of drinking on the streets and not in areas not licenced to enable this"

"Alcohol should only be consumed in licenced premises or events. People drinking in the streets can be intimidating for others and behaviours can escalate"

"Ban drinking in the town centre iff not on licensed premises"

"Drinking on the streets by people should be challenged and therefore I welcome the proposal to keep this in the PSPO"

"Drinking should be in pubs and bars where the licensee has responsibility to control customers. I would not feel comfortable if people were walking round drinking. Having said, Doncaster is much better than other places"

"This change makes sense"

Adding together the responses to keep the prohibition as it is and change as suggested shows a very strong agreement to this prohibition remaining.

Change the prohibition in a different way- 5.53%

All these reponderrs were still in favour of a prohibition for drinking in the town centre but generally wanted a more stringent approach. Comments included:-

"Stop people drinking in the streets full stop. There are beer gardens at pubs away from town centre where people can go to enjoy a drink. It's horrible for shoppers having to walk past people drinking outside, shouting and swearing and falling all over the place"

"The licenced premises have physical boundary restrictions, like DMBC PSPO. Withdraw outside drinking privileges to licenced establishments, preventing drinking on the streets totally"

Drop the prohibition- 2.36%

Although there were only a small percantage of those surveyed who wanted to drop the prohibiton they expressed stong views mainly that the issue was not with alcohol but drugs and therefore there was either no problem wth alcohol or there was no point in having such a prohibition. Comments included:-

"Can't see the logic of this. So it's ok to drunk in a pub then come out onto the street but not ok to drink on the street? The issue isn't where the drinking takes place it is how people behave and drunk and disorderly is already an offence. The issue is the police presence in Doncaster town centre is close to zero so problem behaviour is not nipped in the bud"

“St Mungo’s notes that people sleeping rough may use alcohol and drugs to self-medicate for their mental health problems and they may also use substances to help them sleep and feel less cold. They note that people sleeping rough are more likely to have substance use problems if they have mental health problems. This suggests that rough sleepers with mental health problems are more likely to breach the PSPO than rough sleepers who do not have a disability. • Your PSPO will therefore target vulnerable members of society with financial penalties that they cannot afford. • Such a blunt provision is also likely to disproportionately affect young people who may not have money to socialise in a pub. • The Equality Act imposes a duty (the public sector equality duty) on local authorities to promote equality between people with a protected characteristic (which includes young people and those with a disability). A disability is a health condition that has a substantial and long-term effect on someone’s ability to carry out normal day-to-day activities and encompasses mental as well as physical health. • As discussed above rough sleepers with mental health problems may use alcohol and drugs to self-medicate meaning they are more likely to breach this PSPO than rough sleepers who do not have a disability. Similarly, young people are more likely to be affected by and breach the PSPO due to their lack of financial means to socialise on a licensed premise. This provision would therefore go against the Equality Act 2010, as well as basic principles of fairness as it would result in heavy fines or criminalisation of individuals suffering from mental health problems and/or young people who cannot afford to drink on licensed premises.

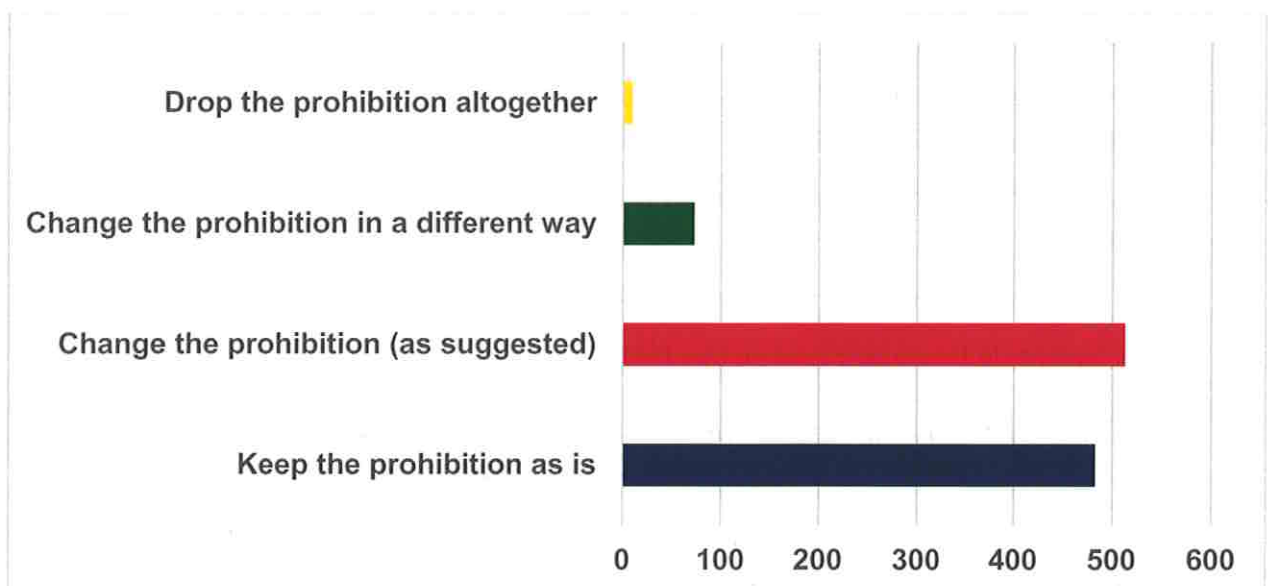
The equality issues mentioned above are dealt with in the Equality Impact assessment attached to the Report.

Drugs

CURRENT PUBLIC SPACE PROTECTION ORDER			PROPOSED PUBLIC SPACE PROTECTION ORDER	
PURPOSE	CURRENT PROHIBITION	WHEN	PROPOSED PROHIBITION	REASONS
<p>The aim is to deter people from consuming drugs/intoxicating substances and to prevent antisocial behaviour and impacts on the town centre related to this.</p> <p>Enforcement action will primarily focus on helping people to change behaviour and access support services.</p>	<p>No person within the Town Centre will ingest, inhale, inject, smoke or otherwise use intoxicating substances (substances with the capacity to stimulate or depress the central nervous system).</p> <p>No person will possess any item that can be used to assist in the taking of intoxicating substances. This includes any device for smoking substances other than e-cigarettes, it also includes needles, except for those packaged and sealed by the manufacturer and stored in a hard case.</p>	At all times	<p>No person will ingest, inhale, inject, smoke or otherwise use intoxicating substances (substances with the capacity to stimulate or depress the central nervous system) or possess any item that can be used to assist in the taking of intoxicating substances. This includes any device for smoking substances other than e-cigarettes, it also includes needles, except for those packaged and sealed by the manufacturer and stored in a hard case</p>	<p>The evidence collected by the Council and the data from the police relating to the intoxicating substances demonstrates such behaviour is prolific in the town centre. It is therefore proposed to keep this prohibition subject to minor drafting amendments.</p>

Question Asked:

People having, taking or using recreational drugs/intoxicating substances within the Town Centre



ANSWER CHOICES	RESPONSES	
Keep the prohibition as is	483	39.12%
Change the prohibition (as suggested)	513	52.40%
Change the prohibition in a different way	73	7.46%
Drop the prohibition altogether	10	1.02%
TOTAL	979	100%

Keep the prohibition as it is 39.12%

A reasonably large percentage of responders wanted to maintain the prohibition as it is currently. The current wording still acts to prohibit anyone taking intoxicating substances in the Town Centre. Comments included:

"I haven't seen so many recently so it must be working."

"Of late I have seen less cases on my visits."

"People under the influence of drugs cause a big problem in the town centre, often being verbally abusive and unpredictable, and sometimes being threatening and / or violent. Scares shoppers away, and can be very frightening to encounter alone in the dark after work."

"This behaviour gives a poor impression on the people of Doncaster to visitors."

"I think leaving the probation as it is will not encourage the youth to perform these acts."

"This needs to be addressed as going into the market area and seeing people who use spice is not a good image for the town, and ruins the experience for others."

Change the prohibition (as suggested) 52.40%

Over 50% of those who completed the survey said that they wanted to change the prohibition as suggested. A selection of these comments are below:

"This new PSPO keeps better control on people who think it's ok to do this in public."

"It goes some way to improving the look and feel of the town centre."

"Extremely important part of the PSPO".

"Drug taking should be prohibited at all times. This is off putting for visitors to the town centre as well as safety issues around the debris left behind."

"If you choose to do this, do it out of sight of the public, behind closed doors. Away from people. I don't think people should see this."

"As already stated we see evidence of this regularly."

"Sensible update/rewording suggested"

"I used to witness people physically taking drugs at least twice, sometimes 5 times a day during my shop opening hours. I have found this has dropped significantly and I do not see people actually using drugs except maybe a couple of times a month. I think this is down to the town centre policing. (This is only what I can see from my shop so it may be different elsewhere in town). However, I still see people under the influence of drugs and Doing drug deals in broad daylight. I feel anyone caught injecting/smoking etc drugs in a public place should have consequences. I also think that those who are constantly under the influence and causing distress should be removed from the town centre."

"Agreed to change. I hate seeing used needles around and seeing people using them in broad daylight! It's scary to see and doesn't give a good impression of Doncaster."

"A grave concern - I don't want my daughter or other young people to see this or potentially pick up needles..."

"This became a problem in 2019, however I felt that the Council's actions resulted in a quick ending to people behaving in this manner, which was very positive."

Therefore, overall the consultation successfully demonstrated that the prohibition is still needed and that the suggested amendments are supported.

Change the prohibition in a different way 7.46%

Comments made here very much favoured tougher action/enforcement. Some comments wanted the boundary of the PSPO to be extended beyond what is currently proposed. See below:

"Need to be stricter especially at night and/or in the winter when walking back from work its dark and shops are closed, the only people around are walking around like zombies before sprinting at you and collapsing due to spice"

"Community service for anyone caught using drugs I, whether it be scrubbing graffiti, farm work l.. make the work hard but offer rewards too, encourage a change of behaviour rather than constantly confiscating drugs, moving on etc."

"Make the penalties harsher as walking through town with my children and having people on illegal substances or intoxicated with alcohol is distressing for them."

"To include other areas away from the town centre eg Cusworth Hall."

“Extend it to include lakeside.”

“Put more police in town centre, shopping areas, and give them more control.”

“Prosecuted and banned for minimum 28 days. Repeat offenders banned for longer periods and/or fined and imprisoned.”

“Illegal drug taking should have a harder line taken against them. It makes it very uncomfortable for children and the elderly to have to walk past.”

For those comments where suggestions have been to extend the PSPO to other areas this is not possible as in order for a PSPO to be considered there needs to be an issue in that area. The Council only has evidence of issues regarding consuming illegal substances in the Town centre. The penalties for breach of a PSPO are as set out in legislation.

Drop the prohibition 1.02%

Only a small number of individuals selected this option. Comments made voiced concerned about this prohibition disproportionately affecting those in need of support. See below:

“Seems discriminatory to addicts and street homeless.”

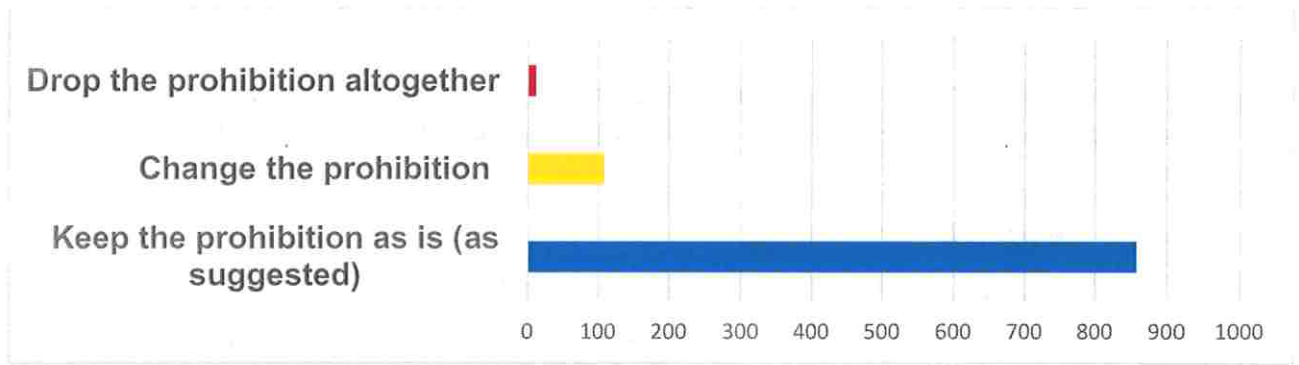
The proposed prohibition acts to ensure this type of behaviour which the Council regards as anti-social is prohibited in the town centre. Doncaster Council operates many support services for those affected by drug use which they are able to access.

Urination and Defecation

CURRENT PUBLIC SPACE PROTECTION ORDER			PROPOSED PUBLIC SPACE PROTECTION ORDER	
PURPOSE	CURRENT PROHIBITION	WHEN	PROPOSED PROHIBITION	REASONS
The aim is to deter people from behaving in an anti-social way which can cause public and environmental health problems, as well as difficulties for town centre businesses/traders.	No person shall urinate or defecate in any public place; this does not include public toilets.	At all times	No change proposed	The evidence collected by the Council demonstrates that there still remains an unacceptable level of such behaviour occurring in the town centre. It is therefore proposed to keep this prohibition

Question Asked:

People urinating or defecating other than in public toilets.



ANSWER CHOICES	RESPONSES	
Keep the prohibition as is (as suggested)	858	87.64%
Change the prohibition	109	11.13%
Drop the prohibition altogether	12	1.23%
TOTAL	979	100%

Keep the Prohibition as it is- 87.64%

Unsurprisingly the vast majority of those surveyed wanted to keep the prohibition. Typical responses included:-

"We have a major problem with this in the alleyway off Scott Lane that leads to our car park. It's not just the rough sleepers either"

"Agree with this. This is visible at night when people are moving from bar to bar. It is not a good advert to have to walk past drunken people stood in the street urinating in full view"

"Behaviour still exists"

"I agree that this behaviour is unacceptable, particularly as the Council has made provision for public toilets in the market and Frenchgate Centre"

"I witness this daily. I have had people urinate on my door and shop front. It's not only disgusting but indecent exposure when there are minors around"

"See this very often in the evening, disgusting, and it smells, the bins at back of public toilets smell horrible, and it does smell like human faeces, as well and it is not far from the wool market where food is served"

"This is disgusting and gives a poor image of our town to visitors"

"This should stay the same as suggested because this is a very unsightly act and they should just use a public toilet"

"There is never an excuse to do this. This is a health issue for the people visiting and also the people who's job it becomes to clean up after them. This should be severely dealt with"

Therefore, overall the consultation revealed that keeping the prohibition is not only supported but is still needed as was determined when the PSPO was first established.

Change the prohibition- 11.13%

Some of the commentary here suggests that the PSPO should be extended to include areas of Doncaster that fall outside the current proposed PSPO. A PSPO can only be established to deal with an issue. The Council does not have any data that suggests this is an issue in any other areas of the borough. Comments include:-

"Keep it as prohibited, but extend the PSPO to other areas including lakeside and the Vue car park' and 'to include Cusworth Hall"

The majority of comments attached to the change of the prohibition option were in favour of stricter enforcement/punishment. Many supported bans from the town centre, large fines and more policing of this issue through the form of arrests. Comments included statements such as:-

"6 month ban and £1000 fine"

"Arrest, charge, imprison and give life ban to these people from coming into town!"

"Up the fine and make it more of a deterrent, there's no excuse for this".

However, the penalties for breaching a PSPO are as set out in legislation.

Drop the prohibition altogether- 1.23%

Those selecting this option were limited in numbers and referred to public facilities. Comments included:-

“The issue is the lack of free public toilets. What do you expect them to do, soil themselves? If they have to go they have to go, it's not optional”

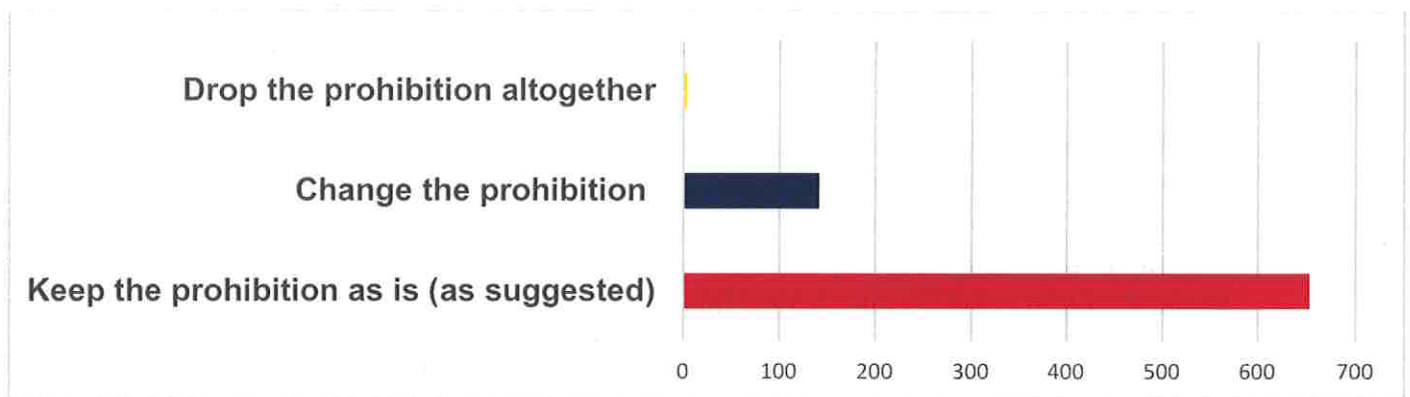
Ultimately, the existence of public facilities does not excuse this behaviour and Doncaster Town Centre does have public facilities

Chugging

CURRENT PUBLIC SPACE PROTECTION ORDER			PROPOSED PUBLIC SPACE PROTECTION ORDER	
PURPOSE	CURRENT PROHIBITION	WHEN	PROPOSED PROHIBITION	REASONS
The aim is to deter unauthorised face to face fundraising and marketing, including that which can result in people committing to future payments to financial institutions (e.g. credit card companies or charities)	<p>No person shall stop or approach another person with the intention of asking that other person:</p> <p>(I) to enter into any arrangements which involve that other person making any future payment for the benefit of charitable purposes, or access to credit.</p> <p>(II) for any information to assist in that other person being contacted at another time with a view to making arrangements for that person to make any payment for the benefit of charitable or other purposes.</p> <p>(III) A person shall not encourage any person to do anything which would constitute a breach of this prohibition.</p>	<p>At all times</p> <p>This prohibition does not apply where the activities have been authorised by the Council in accordance with a scheme operated or expressly approved by it or covered by a licence</p>	Remove in its entirety	The evidence collected by the Council and the data from the police show that the numbers of incidents relating to this prohibition are extremely low. There is a booking system in place to control the number and location of fundraisers/marketing personnel in the Town Centre which has operated very well for some time. It is therefore determined there is no justification for this prohibition.

Question Asked:-

People stopping you in the street for fundraising/marketing ('chuggers')



ANSWER CHOICES	RESPONSES	
Keep the prohibition as is (as suggested)	653	67.00%
Change the prohibition	142	14.51%
Drop the prohibition altogether	181	18.49%
TOTAL	979	100%

Keep the prohibition as it is

The vast majority of people who participated in the survey selected to keep the current prohibition as it is. A selection of comments made in relation to this option can be seen below:

"There's far too many and it's intrusive and detrimental to shoppers, especially elderly and vulnerable."

"I find this a major annoyance. It's almost verging on harassment. If I want to donate to charity I will find my own way to do it"

"I hate being approached by chuggers. Some are okay and can be ignored but some are very aggressive in their approach and manner."

"I don't want to play avoid the fund raiser every twenty yards every time I walk through the Frenchgate again."

"I find this upsetting even when people have applied for licenses to be there."

"Unless controlled how will the council know whether individuals/organisation have 'booked' - by challenging all who carry out this method the unlicensed will be caught."

"I am fed up with even licensed people doing this, I do not mind giving a donation for a worthy charity but no they want direct debit it not good."

"There's nothing worse than been stopped/harassed by the chuggers, they do not stop until they have your attention, you feel obliged to listen and before you know it you've signed up to giving money."

"I am in the town centre regularly and I find these people really annoying to the point where I avoid the areas that they are in. I would definitely keep this in."

"Just because there is a booking system will not deter unauthorised activity. This needs to remain a PSPO power. All of the behaviours in this PSPO are not acceptable in a civilised society, but they still occur and therefore need powers to counteract - so simply stating that unless registered you can't on street fund raise is very naive."

"This is a nuisance. We personally subscribe to several charities of our choosing, never from this approach."

"Hassle customers outside the store, preventing people entering without getting harassment, some are very hard sell and follow people while they are walking away."

"Although we have a booking system in place we do regularly get organisations turn up to do questionnaires, energy supplier switching etc without authorisation. Removing this will give officers less powers to deal with them."

"Don't like it and puts me off coming in to the town centre".

"The fundraisers are too pushy and can be intimidating so need to be monitored and kept to a minimum."

"I have been approached on my commute to work through the town centre by people trying to sell bogus charity magazines and books. This should remain a banned activity."

"I find that I am approached by someone every time I am in the town centre, I do not know if these people/companies/charities are or were authorised to be there but I find it extremely annoying to be constantly harassed whilst going about my business."

"I feel that whenever I venture into the town centre I'm stopped quite frequently so removing this prohibition may see an increase in this sort of activity."

"Or give a dedicated spot where people can choose to visit if they wish to donate."

Overall, clearly those consulted feel strongly that the prohibition should remain in force and not be dropped as the Council is currently proposing. Many comments cite that they simply find this activity a nuisance and feel harassed into giving away money.

There were also concerns expressed that if this prohibition is dropped from the PSPO there may be a rise in unlicensed individuals and that that PSPO was a good mechanism to control this. There were also some suggestions made that there are currently unlicensed vendors operating in the town centre.

Whilst all of these comments are valid and evidently this is a very prevalent issue, ultimately the Council's data does not reflect the feedback received. There have been very few incidents reported in the 3 year period of the PSPO of unauthorised fundraising/marketing therefore there is no evidence to justify the continuation of this prohibition.

Drop the prohibition altogether (as suggested)

Much of the comments made here support the Council's view to drop the prohibition, see below:

"Much better than it was."

"If there is an effective booking system in place and those not adhering to this can still be removed."

"I'm ok with genuine fund raisers as long as they have identification to prove what charity they represent."

"The Council's booking system is clearly working as this is not the problem it once was."

"If there is evidence showing the licensing scheme is working, then I believe it's suitable."

"I am comfortable saying a polite "no thanks" to such people. I don't feel intimidated by them at all as they are at least trying to do good and/or earn an income."

"If the booking system is working well, then agree that this can be dropped. Charitable donations are important."

"Please ensure that the number of licensed operators are kept to a very limited number and areas of the town."

Comments here support the prohibition being dropped on the basis that they have confidence that the booking system in place is working effectively in order to ensure that only licensed individual are able to fundraise. Some comments suggested that numbers allowed on a daily basis should be limited but this already occurs through this current system in place.

Change the prohibition

Some comments made favoured changing the current prohibition. Predominantly these comments related to enforcement, see below:

"I don't like being approached at all in the street I would like to see chuggers banned altogether."

"People whether licensed or not, should be prohibited from approaching individuals."

"One of the main reasons I do not use the town centre. I go to shop and leisurely browse not be harassed every few minutes by charity or supplier sellers! Please reduce the numbers and ensure aggressive sellers are banned."

"Should not be allowed to ask for money, if people want to give to charities, they will"

"Limit the numbers."

"Get rid completely. I regularly get hassled in town by these people!"

Many favoured a complete ban of this activity and certainly a limitation on the numbers authorised to do this. The current booking system is in place to ensure the authorised vendors are controlled whilst conducting this activity. The limited amount of reported

incidents does not support an outright ban or a prohibition which is why it is proposed to drop this prohibition.

Camping

CURRENT PUBLIC SPACE PROTECTION ORDER			PROPOSED PUBLIC SPACE PROTECTION ORDER	
PURPOSE	CURRENT PROHIBITION	WHEN	PROPOSED PROHIBITION	REASONS
<p>The aim is to deter camping and tented protests in the Town Centre which have in the past been linked to anti-social behaviour, disorder and drug use.</p> <p>Enforcement action will primarily focus on helping people to change behaviour and access support services.</p>	<p>No person shall in the Town Centre camp or sleep overnight with or without a tent, or using a vehicle or any other structure in a public place to which the public or a section of the public has or is permitted to have access, whether on payment or otherwise.</p>	<p>At all times unless with the prior written consent of the Council</p>	<p>Remove in its entirety</p>	<p>The evidence collected by the Council and the data from the police show that the numbers of incidents relating to this prohibition are very low. In addition, this prohibition is contrary to the updated Home Office Guidance on PSPOs. It is therefore determined there is no justification for this prohibition to be retained. Should there be any repeat of this behaviour, it can be addressed by an application for an injunction.</p>

There were no options provided in relation to the camping prohibition from the initial PSPO established 3 years ago. This is because evidence collected by the Council and the Police demonstrate that incidents relating this prohibition are low. In addition to this, the prohibition is contrary to Home Office Guidance produced since the introduction of the PSPO. Therefore, there is no justification for prohibition to continue.

However, there was still a box available for those who wished to make any comments about the prohibition and/or its removal. A significant number of comments were made and many expressed concerns about homelessness in Doncaster Town Centre and the need to offer support to those affected. Comments included:

“Agree, people who have to live in tents should be offered accommodation and support.”

“Agreed. work needs to be done on this area to help these people.”

“Anyone caught camping or sleeping in the street overnight should be offered temporary accommodation immediately.”

“As long as the Home Office guidance actually works to change this when it happens. Homeless/rough sleeping in the town centre and within other borough of Doncaster happens on a regular basis and needs to be dealt with. No one should be sleeping rough in 2020!”

"With all the empty buildings in Doncaster there is no reason why anyone has to sleep on the street. These buildings should be turned into dormitory accommodation. Then if people refuse to use them they should be moved on."

"Why do people need to sleep in town centre. We should not have homeless in this area. We have lots of rooms to let in Doncaster."

"Where else are they supposed to sleep if they are homeless? Allowing homeless people to sleep in a shop doorway where they may be dry and somewhat protected from the elements is surely the least we can do. What should be the focus is providing adequate housing for these people."

"Well I think if people have to do this, then no point criminalising it. Instead focus efforts and funding in providing beds in hostel like accommodation."

"We do not want to see people rough sleeping in shop doorways or anywhere in the town centre from a social and a health and hygiene perspective."

"We are led to believe that Doncaster has enough accommodation and facilities, to ensure that no person has no other option but to sleep on the streets. Sleeping rough in and around our town has a serious detrimental impact on our town centre, and the perception of those who wish to invest, shop or visit. Central Government should have no right to enforce these new rules on remote towns and cities. If 'rough sleepers' were invisible from dawn it might not be so bad, but seeing individuals carrying sleeping bags and all manner of other possessions around town during the day is simply not right, in the same way as it is totally unnecessary with the facilities provided by our authorities."

"Try get them homes and help the ones who want help."

"This should be tackled with the homelessness team and maybe introduce loans to refurbish run down properties for the purposes of combating homelessness."

"Rough sleepers don't need to be there when there are so many other places (derelict buildings) in and around Doncaster. I think it needs some authority in the town centre, to ensure safety."

"These people are vulnerable and where possible should access shelters for their own safety."

"Just think there should be more funding for shelters. At the moment there is no good way of dealing with this issue. It's a shame that people are still sleeping in shop doorways in this day and age."

"It is very sad to see these people when there are so many empty buildings around Doncaster that could be used to give them a roof over their heads"

- Doncaster Council clean up our streets by taking the homeless off our streets."

Clearly many feel that homelessness is still an issue in the Town Centre and want more support to be offered to those who are rough sleepers through providing accommodation. It is important to note that in Doncaster Town Centre there few individuals who are considered 'roofless'. The Complex Lives team offer support to these individuals and consistently attempt to engage with them in order to improve their wellbeing.

Some further comments made were opposed to the removal of this prohibition from the Town Centre PSPO and expressed some discontent to the Home Office Guidance. As seen below:

"We have a lot of homeless people sleeping in the streets in Doncaster who are often very intimidating I have been approached a couple of times in an aggressive manner and felt extremely vulnerable as a single woman so I do not agree this has been removed."

"Very disappointed that the guidance has changed. Home Office out of touch. Hope such activity can be dealt with successfully using the alternative means suggested."

"Unfortunately I would have liked to see this prohibition restored."

"This will only encourage people to rough sleep in the town centre."

"This is ridiculous. Shop owners have to clear the mess and rubbish away prior to opening in the morning. Sometimes washing urine away. There should be no sleeping allowed in shop doorways."

"Think this should still stand but obviously it can't. This makes for a very unattractive proposition if you need to be in town late. Very intimidating & upsetting."

"That is Doncaster Council's interpretation of the Home Office Guidance. The update says the orders should be used "only to address any specific behaviour that is causing a detrimental effect on the community's quality of life which is beyond the control of the person concerned." I think more emphasis should be placed on the fact that Doncaster council tax payers do not want people camping and sleeping in tents in the street - this should still be part of the PSPO."

"Sleeping in town centre, including doorways of shops and businesses should be prohibited. It's anti-social behaviour."

"It's not fair on shop workers who start work at 5.30, like my daughter, scared to walk to her place of work cos people are sleeping in door ways."

"I don't agree with the Home Office, this behaviour stops people visiting towns and spending money in the town centre because it becomes

undesirable and not a nice place to spend time. It also leads to feeling unsafe."

To summarise, there is a limited number of individuals considered roofless within the Town Centre and Council Officers do consistently attempt to interact and engage with these individuals.

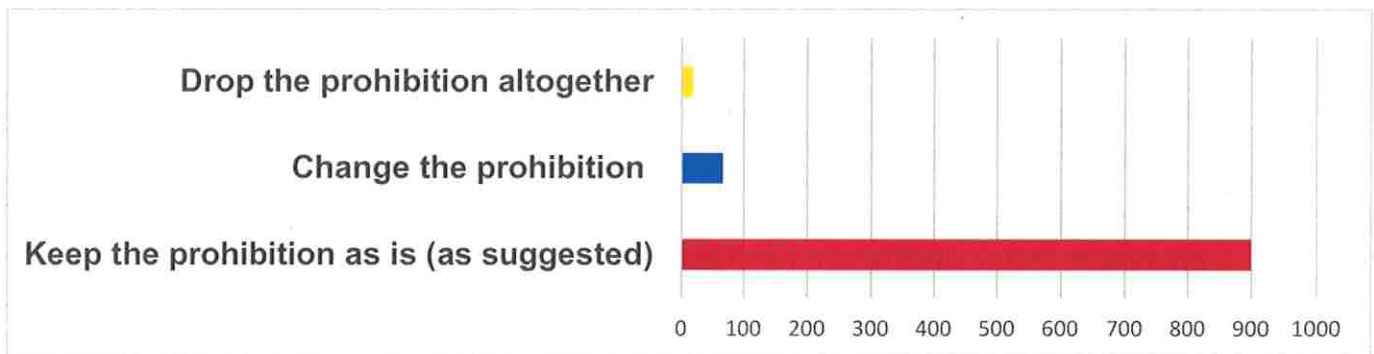
With regards to comments made about the Home Office Guidance and Doncaster Council's interpretation of it, the guidance is to be interpreted together with the statute therefore it is necessary and important that the PSPO changes to reflect the guidance provided or the Council could be considered to be acting unlawfully.

Car parking Equipment

CURRENT PUBLIC SPACE PROTECTION ORDER			PROPOSED PUBLIC SPACE PROTECTION ORDER	
PURPOSE	CURRENT PROHIBITION	WHEN	PROPOSED PROHIBITION	REASONS
<p>The aim is to ensure effective provision of car parking in the Town Centre, which is vital to the economy and most important to vulnerable and disabled visitors.</p> <p>Vandalism and blockages of parking machines causes great frustration and expense to car park users and deters from the experience of using the Town Centre.</p>	<p>No person shall, unless they have a parked vehicle in the location, without reasonable excuse, loiter near to, touch or interfere with any parking equipment, in the Town Centre without authorisation.</p>	<p>At all times</p>	<p>No change proposed</p>	<p>The evidence collected by the Council demonstrates that there still remains an unacceptable level of such behaviour occurring in the town centre. It is therefore proposed to keep this prohibition.</p>

Question Asked:

People standing around, touching or interfering with any parking equipment, in the Town Centre



ANSWER CHOICES	RESPONSES	
Keep the prohibition as is (as suggested)	900	91.46%
Change the prohibition	66	6.71%
Drop the prohibition altogether	18	1.83%
TOTAL	984	100%

Keep the prohibition as it is 91.46%

The vast majority of those who participated in the survey wanted to keep the prohibition as it is currently. Comments included:

"Again, not acceptable in any way."

"Agree that present PSPO should remain."

"Happy with the reasons given."

"I believe that people should not be allowed to hang around parking equipment."

"It puts me off parking when people are loitering around car park ticket machines and start harassing you for money saying they've helped you pay for your ticket."

"Makes me nervous and I avoid certain parking places due to this."

"Messing around with any official equipment should be classed unlawful".

"Puts people off visiting town centre."

"This is a major factor for town centre visitors based on what my customers say. It deters them from coming and parking in town and spending money in our town centre. Instead they visit Meadowhall, Wheatley hall road and lakeside as the parking is free and therefore no parking meters and no one begging for money."

"This is something which features in a lot of complaints about the town centre and therefore must be kept."

"Totally agree. Have wasted time on several occasions when the parking machine has been tampered with."

"I think this because the points made in the current prohibition are still valid as people shouldn't be messing with any parking equipment."

"So annoying when people are sitting by the machines intersecting and offering to 'help'. Also when machines are jammed it is annoying when you lose your money and cant park in the space. A good idea to stop this."

There was some support in turning all parking equipment cashless to prevent interference. Comments here included:

"All car parks should operate a cashless payment system."

"Increase card/app type payment to reduce the amount of cash held in machine."

"Install card only parking. It is better for the most numbers and the others will have to learn to get on with it as happens with all changes."

Overall, 90% of those surveyed wanted to keep the prohibition which provides a strong consensus that the PSPO is supported and also still very much needed.

Change the Prohibition 6.71%

Those responded who indicated they wanted to change the prohibition were generally wanted stricter penalties and more enforcement of this issue.

"Allow traffic wardens to move on and hand out fines, these people deter shoppers"

"Ban them from the town centre"

"Get them removed and banned from town. As a female it's very daunting"

"More police presence needed but total ban for those convicted of such crimes"

"Should be tougher restrictions. Same people seen in car parks on regular basis"

The Council is restricted from imposing more stringent enforcement as the penalties for breach of the PSPO are set out in legislation.

Drop the Prohibition 1.83%

A small group responded indicating the prohibition should be dropped altogether, Their comments general suggested this was not a problem. See the comments below:-

"Can't see this being a massive problem... If it's parking pay machines, then theft is already an offence, if its vandalism, that's also an offence in it's own right"

"This is not an issue. All car park payments should use ring go or accept contact less payment"

This is the opposite view to some comments referred to above who had witnessed such behaviour. Therefore, the overwhelming agreement was for the continuation of the PSPO and the evidence of breaches of the current PSPO suggests this is still an issue requiring action.

By virtue of paragraph(s) 1 of Part 1 of Schedule 12A
of the Local Government Act 1972.

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of the Local Government Act 1972.

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The Doncaster Complex Lives Alliance – an Integrated Care approach to supporting rough sleepers with complex health and support needs

1. The rationale for the approach – the scale and nature of our challenge

In the past three years Doncaster, like many towns and cities in the UK, has seen rising challenges related to homelessness and rough sleeping. This has been mostly centred on Doncaster Town Centre and has been connected with growing public, business and public service concerns about the increasing levels of homelessness and rough sleeping. This includes concerns about poor physical and mental health, the use of synthetic cannabinoids (AKA Spice), begging and anti-social behaviour.

To provide a sense of the scale and dynamics involved:

- During the winter of 2017/18 including the so called ‘Beast from the East’ cold spell we were dealing with a cohort of over 30 rough sleepers in very challenging conditions. A very small number (5) could not be persuaded to take up offers of accommodation and support and chose to stay out all winter.
- During the exceptionally warm weather in the summer of 2018, rough sleeper numbers spiked to around 67. This led to some unwanted media attention about Doncaster as a particularly challenged area for rough sleeping and use of Spice, though reports were positive about our multi-agency response, featured here.
- This situation began to place unplanned and complex demands on a range of services, including the NHS where we identified concerns for demand at A&E, hospital discharge and lack of connection to primary care services.
- We recognised a specific prevention related challenge connected to the fact that Doncaster has four HM Prisons within its boundary. This left us particularly susceptible to prisoners being released with no fixed abode (NFA) or without adequate wrap around housing, health and care planning. To illustrate, there were 216 releases from Doncaster Prisons to Doncaster between April and August 2018, 51 of which were to NFA.
- A deep dive we conducted into the impact on public services of a relatively small cohort of 57 people with complex needs indicated a conservative estimated annual cost to the public purse of £1m. When scaled to the estimated total cohort of 4,200 people experiencing multiple disadvantage in Doncaster¹ this totalled almost £50m p.a. of mostly reactive costs to the system.

2. The design of a new cross public service operating model – locally driven, informed by lived experience

In autumn of 2016, DMBC and the Team Doncaster Strategic Partnership identified the issue as a priority for the development of a new, whole system operating model,

¹ <https://lankellychase.org.uk/resources/publications/hard-edges/>

reflecting the complexity of the challenge and the need for an integrated response across all public services and working with community, voluntary and faith sectors.

Between November 2016 and May 2017, a wide range of partners were engaged in a participatory design process to create the basis of a new delivery model. This was underpinned by ethnographic surveys of people with lived experience of the reality of being locked, often long term, into a cycle of rough sleeping, addiction, offending behaviour, poor physical and mental health and vulnerability - often underpinned by childhood trauma.

The case studies, alongside the deep engagement with local stakeholders ensured a bottom up design process, which looked across the whole system for issues and solutions. This is also established a core commitment to ensuring a user centred approach to the design and development of the model, which is still a key feature.


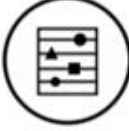
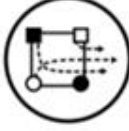
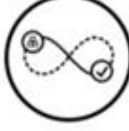


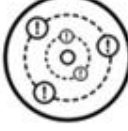
Section 9 of this report provides an illustration of the engaging ethnographic case studies, more detailed information can be provided if required.

3. The Complex Lives Alliance delivery model - a 'whole system' Accountable Care Partnership approach in action

The product of this bottom-up design work was a system specification to guide the build and mobilisation of a new approach - the Doncaster Complex Lives Alliance. This model is now fully mobilised and operational, playing a crucial role in supporting some of the most disadvantaged and vulnerable people in Doncaster.

The model incorporates in practice services from Doncaster Council, RDaSH (NHS Community Foundation Trust), DBTH (Doncaster and Bassetlaw Teaching Hospital NHS Foundation Trust), Primary Care Doncaster, St Leger Homes (Doncaster's Arms-length Housing Management Company) other Supported Housing Providers, Community Rehabilitation Company, NACRO, National Probation Service, South Yorkshire Police, DWP, and also works with other community and voluntary sector partners.

The whole system model comprises a set of key operational and enabling features which provide a new integrated system for agencies to work within. These are the 'moving parts' of the model that together represent the whole system approach required to meet the scale and nature of the challenge. The key moving parts are illustrated in this extract from the system specification:-

	OPERATIONAL FEATURES	SUPPORT/ENABLING FEATURES	
	Complex Lives Team - case management capacity	Case Management model - process and ICT system	
	Complex Lives Asset Menu - support services	Outcome Framework and Performance Management	
	Doncaster Housing Plus Pathway - accommodation options	Developmental Evaluation and Learning model	
	Doncaster Changing Lives Fund - to remove barriers	Alliance Governance - to support collaboration	
	Prevention & Demand Management		

At the core of the operational model is a Complex Lives integrated delivery team which includes a Team Manager, Senior Caseworker, 5 Making Every Adult Matter (MEAM) specialist caseworkers, 6 Navigators, the Housing Options Single Point of Access staff, a Housing Options Officer, a dedicated drug and alcohol worker, a housing benefits officer, 2 Assertive Outreach Workers, a Housing Benefits Officer, a NACRO worker, a dedicated Mental Health Nurse, DWP Work Coach and a Trauma Worker. Joining the team later in 2020 will be a Church of England funded Positive Pathways worker which is a specially designed role in collaboration with Doncaster Minster to assist with volunteering, training and employment and coordinate faith based activity. The diversity of skills in this team illustrates the partnership commitment and the very integrated response that we are applying to the work.

Our recent award of Rough Sleepers Initiative funding is enabling us to build upon our robust and innovative partnership approach. We have added three Navigators and 1 MEAM Specialist Caseworker to the team and expanded the St Leger Lettings Agency by two local lettings officers to enable a focus on delivering impacts and outcomes for rough sleepers and six full time equivalent tenancy sustainment workers to provide preventive support for vulnerable and at risk people.

The ongoing development of the model is supported by a joint commissioning approach that is now tackling homelessness and rough sleeping as a shared priority across commissioners in Doncaster Council Adult Services, Public Health and the Clinical Commissioning Group. This will develop further in the coming year.

The Complex Lives Integrated Delivery Team – ‘wrap around’ by design

Core Integrated Team

- Team Manager & Senior Caseworker
- Intensive Support Workers (MEAM)
- Navigators
- Assertive Street Outreach Team
- St Leger Homes Single Point of Access
- Specialist Mental Health Nurse (Community NHS Trust)
- Specialist Drug & Alcohol Worker
- NACRO Worker (prisons)
- National Probation Service Worker
- CRC worker
- IAPT Counsellor (NHS)
- Housing Benefits Officer
- St Leger Housing Options Officer

- Trauma Worker (Doncaster Rape & Sexual Assault Service)
- Amber Outreach Workers (sex worker support)
- CRISIS Skylight Support Workers
- DWP Work Coach
- Positive Pathways Worker (Doncaster Minster)

Working closely with:

- Housing Support /Hostel Providers
- South Yorkshire Police
- Town Centre Officers
- Doncaster & Bassetlaw Foundation Hospital Trust
- Primary Care Doncaster(e.g. clinical rooms for GP access)



South Yorkshire
Community
Rehabilitation
Company



4. Impact, outcomes and real life successes achieved

The model has had a significant impact on our collective ability to grip and manage a very complex, fast growing and high profile concern. Most importantly it has delivered a major impact in the lives of many of those it has engaged with and supported so far.

The team is working to support 122 clients with complex needs, all previously rough sleeping.

100 of these are now settled and stabilised in accommodation settings, being supported by key workers and wrap around support plans, making progress on initial stabilisation and with improvements relating to drug and alcohol misuse, physical health, offending behaviours. This is tracked using the Homelessness Outcomes Star², which plots baselines and progress across ten domains. Some highlights are:-

- 80% have shown improvement in offending behaviour since receiving support from complex lives
- 70% have reported their substance use was less problematic with 6 clients stating they no longer had an issue
- 38 clients report that their lives had improved in all ten domains – including improved social networks, physical and emotion wellbeing, managing finances and maintaining tenancy

² <http://www.outcomesstar.org.uk/using-the-star/see-the-stars/homelessness-star/>

- We discharged 20 clients who no longer need intensive support from Complex Lives but are still in support from partner agencies.

Others are in a variety of settings including prison, detox programmes and a small number remain rough sleeping but are engaged with assertively to manage health and other concerns as far as possible.

The results so far in numbers...and our outstanding challenge

We have made a big impact – responding to major challenges...

122 People are case managed by the team, all were originally rough sleeping.....

100 Now in settled accommodation and receiving support for the CL Team and Alliance partners (others in Hostels, Prison, sofa surfing)

67 The peak of a worrying summer spike in rough sleepers – a major challenge in and for the Town Centre

9 The current number of Town Centre rough sleepers – due to very proactive joint efforts – and still working at it – our goal is 0

This is not 'task and finish' work - we have to stem the flow of demand

4 Average number of new rough sleepers per week – prison releases, evictions, newcomers

54 Known to be at risk of rough sleeping (sofa surfers, unstable housing situations, hospital, planned evictions)



The team has achieved transformational success with some of the most entrenched rough sleepers in Doncaster with highly complex health and support needs. This includes some testing of the Housing First approach, working with South Yorkshire Housing Association, target Housing and Changing Lives. One case study is summarised in section 10 (below).

5. NHS Long Term plan and Complex Lives

The policy direction set out in the NHS Long Term Plan acknowledges the importance of a focus on homelessness and issues related to supporting people with Complex Lives. Specifically these are:-

- The focus on **health inequalities** specifically relating to Homelessness (2.32) and the commitment to improve access to specialist homelessness NHS mental health support, integrated with existing outreach services
- The focus on **severe mental health problems** (3.94) and commitment to a new community-based offer will include access to psychological therapies, improved physical health care, employment support, personalised and trauma-informed care, medicines management and support for self-harm and coexisting substance use
- The focus on **Health and the Justice System (appendix)** and the priority to improve continuity of care and growth of Community Service Treatment as an alternative to custody

- The focus on **alcohol dependence (2.2)** and commitment to the growth of Alcohol Care Teams to reduce alcohol dependence-related admissions.

These commitments and the overall direction of the Long Term Plan should provide a backdrop of policy support and investment to enable us to go further with integration and increasingly preventive approaches.

Our experience has shown that In the case of supporting people with Complex Lives, this must reach beyond the NHS landscape and draw together the worlds of the NHS, Local Authorities, Housing and Criminal Justice services alongside local community, voluntary and faith sector organisations.

6. Conclusion

As this note illustrates, partners in Doncaster have taken forward a bold reform that has been designed to respond to a very real and live challenge – supporting some of Doncaster’s most vulnerable people and serious societal challenges. The foundations created in the Doncaster Complex Lives Alliance provide a very secure backdrop and helpful learning to inform how we take Integrated Health and Social Care forward in Doncaster.

7. illustrations from ethnographic research – the lived experience

“I should be dead...I’ve lost a lot of friends on the streets...I know I’m lucky to be alive.”

David has spent the last 20 years on the streets and on drugs, and in prison and rehab.

He was abused by his father and is beginning to confront his deep-rooted mental health troubles. His self-esteem and self-worth is fragile.

He barely knows himself outside of life on the streets and drugs. Now he is finally in housing, he is uncertain of his surroundings and the life now open to him.

He values his family greatly, and wants his mother to see she does not have to worry about his health, and is determined to be there for his son.

photo credit: streetkitchen.co.uk

David’s Story

David was physically abused in childhood by his father.

In 1995, he lost custody of his son, and his father passed away from cancer.

He declined into alcohol, tablets, heroin, crack and cocaine.

David spent 20 years knowing little else but the streets, drugs, shoplifting, rehab and prison.

In Tent City he was ‘found’ by services rather than reaching out.

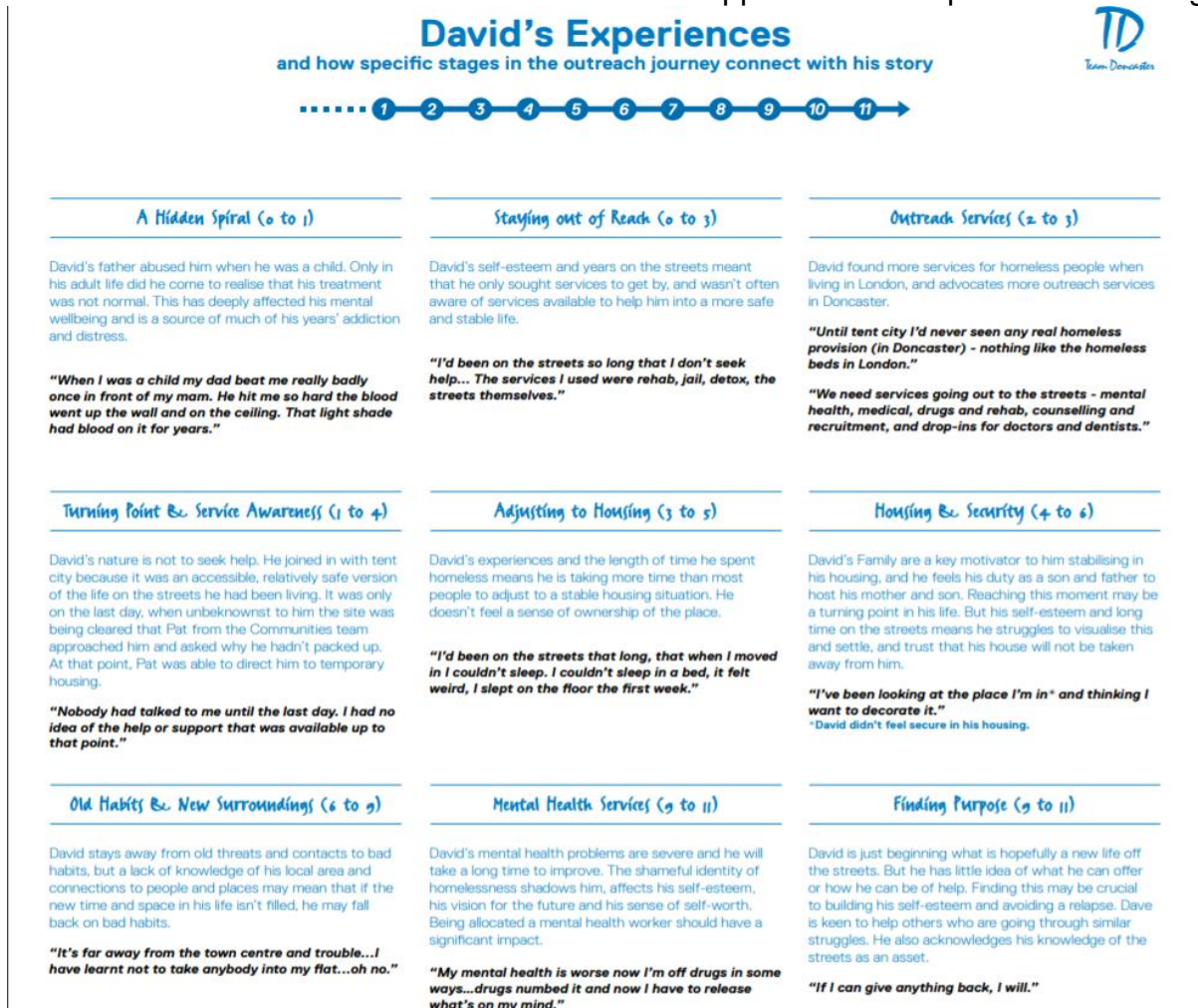
He was sofa surfing, then out on the streets.

He moved to London’s streets for 7 years, partly to avoid causing his family shame.

David hit ‘Rock bottom’ in 2016 when he was violently attacked and hospitalised.

Today he has applied to stay on in his accommodation, and has a mental health worker helping him through his past and future. He is off drugs and now keen to kick methadone.

20 years



8. Complex Lives Alliance Case Study:

Raymond...Multiple health issues, Rough sleeping for nearly 7 years

Then....

- Begging daily in the town centre to pay for his heavy alcohol and substance misuse - costing over £100 a day
- Significant health concerns including deteriorating mental health, weakened immune system, blood borne virus, reduced mobility and would not engage in treatment
- Stayed on streets through all seasons
- Exploited by his peers to beg and commit crime.

Now.....

- In a secure tenancy he can call home, no longer chaotic. Attends all drug and alcohol service appointments and is on methadone treatment and reducing the level of medication. Engages with his key worker
- Drug free from all substances. Taking medication for mental health and successfully treated for blood borne virus
- Re-kindled a relationship with his family. Maintaining his own personal hygiene, eating well and has engaged with cooking for himself
- Regained some trust in Services from previously being let down. Has adapted to his new life in his safe and warm home.

Produced by Integrated Complex Lives Team workers directly supporting Raymond

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POLICE AND CRIME COMMISSIONER

Pat Hagan
Head of Localities and Town Centre
Doncaster Council
By email only: TowncentrePSPOconsultation@doncaster.gov.uk
2 June 2020

Dear Pat,

Re: PSPO Town Centre

Thank you for your letter inviting comments on the renewal of the Doncaster Town Centre PSPO.

I am in full support of the proposed extension and variation to the existing Public Spaces Protection Order and trust you are able to use this letter for the purposes of your consultation.

All good wishes,

Dr Alan Billings
South Yorkshire Police and Crime Commissioner

BRITISH TRANSPORT POLICE

From: Lawrence, Gavin <
Sent: 17 July 2020 14:35
To: TownCentrePSPOconsultation <TownCentrePSPOconsultation@doncaster.gov.uk>
Subject: PSPO Consultation
Importance: High

To whom it may concern,

I am a T/Inspector with the British Transport Police (BTP) and have responsibility for policing matters affecting the BTP at Doncaster Station and the surrounding railway infrastructure. I fully support the continuation of Public Space Protection Order (PSPO) for Doncaster Town Centre which incorporates Doncaster Railway Station.

Begging, anti-social behaviour, damage and violent crime are significant problems for Doncaster railway stations. The railway station is the gateway to the town centre and is often the first impression a visitor gets of the area. Doncaster continues to be the host of some key events, increasing income to the local economy such as the Race Meetings and other sporting events as well as being a key transport hub for commuters to travel around the country. ASB can give a negative impression to the travelling public and can even deter people from using the station and rail services altogether. Rail staff and the public alike have been intimidated and abused by individuals loitering around the station area. No one should have to come to work and be subject of abuse and intimidation.

The PSPO has assisted in dealing with such issues and the above situation has improved since its' implementation. This has been supported by positive feedback to officers from the travelling public and from the station staff at Doncaster who are often the first to witness and be expected to try and deal with such behaviour – this can sometimes be first thing in the morning when staff are travelling to work alone and at times can make them feel vulnerable should they be faced with certain individuals.

BTP have used problem solving plans and joint operations to try and address the issues in the past - with officers deployed in uniform and plain clothes to prevent and detect offences with the aim of reassuring rail staff and the public. We have used criminal behaviour orders, community protection notices and a withdrawal of implied permission for the persistent offenders. BTP are part of a multi-agency group who meet on a frequent basis to work together to problem solve and make a better environment for people to live and work in. Despite the efforts some of these problems do continue and the PSPO has assisted in dealing with some of these.

I view the PSPO as a very positive and continued development for the town centre and fully support it's continuation and the variations proposed. It will continue to help all partner agencies tackle the problems affecting everyone in a consistent, effective and proportionate way.

Since its' introduction, the British Transport Police has seen an increase in partnership working and have conducted joint patrols with the Council Enforcement Officers to utilise the PSPO powers both on the railway station and in town and has given the officers ability to immediately deal with offenders breaching the legislation.

It is noted that the Covid pandemic and the requirements to manage this put upon the local authorities has seen a reduction in the requirement to use the PSPO, but since lockdown the BTP have seen a gradual increase in calls to service and have also seen an increase in breaches at the front of the station especially around begging, drunkenness and general nuisance (including drugs)

The following is a snapshot of the impact the order has had;

The PSPO has been a useful and effective tool, and the number of reports we have received from staff and the public at Doncaster Railway Station have reduced dramatically over the years. I reviewed months July, August and September for a snapshot:

July 2018 21 reports made

July 2019 7 reports

August 2018 24 reports made

August 2019 2 reports made

September 2017 13 reports made

September 2018 6 reports made

September 2019 3 reports made.

In addition, in total this year BTP have issued 47 dispersals (taking into consideration we have really only had Jan, Feb and March due to Covid)

Also - during Covid - 5 town centre nominals received FPN's re Health Protection Regs.

Finally, the number of arrests for ASB offences or of town centre nominals in 2020 so far: 18 (again taking into consideration we have really only had Jan, Feb and March due to Covid and the infrastructure effectively being closed down).

In summary, I really do feel that one of the greatest benefits of the PSPO is the stronger multi-agency relationships we have built with SYP, DMBC, Housing Associations / St Ledger, Drug and Alcohol services etc.

We are in contact with individuals from the various agencies on an almost daily basis and it's these partnerships that have widened our knowledge of names/faces, intel we would otherwise not have known, officer safety concerns, offending patterns etc, all of which has certainly assisted us in making the most positive and proactive engagements with nominals as well as aiding our ability to detect/investigate criminal cases involving such individuals.

The PSPO is the sole reason the working relationships we have with other partners re ASB is as it is and without it it's feared these relationships - and our work on the matter - would be negatively impacted.

I see that the designated area for prohibitions continues to include the railway station in their entirety. As already stated, the station is part of the gateway to the Town Centre and the PSPO will continue to allow us to manage the point of arrival into the Town effectively.

I fully support and request that the PSPO continue in line with suggested amendments contained within the consultation document.

Regards,

Gavin Lawrence

T/Inspector 7367

Officer In Charge

Doncaster, Sheffield & Grimsby

British Transport Police,

7 Trafford Court, Trafford Way

Doncaster

South Yorkshire

DN1 1PN

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EQUALITY, DIVERSITY AND INCLUSION

DONCASTER METROPLITAN BOROUGH COUNCIL

Due Regard Statement

How to show due regard to the equality duty in how we develop our work and in our decision making.

Due Regard Statement

A **Due Regard Statement** (DRS) is the tool for capturing the evidence to demonstrate that due regard has been shown when the council plans and delivers its functions. A Due Regard Statement must be completed for all programmes, projects and changes to service delivery.

- A DRS should be initiated at the beginning of the programme, project or change to inform project planning
- The DRS runs adjacent to the programme, project or change and is reviewed and completed at the relevant points
- Any reports produced needs to reference “Due Regard” in the main body of the report and the DRS should be attached as an appendix
- The DRS cannot be fully completed until the programme, project or change is delivered.

<p>1 Name of the ‘policy’ and briefly describe the activity being considered including aims and expected outcomes. This will help to determine how relevant the ‘policy’ is to equality.</p>	<p><u>Town Centre Public Spaces Protection Order</u></p> <p>The project/policy under consideration is the renewal of the Doncaster Town Centre Public Spaces Protection Order (PSPO) for a further three years from 7 November 2020. The current Town Centre PSPO has been in place since November 2017 with prohibitions covering anti-social activity in a designated area covering the town centre.</p> <p>A Public Spaces Protection Order (PSPO) is an order that identifies a public place and prohibits specified things being done in the restricted area and/or requires specified things to be done by persons carrying on specified activities in that area.</p> <p>A PSPO is made by a Local Authority if satisfied on reasonable grounds that two conditions are met. Firstly, that (i) activities carried on in a public place within the authority’s area have had a detrimental effect on the quality of life of those in the locality; and (ii) it is likely that activities will be carried on in a public place within that area and that they will have such an effect.</p> <p>The second condition is that the effect, or likely effect, of the activities is, or is likely to be of a persistent or continuing nature, such as to make the activities unreasonable, and therefore justifies the restrictions imposed by the notice.</p> <p>The Council carried out a public consultation between 26 May 2020 and 20 July 2020 on the future of the town centre PSPO and whether it should be varied and extended. The outcome of the consultation is that overall there is strong support for the renewal of the PSPO from members of the public, businesses and key stakeholders.</p> <p>The activity a renewed PSPO will cover and prohibit is as follows:</p> <ol style="list-style-type: none"> 1. No person shall make any verbal, non-verbal or written request for money, donations or goods, including the placing of hats, clothing or containers so as to cause or is likely to cause harassment, alarm, distress, nuisance or annoyance. 2. No person shall loiter, sit or lay on the floor or on temporary structures in or adjacent to doorways or around pay machines (including banks, supermarkets) in a manner causing or likely to cause harassment, alarm, distress, nuisance or annoyance to any person within the Town Centre. 3. No person shall, after being requested to leave by an authorised officer due to them behaving in a manner causing or likely to cause harassment, alarm, distress, nuisance or annoyance to any
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person within the Town Centre without reasonable excuse, remain or return to the Town Centre within a period of 24 hours.

4. No person shall consume alcohol in any public place in the Town Centre other than at licensed premises or shall be in possession of any opened vessel containing or purporting to contain alcohol in any public place save for those places identified by Section 62 of the Act.
5. No person will ingest, inhale, inject, smoke or otherwise use intoxicating substances (substances with the capacity to stimulate or depress the central nervous system) or possess any item that can be used to assist in the taking of intoxicating substances.. This includes any device for smoking substances other than e-cigarettes, it also includes needles, except for those packaged and sealed by the manufacturer and stored in a hard case.
6. No person shall urinate or defecate in any public place; this does not include public toilets.
7. No person shall, unless they have a parked vehicle in the location, without reasonable excuse, loiter near to, touch or interfere with any parking equipment, in the Town Centre without authorisation.

The aim of the proposed Public Spaces Protection Order is to address a number of specific concerns related to anti-social behaviour in the Town Centre and to encourage vulnerable people to access support and services, seeking to break the cycle of behaviour and vulnerability they can be locked into. In most cases this is directly linked to people who have complex and unstable lifestyles – sometimes homeless, sleeping rough and associated with addiction, poor physical and mental health, offending behaviour and other trauma.

The main concern is for the welfare of people with complex and unstable lifestyles and the focus of the policy intent is to use the PSPO as one tool to encourage people in need to access support services. There is also a need to ensure that the Town Centre is a welcoming and vibrant place for all Doncaster residents and visitors – we know this is a big concern for town centre users and for traders.

The renewal of the order will enable effective action to be taken for the benefit of the vulnerable individuals and for residents, visitors and local businesses. This in turn will support wider work being undertaken promote vibrancy and the feeling of safety within the Town Centre.

The order will be applied across the whole of the Town Centre as detailed in the map. The powers do not highlight one group over another, although it is considered that the order could impact on some groups with protected characteristics but with a clear intended focus to enhance support and improve outcomes for a group of people who are marginalised in society.

2	Service area responsible for completing this statement.	<i>Adults Health and Wellbeing, Legal Services.</i>
3	Summary of the information considered across the protected groups.	<p><i>Protected user groups as defined by the Equalities Act 2010 are: Age, Disability, Race, Gender, Sexual Orientation, Religion and Belief, Maternity and Pregnancy, Gender Reassignment, Marriage and Civil Partnership.</i></p> <p>Survey Response Equality Data</p> <p>The consultation survey responses provided the following information about respondents:</p> <p>Gender Of those who responded, 42% (416) were male, 55% (535) were female, less than 1% (2) “other” and 3% (27) preferred not to say.</p> <p>Transgender Less than 1% (5) identified as transgender, 94% (912) and 5% (50) preferred not to say</p> <p>Age Less than 1% (5) were under 18, 2% (22) were 18-24, 7% (69) were 25-34, 11% (112) were 35-44, 25% (240) were 45-54, 24% (236) were 55-64, 20% (197) were 65-74, 5% (47) were 75 and over, and 5% (47) preferred not to say.</p> <p>Ethnic Background 94% (902) were British, 6% (62) other nationalities including Indian, Pakistani, African, Caribbean.</p> <p>Religion 57% (546) were Christian, 33% (319) have no religion, 5% (48) are of Buddhist, Sikh, Muslim and other religions, 5% (53) prefer not to say</p> <p>Sexual Orientation 1% (13) were gay men, 1% (8) were gay women, 1% (8) were “other”, 86% (833) were heterosexual, 2% (18) were bisexual and 9% (92) prefer not to say</p>

Disability

10% (92) have a physical/mobility disability, 5% (42) have mental health illness, less than 1% (4) have visual impairments, 3% (31) have hearing impairments, less than 1% (3) have a learning disability and less than 1% (5) have autism. 80% (747) have no long term illness or disability.

The proposed PSPO will continue to act as an additional measure to complement the existing Council and public service partnership aim to provide support to people, alongside strengthened support systems in place across agencies with information, advice, guidance and outreach services. Within the cohort of people with complex lives, mental ill health can be a common feature and young people and women can be especially vulnerable in these circumstances.

Within the order it is clearly outlined when the prohibitions are to be in place and available for use. Officers using the powers within the order will make the informed decision on a case by case situation through use of clear engagement and taking into account any valid exemptions such as disability and / or medical related emergencies and in particular those linked to the prohibition around ‘ingest, inhale, inject, smoke or otherwise use substances’ which clearly states -

‘Exemptions shall apply in cases where the substances are used for a valid and demonstrable medicinal use, given to an animal as a medicinal remedy, are cigarettes (tobacco) or vaporisers or are food stuffs regulated by food health and safety legislation.’

All designated officers with the responsibility to enforce the prohibitions within the order are trained in equality and diversity from induction and this is updated on a regular, if not annual basis. These include officers within Doncaster Council and officers from South Yorkshire Police.

1. Requesting money, donations or goods

Prohibition- No person shall make any verbal, non-verbal or written request for money, donations or goods, including the placing of hats, clothing or containers so as to cause or is likely to cause harassment, alarm, distress, nuisance or annoyance.

Age Positive Any young people found to be in breach of the PSPO will be referred into safeguarding mechanisms. In terms of local residents and visitors to the town centre, this is likely to have a positive impact on those of all ages, who may feel intimidated by this anti-social behaviour.

Disability Positive In terms of local residents and visitors to the town centre who have a disability, they may be disproportionately affected by this anti-social behaviour. The PSPO should benefit those people as this behaviour is expected to reduce as a result of the PSPO.

Negative Anecdotally it is expected that those people that undertake this behaviour will have a higher than average rate of physical and mental illness, given that is linked to alcohol/substance misuse. To mitigate against this, the support needs of individuals perpetrating the behaviour are considered including their housing situation, physical and mental health needs. Offending behaviour is assessed and a plan put into place to attempt to move people off the streets and into accommodation and support. Where engagement fails, enforcement action may be taken, balancing the needs of the individual with the need to tackle antisocial behaviour, respond to complaints and take action against illegal activity. Both mental and physical health considerations will be taken into account by officers who are trained in this regard.

Race Neutral

Gender Neutral

	Sexual Orientation	Neutral	
	Religion or Belief	Neutral	
	Maternity and Pregnancy	Neutral	
	Gender Reassignment	Neutral	
	Marriage & Civil Partnership	Neutral	
	Veterans	Neutral	
	Homelessness	Negative	Anecdotally, it is expected that those people that undertake this behaviour will have a higher than average rate of physical and mental illness, given that is linked to alcohol/substance misuse. Many of those who are regarded as homeless are disproportionately linked to alcohol/substance misuse. To mitigate against this, the support needs of individuals perpetrating the behaviour are considered including their housing situation, physical and mental health needs. Offending behaviour is assessed and a plan put into place to attempt to move people off the streets and into accommodation and support. Where engagement fails, enforcement action may be taken, balancing the needs of the individual with the need to tackle antisocial behaviour, respond to complaints and take action against illegal activity. Both mental and physical health considerations will be taken into account by officers who are trained in this regard.
	Socio-Economic	Negative	Anecdotally, it is expected that those people that undertake this behaviour will be from lower socio-economic group. To mitigate against this, the support needs of individuals perpetrating the behaviour are considered including their housing situation, and other needs. Where engagement fails, enforcement action may be taken, balancing the needs of the individual with the need to tackle antisocial behaviour, respond to complaints and take action

		<p>against illegal activity. Both mental and physical health considerations will be taken into account by officers who are trained in this regard.</p>
		<p>2. Loitering around pay machines unless waiting to use them</p>
		<p>Prohibition- No person shall loiter, sit or lay on the floor or on temporary structures in or adjacent to doorways or around pay machines (including banks, supermarkets) in a manner causing or likely to cause harassment, alarm, distress, nuisance or annoyance to any person within the Town Centre.</p>
	Age	<p>Positive Any young people found to be in breach of the PSPO will be referred into safeguarding mechanisms. In terms of local residents and visitors to the town centre, this is likely to have a positive impact on those of all ages, who may feel intimidated by this anti-social behaviour.</p>
	Disability	<p>Positive In terms of local residents and visitors to the town centre who have a disability, they may be disproportionately affected by this anti-social behaviour. The PSPO should benefit those people as this behaviour is expected to reduce as a result of the PSPO.</p>
		<p>Negative Anecdotally, it is expected that those people that undertake this behaviour will have a higher than average rate of physical and mental illness, given that is linked to alcohol/substance misuse. To mitigate against this, the support needs of individuals perpetrating the behaviour are considered including their housing situation, physical and mental health needs. Offending behaviour is assessed and a plan put into place to attempt to move people off the streets and into accommodation and support. Where engagement fails, enforcement action may be taken, balancing the needs of the individual with the need to tackle antisocial behaviour, respond to complaints and take action against illegal activity. Both mental and physical health considerations will be taken into account by officers who are trained in this regard.</p>

	Race	Neutral	
	Gender	Neutral	
	Sexual Orientation	Neutral	
	Religion or Belief	Neutral	
	Maternity and Pregnancy	Neutral	
	Gender Reassignment	Neutral	
	Marriage & Civil Partnership	Neutral	
	Veterans	Neutral	
	Homelessness	Negative	Anecdotally, it is expected that those people that undertake this behaviour will have a higher than average rate of physical and mental illness, given that is linked to alcohol/substance misuse. Many of those who are regarded as homeless are disproportionately linked to alcohol/substance misuse. To mitigate against this, the support needs of individuals perpetrating the behaviour are considered including their housing situation, physical and mental health needs. Offending behaviour is assessed and a plan put into place to attempt to move people off the streets and into accommodation and support. Where engagement fails, enforcement action may be taken, balancing the needs of the individual with the need to tackle antisocial behaviour, respond to complaints and take action against illegal activity. Both mental and physical health considerations will be taken into account by officers who are trained in this regard.
	Socio-Economic	Negative	Anecdotally, it is expected that those people that undertake this behaviour will be from lower socio-economic group. To mitigate against this, the support needs of individuals perpetrating the

		<p>behaviour are considered including their housing situation, and other needs. Where engagement fails, enforcement action may be taken, balancing the needs of the individual with the need to tackle antisocial behaviour, respond to complaints and take action against illegal activity. Both mental and physical health considerations will be taken into account by officers who are trained in this regard.</p>
		<p>3. Returning to the Town Centre within 24 hours after being requested to leave</p> <p>Prohibition- No person shall, after being requested to leave by an authorised officer due to them behaving in a manner causing or likely to cause harassment, alarm, distress, nuisance or annoyance to any person within the Town Centre without reasonable excuse, remain or return to the Town Centre within a period of 24 hours.</p>
	Age	<p>Positive Any young people found to be in breach of the PSPO will be referred into safeguarding mechanisms. In terms of local residents and visitors to the town centre, this is likely to have a positive impact on those of all ages, who may feel intimidated by this anti-social behaviour.</p>
	Disability	<p>Positive In terms of local residents and visitors to the town centre who have a disability, they may be disproportionately affected by this anti-social behaviour. The PSPO should benefit those people as this behaviour is expected to reduce as a result of the PSPO.</p>
		<p>Negative Anecdotally, it is expected that those people that undertake this behaviour will have a higher than average rate of physical and mental illness, given that is linked to alcohol/substance misuse. To mitigate against this, the support needs of individuals perpetrating the behaviour are considered including their housing situation, physical and mental health needs. Offending behaviour is assessed and a plan put into place to attempt to move people</p>

off the streets and into accommodation and support. Where engagement fails, enforcement action may be taken, balancing the needs of the individual with the need to tackle antisocial behaviour, respond to complaints and take action against illegal activity. Both mental and physical health considerations will be taken into account by officers who are trained in this regard.

Race Neutral

Gender Neutral

Sexual Orientation Neutral

Religion or Belief Neutral

Maternity and Pregnancy Neutral

Gender Reassignment Neutral

Marriage & Civil Partnership Neutral

Veterans Neutral

Homelessness Negative

Anecdotally, it is expected that those people that undertake this behaviour will have a higher than average rate of physical and mental illness, given that is linked to alcohol/substance misuse. Many of those who are regarded as homeless are disproportionately linked to alcohol/substance misuse. To mitigate against this, the support needs of individuals perpetrating the behaviour are considered including their housing situation, physical and mental health needs. Offending behaviour is assessed and a plan put into place to attempt to move people off the streets and into accommodation and support. Where engagement fails, enforcement action may be taken, balancing the needs of the individual with the need to tackle antisocial

		behaviour, respond to complaints and take action against illegal activity. Both mental and physical health considerations will be taken into account by officers who are trained in this regard.
	Socio-Economic	Neutral
	4. Consuming alcohol other than at licensed premises	
	Prohibition- No person shall consume alcohol in any public place in the Town Centre other than at licensed premises or shall be in possession of any opened vessel containing or purporting to contain alcohol in any public place save for those places identified by Section 62 of the Act.	
	Age	Positive Any young people found to be in breach of the PSPO will be referred into safeguarding mechanisms. In terms of local residents and visitors to the town centre, this is likely to have a positive impact on those of all ages, who may feel intimidated by this anti-social behaviour.
	Disability	Neutral (noting alcohol misuse does not amount to a disability).
	Race	Neutral
	Gender	Neutral
	Sexual Orientation	Neutral
	Religion or Belief	Neutral
	Maternity and Pregnancy	Neutral
	Gender Reassignment	Neutral
	Marriage & Civil Partnership	Neutral

	Veterans	Neutral	
	Homelessness	Neutral	
	Socio-Economic	Neutral	
	5. Ingest, inhale, inject, smoke or otherwise use intoxicating substances		
	Prohibition- No person will ingest, inhale, inject, smoke or otherwise use intoxicating substances (substances with the capacity to stimulate or depress the central nervous system) or possess any item that can be used to assist in the taking of intoxicating substances. This includes any device for smoking substances other than e-cigarettes, it also includes needles, except for those packaged and sealed by the manufacturer and stored in a hard case.		
	Age	Positive	Any young people found to be in breach of the PSPO will be referred into safeguarding mechanisms. In terms of local residents and visitors to the town centre, this is likely to have a positive impact on those of all ages, who may feel intimidated by this anti-social behaviour.
	Disability	Neutral	(noting substance misuse does not amount to a disability).
	Race	Neutral	
	Gender	Neutral	
	Sexual Orientation	Neutral	
	Religion or Belief	Neutral	
	Maternity and Pregnancy	Neutral	

	Gender	Neutral	
	Reassignment		
	Marriage & Civil Partnership	Neutral	
	Veterans	Neutral	
	Homelessness	Neutral	
	Socio-Economic	Neutral	
	6. Urinating or Defecating		
	Prohibition- No person shall urinate or defecate in any public place; this does not include public toilets.		
	Those with very complex mental or physical health issues may have reasonable excuse, which has been built into the PSPO and would be assessed on a case-by-case basis, and would be a rare situation. Urination and Defecation in a public place is a public health risk.		
	Age	Neutral	
	Disability	Negative	Toilets are available in some town centre premises for customers and there are public toilets available at the Market, Wool Market and Frenchgate Centre. There is a potential defence of reasonable excuse for people with very complex mental or physical health issues.
	Race	Neutral	
	Gender	Neutral	
	Sexual Orientation	Neutral	
	Religion or Belief	Neutral	

	Maternity and Pregnancy	Neutral	
	Gender Reassignment	Neutral	
	Marriage & Civil Partnership	Neutral	
	Veterans	Neutral	
	Homelessness	Negative	Public toilets are not available 24 hours per day, but toilets are available in the Market, Wool Market, Frenchgate Centre and some commercial premises during the day. Those with very complex mental or physical health issues may have a reasonable excuse, which has been built into the PSPO and would be assessed on a case-by-case basis. It is expected that this would be a rare situation.
	Socio-Economic	Neutral	
	7. Loitering or interfering with parking equipment		
	Prohibition- No person shall, unless they have a parked vehicle in the location, without reasonable excuse, loiter near to, touch or interfere with any parking equipment, in the Town Centre without authorisation.		
	Age	Positive	Any young people found to be in breach of the PSPO will be referred into safeguarding mechanisms. In terms of local residents and visitors to the town centre, this is likely to have a positive impact on those of all ages, who may feel intimidated by this anti-social behaviour.
	Disability	Positive	In terms of local residents and visitors to the town centre who have a disability, they may be disproportionately affected by this anti-social behaviour. The PSPO should benefit those people as this behaviour is expected to reduce as a result of the PSPO.

		Negative	Anecdotally, it is expected that those people that undertake this behaviour will have a higher than average rate of physical and mental illness, given that is linked to alcohol/substance misuse. To mitigate against this, the support needs of individuals perpetrating the behaviour are considered including their housing situation, physical and mental health needs. Offending behaviour is assessed and a plan put into place to attempt to move people off the streets and into accommodation and support. Where engagement fails, enforcement action may be taken, balancing the needs of the individual with the need to tackle antisocial behaviour, respond to complaints and take action against illegal activity. Both mental and physical health considerations will be taken into account by officers who are trained in this regard.
	Race	Neutral	
	Gender	Neutral	
	Sexual Orientation	Neutral	
	Religion or Belief	Neutral	
	Maternity and Pregnancy	Neutral	
	Gender Reassignment	Neutral	
	Marriage & Civil Partnership	Neutral	
	Veterans	Neutral	
	Homelessness	Negative	Anecdotally, it is expected that those people that undertake this behaviour will have a higher than average rate of physical and mental illness, given that is linked to alcohol/substance misuse. Many of those who are regarded as homeless are

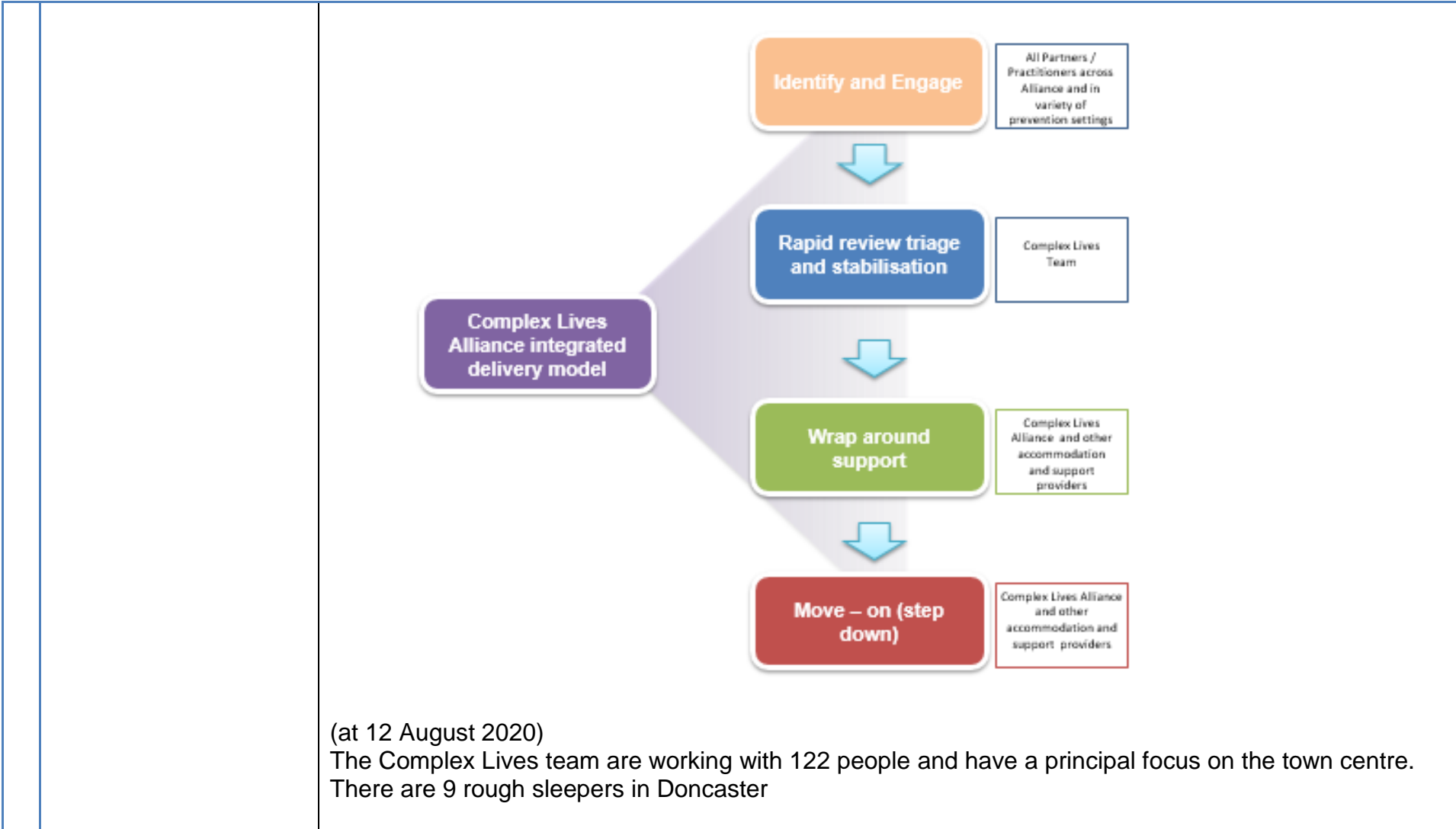
disproportionately linked to alcohol/substance misuse. To mitigate against this, the support needs of individuals perpetrating the behaviour are considered including their housing situation, physical and mental health needs. Offending behaviour is assessed and a plan put into place to attempt to move people off the streets and into accommodation and support. Where engagement fails, enforcement action may be taken, balancing the needs of the individual with the need to tackle antisocial behaviour, respond to complaints and take action against illegal activity. Both mental and physical health considerations will be taken into account by officers who are trained in this regard.

Socio-Economic Negative

Anecdotally, it is expected that those people that undertake this behaviour will be from lower socio-economic group. To mitigate against this, the support needs of individuals perpetrating the behaviour are considered including their housing situation, and other needs. Where engagement fails, enforcement action may be taken, balancing the needs of the individual with the need to tackle antisocial behaviour, respond to complaints and take action against illegal activity. Both mental and physical health considerations will be taken into account by officers who are trained in this regard.

Work to support vulnerable individuals who are, homeless, rough sleepers with complex needs - Complex Lives Alliance

The complex lives team offer case management of vulnerable adults with complex needs, working across multiple agencies to provide specialist support, enabling housing pathways, a whole system approach, and delivering against an outcomes framework. Providing formal and informal support in partnership with supported housing providers, Doncaster Council, NHS, NHS Community Mental Health Foundation Trust, Drug and Alcohol Service, Assertive Outreach, South Yorkshire Police, Department for Work and Pensions, community voluntary and faith organisations. This enables services to improve outcomes for people living complex lives, and those on the edge of complexity, whilst reducing demand on acute health and social care settings, police and other agencies.



(at 12 August 2020)
 The Complex Lives team are working with 122 people and have a principal focus on the town centre.
 There are 9 rough sleepers in Doncaster

4 Summary of the consultation/engagement activities

The legal requirements of the PSPO for consultation are:
 Before introducing, extending, varying or discharging a PSPO, there are requirements under the Act regarding consultation, publicity and notification (see also publication and communication, below).

Local authorities are obliged to consult with the local chief officer of police; the police and crime commissioner; owners or occupiers of land within the affected area where reasonably practicable, and appropriate community representatives. Any county councils (where the Order is being made by a district), parish or community councils that are in the proposed area covered by the PSPO must be notified.

There are additional requirements under the Act regarding Orders that restrict public rights of way over a highway (see below), but beyond this, and the broad requirements above, local authorities can determine for themselves what an appropriate consultation process might entail. However, this does provide an important opportunity to seek a broad range of views on the issue and can be invaluable in determining ways forward, establishing the final scope of the proposals and ascertaining their impact.

Consultation:

A PSPO consultation process started on 26 May 2020 and closed on 20 July 2020. The Act sets out requirements for who should be consulted which includes the Police and Police and Crime Commissioner, community members with an interest and people who own or occupy land and property in the area (statutory consultees). In addition to the statutory consultees as set out in the legislation, a full public consultation was undertaken and letters were sent to all business and residents in the town centre detailing how they could respond to the consultation which included an email address and a telephone number and was supported by a media campaign. The Council engaged the services of the Consultation Institute to devise the questions to be asked and Crisis, the National Charity for homeless people were asked to engage those who are associated with rough sleeping in the town centre, those who are currently in temporary accommodation and those who may not be able to access the online survey due to the Covid-19 lockdown.

The range of consultees included:-

- Residents of the affected area
- All town centre businesses
- Business representatives (e.g. Market Traders Federation, Town Centre Business Forum, Chamber of Commerce, Pubwatch)
- Town Centre land and property owners
- Faith groups
- Community and voluntary organisations

		<ul style="list-style-type: none"> • Transport operators • British Transport Police • Public service partners • Creative and cultural partners • Groups representative of people who have a protected characteristic. <p>In addition, there was an open invitation to all residents of Doncaster to have their say, responding to a notice/survey published on the council website.</p>
5	<p>Real Consideration:</p> <p>Summary of what the evidence shows and how has it been used</p>	<p>The consultation was an open invitation for Doncaster residents and others, to have their say. All 1001 responses received have been carefully considered and the proposal is that no amendments are made to the proposals that were the original subject of consultation. Statutory responses were received from the Police, the Police and Crime Commissioner and also British Transport Police.</p> <p>Crisis, the National Charity for homeless people assisted by engaging those who are associated with rough sleeping in the town centre. They were able to elicit responses from a number of people who are associated with rough sleeping and these responses indicated overall support for the PSPO.</p> <p>The current PSPO that expires in November 2020, has ten prohibitions and the proposal is to renew the current PSPO, but with amendments and to reduce the number of prohibitions to seven.</p> <p>The prohibitions will remain unchanged are - Returning to the Town Centre within 24 hours after being requested to leave, loitering, urination and defecation, interfering with parking equipment. Those to be amended are – asking for money, donations or goods, consuming alcohol other than at licensed premises, using intoxicating substances, but changed specifically to focus on the anti-social behaviour associated with it rather than the act itself.</p> <p>It is proposed that some are removed completely - gathering in groups of three or more, camping and chugging, specifically because the camping prohibition is contrary to Home Office guidance. The prohibitions that will be removed are - gathering in groups of three or more and making approaches to people with the intention of entering into any arrangements which involve people making future payments for the benefit of charity, access to credit or other purposes (chugging), because they do not pass the legal test of having evidence to support their inclusion. Whilst, the consultation responses supports retaining these two prohibitions regarding the Camping prohibition this is regarded by the</p>

Council as contrary to the updated Home Office Guidance. Regarding 'Chugging' the collated data does not suggest this is an issue that warrants the imposition of a PSPO.

Survey results and considerations

1. Question Asked:

People asking you for money, donations or goods – including through placing of hats, clothing or containers – that causes harassment, alarm, distress, nuisance, or annoyance.

ANSWER CHOICES	RESPONSES	
Keep the prohibition as is	423	43.47%
Change the prohibition (as suggested)	482	49.54%
Change the prohibition in a different way	46	4.73%
Drop the prohibition altogether	22	2.26%
TOTAL	973	100%

93.01% in overall support of a prohibition relating to begging, which is 43.47% of responses agreeing to the suggested changes and 49.54% still supporting the PSPO preventing begging but did not want it to be changed as suggested. Comments about changing the prohibition in a different way were all focussed on stricter enforcement and more police and council presence.

In order that this does not negatively impact upon vulnerable people who may be homeless or rough sleeping, the management of the PSPO is a multi-agency effort, involving Police, teams across the Council, St Leger Homes, drug and alcohol and mental health services and others to ensure people are supported to break the cycle they are locked into. For people in this situation, the PSPO will be managed in such a way that it is geared towards connecting people to accommodation and support services.

2. Question Asked:

People hanging around pay machines (including banks, supermarkets) unless waiting to use them.

ANSWER CHOICES	RESPONSES	
Keep the prohibition as is	879	89.79%
Change the prohibition (as suggested)	86	8.78%
Drop the prohibition altogether	14	1.43%
TOTAL	979	100%

89.7% of supported retaining the prohibition, Changing the prohibition related to stricter enforcement. The 1.4% who favour dropping prohibition refer to support for those who are homeless and in need and criminalising these groups. This prohibition is for the benefit of all of those using town centre cash machines and is not a tool to criminalise those in need. Doncaster Council offers programmes to those who need support in the community through teams such as Complex Lives.

In order that this does not negatively impact upon vulnerable people who may be homeless or rough sleeping, the management of the PSPO is a multi-agency effort, involving Police, teams across the Council, St Leger Homes, drug and alcohol and mental health services and others to ensure people are supported to break the cycle they are locked into. For people in this situation, the PSPO will be managed in such a way that it is geared towards connecting people to accommodation and support services.

3. Question Asked:

People who have been causing antisocial behaviour are prevented from returning to the Town Centre within 24 hours after being requested to leave

ANSWER CHOICES	RESPONSES	
Keep the prohibition as is (as suggested)	766	77.45%
Change the prohibition	211	21.34%
Drop the prohibition altogether	12	1.21%
TOTAL	989	100%

77.45% of those surveyed favoured keeping the current prohibition. The 21.34% wanting to change the prohibition, supported stricter enforcement of the prohibition including extending the no return order to

longer than 24 hours. There were a very small number who were strongly against this being a prohibition.

In order that this does not negatively impact upon vulnerable people who may be homeless or rough sleeping, the management of the PSPO is a multi-agency effort, involving Police, teams across the Council, St Leger Homes, drug and alcohol and mental health services and others to ensure people are supported to break the cycle they are locked into. For people in this situation, the PSPO will be managed in such a way that it is geared towards connecting people to accommodation and support services.

4. Question Asked:

People in groups of three or more causing anti-social behaviour

ANSWER CHOICES	RESPONSES	
Keep the prohibition as is (as suggested)	667	68.20%
Change the prohibition	135	13.80%
Drop the prohibition altogether	176	18.00%
TOTAL	978	100%

The consultation recommended that this prohibition be dropped, but 68.2% want to keep it. Concerns are mainly about the perception that the removal of this prohibition would be a problem rather than it was an actual problem. There have been limited reported incidents of this occurring therefore, there is limited evidence to support this prohibition being renewed on the PSPO.

5. Question Asked:

People drinking in the street in the Town Centre other than in a pub or an area where this is allowed such as a pub garden

ANSWER CHOICES	RESPONSES	
Keep the prohibition as is	437	44.77%
Change the prohibition (as suggested)	462	47.34%

Change the prohibition in a different way	54	5.53%
Drop the prohibition altogether	23	2.36%
TOTAL	976	100%

A high percentage of respondents want to keep this PSPO prohibition (92.11%). 2.35% wanted to drop the prohibition and expressed views that the issue was not with alcohol but drugs and therefore there was either no problem with alcohol or there was no point in having such a prohibition, or it targeted homeless people claiming they are more likely to breach the PSPO because of using alcohol or drugs to self-medicate.

In order that this does not negatively impact upon vulnerable people who may be homeless or rough sleeping, the management of the PSPO is a multi-agency effort, involving Police, teams across the Council, St Leger Homes, drug and alcohol and mental health services and others to ensure people are supported to break the cycle they are locked into. For people in this situation, the PSPO will be managed in such a way that it is geared towards connecting people to accommodation and support services.

6. Question Asked:

People having, taking or using recreational drugs/intoxicating substances within the Town Centre

ANSWER CHOICES	RESPONSES	
Keep the prohibition as is	483	39.12%
Change the prohibition (as suggested)	513	52.40%
Change the prohibition in a different way	73	7.46%
Drop the prohibition altogether	10	1.02%
TOTAL	979	100%

A reasonably large percentage of responders wanted to maintain the prohibition as it currently. The current wording still acts to prohibit anyone taking intoxicating substances in the Town Centre, so overall 91.52% in favour of a prohibition. Changes related mainly to stronger enforcement and extending the PSPO zone, which is not being proposed. The small number who selected the option to

drop the prohibition, mainly voiced concerned about this prohibition disproportionately affecting those in need of support.

In order that this does not negatively impact upon vulnerable people who may be homeless or rough sleeping, the management of the PSPO is a multi-agency effort, involving Police, teams across the Council, St Leger Homes, drug and alcohol and mental health services and others to ensure people are supported to break the cycle they are locked into. For people in this situation, the PSPO will be managed in such a way that it is geared towards connecting people to accommodation and support services.

7. Question Asked:

People urinating or defecating other than in public toilets.

ANSWER CHOICES	RESPONSES	
Keep the prohibition as is (as suggested)	858	87.64%
Change the prohibition	109	11.13%
Drop the prohibition altogether	12	1.23%
TOTAL	979	100%

The vast majority of those surveyed wanted to keep the prohibition. Changing the prohibition was about stricter penalties and enforcement and extending the PSPO zone. The small number wanting the prohibition to be dropped focussed on the lack of public toilets. Whilst facilities do exist, there are public toilets in the town centre.

8. Question Asked:

People stopping you in the street for fundraising/marketing ('chuggers')

ANSWER CHOICES	RESPONSES	
Keep the prohibition as is	653	67.00%
Change the prohibition	142	14.51%
Drop the prohibition altogether	181	18.49%

TOTAL	976	100%
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The vast majority of people who participated in the survey selected to keep to keep the current prohibition as it is. Changes still expressed strong views against the prohibition and banning and limitations mentioned. There is insufficient evidence to meet the legal test for retaining this prohibition.

The process to regulate and authorise the allocation of space in the town centre for fundraisers or other organisations is proving successful in ensuring compliance and adherence to best practice. The approach is based upon the Fundraising Regulator’s - Code of Fundraising Practice that is based upon consistent high standards, fundraisers being aware of the standards expected, dealing with complaints and a culture of honesty, openness and respect for the public.

9. Camping

There were no options provided in the consultation in relation to the camping prohibition from the initial PSPO established 3 years ago. This is because evidence collected by the Council and the Police demonstrate that incidents relating this prohibition are low. In addition to this, the prohibition is contrary to Home Office Guidance produced since the introduction of the PSPO. Therefore, there is no justification for prohibition to continue.

10. Question Asked:

People standing around, touching or interfering with any parking equipment, in the Town Centre

ANSWER CHOICES	RESPONSES	
Keep the prohibition as is (as suggested)	900	91.46%
Change the prohibition	66	6.71%
Drop the prohibition altogether	18	1.83%
TOTAL	984	100%

The vast majority of those who participated in the survey wanted to keep the prohibition as it is. Those responders who indicated they wanted to change the prohibition generally wanted stricter penalties and more enforcement of this issue. A small group responded indicating the prohibition should be dropped

		<p>altogether, Their comments general suggested this was not a problem, which is at odds with what the vast majority are saying.</p> <p>In order that this does not negatively impact upon vulnerable people who may be homeless or rough sleeping, the management of the PSPO is a multi-agency effort, involving Police, teams across the Council, St Leger Homes, drug and alcohol and mental health services and others to ensure people are supported to break the cycle they are locked into. For people in this situation, the PSPO will be managed in such a way that it is geared towards connecting people to accommodation and support services.</p>
6	Decision Making	Cabinet will consider a report on 29 September 2020 on the outcome of the consultation and the recommendation to approve the revised Public Spaces Protection Order.
7	Monitoring and Review	<p>The responsibility for the monitoring and review of the arrangements will remain with the Head of Service for Localities and Town Centre in the first instance Regular updates will be delivered to elected members and Directors</p> <p>Those who have no fixed abode are not issued with either an enforcement notice or fixed penalty notice but rather their details are taken and their case is taken to a panel, made up of managers from enforcement, the manager of the Complex Lives Team, an inspector from the Police and the Head of Localities and Town Centre, which determines the most appropriate action e.g. signposting to the Council's Complex Lives Team who assist those who are homeless, vulnerable and those with health related issues.</p>
8	Sign off and approval for publication	*To be completed if there is approval to implement the PSPO*

Date: 29th September 2020

To the Mayor and Members of the Cabinet

Doncaster Flood Recovery

Relevant Cabinet Member(s)	Wards Affected	Key Decision
Chris McGuinness	All	Yes

1. EXECUTIVE SUMMARY

- 1.1 This report provides an update regarding recovery activity across the Borough of Doncaster following the November 2019 floods which directly affected 897 properties. The report covers progress on six key areas:
- Humanitarian support given to Doncaster people in flood affected areas
 - Financial support for increased flood resilience at household level, including via community schemes
 - Engagement with DEFRA on household insurance
 - Measures being undertaken to bolster the Council's response to any future flooding incidents
 - Remedial works undertaken by the Council and partnership organisations to date to reduce the likelihood and impact of further flooding
 - The "Section 19" report analysing the reasons for the flooding in November 2019 and what is required to address underlying issues to prevent future flooding events of the severity experienced by Doncaster people at that time.
- 1.2 The COVID emergency has caused delay with recovery activities but nevertheless a significant amount has been achieved. This provides a foundation for further activity being carried out before the winter.
- 1.3 Flooding in the winter of 2019-20 had a significant effect on a number of areas but none more so than Doncaster. Flooding in our Borough was brought to national attention as a sizeable and escalating risk for many people and communities. The strong connection with global climate change and the need for an environment strategy also became clear. Doncaster's Climate and Biodiversity Emergency Commission has recommended a clear focus on the importance of improving climate adaption and resilience across the Borough to address the significant impacts of flooding.
- 1.4 In July the government published its long-term plan for flood management ([here](#)) and described its commitment to funding:
- £5.2 billion to create around 2,000 new flood and coastal defences to better protect 336,000 properties in England by 2027

- £200 million for innovative projects such as sustainable drainage systems and nature-based solutions like temporary or permanent water storage areas which also boost wildlife (of which £50 million earmarked for Yorkshire and Humber)
- Up to £170 million to accelerate work on “shovel-ready” flood defence schemes that will begin construction in 2020 or 2021.

1.5 In summary this report is intended to reassure Council Cabinet and Doncaster people on the following points:

- Even in the midst of the COVID emergency the Council has retained focus on individuals and families badly affected by the November 2019 floods and has worked with Doncaster’s communities and a range of local, regional and national partners to help them recover.
- A detailed investigation of the causes of the floods has been carried out in line with the Council’s legal responsibilities. This has been consulted upon with the Environment Agency, Internal Drainage Boards and water companies. It will be shared and discussed with local communities so they understand how last November’s floods occurred at great speed across a complex catchment.
- The investigation has taken time to conclude but the Council and key partners have been working hard in the meantime to make the Borough as safe as possible against adverse weather that might occur this winter and beyond. Measures undertaken are listed in the report and appendices.
- Doncaster is at the forefront of the climate emergency and is particularly vulnerable to longer term flooding that links to changing impacts over time from rainfall, river levels and tides. Addressing these issues sustainably will require significant investment not just in the Borough but across the whole catchment of which we are a part. The Council is working very hard with partners to make the case to national government for the investment to support the improvements that we will need in years to come.

2. EXEMPT REPORT

2.1 This is not an exempt report.

3. RECOMMENDATIONS

3.1 To note Flood Recovery actions that have been undertaken to date and are planned for the next period

3.2 To approve the attached Section 19 report on the causes of the November 2019 floods and necessary mitigations.

3.3 To note the community engagement scheduled in October intended to help Doncaster residents and businesses:

- Understand the cause of last year’s flooding following the investigation carried out
- Are aware of actions undertaken by the Council and partners since November 2019 both to support affected communities and to increase protection against flood risk in time for winter 2020
- Are aware of work undertaken by the Council and partners to ensure that the Borough receives the necessary national investment for major longer-term works that will renew and update flood defences in light of the increasing impact of climate change

4. WHAT DOES THIS MEAN FOR THE CITIZENS OF DONCASTER?

- 4.1 Continued focus on flood recovery is required over the short, medium and long term. In the short term there are a number of Doncaster residents still affected by the November 2019 floods. The upcoming anniversary of the floods is likely to be a difficult time for many. In the medium and long-term the renewal of Doncaster's flood defences is required to mitigate the impact of climate change and to protect Doncaster households and businesses.

5. BACKGROUND

Humanitarian support

- 5.1 1869 households across the Borough were given support and advice in the early weeks after flooding, with 689 of these given "see and solve" help to follow up on specific issues. Households with a range of complex needs have been receiving continuous support from the Council's Community Teams since the flood event, with a small but significant number still requiring this. This is testament to the huge impact that flooding has, particularly on those with wider vulnerabilities.
- 5.2 There has been recent focus on a number of uninsured or underinsured owner-occupied properties whose householders have wider vulnerabilities and therefore have needed a significant amount of support with restoration. This has required painstaking attention. Almost all restoration work is now concluded having been driven by public and private partnership between the Council and locally based firms (Keepmoat Housing, John Hill Associates Ltd, Orchard Training and Education) as well as charitable organisations (notably St Peters Church in Bentley and the South Yorkshire Community Foundation). Local community members have also provided huge input in helping their neighbours recover from incredibly difficult circumstances.
- 5.3 Collaboration with South Yorkshire Community Foundation (SYCF) has largely enabled monies to be received by households most in need and to be focused on required housing restorations. SYCF are planning a third funding round and have asked for DMBC input on this. There is also further work to do with community organisations who received match funding for flood-affected residents to ensure it continues to be used for areas of need and encourage to people to access. There remains a store of donated goods, some of which will be required for restored properties.

Property Flood Resilience

- 5.4 Under the Property Flood Resilience (PFR) scheme, owners of flooded properties can claim up to £5,000 (including VAT) to fund flood resilience and resistance measures at their property. Appropriate measures are identified through a survey at the property and include measures such as replacing doors with flood doors, moving electrical sockets higher up, sealing access points and fitting air brick covers and non-return valves. Overall there are 810 Doncaster properties situated in 16 wards believed to be eligible for the PFR scheme operated by DEFRA. 360 of these are in Bentley and 192 in Norton & Askern. The next highest numbers are 50 in Roman Ridge, 42 in Wheatley & Intake and 41 in Conisbrough.
- 5.6 Survey work has been commissioned from RAB to determine how many areas could benefit from a community scheme incorporating a number of properties to increase

collective resilience. Feasibility is being explored for three Bentley schemes, two Fishlake schemes and a scheme in Conisbrough. There is currently detailed focus on the Willow Bridge Caravan Park to firm up PFR measures and explore potential issues like planning consent.

- 5.7 The Council is working to raise awareness with homes and businesses that could benefit from claiming the grant and using the funding to adapt their properties. Letters are now being sent to properties that have not claimed to encourage maximum take-up within the window that the scheme is open. Take-up continues to grow.

Household and Business Insurance

- 5.8 DMBC have participated in survey work undertaken by DEFRA and have represented the perspectives of Doncaster people, using examples of significant insurance difficulties. DEFRA have used two approaches: a quantitative survey and more in-depth qualitative interviews. Further to this the Government has just announced specific changes to the Flood Re scheme that are subject to consultation. They are intended to improve the efficiency and effectiveness of the Flood Re scheme and encourage greater uptake of Property Flood Resilience among households at high risk of flooding. Measures include:
- The ability for Flood Re to offer discounted premiums to households that have fitted property flood resilience measures, such as airbrick covers or non-return valves.
 - Permitting the payment of claims to include an additional amount to build back better, in a more flood resilient way.
 - Speeding up resilient homes through working with Flood Re and the insurance industry to explore whether it would be beneficial for insurers to share more information with customers about their flood risk– encouraging everyone to take responsibility to encourage greater uptake.
 - Exploring whether there is more that the Flood Re scheme could do to accelerate uptake of Property Flood Resilience, including whether the scheme's currently available funding could contribute.
 - Technical changes to enable Flood Re to amend the amount of levy raised from UK insurers and the maximum amount that Flood Re are liable to pay out each financial year to deliver better value for money.
- 5.9 Access to sufficient and affordable insurance is essential for Doncaster's households and businesses. The Council will engage in consultation on the above proposals and publicise insurance options in further engagement with Doncaster communities.

Future Flood Response

- 5.10 Doncaster's multi agency flood plan has been reviewed by the Flood Risk and Emergency Planning teams. Strategic and operational actions are summarised below that incorporate learning from last November's floods.
- 5.11 There will be an increase in the number of community flood wardens along key areas of the Don catchment. For example, following the community engagement meetings that took place earlier in the year, the Emergency Planning team had several enquiries from interested residents to sign up to the flood warden scheme in Town End and Sykehouse. These enquiries have been followed up and expansion of the flood wardens scheme is being progressed with the Environment Agency. The EA have also developed online training for registered Flood Wardens which began on Wednesday 23rd September and will take place every Wednesday evening for five consecutive weeks.

- 5.12 The Flood Risk Team are being doubled in size (via the addition of 6 full time staff) to ensure that, alongside responding robustly to any future flooding events, they can also pursue the specification and funding of new flood protection schemes that will benefit Doncaster people in the future.
- 5.13 During late January and the majority of February 2020, the Flood Risk Team supported by Highway Operations coordinated a monitoring regime to capture river level data for comparison with the telemetry data published via the Environment Agency's website. Over the five occasions the teams mobilised in 2020, all data collected aligned with the data captured by the EA's telemetry. With the EA's data proving to be consistent there are no immediate plans for the flood risk team to implement our own telemetry alongside the existing EA apparatus. However, improvements in the way the data is recorded and presented for Doncaster's wider catchment can be achieved and the team are working on a scheme to compliment the EA's data with our own telemetry data (Tickhill & Conisbrough) via geographical mapping (GIS). This presentation of data will provide a better "full picture" approach for decision making during future severe weather events.
- 5.14 Other key improvements include:
- The Emergency Planning rota has been expanded to include more experienced Forward Liaison Officers (FLOs) who have been issued with full personal protective equipment. This has added extra resilience to the rota.
 - Sandbags will be deployed more quickly via a plan that details where they will be deployed based on weather and flood warnings. An additional 20,000 sandbags are in stock from two separate suppliers to increase resilience.
 - All key roads that could flood have dry diversion routes pre-planned to enable residents to move around the borough.
 - Nominated points of contact for Adult Social Care have been identified which will enable work with Emergency Planning to enhance plans and arrangements for Rest Centres, Crisis Support, Staff Training and access to social care information in emergencies to be carried out.

Progress on short and medium term remedial works

- 5.15 Following November's floods the Flood Risk team developed a plan for remedial works to focus resources on recovery and future flood mitigation. This plan was based initially on intelligence gathered to quickly gauge the scale of damage caused by the floods and to identify areas of risk requiring further investigation. Further intelligence gathered through stage one of the section 19 investigations will also influence the team's priorities around future flood mitigation works on the medium to long-term plan.
- 5.16 Key work being carried out is as follows:
- Culvert Replacement Programme - Replacing 101 culverts, funding secured for a 5 year period, year one designs currently in progress
 - Gully Cleansing - 5 extra tankers contracted for 3 months to catch up with the cyclic program, the cleansing of over 40,000 gullies is now complete and the cleansing programme is back on track
 - Routine Cleansing and Repair Works – ongoing various areas in Doncaster including root cutting works, collapses and blockages
 - Critical List Routine Maintenance - Prior to bad weather forecasts the critical infrastructure list of over 100 assets, is checked and cleansed to reduce the risk of localised flooding, this action has taken place approximately 15 times since November's severe weather event.

- 5.17 DMBC have carried out over £800K in works in locations across the borough, combined with £250K in highways maintenance works carried out as a direct consequence of November's severe weather event. A full progress list of drainage recovery works can be found in Appendices 1 to 4.
- 5.18 The renewal and recovery of flood protection in the Borough will require considerable external investment. Medium term plan bids have been submitted to the Environment Agency for approval including funding for flood mitigation schemes in Bentley, Scawthorpe, Intake, Fishlake, Tickhill and Conisbrough. Bids were also made through the Sheffield City Region to assist with funding the medium term and long term flood mitigation proposals in the areas worst affected by November's floods. Funding bids have been submitted in the region of £25m for schemes with a total cost of potentially over £50 million. The short fall is intended to be met via Sheffield City Region (growth funding and project development funding), local levy and private and public investment. The schemes that are dependent on external funding to progress are listed for each locality area in Appendices 1 to 4.
- 5.19 Natural Flood Management schemes are being reviewed in both Conisbrough and Tickhill as the watercourses in these two areas have the potential to quickly flood due to their topography and catchment size. Funding applications have been approved by the Environment Agency for hydraulic modelling and feasibility studies to assess suitable areas for attenuation on their respective upper catchments, with further funding applications submitted for the physical construction. The feasibility and hydraulic modelling will be carried out over the next few months with the funding for construction expected in April 2021.
- 5.20 A whole catchment approach is being undertaken via both the Sheffield City Region and through the South Yorkshire Flood Partnership, focusing on collaboration around hard engineering proposals and nature based solutions. DMBC is well represented on both groups. In addition the Yorkshire Regional Flood and Coastal Committee environmental sub group is investigating a source to sea approach, evaluating a package of Natural Flood Management and hard engineering options.

Section 19 investigation

- 5.21 Following the widespread and serious flooding in England during June and July 2007, an independent review was carried out. Following this the Flood and Water Management Act was implemented and Councils took on additional duties as Lead Local Flood Authorities. The Council as a Lead Local Flood Authority must prepare and maintain a flood risk management strategy. The Council has a duty to investigate (under Section 19 of the Floods and Water Management Act 2010) on becoming aware of a flood in its area.
- 5.22 The scope of the investigation should cover:
- a. Which risk management authorities have relevant flood risk management functions, and
 - b. Whether each of those risk management authorities has exercised, or is proposing to exercise, those functions in response to the flood
- 5.23 The Council is required to:
- a. Publish the results of its investigation, and
 - b. Notify any relevant risk management authorities

- 5.24 The Council has commissioned a consultant to carry out the investigation and Appendix Five contains the full draft report. The report covers flooding in Bentley, Fishlake, Tickhill, Conisbrough, Scawthorpe, Clay Lane, Intake and Warmsworth.
- 5.25 Council officers have engaged with key partners with flood management responsibilities: the Environment Agency, Internal Drainage Boards, Highway Authorities and Water Companies to produce a final version of the Section 19 report. This avoids any subsequent confusion or contradiction that would delay or compromise further actions to support Doncaster people.
- 5.26 Following Council Cabinet, community engagement will take place with involved parties, including local residents and businesses. Ward Councillors play an absolutely crucial role and will be fully included in engagement. Engagement formats and approaches will be developed that avoid jargon and enable understanding. Engagement will take place during October 2020 with the intention of being concluded before the anniversary of the floods, a time that will be traumatic for many. Engagement will need to be mindful of continued Covid 19 circulation in Doncaster communities.
- 5.27 The Section 19 report and the publicity it will bring should provide a strong opportunity to engage with both regional authorities and national government on the financial and wider support that Doncaster will need to fully implement improvements. Even with funding secured it should be noted that considerable time and energy will be required on implementation activity, for example feasibility studies, modelling, detailed design works and procurement of contractors. The Council and its partners will be required to work at scale and pace for a significant period of time to deliver the comprehensive works required.

6. OPTIONS CONSIDERED

- 6.1 The Council is required to carry out a Section 19 investigation following a flooding event but has discretion in terms of the depth of investigation undertaken and the degree of follow up. The Council could have chosen to carry out a relatively limited investigation without detailed follow up.

7. REASONS FOR RECOMMENDED OPTION

- 7.1 The option set out in 6.1 is not recommended. The recommended approach has been to commission a detailed report and to follow up accordingly in order to provide the best opportunity to address future flood protection risks in the Borough, including by strongly advocating Doncaster's needs as part of a whole catchment approach to regional and national authorities.

8. IMPACT ON THE COUNCIL'S KEY OUTCOMES

	Outcomes	Implications
1.	<p>Doncaster Working: Our vision is for more people to be able to pursue their ambitions through work that gives them and Doncaster a brighter and prosperous future;</p> <ul style="list-style-type: none"> • Better access to good fulfilling work • Doncaster businesses are supported to flourish 	<p>Flood recovery and renewal is vital for the continuing operation and confidence of Doncaster businesses, and for the future economic prospects of Doncaster employees</p>

	<ul style="list-style-type: none"> • Inward Investment 	
2.	<p>Doncaster Living: Our vision is for Doncaster's people to live in a borough that is vibrant and full of opportunity, where people enjoy spending time;</p> <ul style="list-style-type: none"> • The town centres are the beating heart of Doncaster • More people can live in a good quality, affordable home • Healthy and Vibrant Communities through Physical Activity and Sport • Everyone takes responsibility for keeping Doncaster Clean • Building on our cultural, artistic and sporting heritage 	<p>Flood recovery and renewal are essential not only for the security of Doncaster housing but also the accessibility of communal spaces. There is also a very strong connection with wider work to improve environmental sustainability in locally addressing climate change.</p>
3.	<p>Doncaster Learning: Our vision is for learning that prepares all children, young people and adults for a life that is fulfilling;</p> <ul style="list-style-type: none"> • Every child has life-changing learning experiences within and beyond school • Many more great teachers work in Doncaster Schools that are good or better • Learning in Doncaster prepares young people for the world of work 	<p>Flood recovery and renewal is essential to make our Borough fit for future generations</p>
4.	<p>Doncaster Caring: Our vision is for a borough that cares together for its most vulnerable residents;</p> <ul style="list-style-type: none"> • Children have the best start in life • Vulnerable families and individuals have support from someone they trust • Older people can live well and independently in their own homes 	<p>The floods of November 2019 had a disproportionate impact on some of Doncaster's most vulnerable families and individuals. Some still need support with continued recovery and all need future security from renewal of Doncaster's flood defences</p>
5.	<p>Connected Council:</p> <ul style="list-style-type: none"> • A modern, efficient and flexible workforce • Modern, accessible customer interactions • Operating within our resources and delivering value for money • A co-ordinated, whole person, whole life focus on the needs and aspirations of residents • Building community and self-reliance by connecting community assets and strengths • Working with our partners and residents to provide effective leadership and governance 	<p>Continued flood recovery and renewal will not be effective unless the Council connects with local communities, but also operates in a joined up way itself. The scope of recovery set out within this report has required intensive involvement from teams across every Directorate, and partnership engagement from each with a large number of local, regional and national organisations.</p>

9. RISKS AND ASSUMPTIONS

9.1 Risks and assumptions are picked up in the main body of the report.

10. LEGAL IMPLICATIONS [Officer SF Initials Date 09.09.20]

10.1 The Council has a number of powers and duties in relation to the matters considered within this report, including the requirements specified within Section 19 of the Floods and Water Management Act 2010. Further specific legal advice can be provided as required as these matters develop

11. FINANCIAL IMPLICATIONS [Officer Initials CA Date 08.09.20]

11.1 As this is an update report on activity undertaken so far, there are no direct financial implications as a result of the recommendations. External funding is still to be approved for the works listed as future proposed flood alleviation schemes (Appendices 1-4).

12. HUMAN RESOURCES IMPLICATIONS [Officer Initials AT Date 09.09.20]

12.1 There are no Human Resources implications.

13 TECHNOLOGY IMPLICATIONS [Officer PW Initials Date 09.09.20]

13.1 There are no specific technology implications in relation to this report. A case management system has been developed in house by the Digital Solutions team to assist in the management of the Property Flood Resilience Scheme and any future flood response.

14 HEALTH IMPLICATIONS [Officer Initials RS Date 08.09.20]

14.1 Flooding has a significant impact on public health. The November floods generated a number of physical risks for people, from the life-and-limb risk of the incident itself to the contamination risks that attended the clean-up work. These risks were exacerbated by financial hardship, and by the considerable impact on the emotional wellbeing of affected people, families and communities. The above implications were compounded for people who were already vulnerable.

14.2 Therefore continued focus on flood recovery, and in particular pursuing future flood protection to minimise the risks of significant future flooding are essential in securing health and wellbeing of Doncaster people.

15 EQUALITY IMPLICATIONS [Officer initials PH Date 08.09.20]

15.1 Flooding in Doncaster has severely affected people from a range of communities, ages and backgrounds. However long-term impacts are exacerbated by pre-existing disadvantages, for example health problems, isolation and poverty. A strong focus on continued flood recovery and renewal in Doncaster by its very nature seeks to protect our most vulnerable populations from the disproportionate impact of future flooding on their wellbeing and life chances.

16 CONSULTATION

16.1 All aspects of flood recovery activity will require continued engagement with local communities and wider stakeholders. The report already outlines how this must proceed with regard to the Section 19 investigation which will provide the foundation for future dialogue on all flood-related matters.

17 BACKGROUND PAPERS

- 17.1 Appendix One: Central Area Flood Works
- Appendix Two: North Area Flood Works
- Appendix Three: South Area Flood Works
- Appendix Four: East Area Flood Works
- Appendix Five: Section 19 Report

18 REPORT AUTHOR & CONTRIBUTORS

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Flood Recovery Works Central Locality

Recovery and Remedial Works Completed.

Doncaster Council

Westminster Crescent, Intake – Cleansed gullies and connections, minor remedial works to surface water system.

Jefferson Avenue, Clay Lane – Cleansed gullies and connections, minor remedial works to surface water system.

Bawtry Road, Bessacarr – Installation of additional surface water attenuation, repair gully and connection pipe.

Thorne Road, Wheatley Hills – Excavate and reinstall drainage channels

Yorkshire Water

Non- return valves have been installed at Dodge Dyke and on the River Don outfall. Including the removal of a wooden pallet at Jefferson Ave.

Detailed Modelling and design has been carried out at the Clay Lane area.

Scheduled Recovery / Remedial Works

Doncaster Council

Westminster Crescent, Intake – PFR Installation to 13 properties currently awaiting installation.

Yorkshire Water

No scheduled recovery works to date.

Future Proposed Flood Alleviation Schemes

Doncaster Council

Jefferson Avenue, Clay Lane – Expanding the capacity of existing drainage attenuation currently awaiting funding authorisation.

Yorkshire Water

Westminster Crescent, Intake – Awaiting funding approval for improvement works to Pumping stations and surface water system.

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Flood Recovery Works North Locality

Recovery and Remedial Works Completed.

Doncaster Council

Doncaster Road, Pickburn – De-silting of Culvert

Melton Road, Sprotbrough – Gully and Pipework Installation

Adwick Park, Adwick – Drainage Installation

Clayton Pond, Clayton – Pipework Repair and new pipework installation

Stocksbridge Lane, Bentley – New Drainage Installation

Borough Wide – Telemetry Check and Installation

Borough Wide – Grips dug into verge and inlet kerbs installed

Crabgate Lane, Skellow – Water ingress onto highway enforcement

Environment Agency

At many locations, EA have put temporary defences and contingency arrangements in place for all of the identified issues and will continue to inspect the temporary defences regularly until the permanent repairs are complete, and in advance of forecast high river levels.

Internal Drainage Boards (Danum Only)

Flood Risk Asset Management – Development of new asset management system and new maintenance plans

Scheduled Recovery / Remedial Works

Doncaster Council

Station Road, Askern – Renew Blocked Gully (Completed)

Caenarvon Drive, Barnburgh – Gully and pipework installation (Completed)

Daw Lane, Bentley – PFR Installation to 19 Properties

Beaumont Avenue, Woodlands – New PLR required due to surface water issues (Currently out for tender)

Moorhouse Lane, Moorhouse – Installation of New Pipework to relieve carriageway flooding

Internal Drainage Boards (Danum)

Real time monitoring and control – Install new telemetry on 85 pumping stations in area

Environment Agency

Downs stream St George's Bridge/Willow Bridge. Repairs as required. Estimated Completion spring 2021 but will be winter ready by end of October 2020

Right bank River Don - Asset to be surveyed to identify exact locations of low spots and repairs made to the embankment structure as required. Estimated completion Autumn/Winter 2020

Bentley Common Junction - Damage to embankment, overtopping scour, erosion. Asset to be surveyed to identify exact locations of low spots and scour. Repair embankment structure where required. Estimated completion spring 2020 but will be winter ready by end of October 2020

Downstream Rail line and opposite Mile Thorn Sidings - Damage to embankment, overtopping scour, erosion. Asset to be surveyed to identify exact locations of low spots and scour. Repair embankment structure as required. Estimated completion spring 2020 but will be winter ready by end of October 2020

Mile Thorn Sidings - Damage to embankment, historically not cleared due to access issues with third party. Asset to be cleared of vegetation, surveyed to identify exact locations of low spots and damage. Repair embankment structure as required. Estimated Completion autumn/winter 2020

River Don, downstream railway line, Doncaster - Scoured section of embankment to be cleared and repaired as required. Estimated completion spring 2020 but will be winter ready by end of October 2020.

Environment Agency (continued)

Floodwall adjacent to Volkswagen dealership, Doncaster - Damage to wall, overtopping and scouring. Wall to be inspected and damaged sections repaired. Estimated completion spring 2020 but will be winter ready by end of October 2020.

Floodwall, downstream of Arksey crossing - Damage to wall, overtopping, and scouring. Wall to be inspected and damaged sections repaired as required. Estimated completion spring 2020 but will be winter ready by end of October 2020.

Foreshore Slip, right bank River Don - Damage to the embankment, slippage of foreshore on draw down. Areas of slips to be stabilised/reinforced where possible. Estimated completion autumn/winter 2020

Grumble Hirst low spot - Low spot damage identified on the embankment during flooding, exacerbated by overtopping and cattle poaching. Survey extent of low spot. Strip back embankment and repair as required. Estimated completion autumn/winter 2020

Bentley Barrier Bank at Fowler Bridge Road (Ings Road) - Asset to be surveyed to identify exact locations of low spots along the embankment. Repair structure as required. Estimated completion autumn/winter 2020 via Bentley PS Refurbishment Scheme.

Low spot, Mile Thorn Sidings - Asset to be surveyed to identify exact locations of low spots along the embankment. Repair structure as required. Estimated completion autumn/winter 2020

Low spot, right bank River Don - Damage to the embankment, low spot, overtopping. Asset to be surveyed to identify exact locations of low spots. Repair structure as required. Estimated completion autumn/winter 2020

Right bank St Marys Bridge, Doncaster - Damage to embankment, overtopping scour, erosion. Asset to be surveyed to identify exact locations of low spots and scour. Repair structure as required. Estimated completion autumn/winter 2020

Rear of Frank Road to downstream of Conyers Road - Damage to the embankment, caused during incident and/or public activities. Repair Structure as required. Estimated completion spring 2021 but will be winter ready by end of October 2020.

River Don, opposite outfall of Bentley Ings Drain - Damage to embankment, overtopping, scour, erosion. Asset to be surveyed to identify exact locations of low spots and scour. Repair structure as required. Estimated completion spring 2021 but will be winter ready by end of October 2020.

Slip into canal, right bank River Don - Damage to the embankment, to be stabilised/reinforced where possible. Estimated completion autumn/winter 2020

Environment Agency (continued 2)

Three Horse Shoes Public House, Doncaster - Damage to wall to be investigated and structural assessment carried out to inform repair. Estimated completion spring 2021 but will be winter ready by end of October 2020.

Wheatley Hills Embankment - Erosion/scour caused by overtopping, potential low spot. Asset to be surveyed to identify exact locations of low spots and scour. Repair embankment structure as required. Estimated completion autumn/winter 2020

White Cross Siphon, Left bank embankment - Damage to the embankment caused by seepage and overtopping. Asset to be surveyed to identify exact locations of low spots. Repair embankment structure as required. Estimated completion spring 2021 but will be winter ready by end of October 2020.

River Don, opposite outfall of Bentley Ings Drain - Damage to embankment, overtopping, scour, erosion. Asset to be surveyed to identify exact locations of low spots and scour. Repair embankment structure as required. Estimated completion spring 2021 but will be winter ready by end of October 2020.

Skellow Piles - heavy veg maintenance. Extensive vegetation requires clearing to ascertain actual damage to wall. Estimated completion winter 2020

EA Beck de-silting (Skellow Piles section) - Conveyance issue identified during event - leading to premature overtopping. Channel to be surveyed to identify areas that may require de-silting. Estimated completion winter 2020.

EA Beck Triangle Railway tie-in low spots - Damage to the embankment caused by scouring around interaction with railway structures. Embankments to be raised and tied-in. estimated completion autumn/winter 2020.

Mile Thorn Bank Slip Repairs, River Don - Damage to the embankment, slippage of foreshore. Areas of slips to be stabilised/reinforced where possible. Estimated completion autumn/winter 2020

Kirk Sandall, Long Sandall Ings - Bank is critical part of defences for central Doncaster, if breached, water enters canal system with direct route to many properties. Detailed survey of sheet pile wall required to inform any repair requirement. Estimated completion spring 2021 but will be winter ready by end of October 2020.

Slip/Erosion, Ea Beck - Areas of slips to be stabilised/reinforced where possible. Estimated completion autumn/winter 2020

Kirk Sandall Sheet piles - Detailed survey of sheet pile wall required to inform any repair requirement. Estimated completion spring 2021 but will be winter ready by end of October 2020.

Bentley Ings Pumping Station Resilience Improvements - Range of measures identified during event. On site, being delivered by BIPS capital project. Estimated completion autumn winter 2020

Tilts Moat Farm Seepage - Embankment shown to leak during high waters around road bridge. Works to address leakages. Estimated completion autumn/winter 2020

Future Proposed Flood Alleviation Schemes

Doncaster Council

Hunt Lane, Bentley – PFR and raised defences on River Don

Frank Road, Bentley – Surveys and modelling of 250 properties

Winchester Way, Scawthorpe – Create more attenuation

River Don – Modelling Catchment

Doncaster Road, High Melton – Replace Highway Drainage

Environment Agency

Wheatley Park Embankment Refurbishment – strategic outline case started, estimated completion 2029/2030

St Mary's Bridge Wall Refurbishments – strategic outline case started, estimated completion 2024/2025

Don Catchment Regulators – estimated completion 2022/2023

Dearne Washlands Optimisation Works - appraisal work started, estimated completion 2025/2026

Wilder Waterways in Lower Don – appraisal work started, estimated completion 2024

Upper Don Source to Sea - Nature Based Solutions Programme - appraisal work started, estimated completion 2025/2026

Middle Don Source to Sea – Nature Based Solutions Programme – appraisal work started, estimated completion 2027

Lower Don Source to Sea – Nature Based Solutions Programme – appraisal work started, estimated completion 2031

Severn Trent Water

Holywell Crescent Braithwell – Flood Alleviation Scheme (Ongoing)

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Flood Recovery Works South Locality

Recovery and Remedial Works Completed.

Doncaster Council

De-silting of Watercourses – Tickhill (Stoney Lane, Paper Mill Dyke, Sunderland Street), Austerfield (High Street), Stainton (Holme Hall Lane), Braithwell (Holywell Lane).

Paper Mill Dyke – Tickhill - Nut Block and Sensor installed for sluice gate

Paper Mill Dyke – Tickhill – Non Return Valves installed

Wadworth Bar Culvert – Culvert repaired

Rushley Close, Auckley – Drainage Repair

Wentworth Court, Bawtry – Raised Bank and Non-return valves installed

Warmsworth Roundabout – Gully and Pipework installation

Clifton Hill, Conisbrough – New Drainage Installation

Borough Wide – Telemetry Check and Installation

Sunderland Street, Tickhill – Clear trash screen

Borough Wide – Grips dug into verges and inlet kerbs installed

Pembridge Park Auckley – Ordinary Watercourse Enforcement

Bawtry, Doncaster – Ordinary watercourse enforcement

Park crescent, Warmsworth – Flooding from 3rd Party land

Holywell Lane Braithwell – Lining of surface water sewer, ditch of watercourse and additional assets.

Newington Lane, Austerfield – De-silting of watercourse, trash screen design in progress

Holme Hall Lane, Stainton – Repair of gully and pipework

Crow Tree Lane, Adwick on Dearne – Pipework repair and new pipework installation.

Harlington Road, Adwick on Dearne – Dyke Installation and gully connection.

Hound Hill Lane, Mexborough – New drainage installed.

Harlington Road, Adwick on Dearne – Water ingress onto highway enforcement

Severn Trent Water

Birchwood Terrace, Braithwell – Pumping station refurbishment

Environment Agency

Hexthorpe Reservoir embankment - Damage to embankment. Field team completed repairs

Scheduled Recovery / Remedial Works

Doncaster Council

Water Lane, Tickhill – De-silting of watercourse (Tree and Ecology Surveys in progress)

The Green, Auckley – Drainage Installation

Workshop Road, Tickhill – Reset Gully and frame

Queens Crescent, Edlington – Camera works for installation of drainage

Denaby Lane, Denaby Main – Add storage to stop carriageway flooding

Severn Trent Water

Braithwell Treatment Works – Modelling flow data to understand infiltration & capacity

Holywell Crescent, Braithwell – PFR products being installed NRV's, surface separators etc.

Holywell Crescent, Braithwell - Modelling flow data to understand infiltration & capacity sensors installed July 2020 data being analysed.

Peakes Croft, Bawtry – Sewer Cleansing

Town Gate, Bawtry – Sewer Cleansing linked to Peakes croft. Served by combined sewers so investigation ongoing.

Environment Agency

Newton Farm floodwall - Cracks in wall to be investigated, and where required wall to be repaired. Estimated completion spring 2021 but will be winter ready by end of October 2020

Old Denaby Washland Outfall structure repairs - Damage to washland outfall structure and adjacent assets. Immediate repairs completed by field team in June. Supplier to effect permanent repairs. Estimated completion spring 2021 but will be winter ready by end of October 2020

Pastures Road Embankment and pumping station access - Damage to embankment and access track, from emergency pump deployment. Repair where necessary. Estimated completion spring 2021 but will be winter ready by end of October 2020

Sprotborough floodwall, Boat Inn public house - Significant damage to wall. Estimated completion spring 2021 but will be winter ready by end of October 2020

Maintenance work to remove silt along the length of Kearsley Brook is being planned by DMBC and the EA. Work is ongoing to permit the works and source funding. In addition to improving the flow of water, this will also aim to reduce the risk of blockage under the bridge at Burcroft Hill.

Future Proposed Flood Alleviation Schemes

Doncaster Council

Burcroft Hill/Dufton Close, Conisbrough – Flood defence wall/gates and further drainage works

Sycamore crescent, Bawtry – Positive Drainage System

Pastures Road, Denaby – Increase attenuation using washlands

NFM Scheme Tickhill – Creating upstream storage

NFM Scheme, Conisbrough – Creating upstream storage

River Don – Modelling Catchment

Main Street, Auckley – Modelling for extra attenuation

Ruddle Dyke, Stainton – Upstream storage

Church Lane, Bawtry – Trenchless design to connect severed highway drainage

Idle and Went River – Modelling required

First Avenue, Auckley – Re-design Highway

Environment Agency

Wheatley Park Embankment Refurbishment – strategic outline case started, estimated completion 2029/2030

St Mary's Bridge Wall Refurbishments – strategic outline case started , estimated completion 2024/2025

Don Catchment Regulators – estimated completion 2022/2023

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Flood Recovery Works East Locality

Recovery and Remedial Works Completed.

Doncaster Council

Pinfold Gardens, Fishlake – De-Silting of watercourse

Thorpe Lane, Thorpe in Balne – De-Silting of watercourse

Plumtree Hill Lane, Fishlake – De-Silting of watercourse

Pinfold Lane Fishlake – Cleansing of watercourse after oil spill

Chapel Lane, Sykehouse – Pipe Jacking for new installation of pipework

Borough Wide – Telemetry Check and Installation

Borough Wide – Grips dug in verges and inlet kerbs

Plantation Road, Thorne – PFR installed to 1 property

Environment Agency

At many locations, EA have put temporary defences and contingency arrangements in place for all of the identified issues and will continue to inspect the temporary defences regularly until the permanent repairs are complete, and in advance of forecast high river levels.

Scheduled Recovery / Remedial Works

Doncaster Council

Hawkhouse Green Lane, Moss – Installation of Drainage Assets

Moor Lane, Kirk Sandall – De-Silting of watercourse

Cheviot Close, Thorne – Pumping Station Installation

Mulberry Avenue, Moorends – New drainage installation

Fieldside, Edenthorpe – PFR Installation to 18 Properties

Broad Lane, Sykehouse – PFR Installation to 2 Properties

Internal Drainage Boards (Danum)

Real Time Monitoring & Control – New telemetry and SCADA system to 85 Pumping Stations across boundary.

Washland Reservoir Management – ‘Daylight’ Taining drain to compliment the EA works to raise fishlake barrier.

Clay Dyke – Feasibility works to determine improvements required.

Humber Head Levels Capital Maintenance Strategy – Hydro-Economic modelling of Humber head levels to support RMA schemes going forward.

Environment Agency

Fishlake Barrier Bank - A full detailed survey of the embankment is required to ensure a consistent standard of protection (SOP) is delivered across the whole length. Identified low spots and or areas of deficient bank are to be rebuilt to modern standards.
Estimated Completion spring 2021

Fishlake Nab floodwall and embankment repairs - Entire length of known areas of seepage to have cut-off installed within existing embankment. Estimated Completion spring 2021

Fishlake Stop logs - Stop log structure(s) need replacing with passive structure(s) x 3.
Estimated Completion spring 2021

Sour Lane outfall, Fishlake - Tidal doors broken and silted up, full inspection and repairs required. Estimated Completion winter 2020

Environment Agency (continued)

Stainforth Huddle Erosion - Slips on foreshore along defence line investigation required into damage extent, repair damage utilising most appropriate measures as prescribed by investigation. Estimated Completion spring 2021

Stainforth Huddle Sheet Piles - Investigation required into damage extent, repair damaged embankments utilising most appropriate measures as prescribed by investigation. Estimated Completion spring 2021

Stainforth to Thorne depot embankment - Asset to be surveyed to identify exact locations of low spots and scour. Strip topsoil and regrade where required, using cohesive material and topsoil, seed. Estimated Completion spring 2021

Taining Drain culvert - Outfall failed to operate as required during event. Scope to be confirmed following detailed surveys. Estimated Completion spring 2020

Taining Drain, left bank - Asset to be surveyed to identify exact locations of low spots. Strip topsoil and regrade where required, using cohesive material and topsoil, seed. Estimated Completion winter 2020

Taining Drain, outfall sluice - Clear debris from around structure. Make good scour damage to adjacent tie-in defences. Estimated Completion spring 2021

Taining Drain, pump scours - Erosion on embankment from pumping operations to evacuate water. Estimated Completion spring 2021

Taining Drain - silt clearance and repairs. Estimated Completion spring 2021

Blackshaw Clough Tidal Doors - Estimated Completion autumn 2020

Kirk Bramwith Bridge defence repairs - Erosion on embankment, scour around bridge structure. Estimated Completion autumn 2020

Kirk Bramwith Bridge defence repairs - Erosion on embankment, evidence of minor overtopping. Estimated Completion autumn 2020

Kirk Bramwith New Cut - Erosion/low section (upstream Stainforth Bridge). Estimated Completion autumn 2020

Right Bank, downstream Kirk Bramwith Aquaduct - Low spot in embankment. Estimated Completion autumn 2020

Right Bank, downstream Kirk Bramwith Aquaduct 2 - Low spot in embankment approximately 160m further downstream. Estimated Completion autumn 2020

Stainforth, Don Old Course penstocks - Full inspection and repairs to penstock/doors required. Estimated Completion autumn 2020

EA Beck outfall - low spots. Estimated Completion spring 2020

Environment Agency (continued 2)

Bank House Farm seepage - Seepage through embankment noted at several locations. Exact locations of seepage to be investigated through intrusive means and 'cut-off' measures installed. Estimated autumn 2020

Topham Farm Green, Topham (Sykehouse Barrier Bank) - Erosion and low spot on Sykehouse embankment. Asset to be surveyed to identify exact locations of low spots. Strip topsoil and regrade where required, using cohesive material and topsoil, seed. Estimated Completion autumn 2020

Embankments adjacent to Soak Dike Sluice - Reports of leakage through embankment during flood event. Identify locations and implement repairs to cut off any flow routes through defence. Estimated Completion autumn 2020

Ivy House Farm Floodwall - Investigate wall condition (structural), replacement of seals where required. Estimated Completion autumn 2020

Post holes River Don foreshore, Ivy House Farm - Erosion on embankment, flood waters scoured around post holes left unfilled from removal of historic fence line. Locate and backfill all post holes with cohesive material, ensuring compaction, topsoil and seed. Estimated Completion autumn 2020

Selby Rd Piles - Inspection of sheet piles required to confirm integrity, reveal spot repairs where needed. Estimated Completion autumn 2020

Soak Dike Sluice - Inspect and replace broken parts to ensure future operability. Estimated Completion autumn 2020

Sykehouse barrier bank repairs - Confirm low spot extent through survey, strip topsoil and rebuild bank to required height with cohesive material, topsoil and reseed. Estimated Completion autumn 2020

Topham Ferry Farm - embankment to rear (Sykehouse Barrier Bank). Asset to be surveyed to identify exact locations of low spots and scour. Strip topsoil and regrade where required, using cohesive material and topsoil, seed. Estimated completion spring 2021, but will be winter ready by autumn 2020

Vacuna - Infrastructure improvements needed to continue providing protection to property. Estimated completion spring 2021, but will be winter ready by autumn 2020

Went Confluence access/penstock/flap valve repair - Erosion on access track, crucial for asset operation, tidal doors damaged. Estimated Completion autumn 2020

Went End emergency pump infrastructure - Resilience measure to enable temporary pumping to be deployed easier. Include for repairs to embankment caused by deployment during incident. Estimated Completion autumn 2020

Future Proposed Flood Alleviation Schemes

Doncaster Council

Fishlake – Raised Defences and increase standard of protection from bank.

River Don – Modelling Catchment

River Went – Modelling Required

Internal Drainage Boards (Danum)

Lake Outfall Pumping Station – Capital Maintenance scheme to refurbish or replace pumping station.

Town Drain Pumping Station - Capital Maintenance scheme to refurbish or replace pumping station.

Environment Agency

Taining Drain Outfall, Fishlake – Estimated completion 2030

Fishlake Nab Wall and Embankment Refurbishment – Estimated completion 2026

Kirk Sandall Pumping Station Refurbishment – Appraisal work started, estimated completion 2025

Don Catchment Regulators – appraisal work started, estimated completion 2022/2023

Dearne Washlands Optimisation Works - appraisal work started, estimated completion 2025/2026

Wilder Waterways in Lower Don – appraisal work started, estimated completion 2024

Upper Don Source to Sea - Nature Based Solutions Programme - appraisal work started, estimated completion 2025/2026

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Resilience and
Flood Risk

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Doncaster Council

SECTION 19 FLOOD INVESTIGATION

11th September 2020

Version 2.0

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Revision History

Version	Date	Amendments	Issued to
1.0draft	16.07.2020	Draft - First Issue	Doncaster Council
1.0	17.08.2020	Full Version – First Issue	Doncaster Council
2.0	11.09.2020	Changes made after review	Doncaster Council

Quality Control

Action	Signature	Date
Prepared	G.M. Wilson / S. Bandali	11.09.2020
Checked	R. Burton / G.M. Wilson	11.09.2020
Approved	R. Burton	11.09.2020

Disclaimer

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Executive Summary

Major flooding was experienced across the Metropolitan Borough of Doncaster on the 7th to 10th November 2019 on a scale not witnessed since 2007 and not seen for many decades before that. The consequences for residents, businesses and communities were very significant. Almost 800 households were flooded; many residents were evacuated for their safety; extensive road closures were needed; and large numbers of businesses were impacted. Fortunately, no one lost their life or were seriously injured directly as a result of the floods, however the financial and emotional costs of both the immediate impact and longer-term consequences have been huge.

The Met Office report South Yorkshire as the wettest county in autumn 2019, leading up to the flood event, with more than double the average rainfall for the season (425.4mm compared to an average of 208 mm). On 7th November 2019 persistent and intense rainfall fell across many parts of North England arising from a weather front that was stationary across the region from the early hours of Thursday 7th for approximately 24 hours. The most intense band of rain was located over Sheffield, Rotherham and Doncaster, which is where the most devastating impact of flooding was felt. Significant rain had also fallen on the previous week to the flood, on 25th – 26th of October 2019. This was then followed by rainfall accumulations of 51 – 88mm over a 24 hour period on the 7th November, equating to a return period of between 1 to 70 years for a 24 hour duration. Only a moderate rainfall intensity of up to 9.6 mm/hr was recorded. The significance of the event was due to the moderate intensity being maintained for 24 hours.

The rain event on the 7th resulted in high flow rates on the watercourses and flooding along the associated floodplains in Doncaster Borough as that rain made its way through the catchments. The River Don at Doncaster recorded the highest flow rate out of a 43 year record on the 8th November 2019, with an estimated return period of 150 – 250 years. The River Dearne at Adwick recorded the second highest flow rate from a 45 year record, as did the River Went at Walden Stubbs but from a 37 year record. The River Torne at Auckley recorded the highest flow from a 45 year record and EA Beck at Adwick Le Street also recorded the highest water level from a 19 year history.

Flooding of land alongside the River Don occurred at many places throughout Doncaster Borough. Overtopping of the Don riverside embankments occurred at Bentley and at several locations downstream filling the Bentley Flood Corridor flood storage area. Notable flooding from smaller watercourses also occurred at Conisbrough from Kearsley Brook and at Tickhill from Paper Mill Dyke. Elsewhere, watercourses were high limiting the ability of local drainage systems to freely discharge, with surface water flooding occurring at many locations near to small watercourses and dykes.

Given the geographical scale and severity of the November 2019 flood, Doncaster MBC judged that a formal investigation is required in line with Sub-Section 2 of Section 19 of Flood and Water Management Act 2010. While the Act does not specify that the Lead Local Flood Authority must resolve the flooding issue however, in this case, Doncaster MBC will try to identify actions which may reduce likelihood of similar events or identify measures to lessen the impacts. This work provides evidence to help answer the fundamental questions: What were the causes? – Could the impact have been prevented or reduced? – What can we learn to help us for the next time? The work follows a Source-Pathway-Receptor-Consequence model and risk-based approach to assess flooding.

It was identified early on that the local flood causes and mechanisms could be quite different for different areas. It was therefore decided to group individual affected communities together where, even at the outset, the cause / mechanism of flooding was expected to be broadly similar within each grouped community. This means that the flood investigation was undertaken as a set of separate 'sub-



investigations' but produced in parallel so that common themes, interactions between areas, lessons learnt could be shared.

Bentley (South)

The River Don experienced a flood event that exceeded the design standard of the riverside barrier bank. Overtopping occurred at Willow Bridge for approximately 11 hours with flood water travelling north below a railway underpass tunnel and then spreading further north and east filling low-lying land and causing internal flooding to properties at Riviera Parade, Hunt Lane, Yarborough Terrace, through to Frank Road. Flooding at North Bridge Road by the Three Horse Shoes public house also rose high enough to create a flow route from the south end of Hunt Lane near St Mary's roundabout. It is thought that the Don was also overtopping at Newton Farm, flowing along the Bentley Flood Corridor from upstream and crossing Bentley Road via flood arches. For this first stage of the flood event it seemed that flood water from Willow Bridge (and any input from upstream) was able to flow east through the residential area, Swaith Dike and the railway tunnels at the end of Conyers Road and Frank Road into the Bentley Flood Corridor to the east.

In addition to the Bentley Flood Corridor filling from Bentley (South), overtopping of embankments occurred downstream near Arksey Ings on both the 8th and 9th and at Norwood Spillway with Ea Beck filling the Bentley Flood Corridor from the south on the 8th, 9th and 10th. This marks a second stage of the flood event at Bentley (South) when the Bentley Flood Corridor to the east filled to a critical level which then prevented flood water draining east. As the downstream water level rose the flow direction began to reverse, with flood water rising on Swaith Dike and flowing back into Bentley (South) through the rear gardens of Frank Road spreading further south and meeting with flood water from the first stage of flooding. This second stage of flooding affected some properties that had been spared during the first. It was not until late on the 10th or 11th with pumping operations in the Bentley Flood Corridor and local pumping within the affected residential area that flood water on Frank Road finally returned to the river channel.

Bentley (North) / Scawthorpe

North Swaithe Dyke is the main surface water drainage route for these areas, draining south into the Don via Bentley Ings pumping station. With the Bentley Flood Corridor holding water, the ability of this watercourse to drain would have been severely restricted. The Environment Agency deployed temporary pumps near Bentley Ings pumping station to pump North Swaithe Dyke into the Flood Corridor and also into the Don. Nonetheless, the water level in the Dyke rose higher than some upstream residential areas. In addition, a combination of the high downstream water level and prolonged rain on the catchment is expected to have produced a high water level on the Dyke either directly causing flooding to nearby properties or severely limiting the ability of the surface water network to drain. Properties located in lower lying areas close to North Swaithe Dyke or within natural flow routes linked to the Dyke were particularly affected. Once rain had ceased and the water level on North Swaithe Dyke reduced then flooded areas were able to drain down by gravity.

Fishlake

A combination of two major rain events on subsequent weeks produced a major flood on the River Don that first exceeded the design standard of the left Riverside Bank and then subsequently overtopped the secondary Barrier Bank. Significant overtopping of the Riverside Bank started early on the morning of the 8th just upstream and just downstream of Stainforth Bridge. The overtopping extent reduced late in the evening / night-time of the 9th, however some overtopping continued into the 10th. Flood water overtopping the Riverside Bank spread north-east inundating the low-lying agricultural land during the



8th. The flood extent was initially contained by the secondary level of defence, the Barrier Bank, until this was defeated late on the 8th. Flood water then quickly spread east, north and west across the village filling up lower-lying areas and flooding many properties. Flood water continued to spread north and east during the 9th and 10th until most of the village was submerged. Flood inundation was far beyond the capacity of the Sour Lane and Taining drain pumping stations to manage and so a large amount of temporary pumping capacity was brought into the village to expel water over the embankment back into the Don. It was however not until the 18th that the majority of the village was dry. A subsequent post-event survey revealed a large section of the secondary Barrier Bank, at the location where flood water was observed to have entered the village, to be lower than the design standard. Early indications suggest that, had this section of Barrier Bank been at the target crest level, then flood water may have been contained by the Barrier Bank, significantly limiting the extent of flooded properties.

Conisbrough

The major flood event on the River Don caused water to expand beyond the normal containment banks inundating the lower ground in the north part of Conisbrough, flooding properties at Duftons Close and Minneymoor Hill. There are no raised defences protecting the north part of Conisbrough however the area does receive a degree of benefit from flood storage areas within the catchment.

Further south in the town, heavy rain across the Kearsley Brook catchment (south of Conisbrough) on the 7th November caused a fairly rapid response on the brook with flooding on New Hill and Low Road starting late morning on the 7th, subsiding late the same day. Several properties flooded around this location. Kearsley Brook flows through the town in an urbanised setting, passing through many culverts below road and pedestrian crossings. The constriction effect of culverts coupled with space constraints for traditional raised flood defences means that some road flooding is expected with Annual Exceedance Probability of 5%. The event of the 7th appears to have far exceeded that. While limited culvert capacity plays an important role in governing flood risk on Kearsley Brook, culvert blockage does not seem to have been a major contributor to the November 2019 flood.

Tickhill

The two major rain events on subsequent weeks produced a large flood response on Paper Mill Dyke affecting the south part of Tickhill. Flood water seems to have exceeded the bank level at several places along its route downstream of Worksop Road. This had the effect of 'cutting the corner' of the normal (but not natural) horse-shoe shaped path that would take water through Mill Dam. In addition to the 'corner cutting' flow route, flood water has also come out of the channel that runs from Mill Dam along Lindrick. Flood water from Mill Dam and Lindrick has been contained by a recently constructed flood wall, however this was ultimately exceeded with overtopping at the west extent (by Water Lane) and possibly at the east by Mill Dam sluice. Several properties were flooded on Home Meadows and Lindrick.

Doncaster Council had commissioned a flood study in 2018 of Paper Mill Dyke in Tickhill, which led to the construction of a flood management scheme comprising both the wall on Lindrick and an automated sluice operation on Mill Dam. While flooding to properties still occurred in November 2019 the number of actual flooded properties was significantly lower than that assessed in the study. This suggests that the performance of the scheme actually bettered the design standard.

Summing up, an unusually wet autumn followed by a combination of two large rain events of magnitude and timing to which the Lower Don is particularly sensitive led to a river flow and flood level beyond current design standards of flood protection, causing widespread flooding to roads and buildings across the Borough. Smaller watercourses within the Borough of Doncaster were less sensitive to the rain



events but still saw unusually large flows causing either direct flooding to properties or flooding as a complex interaction between the surface water drainage network, high local fluvial levels and flooding on the Don at the downstream end of those watercourses. While this describes the high level 'macro' view, specific local effects are also important. These local effects provide opportunities for meaningful improvements to the way flood risk is managed. These opportunities vary from community to community, street to street, house to house. It is unrealistic to expect a complete answer to flooding, which is by nature unpredictable both in terms of timing and intensity, with no physical constraint on the upper limit of flooding (for example a repeat of the prolonged wet period with rain events of November in combination with a storm surge a melting snow in the Peak District). A risk-based and multi-level approach is therefore required when considering flood management. This has been followed here when looking at potential options to improve flood risk management at each community using the hierarchy of methods: assess risk; avoid risk; substitute risk; control risk; mitigate risk. Solutions have been considered across a number levels – catchment-level; community-level; street-level; property-level; individual-level. Options are proposed and discussed within the respective sections of this report, but in brief summary:

Catchment-level

Risk Assessment Measures - Review the existing modelled flood risk evidence base in the light of the November flood to inform decisions over catchment-wide improvement options.

Risk Control Measures - Addition of / re-configuration of / repair of flood defences, flood storage and river channel capacity as part of strategic water level management of the River Don catchment and its tributaries to reduce flood risk to communities.

Risk Control Measures – Enhance upstream flood storage within smaller catchments with large-scale engineered attenuation and / or Natural Flood Management.

Community-level

Risk Control Measures – Make best use of available space within communities to safely and sustainably store flood water.

Risk Control Measures - Addition of / re-configuration of / repair of small-scale local flood defences to serve a community.

Risk Mitigation Measures – Provision of flood warnings to communities linked to a community-level flood plan and flood groups taking account of local flood mechanisms and catchment response ('flood flashiness').

Street-level

Risk Control Measures - Addition of small-scale flood walls to serve a small group of properties.

Risk Mitigation Measures – Repairing and linking boundary walls and using flood gates to provide a degree of water exclusion to a small group of properties.

Property-level

Risk Mitigation Measures – Property Flood Resilience measures for each individual property.

Individual-level

Risk Mitigation Measures – Risk guidance documents – Individual flood plans.



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1.0 Introduction

Between November 2019 and February 2020 severe winter flooding affected many parts of the United Kingdom, commencing with South Yorkshire in November 2019. The Met Office HAD-UK dataset shows it to be the wettest 5-month period ending October for the River Don catchment since 1891. The Met Office report South Yorkshire as the wettest county across the country in autumn 2019, compared to the long-term average (1981-2010) with more than double its average rainfall for the season (425.4mm compared to an average of 208 mm). Sheffield has been a notably wet location, breaking its Autumn record weeks before the end of the season.

On 7th November 2019 persistent and intense rainfall fell across many parts of North England arising from a weather front that was stationary across the region from the early hours of Thursday 7th for approximately 24 hours. The most intense band of rain was located over Sheffield, Rotherham and Doncaster, which had devastating effects on communities in those areas who are at flood risk.

Doncaster Metropolitan Borough Council recorded almost 800 households having been flooded; many residents were evacuated for their safety; extensive road closures were needed; and large numbers of businesses were impacted. Following such a destructive event it is understandable and appropriate for the community to ask questions, such as: – What were the causes? – Could the impact have been prevented or reduced? – What can we learn to help us for the next time?

A flood is a large overflow of water, beyond normal limits, that submerges land that is usually dry. When assessing causes of flooding and potential impact, the Source-Pathway-Receptor-Consequence model is often applied to systematise the task. There are several potential 'simple' sources of flooding, notably: rainfall, rivers, seas, groundwater, sewers with additional 'complex' effects and interactions such as: tides, wind, rainfall flowing into rivers, river water flooding sewer systems. Examples of pathways include: overtopping embankments; flood plain inundation; flow along natural flood plain valleys. Again, situations are often complex with combinations and interactions between pathways and sources. Receptors can be people, property, businesses, farms, the environment for example. Consequences of flooding would be loss of life, material damage, disruption to business and normal community activities.

Widespread floods are normally driven by natural weather events such as severe storms which cause heavy rainfall and tidal surges or the arrival of a warm front causing rapid snowmelt. In the context of long-term decision making and planning, these specific flood-causing weather events are unpredictable both in terms of timing and intensity. A risk-based approach is therefore needed using probabilities to understand the likelihood of a damaging flood. When dealing with extreme events, rare events, such as a damaging flood the probabilities used relate to the chance of a flood exceeding a particular threshold. That threshold may be an arbitrarily chosen flood or more commonly will be related to past data of the biggest flood seen each year at a particular location. Flood likelihood is therefore communicated as exceedance probabilities which can be expressed as the chance of a flood equalling or exceeding a particular water level (or water flow rate) in any year (Annual Exceedance Probability or AEP, which can be expressed in the form 1 in X or Y%). Sometimes exceedance probabilities are expressed as a 'return period'. This is an average time between events that would exceed a given flood level, normally expressed in years. Annual Exceedance Probability and return period (in years) are mathematically related such that (for example) a 2% (or 1 in 50) Annual Exceedance Probability is equivalent to a 50 year return period. Both Annual Exceedance Probability and return period (in years) will be used interchangeably in this report.

The flood risk management strategy is normally characterised as one of appraising risk, managing risk and reducing risk. This approach can be summarised by the hierarchy of methods: Assess risk; Avoid risk; Substitute risk; Control risk; Mitigate risk. Taken together, the above Source-Pathway-Receptor-



Consequence model of flood mechanism and the (Extreme Value Theory) approach to dealing with the random nature of flooding gives a basis, albeit quite technical, on which to first assess risk and then go forward to make risk management decisions.

RAB Consultants has been commissioned by Doncaster Metropolitan Borough Council (DMBC) in their role as Lead Local Flood Authority (LLFA), to undertake this flood investigation work for specific communities identified as being severely affected in Doncaster by the flooding that occurred on 7th to 9th November 2019. This Flood Investigation Report, which is in line with Section 19 of the Flood and Water Management Act (FWMA) 2010, summarises the findings of that investigation. The work provides evidence to help answer the fundamental questions set out above and uses the Source-Pathway-Receptor-Consequence model, risk-based approach and flood risk management strategy as discussed earlier.

1.1 Legislative Context

1.1.1. Pitt Review (2008) - Flood and Water Management Act (2010)

The Pitt Review was published in 2008 following the catastrophic floods in 2007 which resulted in 13 fatalities and widespread destruction. The review contained 92 recommendations from lessons learnt. These were addressed to the government, local authorities, Local Resilience Forums (LRF), insurers, the general public and providers of essential services.

In response to the Pitt Review, a new Act of Parliament called the Flood and Water Management was implemented.

The Flood and Water Management Act was published in 2010 to take forward the Pitt Review recommendations and create a national approach in flood risk management across England and Wales. The creation of Lead Local Flood Authorities (LLFA) formed part of the Act along with Risk Management Authorities (RMA) all of whom have responsibilities in the management of flood risk.

As LLFA, Doncaster MBC is responsible for the coordination and management of local flood risk (ordinary watercourses, surface water and groundwater) and is required to work in cooperation with relevant authorities and RMAs. Other agencies and authorities defined as the RMAs (Part 1.1 Section 6) include:

- the Environment Agency
- a District Council for an area for which there is no unitary authority
- an internal drainage board
- a water company
- a highway authority

Under Section 19 of the act (Part 1.3 Section 19), as the LLFA, Doncaster MBC has the duty to investigate flood incidents and publish the results of the investigation.

The act states that:

1. *On becoming aware of a flood in its area, a lead local flood authority must, to the extent that it considers it necessary or appropriate, investigate—*
 - a) *which risk management authorities have relevant flood risk management functions, and*
 - b) *whether each of those risk management authorities has exercised, or is proposing to exercise, those functions in response to the flood.*



2. Where an authority carries out an investigation under subsection (1) it must—
- a) publish the results of its investigation, and
 - b) notify any relevant risk management authorities.

The extent to which a particular flood is investigated is determined on a case-by-case basis considering factors such as the source, duration, geographical spread and severity of impact. In some circumstances a flood enquiry triggers a formal investigation. The trigger for a formal investigation is when the enquiry meets or exceeds locally agreed criteria. This was the case with the November 2019 flood and therefore a formal flood investigation was implemented in line with Section 19 of the Act as set out in this report.

1.1.2. Local Flood Risk Management Strategy

Doncaster Metropolitan Borough Council published a Local Flood Risk Management Strategy in July 2014¹.

Section 2.2 defines the main roles and responsibilities of Doncaster MBC as LLFA:

- Leading the co-ordination of local flood risk, bringing together all relevant bodies to assist in managing that risk.
- Investigate “local” flooding incidents in Doncaster (as per guidance note on “Section 19” investigations – Appendix A of the strategy document).
- Maintain a register of structures or features which are considered to significantly affect flood risk and record ownership and state of repair (as per guidance note on “Section 21” Maintain a register of structures – Appendix B of the strategy document).
- Powers to undertake works to manage flood risk from surface water run-off or groundwater.
- Powers to designate structures and features that affect flooding.
- The approval, adoption and maintenance of Sustainable Drainage Systems (SuDS).

Table 1 within the strategy outlines the key responsibilities of the Risk Management Authorities including Doncaster MBC as LLFA and Highways Authority, Environment Agency, Danvm Drainage Commissioners, Doncaster East Internal Drainage Board, Black Drain Drainage Board, Yorkshire Water, Severn Trent Water and Anglian Water. One of the duties defined within the table confirms Doncaster MBC’s ‘Duty to investigate “local” flooding incidents (as per guidance note on Section 19 investigations - Appendix A of the strategy document)’.

The Local Flood Risk Management Strategy identifies 7 Strategy Objectives as to how local flood risk will be delivered and managed by Doncaster MBC, which is in line with the Environment Agency’s National Flood and Coastal Erosion Risk Management Strategy:

- To improve co-operation between LLFA and other RMA’s to meet the requirements of the FWMA, and joint working to produce solutions to identified risks and problems. (National Strategy objective 1).
- To improve understanding of local flood risk both within the LLFA and to other partners and stakeholders. (National Strategy objective 1).

¹ [https://doncaster.moderngov.co.uk/Data/Cabinet/201407301000/Agenda/\\$i8%20Cabinet%20Report%20-%20LFRMS%20July%202014%20Ap1.doc.pdf](https://doncaster.moderngov.co.uk/Data/Cabinet/201407301000/Agenda/$i8%20Cabinet%20Report%20-%20LFRMS%20July%202014%20Ap1.doc.pdf)



- To seek to mitigate local flood risk through measures to alleviate flooding where practicable or funding will allow. (National Strategy objective 4).
- To ensure planning and development control will take account of all forms of flood risk, and minimise development which could increase flood risk, as will inappropriate development in flood risk areas. (National Strategy objective 1 & 3).
- To increase the community awareness of flood risk and the work the LLFA and other RMA's are undertaking, including promoting self-resilience through individual and community actions. (National Strategy objective 1 and 5).
- To ensure a well-co-ordinated and effectively managed approach to maintenance and management of existing flood risks and drainage assets. (National Strategy objective 1 and 2).
- To ensure that all of the objectives above are sustainable, compliant with the Water Framework Directive (WFD), adapt to climate change and consider the wider environment as a whole. (National Strategy objective 3 and 5).

The document then goes on to lay out how those objectives will be achieved in terms of funding and activities.

Appendix A of the Local Flood Risk Management Strategy July 2014 has been produced to provide guidance which sets out how and when a formal Section 19 flood investigation will be undertaken. The strategy provides the following thresholds to carry out a flood investigation:

- 1 or more residential properties (internal flooding) and/or
- 1 or more commercial properties (internal flooding) and/or
- 1 or more critical infrastructure (e.g. hospitals, health centres, clinics, schools, nursing homes, sub stations, emergency services etc.) and/or
- 1 Transport Infrastructure (main arterial roads, railways, etc).

1.2 Aim / scope of this report

The extent to which a particular flood is investigated is determined on a case-by-case basis considering factors such as the source, duration, geographical spread and severity of impact. The LLFA must investigate the cause, publish the results of the investigation and notify any of the identified risk management authorities. Given the geographical scale and severity of the November 2019 flood, Doncaster MBC judged that a formal investigation is required in line with Sub-Section 2 of Section 19 of Flood and Water Management Act 2010. The Act does not specify that the LLFA must resolve the flooding issue however, in this case, Doncaster MBC will try to identify actions which may reduce likelihood of similar events or identify measures to lessen the impacts. This will be underpinned by Doncaster's Local Flood Risk Management Strategy and the seven objectives identified (which is in line with the Environment Agency's NFCERM Strategy).

The scope of this flood investigation can be summarised as:

- Meet the statutory requirements of Section 19 of the Flood and Water Management Act 2010 and Doncaster MBC's Local Flood Risk Management Strategy by identifying the conditions, causes and sources that led to the flooding and identifying the impacts of the flooding.
- Identify responsibilities of the RMAs in relation to the response and management of flood risk from various sources.



- Engage with RMAs and communities affected.
- Provide opportunities for collaborative work with partner organisations.
- Assess the performance and limitation of existing flood infrastructure during the flood event.
- Provide guidance to assist local residents, councillors, stakeholders, agencies, designers and planners on understanding the risks to and from the area and how to take measures to increase their resilience and preparedness.
- Identify assets for Doncaster MBC's flood risk register.
- Identify updates required to the Local Flood Risk Management Strategy and Action Plan.
- Establish and provide lessons learnt and site specific and strategic recommendations on Flood Risk Management and Mitigation including the appropriateness of these measures.

The impact of flooding within the Doncaster Borough was widespread, affecting much of the region. It was identified early on that the local flood causes and mechanisms could be quite different for different areas – for example the primary flood risk to Fishlake arises from both the River Don and the tide whereas Tickhill lies entirely outside the Don catchment and tidal influence with risk mainly driven by Paper Mill Dyke and natural surface water flow routes. It was therefore decided to group individual affected communities together where, even at the outset, the cause / mechanism of flooding was expected to be broadly similar within each grouped community. This means that the flood investigation was undertaken as a set of separate 'sub-investigations' but produced in parallel so that common themes, interactions between areas, lessons learnt could be shared. This report is therefore structured as a collection of separate 'sub-reports' each of which shares a similar structure which can be read together (along with this over-riding introduction) or broken apart into separate community reports. This necessarily results in some repetition between 'sub-reports'.

The separate communities (and hence separate sub-reports) are: Bentley, Scawthorpe, Fishlake, Conisbrough and Tickhill. In addition, there were a small number of affected residents and businesses more widely distributed around the borough that do not lend themselves to geographical grouping. The report is therefore structured with a final, sixth, miscellaneous area report section where a shorter investigation has been made at each of those distributed locations.

The process followed when undertaking the Section 19 flood investigations was as follows:

- Consultation, data collection and preliminary data analysis:
 - Consult with Doncaster MBC, obtain and review available data collected by the council, identify relevant RMAs.
 - Make online searches.
 - Consult with the Environment Agency and obtain and analyse relevant data held by the organisation.
 - Consult with Danvm Drainage Commissioners.
 - Consult with Yorkshire Water.
 - Consult with the affected communities via a series of drop-in events and by both an online and postal flood questionnaire.
 - Evaluate data quality.



- Preliminary mapping of flood extents, flood flow routes, affected areas, flood impact, formal and informal flood assets – make a preliminary assessment of likely flood causes and mechanisms.
- Assess the need for additional information and obtain as required.
- Visit the affected areas and make a visual appraisal.
- Flood investigation:
 - Final mapping of data - flood extents, flood flow routes, affected areas, flood impact, formal and informal flood assets – both spatial domain and time domain.
 - Assess primary flood mechanisms – identify key sources, flow paths, performance of flood defences, effect of formal / informal assets, receptors.
 - Assess for secondary, complex flood mechanisms and interactions.
 - Identify 'lessons-learnt' and the viability of flood alleviation / flood risk reduction options – catchment-level, community-level, street-level, property-level.
- Reporting:
 - Prepare a Section 19 Flood Investigation Report – first draft for consultation with RMAs then final version with guidance document / infographic to assist the communities to understand flood risk.

2.0 Overview of the November 2019 flood

2.1 Overview of the catchment

Doncaster MBC is the largest Metropolitan Borough in England, covering an area of approximately 570 square kilometres. The borough is centred on the town of Doncaster, which has expanded over the years to include several neighbouring small villages. Beyond Doncaster, the Borough also includes the towns of Mexborough, Conisbrough, Thorne, Bawtry and Tickhill as well as many other smaller separate settlements. Outside the settlements, the majority of the Borough is rural, predominantly agricultural fields.

Doncaster Borough lies on the (west to east) downslope from the Peak District (at the south extent of the Pennines), which transforms into a low lying and level basin just east of the town of Doncaster. Ground levels to the west are approximately 50 mAOD (Mexborough) to 85 mAOD (Clayton) falling to 5 mAOD at Bentley. The basin forms part of the wider Humber basin, called the Humberhead Levels. To the north of Doncaster, the low-lying basin is approximately bounded by the River Don to the south and the River Aire to the north and includes Ea Beck and the River Went. The ground is quite flat within the basin with levels generally in the range 4 – 6 mAOD from the Don to the Aire. To the east of Doncaster, the basin is associated with the River Trent and its tributaries the River Torne and the Sheffield and South Yorkshire Navigation. There is of course a gradual fall within the basin to sea level to the north-east as the Humber estuary is approached. The Humberhead levels are typically below mean high water spring tidal level.

There are a number of rivers which flow through Doncaster Borough, the largest of which is the River Don, which emanates in the Peak District flowing east through Sheffield, Rotherham, Mexborough, Conisbrough and then through the town of Doncaster itself. The Don continues north-east from Doncaster where it gradually becomes tidally influenced, before joining the River Ouse just upstream of the Humber. The River Dearne is a tributary of the Don which rises north of the Peak District joining with the Don between Mexborough and Conisbrough. Ea Beck and the River Went are also tributaries of the Don that flow east, joining with the Don downstream of Doncaster. The River Torne flows north-east through the south part of Doncaster Borough, near Tickhill and Rossington. The Torne continues to the east joining the River Trent



at Keadby. The Torne and the south part of the borough therefore sit within a separate catchment to the River Don catchment in the north part, with the boundary passing through the centre of Doncaster town. There is a network of smaller watercourses throughout the borough that feed into the main rivers listed above. There are numerous flood defence assets on the main rivers to protect urban development, in the form of defence walls, earth embankments and raised 'canalised' banks, designed to contain high water levels within the channel. In addition to containment structures, there are several large dedicated flood storage areas – notably around Mexborough and through Doncaster.

To the east, through the Humberhead levels, with a relatively high water table and low drainage margin the area generally requires a positive drainage systems to enable agricultural use and land development. The land drainage systems are largely man made and designed to remove surface water and regulate ground water levels. These are typically part gravity and part pumped discharges, which are dependent upon the river water levels for available outfall. Due to the low lying nature of the natural flood plain, the high fluvial flows in the rivers from upstream areas, and the high tidal influences downstream of Doncaster, this part of the borough has a long history of widespread flooding.

With upstream water storage in reservoirs in the Peak District, urban development along the rivers through the middle reaches, and years of work to drain land for agricultural use, improve navigation and manage flood risk, the natural catchment processes have been altered considerably.

2.2 Overview of the flood event

On 7th November 2019 persistent and intense rain fell over South Yorkshire, starting during the early hours and lasting approximately 24 hours. The rain was concentrated as a narrow band over Sheffield, Rotherham and Doncaster.

An analysis of rainfall over Doncaster and the upstream catchment shows peak rainfall accumulations of 51 – 88mm over the 24 hour period, which equates to a rarity of 1 in 10 to 1 in 70 for 24 hour duration. Only a moderate rainfall intensity of up to 9.6 mm/hr was recorded. The significance of the event was due to the moderate intensity being maintained for 24 hours. The rarity of event therefore reaches a maximum when considered over a 24 hour duration.

Significant rain had also fallen on the previous week to the flood, on 25th – 26th of October 2019. On that occasion, peak rainfall accumulations for the catchment upstream of Doncaster of 45 – 61mm with associated rarity of 2 – 9 years for 24 hour duration. The Met Office National Climate Information Centre (NCIC) dataset shows it to be the wettest 5-month period ending October for the Don catchment since 1891 and the 2nd wettest 2-month period ending October in the Don catchment. This period of wet weather ensured the soils had become fully saturated by October and river levels were already elevated.

There was no storm surge associated with the rain event, with recorded tide levels on the Humber estuary showing typical values.

The rain event on the 7th resulted in high flow rates on the watercourses and flooding along the associated floodplains in Doncaster Borough as that rain made its way through the catchments. The River Don at Doncaster recorded the highest flow rate out of a 43 year record at 03:00 on the 8th November 2019. The Environment Agency have estimated a return period of 150 – 250 years for this (0.67% to 0.4% AEP). The River Dearne at Adwick recorded the second highest flow rate from a 45 year record at 12:00 on the 8th, for which the Environment Agency have estimated a return period of 20 – 30 years (5% to 3.33% AEP). The River Torne at Auckley recorded the highest flow on record from a 45 year history at 02:00 on the 9th. This flow was attributed a return period of 50 years (2% AEP). Ea Beck at Adwick Le Street also recorded the



highest level on record but in this case from a 19 year history (at 08:00 on the 8th). The River Went at Walden Stubbs recorded the second highest flow from a 37 year record (at 11:00 of the 8th).

Flooding of land alongside the River Don occurred at many places throughout Doncaster Borough, with the flood risk management storage areas filling as designed. Overtopping of the Don riverside embankments occurred at Bentley and at several locations downstream filling the flood storage area there from the south. This storage area is referred to as the Bentley Flood Corridor which stretches from Bentley at its south-west end to Thorpe Marsh at the north-east end. The Norwood Spillway on Ea Beck operated so that water from the beck also entered the Bentley Flood Corridor from the north-east end. Significant flooding from the Don also occurred at Fishlake, Conisbrough and Kirk Bramwith.

Notable flooding from smaller watercourses also occurred at Conisbrough from Kearsley Brook and at Tickhill from Paper Mill Dyke. Elsewhere, watercourses were high limiting the ability of local drainage systems to freely discharge. This is reflected by there being many localised instances of surface water flooding that are geographically associated with small watercourses and dykes.

2.3 Overview of the impact / response

Doncaster Metropolitan Borough Council recorded 773 properties as having been affected by flooding during the November 2019 event. The majority of those affected (692) were located adjacent to or within the flood risk influence of rivers and becks (as shown on the Environment Agency's Flood Map) and of those, the majority (606) were located within the flood risk influence of the River Don. Of the remaining 81 properties, 75 of those were located adjacent to or within a surface water flood risk area (typically a natural flow route) as shown on the Environment Agency's Surface Water Flood Map. The remaining 6 properties are not identified as being at risk of flooding on any of the Environment Agency's flood risk maps.

Where properties had flooded, resident's reported² a typical flood depth of 0.5m but reports ranged from 0.03 – 1.8m. Inferring from resident's comments, 2 'waves' of flooding seems to have occurred – one on the 7th of November (typically afternoon / evening) and one on the 8th (also typically afternoon) but there is a lot of variation with this, with a few residents reporting flooding to have started on the 9th. With regard to flooding receding, there was a large variation in resident's responses, with the majority reporting flooding to have ended between the 7th and 11th of November. The greatest number of respondents cited the 8th as marking the end of flooding, however there was a 'tail' to this with some residents noting flooding still on the 15th, 16th and beyond.

In response to the developing weather conditions, the Met Office first issued a yellow warning of rain on the 5th November, with the Flood Forecasting Centre issuing a Flood Guidance Statement on the 6th including a yellow warning of river and surface water flooding being expected in the next two days. The Environment Agency then issued a Flood Alert for the Middle River Don and Lower River Don Catchment on the 7th.

It was on the 7th of November that the South Yorkshire Strategic Coordination Group for severe weather and flooding response was established, along with Doncaster multi-agency tactical and operational response. Doncaster MBC deployed their emergency response, with 24 hour working to assess key assets, deploying tankers to remove flood water, delivering sandbags and assisting residents. Over 2000 residents were advised to evacuate.

20 Flood Warnings and 5 Severe Flood Warnings were issued for communities along the River Don on the 8th, as the water level rose to the highest on record. The River Don overtopped in Kirk Sandall with

² Online / postal survey circulated to all affected residents by Doncaster MBC in May2020 – 135 responses received.



residents told to evacuate immediately. Key locations were visited around the Borough to assess asset conditions. It was on the 8th that the decision was taken to declare a major incident, with the emergency plan activated. Staff were deployed to closely monitor river levels and emergency services were deployed. Residents in Bentley, Cusworth, Fishlake, Kirk Bramwith and Scawthorpe were evacuated from their homes late on the 8th and through the 9th.

Rain had stopped and river levels were beginning to fall in places by the 10th November, with Severe Flood Warnings being downgraded to Flood Warnings, and some Flood Warnings being no longer in force. Pumping operations had been deployed around the Borough and these were consolidated on the 10th, at Fishlake and Thorpe Marsh. Monitoring of Grumble Hirst spillway continued through the 11th to assist with pumping operations to move water from Bentley Ings to Thorpe Marsh washland to create capacity at Bentley. Military aid was sought on the 11th to shore-up the banks of drainage channels east of Bentley.

The emergency response continued from the 11th, with Doncaster MBC inspecting and clearing trash screens and gullies throughout the Borough to assist drain down. Additional sandbags were provided to residents in need. Additional pumping capacity was brought into Fishlake on the 15th to accelerate the drain down. Rest centres and community hubs were established at the worst affected areas of Bentley, Denaby, Fishlake, Mexborough, Stainforth and Wheatley. The Police deployed additional resources to patrol evacuated areas until such a time as people are able to return to their homes.

The clean-up operation continued through the 17th, 18th and beyond, particularly at Fishlake due to the quantity and extent of inundation.

The multi-agency tactical and operational response to the flood involved coordinated working of several organisations: Doncaster MBC, Environment Agency, South Yorkshire Police, South Yorkshire Fire and Rescue, Yorkshire Ambulance Service, Danvm Drainage Commissioners, Yorkshire Water. Additional support and services outside this core group was also sought and provided. Local community support was also a strong component of the response, with friends, family and neighbours helping one another along with assistance from community groups, church groups and the farming community.



Bentley

SECTION 19 FLOOD INVESTIGATION



3.0 Bentley

3.1 Flood Risk Background

Bentley is a suburb of Doncaster that lies on the left bank of the River Don. It is shown as a small separate village on OS maps from 1850, 2km north of the River Don. At the time, the village was clustered around the intersection of Bentley Road, Askern Road and Arksey Lane. Otherwise the majority of land in the area was undeveloped rural fields with a network of drainage ditches. Later historic maps show residential development expanding south and west along the Bentley Rd corridor through the early 20th century, along with Bentley Colliery being established to the north-west of Arksey. Housing on the Frank Rd, Conyers Road, Cromwell Road, Hunt Lane residential area appears around 1930. The development on Riviera Parade to the rear of Hunt Lane was built around 1950. The original Bentley village also expanded north along the A19 road through the 20th century. The 1850's maps also show Cusworth as a very small village, with subsequent urbanisation spreading to form Bentley Rise through the first half of the 20th century.

The 1850's maps show a complex network of drains around Bentley that are still present today including Bentley Ings Drain, Bentley Town Drain and Mill Dike. Historic maps reveal some modifications to the River Don, although the left channel (closest to Bentley) remains essentially the same, with an earth embankment running along the left bank. Flood arches are identified below Bentley Road, near Yarborough Terrace, that are still maintained today.

Doncaster lies on the (west to east) downslope from the Peak District, with Bentley located at the very edge of the downslope, which then transforms into a low lying and level basin. The basin forms part of the wider Humber basin. It is approximately bounded by the River Don to the south and the River Aire to the north and includes Ea Beck and River Went. The ground is quite flat within the basin with levels generally in the range 4 – 6 mAOD from the Don to the Aire. There is of course a gradual fall to sea level to the east as the Humber is approached.

The part of the Humber Head Levels basin between the River Don and River Aire (including Ea Beck and River Went) is the Danvm Internal Drainage District. Within this area the Danvm Internal Drainage Commissions have permissive powers to carry out drainage and flood risk management works and can choose to raise local land drainage rates directly and via council tax to fund these activities.

It is important to recognise the IDB only carries out works to deal with rainfall that 'lands' on the drainage district and is not responsible for managing water from main rivers or indeed water that overflows into the district from main rivers. These functions are a matter for the Environment Agency.

Much of Bentley is within the low-lying basin and as such flood risk is dominated by the River Don to the south and Ea Beck to the north. Most of Bentley is designated as Flood Zone 3 on the Environment Agency's Flood Map for Planning which is described as land assessed as having a 1 in 100 or greater annual probability of river flooding (>1%), or a 1 in 200 or greater annual probability of flooding from the sea (>0.5%) in any year. Significant areas are also designated as benefitting from flood defences, which is defined as those areas that would benefit from the presence of defences in a 1 percent fluvial / 0.5 percent tidal flood event. The Environment Agency's Flood Map, which gives a generalised view of the long-term flood risk for an area in England, shows large parts of Bentley and Bentley Rise as being at medium flood risk from rivers (a chance of flooding of between 1% and 3.3% AEP) and low risk (a chance of flooding of between 0.1% and 1% AEP). These designations take into account the effect of flood defences.

The Environment Agency manage the River Don, Ea Beck, Bentley Ings Drain, North Swaithe Dyke and Swaithe Dike (the lower reach of North Swaithe Dyke, as it joins with Bentley Ings pumping station, is known locally as Mill Dike). The Environment Agency inherited the historic flood defence earth embankments on

those watercourses, which have been raised and strengthened over the years. The Don and Ea Beck have riverside embankments, which run along the left and right banks of the watercourse. These are designed to contain water flows to a particular design standard (1% AEP standard of protection). Land has been set aside along the left bank of the Don, referred to as the Bentley Flood Corridor, to manage flood water at times when the Don embankment is exceeded. The Bentley Flood Corridor extends from Newton Farm at the upstream end, following the route of Swaithe Dike across York Road and Bentley Road then extending alongside the Don through to Thorpe Marsh flood storage reservoir. Ea beck joins the Don at Thorpe Marsh flood storage reservoir and can also therefore overtop its containment embankment at the downstream end contributing to The Bentley Flood Corridor.

Bentley Ings Drain, North Swaithe Dyke and Swaithe Dike provide a drainage route for Bentley, for day-to-day rain and also to remove any flood water. These drains, which are served by a network of local pumping stations, combine to a single point 1.5km east of Bentley where the Bentley Ings pumping station lifts the water into the Don. The Bentley Ings Drain and pumping station are located within the Bentley Flood Corridor and as such will be submerged at times of high water on the Don, when the corridor is holding water. An Environment Agency refurbishment scheme raised the Bentley Ings pumping station electricals above the 0.1% AEP flood level and increased resilience measures including a high level access route above the 1% AEP flood level.

For the purposes of this report a distinction has been made between Bentley (North) and Bentley (South) for clarity.

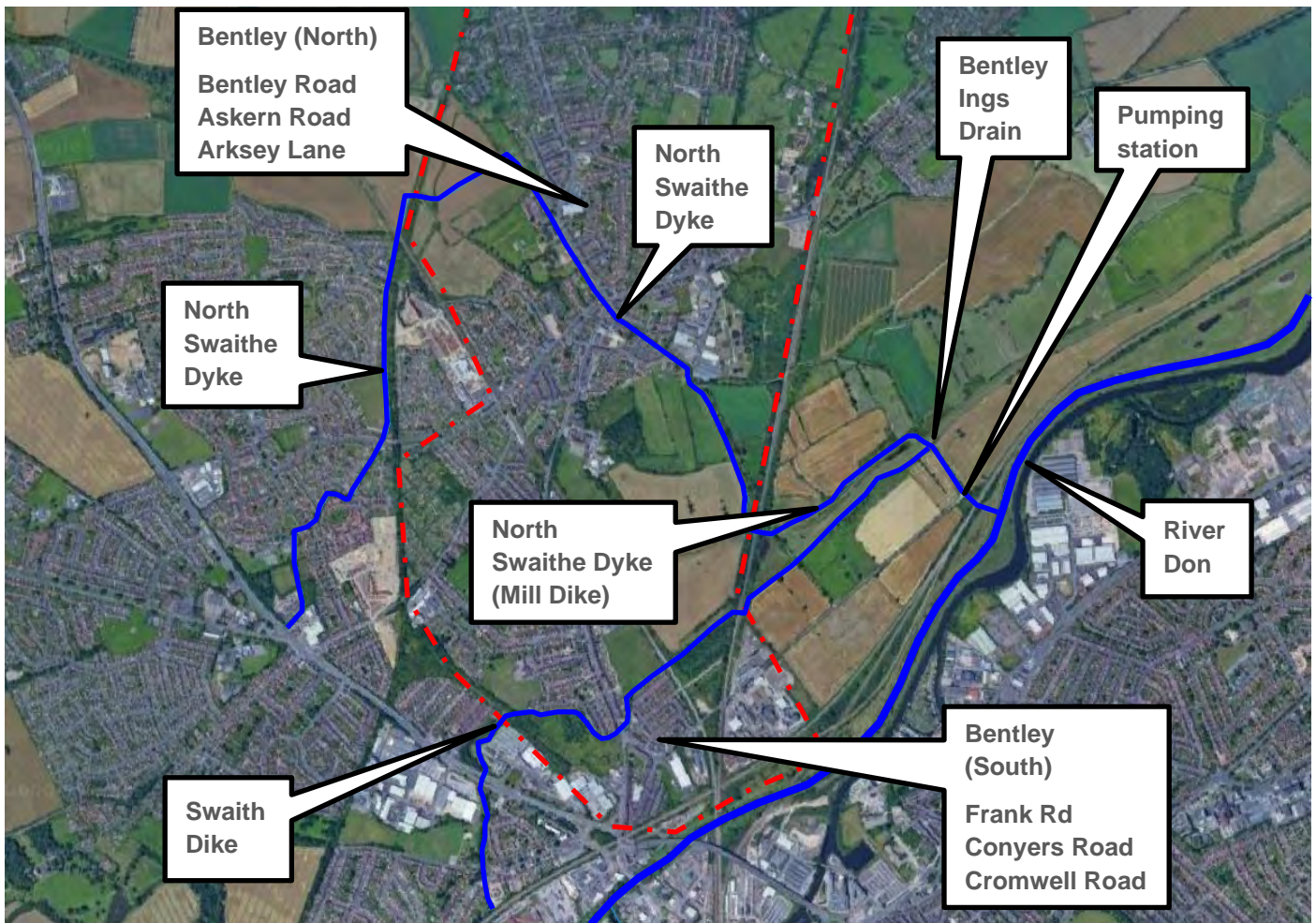


FIGURE 1: SCREENSHOT FROM GOOGLE MAPS SHOWING THE APPROXIMATE LOCATION OF KEY FEATURES AROUND BENTLEY

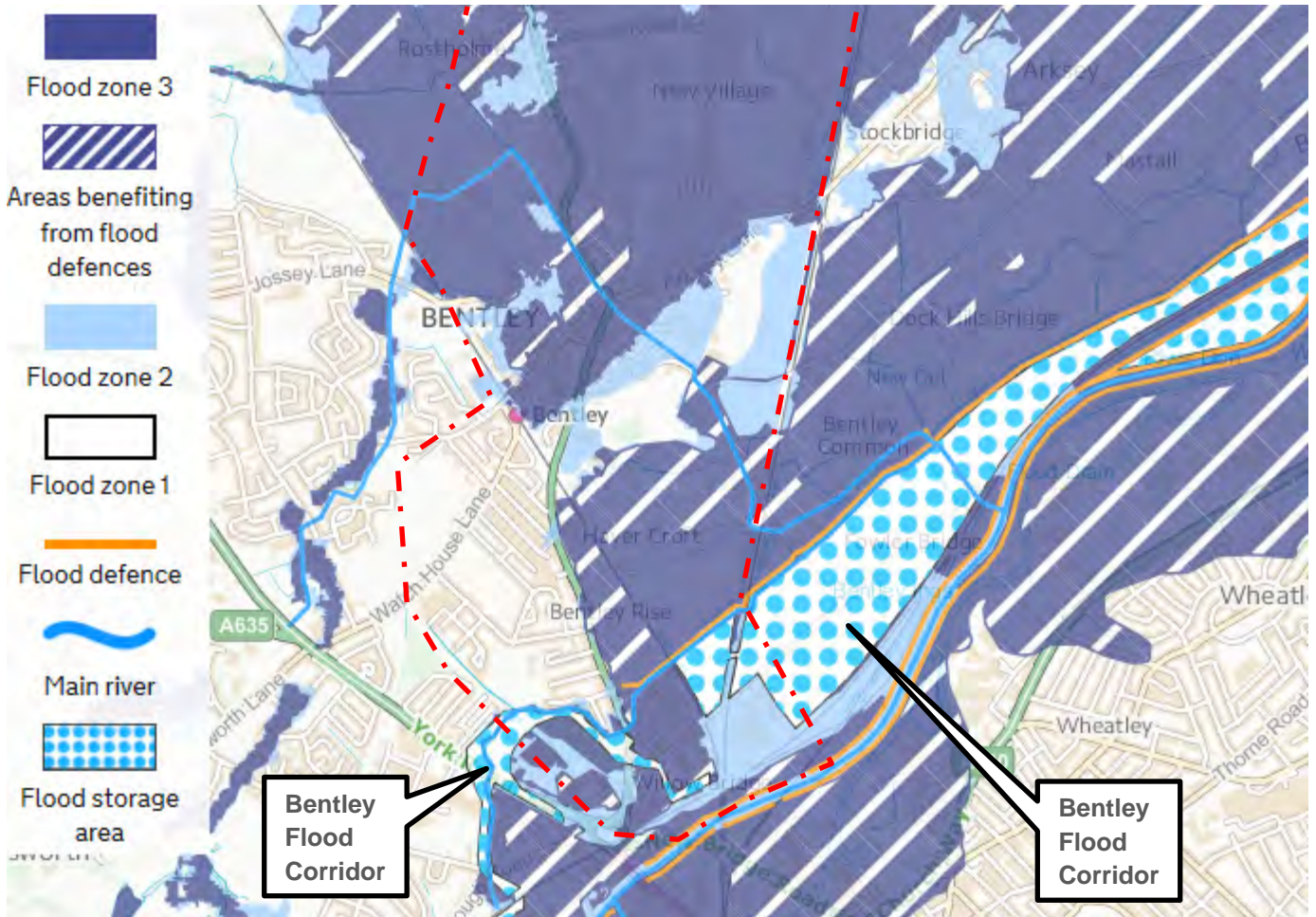


FIGURE 2: SCREEN SHOT TAKEN FROM ENVIRONMENT AGENCY'S FLOOD MAP FOR PLANNING

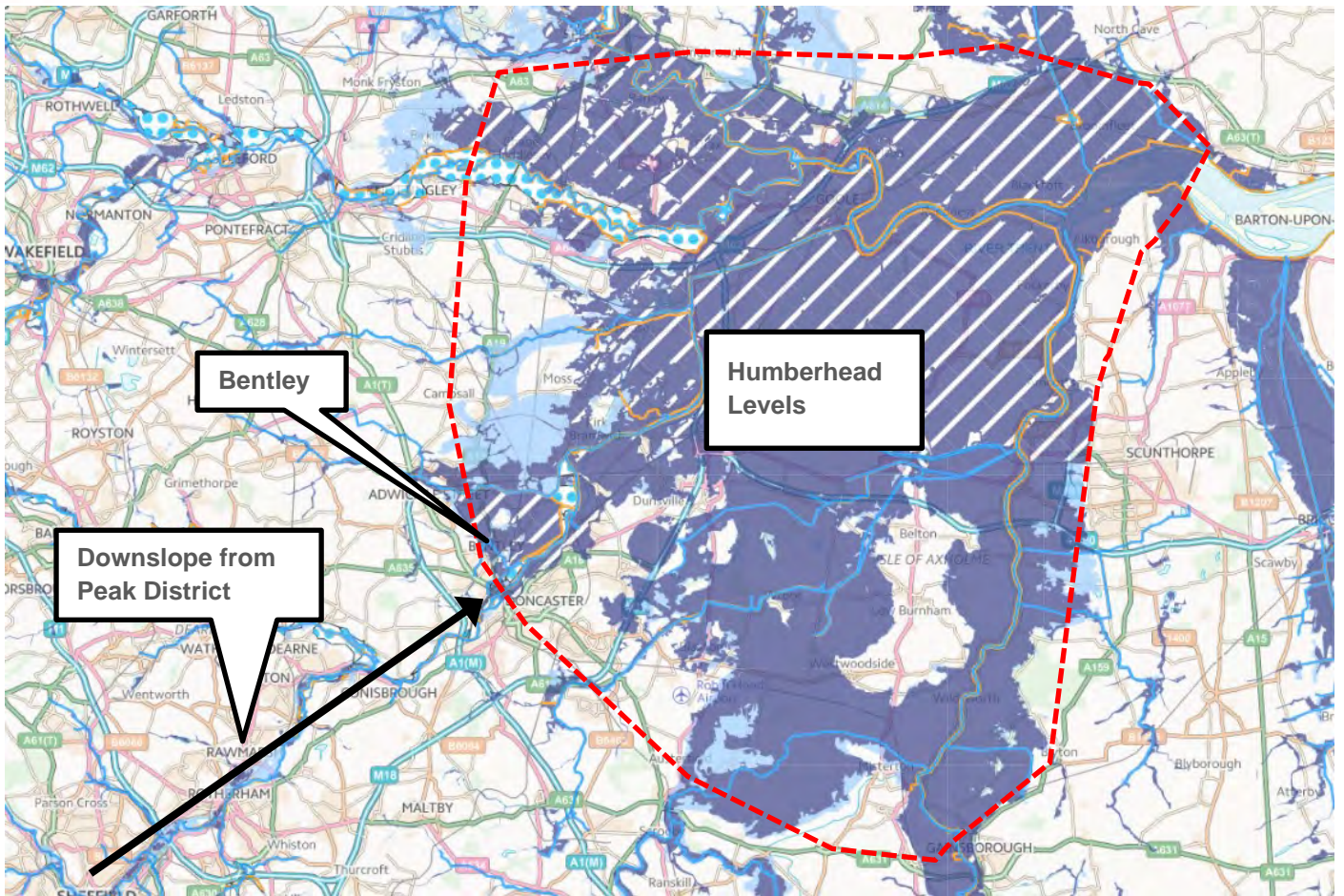


FIGURE 3: SCREEN SHOT TAKEN FROM ENVIRONMENT AGENCY'S FLOOD MAP FOR PLANNING

TABLE 1: SUMMARY OF POTENTIAL FLOOD SOURCES AND PATHWAYS

Category	Potential Flood source	Potential Flood pathway
Fluvial	River Don Ea Beck Dikes / Drains	<p>Overtopping of Don defences with flow route towards properties given the ground falls from the Don to Swaith Dike (design spill points at: Newton Farm; HMP Doncaster; Three Horse Shoes; Willow Bridge; industrial estate at Ings Road).</p> <p>Overtopping of Don defences into Bentley Flood Corridor and / or Ea Beck exceeding the spillway at Thorpe Marsh. Flooding within the Bentley Flood Corridor could backflow along the Dykes.</p> <p>Upstream Bentley Flood Corridor can pass through the flood arches under Bentley Road.</p> <p>Direct flooding from Swaith Dike.</p>
Tidal	There appears to be little tidal influence on the Don at Bentley	
Surface water	<p>The east side of Bentley is within the level basin area and as such there are few low spots and valleys where water could collect.</p> <p>The Environment Agency's surface water flood map reveals lower land alongside North Swaith Dyke to the west that may be susceptible to surface water flooding.</p>	Downstream end of North Swaith Dyke passes through Bentley Flood Corridor so drainage may be impacted by flooding in the corridor.
Sewers	<p>Sewer flooding will be closely related to surface water flooding.</p> <p>The sewer system relies on Yorkshire Water pumping stations and ultimately Bentley Ings pumping station downstream to provide conveyance to the Don.</p>	The sewer network could act as a conduit for flood water, hydraulically connecting low lying areas to affect another.
Artificially raised water bodies	<p>The Environment Agency's reservoir flood map indicates several reservoirs within the Peak District that pose a flood risk should a dam failure occur.</p> <p>There are no raised canals in the vicinity other than the South Yorkshire</p>	Flood route along the Don valley.



	<p>Navigation that runs alongside the Don. Ea beck is a 'perched' watercourse, although this watercourse is most likely to spill at Thorpe Marsh. flooding into the Bentley Flood Corridor as discussed in the fluvial section.</p>	
<p>Groundwater</p>	<p>BGS mapping identifies the underlying geology of Bentley as sedimentary sandstone bedrock with superficial deposits of sand and gravel. Soilscapes website categorises the soil as 'loamy and clayey floodplain soils with naturally high groundwater'. Bentley is designated as being an area with 0 - 50% susceptibility to groundwater flooding on Doncaster's 2015 Strategic Flood Risk Assessment. While this suggests groundwater may affect the land, this will be closely related to the River Don and Ea Beck baseflow.</p>	<p>Any groundwater flooding would be widespread, affecting large areas of low-lying land across the basin, rather than flowing from place to place.</p>

3.2 Flood history

The Environment Agency's historic flood extent dataset holds several flood records for Bentley. To the south, at the Frank Road, Conyers Road, Cromwell Road, Yarborough Terrace, Hunt Lane area, there are three records:

- May 1932 – from main river overtopping of the defences.
- March 1947 – from main river overtopping of defences.
- June 2007 – of unknown cause.

To the north, at the Daw Lane, Askern Road area there are two records:

- May 1932 – of unknown cause.
- March 1947 – from main river operational failure / breach.

Doncaster Council hold records of flooded properties from the June 2007 event which suggests widespread flooding across Bentley, to the north, south and along the North Swaithe Dyke and Swaith Dike corridors. This suggests more extensive flooding than the Environment Agency's recorded flood extent for the same flood event.



Online searches reveal video footage of south Bentley, which shows widespread flooding around the Frank Road, Conyers Road, Cromwell Road, Yarborough Terrace, Hunt Lane area, in line with Environment Agency and Doncaster Council records. Online reported historic recollections include:

- 5ft depth of flooding on Yarborough Terrace and Cromwell Road in 1939.
- A report of 1,500 people being rendered homeless as the result of the flood in 1932.
- Heavy flooding in Marsh Gate on 28th January 1854.

3.3 Rainfall Analysis

The Environment Agency provided an interim hydrology report for the South Yorkshire flood covering 7th to 13th November 2019. This reports:

'South Yorkshire experienced significant flooding associated with a weather front sitting over Yorkshire during the 7th and the 8th November 2019. Persistent rainfall started during the early hours of Thursday 7th November 2019 and lasted for approximately 24 hours.'

The report includes a HYRAD radar rainfall image taken at 19:00 on the 7th which shows the most intense rain as a long, narrow strip centred on Doncaster, Rotherham and Sheffield.

The Environment Agency interim hydrology report includes an assessment of rainfall rarity for the event. The focus of the report is on flood flows on the Don, Dearne and Rother, as such the rain data used were from upstream of Doncaster within the catchment feeding the Don. The analysis for the catchment upstream of Doncaster shows peak rainfall accumulations of 51 – 88mm with associated rarity of 10 – 70 years for 24 hour duration. The closest location to Bentley that was assessed in the report was South Emsall which recorded a 10 year return period for 24 hour duration.

Rain data from the closest 6 gauges to Bentley were obtained for this Section 19 report from the Shoot Hill GaugeMap website (the GaugeMap rain data is not formally validated however this data is from gauges that are geographically closer to Bentley than the data contained in the hydrology report provided by the Environment Agency – this report did however include data for South Elmsall which is identical to the GaugeMap rain data). The results show a little rain on the 6th November followed by approximately 24 hours of continuous rain beginning just after midnight on the 7th and stopping just after midnight on the 8th. The significance of the rain event is revealed by considering peak rainfall accumulations over a range of time periods contained within the overall event. A return period has been assigned for the rainfall totals within each time period considered, using the FEH Web Service rainfall analysis tool, based on point data at the location of each rain gauge. The significance of the rain event is at a maximum when considered over a 24 hour duration. The data are summarised below in a series of tables 'Table 2' and the gauge locations in Figure 4. While rainfall intensity is not expected to drive river flooding, it is still interesting to note with regard to surface water flooding and the ability of local drainage infrastructure to cope. Only a moderate rainfall intensity of up to 9.6 mm/hr was recorded.



TABLE 2: SUMMARY OF RAIN GAUGE DATA

Nutwell Rain Gauge			
Time period (hr)	Peak rainfall accumulation (mm)	Return Period (years)	Average rainfall intensity (mm/hr)
1			9.6
3	23.2	3	7.7
4	27.8	5	7.0
5	34.6	8	7.0
6	39.2	11	6.5
12	62.6	42	5.2
18	74.8	68	4.2
24	78.4	69	3.3
36	80.4	58	2.2
48	82.6	52	1.7

Dirtiness Rain Gauge			
Time period (hr)	Peak rainfall accumulation (mm)	Return Period (years)	Average rainfall intensity (mm/hr)
1			8.0
3	21.4	3	7.1
4	26.6	4	6.7
5	31.8	6	6.4
6	35.6	8	5.9
12	53	24	4.4
18	63.4	42	3.5
24	65.8	40	2.7
36	67.2	31	1.9
48	68.8	26	1.4

Maltby Rain Gauge			
Time period (hr)	Peak rainfall accumulation (mm)	Return Period (years)	Average rainfall intensity (mm/hr)
1			7.4
3	18.6	2	6.2
4	23.6	3	5.9
5	28	3	5.6
6	32.2	4	5.4
12	51.8	14	4.3
18	74	41	4.1
24	82	47	3.4
36	84.6	35	2.4
48	86	27	1.8



South Emsall Rain Gauge			
Time period (hr)	Peak rainfall accumulation (mm)	Return Period (years)	Average rainfall intensity (mm/hr)
1			4.2
3	11.8		3.9
4	15		3.8
5	17.6	1	3.5
6	20.4	2	3.4
12	38.2	6	3.2
18	49.6	12	2.8
24	51.4	10	2.1
36	53.4	7	1.5
48	55	6	1.1

Wiseton Rain Gauge			
Time period (hr)	Peak rainfall accumulation (mm)	Return Period (years)	Average rainfall intensity (mm/hr)
1			4.8
3	11.8	N/A	3.9
4	15.6	N/A	3.9
5	19.4	1	3.9
6	22.6	2	3.8
12	43	6	3.6
18	58	13	3.2
24	68.8	23	2.9
36	70.2	17	2.0
48	71.6	14	1.5

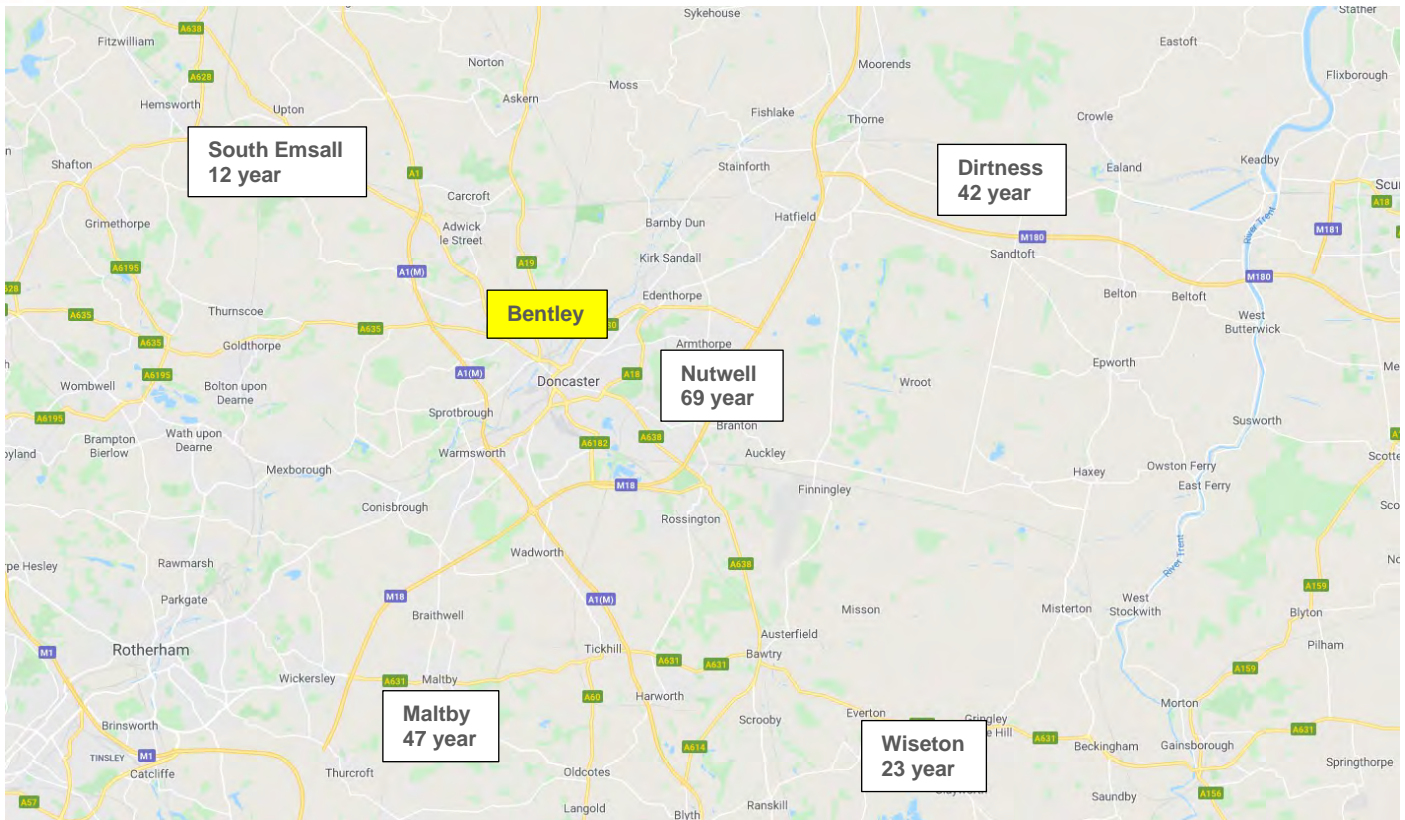


FIGURE 4: SCREENSHOT FROM GOOGLE MAPS SUMMARISING EVENT RETURN PERIOD ASSIGNMENT FROM RAIN GAUGE DATA

Significant rain also fell on the previous week to the flood, on 25th – 26th of October 2019. On that occasion, the Environment Agency report peak rainfall accumulations for the catchment upstream of Doncaster of 45 – 61mm with associated rarity (return period) of 2 – 9 years for 24 hour duration.

It is interesting to compare the above data with that recorded for the previous major flood event of 26th June 2007. Online searches reveal several flood reports (Environment Agency, MetOffice, CEH) which give typical rainfall accumulation totals of 85 – 90mm in 24 hours on 14th June 2007 and 51 – 85mm in 24 hours on 25th June 2007 in south Yorkshire.

3.4 Hydrological Analysis

The Environment Agency interim hydrology report for the South Yorkshire flood covering 7th to 13th November 2019 also includes an assessment of flow probability on the River Don. The report says:

‘The November 2019 peak [flow] is the highest on record at Rotherham (downstream of the River Don-Rother confluence), Doncaster, Adwick Le Street Whitecross Bridge and Kirk Bramwith. It is the second highest, just behind late June 2007, at many locations over South Yorkshire.’

The report also goes on to say:

River levels were already elevated as a consequence of the event over the 25th and the 26th October 2019, especially in the River Rother and lower River Don reaches. The November event was more widespread and it was the combined effect of high levels within the upper Don and the



Rother catchments that ensured significant peaks were experienced on the River Don from Rotherham and downstream past Kirk Bramwith.

It seems therefore that significant antecedent rain on 25th and 26th of October led to high river levels and saturated ground within the Don catchment. This was then followed by the 24 hour rain event on the 7th November, the combination of which resulted in very high flows. Interestingly, the Environment Agency compare the event of November 2019 with June 2007. This shows a striking similarity between flood events, with the 26th June 2007 peak flow also being preceded by a large flow event on the 16th June, 10 days earlier.

The flow gauge on the River Don at Doncaster, which is close to the location of Bentley, recorded a peak level of 6.308m and peak flow of 395m³/s at 03:00 on 8th November 2019 which is the highest recorded out of a 43 year record. The second highest was 6.303m and peak flow of 347m³/s on 26th June 2007. It is interesting to note that the 16th June 2007 peak level is the 4th highest on record and the 27th October 2019 peak level is the 5th highest.

It is important to note that these flood levels are measured above an arbitrary local datum. The National River Flow Archive reports the station level of the gauge 27021 - Don at Doncaster as being 4.4mAOD. This therefore means that the 6.308m peak level on 8th November 2019 translates to 10.708mAOD. This data can be compared with Environment Agency modelled flood levels for the Don at this location (model node ID 11582). The 2018 Middle and Lower Don defended model gives peak flood levels of 10.75, 10.93 and 11.53 mAOD for the 1%, 0.5% and 0.1% AEP floods respectively.

The Environment Agency record a riverside barrier crest level of 10.54 – 10.71mAOD (Environment Agency asset 50269) close to the flow gauge. A determination from 0.25m LiDAR DSM indicates a crest level of 10.7mAOD by the gauge and 10.65mAOD 300m downstream at Willow Bridge. A review of the recorded flood hydrograph (Shoothill's Gaugemap website) shows the flood level first reached 10.65mAOD at 07:00 on 8th, rising to the peak at 12:45 before falling back below 10.65mAOD at 18:00.

The Environment Agency interim hydrology report goes on to assign an estimated return period for the River Don at Doncaster of 150 – 250 years. The range reflecting uncertainty with the measured results.

The Environment Agency interim hydrology report also includes level data for a gauge on Ea Beck at Adwick Le Street. A peak level of 2.958m was recorded on 8th November 2019 which is the highest level on record over a 19 year history. Data from this gauge is not included in the National River Flow Archive and so is not presented for FEH statistical analysis. The Environment Agency's online flood warning service includes information about river gauges which provides a site datum of 5.42mAOD for the Adwick Le Street gauge. This means the peak level can be translated to 8.378mAOD.

The Environment Agency maintain a river level gauge named Bentley Ings Screen (Fowler Bridge Drain) which is located just upstream (the dry side) of the Bentley Flood Corridor containment embankment adjacent with Bentley Ings Drain pumping station. This gauge showed a rising water level at 11:30 on 7th November, passing 4.4mAOD by 17:00 on the 7th, continuing to rise to a peak level of 4.46mAOD by the 10th (the highest level on record) and then slowly falling back below 4.4mAOD by the 11th and below 4mAOD by the 12th.



3.5 Flood Analysis

Flood data from a variety of sources have been collected and analysed. The data are summarised below as a time series of flood extent maps with notes and references. The results are split into Bentley (South) and Bentley (North) in line with Figure 1. A brief summarising discussion is given at the end of each sub-section.

The aim of this flood analysis is to draw out overall themes and flood mechanisms operating within affected communities rather than to consider in detail each individual property or road that may have been affected. The focus has therefore been given to clusters of properties and roads where damage and disruption has occurred.

Within the Bentley ward 356 properties are recorded as having been flooded by Doncaster Council in November 2019, with 326 of those are within Bentley (South) and 30 within Bentley (North).

3.5.1. Bentley (South)

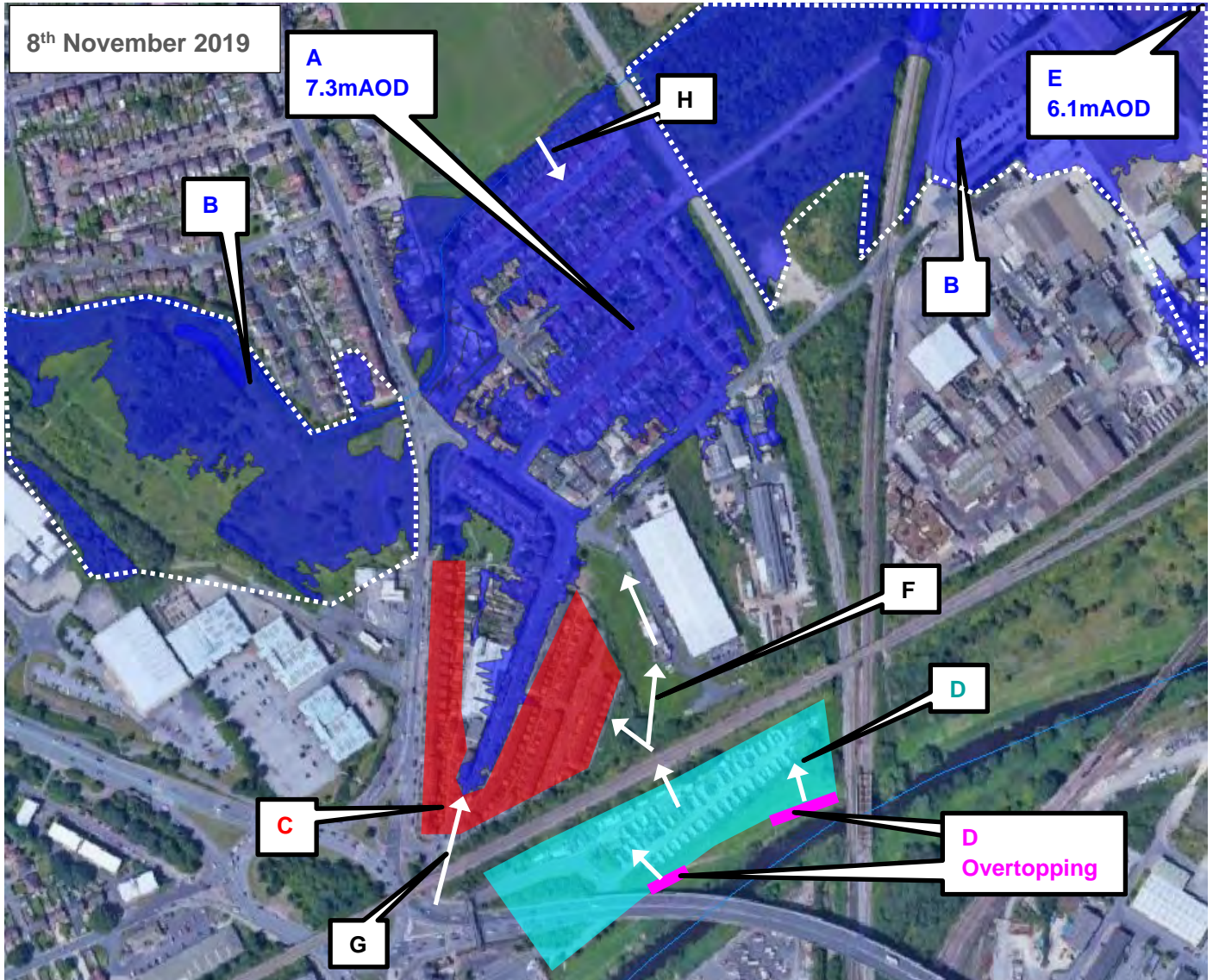


FIGURE 5: GOOGLE MAPS SCREENSHOT SHOWING FLOOD FLOW ROUTES AND EXTENT

TABLE 3: FLOOD DATA NOTES - BENTLEY (SOUTH) – 8TH NOVEMBER 2019

Key	Reference	Notes
A	Guardian newspaper drone footage on YouTube Environment Agency wrack analysis	No time of day is available. A flood level estimate of 7.3mAOD was made. This was then mapped using LiDAR data and edited based on the drone footage. GPS survey data from the Environment Agency wrack analysis suggests a peak water level of 7.35mAOD at Yarborough Terrace and 7.39mAOD at Ings Road and 7.13mAOD at Frank Rd / Conyers Rd.



B	Guardian newspaper drone footage on YouTube Environment Agency wrack analysis	The drone footage does not include land west of Bentley Road or east of the railway line. The flood extent for those areas simply reflects the 7.3mAOD flood level mapped onto LiDAR data. GPS survey data from the Environment Agency wrack analysis suggests a peak water level of 7.32mAOD in Tattersfield.
C	Doncaster Council's records of flooded properties.	This flood extent estimate is based on resident's reports, where not visible on drone footage or photographs. 326 flooded properties are recorded in Bentley (South).
D	Pseudonymous drone footage on YouTube Resident's questionnaire Environment Agency wrack analysis	Drone footage shows extensive flooding at Willow Bridge Caravan Site and overtopping occurring on the flood defence earth bank at two places. Resident's report similar but at three overtopping points. GPS survey data from the Environment Agency wrack analysis suggests a peak water level of 8.56mAOD.
E	Environment Agency aerial photographs	Aerial photographs show the east (downstream) Bentley Flood Corridor holding flood water. A flood level estimate of 6.1mAOD was made at Bentley Ings Pumping Station based on the photographs. A flood level estimate of 4.2mAOD was made on Mill Dyke close to Bentley Ings Pumping Station but north of the embankment. The Environment Agency had previously deployed temporary pumps at Bentley Ings pumping station from May 2019 to replace the normal pumping capacity whilst the permanent system was being refurbished. This system functioned as designed throughout the event. The Environment Agency confirm that the penstocks on Swaith Dike and Bentley Ings Drain had been closed to limit uncontrolled backflow, as is normal practice, with the two dikes discharging into the Bentley Flood Corridor washlands.
F	Resident's questionnaire	Flood water initially travelled north through the railway tunnel underpass and along Centurion Europe's car park. Flooding was generally observed on the morning of the 8 th .
G	Resident's questionnaire	Flood water later on came from the direction of the Three Horse Shoes pub travelling down along Hunt Lane.
H	Resident's questionnaire	Initially flood water arrived at Frank Road from the south giving a relatively shallow depth. Later, or maybe the next day, deeper flooding arrived from Swaith Dike via rear gardens.

Flood level estimates were made by comparing flood extent with the latest 1m Environment Agency LiDAR data.

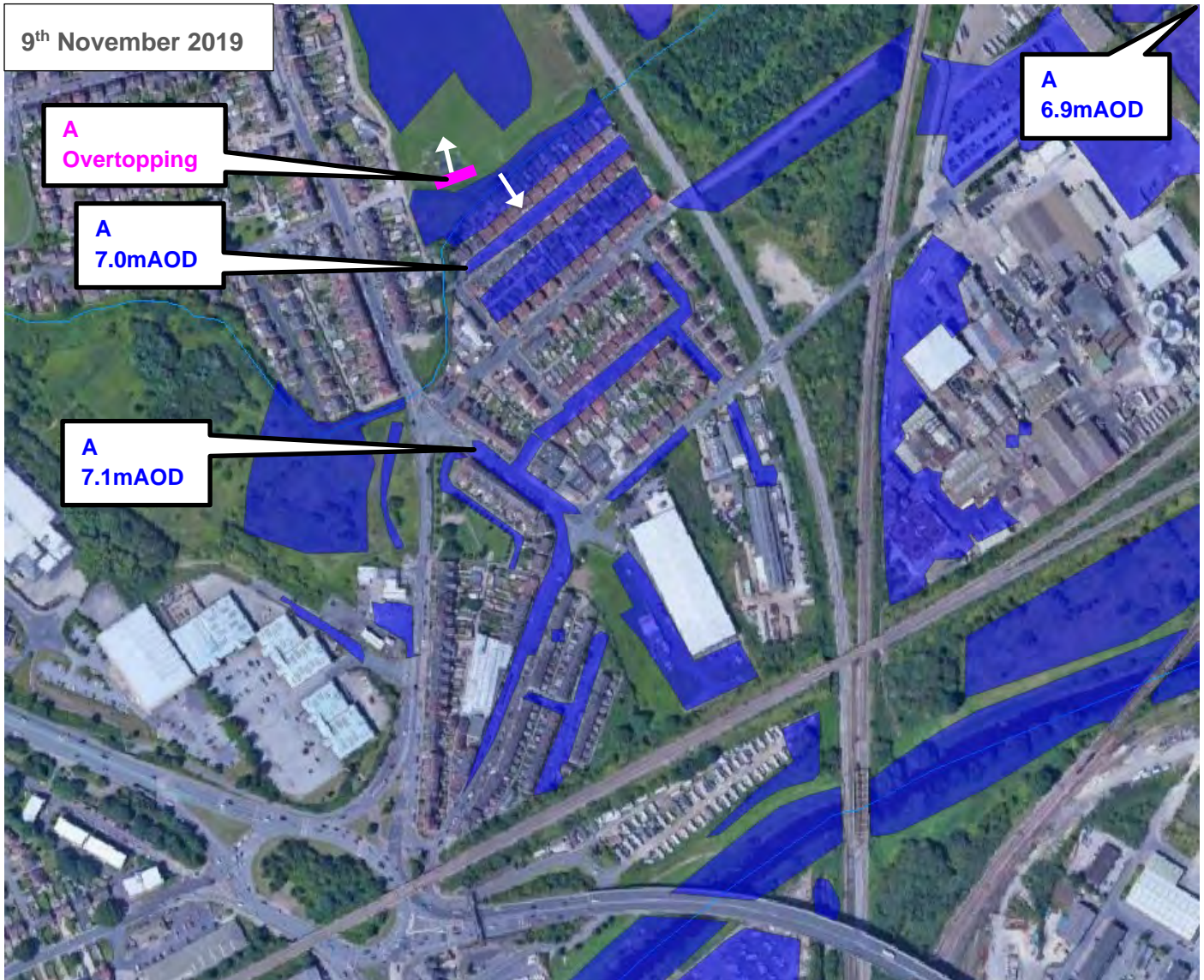


FIGURE 6: GOOGLE MAPS SCREENSHOT SHOWING FLOOD FLOW ROUTES AND EXTENT

TABLE 4: FLOOD DATA NOTES - BENTLEY (SOUTH) – 9TH NOVEMBER 2019

Key	Reference	Notes
A	Environment Agency aerial photographs Resident's questionnaire	Flood extent within the wider residential area has reduced compared with the previous day. The embankment serving Swaith Dike along the rear gardens of Frank Road was overtopping into the playing field to the north. Flooding at Willow Bridge Caravan Site has reduced significantly, with no overtopping at the flood defence earth banks.



		<p>Residents report flooding arising from Swaith Dike coming into Frank Road via rear gardens later on the 8th or early on the 9th.</p> <p>Aerial photographs show the east (downstream) Bentley Flood Corridor holding flood water with an estimated flood level of 6.9mAOD based on the photographs. A flood level estimate of 4.2mAOD (same as the previous day) was made on Mill Dkye close to Bentley Ings Pumping Station but north of the embankment. Very little flooding in the west (upstream) Bentley Flood Corridor.</p> <p>The Environment Agency pumping operation at Bentley Ings pumping station was still in progress.</p>
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Flood level estimates were made by comparing flood extent with the latest 1m Environment Agency LiDAR data.

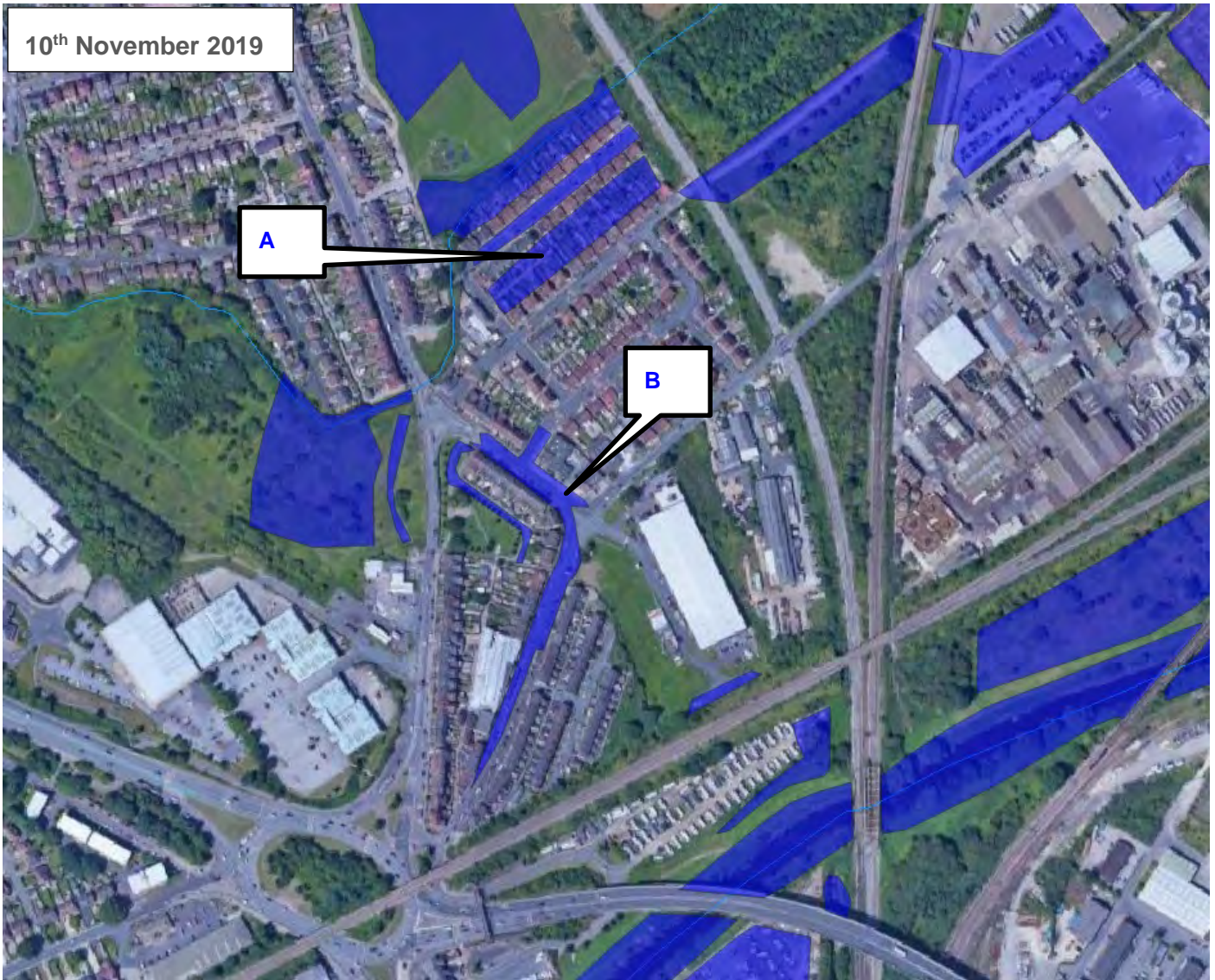


FIGURE 7: GOOGLE MAPS SCREENSHOT SHOWING FLOOD FLOW ROUTES AND EXTENT

TABLE 5: FLOOD DATA NOTES - BENTLEY (SOUTH) – 10TH NOVEMBER 2019

Key	Reference	Notes
A	Environment Agency aerial photographs Resident’s questionnaire	Flood extent within the residential area has further reduced compared with the previous days. A measurable change in flood level could not however be determined compared with the previous day. The east (downstream) Bentley Flood Corridor was holding flood water to a similar level as the previous day. Very little flooding, if any, in the west (upstream) Bentley Flood Corridor. The Environment Agency pumping operation at Bentley Ings pumping station was still in progress.



		<p>The Fire Service were pumping water from Frank Road into the Don by Willow Bridge.</p> <p>Flood water was essentially cleared by late on the 10th or 11th as the pumping operation in the Bentley Flood Corridor and locally at Frank Road returned flood water to the river channel.</p>
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In summary, a combination of two major rain events on subsequent weeks produced a major flood on the River Don that exceeded the design standard of the riverside barrier bank. The ‘Don at Doncaster’ river gauge, which is close to Bentley (South), recorded a peak flood level of 10.708mAOD compared with an adjacent barrier crest level of 10.71mAOD (Environment Agency asset 50269) and 10.65mAOD at Willow Bridge (0.25m LiDAR DSM), 300m downstream from the gauge. The flood hydrograph suggests overtopping would have started at Willow Bridge at approximately 07:00 on 8th, rising to the peak at 12:45 before falling back below the defence crest at 18:00. The Don overtopped at several locations along its length from Newton Farm down to Thorpe Marsh all of which would have influenced flooding at Bentley (South).

There appeared to be two distinct stages to the flooding at Bentley (South). Firstly, late on the 7th and early on the 8th, flood water overtopped the flood bank at Willow Bridge travelling north, below the railway line via the underpass tunnel. Flood water continued flowing north through Centurion Europe’s car park travelling north and east towards Swaith Dike, spreading across the low-lying land of Riviera Parade, Hunt Lane, Yarborough Terrace, through to Frank Road. The ground level continues to fall towards the east, so flooding on Frank Road and Conyers Road is expected to pass through the railway bridges east into the Bentley Flood Corridor. This is not an available flow route on Ings Road due to the raised level crossing. Flooding at North Bridge Road by the Three Horse Shoes public house also rose high enough to create a flow route from the south end of Hunt Lane near St Mary’s roundabout. The Environment Agency confirm that the Don did not overtop at Newton Farm on the 8th. For this first stage of the flood event it seemed that flood water from Willow Bridge (and any input from upstream) was able to flow east through the residential area, Swaith Dike and the railway tunnels at the end of Conyers Road and Frank Road into the Bentley Flood Corridor to the east.

In addition to the Bentley Flood Corridor filling from Bentley (South) as just described, aerial photographs show significant overtopping downstream near Arksey Ings (3km downstream) on both the 8th and 9th. Also, aerial photographs show Norwood Spillway operating (4km downstream) with Ea Beck filling the Bentley Flood Corridor from the south on the 8th, 9th and 10th (Norwood Spillway fills Thorpe Marsh Reservoir first, when this reaches capacity it will overtop Grumble Hirst spillway and enter Bentley Ings Washland). This marks a second stage of the flood event at Bentley (South) when the Bentley Flood Corridor to the east filled to a critical level which then prevented flood water draining east. As the downstream water level rose the flow direction began to reverse, with flood water rising on Swaith Dike and flowing back into Bentley (South) through the rear gardens of Frank Road spreading further south and meeting with flood water from the first stage of flooding.

At the time of the flood event, the normal Bentley Ings pumping station was off-line due to refurbishment works. The Environment Agency had previously deployed temporary pumps in May 2019 as a replacement to provide the same level of service as that provided by the permanent Bentley Ings pumping station. The Environment Agency confirm that during the flood, as is their normal practice, the discharge culvert from Bentley Ings pumping station to the Don had been ‘plugged’ to limit uncontrolled backflow from the Don.

Given the moderate peak rainfall intensity and the clear evidence of the river overtopping, it is unlikely that flood sources / pathways, other than that described above, contributed significantly to the flood event.

3.5.2. Bentley (North)

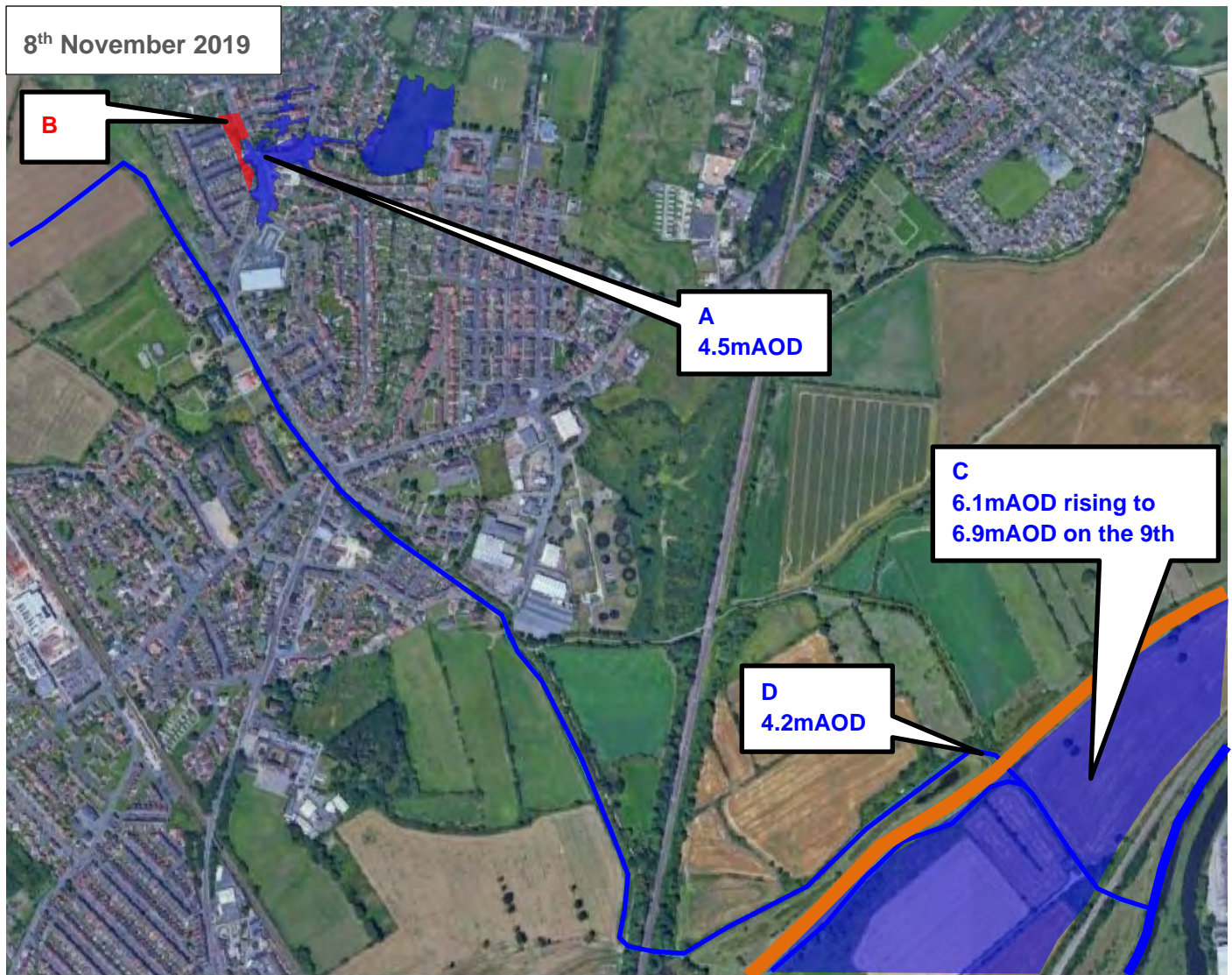


FIGURE 8: GOOGLE MAPS SCREENSHOT SHOWING FLOOD FLOW ROUTES AND EXTENT

TABLE 6: FLOOD DATA NOTES - BENTLEY (NORTH) – 8TH NOVEMBER 2019

Key	Reference	Notes
A	BBC news footage on YouTube	No time of day is available. A flood level estimate of 4.5mAOD was made based on the news footage. This was then mapped using LiDAR data.



B	Doncaster Council's records of flooded properties along with resident's input from a questionnaire.	This flood extent estimate is based on resident's reports, where not visible on the BBC news report. Resident's report flooding occurring at 15:30 on the 8 th rising up to 0.6m deep by 17:00. Flood water subsided rapidly later during the 8 th . 20 flooded properties are recorded in a cluster as shown on Figure 8. There are a further 9 recorded properties scattered around Bentley (North), with the majority close to the North Swaithe Dyke corridor.
C	Environment Agency aerial photographs	Aerial photographs show the east (downstream) Bentley Flood Corridor holding flood water. A flood level estimate of 6.1mAOD was made at Bentley Ings Pumping Station based on the photographs. This level rises to approximately 6.9mAOD on the 9 th and 10 th . The Environment Agency had previously deployed temporary pumps at Bentley Ings pumping station from May 2019 to replace the normal pumping capacity whilst the permanent system was being refurbished. This system functioned as designed throughout the event. The Environment Agency confirm that the penstocks on Swaithe Dike and Bentley Ings Drain had been closed to limit uncontrolled backflow, as is normal practice, with the two dikes discharging into the Bentley Flood Corridor washlands.
D	Environment Agency aerial photographs	A flood level estimate of 4.2mAOD was made on North Mill Dike close to Bentley Ings Pumping Station, north of the embankment. An Environment Agency maintained gauge at this location recorded a peak level of 4.46mAOD on the 10 th .

Flood level estimates were made by comparing flood extent with the latest 1m Environment Agency LiDAR data.

In summary: As described in the Bentley (South) section (3.5.1), the River Don experienced a flood event that exceeded the design standard of the riverside barrier bank. Overtopping occurred at several locations filling the Bentley Flood Corridor. In addition, Ea Beck was overtopping at Norwood Spillway contributing water to the Bentley Flood Corridor at the downstream end. Based on available photographs and eye-witness reports, neither the River Don nor Ea Beck appears to have directly flooded Bentley (North). River flooding was generally confined to the Bentley Flood Corridor as designed.

North Swaithe Dyke is the main surface water drainage route for this area draining south into the Don via Bentley Ings pumping station. With the Bentley Flood Corridor holding water, the ability of this watercourse to drain may have been restricted, although the Environment Agency confirm that Mill Dike continued to be pumped into the Don throughout the event, with normal discharge not being inhibited or restricted.

The downstream level of North Swaithe Dyke has been estimated to be 4.2mAOD on both the 8th and 9th based on aerial photographs. The Environment Agency's Bentley Ings Screen level gauge recorded a peak water level of 4.28mAOD on the 7th, rising to 4.3mAOD on the 8th and peaking at 4.46mAOD on the 10th



(the highest level on record). These values are higher than parts of Daw Lane and Askern Road where there is natural basin in the land shape (lowest ground level approximately 3.9mAOD on Daw Lane). Flooding is therefore possible in this area simply from equalisation of water level along the length of the dyke, via the below-ground drainage network.

A higher water level on North Swaithe Dyke than the above values is however expected at Bentley (North) given the incoming water from rainfall on the upstream catchment, as the land rises up to 8mAOD near Scawsby where the watercourse begins. The Environment Agency have provided modelled flood data for North Swaithe Dyke which, adjacent to the Daw Lane / Askern Road flood cluster, gives a peak flood level of 5.39, 5.60 and 5.66mAOD for the 20%, 2% and 1% AEP (1 in 5, 1 in 50 and 1 in 100) flood scenarios. Even though the rain event had a 69 year return period (1.44% AEP) at the Nutwell gauge, it is doubtful that this would translate into a similar rarity flood event on North Swaithe Dyke as the relationship between rainfall and flood annual exceedance probability is influenced by many other factors in a complex way. This is because the catchment area is small so is unlikely to be sensitive to the 24 hour rainfall duration. Nonetheless, a combination of a high downstream water level and significant rain on the catchment is expected to have produced a high water level on the Dyke either directly causing flooding or severely limiting the ability of the surface water network to drain.

Yorkshire water confirm that Bentley is served by a combination of gravity sewers, detention tanks and 3 surface water pumping stations: Rostholme SWPS, Bentley Central SWPS and Piccadilly SWPS, all three of which pump water into North Swaithe Dyke. Yorkshire Water are not aware of any capacity issues with the pumping stations and confirm that all three stations were operational throughout the November 2019 flood event. The Rostholme system operates on a Duty-Assist-Standby configuration. The water company confirm that this station operated on duty pump only during the flood, which suggests only a moderate incoming water rate.

It appears that, for a period of time, there would have been little if any downstream drainage conveyance available in the area. Consequently, even though rainfall intensity was 'moderate', rain would naturally pond in the low lying areas, until the downstream water level reduced and drainage conveyance returned. The drainage network may also have acted as a conduit for flood water in the Dyke to backflow to low land. Many affected residents reported flood water emanating from sewers in the road.

3.6 Flood Emergency Response

Doncaster Council recorded progress of the flood event, including their and other RMA response actions in several documents:

- Overview of weather warnings and flood warnings.
- Briefing notes.
- Record of streets evacuated.
- A flood risk call log.
- Doncaster's Multi-Agency flood plan.
- Road closure protocol
- Sandbag policy.
- Debrief feedback report.



A summary of formal incident management actions from information provided by Doncaster Council is given in the infographic below:

NOVEMBER 2019 FLOOD EVENT

DONCASTER

5 NOVEMBER 2019

MET OFFICE YELLOW WARNING OF RAIN

- First indication of heavy rainfall in Central England.



7 NOVEMBER 2019

FLOOD ALERTS ISSUED

- Flood Alert issued for Middle River Don and Lower River Don Catchment.
- Met Office warning of rain resulting in surface water flooding and river level start to rise.
- Flood advisory service teleconference between EA and DC to share information & intelligence and consider the potential impacts.



8 NOVEMBER 2019

FLOOD WARNINGS ISSUED

- 20 Flood Warnings issued for communities along the River Don by 9th November.
- 5 Severe Flood Warnings issued for the River Don.
- River Don in Doncaster rose to 6.36 m – highest on record.



8 NOVEMBER 2019

MAJOR INCIDENT DECLARED

- Major incident declared by Gold Command.
- SCG and TCG opened.
- DC monitor river levels in conjunction with the EA.
- Contingency plans in place if required.
- Staff deployed to Willow Bridge.
- Police perform safety sweep.
- Muster point is Ambulance station Transport to Rest Centre in Balby.
- Corporate emergency plan activated.
- DC work closely with partners.



10 NOVEMBER 2019

PUMPS DEPLOYED

- River levels start to slowly fall.
- Mutual aid request for pumps submitted.
- Puddle pumps deployed in Fishlake.
- Danvm Drainage Commissioners advised that one of the two 75l/s pump not available at Sour Lane, Fishlake. EA supplied 4x400l/s pumps to assist during flood recovery.
- 12' pumps deployed in Thorpe Marsh.
- Failure of 280l/s pump noted at Arksey Pumping station.
- All pumps operationalised by 12/11/19.



11 NOVEMBER 2019

ADDITIONAL PUMPS DEPLOYED

- EA deployed four pumps at Fishlake in an attempt to reduce the depth of flood-water.



14 NOVEMBER 2019

FLOOD RISK ASSETS INSPECTED

- DC clear screens and gullies in communities at risk.
- DC deploy additional sandbags to residents in need.



16 NOVEMBER 2019

REST CENTRES/COMMUNITY RECOVERY HUBS ESTABLISHED

- Series of Community Recovery Hubs opened across the worst affected areas in Bentley, Denaby, Fishlake, Mexborough, Stainforth and Wheatley.
- Police deployed additional resources to patrol evacuated areas.



24 NOVEMBER 2019

NO FLOOD ALERTS OR WARNINGS

- No Flood Alerts or Warnings in force across the River Don catchment.



6 NOVEMBER 2019

FGS ISSUED YELLOW WARNING

- River and surface water flooding expected in the next two days.

7 NOVEMBER 2019

EMERGENCY CONTROL CENTRE SET UP

- South Yorkshire Strategic Coordination Group for severe weather and flooding response was established.
- Doncaster multi-agency tactical and operational response was established.
- Multi-agency Partners continue to work together to resolve problems and support residents affected.
- Over 2000 residents advised to evacuate.
- DONCASTER COUNCIL RESPONSE DEPLOYED
- 24 hour per day emergency response initiated.
- Assessing key assets.
- Tankers deployed to remove flood water.
- Delivery of sandbags from early morning.
- Assistance to residents.



8 NOVEMBER 2019

RESIDENTS EVACUATE

- Some seepage occurred at the River Don containment structure at Kirk Sandall.
- Residents told to evacuate immediately.
- Site visit planned for early 2020 to assess and repair banks.
- Sites visited where defences are potentially going to breach to check condition of flood asset.



9 NOVEMBER 2019

FURTHER EVACUATION

- Residents in Bentley, Cusworth, Fishlake, Kirk Bramwith, Scawthorpe evacuated homes.



10 NOVEMBER 2019

FLOOD WARNINGS NO LONGER IN FORCE

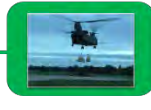
- River levels start to fall.
- Heavy rainfall stopped.
- Flood Warnings for some communities along the River Don are no longer in force.
- Severe Flood Warning downgraded to Flood Warning.



10 NOVEMBER 2019

RAF CHINOOKS

- Military aid request approved.
- RAF conveyed aggregate to shore-up the banks of drainage channels east of Bentley.



11 NOVEMBER 2019

MONITORING GRUMBLE HIRST SPILLWAY

- Requirement to remove water from Bentley Ings to Thorpe Marsh washland to create capacity at Bentley.
- 2x puddle pumps at Riccall Depot were ready to be mobilised.
- Field team monitored levels at Spillway.



15 NOVEMBER 2019

ADDITIONAL PUMPS

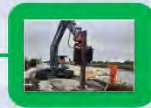
- EA deployed a further 38 pumps to homes in Fishlake to reduce the inundation



17 NOVEMBER 2019

CLEAN UP OPERATION

- Clean-up operation underway under in Fishlake.





A questionnaire was circulated to residents as part of this Section 19 investigation. Resident's feedback relating to incident management actions, where not covered in the previous infographic, is summarised below.

Many residents report no timely flood warning being provided. Residents also report that ahead of flooding, no provision of sandbags was made by the council or Environment Agency (although this activity is not a formal service offered by either organisations – residents are encouraged to be self-resilient). This did not seem to be implemented until flooding to properties was actually occurring. Deep water then limited the deployment of sandbags. This is not the case for all residents, with some on Riviera Parade reporting the timely provision of sandbags.

Residents were very complimentary regarding council, emergency service and community support during the flood event and during the clean-up.

3.7 Risk Management Options

The flood risk management strategy is normally characterised as one of appraising risk, managing risk and reducing risk. This approach can be summarised by the hierarchy of methods:

- **Assess risk**
- **Avoid risk**
- **Substitute risk**
- **Control risk**
- **Mitigate risk**

This Section 19 investigation report provides an initial overview **assessment of flood risk** to Bentley (as set out in the previous sections), from which a preliminary appraisal of risk management options will be set out below. It is expected that more detailed risk assessment studies would be needed when taking forward any risk management options in detail.

Avoid risk and **substitute risk** are built into the planning process via the Sequential Test and Exception Test. As such these 'hierarchically preferable' approaches are normally considered strategically by the planning authority when deciding where best to locate services and facilities. It is theoretically feasible that the use of certain existing buildings or land could be re-purposed to a lower risk use to effectively substitute the risk. It is assumed however here that this approach is essentially unviable given the flood affected properties are almost entirely private residential dwellings. There may be scope however to consider the use of Willow Bridge Caravan Site for a lower vulnerability category, effectively moving the caravan site to a lower risk location.

Control risk – Catchment-level – Water-level management - River Don flood risk management strategy

Option 1 – Relocate the initial overtopping points downstream into Bentley Ings.

The River Don flood management strategy is for the flood embankment on the left bank to overtop at several locations into the 'Bentley Flood Corridor' which passes through the communities and streets of Bentley (South).

Relocating the flood bank overtopping points, particularly that at Willow Bridge, encouraging overtopping at the designated points downstream of Bentley, could provide a direct route for flood water to reach the downstream washlands and thereby bypass the Bentley Flood Corridor that runs through Bentley. This



would serve to reduce the effect of the 'stage 1' aspect of the overall flood mechanism as described in Section 3.5.1.

This option would need to be assessed and shown to be without detriment to communities on the right bank and further downstream. Detailed, catchment-scale hydraulic modelling would be required for this. This option is only likely to be feasible with a review of water level management in the washlands and the pumping strategy of Bentley Ings Drain.

It would be appropriate to review the modelled flood risk evidence base, in the light of the November flood, to take account of the facts garnered from Bentley (and elsewhere). For example, the appropriateness of modelled flood scenarios compared with the type of scenario to which the area is particularly sensitive. This should then be followed by a wider review of the overall River Don flood risk management strategy, to inform decisions over catchment-wide improvement options. This would need to be led by the Environment Agency, but also with LLFA, Danvm Drainage Commissioners, Network Rail and other stakeholders.

Option 2 – Pumping the Bentley Flood Corridor back into the Don.

This is certainly required as soon as possible post-flood, to directly reduce the flood level in Bentley (South) and also provide drainage capacity for Bentley (North). There may be some benefit from this while overtopping of flood banks is occurring to drive a higher water level at the (undeveloped) downstream end of the washlands than would otherwise be the case. A combination of pumping and 'compartmentalisation' of the washlands might offer a degree of localised water level control, matched to the vulnerability of the land. This could work in tandem with option 1, and would be best assessed as part of that piece of work.

Option 3 – Increasing River Don channel capacity.

The River Don channel through Doncaster has been modified and actively managed over many years. The river has effectively been created through the Humber Head Levels as is apparent by its unnatural 'straight-line' shape downstream of Doncaster and the re-routed sections which are apparent when compared with historic maps. Some sections of the existing Don channel, particularly downstream of Fishlake, show a reduced channel width when compared with historic maps. Given the unnatural nature and historic active management of the Don it would be reasonable to consider development works on the channel to increase capacity, for example by channel widening and / or deepening. This approach could contribute to managing flood risk as part of a multi-level approach. This should be investigated by a study of channel widening / bed lowering of the Don to assess the impact on flooding within Doncaster.

Control risk – Community-level - Flood defences

Option 1 – Improve the upstream Bentley Flood Corridor.

Photographs on the 9th show little flood storage within the Bentley Flood Corridor west of Bentley Road. Similarly, open spaces in the Hunt Lane/Yarborough Terrace area (Tattersfield, green space west of Hunt Lane, green space by Centurion Europe Ltd) are dry while neighbouring properties and streets are flooded.

There may be scope to reshape land and provide better connectivity allowing the passage of water from Willow Bridge into the Tattersfield area for increased flood storage capacity in the upstream River Bentley Flood Corridor. Formalising the flood route through the community would divert flood water away from properties therefore delaying the onset of property flooding as well as reduce flood depths and duration. This could include constructing a culvert or temporary barriers to create a flow path across Hunt Lane to connect the green spaces and lowering / reshaping Tattersfield to better hold water.

Without free drainage into the downstream washlands, this option is unlikely to prevent property flooding completely. However, it may reduce local flood levels and therefore may be combined with street and/or property level options to further mitigate the risk of property flooding.



The viability and effectiveness of this approach should be tested with a small-scale, targeted flood modelling study.

Option 2 – Reconfiguration of flood defences at Frank Road.

Residents in this part of Bentley (South) report flooding to their houses mainly arising from Swaith Dike as a 'stage 2' part of the flood event (as described in Section 3.5.1). The existing earth bank in this area serves to protect the recreation ground to the north (and properties beyond) and not the properties to the south on Frank Road. This could be improved by relocating the earth bank around the recreation ground, to still protect surrounding properties on Bentley Road. At the same time providing a defence wall along the rear of the Frank Road properties. The recreation ground is set slightly lower than Frank Road and would readily flood in such an arrangement, compensating for the flood water that would have been held on Frank Road. The stage 1 flow route would need to be managed such that water is safely directed east through the railway tunnels on Frank Road and Conyers Road. A 'non-return' arrangement may be needed on the railway tunnels to prevent flood water coming back later from the east Bentley Flood Corridor back into Frank Road during the stage 2 flood.

As with option 1, the viability and impact elsewhere would need to be assessed as part of a detailed modelling study, including consultation with other stakeholders and residents.

Control risk – Community-level – Drainage improvement.

Flooding at Bentley (North) appears to be linked to heavy rain falling on local low spots coinciding with a high water level (or potentially even flooding) on North Swaith Dyke. The latter of which is also caused by heavy rain falling on the catchment, along with a high downstream water level due to the submerged Bentley Flood Corridor.

This flood mechanism is therefore related to the interaction between the formal surface water drainage network and North Swaith Dyke (Main River). Both Yorkshire Water and the Environment Agency should be consulted to understand the interaction between the surface water and fluvial systems – identifying flood flow routes / backflow potential and assess options to prevent backflow and maintain drainage continuity when the Dyke is high.

The playing fields east of Daw Lane / Rosslyn Crescent / Alexandra Road are set at a similar level to the low part of Daw Lane. This could offer an area for temporary surface water flood storage, perhaps enhanced by landscaping / lowering. The options here are limited given the surrounding urbanisation and current use of the land for sports and a school playing field. Again, this would be best considered in coalition with Yorkshire Water.

Mitigate risk – Street-level – Boundary walls and flood gates.

Some groups of terraced houses are configured such that protection may be possible at the street-level using boundary walls and flood gates along the front of the properties. This approach may also be viable for Frank Road and Conyers Road to manage flood water east into the Bentley Flood Corridor during the 'stage 1' of flooding, if combined with Option 2 – Reconfiguration of flood defences at Frank Road. This approach may also be applicable in places on Daw Lane and Askern Road in Bentley (North).

Mitigate risk – Property-level – Property flood resilience.

Flood risk to affected properties in both Bentley (North) and (South) could be reduced by the application of property flood resilience, led by a detailed PFR survey.



3.8 Flood Investigation Summary Infographic

SOUTH BENTLEY NOVEMBER 2019 FLOODS



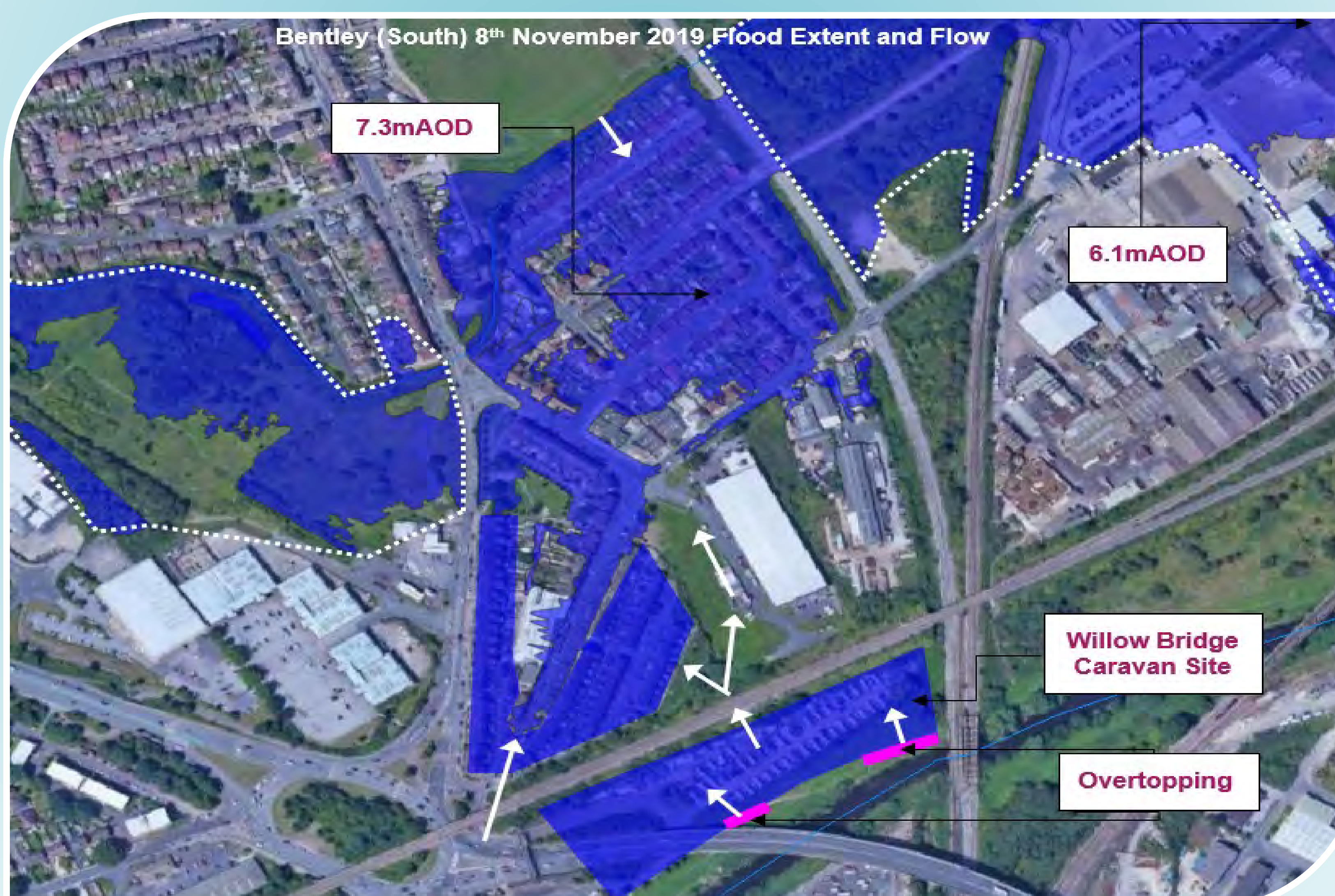
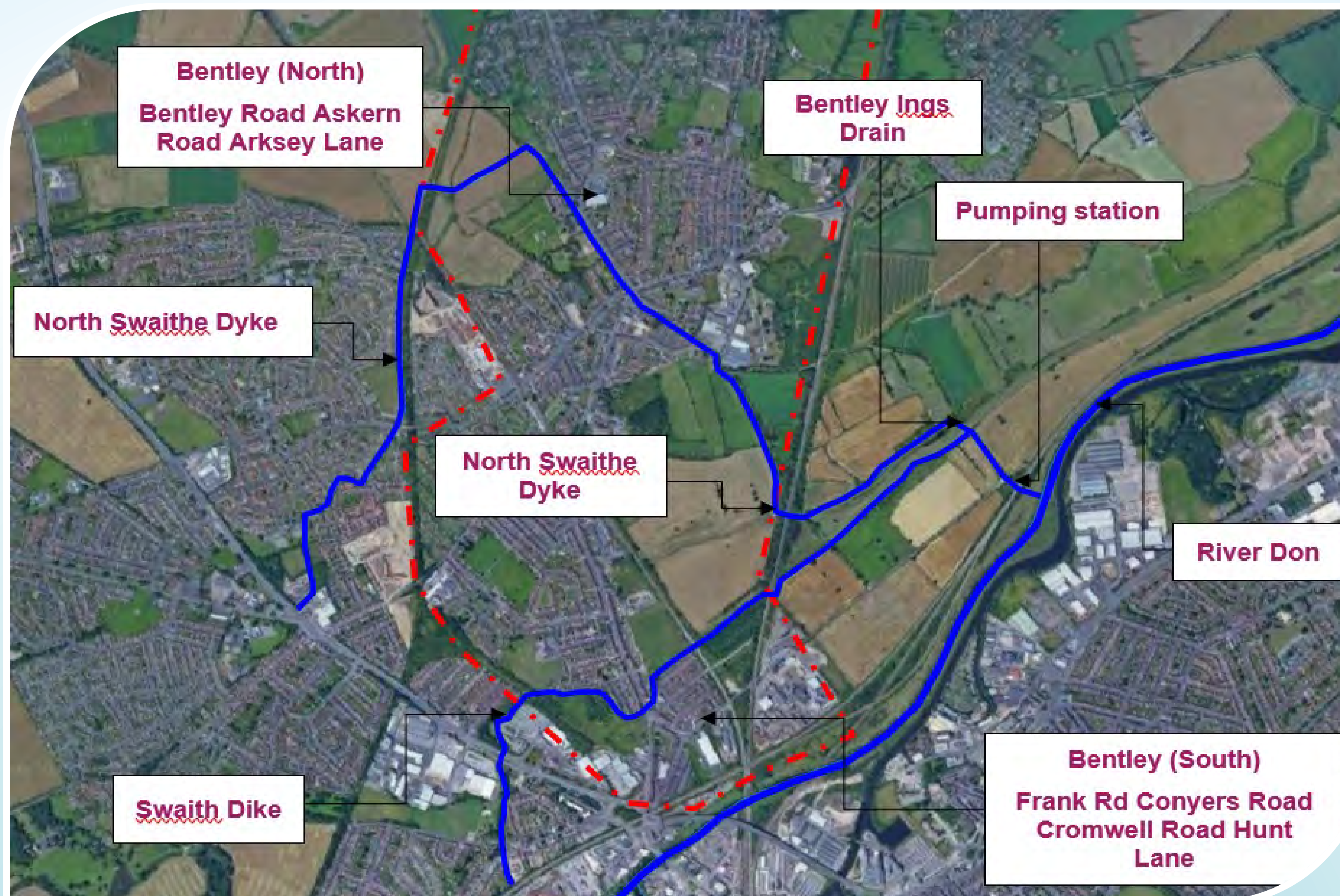
Significant floods occurred in Doncaster on 7th 8th and 9th November 2019 causing widespread damage. The guidance below summarises the event and impacts on South Bentley.

Flood Risk:

- South Bentley lies on the transition between the Peak District slopes to the west and the low lying and flat Humberhead Levels to the east.
- The main source of flooding to South Bentley arises from the River Don to the south, although the situation is complex with influences from Ea Beck to the north and a network of drains.
- Due to the low lying nature of the land and the close proximity of the Don, much of South Bentley is naturally at flood risk.
- Significant parts of the area are designated as Flood Zone 3, the highest risk category, on the Environment Agency's Flood Map for Planning, although much of the area is also designated as benefitting from flood defences.
- South Bentley is generally identified as being at 'medium risk', 'low risk' and 'very low risk' on the Environment Agency's Flood Risk From Rivers Or Sea map reflecting local ground levels and the benefit received from the flood defences.
- The flood defences comprise a Riverside Bank which is managed by the Environment Agency with a standard protection of 100 year (1 in 100 annual exceedance probability).
- A flood storage area has been created through South Bentley which is designed to manage flood water when the Don embankment is exceeded – which is generally referred to as the Bentley Flood Corridor or Washland.
- There are a network of drains around Bentley including Bentley Ings Drain, Bentley Town Drain and Mill Dyke, which combine into Bentley Ings which is then mechanically pumped over the raised bank into the Don to control surface water and groundwater.
- The Environment Agency provides Flood Warnings for South Bentley which the residents can register to receive (via <https://www.gov.uk/sign-up-for-flood-warnings> or by calling 0345 988 1188).

Historic Flood Events:

- Flood events have been recorded at Bentley in 1854, 1932, 1939, 1947 and 2007.
- Similar conditions led to flooding in both November 2019 and June 2007 within the Doncaster Borough – a prolonged wet period preceding two large rain events on subsequent weeks with persistent rain falling for 24 hours.



2019 Flood Event Timeline



5 NOVEMBER 2019

- Met Office issued a Yellow Warning for rain



6 NOVEMBER 2019

- River and surface water flooding was expected over the next two days.



7 NOVEMBER 2019

- Persistent rainfall beginning after midnight and lasting 24 hours.
- Rain fell with rarity of between 1 in 10 and 1 in 70 in any year.
- Peak accumulations of 51 to 88mm.
- River levels already elevated following heavy rainfall on 25th & 26th October.
- The River Don level began to rise sharply from midday.
- Flood Alerts issued for Middle River Don and Lower River Don catchment.



7 NOVEMBER 2019

- Residents advised to evacuate.
- Multi-agency Partners continue to work together.
- Doncaster Council response deployed:
 - 24 hour/day emergency response initiated.
 - Key assets assessed.
 - Tankers deployed to remove flood water.
 - Sandbags delivered from early morning.
 - Residents assisted.



8 NOVEMBER 2019

- 5 Severe Flood Warnings issued for the River Don.
- 20 Flood Warnings issued for the River Don by 9th November.
- River Don rose to highest on record.
- Flood level estimated to be 6.1mAOD at the Bentley Ings pumping station.
- Flooding observed in the morning.
- Major Incident declared.
- Doncaster Council closely monitor river levels in conjunction with the EA.
- Contingency plans in place if required.



8 NOVEMBER 2019

- Site visits took place where defences were potentially going to breach.
- Flooding influenced by the overtopping of the River Don at several locations from Newton Farm down to Thorpe Marsh.
- Overtopping at Willow Bridge at -07:00, rising to the peak at 12:45 and falling back at 18:00.
- Flood water travelled north through the railway tunnel underpass and along Centurion Europe's car park.
- Flood water came from the direction of the Three Horse Shoes pub travelling down along Hunt Lane.
- Significant overtopping downstream near Arksey Ings.
- Norwood Spillway operating with Ea Beck filling the Bentley Flood Corridor from the south.
- The flow direction began to reverse as the downstream water level rose.
- Flood water rising on Swaithe Dike and flowing back through the rear gardens of Frank Road spreading further south.
- Flood water arrived at Frank Road from the south giving a relatively shallow depth.
- Bentley Flood Corridor to the east filled to a critical level preventing flood water draining east.
- Residents told to evacuate immediately.



8 NOVEMBER 2019

- Temporary pumps deployed near Bentley Ings pumping station to pump North Swaithe Dyke into the Flood Corridor and into the Don.
- Pumping operation at Bentley Ings likely be out-paced by overtopping of the riverside barrier.



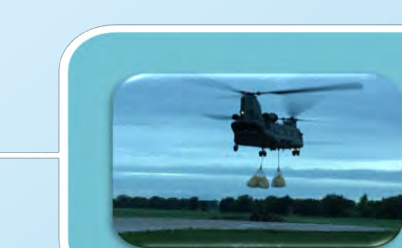
9 NOVEMBER 2019

- The Don continued to spill back into Bentley Flood Corridor at Arskey and Norwood Spillway.
- Deeper flooding from Swaithe Dike via rear gardens.
- Flood extent within the wider residential area reduced.
- Embankment serving Swaithe Dike along the rear gardens of Frank Road overtopped into the playing field to the north.
- Flooding at Willow Bridge Caravan Site reduced significantly, with no overtopping at the flood defence earth banks.
- Very little flooding in the west (upstream) Bentley Flood Corridor.
- Flood Corridor holding flood water with an estimated flood level of 6.9mAOD.
- The downstream level of North Swaithe Dyke remained at 4.2mAOD.
- Homes evacuated in Bentley.
- 326 properties flooded in South Bentley.
- Temporary pumping in operation.



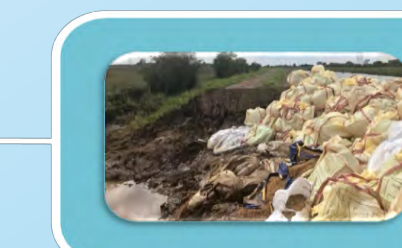
10 NOVEMBER 2019

- The Don continued to spill back into Bentley Flood Corridor at Norwood Spillway.
- River levels start to fall slowly.
- Flood extent within the residential area was further reduced.
- Very little flooding, if any, in the west (upstream) Bentley Flood Corridor.
- The east (downstream) Bentley Flood Corridor continues to hold flood water.
- Pumping operation continued.
- Fire Service pumped water from Frank Road into the Don by Willow Bridge.
- Severe Flood Warnings downgraded to Flood Warning.
- Flood warnings no longer in force.



11 NOVEMBER 2019

- RAF convey aggregate to shore-up the banks of drainage channels east of Bentley on 10th November.
- Requirement to remove water from Bentley Ings to Thorpe Marsh washland to create capacity for Bentley.
- Flood water was essentially cleared by late on
- Field teams monitor levels at spillway.



14 NOVEMBER 2019

- Additional sandbags deployed to residents in need.
- Doncaster Council clear screens and gullies in communities at risk.



16 NOVEMBER 2019

- Community Recovery Hubs open across Bentley.
- Additional police patrol evacuated areas.



24 NOVEMBER 2019

- Flood warnings and alerts no longer in force.

NORTH BENTLEY

NOVEMBER 2019 FLOODS



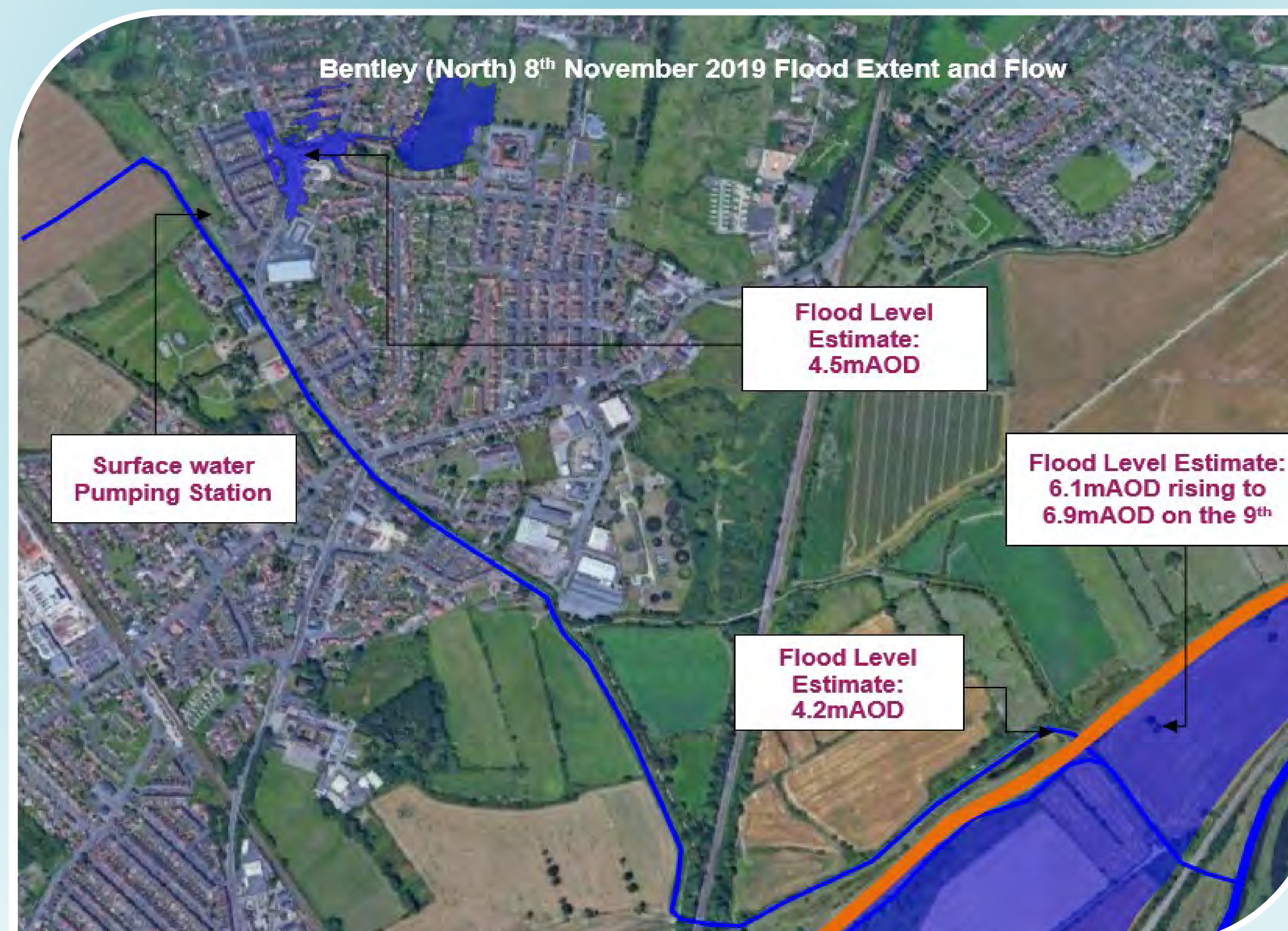
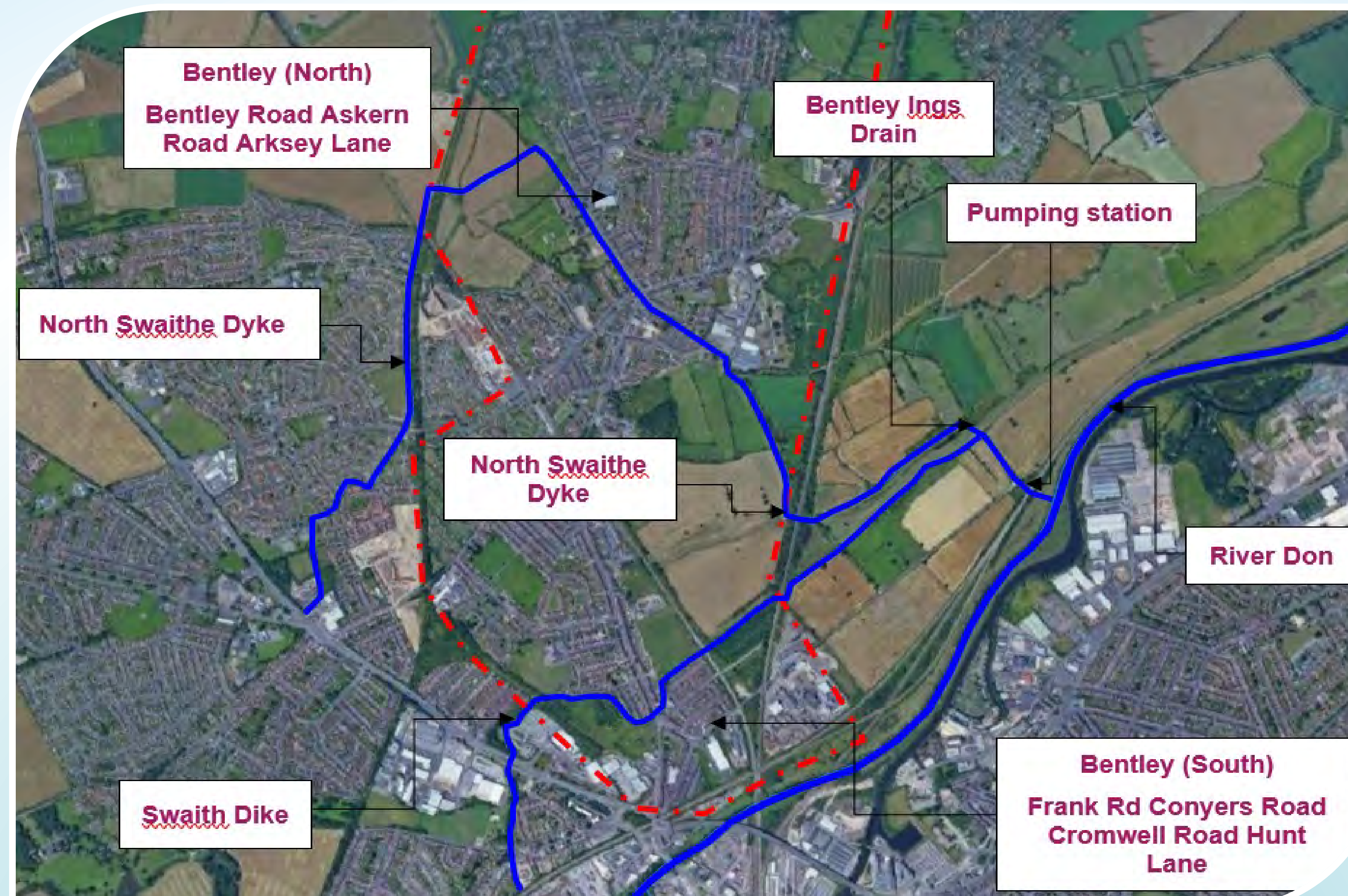
Significant floods occurred in Doncaster on 7th 8th and 9th November 2019 causing widespread damage. The guidance below summarises the event and impacts on North Bentley.

Flood Risk:

- North Bentley lies on the transition between the Peak District slopes to the west and the low lying and flat Humberhead Levels to the east.
- North Bentley is at risk from several flood sources – the River Don to the south, Ea Beck to the north and North Swaithe Dyke.
- Due to the low lying and flat nature of the land, significant parts of North Bentley are naturally at flood risk.
- Large parts of the area are designated as Flood Zone 3, the highest risk category, on the Environment Agency's Flood Map for Planning, although some areas are designated as benefitting from flood defences.
- North Bentley is generally identified as being at 'medium risk' and 'low risk' on the Environment Agency's Flood Risk From Rivers Or Sea map reflecting local ground levels and the benefit received from the flood defences.
- The flood defences comprise a Riverside Bank on both the Don and Ea Beck which is managed by the Environment Agency with a standard protection of 100 year (1 in 100 annual exceedance probability).
- North Swaithe Dyke flows through North Bentley which combines into Bentley Ings Drain to the south which is then mechanically pumped over the raised bank into the Don to control surface water and groundwater.
- The Environment Agency provides Flood Warnings for North Bentley which residents can register to receive (via <https://www.gov.uk/sign-up-for-flood-warnings> or by calling 0345 988 1188).

Historic Flood Events:

- Flood events have been recorded at Bentley in 1854, 1932, 1939, 1947 and 2007.
- Similar conditions led to flooding in both November 2019 and June 2007 within the Doncaster Borough – a prolonged wet period preceding two large rain events on subsequent weeks with persistent rain falling for 24 hours.



2019 Flood Event Timeline



5 NOVEMBER 2019

- Met Office issued a Yellow Warning for rain



6 NOVEMBER 2019

- River and surface water flooding was expected over the next two days.



7 NOVEMBER 2019

- Persistent rainfall beginning after midnight and lasting 24 hours.
- Rain fell with rarity of between 1 in 10 and 1 in 70 in any year.
- Peak accumulations of 61 to 88mm.
- River levels already elevated following heavy rainfall on 25th & 26th October.
- The River Don level began to rise sharply from midday.
- Bentley Ings Screen level gauge recorded a peak water level of 4.28m AOD.
- Flood Alerts issued for Middle River Don and Lower River Don catchment.



7 NOVEMBER 2019

- Residents advised to evacuate.
- Multi-agency Partners continue to work together.
- Doncaster Council response deployed:
 - 24 hour/day emergency response initiated.
 - Key assets assessed.
 - Tankers deployed to remove flood water.
 - Sandbags delivered from early morning.
 - Residents assisted.



7 NOVEMBER 2019

- A combination of a high downstream water level and significant rain on the catchment produced a high water level on the Dyke by either:
 - directly causing flooding
 - severely limiting the ability of the surface water network to drain.
- Rainfall led to natural ponding in the low lying areas, until the downstream water level reduced and drainage conveyance returned.
- The drainage network may have acted as a conduit for flood water in the Dyke to backflow to low land.



8 NOVEMBER 2019

- 5 Severe Flood Warnings issued for the River Don.
- 20 Flood Warnings issued for the River Don by 9th November.
- River Don rose to highest on record.
- Water level rise to 4.3m AOD at the Bentley Ings Screen level.
- Major Incident declared.
- Doncaster Council closely monitor river levels in conjunction with the EA.
- Contingency plans in place if required.



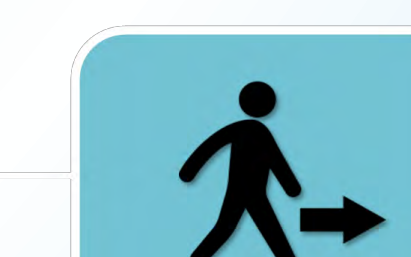
8 NOVEMBER 2019

- Site visits took place where defences were potentially going to breach.
- The ability of the North Swaithe Dyke to drain severely restricted due to the Bentley Flood Corridor holding water.
- Resident's report flooding occurring at 15:30 rising up to 0.6m deep by 17:00.
- Flood water subsided rapidly later.
- Estimated flood level of 6.1m AOD at Bentley Ings Pumping Station.
- The downstream level of North Swaithe Dyke estimated to be 4.2m AOD.
- Residents told to evacuate immediately.



8 NOVEMBER 2019

- Temporary pumps deployed near Bentley Ings pumping station to pump North Swaithe Dyke into the Flood Corridor and into the Don.



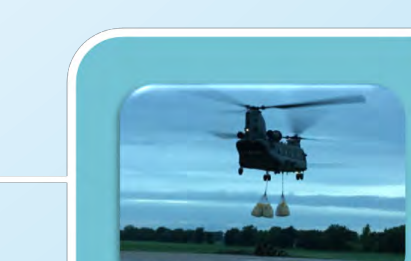
9 NOVEMBER 2019

- Flood level rises to ~6.9m AOD at Bentley Ings Pumping Station.
- The downstream level of North Swaithe Dyke remained at 4.2m AOD.
- Homes evacuated in Bentley.
- 30 properties flooded in North Bentley.
- Temporary pumping in operation.



10 NOVEMBER 2019

- River levels start to fall slowly.
- Peak level of 4.46m AOD recorded at Bentley Ings Pumping Station.
- Severe Flood Warnings downgraded to Flood Warning.
- Flood warnings no longer in force.



11 NOVEMBER 2019

- RAF convey aggregate to shore-up the banks of drainage channels east of Bentley on 10th November.
- Requirement to remove water from Bentley Ings to Thorpe Marsh washland to create capacity for Bentley.
- Field teams monitor levels at spillway.
- Level at Bentley Ings Screen starts to slowly fall back below 4.4m AOD.



14 NOVEMBER 2019

- Additional sandbags deployed to residents in need.
- Doncaster Council clear screens and gullies in communities at risk.



16 NOVEMBER 2019

- Community Recovery Hubs open across Bentley.
- Additional police patrol evacuated areas.



24 NOVEMBER 2019

- Flood warnings and alerts no longer in force.



Scawthorpe

SECTION 19 FLOOD INVESTIGATION



4.0 Scawthorpe

4.1 Flood Risk Background

Scawthorpe is a village within Doncaster Borough located west of Bentley 2km north of the left bank of the River Don. The settlement does not appear on OS maps from 1850, although Scawthorpe Farm, Piping Lane and Langthwaite Lane are shown, with agricultural fields elsewhere. By 1905 Scawthorpe Grange (now Don Valley Academy) had been built with Scawthorpe Avenue being developed with housing by 1938. The residential development had expanded further east by 1948 through to Castle Hills Road. The area became heavily urbanised through the second half of the 20th century connecting with Scawsby to the south and Bentley to the east.

The mid-1800s maps show a network of drains throughout the area draining to Mill Dike to the north-east (now called North Swaithe Dyke) but also linked to Swaith Dike to the south-east. The historic arrangement of field drains appears to be largely still in place today with 'fragments' of open channel shown on modern OS maps aligning with the older drain network. The main drainage run from south-west to the north-east connection with North Swaithe Dyke is now classified as Main River and as such is a watercourse under the control of the Environment Agency with regard to maintenance and flood risk management. This section of North Swaithe Dyke is almost entirely culverted. The legacy field drain network feeding the main North Swaithe Dyke run is most likely still present, but mainly culverted. Some or all of this drain network may have been incorporated within Yorkshire Water's surface water drainage system.

Doncaster lies on the (west to east) downslope from the Peak District, with Scawthorpe located near the end of the downslope, which then transforms into a low lying and level basin east of the railway line through Bentley and beyond. The basin forms part of the wider Humber basin.

Flood risk in Scawthorpe arises mainly from the culverted North Swaithe Dyke and the natural flow paths feeding surface water into the Dyke. The ground level along the path of the Dyke falls from approximately 8mAOD at the south-west to approximately 6mAOD where it crosses the railway line (a slope of 0.0014 or 1 in 700). Most of Scawthorpe is designated as Flood Zone 1 – the lowest risk category - on the Environment Agency's Flood Map for Planning. There is a band of Flood Zone 3 that follows the route of North Swaithe Dyke which is described as land assessed as having a 1 in 100 or greater annual probability of river flooding (>1%), or a 1 in 200 or greater annual probability of flooding from the sea (>0.5%) in any year. The Environment Agency's Flood Map, which gives a generalised view of the long-term flood risk for an area in England, identifies the North Swaithe Dyke corridor as being at medium flood risk from rivers (a chance of flooding of between 1% and 3.3% AEP).

North Swaithe Dyke provides the drainage route for Scawthorpe for day-to-day rain and also to remove any flood water. This drain combines with Swaith Dike and Bentley Ings Drain to a single point 3km south-east of Scawthorpe where the Bentley Ings pumping station lifts the water into the Don. The Bentley Ings Drain and pumping station are located within the Bentley Flood Corridor and as such could be submerged at times of high water on the Don, when the corridor is holding water.

The overall location of key features is summarised in Figure 9. The Environment Agency's Flood Map for Planning is shown in Figure 11 with an overlay of the historic field drain arrangement in Figure 12. The Environment Agency's Surface Water Flood Map is shown in Figure 13 with an overlay of the historic field drain arrangement in Figure 14.

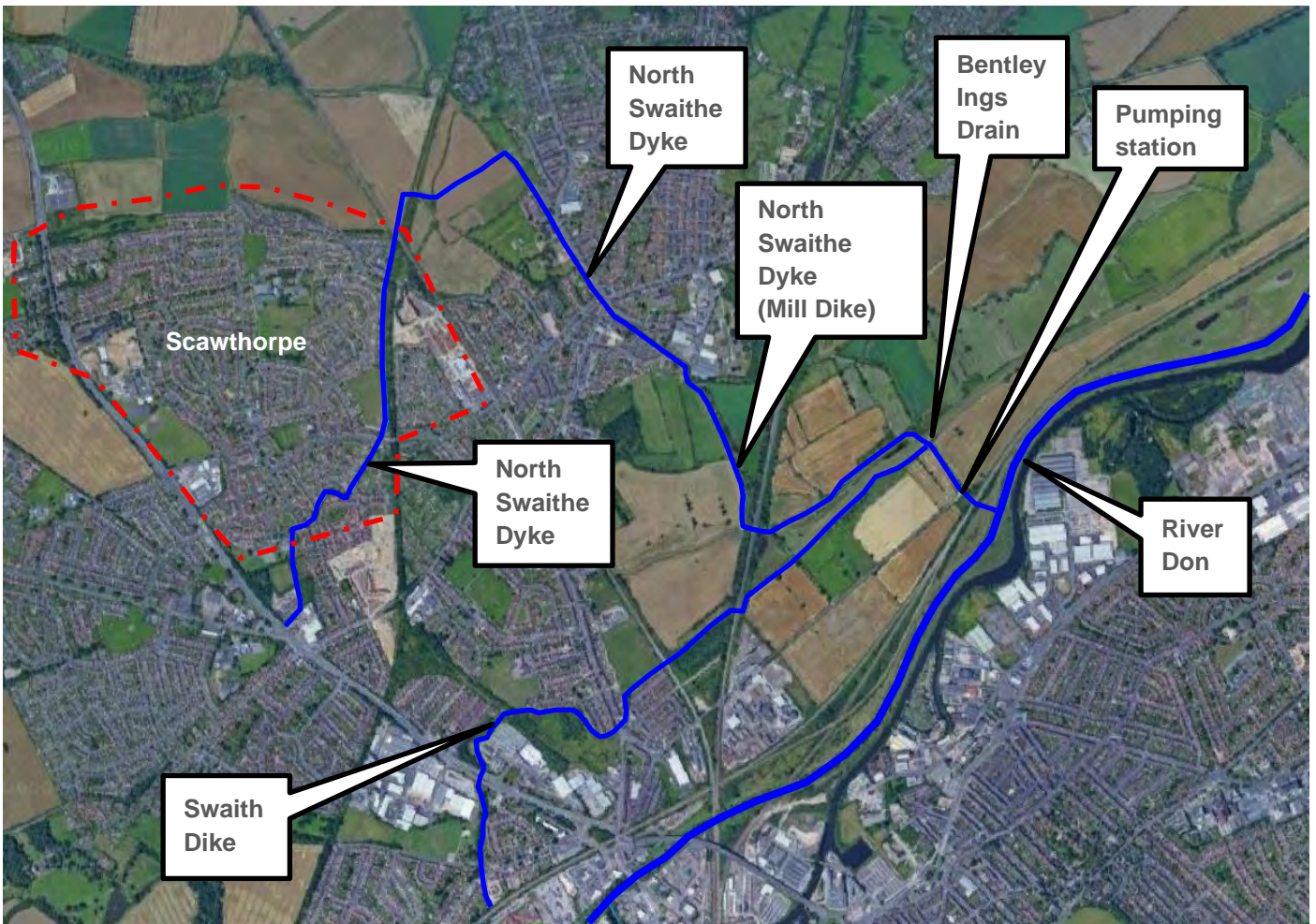


FIGURE 9: SCREENSHOT FROM GOOGLE MAPS SHOWING THE APPROXIMATE LOCATION OF KEY FEATURES AROUND SCAWTHORPE

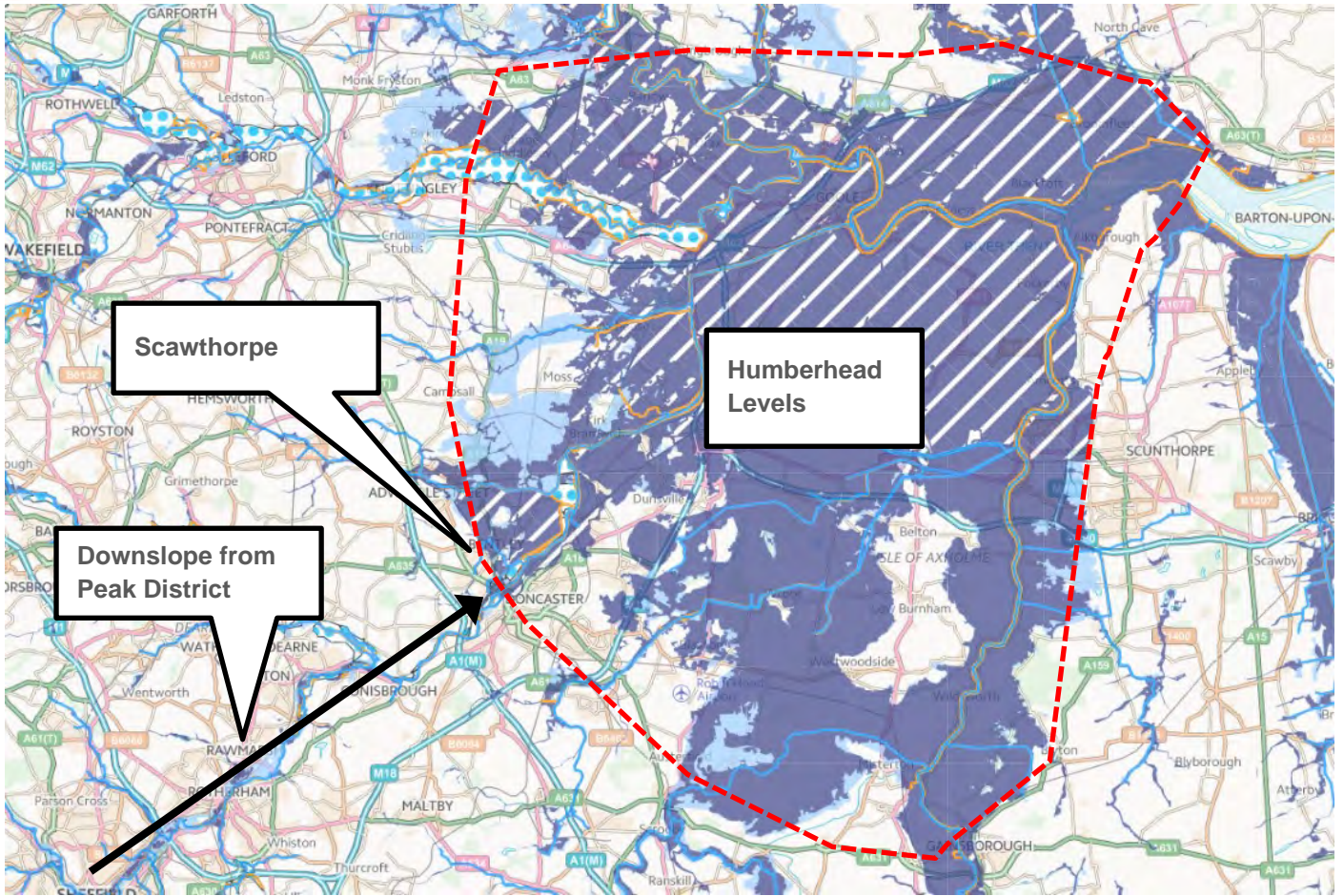


FIGURE 10: SCREEN SHOT TAKEN FROM ENVIRONMENT AGENCY'S FLOOD MAP FOR PLANNING

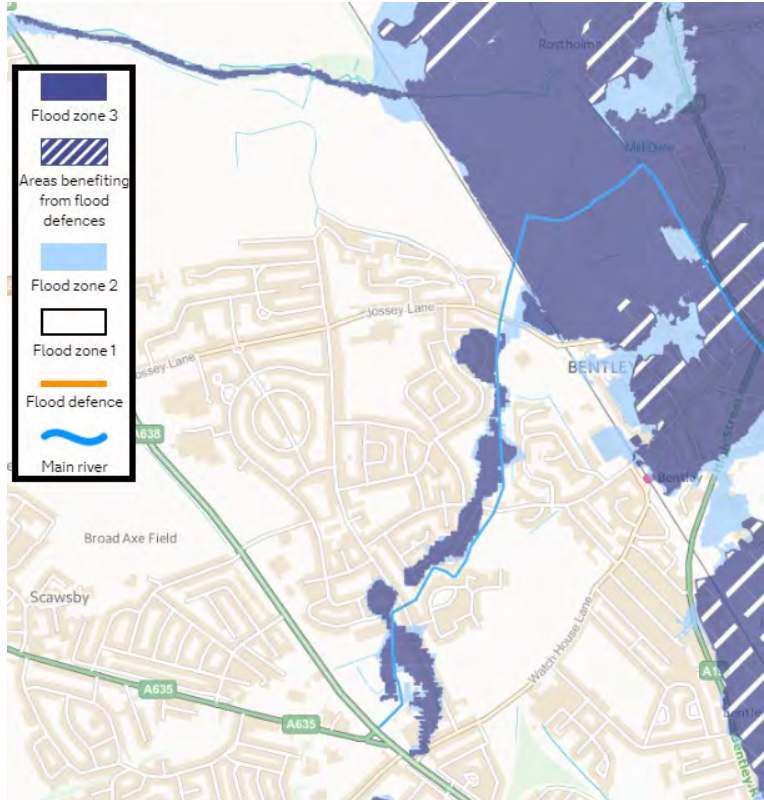


FIGURE 11: SCREEN SHOT FROM THE ENVIRONMENT AGENCY’S FLOOD MAP FOR PLANNING

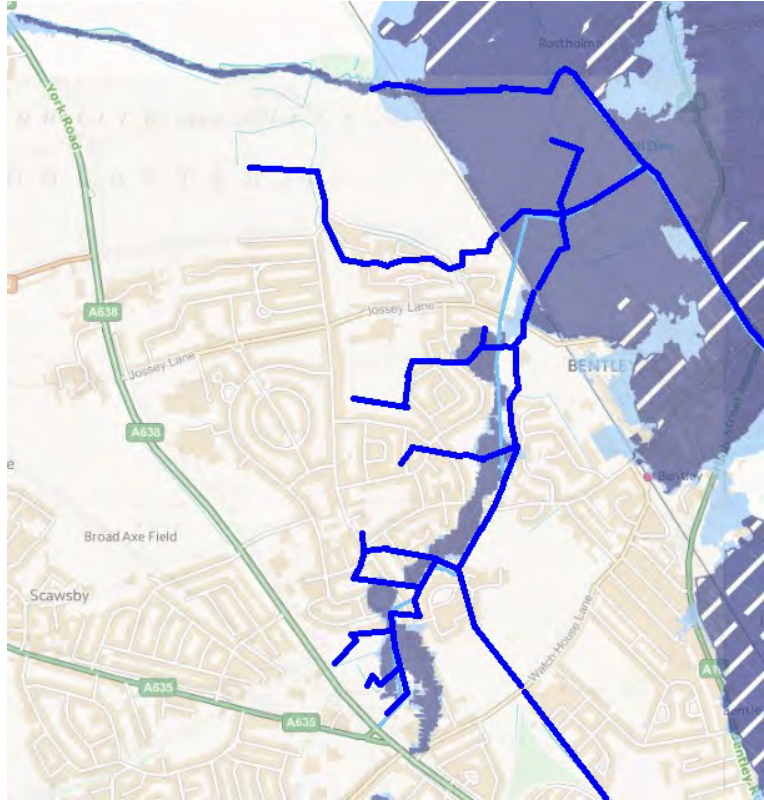


FIGURE 12: SCREEN SHOT FROM FLOOD MAP FOR PLANNING SHOWING THE HISTORIC FIELD DRAIN ARRANGEMENT



FIGURE 13: SCREEN SHOT FROM THE ENVIRONMENT AGENCY'S SURFACE WATER FLOOD MAP

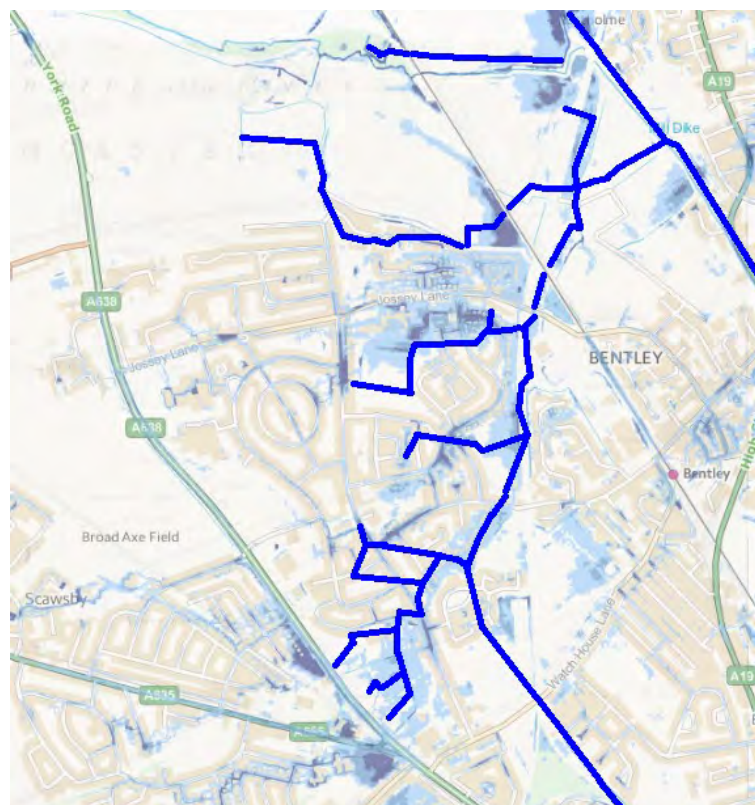


FIGURE 14: SCREEN SHOT FROM THE SURFACE WATER FLOOD MAP SHOWING THE HISTORIC FIELD DRAIN ARRANGEMENT



TABLE 7: SUMMARY OF POTENTIAL FLOOD SOURCES AND PATHWAYS

Category	Potential Flood source	Potential Flood pathway
Fluvial	North Swaithe Dyke Historic drains	<p>Flooding from North Swaithe Dyke onto adjacent land, potentially made worse by culvert siltation or blockage.</p> <p>Downstream flooding at Bentley or within the Bentley Flood Corridor has the potential to backflow along the North Swaithe Dyke reaching Scawthorpe or reducing flow capacity by submerging the downstream end. This risk is however managed by continuous pumping at Bentley Ings and penstocks that are manually closed to prevent backflow.</p>
Tidal	There will be no tidal influence at Scawthorpe.	
Surface water	The Environment Agency's surface water flood map reveals lower land alongside North Swaithe with flow routes leading from the west that align with the historic field drains.	<p>The natural flow routes may be susceptible to surface water flooding.</p> <p>North Swaithe Dyke outlet closed due to downstream flooding could reduce flow capacity, increasing upstream flood risk.</p>
Sewers	Sewer flooding will be closely related to surface water flooding. The sewer system relies on Yorkshire Water pumping stations and ultimately Bentley Ings pumping station downstream to provide conveyance to the Don.	The sewer network could act as a conduit for flood water, hydraulically connecting low lying areas to affect another.
Artificially raised water bodies	The Environment Agency's reservoir flood map indicates several reservoirs within the Peak District that pose a flood risk to the downstream route of North Swaithe Dyke in the event of a dam failure. There are no raised canals in the vicinity.	No direct risk to Scawthorpe from this source but could impact on the ability of North Swaithe Dyke to drain.
Groundwater	BGS mapping identifies the underlying geology of Scawthorpe as sedimentary bedrock (Roxby Formation and Brotherton Formation)	Any groundwater flooding is likely to be widespread, affecting large areas of low-lying land, rather than flowing from place to place.

	<p>with superficial deposits of sand and gravel.</p> <p>Soilscapes website categorises the soil as a mixture of ‘Slowly permeable seasonally wet acid loamy and clayey soils’ and ‘Freely draining lime-rich loamy soils’.</p> <p>Scawthorpe is designated as being an area with 0 - 50% susceptibility to groundwater flooding on Doncaster’s 2015 Strategic Flood Risk Assessment.</p> <p>While this suggests groundwater may affect the land, this will be closely related to the North Swaithe Dyke, River Don and Ea Beck baseflow.</p>	
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4.2 Flood history

The Environment Agency’s historic flood extent dataset holds one flood record for Scawthorpe. This is identified as being surface water flooding in June 2007 affecting Clevedon Crescent, Petersgate and Jossey Lane.

Online searches reveal no flood events other than references to the 2007 flood.

4.3 Rainfall Analysis

The Environment Agency provided an interim hydrology report for the South Yorkshire flood covering 7th to 13th November 2019. This reports:

‘South Yorkshire experienced significant flooding associated with a weather front sitting over Yorkshire during the 7th and the 8th November 2019. Persistent rainfall started during the early hours of Thursday 7th November 2019 and lasted for approximately 24 hours.’

The report includes a HYRAD radar rainfall image taken at 19:00 on the 7th which shows the most intense rain as a long, narrow strip centred on Doncaster, Rotherham and Sheffield.

The Environment Agency interim hydrology report includes an assessment of rainfall rarity for the event. The focus of the report is on flood flows on the Don, Dearne and Rother, as such the rain data used were from upstream of Doncaster within the catchment feeding the Don. The analysis for the catchment upstream of Doncaster shows peak rainfall accumulations of 51 – 88mm with associated rarity of 10 – 70 years for 24 hour duration. The closest location to Bentley that was assessed in the report was South Emsall which recorded a 10 year return period for 24 hour duration.

Rain data from the closest 6 gauges to Scawthorpe were obtained for this Section 19 report from the Shoothill GaugeMap website (the GaugeMap rain data is not formally validated however this data is from gauges that are geographically closer to Bentley than the data contained in the hydrology report provided by the Environment Agency – this report did however include data for South Elmsall which is identical to the



GaugeMap rain data). The results show a little rain on the 6th November followed by approximately 24 hours of continuous rain beginning just after midnight on the 7th and stopping just after midnight on the 8th. The significance of the rain event is revealed by considering peak rainfall accumulations over a range of time periods contained within the overall event. A return period has been assigned for the rainfall totals within each time period considered, using the FEH Web Service rainfall analysis tool, based on point data at the location of each rain gauge. The significance of the rain event is at a maximum when considered over a 24 hour duration. The data are summarised below in a series of tables 'Table 8' and the gauge locations in Figure 15. While rainfall intensity is not expected to drive river flooding, it is still interesting to note with regard to surface water flooding and the ability of local drainage infrastructure to cope. Only a moderate rainfall intensity of up to 9.6 mm/hr was recorded.

TABLE 8: SUMMARY OF RAIN GAUGE DATA

Nutwell Rain Gauge			
Time period (hr)	Peak rainfall accumulation (mm)	Return Period (years)	Average rainfall intensity (mm/hr)
1			9.6
3	23.2	3	7.7
4	27.8	5	7.0
5	34.6	8	7.0
6	39.2	11	6.5
12	62.6	42	5.2
18	74.8	68	4.2
24	78.4	69	3.3
36	80.4	58	2.2
48	82.6	52	1.7

Dirtiness Rain Gauge			
Time period (hr)	Peak rainfall accumulation (mm)	Return Period (years)	Average rainfall intensity (mm/hr)
1			8.0
3	21.4	3	7.1
4	26.6	4	6.7
5	31.8	6	6.4
6	35.6	8	5.9
12	53	24	4.4
18	63.4	42	3.5
24	65.8	40	2.7
36	67.2	31	1.9
48	68.8	26	1.4



Maltby Rain Gauge			
Time period (hr)	Peak rainfall accumulation (mm)	Return Period (years)	Average rainfall intensity (mm/hr)
1			7.4
3	18.6	2	6.2
4	23.6	3	5.9
5	28	3	5.6
6	32.2	4	5.4
12	51.8	14	4.3
18	74	41	4.1
24	82	47	3.4
36	84.6	35	2.4
48	86	27	1.8

South Emsall Rain Gauge			
Time period (hr)	Peak rainfall accumulation (mm)	Return Period (years)	Average rainfall intensity (mm/hr)
1			4.2
3	11.8		3.9
4	15		3.8
5	17.6	1	3.5
6	20.4	2	3.4
12	38.2	6	3.2
18	49.6	12	2.8
24	51.4	10	2.1
36	53.4	7	1.5
48	55	6	1.1

Wiseton Rain Gauge			
Time period (hr)	Peak rainfall accumulation (mm)	Return Period (years)	Average rainfall intensity (mm/hr)
1			4.8
3	11.8	N/A	3.9
4	15.6	N/A	3.9
5	19.4	1	3.9
6	22.6	2	3.8
12	43	6	3.6
18	58	13	3.2
24	68.8	23	2.9
36	70.2	17	2.0
48	71.6	14	1.5

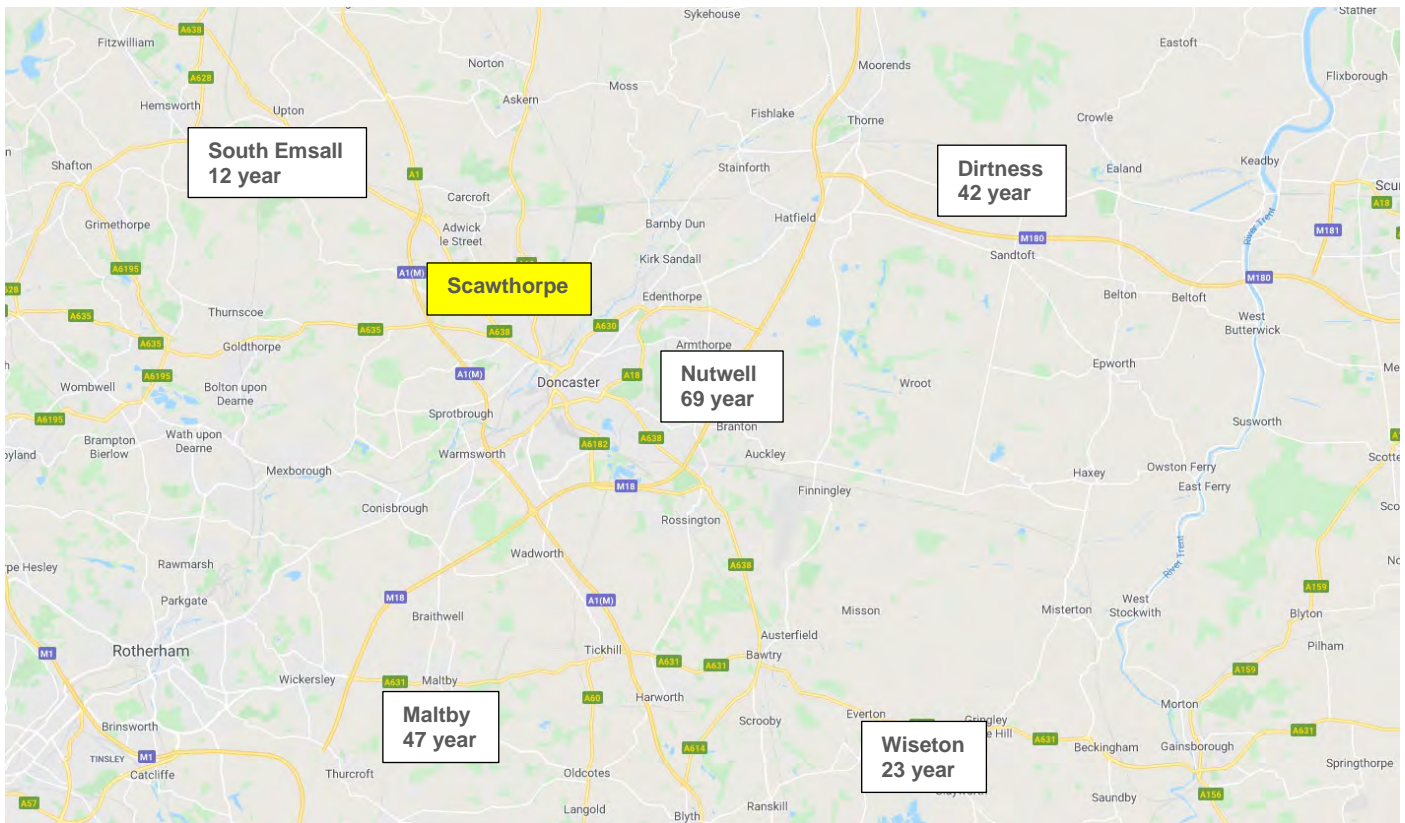


FIGURE 15: SCREENSHOT FROM GOOGLE MAPS SUMMARISING EVENT RETURN PERIOD ASSIGNMENT FROM RAIN GAUGE DATA

Significant rain also fell on the previous week to the flood, on 25th – 26th of October 2019. On that occasion, the Environment Agency report peak rainfall accumulations for the catchment upstream of Doncaster of 45 – 61mm with associated rarity of 2 – 9 years for 24 hour duration.

It is interesting to compare the above data with that recorded for the previous major flood event of 26th June 2007. Online searches reveal several flood reports (Environment Agency, MetOffice, CEH) which give typical rainfall accumulation totals of 85 – 90mm in 24 hours on 14th June 2007 and 51 – 85mm in 24 hours on 25th June 2007 in south Yorkshire.

4.4 Hydrological Analysis

The Environment Agency interim hydrology report for the South Yorkshire flood covering 7th to 13th November 2019 also includes an assessment of flow probability on the River Don. The report says:

‘The November 2019 peak [flow] is the highest on record at Rotherham (downstream of the River Don-Rother confluence), Doncaster, Adwick Le Street Whitecross Bridge and Kirk Bramwith. It is the second highest, just behind late June 2007, at many locations over South Yorkshire.’

The report also goes on to say:

River levels were already elevated as a consequence of the event over the 25th and the 26th October 2019, especially in the River Rother and lower River Don reaches. The November event was more widespread and it was the combined effect of high levels within the upper Don and the



Rother catchments that ensured significant peaks were experienced on the River Don from Rotherham and downstream past Kirk Bramwith.

It seems therefore that significant antecedent rain on 25th and 26th of October led to high river levels and saturated ground within the Don catchment. This was then followed by the 24 hour rain event on the 7th November, the combination of which resulted in very high flows. Interestingly, the Environment Agency compare the event of November 2019 with June 2007. This shows a striking similarity between flood events, with the 26th June 2007 peak flow also being preceded by a large flow event on the 16th June, 10 days earlier.

The flow gauge on the River Don at Doncaster, which is close to the location of Scawthorpe, recorded a peak level of 6.308m and peak flow of 395m³/s at 12:45 on 8th November 2019 which is the highest recorded out of a 43 year record. The second highest was 6.303m and peak flow of 347m³/s on 26th June 2007. It is interesting to note that the 16th June 2007 peak level is the 4th highest on record and the 27th October 2019 peak level is the 5th highest.

It is important to note that these flood levels are measured above an arbitrary local datum. The National River Flow Archive reports the station level of the gauge 27021 - Don at Doncaster as being 4.4mAOD. This therefore means that the 6.308m peak level on 8th November 2019 translates to 10.708mAOD. This data can be compared with Environment Agency modelled flood levels for the Don at this location (model node ID 11582). The 2018 Middle and Lower Don defended model gives peak flood levels of 10.75, 10.93 and 11.53 mAOD for the 1%, 0.5% and 0.1% AEP floods respectively.

The Environment Agency record a riverside embankment crest level of 10.54 – 10.71mAOD (Environment Agency asset 50269) close to the flow gauge. A determination from 0.25m LiDAR DSM indicates a crest level of 10.7mAOD by the gauge and 10.65mAOD 300m downstream at Willow Bridge. A review of the recorded flood hydrograph (Shoothill's Gaugemap website) shows the flood level first reached 10.65mAOD at 07:00 on 8th, rising to the peak at 12:45 before falling back below 10.65mAOD at 18:00.

The Environment Agency interim hydrology report goes on to assign an estimated return period for the River Don at Doncaster of 150 – 250 years. The range reflecting uncertainty with the measured results.

The Environment Agency interim hydrology report also includes level data for a gauge on EA Beck at Adwick Le Street. A peak level of 2.958m was recorded on 8th November 2019 which is the highest level on record over a 19 year history. Data from this gauge is not included in the National River Flow Archive and so is not presented for FEH statistical analysis. The Environment Agency's online flood warning service includes information about river gauges which provides a site datum of 5.42mAOD for the Adwick Le Street gauge. This means the peak level can be translated to 8.378mAOD.

The Environment Agency maintain a river level gauge named Bentley Ings Screen (Fowler Bridge Drain) which is located just upstream (the dry side) of the Bentley Barrier Bank adjacent with Bentley Ings Drain pumping station. This gauge showed a rising water level at 11:30 on 7th November, passing 4.4mAOD by 17:00 on the 7th, continuing to rise to a peak level of 4.46mAOD by the 10th (the highest level on record) and then slowly falling back below 4.4mAOD by the 11th and below 4mAOD by the 12th.



4.5 Flood Analysis

Flood data from a variety of sources have been collected and analysed. The data are summarised below in a flood extent map with notes and references. A brief summarising discussion is given at the end.

The aim of this flood analysis is to draw out overall themes and flood mechanisms operating within affected communities rather than to consider in detail each individual property or road that may have been affected. The focus has therefore been given to clusters of properties and roads where damage and disruption has occurred.

Within the Scawthorpe ward 56 properties are recorded as having been flooded by Doncaster Council in November 2019.

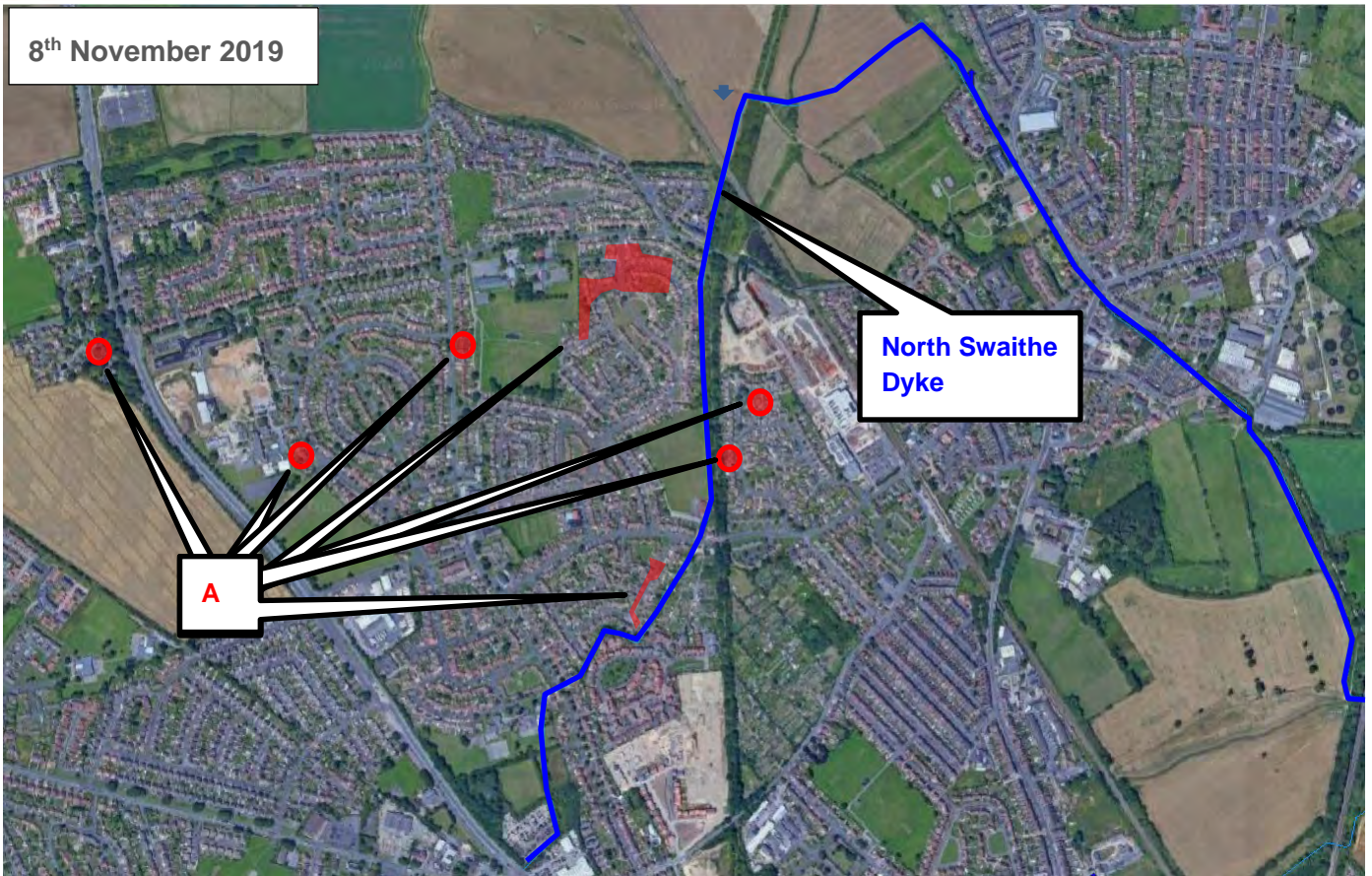


FIGURE 16: GOOGLE MAPS SCREENSHOT SHOWING FLOOD FLOW ROUTES AND EXTENT

TABLE 9: FLOOD DATA NOTES - BENTLEY (SOUTH) – 8TH NOVEMBER 2019

Key	Reference	Notes
A	Doncaster Council's records of flooded properties and resident's questionnaire.	No photographs or video footage available. Residents generally report flooding starting on the 7 th and not subsiding until 8 th , 9 th and 10 th . Resident's generally report flood water arising from manholes in the road or road gulleys.

In summary: the River Don experienced a flood event that exceeded the design standard of the riverside embankment. Overtopping occurred at several locations filling the Bentley Flood Corridor. In addition, Ea Beck was overtopping at Norwood Spillway contributing water to the Bentley Flood Corridor at the downstream end. Based on available photographs and eye-witness reports, neither the River Don nor Ea Beck appears to have directly flooded Scawthorpe. River flooding was generally confined to the Bentley Flood Corridor as intended.

North Swaithe Dyke is the main surface water drainage route for this area draining north-east and then south-east into the Don via Bentley Ings pumping station. With the Bentley Flood Corridor holding water,



the ability of this watercourse to drain may have been impacted, although the Environment Agency confirm that Mill Dike continued to be pumped into the Don throughout the event, with normal discharge not being inhibited or restricted. The downstream level of North Swaithe Dyke has been estimated to be 4.2mAOD on both the 8th and 9th with temporary pumping in operation based on aerial photographs. The Environment Agency's Bentley Ings Screen level gauge recorded a peak water level of 4.28mAOD on the 7th, rising to 4.3mAOD on the 8th and peaking at 4.46mAOD on the 10th (the highest level on record). These values are significantly lower than the ground in Scawthorpe which is generally higher than 5.3mAOD. Direct flooding from the downstream submerged end of North Swaithe Dyke is therefore not expected to have happened.

A higher water level on North Swaithe Dyke than the above values is however expected at Scawthorpe given the incoming water from rainfall on the upstream catchment, as the land rises up to 8mAOD near Scawsby where the watercourse begins. The Environment Agency were not able to provide modelled flood data for North Swaithe Dyke which, however an estimate was made by comparing the Flood Zone 3 outline (1% AEP) with available LiDAR data, which gives a value of approximately 6mAOD at the Clevedon Crescent flood cluster. This compares with a ground level of 5.4mAOD in the worst affected part of this cluster. A combination of a high downstream water level and significant rain on the catchment is expected to have produced a high water level on the Dyke either directly causing flooding or severely limiting the ability of the surface water network to drain.

Yorkshire water confirm that Scawthorpe and Bentley is served by a combination of gravity sewers, detention tanks and 3 surface water pumping stations (in Bentley): Rostholme SWPS, Bentley Central SWPS and Piccadilly SWPS, all three of which pump water into North Swaithe Dyke. Yorkshire Water are not aware of any capacity issues with the pumping stations and confirm that all three stations were operational throughout the November 2019 flood event. The Rostholme system operates on a Duty-Assist-Standby configuration. The water company confirm that this station operated on duty pump only during the flood, which suggests only a moderate incoming water rate.

It appears that, for a period of time, there would have been little if any downstream drainage conveyance available in the area. Consequently, even though rainfall intensity was 'moderate', rain would naturally pond in the low lying areas, until the downstream water level reduced and drainage conveyance returned. The drainage network may also have acted as a conduit for flood water in the Dyke to backflow to low land. Many affected residents reported flood water emanating from sewers in the road. Most affected properties are located in low lying areas identified as being at risk from surface water or in the valley of the North Swaithe Dyke flow path.



4.6 Flood Emergency Response

Doncaster Council recorded progress of the flood event, including their and other RMA response actions in several documents:

- Overview of weather warnings and flood warnings.
- Briefing notes.
- Record of streets evacuated.
- A flood risk call log.
- Doncaster's Multi-Agency flood plan.
- Road closure protocol
- Sandbag policy.
- Debrief feedback report.

A summary of formal incident management actions from information provided by Doncaster Council is given in the infographic below:

NOVEMBER 2019 FLOOD EVENT

DONCASTER

5 NOVEMBER 2019

MET OFFICE YELLOW WARNING OF RAIN

- First indication of heavy rainfall in Central England.



7 NOVEMBER 2019

FLOOD ALERTS ISSUED

- Flood Alert issued for Middle River Don and Lower River Don Catchment.
- Met Office warning of rain resulting in surface water flooding and river level start to rise.
- Flood advisory service teleconference between EA and DC to share information & intelligence and consider the potential impacts.



8 NOVEMBER 2019

FLOOD WARNINGS ISSUED

- 20 Flood Warnings issued for communities along the River Don by 9th November.
- 5 Severe Flood Warnings issued for the River Don.
- River Don in Doncaster rose to 6.36 m – highest on record.



8 NOVEMBER 2019

MAJOR INCIDENT DECLARED

- Major incident declared by Gold Command.
- SCG and TCG opened.
- DC monitor river levels in conjunction with the EA.
- Contingency plans in place if required.
- Staff deployed to Willow Bridge.
- Police perform safety sweep.
- Muster point is Ambulance station Transport to Rest Centre in Balby.
- Corporate emergency plan activated.
- DC work closely with partners.



10 NOVEMBER 2019

PUMPS DEPLOYED

- River levels start to slowly fall.
- Mutual aid request for pumps submitted.
- Puddle pumps deployed in Fishlake.
- Danvm Drainage Commissioners advised that one of the two 75l/s pump not available at Sour Lane, Fishlake. EA supplied 4x400l/s pumps to assist during flood recovery.
- 12' pumps deployed in Thorpe Marsh.
- Failure of 280l/s pump noted at Arksey Pumping station.
- All pumps operationalised by 12/11/19.



11 NOVEMBER 2019

ADDITIONAL PUMPS DEPLOYED

- EA deployed four pumps at Fishlake in an attempt to reduce the depth of flood-water.



14 NOVEMBER 2019

FLOOD RISK ASSETS INSPECTED

- DC clear screens and gullies in communities at risk.
- DC deploy additional sandbags to residents in need.



16 NOVEMBER 2019

REST CENTRES/COMMUNITY RECOVERY HUBS ESTABLISHED

- Series of Community Recovery Hubs opened across the worst affected areas in Bentley, Denaby, Fishlake, Mexborough, Stainforth and Wheatley.
- Police deployed additional resources to patrol evacuated areas.



24 NOVEMBER 2019

NO FLOOD ALERTS OR WARNINGS

- No Flood Alerts or Warnings in force across the River Don catchment.



6 NOVEMBER 2019

FGS ISSUED YELLOW WARNING

- River and surface water flooding expected in the next two days.

7 NOVEMBER 2019

EMERGENCY CONTROL CENTRE SET UP

- South Yorkshire Strategic Coordination Group for severe weather and flooding response was established.
- Doncaster multi-agency tactical and operational response was established.
- Multi-agency Partners continue to work together to resolve problems and support residents affected.
- Over 2000 residents advised to evacuate.
- DONCASTER COUNCIL RESPONSE DEPLOYED
- 24 hour per day emergency response initiated.
- Assessing key assets.
- Tankers deployed to remove flood water.
- Delivery of sandbags from early morning.
- Assistance to residents.



8 NOVEMBER 2019

RESIDENTS EVACUATE

- Some seepage occurred at the River Don containment structure at Kirk Sandall.
- Residents told to evacuate immediately.
- Site visit planned for early 2020 to assess and repair banks.
- Sites visited where defences are potentially going to breach to check condition of flood asset.



9 NOVEMBER 2019

FURTHER EVACUATION

- Residents in Bentley, Cusworth, Fishlake, Kirk Bramwith, Scawthorpe evacuated homes.



10 NOVEMBER 2019

FLOOD WARNINGS NO LONGER IN FORCE

- River levels start to fall.
- Heavy rainfall stopped.
- Flood Warnings for some communities along the River Don are no longer in force.
- Severe Flood Warning downgraded to Flood Warning.



10 NOVEMBER 2019

RAF CHINOOKS

- Military aid request approved.
- RAF conveyed aggregate to shore-up the banks of drainage channels east of Bentley.



11 NOVEMBER 2019

MONITORING GRUMBLE HIRST SPILLWAY

- Requirement to remove water from Bentley Ings to Thorpe Marsh washland to create capacity at Bentley.
- 2x puddle pumps at Riccall Depot were ready to be mobilised.
- Field team monitored levels at Spillway.



15 NOVEMBER 2019

ADDITIONAL PUMPS

- EA deployed a further 38 pumps to homes in Fishlake to reduce the inundation



17 NOVEMBER 2019

CLEAN UP OPERATION

- Clean-up operation underway under in Fishlake.





A questionnaire was circulated to residents as part of this Section 19 investigation. Resident's feedback relating to incident management actions, where not covered in the previous infographic, is summarised below.

Some residents report no communication or assistance being provided leading up to and during the flood event. Others however report Doncaster Council providing sandbags and assistance during the flood.

Residents were very complimentary regarding council, emergency service and community support during the flood event and during the clean-up.

4.7 Risk Management Options

The flood risk management strategy is normally characterised as one of appraising risk, managing risk and reducing risk. This approach can be summarised by the hierarchy of methods:

- **Assess risk**
- **Avoid risk**
- **Substitute risk**
- **Control risk**
- **Mitigate risk**

This Section 19 investigation report provides an initial overview **assessment of flood risk** to Bentley (as set out in the previous sections), from which a preliminary appraisal of risk management options will be set out below. It is expected that more detailed risk assessment studies would be needed when taking forward any risk management options in detail.

Avoid risk and **substitute risk** are built into the planning process via the Sequential Test and Exception Test. As such these 'hierarchically preferable' approaches are normally considered strategically by the planning authority when deciding where best to locate services and facilities. It is theoretically feasible that the use of certain existing buildings or land could be re-purposed to a lower risk use to effectively substitute the risk. It is assumed however here that this approach is essentially unviable given the flood affected properties are almost entirely private residential dwellings.

Control risk – Catchment-level – Water-level management - River Don flood risk management strategy

Reducing the downstream water level in North Swaithe Dyke by high capacity pumping into the River Don (or Bentley Flood Corridor) is required as soon as possible during and post-flood to improve drainage capacity for Scawthorpe.

The best approach for this should be considered in coalition with the Environment Agency as part of a review of the River Don flood risk management strategy when considering the optimum use of the Bentley Flood Corridor for both Bentley and Scawthorpe.

Control risk – Community-level – Drainage improvement.

Flooding at Scawthorpe appears to be linked to heavy rain falling on local low spots coinciding with a high water level (or potentially even flooding) on North Swaithe Dyke. The latter of which is also caused by heavy rain falling on the catchment, along with a high downstream water level due to the submerged Bentley Flood Corridor.



This flood mechanism is therefore related to the interaction between the formal surface water drainage network and North Swaithe Dyke (Main River). Both Yorkshire Water and the Environment Agency should be consulted to understand the interaction between the surface water and fluvial systems – identifying flood flow routes / backflow potential and assess options to prevent backflow and maintain drainage continuity when the Dyke is high.

Mitigate risk – Street-level – Boundary walls and flood gates.

The arrangement of affected houses in Scawthorpe do not lend themselves to a street level approach to flood risk management.

Mitigate risk – Property-level – Property flood resilience.

Flood risk to affected properties in Scawthorpe could be reduced by the application of property flood resilience, led by a detailed PFR survey.



4.8 Flood Investigation Summary Infographic

SCAWTHROPE NOVEMBER 2019 FLOODS



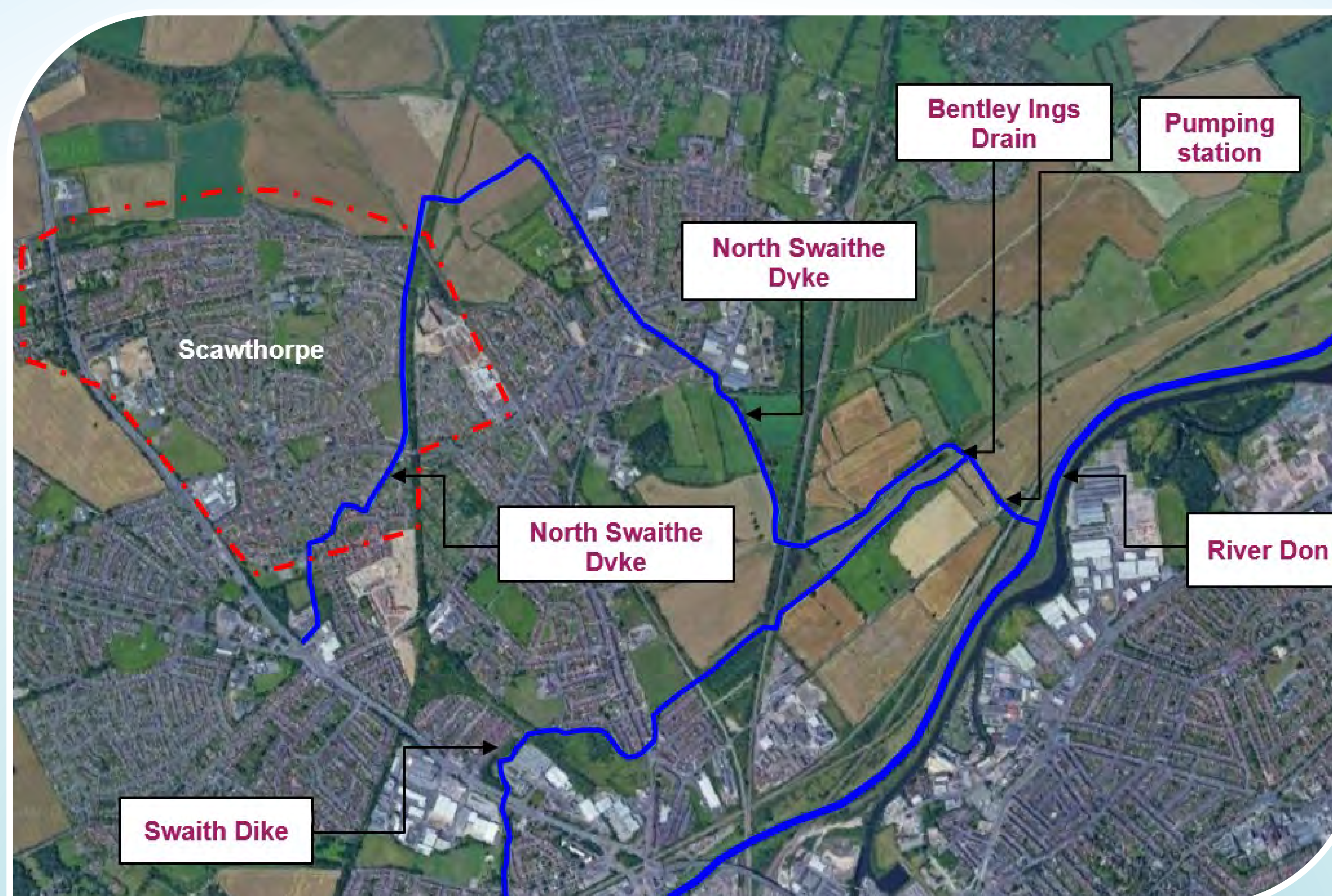
Significant floods occurred in Doncaster on 7th 8th and 9th November 2019 causing widespread damage. The guidance below summarises the event and impacts on Scawthorpe.

Flood Risk:

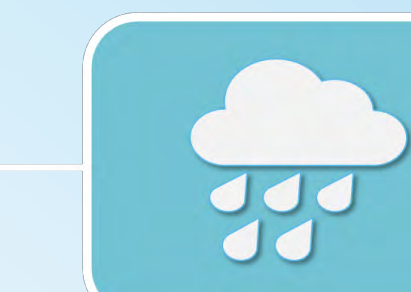
- Scawthorpe lies on the final downslopes of the Peak District slopes to the west before reaching the low lying and flat Humberhead Levels to the east.
- Scawthorpe is at risk of flooding from North Swaithe Dyke although the River Don downstream will have an influence.
- Flood risk areas generally lie alongside the North Swaithe Dyke valley and minor drainage routes leading to the Dyke.
- Those flood risk areas within Scawthorpe are generally designated as Flood Zone 3, the highest risk category, on the Environment Agency's Flood Map for Planning.
- No flood defences are present in Scawthorpe.
- Flood risk areas within Scawthorpe are generally identified as being at 'medium risk' on the Environment Agency's Flood Risk From Rivers Or Sea.
- North Swaithe Dyke flows through Scawthorpe which combines into Bentley Ings Drain to the south which is then mechanically pumped over the raised bank into the Don to control surface water and groundwater.
- The Environment Agency provides Flood Warnings for Scawthorpe which residents can register to receive (via <https://www.gov.uk/sign-up-for-flood-warnings> or by calling 0345 988 1188).

Historic Flood Events:

- Flood events have been recorded at Scawthorpe in 2007.
- Similar conditions led to flooding in both November 2019 and June 2007 within the Doncaster Borough – a prolonged wet period preceding two large rain events on subsequent weeks with persistent rain falling for 24 hours.



2019 Flood Event Timeline



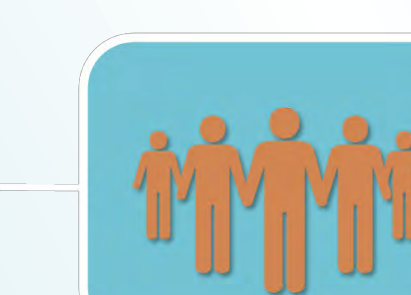
- 5 NOVEMBER 2019**
- Met Office issued a Yellow Warning for rain



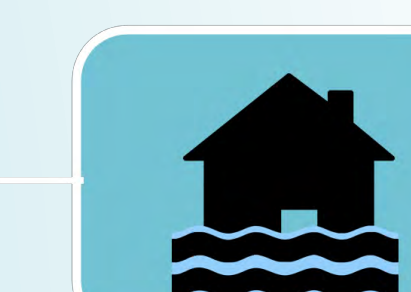
- 6 NOVEMBER 2019**
- River and surface water flooding was expected over the next two days.



- 7 NOVEMBER 2019**
- Persistent rainfall beginning after midnight and lasting 24 hours.
 - Rain fell with rarity of between 1 in 10 and 1 in 70 in any year and peak accumulations of 51 to 88mm recorded upstream of Doncaster.
 - Rainfall intensity of up to 9.6 mm/hour recorded.
 - Peak water level of 4.28m AOD recorded at the Bentley Ings Screen level gauge.
 - River levels already elevated following heavy rainfall on 25th & 26th October.
 - Flood Alerts issued for Middle River Don and Lower River Don catchment.



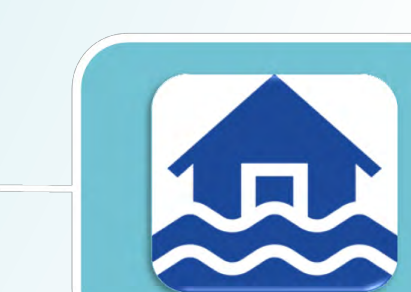
- 7 NOVEMBER 2019**
- Residents report flooding.
 - Multi-agency Partners continue to work together.
 - Doncaster Council response deployed:
 - 24 hour/day emergency response initiated.
 - Key assets assessed.
 - Tankers deployed to remove flood water.
 - Sandbags delivered.
 - Residents assisted.



- 7 NOVEMBER 2019**
- A combination of a high downstream water level and significant rain on the catchment produced a high water level on the Dyke by either:
 - directly causing flooding
 - severely limiting the ability of the surface water network to drain.
 - Rainfall led to natural ponding in the low lying areas, until the downstream water level reduced and drainage conveyance returned.
 - The drainage network may have acted as a conduit for flood water in the Dyke to backflow to low land.



- 8 NOVEMBER 2019**
- 5 Severe Flood Warnings issued for the River Don.
 - 20 Flood Warnings issued for the River Don by the 9th November.
 - Rainfall stopped after midnight.
 - River Don rose to highest on record.
 - Major Incident declared.
 - Doncaster Council closely monitor river levels in conjunction with the EA.
 - Contingency plans in place if required.



- 8 NOVEMBER 2019**
- Residents report flood water arising from manholes in the road or road gulleys.
 - Peak water level of 4.3m AOD recorded at the Bentley Ings Screen level gauge.
 - Residents report flood water begin to subside.



- 8 NOVEMBER 2019**
- Temporary pumps deployed near Bentley Ings pumping station to pump North Swaithe Dyke into the Flood Corridor and into the Don.
 - The downstream level of North Swaithe Dyke estimated to be 4.2m AOD.



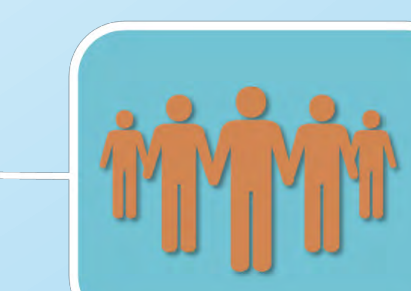
- 9 NOVEMBER 2019**
- Homes evacuated in Scawthorpe.
 - 56 properties flooded in Scawthorpe.
 - Residents report flood water continues to subside.
 - Temporary pumping in operation.



- 10 NOVEMBER 2019**
- Water level peaked at of 4.46m AOD at the Bentley Ings Screen level gauge - the highest level on record.
 - River levels start to fall slowly.
 - Severe Flood Warnings downgraded to Flood Warning.
 - Flood warnings no longer in force.



- 14 NOVEMBER 2019**
- Additional sandbags deployed to residents in need.
 - Doncaster Council clear screens and gulleys in communities at risk.



- 16 NOVEMBER 2019**
- Additional police patrol evacuated areas.



- 24 NOVEMBER 2019**
- Flood warnings and alerts no longer in force.



Fishlake

SECTION 19 FLOOD INVESTIGATION



5.0 Fishlake

5.1 Flood Risk Background

Fishlake is a village and civil parish in the Metropolitan Borough of Doncaster that lies on the left bank of the River Don. It is shown on OS maps from 1850. The number of residential dwellings has increased from the 1850 map to the present day, however the village layout has little changed.

The 1850's maps show a more convoluted route of the River Don as it passes by Fishlake compared with the present day. At this time, the river approached to within 80m of Main Street. There is a continuous earth bank shown running along both the left and right banks of the Don. In addition, the Barrier Bank is shown (and labelled) approaching the village along Woodgreen House Road and Far Bank Lane before turning south past Fishlake Windmill to connect with the left bank of the Don. The Barrier Bank is then shown to continue from south of St Cuthbert's Church, leading west and north-west (north of Sour Lane) connecting with the Don at Cowick Road. Nab Drain is shown approaching Fishlake from the west before turning south to the Don. Sour Lane Drain is shown flowing from the village to the east discharging into the Don. Both drains appear to operate by gravity, with open discharges into the river.

By the late 1940's the Don had been re-routed and straightened to its present-day configuration at Fishlake. Nab Drain had been renamed to Taining Drain but followed the same route as 100 years earlier. Sour Lane Drain was unchanged. Both drains were still gravity fed, with open discharges to the Don.

The features, as described above, are still in a similar overall configuration to the present-day. The Don riverside raised earth bank (left bank), which follows the 1850's former route of the Don through Fishlake, is now maintained by the Environment Agency. It is understood that the Riverside Bank was significantly raised and strengthened through the 1980's to provide the primary line of defence to Fishlake. The west stretch of the Riverside Bank coming down to the Don is a registered Environment Agency asset. The east stretch of the Barrier Bank no longer appears on maps and was presumably abandoned through the second half of the 20th century. The operation of the flood defences to Fishlake were reviewed in the 1980s. At this time, resource was put into the flood storage at Westfield Ings and the Riverside Bank. Both Taining Drain and Sour Lane Drain are still in operation although they both terminate with a pumping station to lift water into the Don. The location of the original gravity discharge point on Taining Drain has been moved 400m to the north west, conveyed by a stretch of open channel to the pumping station to the rear of Church Street.

Fishlake lies within a low lying and level basin. Ground levels are typically 4.0 – 5.0mAOD across most of the village rising to 5.5mAOD to the south at St Cuthbert's Church. The basin forms part of the wider Humber basin. It is approximately bounded by the River Don to the south and the River Aire to the north and includes Ea Beck and River Went. The ground is quite flat within the wider basin with levels generally in the range 4 – 6 mAOD from the Don to the Aire. There is of course a gradual fall to sea level to the east as the Humber is approached.

The part of the Humber Head Levels basin between the River Don and River Aire (including Ea Beck and River Went) is the Danvm Internal Drainage District. Within this area the Danvm Drainage Commissioners have permissive powers to carry out drainage and flood risk management works and can choose to raise local land drainage rates directly and via council tax to fund these activities.

It is important to recognise the IDB only carries out works to deal with rainfall that 'lands' on the drainage district and is not responsible for managing water from main rivers or indeed water that overflows into the district from main rivers. These functions are a matter for the Environment Agency.

In this area the Danvm Drainage Commissioners are the operating authority both Taining Drain and Sour Lane Drain pumping stations, however it should be noted that these stations are designed for land drainage use and are not designed to deal with fluvial flows.

Most of Fishlake is designated as Flood Zone 3 on the Environment Agency’s Flood Map for Planning which is described as land assessed as having a 1 in 100 or greater annual probability of river flooding (>1%), or a 1 in 200 or greater annual probability of flooding from the sea (>0.5%) in any year. Significant areas are also designated as benefitting from flood defences, which is defined as those areas that would benefit from the presence of defences in a 1 percent fluvial / 0.5 percent tidal flood event. Both the Riverside Bank and Barrier Bank are however designated with a 75 year (1.33%) standard of protection on asset data provided for this report. The Environment Agency’s Flood Map which gives a generalised view of the long-term flood risk for an area in England shows large parts of Fishlake as being at medium flood risk from rivers (a chance of flooding of between 1% and 3.3% AEP) and low risk (a chance of flooding of between 0.1% and 1% AEP). These designations take into account the effect of flood defences.

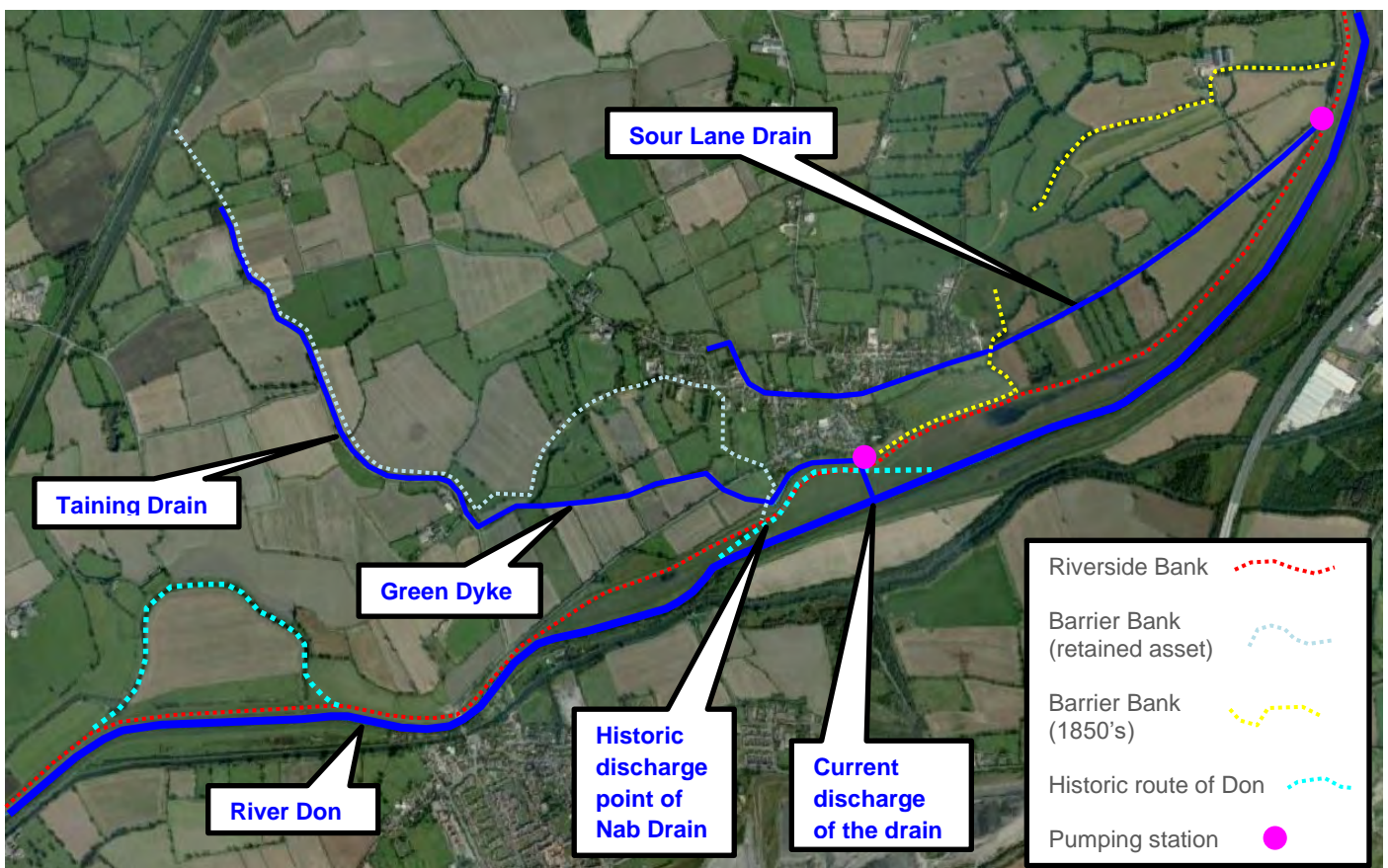


FIGURE 17: SCREENSHOT FROM GOOGLE MAPS SHOWING THE APPROXIMATE LOCATION OF KEY FEATURES AROUND FISHLAKE

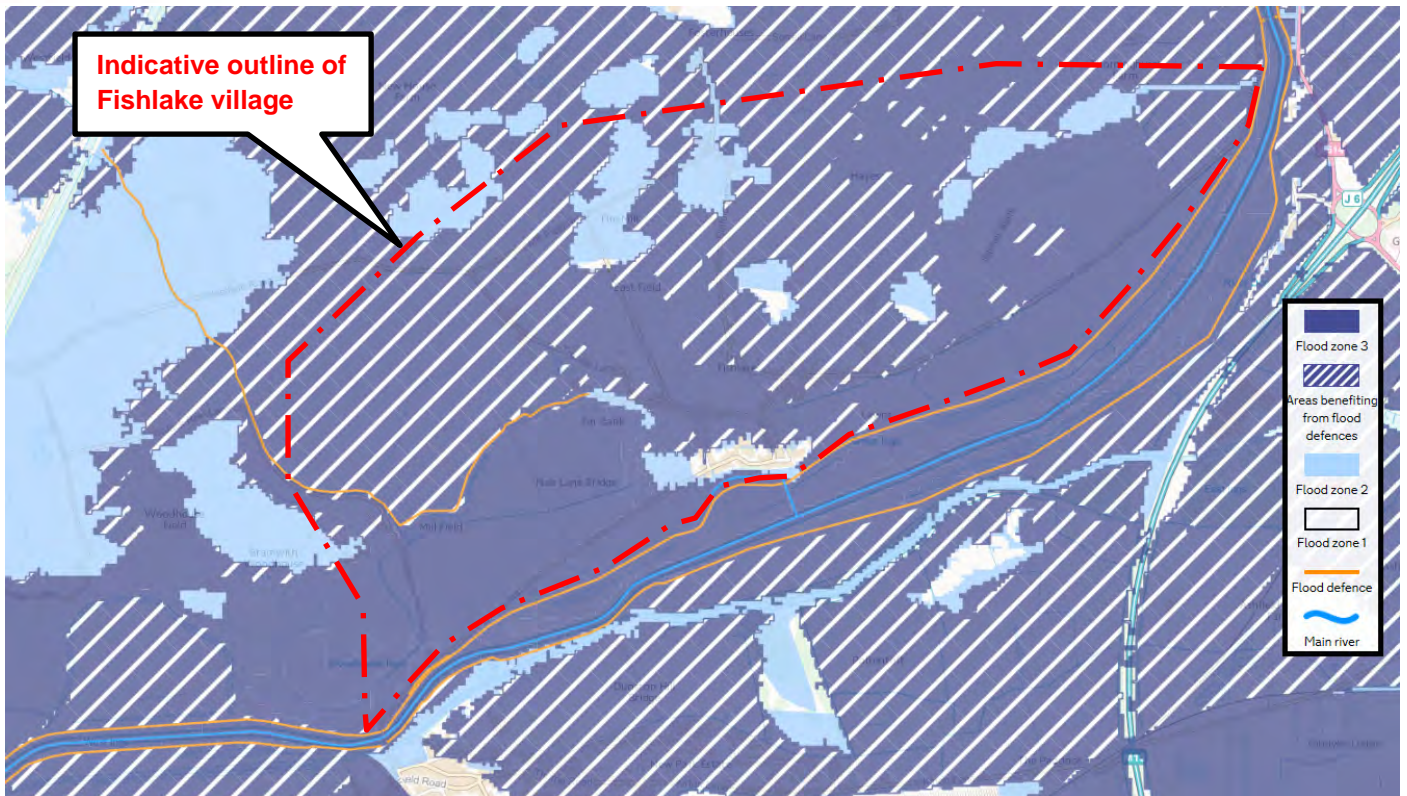


FIGURE 18: SCREEN SHOT TAKEN FROM ENVIRONMENT AGENCY'S FLOOD MAP FOR PLANNING

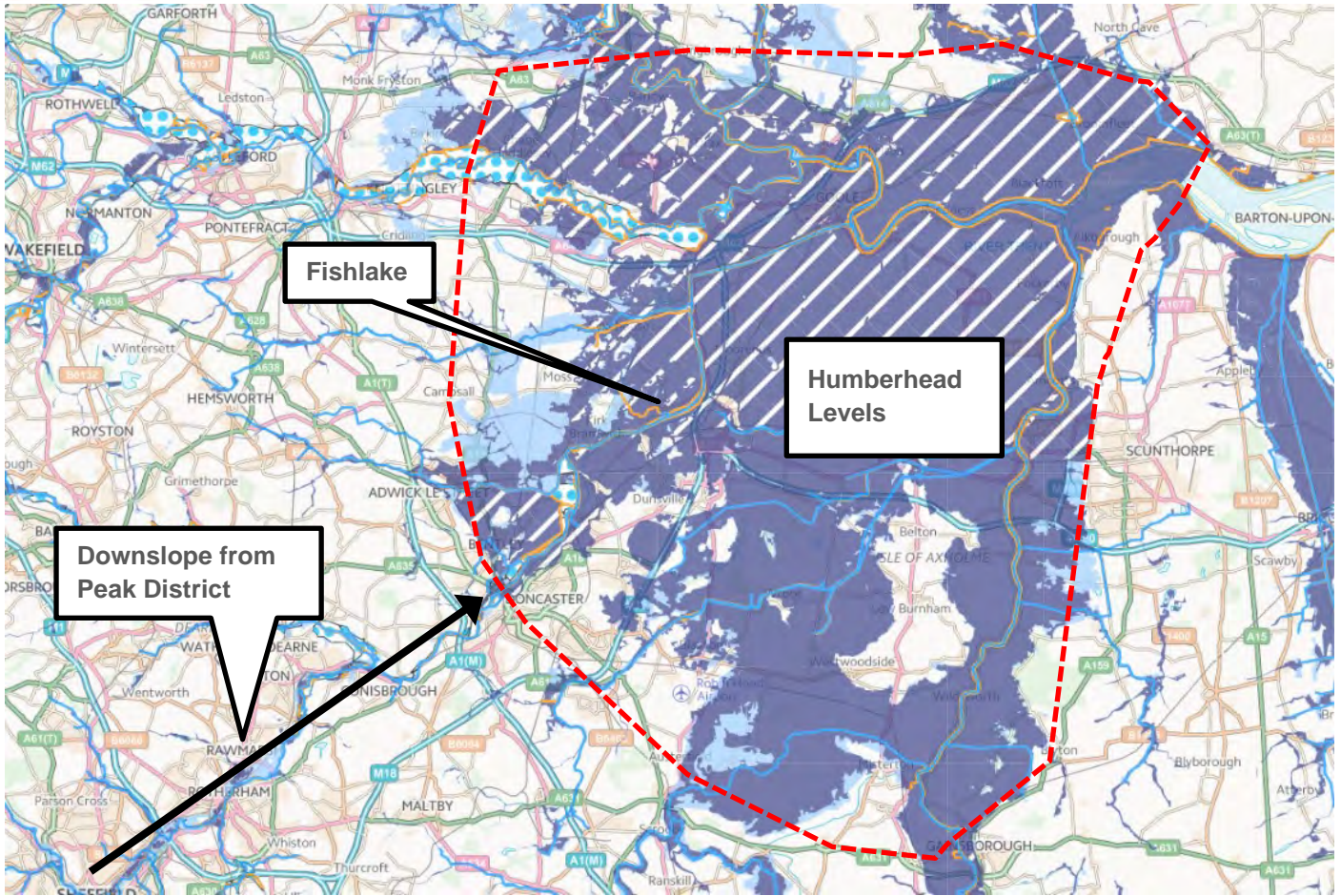


FIGURE 19: SCREEN SHOT TAKEN FROM ENVIRONMENT AGENCY’S FLOOD MAP FOR PLANNING

TABLE 10: SUMMARY OF POTENTIAL FLOOD SOURCES AND PATHWAYS

Category	Potential Flood source	Potential Flood pathway
Fluvial	River Don Sour Lane Drain Taining Drain	Overtopping defences. Ground is generally level across the residential part of the village with slight local undulations. Flooding within the Don could backflow along the Drains.
Tidal	There is a tidal influence on the Don at Fishlake – with a typical water level range of 1.5 – 2m from high tide to low tide.	Tidal Surges and regular high tides can combine with high river flows to exceed river flood bank height over several tides. Fluvial flood flows will still exhibit a small (2-5 cm) tidal variation but the tidal signal will be largely drowned out in large floods.

Surface water	<p>Fishlake is within a relatively level basin area and as such there are few low spots and valleys where water could collect.</p> <p>The Environment Agency's surface water flood map reveals a slight valley along the route of Sour Lane Drain through the village that may be susceptible to surface water flooding.</p>	<p>Failed pumps or very high water level in the Don could prevent water discharging from Sour Lane and Taining Drains.</p>
Sewers	<p>Sewer flooding will be closely related to surface water flooding.</p> <p>The sewer system relies on Yorkshire Water system and ultimately Sour Lane and Taining Drain pumping stations to provide conveyance to the Don.</p>	<p>The sewer network could act as a conduit for flood water, hydraulically connecting low lying areas to affect another.</p>
Artificially raised water bodies	<p>The Environment Agency's reservoir flood map indicates several reservoirs within the Peak District that pose a flood risk should a dam failure occur. There are no raised canals in the vicinity.</p>	<p>Flood route along the Don valley.</p>
Groundwater	<p>BGS mapping identifies the underlying geology of Fishlake as sedimentary sandstone bedrock with superficial deposits of clay and silt. Soilscape website categorises the soil as 'slowly permeable seasonally wet slightly acidic but base-rich loamy and clayey soils'.</p> <p>Fishlake is designated as being an area with 0 - 25% susceptibility to groundwater flooding on Doncaster's 2015 Strategic Flood Risk Assessment.</p> <p>While this suggests groundwater may affect the land, this will be closely related to the River Don.</p>	<p>Any groundwater flooding would be widespread, affecting large areas of low-lying land across the basin, rather than flowing from place to place.</p>

5.2 Flood history

The Environment Agency's historic flood extent dataset holds two flood records for Fishlake:

- June 2007 – of unknown cause – flood extent shown surrounding the village centre.
- March 1947 – from main river – operational failure / overtopping of defences.



The vast majority of residential development within the village falls outside the mapped flood extent for 2007.

Doncaster Council hold records of flooded properties from the June 2007 event on an interactive GIS website. This shows no flooded properties in that flood.

Online searches reveal no major floods where homes were significantly impacted since the 1947 event. Prior to 1947, major floods in Fishlake are recorded in 1932, 1923, 1880, 1872, 1795 and 1697.

5.3 Rainfall Analysis

The Environment Agency provided an interim hydrology report for the South Yorkshire flood covering 7th to 13th November 2019. This reports:

'South Yorkshire experienced significant flooding associated with a weather front sitting over Yorkshire during the 7th and the 8th November 2019. Persistent rainfall started during the early hours of Thursday 7th November 2019 and lasted for approximately 24 hours.'

The report includes a HYRAD radar rainfall image taken at 19:00 on the 7th which shows the most intense rain as a long, narrow strip centred on Doncaster, Rotherham and Sheffield.

The Environment Agency interim hydrology report includes an assessment of rainfall rarity for the event. The focus of the report is on flood flows on the Don, Dearne and Rother, as such the rain data used were from upstream of Doncaster within the catchment feeding the Don. The analysis for the catchment upstream of Doncaster shows peak rainfall accumulations of 51 – 88mm with associated rarity of 10 – 70 years for 24 hour duration. The closest location to Fishlake that was assessed in the report was South Emsall which recorded a 10 year return period for 24 hour duration.

Rain data from the closest 6 gauges to Fishlake were obtained for this Section 19 report from the Shoothill GaugeMap website (the GaugeMap rain data is not formally validated however this data is from gauges that are geographically closer to Bentley than the data contained in the hydrology report provided by the Environment Agency – this report did however include data for South Elmsall which is identical to the GaugeMap rain data). The results show a little rain on the 6th November followed by approximately 24 hours of continuous rain beginning just after midnight on the 7th and stopping just after midnight on the 8th. The significance of the rain event is revealed by considering peak rainfall accumulations over a range of time periods contained within the overall event. A return period has been assigned for the rainfall totals within each time period considered, using the FEH Web Service rainfall analysis tool, based on point data at the location of each rain gauge. The significance of the rain event is at a maximum when considered over a 24 hour duration. The data are summarised below in a series of tables 'Table 11' and the gauge locations in Figure 20. While rainfall intensity is not expected to drive river flooding, it is still interesting to note with regard to surface water flooding and the ability of local drainage infrastructure to cope. Only a moderate rainfall intensity of up to 9.6 mm/hr was recorded.



TABLE 11: SUMMARY OF RAIN GAUGE DATA

Nutwell Rain Gauge			
Time period (hr)	Peak rainfall accumulation (mm)	Return Period (years)	Rainfall intensity (mm/hr)
1			9.6
3	23.2	3	7.7
4	27.8	5	7.0
5	34.6	8	7.0
6	39.2	11	6.5
12	62.6	42	5.2
18	74.8	68	4.2
24	78.4	69	3.3
36	80.4	58	2.2
48	82.6	52	1.7

Dirtiness Rain Gauge			
Time period (hr)	Peak rainfall accumulation (mm)	Return Period (years)	Rainfall intensity (mm/hr)
1			8.0
3	21.4	3	7.1
4	26.6	4	6.7
5	31.8	6	6.4
6	35.6	8	5.9
12	53	24	4.4
18	63.4	42	3.5
24	65.8	40	2.7
36	67.2	31	1.9
48	68.8	26	1.4

Maltby Rain Gauge			
Time period (hr)	Peak rainfall accumulation (mm)	Return Period (years)	Rainfall intensity (mm/hr)
1			7.4
3	18.6	2	6.2
4	23.6	3	5.9
5	28	3	5.6
6	32.2	4	5.4
12	51.8	14	4.3
18	74	41	4.1
24	82	47	3.4
36	84.6	35	2.4
48	86	27	1.8



South Emsall Rain Gauge			
Time period (hr)	Peak rainfall accumulation (mm)	Return Period (years)	Rainfall intensity (mm/hr)
1			4.2
3	11.8		3.9
4	15		3.8
5	17.6	1	3.5
6	20.4	2	3.4
12	38.2	6	3.2
18	49.6	12	2.8
24	51.4	10	2.1
36	53.4	7	1.5
48	55	6	1.1

Wiseton Rain Gauge			
Time period (hr)	Peak rainfall accumulation (mm)	Return Period (years)	Rainfall intensity (mm/hr)
1			4.8
3	11.8	N/A	3.9
4	15.6	N/A	3.9
5	19.4	1	3.9
6	22.6	2	3.8
12	43	6	3.6
18	58	13	3.2
24	68.8	23	2.9
36	70.2	17	2.0
48	71.6	14	1.5



FIGURE 20: SCREENSHOT FROM GOOGLE MAPS SUMMARISING EVENT RETURN PERIOD ASSIGNMENT FROM RAIN GAUGE DATA

Significant rain also fell on the previous week to the flood, on 25th – 26th of October 2019. On that occasion, the Environment Agency report peak rainfall accumulations for the catchment upstream of Doncaster of 45 – 61mm with associated rarity of 2 – 9 years for 24 hour duration.

It is interesting to compare the above data with that recorded for the previous major flood event of 26th June 2007. Online searches reveal several flood reports (Environment Agency, MetOffice, CEH) which give typical rainfall accumulation totals of 85 – 90mm in 24 hours on 14th June 2007 and 51 – 85mm in 24 hours on 25th June 2007 in south Yorkshire.

5.4 Hydrological Analysis

The Environment Agency interim hydrology report for the South Yorkshire flood covering 7th to 13th November 2019 also includes an assessment of flow probability on the River Don. The report says:

‘The November 2019 peak [flow] is the highest on record at Rotherham (downstream of the River Don-Rother confluence), Doncaster, Adwick Le Street Whitecross Bridge and Kirk Bramwith. It is the second highest, just behind late June 2007, at many locations over South Yorkshire.’

The report also goes on to say:

River levels were already elevated as a consequence of the event over the 25th and the 26th October 2019, especially in the River Rother and lower River Don reaches. The November event was more widespread and it was the combined effect of high levels within the upper Don and the Rother catchments that ensured significant peaks were experienced on the River Don from Rotherham and downstream past Kirk Bramwith.



It seems therefore that significant rain on 25th and 26th of October led to high river levels and saturated ground within the Don catchment. This was then followed by the 24 hour rain event on the 7th November, the combination of which resulted in very high flows. From information provided by the Environment Agency, there was a small tidal 'signal' detectable on the Don during the flood event however this was hugely overwhelmed by the river flow. Interestingly, the Environment Agency compare the event of November 2019 with June 2007. This shows a striking similarity between flood events, with the 26th June 2007 peak flow being preceded by a large flow event on the 16th June, 10 days earlier.

There is an Environment Agency maintained river flow gauge on the Don at Fishlake (ID L0903 – 1.4km downstream of the village centre, adjacent to Sour Lane) which recorded a peak level of 6.867mAOD at 07:15 on the 9th which is the highest recorded level at this gauge. The river level began to rise sharply from midday on the 7th, reaching an effective plateau of approx. 6.8mAOD at 07:00 on the 8th (with small variations, including a small tidal 'signal'). Following the absolute peak of 6.867mAOD 24 hours later at 07:15 on the 9th, the river level fell back below the 6.8mAOD plateau at 23:00 on the 9th. The river level was therefore at a high-level plateau above 6.8mAOD for 40 hours (more than one and a half days). This data can be compared with Environment Agency modelled flood levels for the Don at this location (model node ID 15687). The 2016 Upper Humber defended model gives peak flood levels of 6.300, 6.403 and 6.496mAOD for the 1%, 0.5% and 0.1% AEP floods respectively. The 2018 Middle and Lower Don defended model gives peak flood levels of 6.64, 6.67 and 6.68mAOD for the 1%, 0.5% and 0.1% AEP floods respectively.

Around this location, the Environment Agency record a riverside upstream and downstream bank crest level of 7.28 - 7.12mAOD (Asset ID 28388). Following the flood event in November 2019 the Environment Agency obtained a topographic survey of the Riverside Bank right throughout Fishlake. This reveals a crest level in the range 6.90 – 7.08mAOD at the specific location of the flow gauge. The peak water level was therefore just below the bank top at this location.

The flow gauge on the River Don at Kirk Bramwith (ID 8242 – 4km upstream of the village centre) recorded a peak level of 7.577mAOD at 19:00 on 8th November 2019 which is the highest recorded out of a 23 year record. Here the river level began to rise sharply from 11:00 on the 7th, reaching a plateau of approx. 7.4mAOD at 03:00 on the 8th. Following the absolute peak of 7.577mAOD at 19:00 on the 8th, the river level fell back below the 7.4mAOD plateau at 01:00 on the 10th. The river level was therefore at a high-level plateau above 7.4mAOD for 46 hours (almost 2 days).

The flow gauge on the River Don at Doncaster recorded a peak level of 6.308m and peak flow of 395m³/s on 8th November 2019 which is the highest recorded out of a 43 year record. The second highest was 6.303m and peak flow of 347m³/s on 26th June 2007. It is important to note that these flood levels are measured above an arbitrary local datum. The National River Flow Archive reports the station level of the gauge 27021 - Don at Doncaster as being 4.4mAOD. This therefore means that the 6.308m peak level on 8th November 2019 translates to 10.708mAOD.

The Environment Agency interim hydrology report goes on to assign an estimated return period for the River Don at Doncaster of 150 – 250 years. The range reflecting uncertainty over the measured results.

5.5 Flood Analysis

Flood data from a variety of sources have been collected and analysed. The data are summarised below as a time series of flood extent maps with notes and references. A brief summarising discussion is given at the end of the sub-section.



The aim of this flood analysis is to draw out overall themes and flood mechanisms operating within affected communities rather than to consider each individual property or road that may have been affected. The focus has therefore been given to clusters of properties and roads where damage and disruption has occurred.

Within Fishlake, 173 properties are recorded as having been flooded by Doncaster Council in November 2019.

5.5.1. Fishlake – 8th November

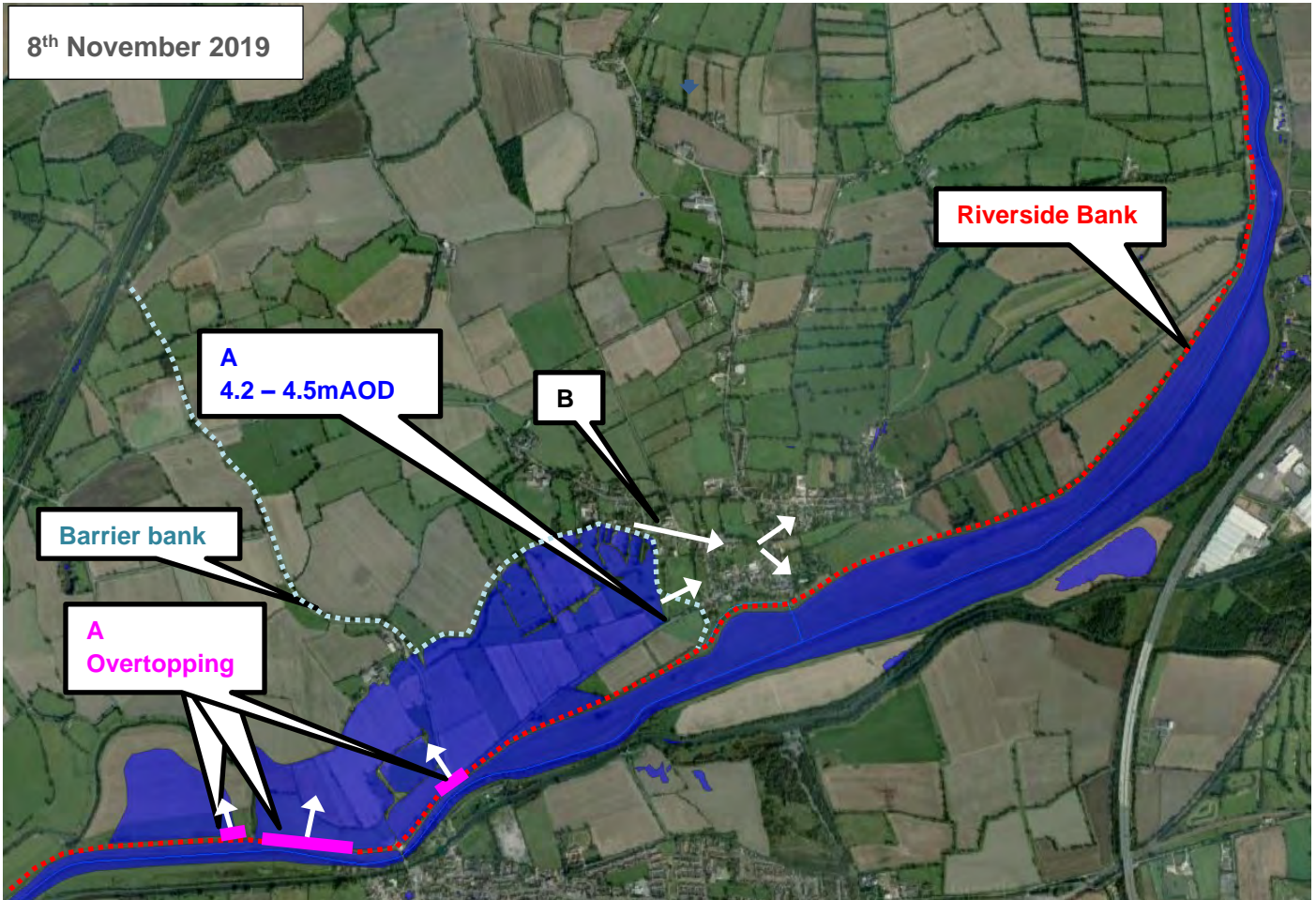


FIGURE 21: GOOGLE MAPS SCREENSHOT SHOWING FLOOD FLOW ROUTES AND EXTENT

TABLE 12: FLOOD DATA NOTES – FISHLAKE – 8TH NOVEMBER 2019

Key	Reference	Notes
A	Environment Agency aerial photographs	No time of day is available. Photographs show significant overtopping of the riverside embankment both upstream and downstream of Stainforth Bridge. Flood water is contained by the Barrier Bank. Comparing flood extent with LiDAR data gives a flood level estimate of 4.2 – 4.5m AOD by the windmill.
B	Resident’s questionnaire	Residents report flooding entering the village during the night of the 8th. Flood water generally flowing east along Trundle Lane and then Pinfold Lane. Water also flowing east through the fields between Trundle Lane and Fishlake Nab.

5.5.2. Fishlake – 9th November

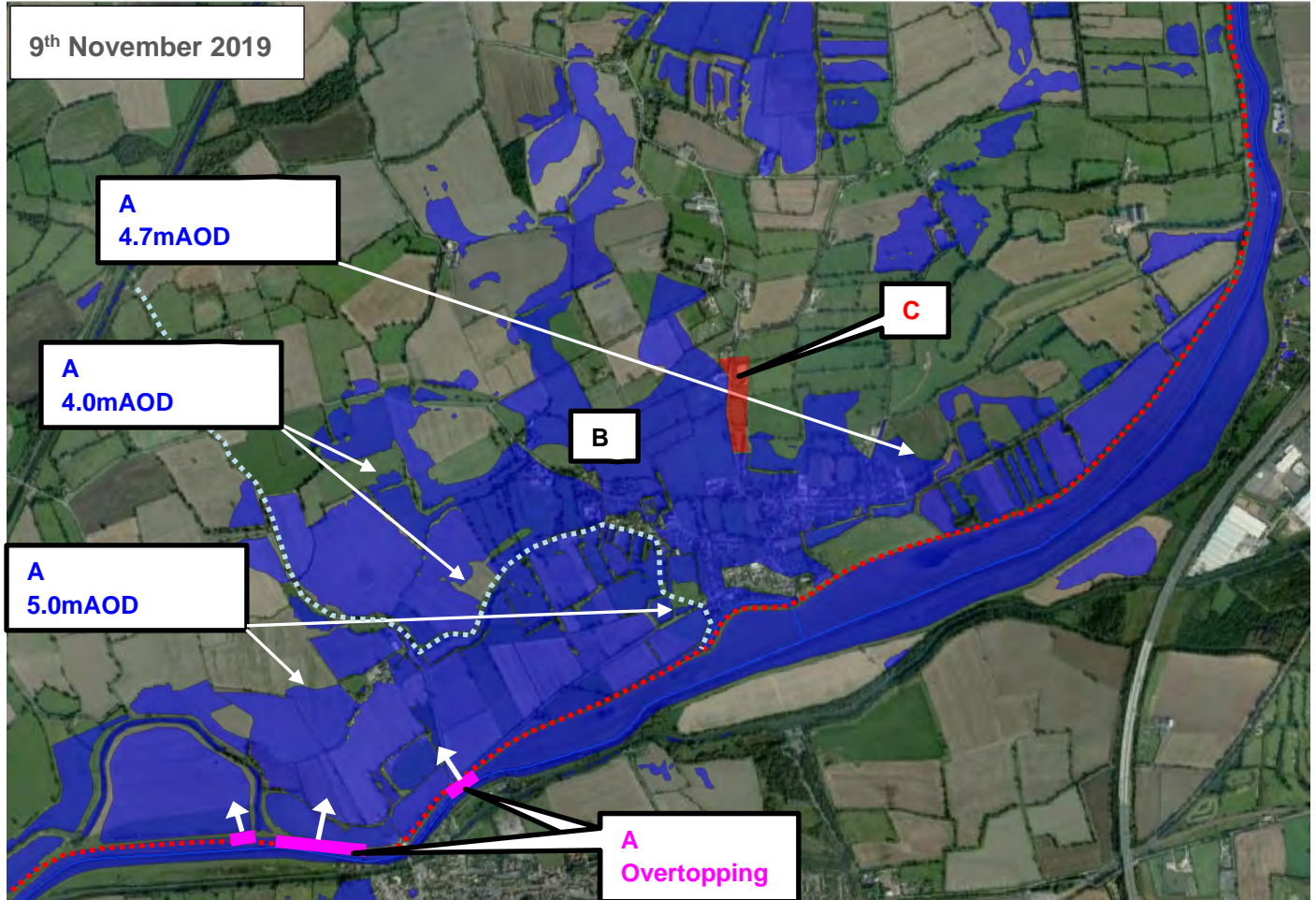


FIGURE 22: GOOGLE MAPS SCREENSHOT SHOWING FLOOD FLOW ROUTES AND EXTENT

TABLE 13: FLOOD DATA NOTES - FISHLAKE – 9TH NOVEMBER 2019

Key	Reference	Notes
A	Environment Agency aerial photographs Resident's questionnaire	No time of day is available. Photographs show significant overtopping of the riverside embankment both upstream and downstream of Stainforth Bridge. Flood water has now exceeded the Barrier Bank and has spread throughout much of the village, right down to Sour Lane pumping station. Comparing flood extent with LiDAR data gives a flood level estimate of 4.0 – 5.0mAOD, with the higher level being closer to the overspill points.

B	Resident's questionnaire	Residents report major flooding and emergency services led evacuation occurring during the early hours of the 9 th .
C	Drone footage	No time of day is available. From light and weather conditions it appears to be a different time to the Environment Agency aerial photos. The flood extent is generally consistent with the aerial footage, however the drone provides a more detailed view of Fishlake centre.

5.5.3. Fishlake – 10th November

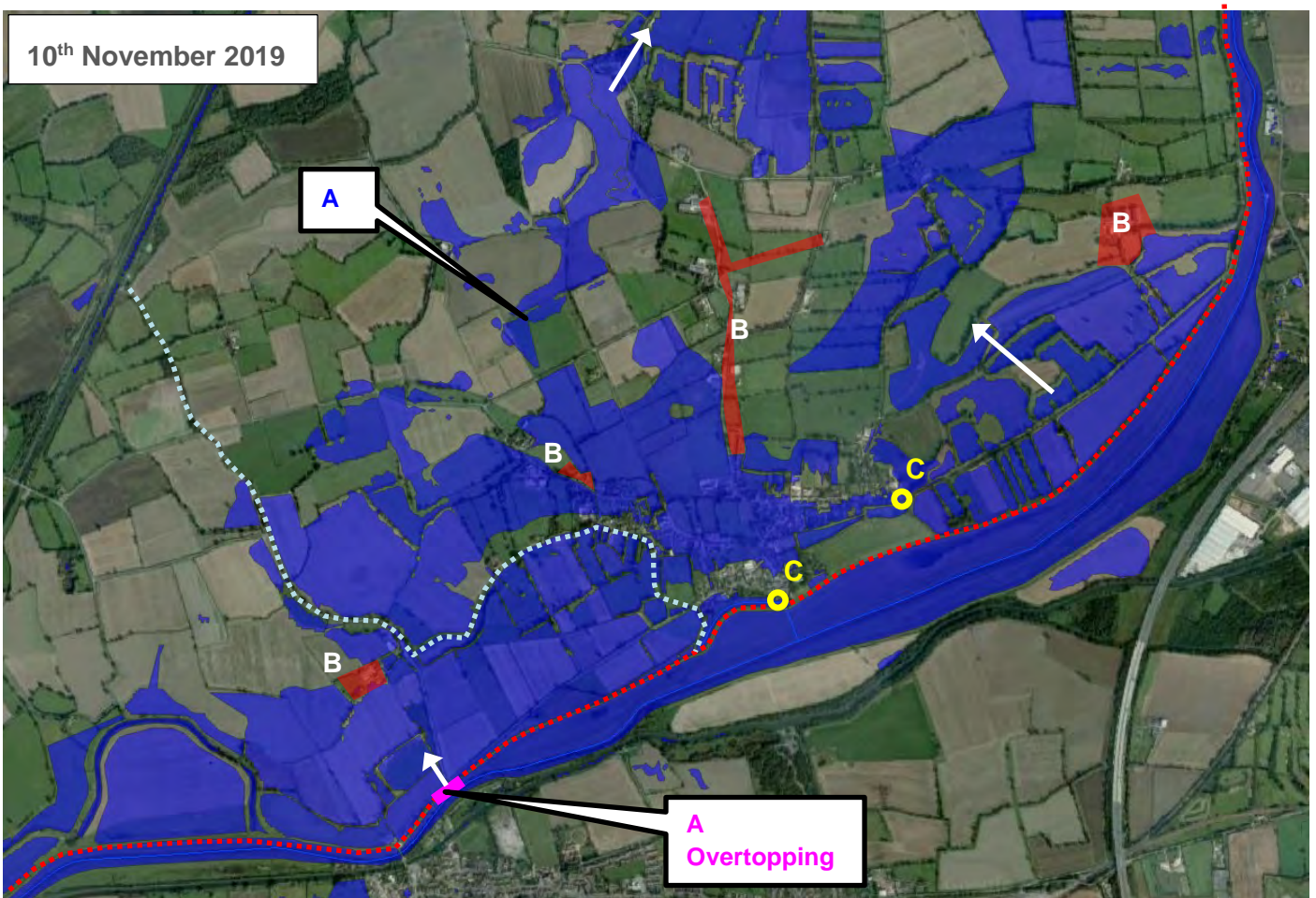


FIGURE 23: GOOGLE MAPS SCREENSHOT SHOWING FLOOD FLOW ROUTES AND EXTENT

TABLE 14: FLOOD DATA NOTES - FISHLAKE – 10TH NOVEMBER 2019

Key	Reference	Notes
A	Environment Agency aerial photographs	No time of day is available. Photographs show overtopping onto Fishlake Nab only. Flood extent has not increased on the area of land west of the village and may have reduced marginally. Flood water has now extended north of Sour Lane, east of the village. It is not possible to determine a measurable difference in flood level from the previous day, based on flood extent and LiDAR data.
B	Doncaster Council's records of flooded properties.	This flood extent estimate is based on resident's reports, where not visible on aerial photographs. This may have occurred on the 9 th or 10 th . 173 flooded properties are recorded in Fishlake.
C	Environment Agency drone footage	Temporary pumps were located here on the 10 th and 11 th .

5.5.4. Fishlake – 11th November to 18th November

Temporary pumps were installed at the two locations (shown on Figure 23) on the 10th and 11th. Environment Agency drone footage (and other available online) shows pumps in place and operating through to at least the 18th.

The flood extent is still similar to that shown in Figure 23 on the 12th (Environment Agency drone footage). The flood extent was still widespread in the village on the 13th but had noticeably reduced (Environment Agency drone footage). Flood water was clearly further reduced by the 15th (Danvm Drainage Commissioners drone footage). By the 18th Sour Lane and land to the south appeared dry, however flood water was still lying in fields north of the lane (Danvm Drainage Commissioners drone footage). Flood water was also still lying in fields to the west of the village but most if not all of the residential village now appeared dry.

In summary, a combination of two major rain events on subsequent weeks produced a major flood on the River Don that first exceeded the level of the designed spillway upstream of Stainforth Bridge on the left Riverside Bank flooding Westfield which then subsequently overtopped the Barrier Bank.

Aerial photographs show overtopping of the left Riverside Bank both upstream and just downstream of Stainforth Bridge, along several hundred metres of its length. The photographs show overtopping occurring on the 8th through to the 9th. A simple interpolation from recorded flood level data upstream at Kirk Bramwith and downstream at Fishlake, suggests a peak flood level of 7.1mAOD at the overtopping point, with the flood level staying above 7.0mAOD for approximately 40 hours. Environment Agency asset data for the stretch of overtopped earth bank upstream of Stainforth Bridge (25500) records a crest level of 7.33mAOD at the downstream end. For the stretch of overtopped earth bank downstream of Stainforth Bridge (51120) an upstream crest level of 7.29mAOD is recorded. Following the flood event, the Environment Agency commissioned a topographic survey of the Riverside Bank. This records the crest level of the earth bank upstream of Stainforth Bridge being in the range 6.98 – 7.2mAOD along the length where overtopping is shown on photographs. The survey records the crest level of the earth bank



downstream of Stainforth Bridge as being in the range 6.84 – 7.02mAOD where overtopping is shown on photographs. Considering this analysis along with photographs and residents reports - it seems likely that significant overtopping of the Riverside Bank into Fishlake started early on the morning of the 8th and stopped late in the evening / night-time of the 9th, with reduced overtopping continuing into the 10th.

Flood water overtopping the Riverside Bank would have spread north-east flooding the low-lying agricultural land. The spread (flood extent) would have been contained, initially at least, by the Barrier Bank. Residents report flood water entering the village across the fields east of the Bunny Retreat Mill. The development of the flood event and effect of the Barrier Bank has been assessed as part of this work by a 'high-level' 2D model³. The purpose for this was to give indicative results to assist with understanding potential flood mechanisms and flow routes rather than to provide a definitive representation of the event. The results from the model show flood water having spread across all agricultural land contained by (south of) the Barrier Bank after 6 hours (middle of the day on the 8th assuming overtopping of the Riverside Bank began early morning of the 8th). Flood water remains contained by the Barrier Bank in the model with the water level steadily rising to a level of 4.5mAOD which is reached after 16 hours (late evening /early night-time of the 8th) at which point flood water quickly flows east across the field adjacent to the Bunny Retreat mill on to Trundle Lane. Flood water then spreads from here east, north and north-west across the village. This is consistent with resident's reports of flood routing. The containment limit of 4.5mAOD within the model reflects a lower section of 4.37mAOD within the Barrier Bank, picked up in the 2019 1m LiDAR data, which is 130m north of the Bunny Retreat mill. This stretch of the Barrier Bank is effectively just slightly higher ground within an agricultural field rather than being a formal defence. The final peak water level in the model was 4.9mAOD near the Bunny Retreat mill, which is close to the 5.0mAOD estimate in Figure 22.

The crest level of the Barrier Bank was also surveyed by the Environment Agency as part of their post-flood defence assessment. This survey shows the Barrier Bank crest level in the range 5.0 – 5.5mAOD from the River Don up to (just north of) the Bunny Retreat mill. From here heading north, the crest level falls to 4.17mAOD before rising up to 5.6mAOD on Far Bank Lane. The low point measured on the Barrier Bank is at the same location as the 4.37mAOD overspill low point identified in the model. Continuing west along Far Bank Lane, the Barrier Bank crest level generally remains at approximately 5.5mAOD with a few short low sections at driveways where the crest drops below 5mAOD and as low as 4.6mAOD at one place. The Barrier Bank crest then steadily rises to 6mAOD. In consultation with the Environment Agency, at the time of writing, it is their view that mining subsidence is likely to have been the cause of the low section.

³ Flood Modeller

Water input via an inflow boundary line to represent overspilling from the Riverside Bank.

Input flow derived from weir equation $Q = \frac{2}{3} C_d \sqrt{2g} L H^{3/2}$ where acceleration due to gravity $g=9.81\text{m}^2/\text{s}$, weir discharge coefficient C_d was assumed to be 0.6, length of weir L was set as 285m upstream of Stainforth Bridge and 115m downstream and head above the weir H was assumed to be just less than 0.1m.

This gives an input flow rate of 15m³/s upstream of Stainforth Bridge and 6m³/s downstream, i.e. 21m³/s total.

A constant inflow of 21m³/s was assumed at the boundary line for 40 hours.

The latest Environment Agency 1m LiDAR was used as the 2D surface with universal Mannings n value of 0.04.

A normal depth outflow boundary line was set around the perimeter of the 2D active area with gradient 0.001.

The model was run with cell size 8m and timestep 4 seconds.



To provide a preliminary indication of water volumes and the potential for containment by the Barrier Bank, the model was re-run with water forced to be constrained by the bank (effectively setting an unlimited bank crest level). Under the same overspill assumption as previous (21m³/s rate for 40 hours), the water when entirely contained by the Barrier Bank reached a final level of 5.45mAOD.

Flood water flowing into the village from the fields by the Bunny Retreat mill filled lower-lying land, gradually spreading north, west and east across the whole village on the 9th. From the 9th through to the 10th, flood water spread further across land to the north (north of Sour Lane). It is not expected that the pumping systems of Taining drain and Sour Lane would be specified to manage this level of water input. The Environment Agency deployed temporary pumps to serve Taining and Sour Lane drains from the 10th to accelerate drain down of the village. It was not until the 18th that the majority of the village was dry.

Given the moderate peak rainfall intensity and the clear evidence of the river overtopping, it is unlikely that flood sources / pathways, other than that described above, contributed significantly to the flood event.

5.6 Flood Emergency Response

Doncaster Council recorded progress of the flood event, including their and other RMA response actions in several documents:

- Overview of weather warnings and flood warnings.
- Briefing notes.
- Record of streets evacuated.
- A flood risk call log.
- Doncaster's Multi-Agency flood plan.
- Road closure protocol
- Sandbag policy.
- Debrief feedback report.

A summary of formal incident management actions from information supplied by Doncaster Council is given in the infographic below:

NOVEMBER 2019 FLOOD EVENT

DONCASTER

5 NOVEMBER 2019

MET OFFICE YELLOW WARNING OF RAIN

- First indication of heavy rainfall in Central England.



7 NOVEMBER 2019

FLOOD ALERTS ISSUED

- Flood Alert issued for Middle River Don and Lower River Don Catchment.
- Met Office warning of rain resulting in surface water flooding and river level start to rise.
- Flood advisory service teleconference between EA and DC to share information & intelligence and consider the potential impacts.



8 NOVEMBER 2019

FLOOD WARNINGS ISSUED

- 20 Flood Warnings issued for communities along the River Don by 9th November.
- 5 Severe Flood Warnings issued for the River Don.
- River Don in Doncaster rose to 6.36 m – highest on record.



8 NOVEMBER 2019

MAJOR INCIDENT DECLARED

- Major incident declared by Gold Command.
- SCG and TCG opened.
- DC monitor river levels in conjunction with the EA.
- Contingency plans in place if required.
- Staff deployed to Willow Bridge.
- Police perform safety sweep.
- Muster point is Ambulance station Transport to Rest Centre in Balby.
- Corporate emergency plan activated.
- DC work closely with partners.



10 NOVEMBER 2019

PUMPS DEPLOYED

- River levels start to slowly fall.
- Mutual aid request for pumps submitted.
- Puddle pumps deployed in Fishlake.
- Danvm Drainage Commissioners advised that one of the two 75l/s pump not available at Sour Lane, Fishlake. EA supplied 4x400l/s pumps to assist during flood recovery.
- 12' pumps deployed in Thorpe Marsh.
- Failure of 280l/s pump noted at Arksey Pumping station.
- All pumps operationalised by 12/11/19.



11 NOVEMBER 2019

ADDITIONAL PUMPS DEPLOYED

- EA deployed four pumps at Fishlake in an attempt to reduce the depth of flood-water.



14 NOVEMBER 2019

FLOOD RISK ASSETS INSPECTED

- DC clear screens and gullies in communities at risk.
- DC deploy additional sandbags to residents in need.



16 NOVEMBER 2019

REST CENTRES/COMMUNITY RECOVERY HUBS ESTABLISHED

- Series of Community Recovery Hubs opened across the worst affected areas in Bentley, Denaby, Fishlake, Mexborough, Stainforth and Wheatley.
- Police deployed additional resources to patrol evacuated areas.



24 NOVEMBER 2019

NO FLOOD ALERTS OR WARNINGS

- No Flood Alerts or Warnings in force across the River Don catchment.



6 NOVEMBER 2019

FGS ISSUED YELLOW WARNING

- River and surface water flooding expected in the next two days.

7 NOVEMBER 2019

EMERGENCY CONTROL CENTRE SET UP

- South Yorkshire Strategic Coordination Group for severe weather and flooding response was established.
- Doncaster multi-agency tactical and operational response was established.
- Multi-agency Partners continue to work together to resolve problems and support residents affected.
- Over 2000 residents advised to evacuate.
- DONCASTER COUNCIL RESPONSE DEPLOYED
- 24 hour per day emergency response initiated.
- Assessing key assets.
- Tankers deployed to remove flood water.
- Delivery of sandbags from early morning.
- Assistance to residents.



8 NOVEMBER 2019

RESIDENTS EVACUATE

- Some seepage occurred at the River Don containment structure at Kirk Sandall.
- Residents told to evacuate immediately.
- Site visit planned for early 2020 to assess and repair banks.
- Sites visited where defences are potentially going to breach to check condition of flood asset.



9 NOVEMBER 2019

FURTHER EVACUATION

- Residents in Bentley, Cusworth, Fishlake, Kirk Bramwith, Scawthorpe evacuated homes.



10 NOVEMBER 2019

FLOOD WARNINGS NO LONGER IN FORCE

- River levels start to fall.
- Heavy rainfall stopped.
- Flood Warnings for some communities along the River Don are no longer in force.
- Severe Flood Warning downgraded to Flood Warning.



10 NOVEMBER 2019

RAF CHINOOKS

- Military aid request approved.
- RAF conveyed aggregate to shore-up the banks of drainage channels east of Bentley.



11 NOVEMBER 2019

MONITORING GRUMBLE HIRST SPILLWAY

- Requirement to remove water from Bentley Ings to Thorpe Marsh washland to create capacity at Bentley.
- 2x puddle pumps at Riccall Depot were ready to be mobilised.
- Field team monitored levels at Spillway.



15 NOVEMBER 2019

ADDITIONAL PUMPS

- EA deployed a further 38 pumps to homes in Fishlake to reduce the inundation



17 NOVEMBER 2019

CLEAN UP OPERATION

- Clean-up operation underway under in Fishlake.





A questionnaire was circulated to residents as part of this Section 19 investigation. Resident's feedback relating to incident management actions, where not covered in the previous infographic, is summarised below. Information could also be gleaned from activities visible in photographs of the flood event. This has been included in the summary below:

The Environment Agency deployed temporary pumps at the two locations shown on Figure 23 on the 10th and 11th. Environment Agency (and other) drone footage shows pumps in place and operating on the 12th, 13th, 15th, 16th and 18th.

A Fishlake village website reports, at its peak, there being 39 pumps operating to remove 16m³ of water per second.

A military team deployed a temporary flood barrier (A-frame) across the adjacent field (east) of the Bunny Retreat mill on the 13th. No flood water was in the field at the time. This was in place at least until the 18th but was not tested by flood water. The purpose of this was presumably to manage the risk of Riverside Bank failure or a second major flood affecting the village.

Many residents report no flood warning being provided and a lack of communication of any plan leading up to the point of evacuation. The more isolated farms and houses felt particularly vulnerable and isolated from decision makers and emergency responders. There is a sense of some residents being left to their own devices and others inferring from mixed-messages that flooding was not expected to reach the village. Residents were complimentary regarding council, emergency responders and community support once the decision to evacuate had been made and post-flooding. There appeared to have been a lot of support provided to each other by members of the community.

5.7 Risk Management Options

The flood risk management strategy is normally characterised as one of appraising risk, managing risk and reducing risk. This approach can be summarised by the hierarchy of methods:

- **Assess risk**
- **Avoid risk**
- **Substitute risk**
- **Control risk**
- **Mitigate risk**

This Section 19 investigation report provides an initial overview **assessment of flood risk** to Fishlake (as set out in the previous sections), from which a preliminary appraisal of risk management options will be set out below. It is expected that more detailed risk assessment studies would be needed when taking forward any risk management options in detail.

Avoid risk and **substitute risk** are built into the planning process via the Sequential Test and Exception Test. As such these 'hierarchically preferable' approaches are normally considered strategically by the planning authority when deciding where best to locate services and facilities. It is theoretically feasible that the use of certain existing buildings or land could be re-purposed to a lower risk use to effectively substitute the risk. It is assumed however here that this approach is essentially unviable given the flood affected properties are almost entirely private residential dwellings.



Control risk – Catchment-level – River Don flood risk management strategy

The River Don passes through Sheffield, Rotherham, Mexborough, Conisbrough, and Doncaster prior to reaching Fishlake. There are numerous flood defence assets on the Don through Sheffield and Rotherham, particularly in the form of defence walls and raised ‘canalised’ banks, designed to contain high water levels within the channel. Downstream of Rotherham, in addition to containment earth banks, there are several large dedicated flood storage areas – notably around Mexborough and through Doncaster. From Doncaster down to Fishlake / Stainforth and beyond the environment changes, becoming predominantly rural (agricultural) and flat as the Don enters the large fluvial / tidal basin of the Humber. From Doncaster right down to the Ouse much of the flood corridor along the Don is identified on the Environment Agency’s Flood Map For Planning as ‘benefitting from defences’, which includes many parts of Fishlake. This is defined as those areas that would benefit from the presence of defences in a 1 percent fluvial / 0.5 percent tidal flood event. This designation seems in contradiction to the standard of protection quoted on asset data for Fishlake which states a standard of protection of 75 year (1.33%). The difference may reflect the combined effect of all flood defences within the basin (Don, Went, Aire, Ouse, Trent, coastal). Or it may reflect different tidal / fluvial combined scenarios being used to define the different designations.

It is interesting to note that the peak flood level measured at the Fishlake gauge was 6.867mAOD, which is significantly higher than the modelled flood levels at the same location for all tested scenarios (2016 model gives peak flood levels of 6.300, 6.403 and 6.496mAOD for the 1%, 0.5% and 0.1% AEP floods respectively, while the 2018 model gives peak flood levels of 6.64, 6.67, 6.68 and 6.69mAOD for the 1%, 0.5%, 0.1% and 0.1%CC AEP floods). Comparing the modelled flood extents from the 2018 work with the photographed maximum flood extent in the village on November 2019 shows the 1% AEP +50% climate change design scenario gives the closest match, although the measured flood level at the Fishlake gauge was 0.2m higher than that derived in the model. Again, this difference may reflect the choice of tidal / fluvial scenarios selected for the model compared with the predominantly fluvial, 24 hour duration rainfall, event of November 2019. It should be noted that the Environment Agency report there being a temporary failure with the Fishlake gauge for a while during the flood, that could account for the readings being high. The raw data however shows no obvious sign of recording issues and all data points are labelled ‘good quality’.

It would be appropriate to review the modelled flood risk evidence base, in the light of the November flood, to take account of the facts garnered from Fishlake (and elsewhere). For example, the appropriateness of river / tidal contributions assumed compared with the type of scenario to which the village is particularly sensitive. This should then be followed by a wider review of the overall River Don flood risk management strategy, to inform decisions over catchment-wide improvement options. For Fishlake specifically, this may reveal opportunities to safely increase upstream flood storage, given the generally rural environment between Doncaster and the village. This would need to be led by the Environment Agency, but also with LLFA, Danvm Drainage Commissioners, Network Rail and other stakeholders.

Figure 24 below shows peak flood extent between Doncaster and Fishlake, with sections of dry farmland upstream of Fishlake where it may be possible to secure additional flood storage.

The River Don channel through Doncaster has been modified and actively managed over many years. The river has effectively been created through the Humber Head Levels as is apparent by its unnatural ‘straight-line’ shape downstream of Doncaster and the re-routed sections which are apparent when compared with historic maps. Some sections of the existing Don channel, particularly downstream of Fishlake, show a reduced channel width when compared with historic maps. Given the unnatural nature and historic active management of the Don it would be reasonable to consider development works on the channel to increase capacity, for example by channel widening and / or deepening. This approach could contribute to managing flood risk as part of a multi-level approach. The option of channel widening / bed lowering of the Don and its

impact on flooding within Doncaster should be investigated as part of the wider review of the overall River Don flood risk management strategy, to inform decisions over catchment-wide improvement options.

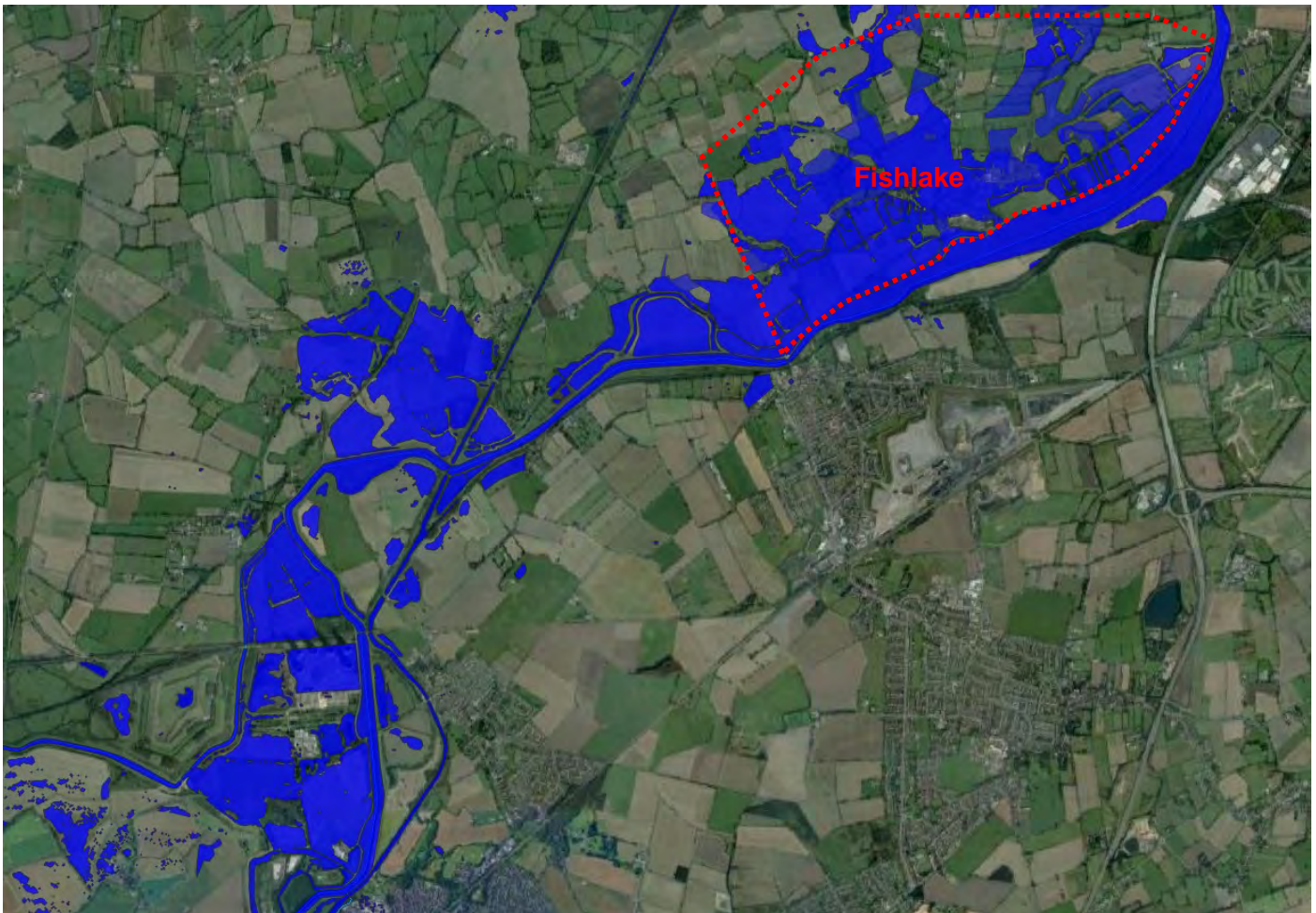


FIGURE 24: GOOGLE MAPS SCREENSHOT SHOWING FLOOD STORAGE UPSTREAM OF FISHLAKE ON 9TH NOVEMBER 2019

Control risk – Community-level - Flood defences

The low section of Barrier Bank in the field just north of the Bunny Retreat mill (crest falling to a level of 4.17mAOD along a 100m section) appears to be a major cause of flooding to the village, once the Don flood level had exceeded the designed spillway upstream of Stainforth Bridge. This particular section of Barrier Bank is a formal Environment Agency asset with ID 28145 and is described as an embankment, although through the field north of the Bunny Retreat mill the bank appears to be just a slight high ground undulation. The data for asset ID 28145 records an upstream and downstream crest level of 5.787 and 5.497mAOD respectively with the condition rating meeting the target 'fair' – with latest inspection date of 25th September 2019, just over 6 weeks prior to the flood.

The Environment Agency's working theory at time of writing was the level of ground in this area lowering due to subsidence. It is also worth noting that the low section of Barrier Bank is an actively worked (ploughed) agricultural field with no obvious sign of a defence structure.

Following the flood event, the Environment Agency have installed a row of 'Hesco Jackbox' type temporary defences to make good this section.



Indicative work undertaken for this report suggests that, had this section of Barrier Bank been at a target crest level of approximately 5.5mAOD, then flood water may have been entirely contained by the Barrier Bank, significantly limiting the extent of flooded properties.

A more detailed modelling study would be needed to confirm the preliminary work undertaken here. This study could be expanded to understand in more detail the importance of the Barrier Bank to Fishlake, determining an optimum crest level in the light of the 2019 event and identifying the most appropriate location(s) for safe exceedance spillways. This would ideally form part of a wider Don flood risk management strategy review as discussed in the previous recommendation.

Any improvement work to the Barrier Bank should include consideration of low spots at driveway crossings, where flood gates may be required. Also the drain down of contained flood water via Taining drain pumping station should also be considered – exploring suitable controlled outfall of stored water into the drain and a resilient / optimised pumping system for these eventualities.

Several residents in Fishlake note the similarity between flood events in 2019 and 2007 generally across South Yorkshire, but the difference in outcome for Fishlake. Speculation over the impact of the upstream Sheffield flood defences has been raised as a cause or contributor to this difference. Both 2007 and 2019 comprised of major rain events on consecutive weeks. In 2007 the first rain event had typical rainfall accumulation totals of 85 – 90mm in 24 hours on 14th June 2007 and 51 – 85mm in 24 hours on 25th June 2007 in south Yorkshire. In 2019 the first rain event produced 50 - 60mm of rain in 24 hours and the second about 50-80mm - so less 'pre-wetting' in 2019, but similar for the day of the flood. The peak flow and level on the Don in 2019 was 395m³/s and 6.308m – and in 2007 it was 347m³/s and 6.303m (values for the Don in Doncaster near North Bridge Road). It would be hard to conclude a significant difference here that could easily be attributed to the Sheffield flood defence improvements, given all of the other variables. The difference in outcomes between 2019 and 2007 could be accounted for had a reduction of Barrier Bank crest level occurred in the intervening years, however there is no crest level data available for 2007 at the time of writing to confirm this theory. Nonetheless, as discussed above, a review of the flood risk modelled evidence base and Don flood risk management strategy, taking account of recent experience, would seem appropriate.

Mitigate risk – Community-level – Community plan

As discussed in the 'Control risk – Community-level - Flood defences' recommendation, even with an improved Barrier Bank, a flood greater than the defence design is always possible. To mitigate exceedance a formal flood response plan for the village could be implemented, triggered by flood level sensors within the Barrier Bank storage area. The plan could be arranged to trigger staged warnings of 'Riverside Bank overtopping' – 'Barrier Bank containing 0.5m flood water' – 'Barrier Bank within 0.25m of exceedance overspill' – with clearly defined, and practiced actions for each stage. It would be appropriate to implement this plan as part of a village flood group with strong links to the Environment Agency, council, LLFA and other risk management authorities.

Mitigate risk – Property-level – Property flood resilience

To further mitigate exceedance of the Barrier Bank, risk to properties within the village could be reduced by the application of property flood resilience, led by a detailed PFR survey. It should be noted however that many properties in the village were flooded for more than a week before the pump down activities removed sufficient water. The effectiveness of PFR as a risk reduction strategy tends to fall as flood duration rises.



5.8 Flood Investigation Summary Infographic

FISHLAKE

NOVEMBER 2019 FLOODS



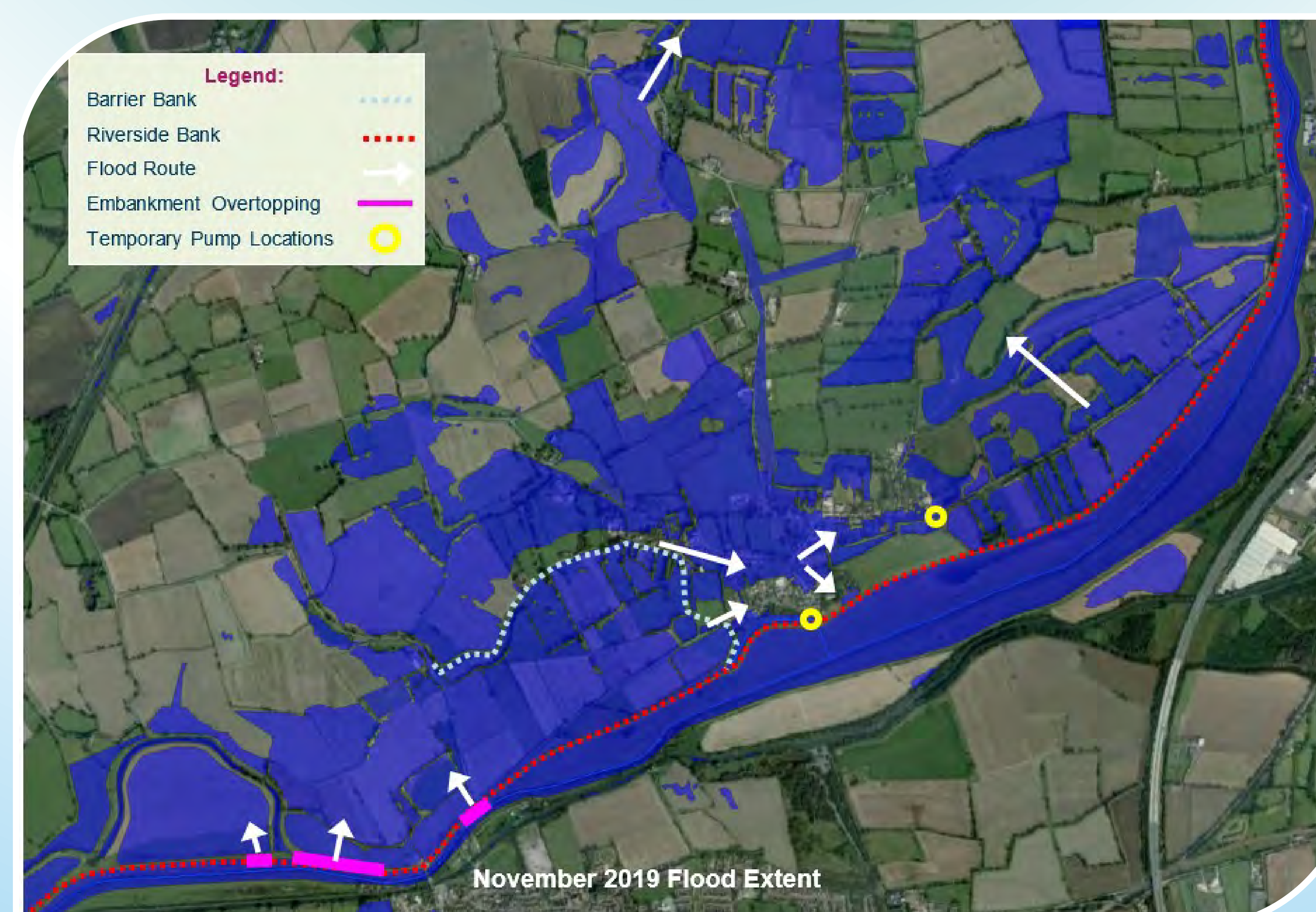
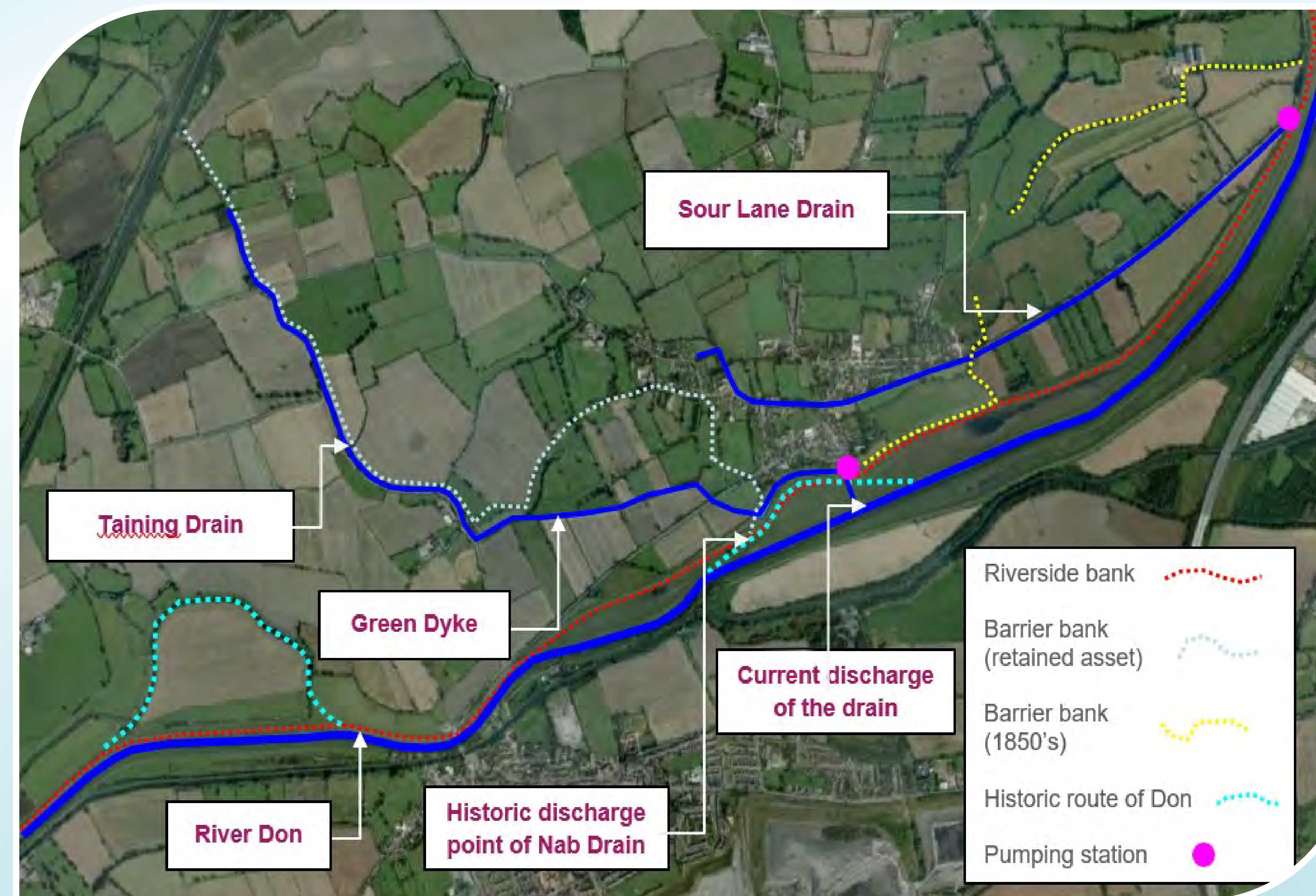
Significant floods occurred in Doncaster on 7th 8th and 9th November 2019 causing widespread damage. The guidance below summarises the event and impacts on Fishlake.

Flood Risk:

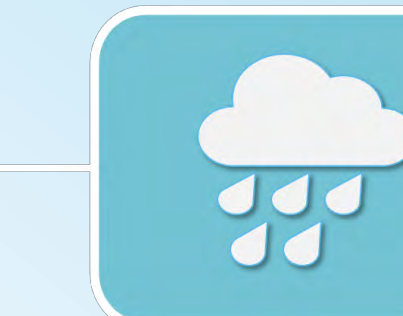
- The general area is low lying and flat forming part of a basin called the Humberhead Levels.
- The main source of flooding to Fishlake is the River Don which is located just south of the village although the Don also experiences tidal influence from the Humber estuary.
- Due to the low lying nature of the land, the potential high flows on the Don and the tidal influences, much of Fishlake is naturally at flood risk.
- Most of Fishlake is designated as Flood Zone 3, the highest risk category, on the Environment Agency's Flood Map for Planning, although significant areas of the village are designated as benefitting from flood defences.
- Most of the village is identified as being at either 'medium risk' or 'low risk' on the Environment Agency's Flood Risk From Rivers Or Sea map reflecting the benefit received from the flood defences.
- The flood defences comprise a Riverside Bank and a Barrier Bank which are both maintained by the Environment Agency with a standard protection of 75 year (1 in 75 annual exceedance probability).
- Sour Lane Drain and Taining Drain are natural watercourses that are now mechanically pumped over the raised banks into the Don to control surface water and groundwater.
- The Environment Agency provides Flood Warnings for Fishlake which the residents can register to receive (via <https://www.gov.uk/sign-up-for-flood-warnings> or by calling 0345 988 1188).

Historic Flood Events:

- Major flood events from the River Don have been recorded at Fishlake in 1932, 1923, 1880, 1872, 1795, 1697, 1947 and 2007.
- Similar conditions led to flooding in both November 2019 and June 2007 within the Doncaster Borough – a prolonged wet period preceding two large rain events on subsequent weeks with persistent rain falling for 24 hours.



2019 Flood Event Timeline



5 NOVEMBER 2019

- Met Office issued a Yellow Warning for rain



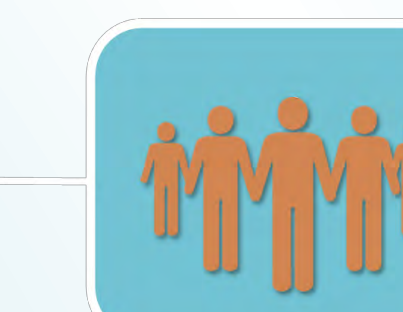
6 NOVEMBER 2019

- River and surface water flooding was expected over the next two days.



7 NOVEMBER 2019

- Persistent and intense rainfall lasting 24 hours.
- Rain fell with rarity of between 1 in 10 and 1 in 70 in any year.
- Peak accumulations of 51 to 88mm.
- River levels already elevated following heavy rainfall on 25th & 26th October.
- The River Don level began to rise sharply from midday.
- Flood Alerts issued for Middle River Don and Lower River Don catchment.



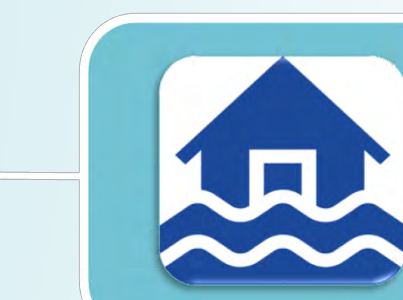
7 NOVEMBER 2019

- Residents advised to evacuate.
- Multi-agency Partners continue to work together.
- Doncaster Council response deployed:
 - 24 hour/day emergency response initiated.
 - Key assets assessed.
 - Tankers deployed to remove flood water.
 - Sandbags delivered from early morning.
 - Residents assisted.



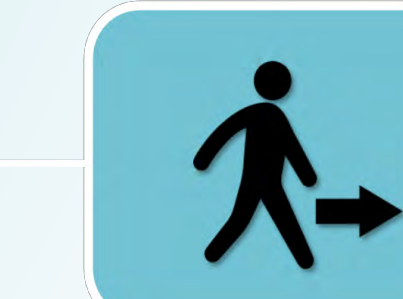
8 NOVEMBER 2019

- 5 Severe Flood Warnings issued for the River Don.
- 20 Flood Warnings issued for the River Don by 9th November.
- River Don rose to highest on record.
- Residents reported flood water entering Fishlake.
- Major Incident declared.
- Doncaster Council closely monitor river levels in conjunction with the EA.
- Contingency plans in place if required.



8 NOVEMBER 2019

- Site visits took place where defences were potentially going to breach.
- Overtopping of the Riverside flood defence bank started early morning.
- Overtopping occurred upstream of and just downstream of Stainforth Bridge.
- Overtopping continued for approximately 40 hours.
- Flood water filled agriculture land west of Fishlake held by Barrier bank.
- Barrier bank overtopped rapidly in the evening.
- Flood water spread east, north and west filling low lying parts of the village.
- Residents told to evacuate immediately.



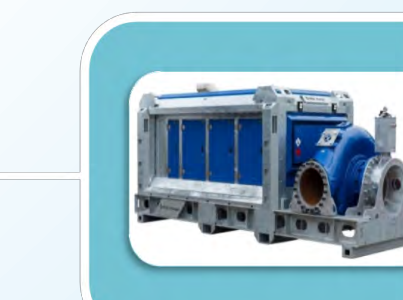
9 NOVEMBER 2019

- River level peaked at 7:15am.
- Flood water flowed into the village from the fields by the Bunny Retreat mill filled lower-lying land, gradually spreading north, west and east across the whole village.
- Flood water spread further across land to the north (north of Sour Lane).
- Overtopping slowed during the evening.
- Homes evacuated in Fishlake.
- 173 properties flooded in Fishlake.



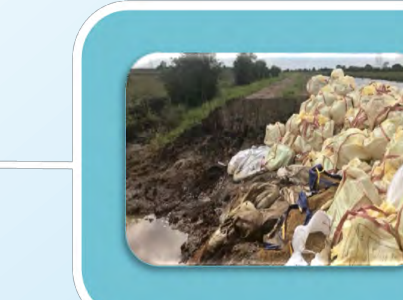
10 NOVEMBER 2019

- Flood water continued to spread.
- River levels start to fall slowly.
- Overtopping stopped.
- Severe Flood Warnings downgraded to Flood Warning.
- Flood warnings no longer in force.



10 & 11 NOVEMBER 2019

- Inflow of flood water was greater than Sour Drain / Taining Drain could handle.
- Pumps deployed in Fishlake.
- It took ~8 days to removed the flood water.



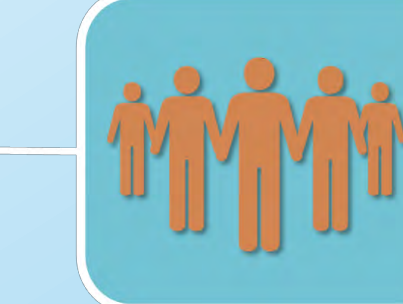
14 NOVEMBER 2019

- Additional sandbags deployed to residents in need.
- Doncaster Council clear screens and gullies in communities at risk.



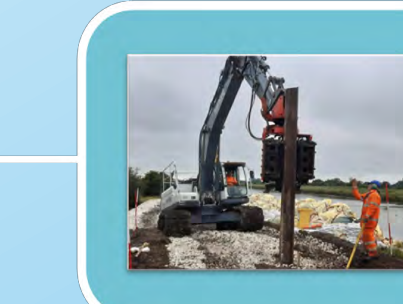
15 NOVEMBER 2019

- Further 38 pumps to homes in Fishlake to reduce the inundation.



16 NOVEMBER 2019

- Community Recovery Hubs open across Fishlake.
- Additional police patrol evacuated areas.



17 NOVEMBER 2019

- Clean-up operation under way in Fishlake.



24 NOVEMBER 2019

- Flood warnings and alerts no longer in force.



Conisbrough

SECTION 19 FLOOD INVESTIGATION



6.0 Conisbrough

6.1 Flood Risk Background

Conisbrough is a town within the Metropolitan Borough of Doncaster, with a history dating back through the Middle Ages. The town developed around Conisbrough Castle which was built close to Kearsley Brook and its confluence with the River Don.

Conisbrough is shown as a sizeable settlement on OS maps of 1850. At that time most of the land alongside Kearsley Brook was developed as gardens or allotments, however there were several dwellings close to the watercourse at the Sheffield Road crossing and at the New Hill / Low Road junction. Kearsley Brook has remained largely unchanged to the present day, although in the mid-1800s there was a small pond just upstream of the Railway Inn (now Castle Inn on Minneymoore Hill). By 1901 more development had taken place at the Sheffield Road crossing to a similar extent as the present day. Also, urbanisation around the New Hill / Low Road junction had taken place by this time, again similar to the present day situation. A row of houses had been constructed on Burcroft Hill, which is thought to have been called Duftons Row. The pond close to Minneymoore Hill had been removed at this stage with the road layout of Minneymoore Lane and Windgate Hill set out as currently, although with minimal development of buildings at that time. By 1938 housing development on Burcroft Hill and Bentinick Street / Taylor Street was in place, close to Minneymoore Hill. Today Duftons Row has been demolished with new houses built nearby which is now called Duftons Close. Urbanisation has spread to the west and east extending the early town.

There are two major flood sources that affect the town: the River Don that marks the north extent of the settlement and Kearsley Brook that flows through the centre.

Kearsley Brook rises in the hills 3km south of Conisbrough near to Micklebring and Clifton where the land is elevated to around 100mAOD. The brook meanders through agricultural land of Conisbrough Parks before reaching the small industrial estate at Sheffield Road where the brook first passes through a circular culvert and then an arch culvert under the road. The brook then passes through several culvert and bridge structures en route to its discharge into the Don (identified in Figure 25).

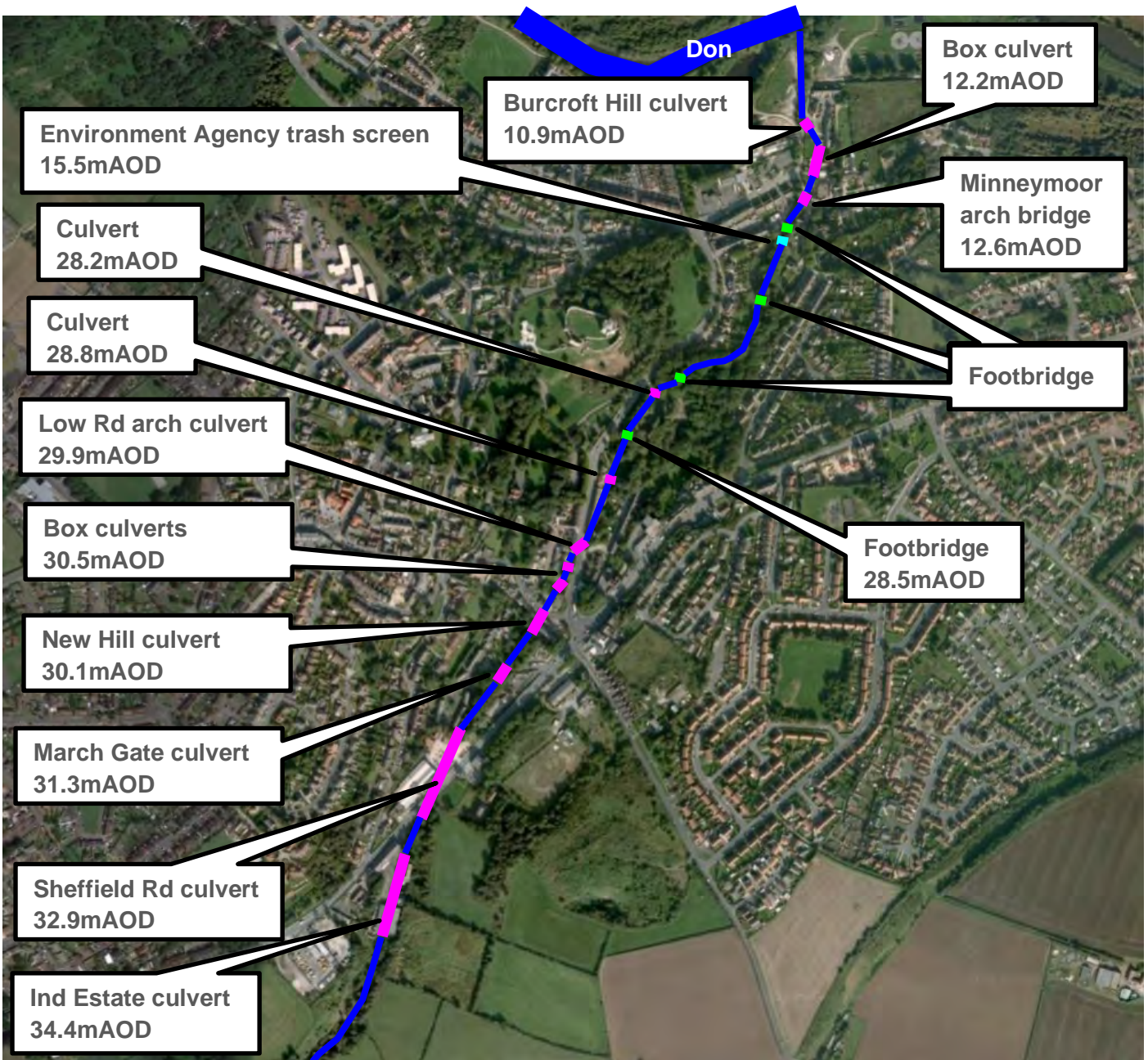


FIGURE 25: SCREENSHOT FROM GOOGLE MAPS SHOWING THE APPROXIMATE LOCATION OF KEY FEATURES AROUND CONISBROUGH

Most of Conisbrough is designated as Flood Zone 1 on the Environment Agency’s Flood Map for Planning, which is the lowest risk zone. There are a few scattered areas of Flood Zone 3 which is described as land assessed as having a 1 in 100 or greater annual probability of river flooding (>1%), or a 1 in 200 or greater annual probability of flooding from the sea (>0.5%) in any year. Those areas are located alongside Kearsley Brook near New Hill, Low Road and Minneymoore Hill. A more extensive area of Flood Zone 3 is located close to the confluence of Kearsley Brook and the River Don at Minneymoore Hill and Burcroft Hill. The Environment Agency’s Flood Map which gives a generalised view of the long-term flood risk for an area in England effectively reproduces the flood extent shown on the Flood Map for Planning. Most of the at risk areas are categorised as being a medium risk from rivers (a chance of flooding of between 1% and

3.3% Annual Exceedance Probability (AEP)), although parts of Minneymoore Hill and Burcroft Hill are categorised as high risk from rivers (a chance of flooding greater than 3.3% AEP). Both the River Don and Kearsley Brook area identified as being Main River which means they are managed by the Environment Agency. No formal flood defences are identified for either watercourse at this location.

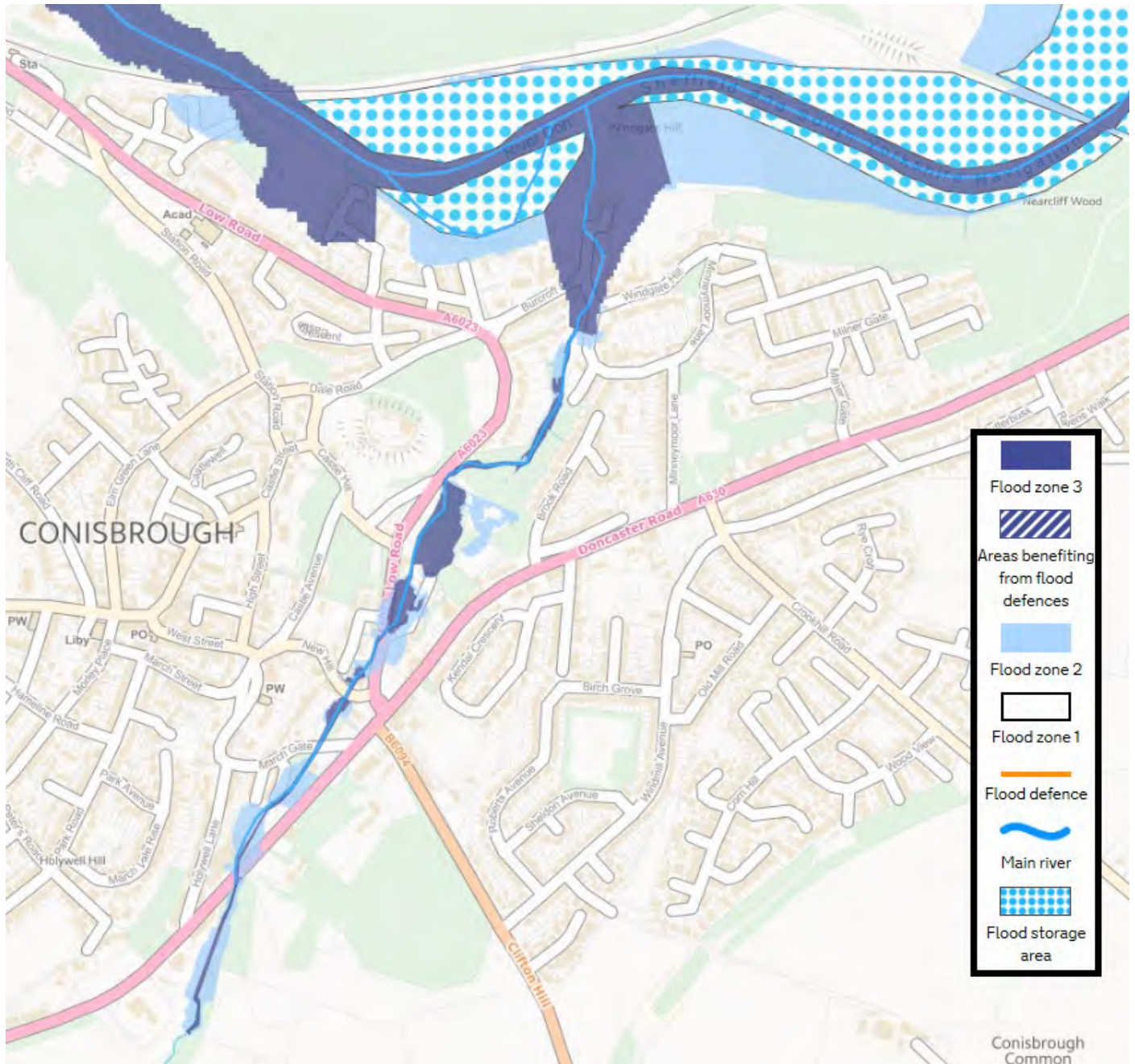


FIGURE 26: SCREEN SHOT TAKEN FROM ENVIRONMENT AGENCY'S FLOOD MAP FOR PLANNING

TABLE 15: SUMMARY OF POTENTIAL FLOOD SOURCES AND PATHWAYS

Category	Potential Flood source	Potential Flood pathway
Fluvial	River Don Kearsley Brook	<p>Flooding within the Don could expand upstream along the Kearsley Brook channel.</p> <p>Flooding from Kearsley Brook onto adjacent land, particularly upstream of constrictions (culverts and bridges).</p>
Tidal	There is a negligible influence on the Don at Conisbrough and no influence on Kearsley Brook.	
Surface water	<p>The Environment Agency's surface water flood map highlights the valley associated with Kearsley Brook as being at risk of surface water flooding. This risk actually reflects fluvial risk from the brook.</p> <p>In addition there are many 'low risk' flow routes along streets that bring water into Kearsley Brook.</p>	There are many potential flow routes throughout Conisbrough revealed on the Environment Agency's surface water flood map where water naturally drains into Kearsley Brook.
Sewers	Sewer flooding will be closely related to surface water flooding.	The sewer network could act as a conduit for flood water, hydraulically connecting low lying areas to affect another.
Artificially raised water bodies	The Environment Agency's reservoir flood map shows Conisbrough to be outside the flood risk zone.	
Groundwater	<p>BGS mapping identifies the underlying geology along Kearsley Brook as mudstone, siltstone and sandstone sedimentary bedrock with no recorded superficial deposits.</p> <p>Elsewhere in Conisbrough the underlying bedrock is identified as dolostone sedimentary bedrock.</p> <p>Soilscapes website categorises the soil as 'Slowly permeable seasonally wet acid loamy and clayey soils'.</p> <p>Conisbrough is designated as being an area with 0 - 25% susceptibility to groundwater flooding on Doncaster's 2015 Strategic Flood Risk Assessment.</p>	Given the sloped topography of Conisbrough, leading down to Kearsley Brook and then to the Don, any groundwater is expected to be associated with the fluvial flow routes of Kearsley Brook and the Don.

6.2 Flood history

The Environment Agency's historic flood extent dataset holds a flood record for Conisbrough in June 2007 from main river exceeding channel capacity with no raised defences. The areas affected are: Duftons Close which appears to have flooded directly from the River Don; Minneymoor Hill, Mill Piece, New Hill and Low Road which all appear to have flooded from Kearsley Brook.

Online searches reveal flooding in 1875 and 1886. The latter event causing damage at several places close to Kearsley Brook including at the Castle Inn and former gasworks to the north. Flooding at the Castle Inn and along Burcroft with Minneymoor Lane was also reported in 1939. Further flooding was reported in 1947. Regular flooding seems to have occurred at Duftons Row (close to the site of Duftons Close) until improvement works to the Don were introduced in the middle of the 20th century.

Several photographs and videos have been posted of flooding in June 2007 at Low Road and Minneymoor Hill / Burcroft Hill. In 2012 the BBC report culvert repair work planned by the Environment Agency to reduce flood risk in the town in response to the 2007 flood. The news article reports the Environment Agency finding culverts in poor condition, with work planned to take place on Kearsley Brook at the back of Low Road.

6.3 Rainfall Analysis

The Environment Agency provided an interim hydrology report for the South Yorkshire flood covering 7th to 13th November 2019. This reports:

'South Yorkshire experienced significant flooding associated with a weather front sitting over Yorkshire during the 7th and the 8th November 2019. Persistent rainfall started during the early hours of Thursday 7th November 2019 and lasted for approximately 24 hours.'

The report includes a HYRAD radar rainfall image taken at 19:00 on the 7th which shows the most intense rain as a long, narrow strip centred on Doncaster, Rotherham and Sheffield.

The Environment Agency interim hydrology report includes an assessment of rainfall rarity for the event. The focus of the report is on flood flows on the Don, Dearne and Rother, as such the rain data used were from upstream of Doncaster within the catchment feeding the Don. The analysis for the catchment upstream of Doncaster shows peak rainfall accumulations of 51 – 88mm with associated rarity of 10 – 70 years for 24 hour duration. The closest location to Conisbrough that was assessed in the report was Wombwell and Harley which recorded a 35 year return period for 24 hour duration.

Rain data from the closest 6 gauges to Conisbrough were obtained for this Section 19 report from the Shoothill GaugeMap website (the GaugeMap rain data is not formally validated however this data is from gauges that are geographically closer to Bentley than the data contained in the hydrology report provided by the Environment Agency – this report did however include data for South Elmsall which is identical to the GaugeMap rain data). The results show a little rain on the 6th November followed by approximately 24 hours of continuous rain beginning just after midnight on the 7th and stopping just after midnight on the 8th. The significance of the rain event is revealed by considering peak rainfall accumulations over a range of time periods contained within the overall event. A return period has been assigned for the rainfall totals within each time period considered, using the FEH Web Service rainfall analysis tool, based on point data at the location of each rain gauge. The significance of the rain event is at a maximum when considered over a 24 hour duration. The data are summarised below in a series of tables 'Table 16' and the gauge locations in Figure 27. While rainfall intensity is not expected to drive river flooding, it is still interesting to



note with regard to surface water flooding and the ability of local drainage infrastructure to cope. Only a moderate rainfall intensity of up to 9.6 mm/hr was recorded.

TABLE 16: SUMMARY OF RAIN GAUGE DATA

Nutwell Rain Gauge			
Time period (hr)	Peak rainfall accumulation (mm)	Return Period (years)	Rainfall intensity (mm/hr)
1			9.6
3	23.2	3	7.7
4	27.8	5	7.0
5	34.6	8	7.0
6	39.2	11	6.5
12	62.6	42	5.2
18	74.8	68	4.2
24	78.4	69	3.3
36	80.4	58	2.2
48	82.6	52	1.7

Dirtiness Rain Gauge			
Time period (hr)	Peak rainfall accumulation (mm)	Return Period (years)	Rainfall intensity (mm/hr)
1			8.0
3	21.4	3	7.1
4	26.6	4	6.7
5	31.8	6	6.4
6	35.6	8	5.9
12	53	24	4.4
18	63.4	42	3.5
24	65.8	40	2.7
36	67.2	31	1.9
48	68.8	26	1.4



Maltby Rain Gauge			
Time period (hr)	Peak rainfall accumulation (mm)	Return Period (years)	Rainfall intensity (mm/hr)
1			7.4
3	18.6	2	6.2
4	23.6	3	5.9
5	28	3	5.6
6	32.2	4	5.4
12	51.8	14	4.3
18	74	41	4.1
24	82	47	3.4
36	84.6	35	2.4
48	86	27	1.8

South Emsall Rain Gauge			
Time period (hr)	Peak rainfall accumulation (mm)	Return Period (years)	Rainfall intensity (mm/hr)
1			4.2
3	11.8		3.9
4	15		3.8
5	17.6	1	3.5
6	20.4	2	3.4
12	38.2	6	3.2
18	49.6	12	2.8
24	51.4	10	2.1
36	53.4	7	1.5
48	55	6	1.1

Wiseton Rain Gauge			
Time period (hr)	Peak rainfall accumulation (mm)	Return Period (years)	Rainfall intensity (mm/hr)
1			4.8
3	11.8	N/A	3.9
4	15.6	N/A	3.9
5	19.4	1	3.9
6	22.6	2	3.8
12	43	6	3.6
18	58	13	3.2
24	68.8	23	2.9
36	70.2	17	2.0
48	71.6	14	1.5



FIGURE 27: SCREENSHOT FROM GOOGLE MAPS SUMMARISING EVENT RETURN PERIOD ASSIGNMENT FROM RAIN GAUGE DATA

Significant rain also fell on the previous week to the flood, on 25th – 26th of October 2019. On that occasion, the Environment Agency report peak rainfall accumulations for the catchment upstream of Doncaster of 45 – 61mm with associated rarity of 2 – 9 years for 24 hour duration.

It is interesting to compare the above data with that recorded for the previous major flood event of 26th June 2007. Online searches reveal several flood reports (Environment Agency, MetOffice, CEH) which give typical rainfall accumulation totals of 85 – 90mm in 24 hours on 14th June 2007 and 51 – 85mm in 24 hours on 25th June 2007 in south Yorkshire.

6.4 Hydrological Analysis

The Environment Agency interim hydrology report for the South Yorkshire flood covering 7th to 13th November 2019 also includes an assessment of flow probability on the River Don. The report says:

‘The November 2019 peak [flow] is the highest on record at Rotherham (downstream of the River Don-Rother confluence), Doncaster, Adwick Le Street Whitecross Bridge and Kirk Bramwith. It is the second highest, just behind late June 2007, at many locations over South Yorkshire.’

The report also goes on to say:

River levels were already elevated as a consequence of the event over the 25th and the 26th October 2019, especially in the River Rother and lower River Don reaches. The November event was more widespread and it was the combined effect of high levels within the upper Don and the



Rother catchments that ensured significant peaks were experienced on the River Don from Rotherham and downstream past Kirk Bramwith.

It seems therefore that significant rain on 25th and 26th of October led to high river levels and saturated ground within the Don catchment. This was then followed by the 24 hour rain event on the 7th November, the combination of which resulted in very high flows. Interestingly, the Environment Agency compare the event of November 2019 with June 2007. This shows a striking similarity between flood events on the Don, with the 26th June 2007 peak flow being preceded by a large flow event on the 16th June, 10 days earlier.

There are no flow / level gauges on the River Don at Conisbrough. The closest is 1.75km upstream at Mexborough Lock which recorded a peak level of 14.65mAOD (5.12m with 9.53mAOD datum) at 05:45 on 8th November 2019 which is the highest recorded. The river level began to rise sharply from 07:00 on the 7th, reaching a plateau of approx. 14.5mAOD at 01:00 on the 8th. Following the absolute peak of 14.65mAOD at 05:45 on the 8th, the river level fell back below the 14.5mAOD plateau at 13:00 on the 8th. The river level was therefore at a high-level plateau above 14.5mAOD for 12 hours.

There is also a level gauge on the Don 3.5km downstream at Sprotborough. Here a peak level of 12.53mAOD (4.72m with 7.81mAOD datum) was recorded at 11:15 on 8th November 2019 which is also the highest recorded.

Interpolating between these two gauged levels gives an approximate peak flood level estimate of 13.9mAOD at Conisbrough. This can be compared with Environment Agency modelled flood levels for the Don at this location (model node ID 20140). The 2018 Middle and Lower Don defended model gives peak flood levels of 13.54, 13.80 and 14.84mAOD for the 1%, 0.5% and 0.1% AEP floods respectively.

The Environment Agency interim hydrology report goes on to assign an estimated return period for the River Don both at Doncaster and Rotherham of 150 – 250 years. The range reflecting uncertainty with the measured results. The River Dearne at Adwick was assigned a return period of 20 – 30 years, with the peak flow on this Don tributary being the second highest recorded from a 45 year record.

The Environment Agency have provided modelled flood flows and levels for synthetic design events on Kearsley Brook (from the 2010 Kearsley Brook model). The closest node point location to Low Road is KLB18 which gives peak flows of 4.0 m³/s, 4.7 m³/s, 5.2 m³/s and 5.4m³/s for the 5%, 2%, 1.33%, 1% AEP flood events.

Doncaster Council provided the report from a modelling study of Kearsley brook undertaken in 2016. In this work, it was concluded that the WHS ReFH2 method provided the most reliable flow estimates for this particular watercourse by comparing modelled results with flood experience from 2007. This study estimated peak flows to be 3.0m³/s, 4.3 m³/s, 4.8 m³/s and 5.1 m³/s for the 2%, 1.33% and 1% AEP flood events.

Two water level monitors were installed by Doncaster Council on Kearsley Brook which have logged data since 21st October 2019. One is located just upstream on Sheffield Road and the other just upstream of Low Road. The purpose of the monitors is to alert the council of potential road flooding rather than to provide data for statistical hydrological analysis. Nonetheless data from the Low Road gauge has been obtained for this report and analysed against modelled flows generated using the WHS ReFH2 software. The most relevant rain gauge to Kearsley Brook is Maltby which is 4.5km south-east of the catchment. Recorded rain data at Maltby on the 7th November 2019 along with antecedent rain data back to the 4th was used with ReFH2. Catchment descriptors were obtained from FEH Web Service for Kearsley Brook at Low Road for use in the ReFH2 model. The resulting ReFH2 modelled flow hydrograph for the brook was then compared with flow estimates made from the recorded water level data at Low Road (derived from modelled depth – flow data in Doncaster's 2016 Kearsley Brook study at node KLB015U which is close to

the Low Road gauge). The results are shown in Figure 28. It should be noted that this is simply an indicative analysis to compare timing and overall shape of curves. It can be seen in Figure 28 that the rising limb of both the modelled and measured data show similar response timing, although the measured data appears to rise more steeply up to 11:00 on the 7th and begins from a higher baseline. At 11:00 the level monitoring system begins to lose precision, giving erratic and even negative values, presumably due to an excessively high water level and turbulence as flooding occurred. The similarity of the overall curve shapes provides some confidence when making a peak flow judgement.

Considering the above data, it seems likely that the Kearsley Brook flood event on the 7th November 2019 reached a peak flow of approximately 5m³/s which equates to a 2% - 1% AEP (50 year – 100 year return period).

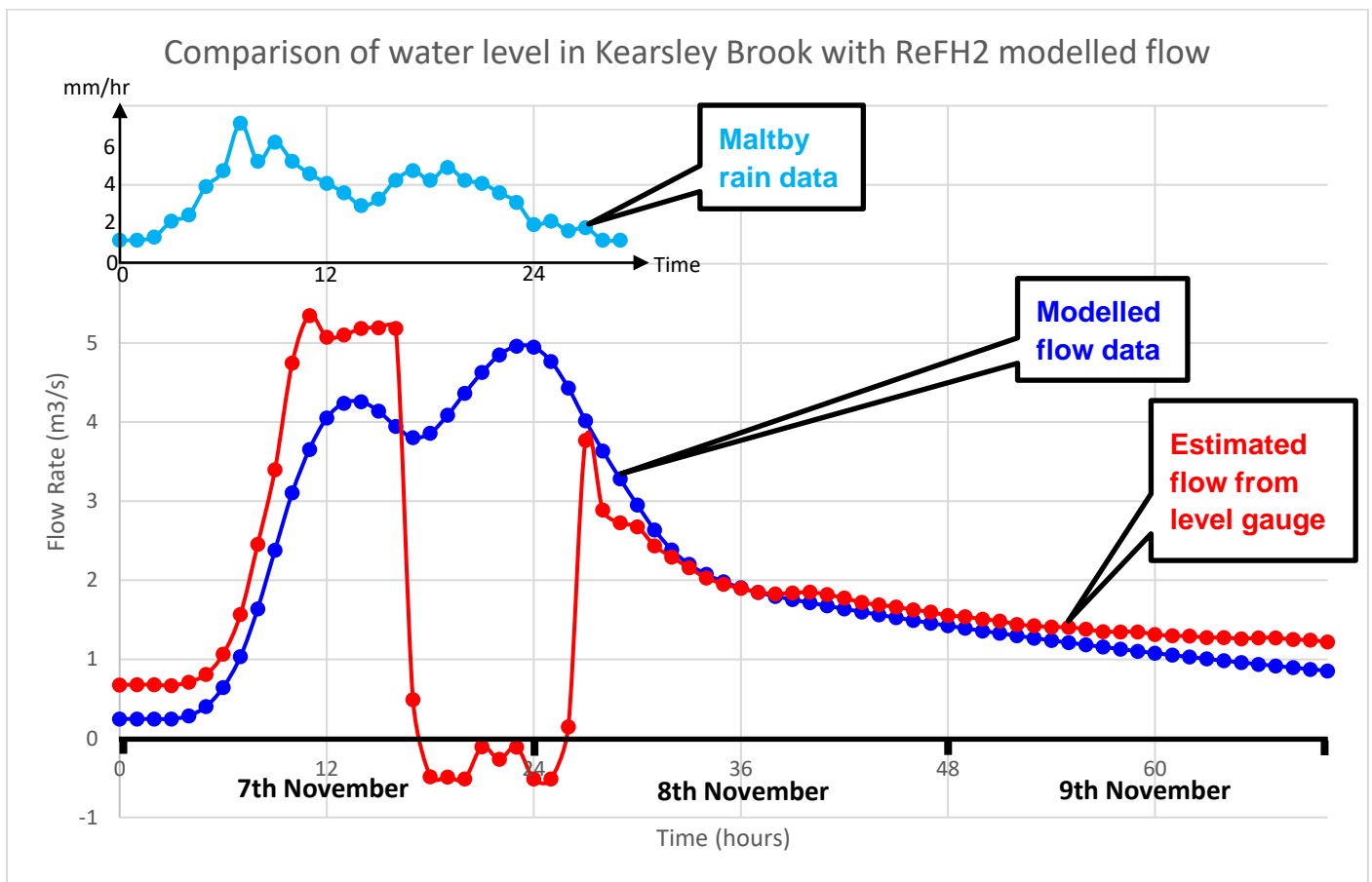


FIGURE 28: ESTIMATED FLOW FROM GAUGE DATA COMPARED WITH REFH2 MODELLED FLOW



6.5 Flood Analysis

Flood data from a variety of sources have been collected and analysed. The data are summarised below on a flood extent map with notes and references. A brief summarising discussion is given at the end of the sub-section.

The aim of this flood analysis is to draw out overall themes and flood mechanisms operating within affected communities rather than to consider each individual property or road that may have been affected. The focus has therefore been given to clusters of properties and roads where damage and disruption has occurred.

Within Conisbrough, 25 properties are recorded as having been flooded by Doncaster Council in November 2019.



FIGURE 29: GOOGLE MAPS SCREENSHOT SHOWING FLOOD FLOW ROUTES AND EXTENT - NORTH



FIGURE 30: GOOGLE MAPS SCREENSHOT SHOWING FLOOD FLOW ROUTES AND EXTENT - SOUTH

TABLE 17: FLOOD DATA NOTES – CONISBROUGH – 7TH NOVEMBER 2019

Key	Reference	Notes
A	Environment Agency aerial photographs	No time of day is available. Flood extent visible of the River Don. Dufton's Close appears dry on the 10 th .
B	Shropshire Star online news report	A flood level estimate of 12.6mAOD was made from a video taken at Dufton's Close on the 9 th after flood water was receding.
C	Doncaster Council's records of flooded properties.	This flood extent estimate is based on resident's reports. Council call logs hold a record of reported flooding on Burcroft Hill and sandbags being deployed. Council records confirm that Low Road was closed between Doncaster Road and Castle Hill. Council call logs hold a record of reported flooding on the A630 Sheffield Road at the Kearsley Brook crossing. 10 flooded properties are recorded around Dufton's Close / Minneymoor Hill. 13 flooded properties are recorded on New Hill / Low Rd.

In summary, a combination of two major rain events on subsequent weeks produced a major flood (approx 1 in 150 to 1 in 250 likelihood to equal or exceed in any one year) on the River Don with the water expanding beyond the normal river banks and expanding onto lower ground in the north part of Conisbrough. Flooding to properties occurred at Duftons Close and Minneymoor Hill. The peak flood level on the Don reached approximately 13.9mAOD early on the 8th November. This flood extent has been mapped in Figure 31 using 1m LiDAR ground shape data. On this analysis, flooding direct from the River Don extends to the former Castle public house on Minneymoor Hill, although a high Don level would influence Kearsley Brook to some degree further upstream. Flood water in the north part of Conisbrough receded on the 9th and was dry by the 10th.

Heavy rain across the Kearsley Brook catchment (south of Conisbrough) on the 7th November caused a fairly rapid response on the brook with flooding on New Hill and Low Road starting late morning on the 7th, subsiding late the same day. Several properties flooded around this location. The indicative rarity of this flood is around a 1 in 50 to 1 in 100 probability (to equal or exceed) in any one year.

A modelling study of Kearsley Brook published by Doncaster Council in 2016 concluded there being three potential flood mechanisms operating around Low Road:

- Overtopping of the culvert under the housing estate of The Shoes which initiates a flow route onto Low Road.
- Overtopping of the driveway access bridge where there is a gap in the walls lining the channel.
- Direct overtopping of the Low Road culvert.

The study goes on to show flooding to Low Road being initiated during a 5% AEP event (1 in 20 probability), which floods The Shoes, with flooding further north on Low Road initiated with a 1.33% AEP event. This seems consistent with the observations and analysis made here for the event on the 7th

November. The study also suggests the culverts at Minneymoore Hill, Burcroft Hill and Duftons Close having a relatively low capacity although, as discussed earlier, the River Don was flooding those areas in any case.

While limited culvert capacity appears to be an important factor in governing flood risk, culvert blockage does not seem to be a major contributor. Doncaster's flood risk study shows an influence from culvert blockage, but given the limited culvert capacity even in a 'clear' state and the availability of overtopping / bypassing routes, the impact is not huge. In addition, Doncaster Council report no major blockage issues observed following the November flood.

Given the moderate peak rainfall intensity and the clear evidence of flooding from both the River Don and Kearsley Brook, it is unlikely that flood sources / pathways, other than that described above, contributed significantly to the flood event.



FIGURE 31: GOOGLE MAPS SCREENSHOT SHOWING MAPPED EXTENT OF A 13.9MAOD FLOOD LEVEL ON THE RIVER DON



6.6 Flood Emergency Response

Doncaster Council recorded progress of the flood event, including their and other RMA response actions in several documents:

- Overview of weather warnings and flood warnings.
- Briefing notes.
- Record of streets evacuated.
- A flood risk call log.
- Doncaster's Multi-Agency flood plan.
- Road closure protocol
- Sandbag policy.
- Debrief feedback report.

A summary of formal incident management actions from information supplied by Doncaster Council is given in the infographic below:

NOVEMBER 2019 FLOOD EVENT

DONCASTER

5 NOVEMBER 2019

MET OFFICE YELLOW WARNING OF RAIN

- First indication of heavy rainfall in Central England.



7 NOVEMBER 2019

FLOOD ALERTS ISSUED

- Flood Alert issued for Middle River Don and Lower River Don Catchment.
- Met Office warning of rain resulting in surface water flooding and river level start to rise.
- Flood advisory service teleconference between EA and DC to share information & intelligence and consider the potential impacts.



8 NOVEMBER 2019

FLOOD WARNINGS ISSUED

- 20 Flood Warnings issued for communities along the River Don by 9th November.
- 5 Severe Flood Warnings issued for the River Don.
- River Don in Doncaster rose to 6.36 m – highest on record.



8 NOVEMBER 2019

MAJOR INCIDENT DECLARED

- Major incident declared by Gold Command.
- SCG and TCG opened.
- DC monitor river levels in conjunction with the EA.
- Contingency plans in place if required.
- Staff deployed to Willow Bridge.
- Police perform safety sweep.
- Muster point is Ambulance station Transport to Rest Centre in Balby.
- Corporate emergency plan activated.
- DC work closely with partners.



10 NOVEMBER 2019

PUMPS DEPLOYED

- River levels start to slowly fall.
- Mutual aid request for pumps submitted.
- Puddle pumps deployed in Fishlake.
- Danvm Drainage Commissioners advised that one of the two 75l/s pump not available at Sour Lane, Fishlake. EA supplied 4x400l/s pumps to assist during flood recovery.
- 12' pumps deployed in Thorpe Marsh.
- Failure of 280l/s pump noted at Arksey Pumping station.
- All pumps operationalised by 12/11/19.



11 NOVEMBER 2019

ADDITIONAL PUMPS DEPLOYED

- EA deployed four pumps at Fishlake in an attempt to reduce the depth of flood-water.



14 NOVEMBER 2019

FLOOD RISK ASSETS INSPECTED

- DC clear screens and gullies in communities at risk.
- DC deploy additional sandbags to residents in need.



16 NOVEMBER 2019

REST CENTRES/COMMUNITY RECOVERY HUBS ESTABLISHED

- Series of Community Recovery Hubs opened across the worst affected areas in Bentley, Denaby, Fishlake, Mexborough, Stainforth and Wheatley.
- Police deployed additional resources to patrol evacuated areas.



24 NOVEMBER 2019

NO FLOOD ALERTS OR WARNINGS

- No Flood Alerts or Warnings in force across the River Don catchment.



6 NOVEMBER 2019

FGS ISSUED YELLOW WARNING

- River and surface water flooding expected in the next two days.

7 NOVEMBER 2019

EMERGENCY CONTROL CENTRE SET UP

- South Yorkshire Strategic Coordination Group for severe weather and flooding response was established.
- Doncaster multi-agency tactical and operational response was established.
- Multi-agency Partners continue to work together to resolve problems and support residents affected.
- Over 2000 residents advised to evacuate.
- DONCASTER COUNCIL RESPONSE DEPLOYED
- 24 hour per day emergency response initiated.
- Assessing key assets.
- Tankers deployed to remove flood water.
- Delivery of sandbags from early morning.
- Assistance to residents.



8 NOVEMBER 2019

RESIDENTS EVACUATE

- Some seepage occurred at the River Don containment structure at Kirk Sandall.
- Residents told to evacuate immediately.
- Site visit planned for early 2020 to assess and repair banks.
- Sites visited where defences are potentially going to breach to check condition of flood asset.



9 NOVEMBER 2019

FURTHER EVACUATION

- Residents in Bentley, Cusworth, Fishlake, Kirk Bramwith, Scawthorpe evacuated homes.



10 NOVEMBER 2019

FLOOD WARNINGS NO LONGER IN FORCE

- River levels start to fall.
- Heavy rainfall stopped.
- Flood Warnings for some communities along the River Don are no longer in force.
- Severe Flood Warning downgraded to Flood Warning.



10 NOVEMBER 2019

RAF CHINOOKS

- Military aid request approved.
- RAF conveyed aggregate to shore-up the banks of drainage channels east of Bentley.



11 NOVEMBER 2019

MONITORING GRUMBLE HIRST SPILLWAY

- Requirement to remove water from Bentley Ings to Thorpe Marsh washland to create capacity at Bentley.
- 2x puddle pumps at Riccall Depot were ready to be mobilised.
- Field team monitored levels at Spillway.



15 NOVEMBER 2019

ADDITIONAL PUMPS

- EA deployed a further 38 pumps to homes in Fishlake to reduce the inundation



17 NOVEMBER 2019

CLEAN UP OPERATION

- Clean-up operation underway under in Fishlake.





A questionnaire was circulated to residents as part of this Section 19 investigation. Resident's feedback relating to incident management actions, where not covered in the previous infographic, is summarised below. Information was also be gleaned from activities visible in photographs of the flood event and subsequent consultation. This has been included in the summary below:

The Environment Agency manage a debris screen on Kearsley Brook just upstream of the former Castle public house on Minneymoor Hill. The purpose is to protect the downstream culverts by catching larger debris items. The Environment Agency report that debris did collect on the screen in November 2019 however, when this happens, water bypasses the screen locally and continues downstream.

Doncaster Council have previously organised for the deployment of a temporary flood barrier on Low Road in the event of flooding to limit the northern spread of flood water on the road. This had been deployed on the 7th.

Residents report little assistance being provided leading up to the flood, other than the supply of a small number of sandbags to Duftons Close on the 7th.

6.7 Risk Management Options

The flood risk management strategy is normally characterised as one of appraising risk, managing risk and reducing risk. This approach can be summarised by the hierarchy of methods:

- **Assess risk**
- **Avoid risk**
- **Substitute risk**
- **Control risk**
- **Mitigate risk**

This Section 19 investigation report provides an initial overview **assessment of flood risk** to Conisbrough (as set out in the previous sections), from which a preliminary appraisal of risk management options will be set out below. It is expected that more detailed risk assessment studies would be needed when taking forward any risk management options in detail.

Avoid risk and **substitute risk** are built into the planning process via the Sequential Test and Exception Test. As such these 'hierarchically preferable' approaches are normally considered strategically by the planning authority when deciding where best to locate services and facilities. It is theoretically feasible that the use of certain existing buildings or land could be re-purposed to a lower risk use to effectively substitute the risk. It is assumed however here that this approach is essentially unviable given the flood affected properties are almost entirely private residential dwellings.

Control risk – Catchment-level - Flood defences

Currently Conisbrough receives no direct flood protection from the River Don other than the flood storage areas that are present on both sides of the banks at that location. There may be scope to introduce a raised bank on the right side to provide a degree of flood protection or additional upstream storage on the Don or indeed channel capacity improvements (widening / deepening). Such a project would need to be led by the Environment Agency, but also with Network Rail and other stakeholders. This would ideally form part of a wider Don flood risk management strategy review as discussed earlier in this Section 19 report.

As part of Doncaster Council's Kearsley Brook modelling study (2016) the viability of raised walls was considered. Increasing wall heights in the vicinity of Low Road was shown to provide the biggest benefit to



property but was shown to elevate water levels upstream, putting additional properties at risk and potentially affecting the local incoming drainage network. Raised walls at the Industrial Estate by Sheffield Road and at Minneymoor Hill were both shown to be effective at reducing flood risk in their respective areas but there are few properties to be protect in these locations. Also, in the case of Minneymoor Hill, flood risk is also strongly related to the River Don, the effect of which was not considered in the study.

Control risk – Catchment-level – Upstream flood storage

There is very little undeveloped space within Conisbrough where flood water could be safely and sustainably stored. Upstream of Sheffield Road though, the catchment of Kearsley Brook is rural. There may be opportunities to provide flood storage in this upstream part of the catchment in order to reduce peak flows downstream.

Two potential candidate locations were considered on Kearsley Brook and assessed by Doncaster Council in a study commissioned in 2016: at the culvert inlet by the industrial estate just upstream of Sheffield Road and at the Kearsley Lane crossing. The former was shown to have very limited natural safe storage volume, insufficient to make a major difference to peak flow. The latter, while shown to have great potential, would require a significant dam structure to function. The cost of which (multiples of £1M) and compliance with the Reservoirs Act was deemed prohibitive.

There do not appear to be any other single upstream locations that would offer a significant attenuation volume. It may be feasible though to use the 2016 candidate locations for small-scale storage, as part of a distributed Natural Flood Management scheme throughout the Kearsley Brook catchment. This could involve for example providing a network of small dams, leaky dams, naturalised upstream channels, tree / shrub planting, modified farming practices. While the contribution from each individual feature would be small, taken together this approach may make a material difference to the town.

Mitigate risk – Community-level – Rapid Response Catchment

Comparing the available rainfall data at the Maltby rain gauge with the modelled flow hydrograph and recorded level data at Low Road suggests a catchment LAG of 4 hours. This equates to a short 'time to peak' value of 3.3 hours which, given the small catchment area (8km²), suggests Conisbrough as being a Rapid Response Catchment. It is understood that Kearsley Brook in Conisbrough is in fact listed on the Environment Agency's Rapid Response Catchment register and receives bespoke flood warnings. If not already in place, a formal flood response plan for the flood prone areas could be implemented, triggered by the flood warnings. It would be appropriate to implement this plan as part of a local flood group in consultation with the Environment Agency.

Control risk – Street-level - Flood defences

Figure 31 shows Dufftons Close to be at flood risk from the Don principally from the west side, with high ground lying to the east. There are already perimeter walls around the west side that have the potential to be strengthened and raised to create a local flood defence for this community. A flood barrier would be needed on the entrance, which would ideally be automatically deployed. Thought would be required to provide protection from Kearsley Brook that passes through the site and to prevent backflow of flood water via the drainage system. It would therefore be necessary to undertake a preliminary viability study for this option to set key design parameters.

Mitigate risk – Property-level – Property flood resilience

Flood risk to affected properties in Conisbrough could be reduced by the application of property flood resilience, led by a detailed PFR survey. It is understood that PFR measures had already been introduced



to some properties at the Low Road area. The PFR survey should therefore investigate the specific failure mode at those properties so that this can be addressed by a revised application.



6.8 Flood Investigation Summary Infographic

CONISBROUGH NOVEMBER 2019 FLOODS



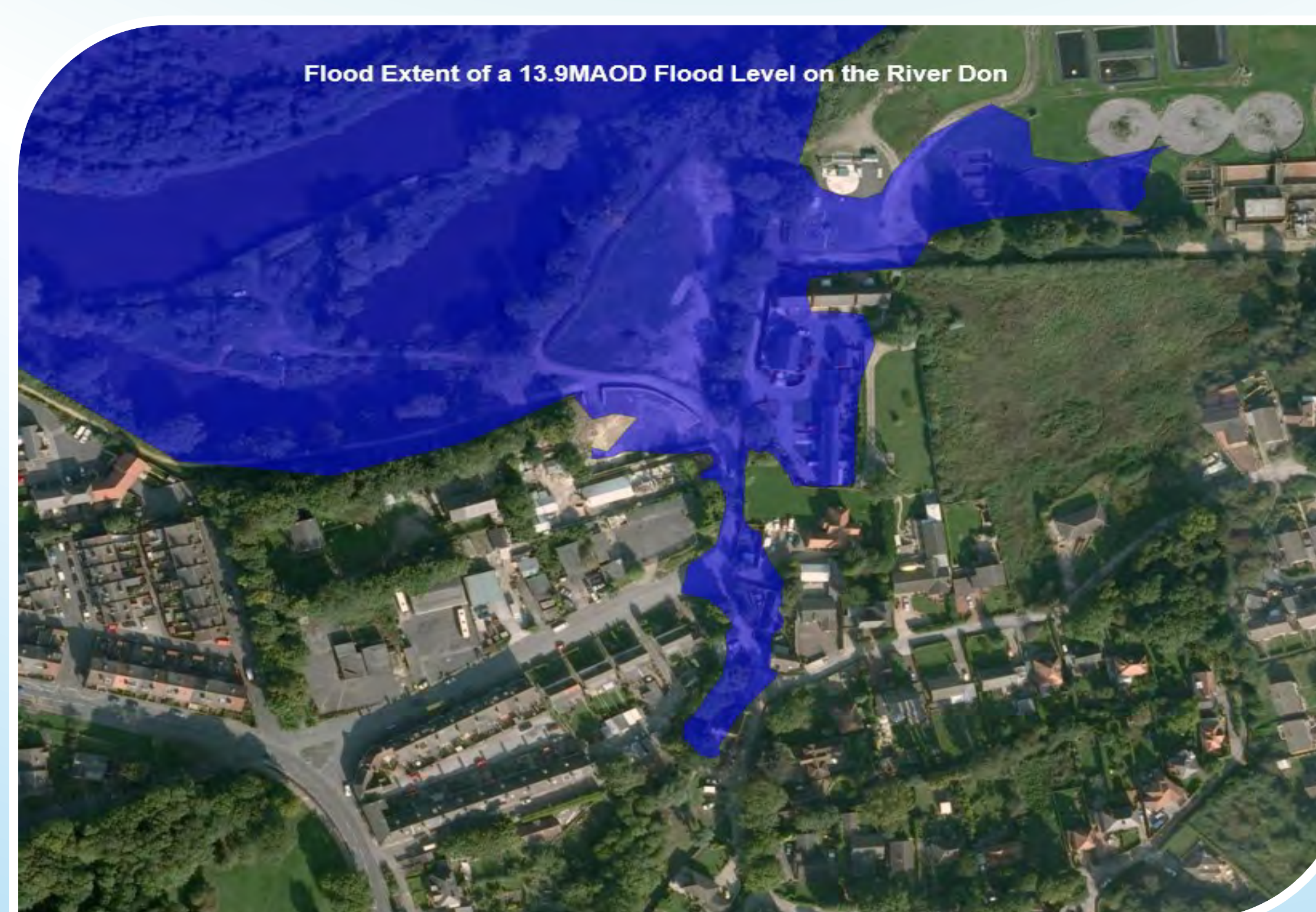
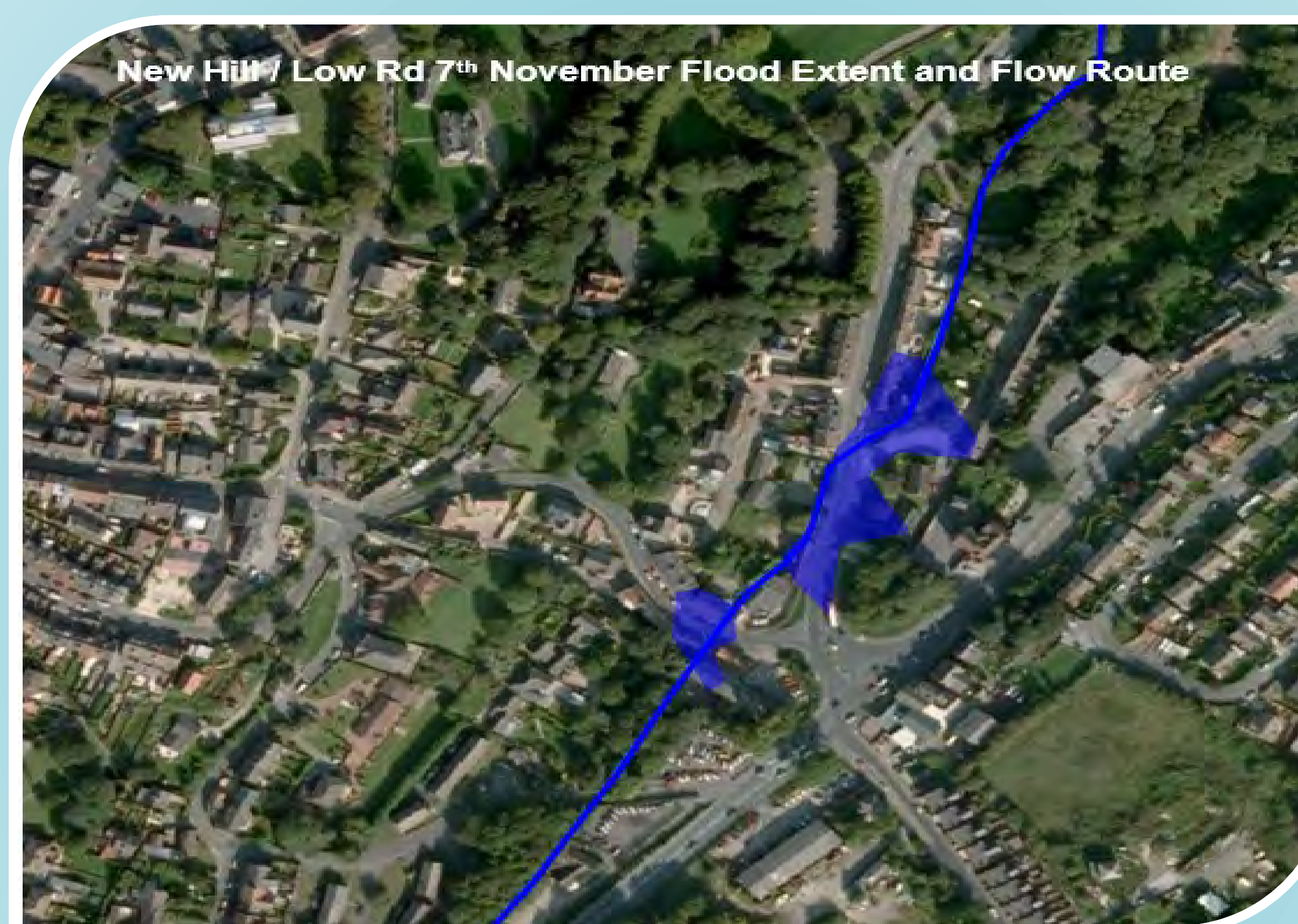
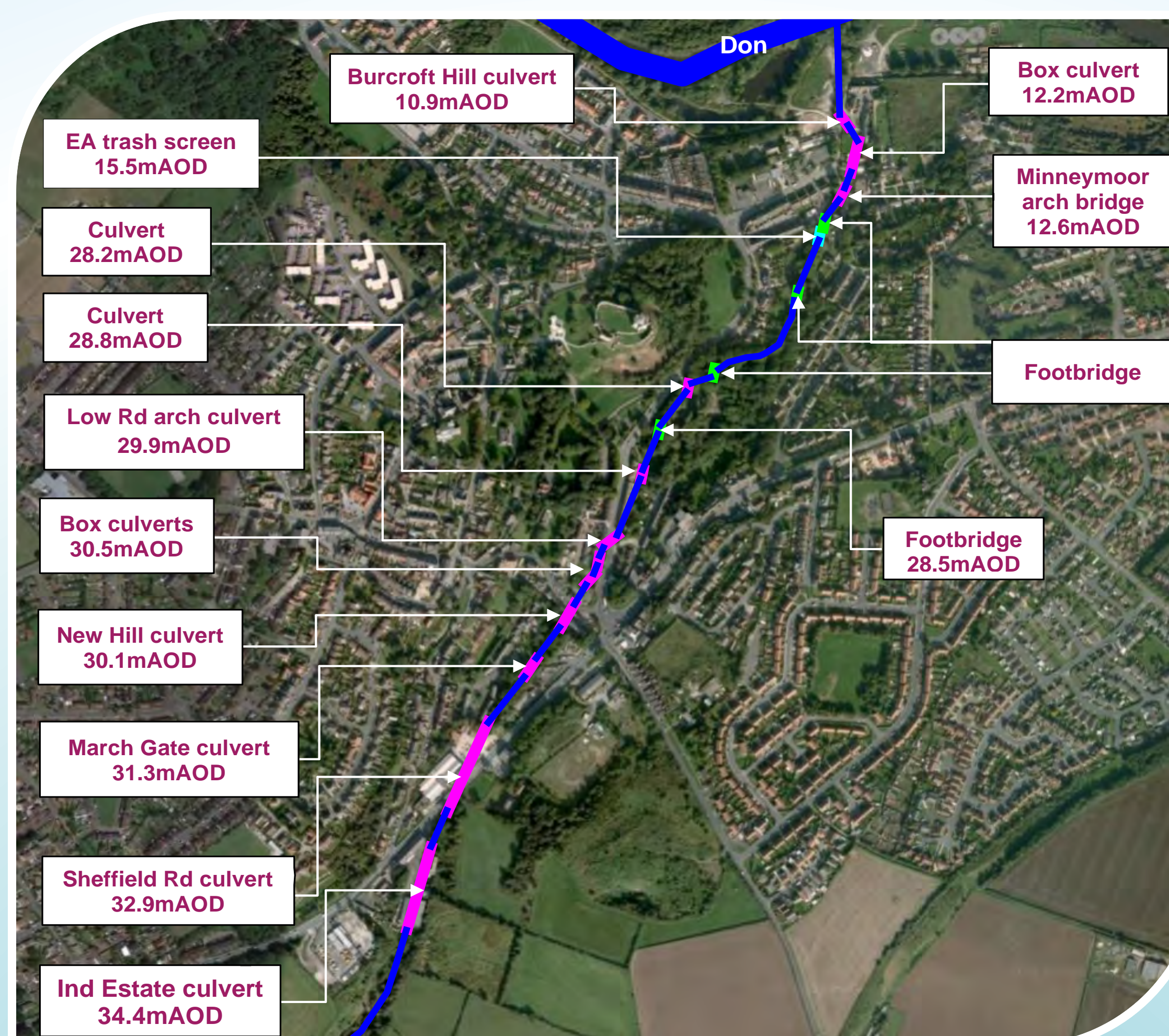
Significant floods occurred in Doncaster on 7th 8th and 9th November 2019 causing widespread damage. The guidance below summarises the event and impacts on Conisbrough.

Flood Risk:

- Two major flood sources operate in Conisbrough: the River Don that marks the north extent of the settlement and Kearsley Brook that flows through the centre.
- Kearsley Brook rises in the hills 3km south of Conisbrough near to Micklebring and Clifton.
- The brook passes through several culvert and bridge structures en route to its discharge into the Don.
- Land adjacent to the Kearsley Brook valley through the town and land adjacent to the River Don at the north of the town is designated as Flood Zone 3, the highest risk category, on the Environment Agency's Flood Map for Planning.
- Those areas identified as being at flood risk from Kearsley Brook and the Don are identified as being at 'medium risk' on the Environment Agency's Flood Risk From Rivers Or Sea map.
- Other than risk from the two watercourses, there are several natural surface water flow paths that pass through the town.
- No formal flood defences are in operation in Conisbrough.
- The Environment Agency provides Flood Warnings for Conisbrough which residents can register to receive (via <https://www.gov.uk/sign-up-for-flood-warnings> or by calling 0345 988 1188).

Historic Flood Events:

- Flood events have been recorded in 1875, 1886, 1939, 1947 and 2007.
- Similar conditions led to flooding in both November 2019 and June 2007 within the Doncaster Borough – a prolonged wet period preceding two large rain events on subsequent weeks with persistent rain falling for 24 hours.



2019 Flood Event Timeline



5 NOVEMBER 2019

- Met Office issued a Yellow Warning for rain



6 NOVEMBER 2019

- River and surface water flooding was expected over the next two days.



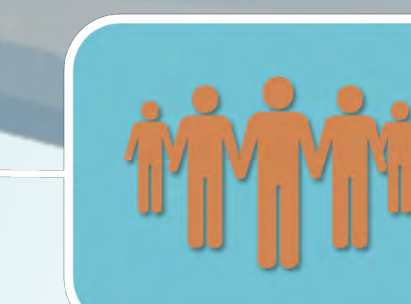
7 NOVEMBER 2019

- Persistent rainfall lasting 24 hours.
- Rain fell with rarity of between 1 in 10 and 1 in 70 in any year and peak accumulations of 51 to 88mm recorded upstream of Doncaster.
- Wombwell and Harley recorded a 35 year return period for 24 hour duration.
- Moderate rainfall intensity of up to 9.6 mm/hour recorded.
- River levels already elevated following heavy rainfall on 25th & 26th October.
- The river levels began to rise sharply from 07:00.
- Kearsley Brook reached a peak flow ~5m³/s (50 year – 100 year return period).
- Rapid response on the brook.
- Flooding on New Hill and Low Road starting late morning and subsiding late the same day.
- Flood Alerts issued for Middle River Don and Lower River Don catchment.



7 NOVEMBER 2019

- Flood mechanisms operating around Low Road:
 - Overtopping of the culvert under the housing estate of The Shoes initiated a flow route onto Low Road.
 - Overtopping of the driveway access bridge.
 - Direct overtopping of the Low Road culvert.
- Flooding to Low Road flooded The Shoes, with flooding further north on Low Road.
- No major culvert blockage issues observed.



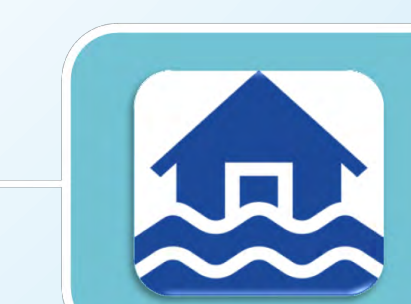
7 NOVEMBER 2019

- Flooding reported on Burcroft Hill.
- Flooding from the River Don extends to the former Castle public house on Minney Moor Hill.
- Multi-agency Partners continue to work together.
- Doncaster Council response deployed:
 - 24 hour/day emergency response initiated.
 - Key assets assessed.
 - Tankers deployed to remove flood water.
 - Sandbags delivered.
 - Residents assisted.
 - Temporary barrier deployed on Low Road.



8 NOVEMBER 2019

- 5 Severe Flood Warnings issued for the River Don.
- 20 Flood Warnings issued for the River Don by 09:45.
- River Don rose to highest on record at 05:45.
- Peak flood level of 13.94mAOD at Conisbrough.
- Major Incident declared.
- Doncaster Council closely monitor river levels in conjunction with the EA.
- Contingency plans in place if required.
- Rainfall stopped just after midnight.
- The river level was at a high-level plateau for 12 hours.



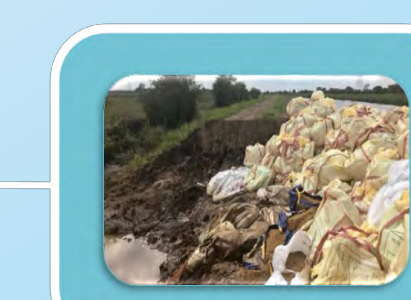
9 NOVEMBER 2019

- 25 properties flooded in Conisbrough.
- Flood water in the north part of Conisbrough receded.



10 NOVEMBER 2019

- River levels start to fall slowly.
- Severe Flood Warnings downgraded to Flood Warning.
- Flood warnings no longer in force.
- Flood water in the north part of Conisbrough was dry.



14 NOVEMBER 2019

- Doncaster Council clear screens and gullies in communities at risk.



24 NOVEMBER 2019

- Flood warnings and alerts no longer in force.



Tickhill

SECTION 19 FLOOD INVESTIGATION



7.0 Tickhill

7.1 Flood Risk Background

Tickhill is a historic village within the Metropolitan Borough of Doncaster which has developed around Tickhill Castle and Paper Mill Dyke. OS maps of the mid-1800s show the extent of the village to be of a similar size as today. Housing had been developed on West Gate, North Gate, Sunderland Street and the west side of Lindrick. The 1850 map shows Paper Mill Dyke entering the village along rear gardens of West Gate and Lindrick feeding the mill pond of Tickhill Mill. The main discharge from the mill was south into agricultural fields with a split outflow west along Lindrick. The arrangement remained largely unchanged through to the middle of the 20th century.

Paper Mill Dyke is the main flood source that affects the town. The dike rises around Maltby approximately 7km west of Tickhill, where it is called Ruddle Dike. The watercourse may receive some urbanised drainage from the upstream extent at Maltby, however from here the route is predominantly rural with the exception of its path through the village of Stainton. From its source to the approach on the west boundary of Tickhill the dike falls from 105mAOD down to 25mAOD, which is an average gradient of 0.01 (1 in 100). On its approach to Tickhill's west extent through agricultural fields, Paper Mill Dyke crosses below a raised railway then Rotherham Road and Worksop Road. The watercourse then flows through the rear gardens of several properties on Lindrick, West Gate, Home Meadows and Dam Road before entering Mill Dam, the former mill pond. Mill Dam is a horseshoe shaped pond with water entering at the north-west corner and leaving at the south-west via a combination weir / sluice gate. From here, Paper Mill Dyke flows west along Lindrick before turning south, passing below the road and continuing south along Water Lane. The route from Mill Dam has changed compared with that shown on historic maps when Paper Mill Dyke was released via Tickhill Mill flowing south and then east through agricultural fields. This historic south route of Paper Mill Dyke is still present today, however it is assumed to no longer receive water direct from Mill Dam. Paper Mill Dyke leaves Tickhill heading north-east, passing below the A1(M) forming the River Torne as it approaches New Rossington.

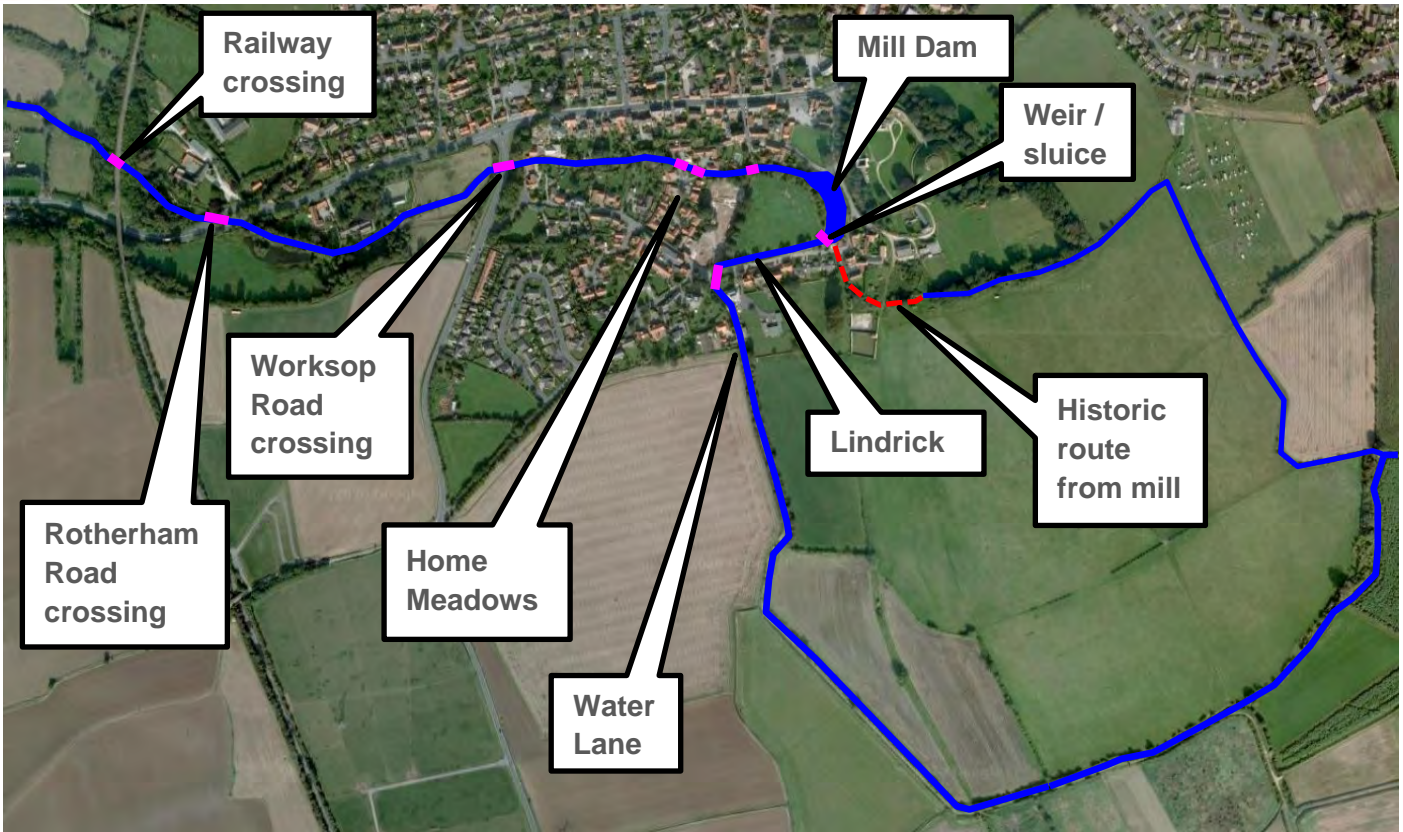


FIGURE 32: SCREENSHOT FROM GOOGLE MAPS SHOWING THE APPROXIMATE LOCATION OF KEY FEATURES AROUND TICKHILL

Most of Tickhill is designated as Flood Zone 1 on the Environment Agency’s Flood Map for Planning, which is the lowest risk zone. There is however a band of Flood Zone 3 associated with the Paper Mill Dyke flow route, which is described as land assessed as having a 1 in 100 or greater annual probability of river flooding (>1%), or a 1 in 200 or greater annual probability of flooding from the sea (>0.5%) in any year. The Environment Agency’s Flood Map which gives a generalised view of the long-term flood risk for an area in England effectively reproduces the flood extent shown on the Flood Map for Planning. Most of the at-risk areas are categorised as being a medium risk from rivers (a chance of flooding of between 1% and 3.3% AEP). A few areas, notably upstream of the main road crossings and the greenspace area by Mill Dam, are categorised as high risk from rivers (a chance of flooding greater than 3.3% AEP). Paper Mill Dyke is identified as being Ordinary Watercourse which means it is managed by Doncaster Council rather than the Environment Agency. No formal flood defences are identified on the Flood Map for Planning at this location however it is understood that an automated sluice mechanism has been installed on the outlet of Mill Dam along with a flood wall on Lindrick to manage flood risk.

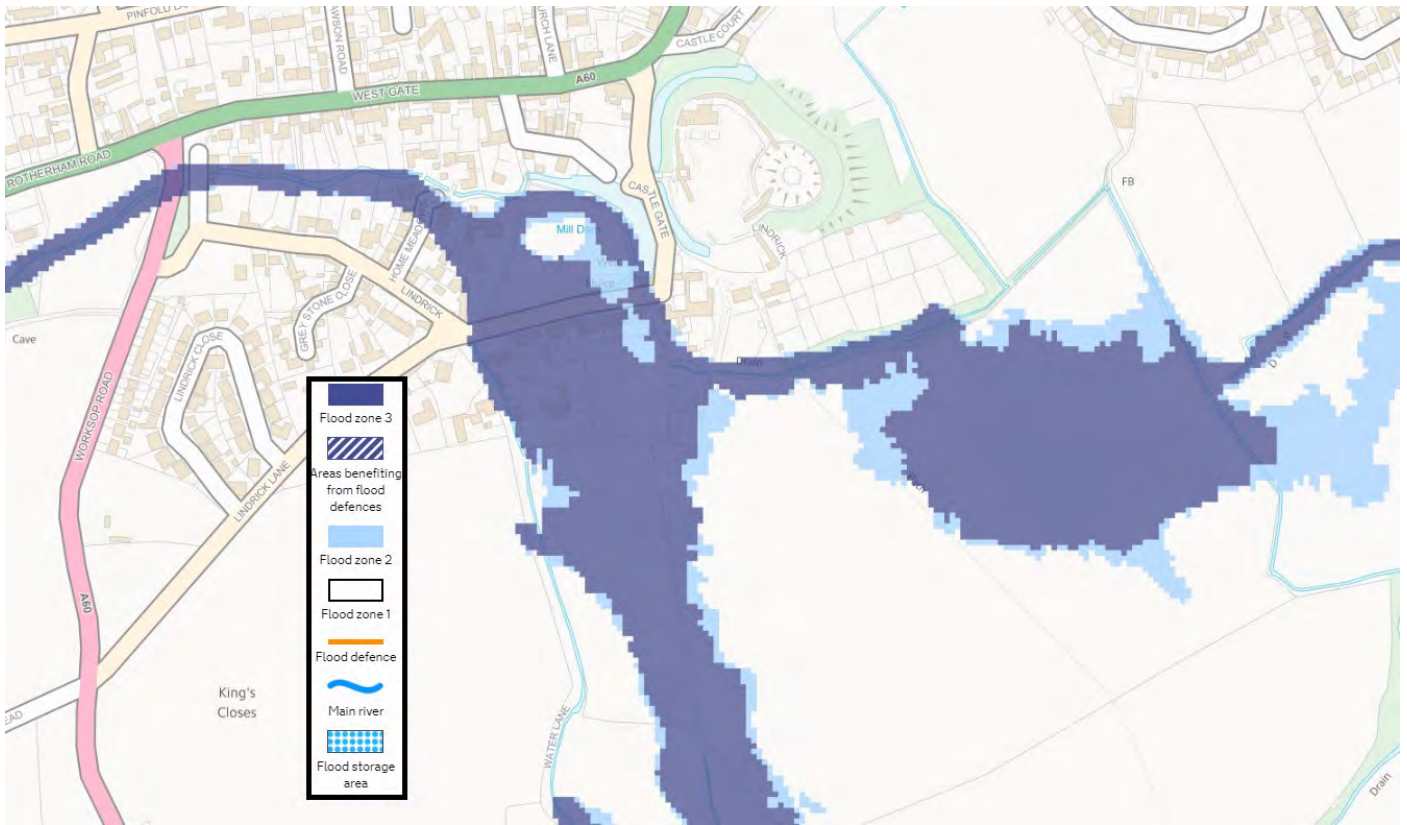


FIGURE 33: SCREEN SHOT TAKEN FROM ENVIRONMENT AGENCY’S FLOOD MAP FOR PLANNING

The Environment Agency provide a surface water flood map which reveals natural flow routes and ponding areas (Figure 34). It is interesting to note the natural flow route of Paper Mill Dyke is to ‘cut the corner’ across Home Meadows down across Lindrick and then south through fields beyond. This is not surprising as the route via the Mill Dam and (formerly) via Tickhill Mill would almost certainly have been man-made. The map also reveals a natural flow route leading east across Castlegate from St Mary’s School.

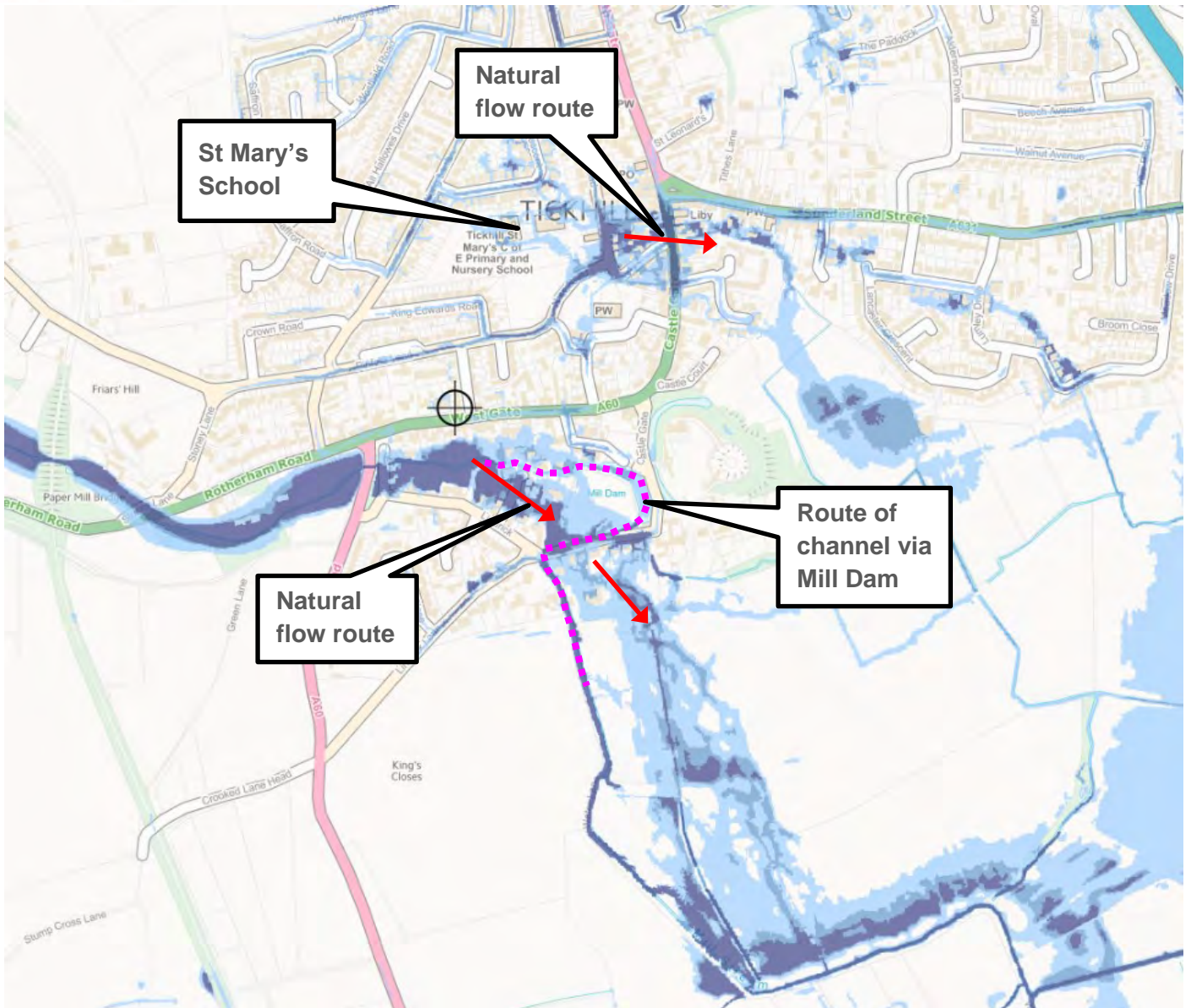


FIGURE 34: SCREEN SHOT TAKEN FROM ENVIRONMENT AGENCY'S SURFACE WATER FLOOD MAP

TABLE 18: SUMMARY OF POTENTIAL FLOOD SOURCES AND PATHWAYS

Category	Potential Flood source	Potential Flood pathway
Fluvial	Paper Mill Dyke	Flooding from Paper Mill Dyke onto adjacent land, particularly upstream of constrictions (culverts and bridges) and where the natural flow route has been diverted.
Tidal	There is no tidal influence at Tickhill.	
Surface water	The Environment Agency's surface water flood map highlights the valley associated with Paper Mill Dyke. This risk actually reflects fluvial risk from the watercourse. In addition, the map reveals several natural flow routes passing through the village.	There are several potential flow routes throughout Tickhill revealed on the Environment Agency's surface water flood map where water naturally drains towards Paper Mill Dyke and other small tributaries of the River Torne.
Sewers	Sewer flooding will be closely related to surface water flooding.	The sewer network could act as a conduit for flood water, hydraulically connecting low lying areas to affect another.
Artificially raised water bodies	The Environment Agency's reservoir flood map shows Tickhill to be outside the flood risk zone.	
Groundwater	BGS mapping identifies the underlying geology along Paper Mill Dyke and elsewhere in Tickhill as sedimentary bedrock - Lenton Sandstone Formation - Brotherton Formation - Roxby Formation. Superficial deposits are recorded as Alluvium - Clay, Silt, Sand and Gravel. Soilscapes website categorises the soil as 'freely draining lime-rich loamy soils'. The north half of Tickhill is designated as being an area with >75% susceptibility to groundwater flooding on Doncaster's 2015 Strategic Flood Risk Assessment. The south half (including Paper Mill Dyke) is designated as being an area with between 50% and 75% susceptibility.	Given the sloped topography of Paper Mill Dyke leading down to and through Tickhill any groundwater is expected to be mainly associated with the fluvial flow routes of the dike and the River Torne.



7.2 Flood history

Neither the Environment Agency's historic flood extent dataset nor Doncaster Council's Strategic Flood Risk Assessment include a flood record for Tickhill.

Online searches reveal flooding in 2007 and 2008 from Paper Mill Dyke onto Home Meadows, Lindrick and Castlegate. Subsequently, improvement works were undertaken in the area by building a flood defence wall on Lindrick and changing some settings on the Mill Dam sluice gate to increase protection of properties by retaining the water within the watercourse and causing any surcharge to be diverted north onto greenspace.

7.3 Rainfall Analysis

The Environment Agency provided an interim hydrology report for the South Yorkshire flood covering 7th to 13th November 2019. This reports:

'South Yorkshire experienced significant flooding associated with a weather front sitting over Yorkshire during the 7th and the 8th November 2019. Persistent rainfall started during the early hours of Thursday 7th November 2019 and lasted for approximately 24 hours.'

The report includes a HYRAD radar rainfall image taken at 19:00 on the 7th which shows the most intense rain as a long, narrow strip centred on Doncaster, Rotherham and Sheffield.

The Environment Agency interim hydrology report includes an assessment of rainfall rarity for the event. The focus of the report is on flood flows on the Don, Dearne and Rother, as such the rain data used were from upstream of Doncaster within the catchment feeding the Don. The analysis for the catchment upstream of Doncaster shows peak rainfall accumulations of 51 – 88mm with associated rarity of 10 – 70 years for 24 hour duration. The closest location to Tickhill that was assessed in the report was Woodhouse Mill which recorded a 70 year return period for 24 hour duration.

Rain data from the closest 6 gauges to Tickhill were obtained for this Section 19 report from the Shoothill GaugeMap website (the GaugeMap rain data is not formally validated however this data is from gauges that are geographically closer to Bentley than the data contained in the hydrology report provided by the Environment Agency – this report did however include data for South Elmsall which is identical to the GaugeMap rain data). The results show a little rain on the 6th November followed by approximately 24 hours of continuous rain beginning just after midnight on the 7th and stopping just after midnight on the 8th. The significance of the rain event is revealed by considering peak rainfall accumulations over a range of time periods contained within the overall event. A return period has been assigned for the rainfall totals within each time period considered, using the FEH Web Service rainfall analysis tool, based on point data at the location of each rain gauge. The significance of the rain event is at a maximum when considered over a 24 hour duration. The data are summarised below in a series of tables 'Table 19' and the gauge locations in Figure 35. While rainfall intensity is not expected to drive river flooding, it is still interesting to note with regard to surface water flooding and the ability of local drainage infrastructure to cope. Only a moderate rainfall intensity of up to 9.6 mm/hr was recorded.



TABLE 19: SUMMARY OF RAIN GAUGE DATA

Nutwell Rain Gauge			
Time period (hr)	Peak rainfall accumulation (mm)	Return Period (years)	Rainfall intensity (mm/hr)
1			9.6
3	23.2	3	7.7
4	27.8	5	7.0
5	34.6	8	7.0
6	39.2	11	6.5
12	62.6	42	5.2
18	74.8	68	4.2
24	78.4	69	3.3
36	80.4	58	2.2
48	82.6	52	1.7

Dirtiness Rain Gauge			
Time period (hr)	Peak rainfall accumulation (mm)	Return Period (years)	Rainfall intensity (mm/hr)
1			8.0
3	21.4	3	7.1
4	26.6	4	6.7
5	31.8	6	6.4
6	35.6	8	5.9
12	53	24	4.4
18	63.4	42	3.5
24	65.8	40	2.7
36	67.2	31	1.9
48	68.8	26	1.4

Maltby Rain Gauge			
Time period (hr)	Peak rainfall accumulation (mm)	Return Period (years)	Rainfall intensity (mm/hr)
1			7.4
3	18.6	2	6.2
4	23.6	3	5.9
5	28	3	5.6
6	32.2	4	5.4
12	51.8	14	4.3
18	74	41	4.1
24	82	47	3.4
36	84.6	35	2.4
48	86	27	1.8



South Emsall Rain Gauge			
Time period (hr)	Peak rainfall accumulation (mm)	Return Period (years)	Rainfall intensity (mm/hr)
1			4.2
3	11.8		3.9
4	15		3.8
5	17.6	1	3.5
6	20.4	2	3.4
12	38.2	6	3.2
18	49.6	12	2.8
24	51.4	10	2.1
36	53.4	7	1.5
48	55	6	1.1

Wiseton Rain Gauge			
Time period (hr)	Peak rainfall accumulation (mm)	Return Period (years)	Rainfall intensity (mm/hr)
1			4.8
3	11.8	N/A	3.9
4	15.6	N/A	3.9
5	19.4	1	3.9
6	22.6	2	3.8
12	43	6	3.6
18	58	13	3.2
24	68.8	23	2.9
36	70.2	17	2.0
48	71.6	14	1.5



FIGURE 35: SCREENSHOT FROM GOOGLE MAPS SUMMARISING EVENT RETURN PERIOD ASSIGNMENT FROM RAIN GAUGE DATA

Significant rain also fell on the previous week to the flood, on 25th – 26th of October 2019. On that occasion, the Environment Agency report peak rainfall accumulations for the catchment upstream of Doncaster of 45 – 61mm with associated rarity of 2 – 9 years for 24 hour duration.

It is interesting to compare the above data with that recorded for the previous major flood event of 26th June 2007. Online searches reveal several flood reports (Environment Agency, MetOffice, CEH) which give typical rainfall accumulation totals of 85 – 90mm in 24 hours on 14th June 2007 and 51 – 85mm in 24 hours on 25th June 2007 in south Yorkshire.

7.4 Hydrological Analysis

The Environment Agency interim hydrology report for the South Yorkshire flood covering 7th to 13th November 2019 also includes an assessment of flow probability on the River Don. The report says:

‘The November 2019 peak [flow] is the highest on record at Rotherham (downstream of the River Don-Rother confluence), Doncaster, Adwick Le Street Whitecross Bridge and Kirk Bramwith. It is the second highest, just behind late June 2007, at many locations over South Yorkshire.’

The report also goes on to say:

River levels were already elevated as a consequence of the event over the 25th and the 26th October 2019, especially in the River Rother and lower River Don reaches. The November event was more widespread and it was the combined effect of high levels within the upper Don and the Rother catchments that ensured significant peaks were experienced on the River Don from Rotherham and downstream past Kirk Bramwith.



It seems therefore that significant rain on 25th and 26th of October led to high river levels and saturated ground within the Don catchment. This was then followed by the 24 hour rain event on the 7th November, the combination of which resulted in very high flows.

Tickhill sits within the catchment of the River Torne which lies adjacent to the Don catchment. Paper Mill Dyke that flows through the south part of Tickhill is a tributary of the Torne. The River Torne includes a river flow gauge at Auckley which forms part of the National River Flow Archive. The gauge is 15km downstream of Tickhill. The Environment Agency undertook a post event analysis for the November 2019 flood using the Auckley gauge data, which recorded a peak flow rate of 12.2m³/s at 02:00 on the 9th November. This is the highest recorded flow at the gauge from a 45 year record period. This flow was attributed to be 2% AEP.

There is no flow or level gauge on Paper Mill Dyke.

Doncaster Council provided a report from a modelling study of Paper Mill Dyke undertaken in 2018. This study estimated peak flows to be 5.2m³/s, 5.6 m³/s, 5.8 m³/s and 12 m³/s for the 2%, 1.33%, 1% AEP and 0.1% AEP flood events.

7.5 Flood Analysis

Flood data from a variety of sources have been collected and analysed. The data are summarised below on a flood extent map with notes and references. A brief summarising discussion is given at the end of the sub-section.

The aim of this flood analysis is to draw out overall themes and flood mechanisms operating within affected communities rather than to consider each individual property or road that may have been affected. The focus has therefore been given to clusters of properties and roads where damage and disruption has occurred.

Within Tickhill, 22 properties are recorded as having been flooded by Doncaster Council in November 2019.

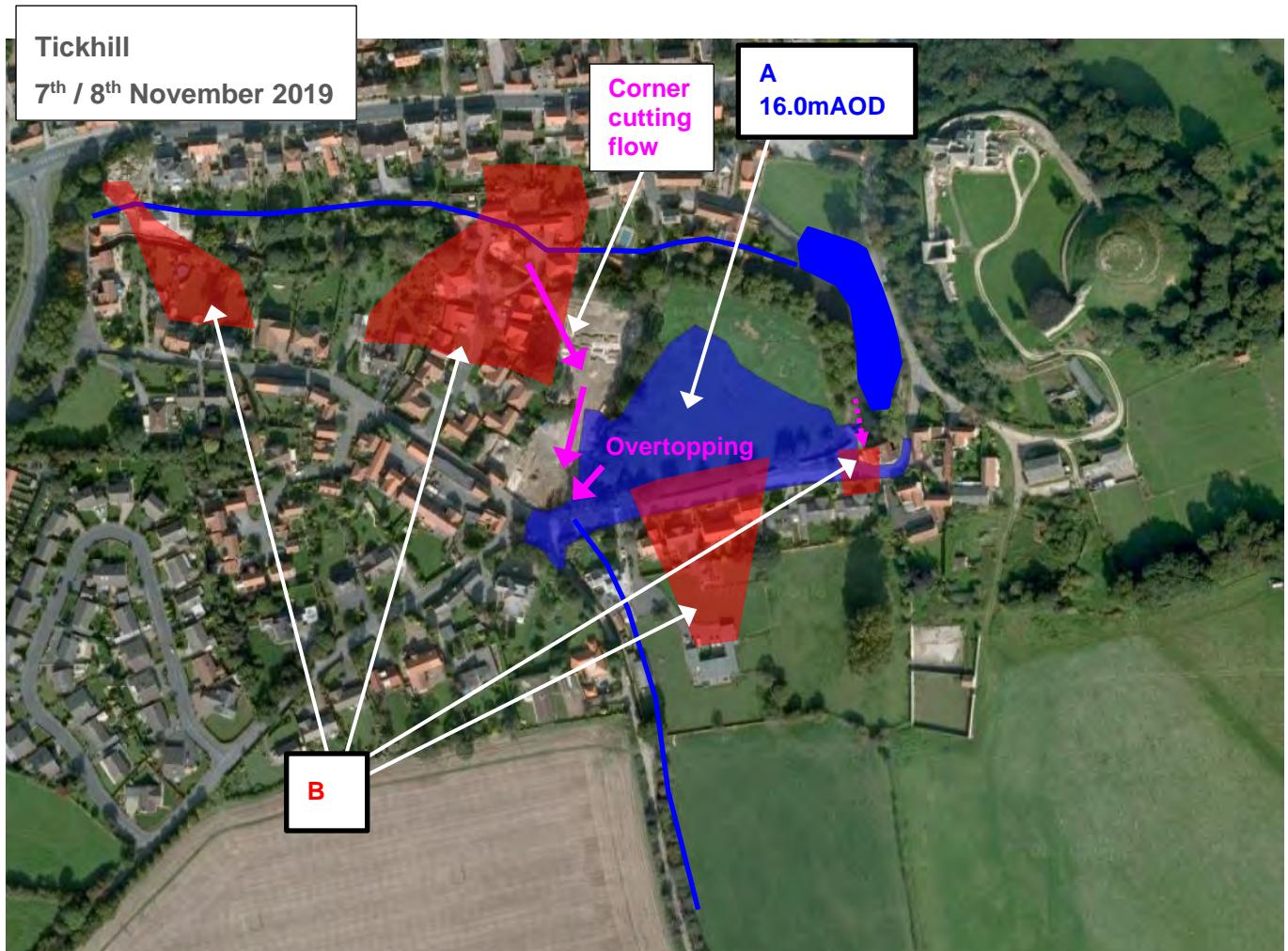


FIGURE 36: GOOGLE MAPS SCREENSHOT SHOWING FLOOD EXTENT

TABLE 20: FLOOD DATA NOTES – TICKHILL – 7TH / 8TH NOVEMBER 2019

Key	Reference	Notes
A	Photographs and video supplied by residents	<p>The images were taken on the night of the 7th or early hours of the 8th.</p> <p>The video shows flood water overtopping the containment wall at the west side close to the Lindrick / Water Lane junction.</p> <p>A flood level estimate of 16.0m AOD was made from the available video, which has then been mapped using LiDAR ground level data (but stopping at the south side of Lidrick where the ground generally falls south into the fields beyond).</p>
B	Doncaster Council's records of flooded properties.	<p>This flood extent estimate is based on resident's reports and council call logs.</p> <p>22 flooded properties were recorded all close to Paper Mill Dyke.</p>



In summary, a combination of two major rain events on subsequent weeks produced a major flood on Paper Mill Dyke. Based on rain measurements from a nearby gauge and flow measurements on a River Torne gauge, the rarity of the flood event is likely to have been around 2% AEP.

Flood water seems to have exceeded the bank level at several places along its route downstream of Worksop Road. This has had the effect of 'cutting the corner' of the normal (but not natural) horse-shoe shaped path that would take water through Mill Dam. In addition to the 'corner cutting' flow route, flood water has also come out of the channel that runs from Mill Dam along Lindrick. Flood water from Mill Dam and Lindrick has been contained by a recently constructed flood wall. The volume of contained flood water has ultimately exceeded the storage capacity of the flood wall and overtopped at the lowest point, which appears to be at the west end. There may also have been some overtopping of the wall at the east side close to the Mill Dam sluice. In addition, the 'corner-cutting' flow has passed through Home Meadows also arriving at the flood wall overtopping point, but on the 'dry side'. Flooding arriving at the Lindrick / Water Lane junction from both sources (flood wall overtopping and 'corner-cutting') has then flowed south down Water Lane but also spread east along Lindrick and then south towards the fields beyond. A kerbed channel has been created at the Lindrick / Water Lane junction with an opening to give an opening for flood water on the road to enter the open channel on Water Lane (as the channel here is enclosed by a wall). It is understood that at the time of the flood event, the wall here was partly demolished to enlarge the opening.

Doncaster Council commissioned a flood study in 2018 of Paper Mill Dyke in Tickhill. Flood modelling and mapping in the published report aligns well with the overall mechanism described above. The 2018 study concludes that 39 houses are at risk of flooding with floods of probability 3.33% AEP and 2% AEP, rising to 43 with a flood of probability 1% (1 in 100). The Paper Mill Dyke work then went on to consider the effect of potential risk reduction options – a containment wall along Lindrick – operational timing of the Mill Dam sluice – upstream Natural Flood Management. The flood wall option in isolation had a small but significant effect, mainly to reduce flood depth rather than reduce flood extent. Opening the sluice had a complex effect, marginally increasing downstream risk with lower flood flows; significantly reducing risk with medium flood flows; and marginally reducing risk with high flood flows. A combination of both the wall on Lindrick **and** sluice opening showed the greatest overall benefit, particularly for medium flood flows – flood events with probability in the range 20% - 2% (1 in 5 to 1 in 50). This result formed the justification for Doncaster to invest £135,000 in 2019 to implement the Lindrick wall / sluice operation combined option. A containment wall was constructed along the left bank of the Lindrick channel and an automated sluice system was introduced. The timing of the sluice was programmed to align with the results of the 2018 flood study – i.e. remain closed during lower flood flows (which would of course be the early stages of a medium / higher flood flow event) and then opening once a threshold water level had been reached. It is interesting to now compare the events of 7th November 2019 with the theoretical study. The results are summarised below in Table 21. Given the November 2019 flood seems most likely to have been equivalent to a 2% AEP design event, the number of actual flooded properties were significantly lower than that assessed in the theoretical study. This would seem to vindicate the operation of the Lindrick wall / sluice system and the investment by Doncaster by protecting 17 properties that would (within the limitations of the theoretical study and information available) have otherwise flooded.

The 2018 Paper Mill Dyke flood study also considered (at a very coarse level) the benefit that upstream Natural Flood Management could bring. The results suggested significant benefit was possible, similar to but slightly less than the Lindrick wall plus sluice option. It was highlighted though that there would be a lot of uncertainty with this approach, both in terms of viability of introducing these measures and the actual effect.

TABLE 21: COMPARISON OF FLOODED PROPERTIES IN THE 2018 THEORETICAL STUDY WITH THE EVENT OF NOVEMBER 2019

AEP	2018 study No. of flooded properties Baseline	2018 study No. of flooded properties Wall + Sluice	Nov 2019 flood No. of flooded properties
10% (1 in 10)	27	13	
5% (1 in 20)	37	18	
3.33% (1 in 30)	39	27	
2% (1 in 50)	39	34	22
1.33% (1 in 75)	43	40	
1% (1 in 100)	45	42	

7.6 Flood Emergency Response

Doncaster Council recorded progress of the flood event, including their and other RMA response actions in several documents:

- Overview of weather warnings and flood warnings.
- Briefing notes.
- Record of streets evacuated.
- A flood risk call log.
- Doncaster’s Multi-Agency flood plan.
- Road closure protocol
- Sandbag policy.
- Debrief feedback report.

A summary of formal incident management actions from information supplied by Doncaster Council is given in the infographic below:

NOVEMBER 2019 FLOOD EVENT

DONCASTER

5 NOVEMBER 2019

MET OFFICE YELLOW WARNING OF RAIN

- First indication of heavy rainfall in Central England.



7 NOVEMBER 2019

FLOOD ALERTS ISSUED

- Flood Alert issued for Middle River Don and Lower River Don Catchment.
- Met Office warning of rain resulting in surface water flooding and river level start to rise.
- Flood advisory service teleconference between EA and DC to share information & intelligence and consider the potential impacts.



8 NOVEMBER 2019

FLOOD WARNINGS ISSUED

- 20 Flood Warnings issued for communities along the River Don by 9th November.
- 5 Severe Flood Warnings issued for the River Don.
- River Don in Doncaster rose to 6.36 m – highest on record.



8 NOVEMBER 2019

MAJOR INCIDENT DECLARED

- Major incident declared by Gold Command.
- SCG and TCG opened.
- DC monitor river levels in conjunction with the EA.
- Contingency plans in place if required.
- Staff deployed to Willow Bridge.
- Police perform safety sweep.
- Muster point is Ambulance station Transport to Rest Centre in Balby.
- Corporate emergency plan activated.
- DC work closely with partners.



10 NOVEMBER 2019

PUMPS DEPLOYED

- River levels start to slowly fall.
- Mutual aid request for pumps submitted.
- Puddle pumps deployed in Fishlake.
- Danvm Drainage Commissioners advised that one of the two 75l/s pump not available at Sour Lane, Fishlake. EA supplied 4x400l/s pumps to assist during flood recovery.
- 12' pumps deployed in Thorpe Marsh.
- Failure of 280l/s pump noted at Arksey Pumping station.
- All pumps operationalised by 12/11/19.



11 NOVEMBER 2019

ADDITIONAL PUMPS DEPLOYED

- EA deployed four pumps at Fishlake in an attempt to reduce the depth of flood-water.



14 NOVEMBER 2019

FLOOD RISK ASSETS INSPECTED

- DC clear screens and gullies in communities at risk.
- DC deploy additional sandbags to residents in need.



16 NOVEMBER 2019

REST CENTRES/COMMUNITY RECOVERY HUBS ESTABLISHED

- Series of Community Recovery Hubs opened across the worst affected areas in Bentley, Denaby, Fishlake, Mexborough, Stainforth and Wheatley.
- Police deployed additional resources to patrol evacuated areas.



24 NOVEMBER 2019

NO FLOOD ALERTS OR WARNINGS

- No Flood Alerts or Warnings in force across the River Don catchment.



6 NOVEMBER 2019

FGS ISSUED YELLOW WARNING

- River and surface water flooding expected in the next two days.

7 NOVEMBER 2019

EMERGENCY CONTROL CENTRE SET UP

- South Yorkshire Strategic Coordination Group for severe weather and flooding response was established.
- Doncaster multi-agency tactical and operational response was established.
- Multi-agency Partners continue to work together to resolve problems and support residents affected.
- Over 2000 residents advised to evacuate.
- DONCASTER COUNCIL RESPONSE DEPLOYED
- 24 hour per day emergency response initiated.
- Assessing key assets.
- Tankers deployed to remove flood water.
- Delivery of sandbags from early morning.
- Assistance to residents.



8 NOVEMBER 2019

RESIDENTS EVACUATE

- Some seepage occurred at the River Don containment structure at Kirk Sandall.
- Residents told to evacuate immediately.
- Site visit planned for early 2020 to assess and repair banks.
- Sites visited where defences are potentially going to breach to check condition of flood asset.



9 NOVEMBER 2019

FURTHER EVACUATION

- Residents in Bentley, Cusworth, Fishlake, Kirk Bramwith, Scawthorpe evacuated homes.



10 NOVEMBER 2019

FLOOD WARNINGS NO LONGER IN FORCE

- River levels start to fall.
- Heavy rainfall stopped.
- Flood Warnings for some communities along the River Don are no longer in force.
- Severe Flood Warning downgraded to Flood Warning.



10 NOVEMBER 2019

RAF CHINOOKS

- Military aid request approved.
- RAF conveyed aggregate to shore-up the banks of drainage channels east of Bentley.



11 NOVEMBER 2019

MONITORING GRUMBLE HIRST SPILLWAY

- Requirement to remove water from Bentley Ings to Thorpe Marsh washland to create capacity at Bentley.
- 2x puddle pumps at Riccall Depot were ready to be mobilised.
- Field team monitored levels at Spillway.



15 NOVEMBER 2019

ADDITIONAL PUMPS

- EA deployed a further 38 pumps to homes in Fishlake to reduce the inundation



17 NOVEMBER 2019

CLEAN UP OPERATION

- Clean-up operation underway under in Fishlake.





A questionnaire was circulated to residents as part of this Section 19 investigation. Resident's feedback relating to incident management actions, where not covered in the previous infographic, is summarised below. Information was also be gleaned from activities visible in photographs of the flood event and subsequent consultation. This has been included in the summary below:

The Lindrick flood wall and automated sluice operation system was in place at the time of the flood. The operation appears to have functioned as intended.

There is no Environment Agency flood warning available for Tickhill.

Residents report little assistance being provided leading up to the flood, other than the supply of a few sandbags. The benefit of sandbags seemed to be ineffective. Older residents had to rely on younger, fitter neighbours to deploy the sandbags. Some residents feel that the sluice of the pond should have been opened in advance of the flood rather than during flood progression. Some resident's were complimentary towards the council with regard to post-flood help and advice.

7.7 Risk Management Options

The flood risk management strategy is normally characterised as one of appraising risk, managing risk and reducing risk. This approach can be summarised by the hierarchy of methods:

- **Assess risk**
- **Avoid risk**
- **Substitute risk**
- **Control risk**
- **Mitigate risk**

This Section 19 investigation report provides an initial overview **assessment of flood risk** to Tickhill (as set out in the previous sections), from which a preliminary appraisal of risk management options will be set out below. It is expected that more detailed risk assessment studies would be needed when taking forward any risk management options in detail.

Avoid risk and **substitute risk** are built into the planning process via the Sequential Test and Exception Test. As such these 'hierarchically preferable' approaches are normally considered strategically by the planning authority when deciding where best to locate services and facilities. It is theoretically feasible that the use of certain existing buildings or land could be re-purposed to a lower risk use to effectively substitute the risk. It is assumed however here that this approach is essentially unviable given the flood affected properties are almost entirely private residential dwellings.

Control risk – Catchment-level – Upstream flood storage

There is very little undeveloped space within Tickhill, along the Paper Mill Dyke channel, where flood water could be safely and sustainably stored. The greenspace adjacent to Mill Dam provides some storage already and there may be scope to increase this, as discussed below.

Upstream of Worksop Road and particularly upstream of Rotherham Road the catchment of Paper Mill Dyke is rural. There may be opportunities to provide flood storage in this upstream part of the catchment in order to reduce peak flows downstream. A potential candidate is the culvert inlet at the railway crossing just upstream of Rotherham Road by Stoney Lane. This could be enhanced by the use of Natural Flood Management if viable further upstream in the catchment. It would be appropriate therefore to undertake a preliminary viability study to consider the potential storage volume available (taking account of the



underlying ground shape and land ownership) and the potential benefit that this could bring as part of a modelling study.

This option would provide benefit to all at-risk residents in Tickhill along the route of Paper Mill Dyke.

Control risk – Community-level - Flood defences

A containment wall has already been constructed along Lindrick, which appears to have offered benefit during the November 2019 flood. The wall seems to offer two modes of benefit: firstly to provide some flood storage volume and secondly to control the location where flood flow emanates.

The volume of flood storage managed by the wall, even if raised, could only ever be small compared with the total volume passing through in a flood. This is due to the limited safe storage area available given the surrounding houses and rising ground level of the greenspace to the north. It may be possible to reshape the greenspace area to maximise safe storage, by lowering the ground level to the north.

The main overtopping point of the Lindrick wall appears to have been at the west extent, where Paper Mill Dyke normally flows below the road and down Water Lane. It does appear though that some overtopping may have occurred at the east extent, near to the location of the sluice. Both east end (by the sluice and former mill) and west end (by Water Lane junction) appear to be natural water flow paths that had been utilised (and modified via Mill Dam) by the original Tickhill Mill designer. With the housing arrangement as it now is, the Lindrick / Water Lane flood flow route would seem to be the most appropriate path to focus on when flood routing – which is in line with the recent improvement works. This approach could now be further improved in the light of November 2019 by modifying the wall to create a formal spill at the west extent and ensuring no overtopping elsewhere along its length. For example at the containment wall close to the sluice structure where hydraulic effects (turbulence for example) could create localised higher water levels than normally predicted with river models. With flood water arriving at the Lindrick / Water Lane junction, a larger opening could be created in the containment wall on the Water Lane side to encourage flood water back into the channel. In addition, temporary flood barriers could be deployed on Lindrick to the east (upstream of the spill point) and potentially on Lindrick to the west to channel water down Water Lane. These improvements should be tested with a focussed modelling study to check feasibility, set key design parameters and ensure no unintended consequences. The use of temporary flood defences would rely on a timely and accurate flood warning along with a deployment plan.

The benefit of this option is most likely limited to residents on Lindrick.

Mitigate risk – Community-level – Rapid Response Catchment

An initial estimate of 'time to peak' of the Paper Mill Dyke catchment at Tickhill gives a value of 1 hour (FEH catchment descriptor method). Given the small catchment area (20km²) this suggests Tickhill could likely be classified as a Rapid Response Catchment. If this is the case, the Environment Agency may be able to offer advice and possibly practical measures to assist with the provision of a suitable flood warning and response plan for the community. Advice should therefore be sought on this matter with the Environment Agency.

Even if this is not the case, the implementation of a suitable flood warning system (either an upstream water level sensor or a rain gauge programmed with a simple real-time flood model) would provide residents with time to prepare and for the deployment of a temporary barrier (see community-level flood defence option above).



Mitigate risk – Street-level – Boundary walls and flood gates.

Houses along Lindrick are configured such that protection may be possible at the street-level linking boundary walls and using flood gates along the front of the properties. Some houses already have flood gates in place. This option should be led by a survey to assess the suitability of existing walls and flood gates to exclude water.

Mitigate risk – Property-level – Property flood resilience

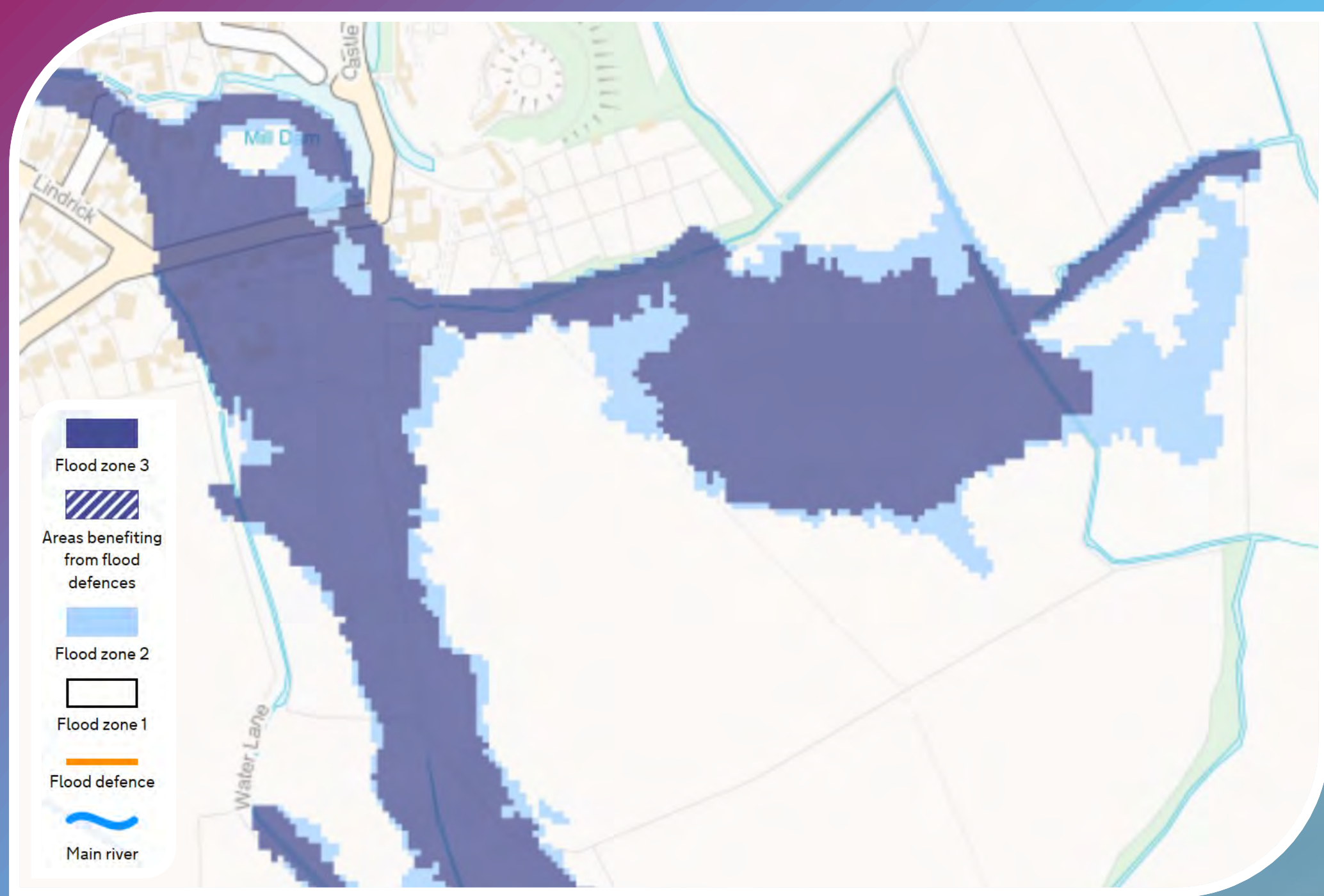
Flood risk to affected properties in Tickhill could be reduced by the application of property flood resilience, led by a detailed PFR survey.



7.8 Flood Investigation Summary Infographic

TICKHILL

NOVEMBER 2019 FLOODS



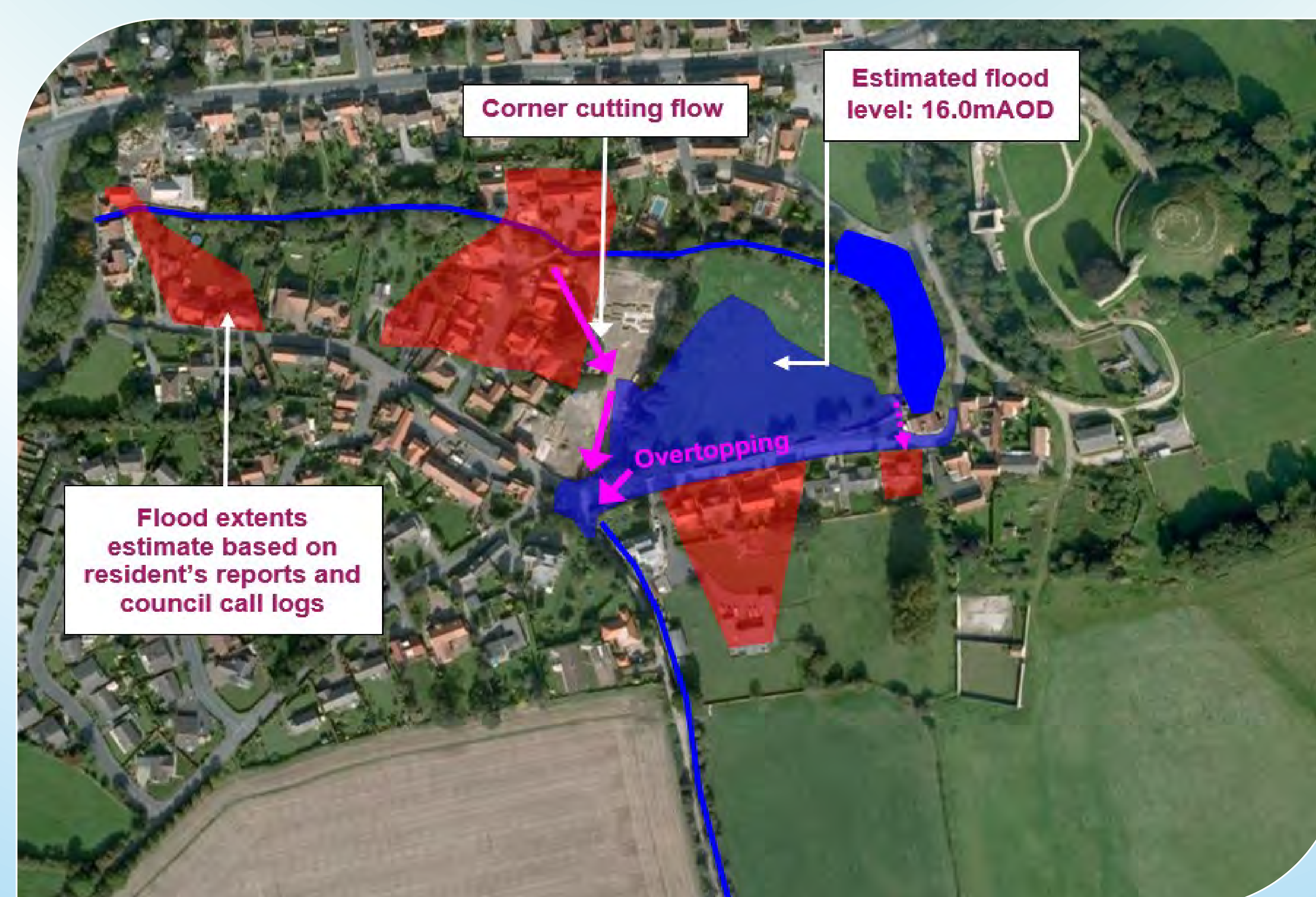
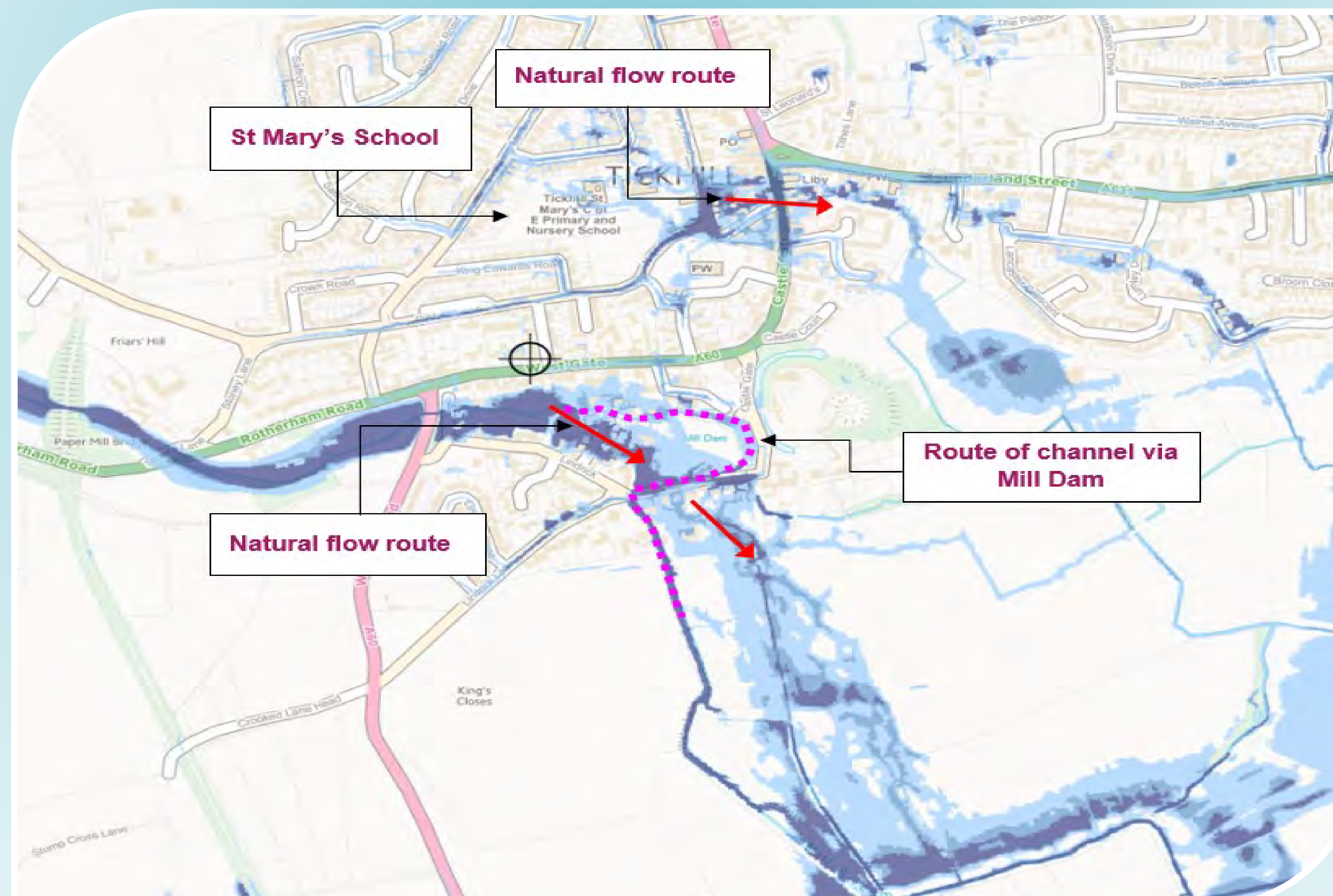
Significant floods occurred in Doncaster on 7th 8th and 9th November 2019 causing widespread damage. The guidance below summarises the event and impacts on Tickhill.

Flood Risk:

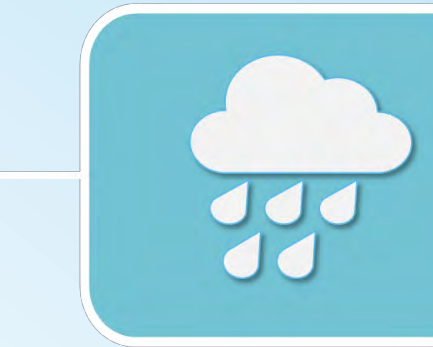
- Tickhill is located within the catchment of the River Torne.
- Paper Mill Dyke is a tributary of the Torne and flows through the south part of Tickhill.
- Paper Mill Dyke is identified as being Ordinary Watercourse and is managed by Doncaster Council.
- Paper Mill Dyke is main source of flooding affecting south Tickhill.
- Land adjacent to Paper Mill Dyke valley through the town is designated as Flood Zone 3, the highest risk category, on the Environment Agency's Flood Map for Planning.
- Those areas identified as being at flood risk from Paper Mill Dyke are identified as being at 'high risk' and 'medium risk' on the Environment Agency's Flood Risk From Rivers Or Sea map.
- Other than risk from Paper Mill Dyke there are several natural surface water flow routes passing through the town including a route leading east across Castlegate from St Mary's School.
- An automated sluice mechanism is installed on the outlet of Mill Dam along with a flood defence wall on Lindrick to manage flood risk.
- The Environment Agency provides Flood Warnings for Tickhill which residents can register to receive (via <https://www.gov.uk/sign-up-for-flood-warnings> or by calling 0345 988 1188).

Historic Flood Events:

- While the Environment Agency holds no formal records of flooding for Tickhill, it is known that flooding occurred in the south of the town in 2007 and 2008 from Paper Mill Dyke.
- Similar conditions led to flooding in both November 2019 and June 2007 within the Doncaster Borough – a prolonged wet period preceding two large rain events on subsequent weeks with persistent rain falling for 24 hours.



2019 Flood Event Timeline



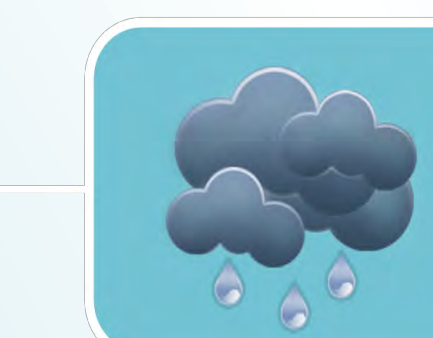
5 NOVEMBER 2019

- Met Office issued a Yellow Warning for rain



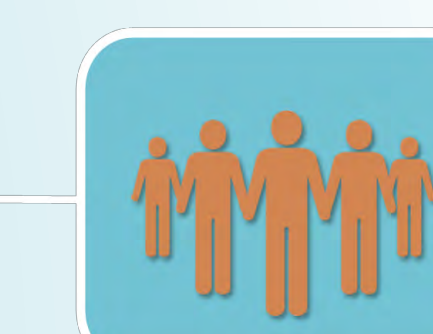
6 NOVEMBER 2019

- River and surface water flooding was expected over the next two days.



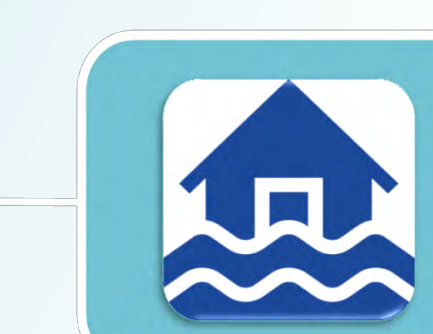
7 NOVEMBER 2019

- Persistent and intense rainfall lasting 24 hours.
- Rain fell with rarity of between 1 in 10 and 1 in 70 in any year.
- Peak accumulations of 51 to 88mm.
- River levels already elevated following heavy rainfall on 25th & 26th October.



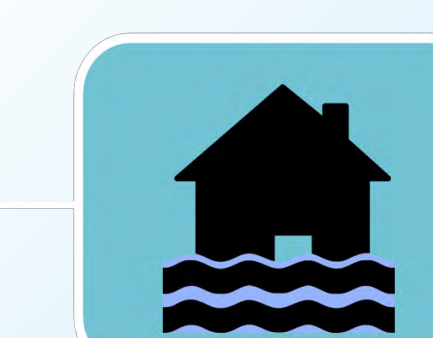
7 NOVEMBER 2019

- Multi-agency Partners continue to work together.
- Doncaster Council emergency response deployed:
 - 24 hour/day emergency response initiated.
 - Key assets assessed.
 - Tankers deployed to remove flood water.
 - Sandbags delivered from early morning.
 - Residents assisted.



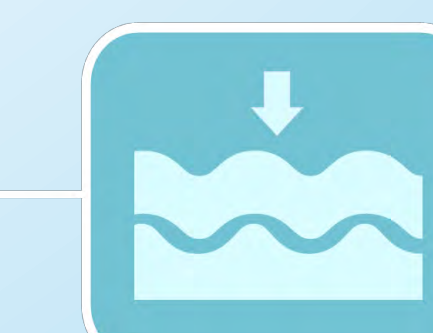
8 NOVEMBER 2019

- Flood water from Paper Mill Dyke exceeds the bank level at several places along its route downstream of Worksop Road.
- Overtopping at the containment wall at the west side close to the Lindrick / Water Lane junction.
- Flood water 'cut the corner' of the normal horse-shoe shaped path.
- Overtopping of the wall at the east side close to the Mill Dam sluice.
- Flood level estimated to be 16.0mAOD.
- Major Incident declared.
- Doncaster Council closely monitor river levels in conjunction with the EA.
- Contingency plans in place if required.
- Rainfall stopped just after midnight.
- Site visits took place where defences were potentially going to breach.



9 NOVEMBER 2019

- Peak flow rate of 12.2m³/s at 02:00 on the River Torne at the Auckley gauge.
- Highest recorded flow at the Auckley gauge from a 45 year record period.
- Annual exceedance probability of 2% (1 in 50).
- 22 properties flooded in Tickhill.



10 NOVEMBER 2019

- River levels start to fall slowly.



14 NOVEMBER 2019

- Additional sandbags deployed to residents in need.
- Doncaster Council clear screens and gullies in communities at risk.

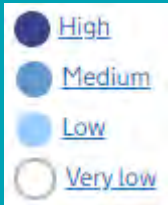



Miscellaneous Locations

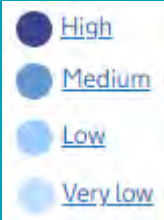
SECTION 19 FLOOD INVESTIGATION

8.0 Miscellaneous Locations

Community - Clay Lane				
Location	Jefferson Avenue / Wilberforce Road / Moffat Gardens			
Overview Location Map (Google Maps)				
Number of properties affected	28			
Fluvial Risk	Source	Risk	Flood Zone	Benefits from Defences
	River Don and Dodge Dike	Very Low	3	Yes
	Environment Agency map of flood risk from rivers and sea			
Fluvial Risk				
Tidal Risk	Risk		Details	
Tidal Risk	Yes		Slight influence on the River Don	


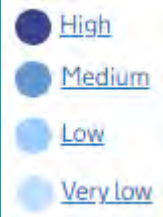

Surface Water Risk	Risk	Details
	Medium - High	Natural valley in the landscape
	Environment Agency map of surface water flood risk	
		
Groundwater Risk	Risk	
	>= 25% <50% susceptible to groundwater flooding	
Sewer Flood Risk	Risk	Details
	Yes	Yorkshire Water have undertaken investigation work and options appraisal.
Conclusion	<p>Flooding has occurred in this area several times in the past at times of heavy rain. Yorkshire Water have concluded that the sewer capacity is insufficient to manage rainfall. There may also be an interaction with high water levels on Dodge Dike. While the River Don was high during 7th to 10th November, it is not thought to have flooded this area but may have contributed to reduced surface water discharge capacity.</p>	
Recommendations	<ul style="list-style-type: none"> Consult with YW to bring forward sewer upgrade works. 	


Community - Mexborough


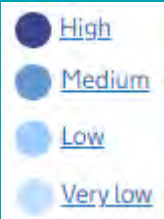
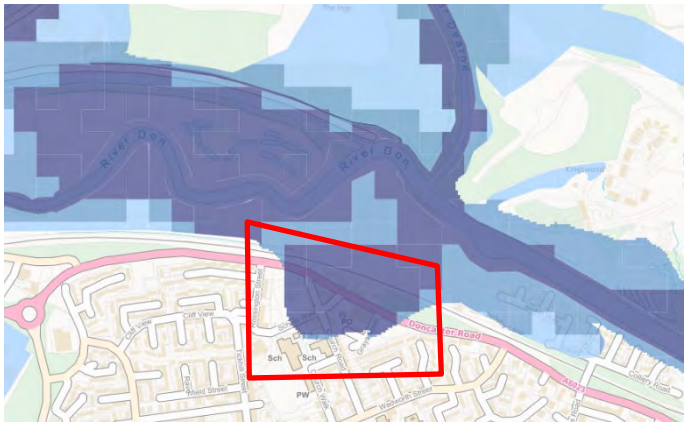
<p>Location</p>	<p>Don View</p>			
<p>Overview Location Map (Google Maps)</p>				
<p>Number of properties affected</p>	<p>1</p>			
<p>Fluvial Risk</p> 	<p>Source</p>	<p>Risk</p>	<p>Flood Zone</p>	<p>Benefits from Defences</p>
	<p>River Don</p>	<p>Very Low - Medium</p>	<p>2</p>	<p>No</p>
	<p>Environment Agency map of flood risk from rivers and sea</p>			
<p>Tidal Risk</p>	<p>Risk</p>		<p>Details</p>	
	<p>No</p>		<p>Very little tidal influence</p>	

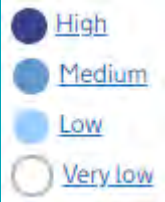



Surface Water Risk	Risk	Details
	No – on the Environment Agency’s surface water flood map	The flood map shows very low risk at the properties but some risk in the highway. Properties are set with rising amenity ground to the rear that may create an overland flow not captured by the flood map.
Groundwater Risk	Risk	
	Very low susceptibility to groundwater flooding	
Sewer Flood Risk	Risk	Details
	Unknown	This risk would be linked to surface water flooding and / or high water on the Don.
Conclusion	It appears that flooding was most likely direct from the River Don even though only one house within the terraced row was affected. Surface water runoff from the rising ground to the north may have played a contributory role coupled with the high water level on the Don limiting drainage capacity.	
Recommendations	<ul style="list-style-type: none"> Undertake a more detailed assessment of flood risk considering the flow route of water from the Don along with overland flow from the north, drainage capacity and the influence of a high water level on the Don. 	

Community - Wadworth				
Location	Wadworth Road, Wadworth Bar			
Overview Location Map (Google Maps)				
Number of properties affected	2			
Fluvial Risk	Source	Risk	Flood Zone	Benefits from Defences
	South Seats Drain	<Very Low	1	No
	Environment Agency map of flood risk from rivers and sea			
				
	Tidal Risk	Risk		Details
	No		N/A	
Surface Water Risk	Risk		Details	
	Low - High		A natural valley in the landscape associated with South Seats Drain	

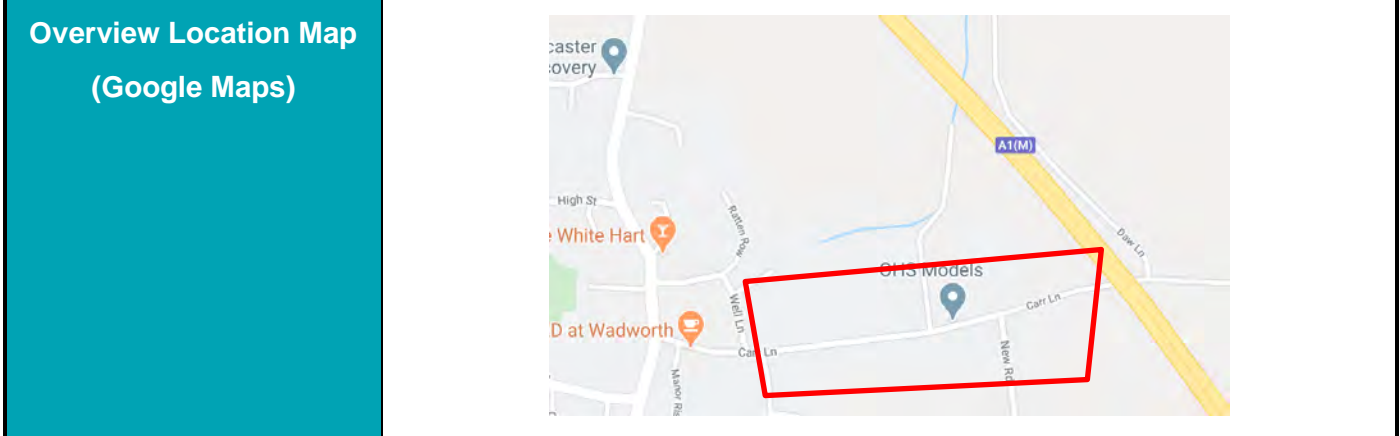
<div style="display: flex; flex-direction: column; align-items: center;"> <div style="display: flex; align-items: center; margin-bottom: 5px;">● High</div> <div style="display: flex; align-items: center; margin-bottom: 5px;">● Medium</div> <div style="display: flex; align-items: center; margin-bottom: 5px;">● Low</div> <div style="display: flex; align-items: center;">○ Very low</div> </div>	Environment Agency map of surface water flood risk	
		
Groundwater Risk	Risk	
	<25% susceptible to groundwater flooding	
Sewer Flood Risk	At Risk	Details
	Unknown	It is unlikely that a rural location such as this would be served by sewers.
Conclusion	Flood risk is expected to be associated with heavy rain leading to high flows on the drain that crosses the A60, exceeding normal channel and culvert capacity.	
Recommendations	<ul style="list-style-type: none"> Assess the flood mechanism in more detail. Consider scope for increasing flow capacity and / or managing the flow path away from buildings. 	

Community – Denaby Main				
Location	Doncaster Road			
Overview Location Map (Google Maps)				
Number of properties affected	1			
Fluvial Risk	Source	Risk	Flood Zone	Benefits from Defences
	River Don	Medium - High	3	No
	Environment Agency map of flood risk from rivers and sea			
				
Tidal Risk	Risk		Details	
	Not expected		N/A	

Surface Water Risk 	Risk	Details
	High	A natural flow route passes through the land draining to the Don.
	Environment Agency map of surface water flood risk	
		
Groundwater Risk	Risk	
	<25% susceptible to groundwater flooding	
Sewer Flood Risk	At Risk	Details
	Unknown	This risk would be linked to surface water flooding and / or high water on the Don.
Conclusion	It is unlikely that flooding was direct from the River Don given that only one house within the area was affected. Surface water runoff from the south may have played a role coupled with a high water level on the Don limiting drainage capacity.	
Recommendations	<ul style="list-style-type: none"> Undertake a more detailed assessment of flood risk considering the natural surface water flow route from the south, drainage capacity and the influence of a high water level on the Don. 	

Community - Wadworth

Location Carr Lane



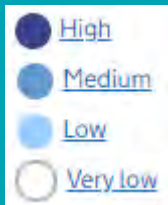
Number of properties affected 1

Fluvial Risk	Source	Risk	Flood Zone	Benefits from Defences
	None	Very Low	1	No

Tidal Risk	Risk	Details
	No	N/A

Surface Water Risk	Risk	Details
	Very Low - Low	A natural surface water flow route crosses Carr Lane leading to Salter Dike.


Environment Agency map of surface water flood risk





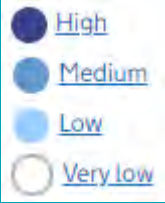

Groundwater Risk	Risk	
	50% – 75% susceptible to groundwater flooding	
Sewer Flood Risk	Risk	Details
	Unknown	This risk would be linked to surface water flooding.
Conclusion	The natural overland surface water flow route and interaction with buildings is likely to have played a role, coupled with a high water level on the downstream drains and local network.	
Recommendations	<ul style="list-style-type: none">• Undertake a more detailed assessment of flood risk considering the natural surface water flow route, drainage capacity and the influence of a high water level on the downstream drains.	

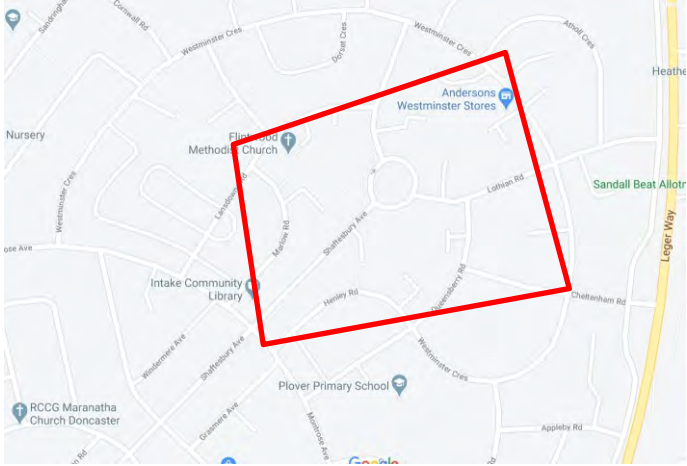
Community – Old Denaby				
Location	Ferry Boat Lane			
Overview Location Map (Google Maps)				
Number of properties affected	3			
Fluvial Risk	Source	Risk	Flood Zone	Benefits from Defences
	River Don	Medium - High	3	No
	Environment Agency map of flood risk from rivers and sea			
<div style="display: flex; align-items: center;"> </div>				
Tidal Risk	Risk		Details	
	No		There is minimal tidal impact at this location	

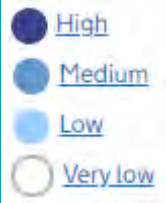
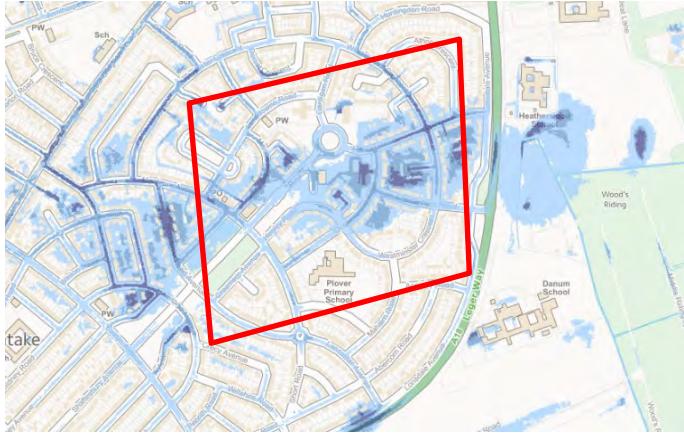
Surface Water Risk	Risk	Details
	Low - High	There are natural surface water flow routes that pass through Old Denaby draining to the Don.
	Environment Agency map of surface water flood risk	
		
Groundwater Risk	Risk	
	25% – 50% susceptible to groundwater flooding	
Sewer Flood Risk	Risk	Details
	Unknown	This risk would be linked to surface water flooding.
Conclusion	It is reported by the Environment Agency that flooding was direct from the River Don even though only three properties within the area were affected. Surface water ponding and runoff from the south-west may have played a contributory role coupled with a high water level on the Don limiting drainage capacity.	
Recommendations	<ul style="list-style-type: none"> Undertake a more detailed assessment of flood risk considering the route of water from the Don along with the natural surface water ponding and flow route from the south-west, drainage capacity and the influence of a high water level on the Don. 	



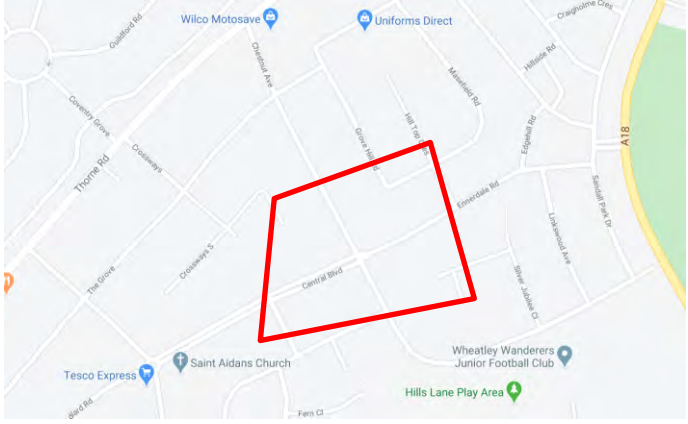
Community - Intake				
Location	Longsdale Avenue			
Overview Location Map (Google Maps)				
Number of properties affected	3			
Fluvial Risk	Source	Risk	Flood Zone	Benefits from Defences
	Main drain	Very Low	1	No
Tidal Risk	Risk		Details	
	No		N/A	
Surface Water Risk	Risk		Details	
	Low - High		There is a natural low spot and flow route crossing Lonsdale Avenue and Leger Way leading south into Doncaster Common.	

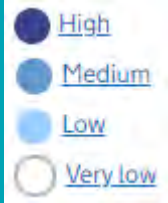

	Environment Agency map of surface water flood risk	
		
Groundwater Risk	Risk	
	0% - 25% susceptible to groundwater flooding	
Sewer Flood Risk	Risk	Details
	Yes	Yorkshire Water have identified some network issues in the area related to the pumping system, with investigation work planned.
Conclusion	The natural overland surface water flow route and interaction with buildings is likely to have played a role, coupled with a high water level on the downstream drains and local network.	
Recommendations	<ul style="list-style-type: none"> Undertake a more detailed assessment of flood risk considering the natural surface water flow route, drainage capacity and the influence of a high water level on the downstream drains. 	

Community - Intake				
Location	Westminster Crescent / Lothian Road / Marlow Road			
Overview Location Map (Google Maps)				
Number of properties affected	6			
Fluvial Risk	Source	Risk	Flood Zone	Benefits from Defences
	Main drain	Very Low	1	No
Tidal Risk	Risk		Details	
	No		N/A	
Surface Water Risk	Risk		Details	
	Low - High		There is a natural flow route crossing this area leading east into the drainage ditches in Woods Riding.	

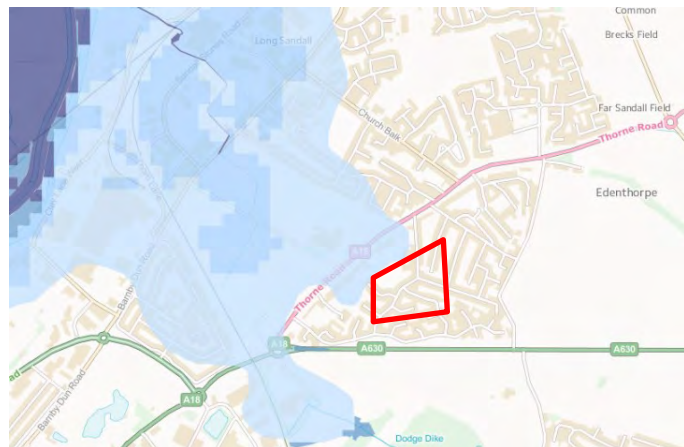
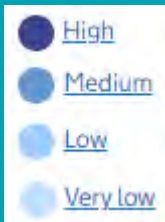
	Environment Agency map of surface water flood risk	
		
Groundwater Risk	Risk	
	0% - 25% susceptible to groundwater flooding	
Sewer Flood Risk	Risk	Details
	Yes	Yorkshire Water have identified some network issues in the area related to the pumping system, with investigation work planned.
Conclusion	The natural overland surface water flow route and interaction with buildings is likely to have played a role, coupled with a high water level on the downstream drains and local network.	
Recommendations	<ul style="list-style-type: none"> Undertake a more detailed assessment of flood risk considering the natural surface water flow route, drainage capacity and the influence of a high water level on the downstream drains. 	

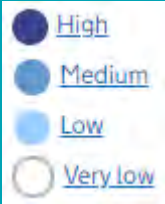



Community - Wheatley hills				
Location	Chestnut Avenue			
Overview Location Map (Google Maps)				
Number of properties affected	1			
Fluvial Risk	Source	Risk	Flood Zone	Benefits from Defences
	None	Very Low	1	No
Tidal Risk	Risk		Details	
	No		N/A	
Surface Water Risk	Risk		Details	
	Very Low		There is a natural flow route to the south of the affected property however no risk is indicated at the location of the house	

	Environment Agency map of surface water flood risk	
		
Groundwater Risk	Risk	
	0% - 25% susceptible to groundwater flooding	
Sewer Flood Risk	Risk	Details
	Unknown	This risk is expected to be linked to surface water flooding.
Conclusion	While there is no clear natural overland surface water flow route, it is likely the flood event is associated with local rainfall interacting with buildings, coupled with a high water level on the downstream drains and local network.	
Recommendations	<ul style="list-style-type: none"> Undertake a more detailed assessment of flood risk considering natural surface water flow routes, drainage capacity and the influence of a high water level on the downstream drains. 	

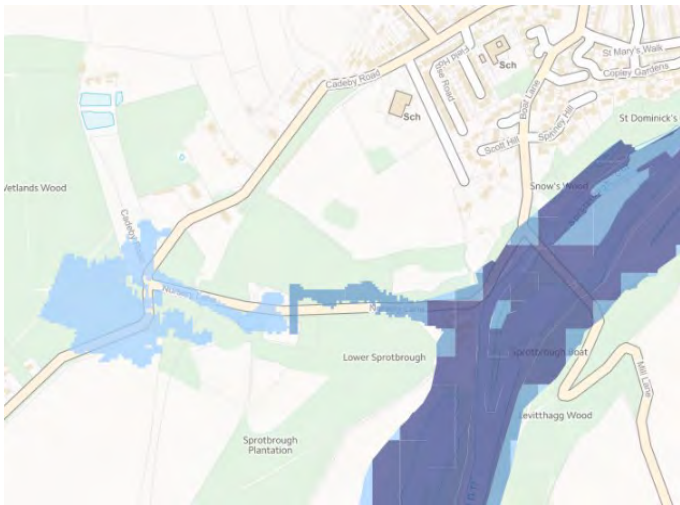
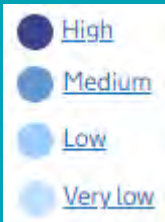
Community - Edenthorpe				
Location	Fieldside			
Overview Location Map (Google Maps)				
Number of properties affected	2			
Fluvial Risk	Source	Risk	Flood Zone	Benefits from Defences
	River Don / Carr Drain	Very Low	1	No
	Environment Agency map of flood risk from rivers and sea			
Tidal Risk	Risk		Details	
	No		There may be a small tidal influence on the Don	

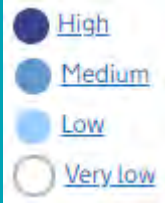
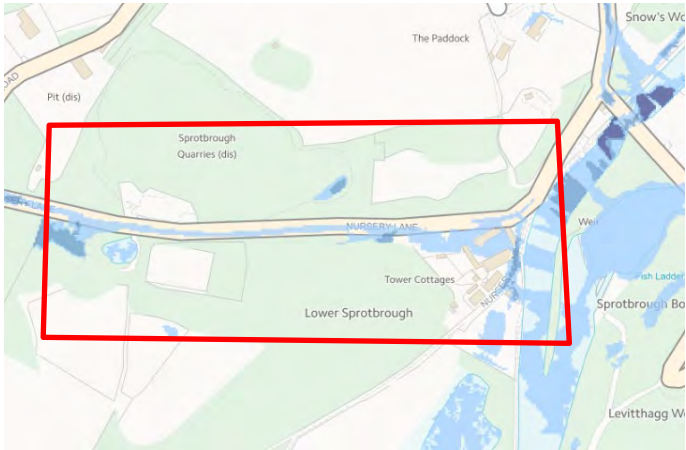


Surface Water Risk 	Risk	Details
	Low - High	There is a natural flow route crossing this area leading north-east into the Don.
	Environment Agency map of surface water flood risk	
		
Groundwater Risk	Risk	
	Very low susceptibility	
Sewer Flood Risk	Risk	Details
	Unknown	This risk is expected to be linked to surface water flooding.
Conclusion	The natural overland surface water flow route and interaction with buildings is likely to have played a role, coupled with a high water level on the downstream drains and local network.	
Recommendations	<ul style="list-style-type: none"> Undertake a more detailed assessment of flood risk considering the natural surface water flow route, drainage capacity and the influence of a high water level on the downstream drains. 	

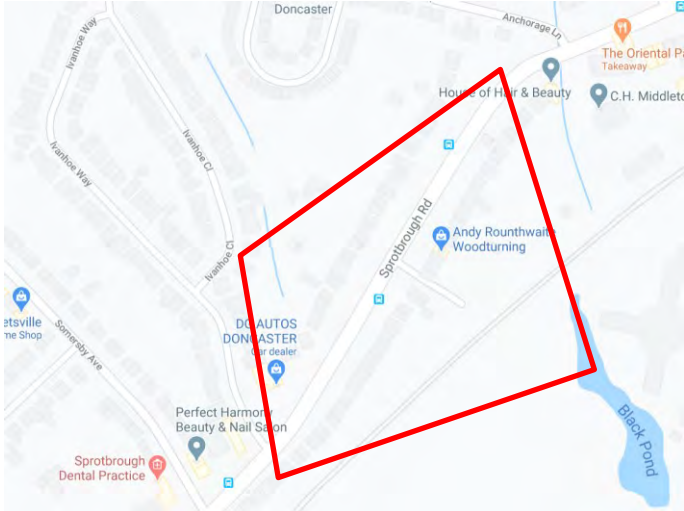
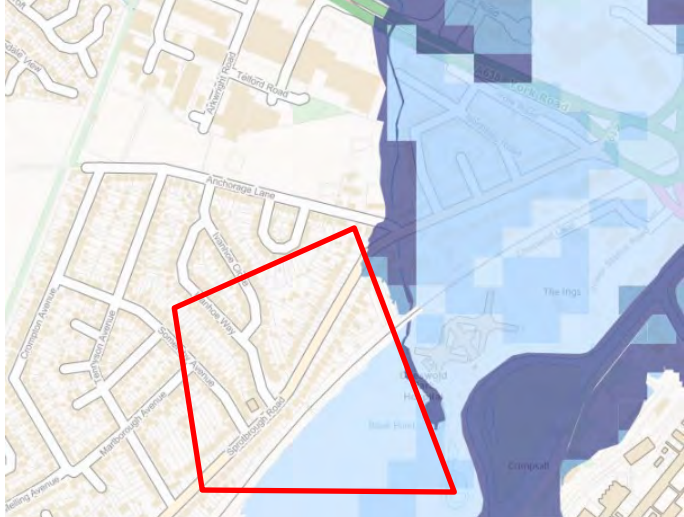
Community - Sprotbrough

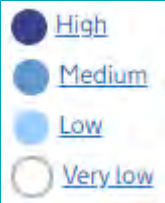
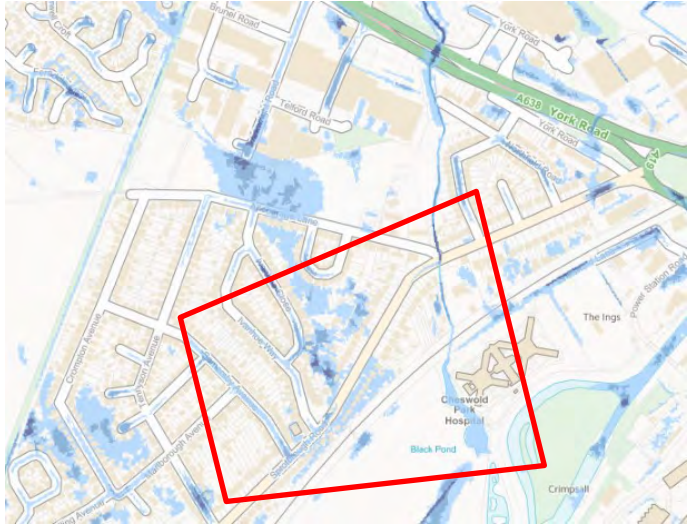
Location	Nursery Lane, Lower Sprotbrough			
Overview Location Map (Google Maps)				
Number of properties affected	6			
Fluvial Risk	Source	Risk	Flood Zone	Benefits from Defences
	River Don	Medium - High	2 - 3	No
	Environment Agency map of flood risk from rivers and sea			
Tidal Risk	Risk		Details	
	No		There is very little tidal influence at this location	



Surface Water Risk 	Risk	Details
	Low	There is a natural flow route crossing this area leading east into the Don.
	Environment Agency map of surface water flood risk	
		
Groundwater Risk	Risk	
<25% susceptible to groundwater flooding		
Sewer Flood Risk	Risk	Details
	Unknown	This risk is expected to be linked to surface water flooding.
Conclusion	It is reported by the Environment Agency that flooding resulted from the River Don however there may have been a contribution from the surface water flow route that flows to the Don.	
Recommendations	<ul style="list-style-type: none"> Undertake a more detailed assessment of flood risk considering the flow route from the Don along with the natural surface water flow route and interaction with River Don. 	

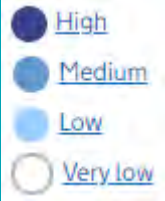
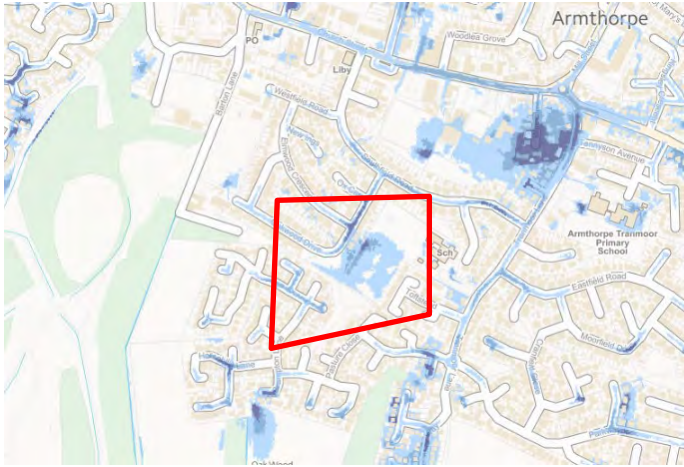
Community - Sprotbrough

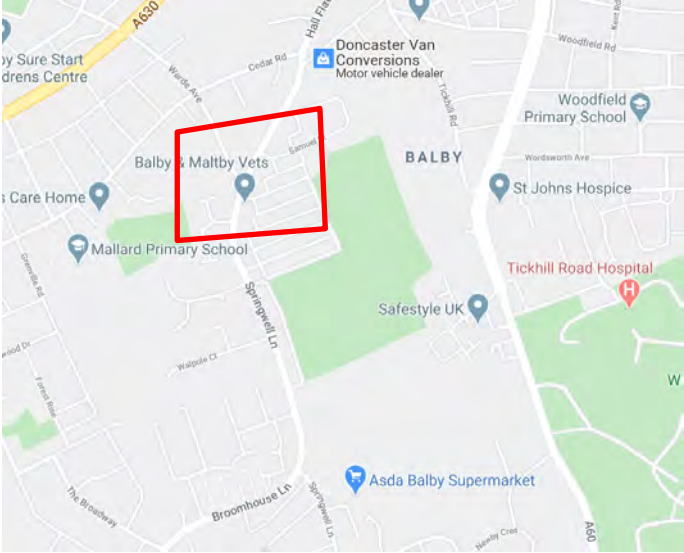
Community - Sprotbrough				
Location	Sprotbrough Road			
Overview Location Map (Google Maps)				
Number of properties affected	2			
Fluvial Risk	Source	Risk	Flood Zone	Benefits from Defences
	River Don & Swaithe Dyke	Very Low	1	No
	Environment Agency map of flood risk from rivers and sea			
	<div style="display: flex; align-items: flex-start;"> <div style="margin-right: 10px;"> <ul style="list-style-type: none"> High Medium Low Very low </div> <div>  </div> </div>			

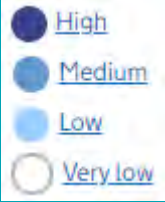
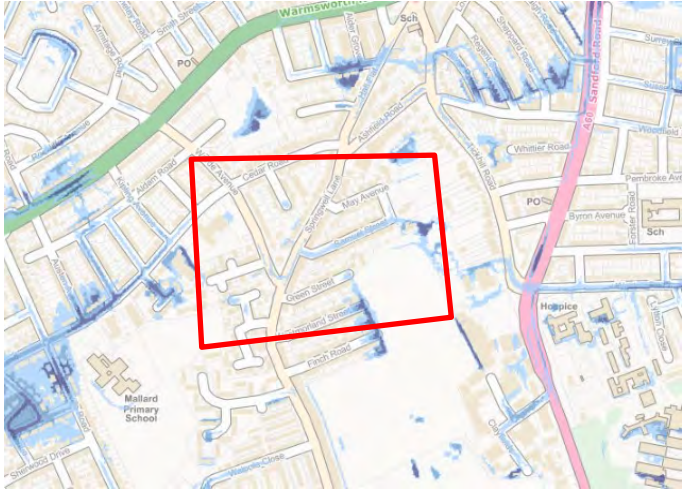
Tidal Risk	Risk	Details
	Yes	There is a small tidal contribution to the Don at this location
Surface Water Risk	Risk	Details
	Low - Medium	There is a natural flow route crossing this area leading north.
	Environment Agency map of surface water flood risk	
		
	Risk	
Groundwater Risk	25% – 50% susceptible to groundwater flooding	
Sewer Flood Risk	Risk	Details
	Unknown	This risk is expected to be linked to surface water flooding.
Conclusion	It is unlikely that flooding was direct from the River Don or Swaithe Dyke given that only two properties within the area were affected. It is expected that local rain resulted in the surface water flow route operating with drainage limited by high water levels on the receiving dyke and Don.	
Recommendations	<ul style="list-style-type: none"> Undertake a more detailed assessment of flood risk considering the natural surface water flow route, drainage capacity and the influence of a high water level on Swaithe Dyke and the Don. 	

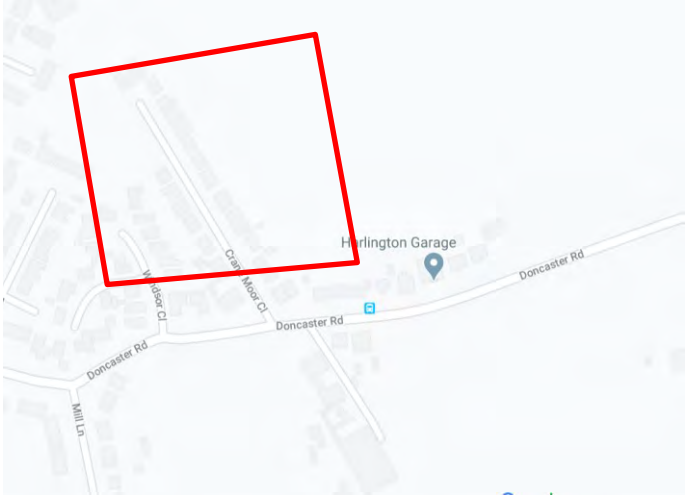


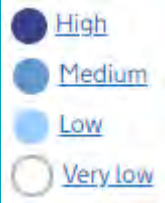

Community - Armthorpe				
Location	Oak Wood Drive			
Overview Location Map (Google Maps)				
Number of properties affected	1			
Fluvial Risk	Source	Risk	Flood Zone	Benefits from Defences
	None	Very Low	1	No
Tidal Risk	Risk		Details	
	No			
Surface Water Risk	Risk		Details	
	Very Low - High		There is a natural flow route crossing this area.	

	Environment Agency map of surface water flood risk	
		
Groundwater Risk	Risk	
	<25% susceptible to groundwater flooding	
Sewer Flood Risk	Risk	Details
	Unknown	This risk is expected to be linked to surface water flooding.
Conclusion	The natural overland surface water flow route and interaction with buildings is likely to have played a role, coupled with a high water level on the downstream drains and local network.	
Recommendations	<ul style="list-style-type: none"> Undertake a more detailed assessment of flood risk considering the natural surface water flow route, drainage capacity and the influence of a high water level on the downstream drains. 	

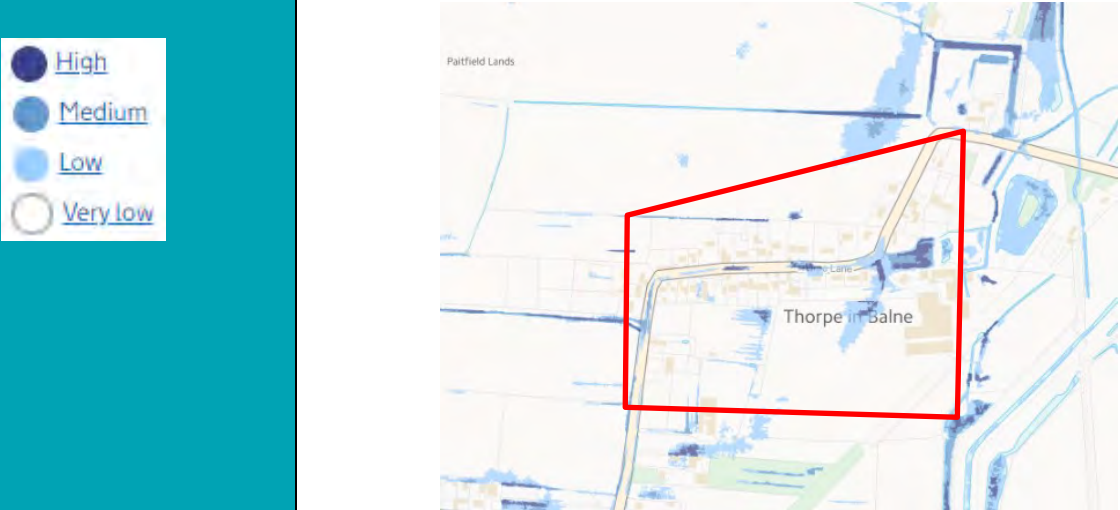
Community - Balby				
Location	Springwell Lane / Buttercup Mews			
Overview Location Map (Google Maps)				
Number of properties affected	2			
Fluvial Risk	Source	Risk	Flood Zone	Benefits from Defences
	None	Very Low	1	No
Tidal Risk	Risk		Details	
	No			
Surface Water Risk	Risk		Details	
	Very Low - Low		There is a natural flow route passing through the area heading east.	

	Environment Agency map of surface water flood risk	
		
Groundwater Risk	Risk	
	<25% susceptible to groundwater flooding	
Sewer Flood Risk	Risk	Details
	Unknown	This risk is expected to be linked to surface water flooding.
Conclusion	The natural overland surface water flow route and interaction with buildings is likely to have played a role, coupled with a high water level on the downstream drains and local network.	
Recommendations	<ul style="list-style-type: none"> Undertake a more detailed assessment of flood risk considering the natural surface water flow route, drainage capacity and the influence of a high water level on the downstream drains. 	


Community - Harlington				
Location	Crane Moor Close			
Overview Location Map (Google Maps)				
Number of properties affected	1			
Fluvial Risk	Source	Risk	Flood Zone	Benefits from Defences
	None	Very Low	1	No
Tidal Risk	Risk		Details	
	No		N/A	
Surface Water Risk	Risk		Details	
	Very Low		There is a natural flow route passing through the area heading to the south	

	Environment Agency map of surface water flood risk	
		
Groundwater Risk	Risk	
	25% – 50% susceptible to groundwater flooding	
Sewer Flood Risk	Risk	Details
	Unknown	This risk is expected to be linked to surface water flooding.
Conclusion	The natural overland surface water flow route and interaction with buildings is likely to have played a role, coupled with a high water level on the downstream drains and local network.	
Recommendations	<ul style="list-style-type: none"> Undertake a more detailed assessment of flood risk considering the natural surface water flow route, drainage capacity and the influence of a high water level on the downstream drains. 	

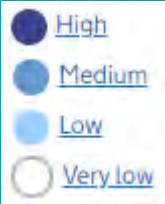
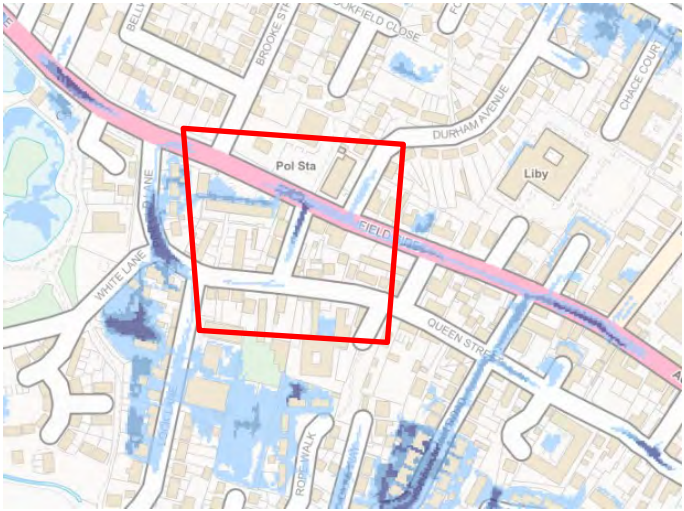
Community - Thorpe in Balne				
Location	Thorpe Lane			
Overview Location Map (Google Maps)				
Number of properties affected	1			
Fluvial Risk	Source	Risk	Flood Zone	Benefits from Defences
	River Don, Thorpe Marsh Drain, Ea beck	Medium - High	3	No
	Environment Agency map of flood risk from rivers and sea			
Tidal Risk	Risk	Details		
	Yes	There is a degree of tidal influence on the Don.		
Surface Water Risk	Risk	Details		

	Very Low - High		There is low-lying land a natural flow route through the area where surface water can collect
	Environment Agency map of surface water flood risk		
			
Groundwater Risk	Risk		
	Very low susceptibility to groundwater flooding		
Sewer Flood Risk	Risk		Details
	Unknown		This risk is expected to be linked to surface water flooding.
Conclusion	It is unlikely that flooding was direct from the fluvial sources given that only one property within the area was affected. Surface water ponding and runoff from the west may have played a role coupled with a high water level on the Don limiting drainage capacity.		
Recommendations	<ul style="list-style-type: none"> Undertake a more detailed assessment of flood risk considering the natural surface water ponding and flow route from the west, drainage capacity and the influence of a high water level on the Don. 		

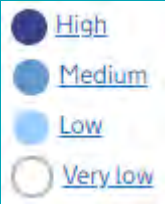
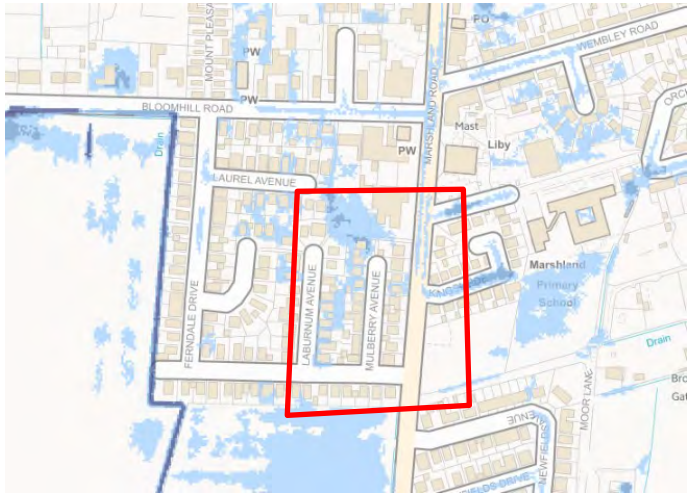
Community - Askern				
Location	Rushmoor Avenue			
Overview Location Map (Google Maps)				
Number of properties affected	1			
Fluvial Risk	Source	Risk	Flood Zone	Benefits from Defences
	River Don / Ea beck / River Ent / Stream Dike	Very Low	1	No
	Environment Agency map of flood risk from rivers and sea			
Tidal Risk	Risk		Details	
	Yes		There is a tidal contribution to the River Don	

Surface Water Risk	Risk	Details
	Very Low	There is a natural flow route to the south of the affected property however no risk is indicated at the location of the house.
	Environment Agency map of surface water flood risk	
		
Groundwater Risk	Risk	
	<25% susceptible to groundwater flooding	
Sewer Flood Risk	Risk	Details
	Unknown	This risk is expected to be linked to surface water flooding.
Conclusion	It is unlikely that flooding was direct from the rivers given that only one property within the area was affected. Surface water ponding and runoff to the south may have played a role coupled with a high water level on the drains limiting drainage capacity.	
Recommendations	<ul style="list-style-type: none"> Undertake a more detailed assessment of flood risk considering the natural surface water ponding and flow routes, drainage capacity and the influence of a high water level on the drains. 	

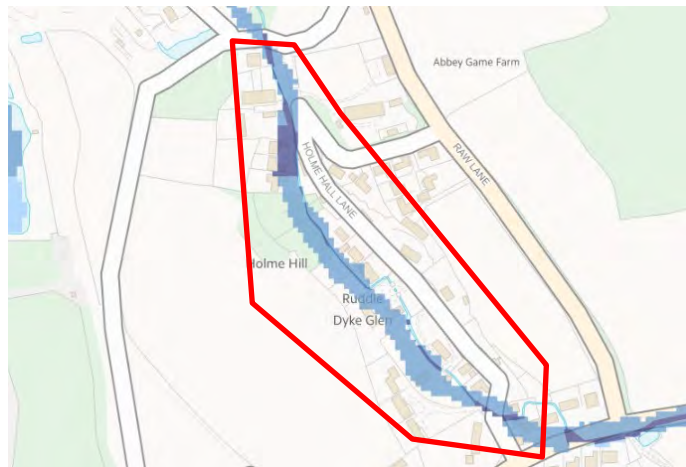
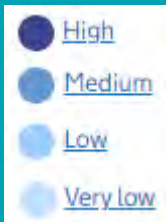
Community - Thorne				
Location		Godfrey Rd		
Overview Location Map (Google Maps)				
Number of properties affected		1		
Fluvial Risk	Source	Risk	Flood Zone	Benefits from Defences
	River Dpn	Very Low	1	No
	Environment Agency map of flood risk from rivers and sea			
	Tidal Risk	Risk	Details	
	Yes	There is a tidal influence on the Don at this location.		

Surface Water Risk	Risk	Details
	Very low - high	There is a natural surface water flow route that passes close to the site.
	Environment Agency map of surface water flood risk	
		
Groundwater Risk	Risk	
	<25% susceptible to groundwater flooding	
Sewer Flood Risk	Risk	Details
	Unknown	This risk is expected to be linked to surface water flooding.
Conclusion	It is unlikely that flooding was direct from the Don given that only one property within the area was affected. The natural overland surface water flow route and interaction with buildings is likely to have played a role, coupled with a high water level on the downstream drains and local network.	
Recommendations	<ul style="list-style-type: none"> Undertake a more detailed assessment of flood risk considering the natural surface water flow route, drainage capacity and the influence of a high water level on the drains. 	

Community - Moorends				
Location	Mulberry Avenue			
Overview Location Map (Google Maps)				
Number of properties affected	1			
Fluvial Risk	Source	Risk	Flood Zone	Benefits from Defences
	River Don, North Common Drain	Low	3	Yes
	Environment Agency map of flood risk from rivers and sea			
Fluvial Risk				
Tidal Risk	Risk		Details	
	Yes		There is a tidal influence on the Don at this location	

Surface Water Risk	Risk	Details
	Medium - Low	There is a natural surface water flow route that passes close to the site.
	Environment Agency map of surface water flood risk	
		
Groundwater Risk	Risk	
	Very low susceptibility to groundwater flooding	
Sewer Flood Risk	Risk	Details
	Unknown	This risk is expected to be linked to surface water flooding.
Conclusion	It is unlikely that flooding was direct from the Don given that only one property within the area was affected. The natural overland surface water flow route and interaction with buildings is likely to have played a role, coupled with a high water level on the downstream drains and local network.	
Recommendations	<ul style="list-style-type: none"> Undertake a more detailed assessment of flood risk considering the natural surface water flow route, drainage capacity and the influence of a high water level on the drains. 	

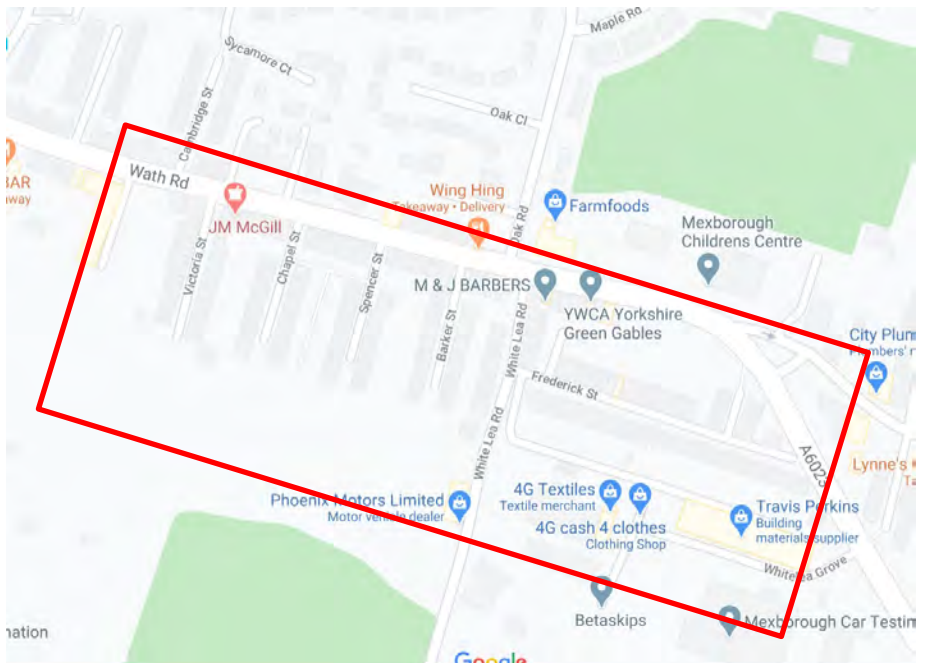
Community - Stainton				
Location	Holme Hall Lane			
Overview Location Map (Google Maps)				
Number of properties affected	1			
Fluvial Risk	Source	Risk	Flood Zone	Benefits from Defences
	Ruddle Dike	Medium - Very Low	1 - 3	No
	Environment Agency map of flood risk from rivers and sea			
Tidal Risk	Risk		Details	
	No		N/A	

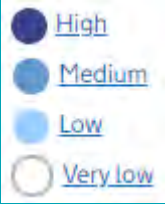






Surface Water Risk	Risk	Details
	Very low - high	The risk identified on the Environment Agency's surface water flood map is directly associated with Ruddle Dike.
Groundwater Risk	Risk	
	50% – 75% susceptible to groundwater flooding	
Sewer Flood Risk	Risk	Details
	Unknown	This risk is expected to be linked to surface water and fluvial flooding.
Conclusion	It is expected that flooding or high water level on Ruddle Dike will have strongly influenced the incidence of flooding. This may have been compounded by constriction at culverts / bridges and localised surface water ponding.	
Recommendations	<ul style="list-style-type: none">Undertake a more detailed assessment of flood risk considering the complex interaction of Ruddle Dike, river structures, drainage capacity and local rainfall ponding / flow routes.	

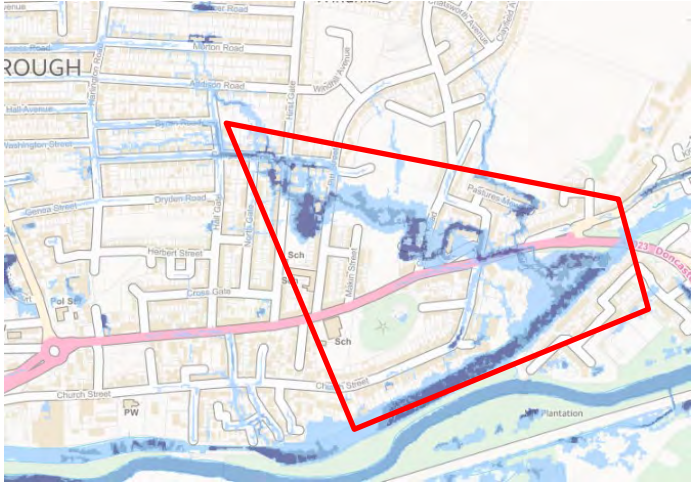
Community - Mexborough

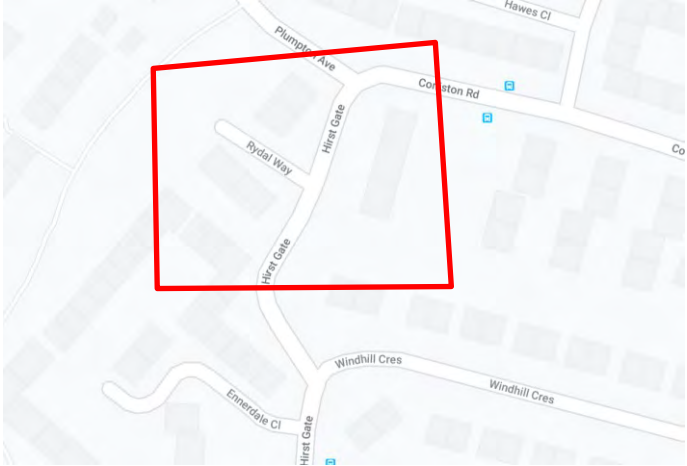
Location	Victoria Street, Barker Street, Frederick Street			
Overview Location Map (Google Maps)				
Number of properties affected	5			
Fluvial Risk	Source	Risk	Flood Zone	Benefits from Defences
	None	Very Low	1	No
Tidal Risk	Risk		Details	
	No		N/A	
Surface Water Risk	Risk		Details	
	Very Low - Low		While the Environment Agency's surface water flood map shows no risk to properties it does reveal a natural flow path east along the road.	

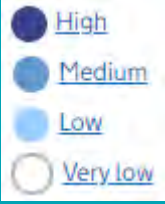

	Environment Agency map of flood risk from rivers and sea					
						
Groundwater Risk	<table border="1"> <tr> <th colspan="2" data-bbox="537 848 1495 920">Risk</th> </tr> <tr> <td colspan="2" data-bbox="537 920 1495 992">Very low susceptibility to groundwater flooding</td> </tr> </table>		Risk		Very low susceptibility to groundwater flooding	
Risk						
Very low susceptibility to groundwater flooding						
Sewer Flood Risk	<table border="1"> <thead> <tr> <th data-bbox="537 992 1031 1064">Risk</th> <th data-bbox="1031 992 1495 1064">Details</th> </tr> </thead> <tbody> <tr> <td data-bbox="537 1064 1031 1176">Unknown</td> <td data-bbox="1031 1064 1495 1176">This risk is expected to be linked to surface water flooding.</td> </tr> </tbody> </table>		Risk	Details	Unknown	This risk is expected to be linked to surface water flooding.
Risk	Details					
Unknown	This risk is expected to be linked to surface water flooding.					
Conclusion	<p>The natural overland surface water flow route and interaction with buildings is likely to have played a role, coupled with a high water level on the downstream drains and local network.</p>					
Recommendations	<ul style="list-style-type: none"> Undertake a more detailed assessment of flood risk considering the natural surface water flow route, drainage capacity and the influence of a high water level on the downstream drains. 					

Community - Mexborough

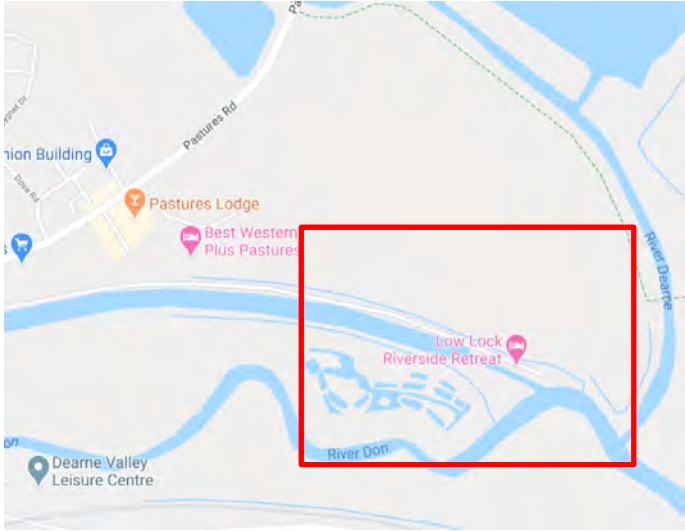
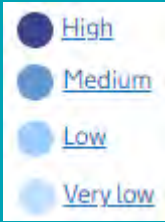
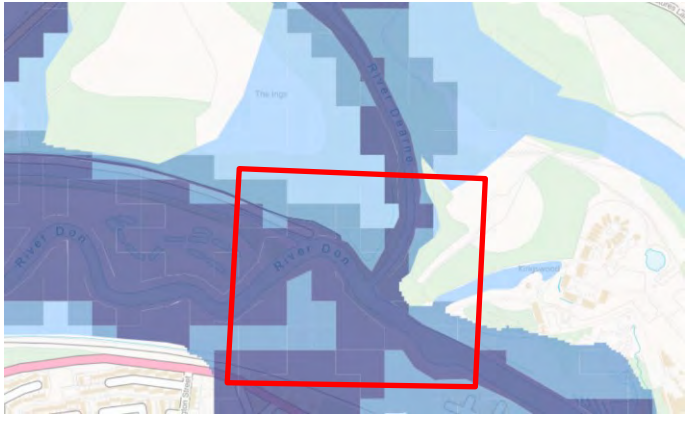
Location	Church Street / Hirst Gate			
Overview Location Map (Google Maps)				
Number of properties affected	2			
Fluvial Risk	Source	Risk	Flood Zone	Benefits from Defences
	None	Very Low	1	No
Tidal Risk	Risk		Details	
	No		N/A	
Surface Water Risk	Risk		Details	
	Low - High		There is a natural surface water flow route that passes through this area discharging to the River Don.	

	Environment Agency map of flood risk from rivers and sea	
		
Groundwater Risk	Risk	
	50% – 75% susceptible to groundwater flooding	
Sewer Flood Risk	Risk	Details
	Unknown	This risk is expected to be linked to surface water flooding.
Conclusion	The natural overland surface water flow route and interaction with buildings is likely to have played a role, coupled with a high water level on the downstream drains and local network.	
Recommendations	<ul style="list-style-type: none"> Undertake a more detailed assessment of flood risk considering the natural surface water flow route, drainage capacity and the influence of a high water level on the downstream drains. 	

Community - Mexborough				
Location	Rydal Way			
Overview Location Map (Google Maps)				
Number of properties affected	1			
Fluvial Risk	Source	Risk	Flood Zone	Benefits from Defences
	None	Very Low	1	No
Tidal Risk	Risk		Details	
	No		N/A	
Surface Water Risk	Risk		Details	
	Very Low - Low		There is a natural surface water flow route to the north and west to which the site may contribute to the flooding.	

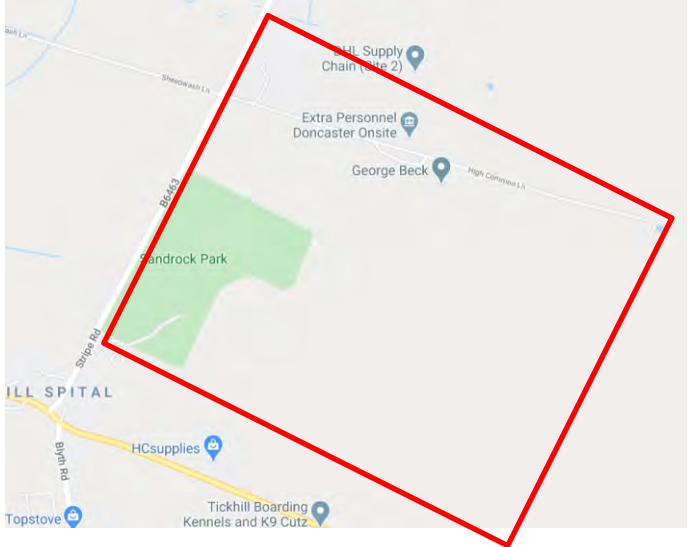
	Environment Agency map of flood risk from rivers and sea	
		
Groundwater Risk	Risk	
	Very low susceptibility to groundwater flooding	
Sewer Flood Risk	Risk	Details
	Unknown	This risk is expected to be linked to surface water flooding.
Conclusion	Localised surface water ponding and feeding to the natural flow routes, along with interaction with buildings is likely to have played a role, coupled with a high water level on the downstream drains and local network.	
Recommendations	<ul style="list-style-type: none"> Undertake a more detailed assessment of flood risk considering the natural surface water flow routes, drainage capacity and the influence of a high water level on the downstream drains. 	

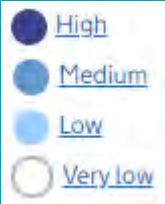
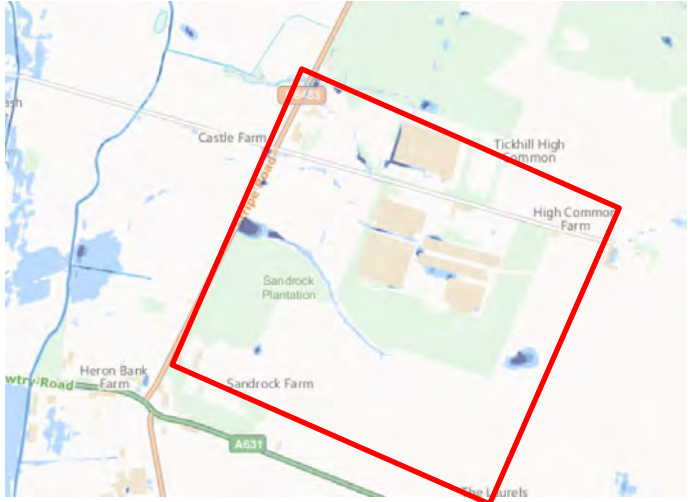
Community – Denaby Main

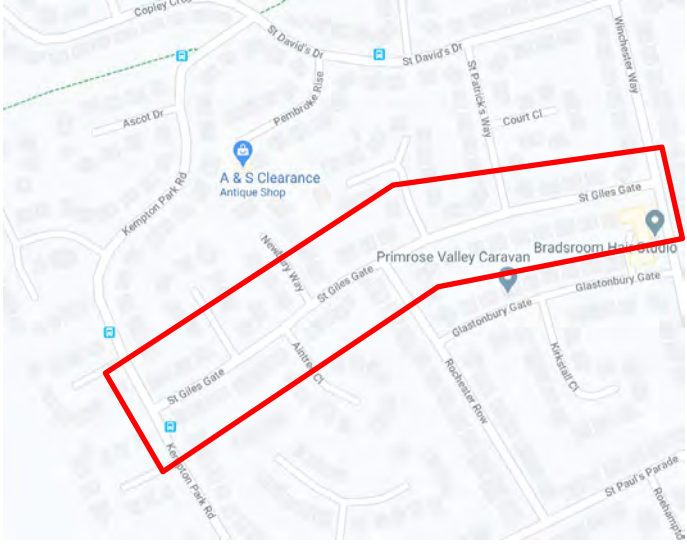
Location	Off Pastures Road, Denaby Main			
Overview Location Map (Google Maps)				
Number of properties affected	1			
Fluvial Risk 	Source	Risk	Flood Zone	Benefits from Defences
	River Don and River Dearne	High	3	No
	Environment Agency map of flood risk from rivers and sea			
				
Tidal Risk	Risk		Details	
	No		There is expected to be little if any tidal influence at this location.	

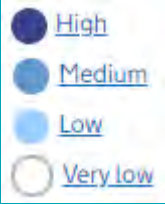
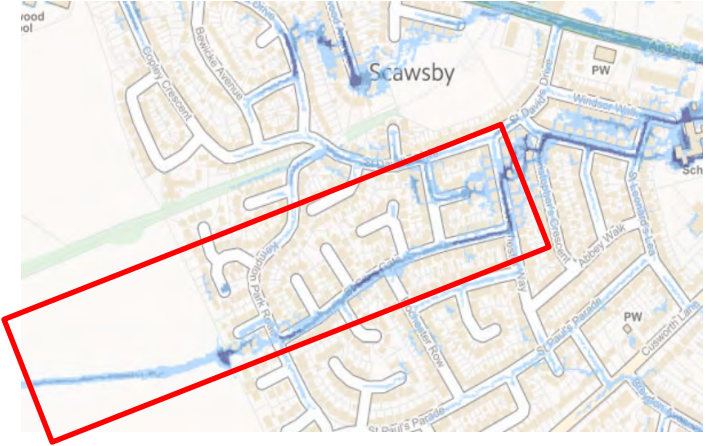


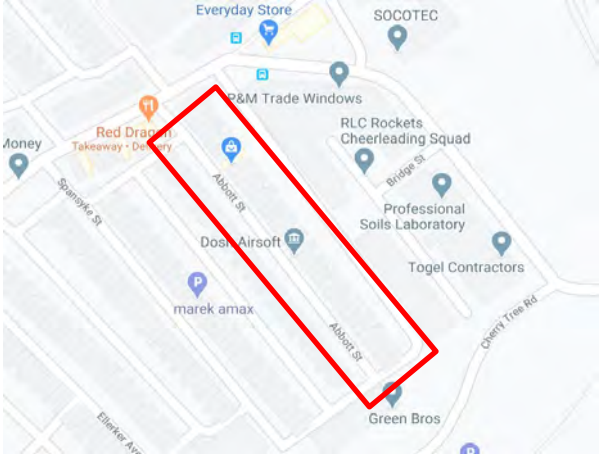
Surface Water Risk	Risk	Risk
	Very Low	The risk identified on the Environment Agency's surface water flood map is directly associated with the Don and Dearne.
Groundwater Risk	Risk	
	>= 25% <50% susceptible to groundwater flooding	
Sewer Flood Risk	At Risk	Details
	Unknown	This risk is expected to be linked to surface water flooding.
Conclusion	It is expected that the River Don / Dearne confluence is the most likely source of flood water although localised surface water flooding may have occurred given that drainage would have been limited by the high river levels.	
Recommendations	<ul style="list-style-type: none"> Undertake a more detailed assessment of flood risk considering the River Don and River Dearne along with complex interactions linked to river structures, downstream drainage and local flow routes. 	

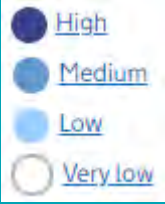

Community - Tickhill				
Location	High Common Lane			
Overview Location Map (Google Maps)				
Number of properties affected	1			
Fluvial Risk	Source	Risk	Flood Zone	Benefits from Defences
	None	Very Low	1	No
Tidal Risk	Risk		Details	
	No		N/A	
Surface Water Risk	Risk		Details	
	Very Low - High		There is a natural flow route at this location travelling from the east to the west into the River Torne.	

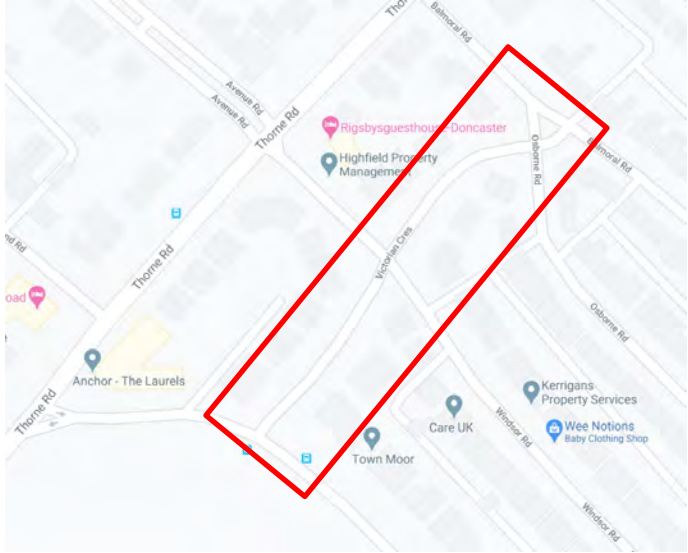
	Environment Agency map of surface water flood risk	
		
Groundwater Risk	Risk	
	>= 25% <50% susceptible to groundwater flooding	
Sewer Flood Risk	Risk	Details
	Unknown	This risk is expected to be linked to surface water flooding.
Conclusion	It is expected that flooding resulted from localised surface water ponding and the surface water flow route which flows from the east to the west to the River Torne.	
Recommendations	<ul style="list-style-type: none"> Undertake a more detailed assessment of flood risk considering the natural surface water flow route and drainage capacity. 	

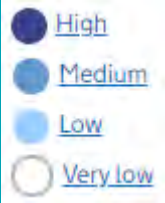
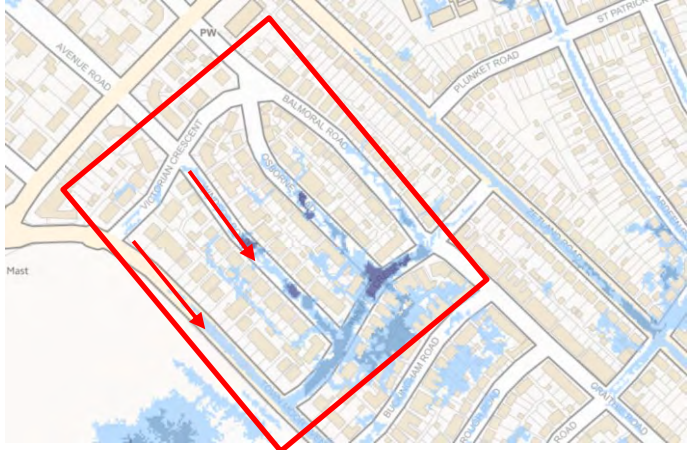
Community - Cusworth				
Location	St Giles Gate			
Overview Location Map (Google Maps)				
Number of properties affected	1			
Fluvial Risk	Source	Risk	Flood Zone	Benefits from Defences
	None	Very Low	1	No
Tidal Risk	Risk		Details	
	No		N/A	
Surface Water Risk	Risk		Details	
	Very Low - High		<p>There is a natural flow route along the road leading to the east, connected with North Swaithe Dyke.</p>	

	Environment Agency map of surface water flood risk	
		
Groundwater Risk	Risk	
	<25% susceptible to groundwater flooding	
Sewer Flood Risk	Risk	Details
	Unknown	This risk is expected to be linked to surface water flooding.
Conclusion	The natural overland surface water flow route and interaction with buildings is likely to have played a role, coupled with a high water level on the downstream drains and local network.	
Recommendations	<ul style="list-style-type: none"> Undertake a more detailed assessment of flood risk considering the natural surface water flow route, drainage capacity and the influence of a high water level on the downstream drains. 	

Community - Hexthorpe				
Location	Abbott Street			
Overview Location Map (Google Maps)				
Number of properties affected	1			
Fluvial Risk	Source	Risk	Flood Zone	Benefits from Defences
	None	Very Low	1	No
Tidal Risk	Risk		Details	
	No		N/A	
Surface Water Risk	Risk		Details	
	Very Low - Low		<p>There is a natural flow route from the south of Abbott Street leading to low-lying land to the south-west.</p>	

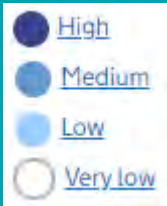
	Environment Agency map of surface water flood risk	
		
Groundwater Risk	Risk	
	<25% susceptible to groundwater flooding	
Sewer Flood Risk	Risk	Details
	Unknown	This risk is expected to be linked to surface water flooding.
Conclusion	The natural overland surface water flow route and interaction with buildings is likely to have played a role, coupled with a high water level on the downstream drains and local network.	
Recommendations	<ul style="list-style-type: none"> Undertake a more detailed assessment of flood risk considering the natural surface water flow route, drainage capacity and the influence of a high water level on the downstream drains. 	

Community - Wheatley				
Location	Victorian Crescent, Towns Field			
Overview Location Map (Google Maps)				
Number of properties affected	1			
Fluvial Risk	Source	Risk	Flood Zone	Benefits from Defences
	None	Very Low	1	No
Tidal Risk	Risk		Details	
	No		N/A	
Surface Water Risk	Risk		Details	
	Very Low - Low		There is a natural flow route from Victorian Crescent leading to low-lying land to the south.	

	Environment Agency map of surface water flood risk	
		
Groundwater Risk	Risk	
	>= 25% <50% susceptible to groundwater flooding	
Sewer Flood Risk	Risk	Details
	Unknown	This risk is expected to be linked to surface water flooding.
Conclusion	Localised surface water ponding, associated with the natural flow route, interacting with buildings is likely to have played a role. This would have been coupled with a high water level on the downstream drains and local network.	
Recommendations	<ul style="list-style-type: none"> Undertake a more detailed assessment of flood risk considering the natural surface water flow route, drainage capacity and the influence of a high water level on the downstream drains. 	

Community – Stainforth				
Location	Haggwood			
Overview Location Map (Google Maps)				
Number of properties affected	2			
Fluvial Risk	Source	Risk	Flood Zone	Benefits from Defences
	River Don	Medium	3	No
	Environment Agency map of flood risk from rivers and sea			
Tidal Risk	Risk		Details	
	Yes		The River Don receives a degree of tidal influence at this location.	

Surface Water Risk	Risk	Details
	Low - Medium	The affected area sits within naturally low-lying land with a surface water flow route feeding water from the west.
	Environment Agency map of surface water flood risk	
Groundwater Risk	Risk	
Sewer Flood Risk	>= 75% susceptibility to groundwater flooding	
Conclusion	Risk	Details
	Unknown	This risk is expected to be linked to surface water flooding.
Recommendations	<ul style="list-style-type: none"> Undertake a more detailed assessment of flood risk considering the natural surface water ponding / flow route, drainage capacity and the influence of a high water level on the downstream drains. 	





9.0 Risk Management Options Summary Table

Risk Management Options - Summary Table

Risk Management Options - Summary Table															
Assess Risk					Control Risk					Mitigate Risk					
	Fishlake	Tickhill	Conisbrough	Bentley	Scawthorpe	Fishlake	Tickhill	Conisbrough	Bentley	Scawthorpe	Fishlake	Tickhill	Conisbrough	Bentley	Scawthorpe
Catchment Level	Review the modelled flood risk evidence base to take account of the facts garnered from Fishlake (and elsewhere).			Review the existing modelled flood risk evidence base in the light of the November flood to inform decisions over catchment-wide improvement options		Assess potential for additional flood storage upstream.	Assess the potential to increase the flood storage area on the amenity land adjacent to Mill Dam by excavating land to the north.	Provide a degree of flood protection to the north part of the town by introducing a raised bank on the right side of the River Don and consider upstream storage / channel capacity improvement on the Don.	Relocate the initial River Don earth bank overtopping points downstream of Willow Bridge into Bentley lngs.	Maintain drainage capacity by reducing the downstream water level on North Swaithe Dyke by rapid deployment of high capacity pumping into the River Don.					
	Review the overall River Don flood risk management strategy, to inform decisions over catchment-wide improvement options.							Assess the potential for flood storage upstream of Tickhill maybe as part of a 'distributed' Natural Flood Management Scheme.	Reduce peak flows downstream by providing upstream 'distributed' flood storage as part of a Natural Flood Management Scheme.		A combination of pumping the downstream Bentley Flood Corridor back into the Don and 'compartmentalisation' of the downstream washlands.				
Community Level						Improvement work to the barrier bank.	Safely manage overflow from the Lindrick flood wall onto Water Lane by: creating an overtopping point at the west end; preventing overtopping elsewhere along the wall; providing an enlarged opening into the channel at the south of the road; preventing flow along Lindrick with temporary barriers.	Improve the upstream Bentley Flood Corridor by reshaping land to maximise flood storage and providing better connectivity to efficiently move water into the storage areas.	Investigate the interaction between the surface water and fluvial system.	Implement a community flood response plan triggered by upstream flood level sensors.	Consult with the Environment Agency regarding any special support that could be provided given the location is a rapid response catchment and implement a community flood response plan.	Consult with the Environment Agency regarding any special support that could be provided given the location is a rapid response catchment and implement a community flood response plan.			
					Reconfiguration of the flood defences on Swaithe Dike to allow flood storage in the amenity area to the north and flood protection to Frank Road.			Consultation with stakeholders to consider surface water drainage improvements to North Bentley to prevent backflow risk and maintain drainage continuity when North Swaithe Dyke is high.					Consult with stakeholders to consider surface water drainage improvements to Scawthorpe to prevent backflow risk and maintain drainage continuity when North Swaithe Dyke is high.		
					Provide an optimised and resilient drain down of contained flood water via the Taining drain pumping station.			Investigate space for temporary surface water flood storage.							
Street Level							Assess suitability and implement a street-level flood protection scheme for Duftons Close, comprising strengthened and raised perimeter walls, an automatically deployed flood barrier on the entrance, protection from Kearsley Brook as it flows through the site and backflow protection for the drainage system.					Boundary walls and flood gates along Lindrick.		Boundary walls and flood gates on Frank Road, Conyers Road, Daw Lane and Askern Road.	
Property Level											Property Flood Resilience.	Property Flood Resilience.	Property Flood Resilience.	Property Flood Resilience.	Property Flood Resilience.



Doncaster Council

Report

Date: 29th September 2020

To the Chair and Members of
CABINET

UPDATED MEDIUM-TERM FINANCIAL STRATEGY (MTFS) 2021/22 – 2023/24

Relevant Cabinet Member(s)	Wards Affected	Key Decision
Mayor Ros Jones	All	Yes

EXECUTIVE SUMMARY

1. This report details our updated Medium-term Financial Strategy for 2021/22 to 2023/24, incorporating the estimated financial impact of COVID-19.
2. Over the last ten years Councils have faced the position of reducing government funding and increasing costs, Doncaster Council has seen its government funding more than halved during this period and faced a total budget gap of circa. £260m. Despite the significant financial challenges, the Council has continued to set a balanced budget whilst continuing to invest in the borough and protecting the most vulnerable in our communities.
3. In March 2020, the Council approved the Revenue Budget for 2020/21 to 2022/23. The overall budget gap identified for the period 2020/21 to 2022/23 was £17.7m. To meet the budget gap £16m of savings proposals were identified, leaving £1.7m shortfall in the final year of the plan 2023/24. The majority of the savings continue to be delivered in accordance with our current plans. Ensuring that services are targeted and make a difference to those people who need them most, making the most of technology, re-designing our services so they are fit for the future and working in partnership with our local communities, voluntary, charity and faith sectors to deliver services together.
4. Since the budget was approved in March 2020, we have seen the significant and ongoing impact of COVID-19 pandemic. On 28th July, Cabinet approved the Restart, Recovery and Renewal Plan to help support local people, local businesses and local voluntary groups, and to mitigate the impact COVID-19 has had on the Borough's local economy. The impact of COVID-19 on the Council finances is wide ranging and impacts on additional costs, loss of income from Council Tax, Business Rates and other income streams and the achievement of savings. Although the position remains uncertain, we anticipate that the 2020/21 in-year position can be managed through the application of government funding and service underspends.

5. To enable us to plan effectively and understand the scale of the financial challenge to set a balanced budget for future years, a review of the MTFs for 2021/22 to 2023/24 has been undertaken. This has been extremely challenging due to the sheer number of uncertainties, which is unprecedented. In relation to our Government funding allocations, the provisional settlement allocations will not be known until December 2020 following the Spending Review in the autumn. In addition, we are also facing significant volatility in our costs and levels of income, with a number of unknowns around future demand and changes to service delivery, making financial planning extremely difficult.
6. To reflect the uncertain environment we are operating in, a range of scenarios has been produced identifying the best case, most likely and worst case position. Based on the information currently available our estimate of the budget gap facing the Council (most likely) for the period is circa. £13m. Much of this gap is due to the ongoing impact of COVID-19 with additional costs and reduced income from Council Tax and Business Rates expected to continue to have an impact over the 3-year period. The range of projections identifies the best case estimate of £7m over the period and worst case £23m. This demonstrates the significant impact of the variables in the forecasting, but also the clear need for additional government funding to provide sufficient allocations for the pressures facing Councils.

EXEMPT REPORT

7. Not applicable.

RECOMMENDATIONS

8. Cabinet are asked to note the updated Medium-term Financial Strategy 2021/22 to 2023/24 Revenue Budget as set out in this report.

WHAT DOES THIS MEAN FOR THE CITIZENS OF DONCASTER?

9. The Council will continue to care for and protect the most vulnerable in society but it is inevitable that as the Council becomes a leaner organisation that citizens will see services delivered in new and different ways.

BACKGROUND

10. Since 2010/11, nationally Council funding has been cut by circa. 50%, in addition there is strong demand for services resulting in financial pressures and no reduction in their statutory obligations. Local spending is becoming more narrowly focused on social care due to the need to meet the growing demand and falling central government funding. Over the last ten years the Council has faced a total budget gap of circa. £260m.
11. The LGA previously reported that Council Services face an additional funding requirement for their annual day-to-day spending of £13.2 billion by 2024/25, growing at a pace of over £2.6 billion each year on average. When compared to the assumed changes to council funding levels, this leads to a funding gap of £6.4 billion forming in the day-to-day council budgets in 2024/25 in comparison to 2019/20 budgets¹. In addition to these challenges Councils' are also facing

¹ <https://www.local.gov.uk/about/campaigns/councilscan/council-funding-requirement-and-funding-gap-technical-document>

the financial implications of COVID-19, which are estimated at £2bn.

12. In March 2020, the Council approved the Revenue Budget for 2020/21 to 2022/23. The overall budget gap identified for the period 2020/21 to 2022/23 was £17.7m. This included provision for significant budget pressures estimated at £14.6m in 2020/21, increasing to over £30m by 2022/23. The budget pressures included service specific budget pressures amounting to £14.0m for 2020/21; this included £4m one-off pressures that reverse out in 2021/22.
13. To meet the budget gap £16m of savings proposals were identified, leaving £1.7m shortfall in the final year of the plan 2023/24. In addition, the 2020/21 budget also allocated £8.2m one-off funding for transformation, with £3.6m specifically for Social Care Transformation projects and £4.6m for the Service Transformation Fund.

Financial Strategy

14. The savings proposals were developed in accordance with the following budget framework:
 - We engage with the organisation on the type and nature of the savings proposal being put forward – **We want to understand the story behind individual proposals**;
 - We bring consistency and a sense of organisational support and challenge to the process – **a participatory approach that shapes the how with managers**;
 - We ensure that what we are proposing **meets our policy intent** but also meets how we want to deliver services in the future;
 - We iterate and the framework allows us to have more **intelligent conversations** over time.
15. The framework is based on our Corporate Plan, including the impact and areas for action identified for Doncaster Learning, Working, Caring and Living, and the following imperatives: -
 - **Sustainability** - to become a cleaner and greener Borough with net zero greenhouse gas emissions.
 - **Inclusive Growth** - particularly ensuring local people can access economic opportunities.
 - **Early intervention & Prevention** - through locality working which harnesses community strengths and targets services to where they are needed most.
 - **Lifelong Learning & Skills** - for inclusive growth and the overall well-being of residents.
 - **'Keeping It Real'** - understanding and responding to the lived experience of residents and communities.
 - **'Intelligence Led'** - ensuring we make the most of the insight and intelligence we have in the decisions we make.
16. The framework also includes a set of design principles which set out how we want to work: -

Keep it Simple /	We want services to be clear, transparent and accessible as possible
	We want to join up our services to avoid duplication and make it easier to understand and access

Customer Focus	We want people to access our services, when they need them, easily and quickly
Be Ambitious	We want the exercise to yield innovative and future proof proposals
	We want proposals, where appropriate, to be radical and challenge the status quo
	We want to aim high for our people and place that helps us deliver our Borough Strategy
Do it Together	We want to work with Team Doncaster partners collaboratively to achieve for our people and place locally
	We want to work with communities to achieve our strategic ambitions for our Borough
Expect Contribution	We want all services to be proactive and supportive of savings ideas working alongside partners and communities
	We want to build on strengths and assets in communities in a way that helps us achieve our ambitions for the Borough

COVID-19 Pandemic

17. Since the budget was approved in March 2020, we have seen the significant and ongoing impact of COVID-19 pandemic. In terms of being able to respond some council services were stood down, others innovated to be able to continue and others working under extreme and challenging circumstances.
18. On 28th July, Cabinet approved the Restart, Recovery and Renewal Plan to help support local people, local businesses and local voluntary groups, and to mitigate the impact COVID-19 has had on the Borough's local economy. The plan also took into account the local floods in November 2019, and the wild fire at Hatfield Moors.
19. The plan focuses on building upon the borough's achievements and starting to look to horizons and opportunities beyond the immediate crisis. Working in earnest to 'build-back better' for the longer term – towards a greener, cleaner, more resilient, prosperous and inclusive borough. Alongside the on-going health imperatives, we need to help people back into work with employment and skills support, and support as many businesses as possible to bounce back. Although the recovery period takes us up to March 2021, many of the actions will extend beyond March 2021 and will be taken forward within a new longer term Borough Strategy and Corporate Plan for 2021-22. The plan has three sections:
 - Restart - getting services back up and running and safely opening up our economy
 - Recovery - what can we collectively put in place to help families and businesses recover
 - Renewal - the actions we can take now to improve well-being in the future.
20. During 2020/21 to date, we have incurred new and additional costs to support operational services continue to deliver services, lost income through reduced trading activity or cessation of services and there has been a delay in delivering savings, which are required to achieve a balanced budget. In addition council tax payments and business rates payments have reduced as lock down began, businesses closed and staff furloughed. Although the financial position remains fluid and we are continuing to monitor the budget closely, we anticipate that the in-year position can be managed through the application of government funding and service underspends. The quarter 1 finance and performance report detailed a forecast break-even position for 2020/21.

Medium-term Financial Strategy (MTFS) 2021/22 to 2023/24

21. The MTFS for 2021/22 to 2023/24 has been updated to reflect the latest information available on projected government funding and the estimated financial impact of COVID-19. The main impact is the estimated loss of income from Council Tax and Business Rates for subsequent years following the pandemic. In addition, we are facing increasing costs and reduced income on services due to physical distancing measures and changing behaviours.
22. As reported to Council in March 2020, a Spending Review was anticipated in autumn 2020, which would set out the funding available for Government Departments for 2021/22 onwards. A Fair Funding Review (FFR) was also expected, which would set out how the funding determined by the Spending Review 2020 would be allocated for 2021/22 onwards. In addition, a “full reset” of the Business Rates Retention scheme was expected. On 24 March, the Government announced that the Comprehensive Spending Review, would be delayed from July to enable the government to remain focused on responding to the public health and economic emergency. Councils will therefore receive a one-year settlement for 2021/22. The provisional settlement allocations will not be notified until December 2020 following the Spending Review in the autumn.
23. Due to the significant number of variables and uncertainties in the estimated financial position, which individually and collectively can have a considerable impact, the Council has produced the most likely, best and worst case scenarios.
24. Appendix A includes all the updated assumptions for the MTFS most likely position. Appendix B provides details on the budget pressures approved in March 2020.
25. A summary of the main changes to the budget gap identified as the most likely position compared to the budget approved in March 2020, are detailed below:
 - Business Rate Reset – impact of removing the estimated loss due to the Business Rate reset of £5m in 2022/23, on the basis that a reset is no longer anticipated during this period. The reset was planned for 2020/21 but has been postponed.
 - Social Care Funding – there are many complexities around how social care is funded (through core funding, the social care precept and three different grant regimes). The changes needed to simplify the funding are wide ranging, however due to the limited time available to implement any changes, we have updated our assumptions to include that £10.3m one-off funding received in 2020/21 is expected to continue.
 - Business Rates – previously 1% growth each year, now 6.1% decrease in 2021/22 = -£3.4m, generally remains at the reduced level for next 2 years. The assumptions are based on the depth and speed of recovery from the last major recession in the UK following the financial crash of 2008.
 - Council Tax £12.1m over 3 years
 - Local Council Tax Support Scheme – £3.2m increase in the total scheme cost (17% increase) 2021/22
 - Council Tax Base Growth – £0.8m over 3 years, reduced from 900 band D properties to 665 in 2021/22 (£0.3m), 2022/23 (£0.3m), 2023/24 (£0.2m)
 - Loss on Collection – £2.7m over 2 years, increased from 1.4% to 3% in 2021/22 (£1.8m) and 2.4% 2022/23 (£0.9m)
 - Recover Collection Fund loss for 2020/21 of £4.4m over 3 years – £2.4m

impact in 2021/22

- Use of COVID-19 grant carried forward to meet impact of Council Tax collection fund £8.0m 2021/22.
- New Service Budget Pressures – Informed by the 2020/21 quarter 1 financial monitoring position the areas of significant budgetary concern in relation to the ongoing budget position were identified. A detailed review of these areas was undertaken and identified additional cost pressures amounting to £10.2m 2021/22, -£3.4m 2022/23 and -£0.7m 2023/24. Of these cost pressures circa. £8m of the 2021/22 total is a direct consequence of the COVID-19 pandemic. Where the cost pressures identified are one-off in nature, the impact is reversed in the subsequent financial years. The sizeable one-off pressures identified in 2021/22 compared to lower ongoing pressures identified for future years results in negative overall totals for 2022/23 and 2023/24.
- The estimate of general pressures for 2021/22 has been reduced due to the specific pressures being identified and the continued aim that lower level pressures are managed within current service budgets. However, £0.5m continues to be included to reflect that this may not always be possible; this assumption will be reviewed as part of the budget setting process. The estimate for general pressures remains at £2m for the remaining years to recognise that future cost pressures are likely, however become more uncertain and difficult to quantify for 2022/23 and 2023/24. The new service cost pressures identified are detailed in Appendix C.
- The Dedicated Schools Grant (DSG) overspent by £5.7m during 2019-20 which has been carried forward into the 2020/21 financial year. Whilst the Government has recognised the pressures facing Local Authorities particularly around its expenditure on High Needs students and have provided the Council with an extra £5.0m in 2020/21, the grant is still predicted to overspend by a further £1.3m during 2020/21 to make a total overspend position of £7.0m. The 2021/22 DSG published allocations also provide the Council an extra £4.3m and the medium term financial plan predicts that at the end of 2021/22 the overall overspend position would reduce to £4.1m and to a near balanced position (£0.1m) at the end of the 2022/23 financial year. This also takes into account the expected positive impact on the financial position as a result of actions contained within the future placement needs strategy.
- Reduction to savings approved in March. The following savings have been removed due to double counting or concerns regarding delivery in the current climate:

Saving Proposal	Saving Option	2021/22 £m	2022/23 £m
Council Tax Empty Properties	Incentivise Property owners to bring empty properties into use; Government legislation introduced in April 2019 allows increased council tax charge for properties that have been empty for more than two years. On the 15th Oct 2019 Cabinet will consider the detailed proposal. A proactive campaign and detailed communications will commence with homeowners prior to the proposed implementation date of April 2020	-0.514	

	Update: This saving is now included in the updated Council Tax assumptions.		
Public Health - Redesign community preventative health and wellbeing services	Redesign community preventative health and wellbeing services for both children and adults in line with developments in in locality working investing in Voluntary, Community and Social Enterprise sectors. Options to explore include single provider, lead provider, social enterprise, in house or a mixture of provision. In response to this review and restructure the core public health team. Requires removal of Public Health grant 'ring fence'. Update: Although the budgets will be reviewed, this saving is not expected to be delivered in 2022/23 due to the current climate.		-1.800

The remaining savings approved in March 2020 continue to be included in the MTFs; these are detailed in Appendix D. The narratives shown against these savings are as they were on approval in March 2020. The baseline budget will be decreased for the savings identified on an ongoing basis. A positive figure shows where the budget is being increased to account for one-off savings in previous years.

26. Due to the highly unusual circumstances, projections for future income and expenditure for the Council are very volatile. A range of assumptions for business rate growth, council tax income and pressures have been produced for most likely, best case and worst case scenarios; a summary of the key variables are detailed below: -

Assumption	Most Likely	Best Case	Worst Case
Business Rate Growth	6% drop based on last recession. No recovery.	6% drop based on last recession. Recovery of 2% pa.	12% drop based on recession being twice as bad as the last one. No recovery.
Council tax Local Council Tax Support Scheme (LCTS)	Highest LCTS in 2021/22 equal to 2012/13 which was worst year in last recession recovering by 3.2% pa	Highest LCTS in 2021/22 equal to 10% better than 2012/13 which was worst year in last recession recovering by 4.8% pa	Highest LCTS in 2021/22 equal to 10% worse than 2012/13 which was worst year in last recession recovering by 1.6% pa
Council tax Growth (normal growth 1.1%)	Growth of 0.8%, 1.1%, 1.1%.	Growth of 1.1%, 1.1%, 1.1%.	Growth of 0.25%, 0.4%, 0.55%.
Council tax Loss on Collection (normal 98.6%)	Based on recovery from last recession 97%, 97.8%, 98.6%	Based on lower drop and quicker recovery than last recession 97.8%, 98.6%, 98.6%	Based on bigger drop and slower recovery than last recession 95.4%, 96.2%, 97.0%
New Service Budget Pressures (Appendix C)	£10.2m 2021/22, -£3.4m 2022/23 & -£0.7m 2023/24	£7.0m 2021/22, -£2.7m 2022/23 & -£0.6m 2023/24	£13.0m 2021/22, -£2.8m 2022/23 & -£2.6m 2023/24

27. A summary of the updated budget gaps for each of the scenarios is provided below: -

	2021/22 £m	2022/23 £m	2023/24 £m	Total £m
Most Likely	5.478	5.234	2.227	12.940
Best Case	-0.340	4.747	2.162	6.570
Worst Case	15.045	6.961	1.356	23.363

In order to set a balanced budget the gaps in the table above need to be addressed. This could be achieved through additional government funding allocations, reductions in the identified cost pressures or through the identification of savings to reduce the base budget. Reserves could be used to meet one-off or short-term pressures but this would not impact on the total budget gap to be found (£12.9m in the most likely scenario).

Council Tax

28. The MTFs continues to include a 1.99% Council Tax increase for each financial year, this provides additional income of £2.2m in 2021/22 (in 2021/22, Band D increases by £27.97 to £1,433.32; Band A increases by £18.65 to £955.55). The Council Tax system continues to be disproportionate across the country and successive governments have failed to come up with an alternative method of local taxation. A National Audit Office report on the Financial Sustainability of Local Authorities 2018 found that the average reduction in council revenue spending power between 2010/11 and 2017/18 was 28.5% but that the reduction for Doncaster was 35.9%. Doncaster continues to have one of the lowest Council Tax rates in comparison to other Metropolitan Districts and Unitary Authorities (the 11th lowest in 2020/21).

Post Reductions

29. When the budget was approved in March 2020, an estimated 33.6 full time equivalent (fte) potential post reductions were identified for the savings detailed in Appendix D, 19.5 fte for 2021/22 and 14.1 fte for 2022/23. This estimate will be updated in preparation for the budget approval in March 2021. It is anticipated that additional savings will be required to meet the increased budget gap, therefore it is envisaged that the number of post reductions may increase. The Council and DCST will initially look to delete vacant posts, then seek volunteers, then redeployment with compulsory redundancy being the last resort.

Reserves

30. The Council holds both “earmarked” and “uncommitted” reserves. Earmarked reserves are balances set aside for specific purposes, for example Service Transformation Fund. The Council has undertaken a review of earmarked reserves and identified specific reserves that could be unearmarked if required. As part of the budget setting process, we will look to fund one-off pressures with one-off funding identified e.g. non-recurrent costs resulting from the COVID-19 pandemic. The Council is also proposing to change its approach to year-end reserves and rather than the assumption that all balances will automatically be carried forward, we will require specific carry forward requests for the smaller balances identified.

31. Uncommitted reserves are balances held as contingencies against risks such as emergency events. The uncommitted reserves are currently £14.5m. A risk assessment of the Council's level of uncommitted reserves is carried out each financial year, when setting the budget and updating the financial plan. It is updated regularly during the financial year as part of the formal financial management reporting process. The risk assessment is based on the following key factors: -
- a review of known provisions and contingent liabilities;
 - the likelihood of overspend for either revenue or capital;
 - the likelihood of any additional income that would be credited to uncommitted reserves;
 - the robustness of the Council's revenue budget proposals;
 - the adequacy of funding for the Capital Programme; and
 - any potential significant expenditure items for which explicit funding has not yet been identified.
32. The risk assessment undertaken in March 2020 has been reviewed and this confirms that the Council's level of uncommitted reserves show that they are sufficient to meet the risks identified. The uncommitted reserves are not excessive for a Council of our size, which spends £504.8m a year; £14.5m would only run the Council for 11 days. Careful consideration should continue to be given before funding any unexpected costs from uncommitted reserves.
33. The Local Government Act 2003 requires the Chief Financial Officer to give assurance on the purpose and adequacy of the reserves of the Council when it is making the statutory calculations required to determine its Council Tax, which will be reported in March 2021.

Council Tax Capping & Referenda

34. Authorities are required to seek approval of their electorate in a referendum if any proposed Council Tax increase exceeds the principles set by Parliament. Full details of the Council Tax Referendum Cap and calculation will be presented as part of the Council Tax setting report to Council in March 2021.

Next Steps

35. The MTFs position will continue to be monitored closely and updated as further information is known and the financial impact of COVID-19 on budgets becomes clearer during the financial year. For example, the government Coronavirus Job Retention Scheme closes on the 31st October, the impact on businesses and employment in Doncaster will affect a number of service areas, in particular the levels of income from Business rates and Council tax.
36. Preparations have commenced to identify savings options to meet the estimated budget gap. It is becoming clearer that as an organisation we need to adapt and develop new ways of working for the post COVID environment that we will operate in, resulting in a new organisational form that will look and feel substantially different. Our approach to identify savings will focus on the following areas:
- Productivity – Increasing productivity and removing waste, aiming to simplify where possible and improve co-ordination so there is greater continuity, with less hand-offs.
 - Transformation – delivering savings through transformation in a multitude of ways, taking a whole organisation approach.

- Demand management – managing the demand for services through a range of targeted measures, including:
 - Preventing people needing services or needing an increase in services;
 - Transitioning people to less dependence on current services; and
 - Reducing contract value both at individual and whole provider level.

Enablers for delivery will be better practice, improved technology including a better system, opportunities from locality working and opportunities to work upstream with partner organisations. It is important that we look at the interplay between all the above and neither miss nor double count.

37. As part of the budget setting process for 2021/22, we will continue to develop our approach and identify savings to produce a balanced Medium-term Financial Strategy (MTFS) for consideration by Cabinet in January 2021, and onto Council in March 2021.

OPTIONS CONSIDERED

38. A range of scenarios have been produced for the projected MTFS, savings options will be developed as part of the budget setting process for 2021/22.

REASONS FOR RECOMMENDED OPTION

39. The report provides an update on the projected MTFS for 2021/22 to 2023/24.

IMPACT ON THE COUNCIL'S KEY OUTCOMES

40. These are detailed in the table below: -

	Outcomes	Implications
	<p>Doncaster Working: Our vision is for more people to be able to pursue their ambitions through work that gives them and Doncaster a brighter and prosperous future;</p> <ul style="list-style-type: none"> • Better access to good fulfilling work • Doncaster businesses are supported to flourish • Inward Investment 	Council budget therefore impacts on all outcomes
	<p>Doncaster Living: Our vision is for Doncaster's people to live in a borough that is vibrant and full of opportunity, where people enjoy spending time;</p> <ul style="list-style-type: none"> • The town centres are the beating heart of Doncaster • More people can live in a good quality, affordable home • Healthy and Vibrant Communities through Physical Activity and Sport • Everyone takes responsibility for keeping Doncaster Clean • Building on our cultural, artistic and sporting heritage 	
	<p>Doncaster Learning: Our vision is for learning that prepares all children, young people and adults for a life that is fulfilling;</p> <ul style="list-style-type: none"> • Every child has life-changing learning experiences within and beyond school 	

	Outcomes	Implications
	<ul style="list-style-type: none"> • Many more great teachers work in Doncaster Schools that are good or better • Learning in Doncaster prepares young people for the world of work 	
	<p>Doncaster Caring: Our vision is for a borough that cares together for its most vulnerable residents;</p> <ul style="list-style-type: none"> • Children have the best start in life • Vulnerable families and individuals have support from someone they trust • Older people can live well and independently in their own homes 	
	<p>Connected Council:</p> <ul style="list-style-type: none"> • A modern, efficient and flexible workforce • Modern, accessible customer interactions • Operating within our resources and delivering value for money • A co-ordinated, whole person, whole life focus on the needs and aspirations of residents • Building community resilience and self-reliance by connecting community assets and strengths • Working with our partners and residents to provide effective leadership and governance 	

RISKS AND ASSUMPTIONS

41. A risk assessment of the MTFS has been undertaken in accordance with the Council's risk management strategy, which helps to minimise risk. The Council's Strategic Risk Register is reviewed and updated on a quarterly basis and each service has formally documented its key risks and the actions taken to mitigate those risks in service plans. Key risks in relation to the MTFS include: -

- Service Demands/Additional Budget Pressures – risks that service demands continue to increase and there are greater budgetary pressures than those included in the MTFS. This is a greater risk in current times due to the continued impact of the COVID-19 pandemic. The MTFS contains £4.5m over the next 3 years to allow for unidentified cost pressures.
- Delivery of Savings – risks in relation to the delivery of planned savings, which are increasingly more difficult to deliver.
- 2020/21 Monitoring Position – risks that the 2020/21 monitoring position worsens which impacts on the underlying baseline financial position moving into 2021/22.
- Third Parties – risks that might materialise as a result of third parties and suppliers ceasing trading or withdrawing from the market.
- Price Inflation – risks that inflation increases by more than the estimate built into the MTFS.
- Economy – risk that a recession increases the level of default on debt and bad debt provisions have to increase and/or a higher level of debt has to be written off.
- One-off Grant Funding – risks in that expenditure does not reduce or cease in line with the one-off grants decreasing or ending over the next 2 years.

- Spending Review – risks that may materialise as a result of the multi-year Spending Review, and reforms to Business Rates Retention and the Fair Funding Review.
- Business Rates Retention – risk that a Business Rates reset occurs in the next 3 years (assumption is that it does not happen but only formally postponed by Government until 2021/22 at the earliest) which would result in a loss of funding to the council.
- Collection Fund – risks that the income from Council tax and Business rates reducing by more than forecast in the MTFS assumptions.
- Exiting the European Union – risks that may materialise due to exiting the European Union e.g. increases costs.
- Reserves – risks that earmarked and uncommitted reserves are insufficient to support the Council during this period.

The estimates have been produced based on the latest information available, the risks will be monitored during 2020/21 and the MTFS updated accordingly in preparation for 2021/22 budget setting.

LEGAL IMPLICATIONS [Officer Initials...SF... Date...09.09.20]

42. The Council must set a balanced budget ensuring that resources are sufficient to meet its proposed spending plans. The Chief Financial Officer is required to advise the Council of the adequacy of its reserves and the robustness of estimates used in preparing its spending plans.
43. The Council will need to be satisfied that the MTFS set and the subsequent budget will ensure that the Authority is able to discharge its statutory duties.
44. Any proposed changes to services will require specific legal advice prior to implementation.

FINANCIAL IMPLICATIONS [Officer Initials...RI... Date...26.08.20]

45. These are contained within the body of the report.

HUMAN RESOURCES IMPLICATIONS [Officer Initials...KM...Date...03.09.20]

46. There are no immediate HR implications identified within this report, however once post reduction numbers are confirmed (see paragraph 30) further advice should be sought regarding the process going forward.

TECHNOLOGY IMPLICATIONS [Officer Initials...PW... Date...09.09.20]

47. Technology continues to be an evolving key essential enabler to support the delivery of all services and the key strategic budget themes outlined in this report. Robust and effective ICT governance arrangements will continue to be needed to ensure the delivery of the key priorities. This will be monitored and continuously reviewed via the Council's Technology Governance Board.

HEALTH IMPLICATIONS [Officer Initials...RS... Date ...03.09.20]

48. The choices the council makes in both raising and allocating revenue budgets will impact on the health of the population. In general, 20% of what contributes

to health is due to clinical care, 30% due to behavioural factors, 40% due to socio-economic factors and 10% due to the built environment. The State of the Borough assessment and Doncaster Growing Together plan are both informed by health outcomes and use health outcomes to monitor impact. The impact on a set of health outcomes are also incorporated in the council's corporate plan. Within the financial resources available, this paper sets out clearly the broad areas of revenue investment in both universal and targeted services and how within a reduced financial envelope there are plans to maintain and even improve the quality of local services. Wherever possible commissioners and providers of services should seek to maximise social value consider long term social, environmental and economic sustainability and resilience. With sustained long-term cuts in funding, there is likely to be implication on potentially increasing health inequalities. This needs to be considered during the implementation phase so that inequalities and health inequalities are addressed, and monitored. The lack of national guidance on the future of the public health grant from April 2021 places a risk on future public health activity. Where further cabinet reports are required report authors should consider the need for formal health impact assessments or early involvement of the public health team to minimise unintended impacts on health. Health impacts should also be addressed in the due regard statements that are developed alongside these further reports.

EQUALITY IMPLICATIONS [Officer Initials...MS... Date...09.09.20]

49. In taking this decision, elected members are reminded of their obligations under section 149 Equality Act 2010. This section contains the Public Sector Equality Duty (PSED) which obliges public authorities, when exercising their functions, to have 'due regard' to the need to: -
- a) Eliminate discrimination, harassment and victimisation and other conduct which the Act prohibits;
 - b) advance equality of opportunity between people who share relevant protected characteristics and those who do not; and
 - c) foster good relations between people who share relevant protected characteristics and those who do not.

Protected characteristics are age, gender, disability, race, sex, sexual orientation, gender reassignment, religion or belief and pregnancy and maternity. Only the first aim of the PSED set out in paragraph (a) above applies to a further protected characteristic of marriage and civil partnership.

Having due regard to advancing equality involves: -

- Removing or minimising disadvantages suffered by people due to their protected characteristic;
 - taking steps to meet the needs of people from protected groups where they are different to the needs of other people; and
 - encouraging people from protected groups to participate in public life or in other activities where their participation is disproportionately low.
50. Elected members must consciously consider and have due regard to the three aims of the general equality duty when dealing with the recommendations contained within this report. The Council uses a simple due regard process to ensure due regard is considered and to support a transparent, effective process that is accountable to users and residents. Amongst others, the "due regard"

will be informed by: -

- **Establishing the key equality issues across Doncaster (Equality Analysis)** – Our Equality, Diversity and Inclusion Framework 2018-2021 has been developed alongside our financial planning process and includes a significant analysis of equality information to identify the key equality issues across Doncaster. We have used the equality information to inform our planning and saving prioritisation process. Our budget proposals seek to limit the impact of budget cuts on the most vulnerable; and
- **Prioritisation and Planning** – Our key strategic budget themes specifically prioritise the needs of the most disadvantaged in our communities.

51. Any new saving proposal will be reviewed with regard to our PSED obligations.

CONSULTATION

52. This report provides an update on the latest MTFs position, appropriate consultation will be undertaken as part of the budget setting process for the 2021/22 budget, due to be considered in March 2021.

53. This report has significant implications in terms of the following: -

Procurement	X	Crime & Disorder	X
Human Resources	X	Human Rights & Equalities	X
Buildings, Land & Occupiers	X	Environment & Sustainability	X
I.C.T.	X	Capital Programme	X

BACKGROUND PAPERS

- Council Report – Revenue Budget 2020/21 – 2022/23, 5th March 2020.
<https://doncaster.moderngov.co.uk/documents/s25482/Revenue%20Budget%2020-21%20to%202022-23.pdf>
- Cabinet Report – Restart, Recovery and Renewal Plan, 28th July 2020.
https://doncaster.moderngov.co.uk/documents/s26545/i6%20cab%20280720%20-%20Mayoral%20RRR%20Plan%20Cabinet%20280720_.pdf
- Cabinet Report – Quarter 1 Finance & Performance Improvement Report, 1st September 2020.
<https://doncaster.moderngov.co.uk/documents/s26909/i%20cab%20010920%20Q1%20Finance%20Performance.pdf>

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Appendices Contents

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Appendix A

Medium-Term Financial Strategy (MTFS) and key assumptions

The Medium-term Financial Strategy for 2020/21 – 2023/24 is provided below: -

	2020/21 £m	2021/22 £m	2022/23 £m	2023/24 £m
Income				
Retained Business Rates	-49.546	-27.715	-46.983	-47.883
Top Up Grant	-34.854	-35.553	-36.264	-36.989
Baseline Funding	-84.400	-63.268	-83.247	-84.872
Revenue Support Grant (RSG)	-20.368	-20.776	-21.191	-21.615
Settlement Funding Equivalent	-104.768	-84.044	-104.438	-106.487
Compensation for under-indexing the business rates multiplier	-2.650	-3.436	-3.436	-3.436
Council Tax Income	-119.170	-114.887	-119.917	-125.118
Improved Better Care Fund	-15.831	-15.831	-16.147	-16.470
New Homes Bonus	-4.086	-2.073	-1.059	0.000
Social Care Support Grant	-9.562	-9.562	-9.753	-9.948
Core Spending Power Equivalent	-256.067	-229.833	-254.750	-261.459
Public Health Grant	-24.412	-24.900	-25.398	-25.906
S31 Business Rates Grants	-22.782	-3.415	-3.415	-3.415
Other Specific Grants	-50.406	-46.667	-46.667	-46.667
Customer & Client Receipts	-44.572	-44.572	-44.572	-44.572
Other Income	-66.562	-66.562	-66.562	-66.562
Housing Benefit	-56.321	-56.321	-56.321	-56.321
Total Income	-521.122	-472.270	-497.685	-504.902
Expenditure				
Total Council Expenditure (Funded)	489.182	495.547	497.551	497.685
Expenditure Changes				
Change in Housing Benefit (nil impact on reductions required)	-3.929	0.000	0.000	0.000
Grant decreases exit strategies (one-off)	-2.691	-2.308	0.000	0.000
Grant decreases exit strategies (on-going)	-0.319	-1.431	0.000	0.000
Adult Social Care Ladder	0.000	-1.292	0.800	0.906
Staffing	-4.166	4.131	3.017	4.182
Prices Changes	4.600	4.600	4.600	4.600
Levying Bodies	0.100	0.100	0.100	0.100
Expenditure funded from additional income included above	5.819	0.488	0.498	0.508
Budget Pressures	14.017	8.074	-1.610	-0.702
Gross Budget	502.613	507.909	504.956	507.279
Budget Proposals for cost reductions	-7.066	-4.880	-2.037	-0.150
Use of one-off Committed Reserves	8.294			
Use of one-off Covid-19 Reserves		-8.000		
Use of one-off S31 Business Rates grants	17.281	-17.281		
Total Budget Gap	0.000	5.478	5.234	2.227
Gross Budget (Total Income plus one-off uncommitted reserves)	512.828	472.270	497.685	504.902
Net Budget Requirement (including Baseline Income)	223.938	198.931	224.355	231.605

CHANGES IN LOCAL GOVERNMENT FUNDING

1. Following the 2010 General Election, the Coalition Government embarked on an austerity programme aimed at removing the Government's budget deficit and bringing the Government's finances back into surplus. The Spending Review announcements covering the years 2011/12 – 2019/20 contained large and sustained cuts to local government.
2. Various studies have shown that not only has local government funding been cut in real terms since 2009/10 but that those cuts have fallen disproportionately on more deprived areas. The IFS¹ state that on average, local government spending on services has fallen by 21% in real terms since 2009/10 however, these falls have not been spread evenly across councils. The reductions have been larger for councils serving more deprived communities, such as Doncaster, than for those serving less deprived communities. The National Audit Office report on the Financial Sustainability of Local Authorities 2018 found that the average reduction in council revenue spending power between 2010/11 and 2017/18 was 28.5% but that the reduction for Doncaster was 35.9%².
3. As councils seek to protect services such as Children's and Adult Social Care, cuts to non-statutory services such as planning, housing and highways have been much more severe. The HCLG Committee³ found that net expenditure on planning & development and housing services has more than halved and net spending on highways & transport and cultural & leisure services is down more than 40%. Increasing demand for adult social care means that this trend is set to continue unless local government is provided with additional central government funding or the power to raise more revenues locally.
4. In addition to the funding cuts, service costs and demographic pressures continue to build. In a report commissioned by the County Council Network⁴, PwC predicts a cumulative £51.8 billion black hole for council funding from 2019/20 to 2024/25.
5. As council funding becomes more dependent on Council Tax and Retained Business Rates this creates additional problems as income from these sources is not expected to keep pace with rising demand for services.
6. Prior to the General Election in June 2017, the Government consulted on changes to the local government finance system (including a review of the formula used) to pave the way for the implementation of 100% business rate retention from 2020/21. As part of this process, Revenue Support Grant (RSG) will be phased out. In the 2018/19 provisional Finance Settlement, the Government confirmed their aim to increase business rates retention to 75% for all local authorities in 2020/21 to help meet the commitment to give local authorities more control over the money they raise locally. This will be through incorporating existing grants into business rate retention including RSG and the Public Health Grant.

¹ English council funding: what's happened and what's next?, 29/05/19, Institute for Fiscal Studies

² <https://www.nao.org.uk/other/financial-sustainability-of-local-authorities-2018-visualisation/#>

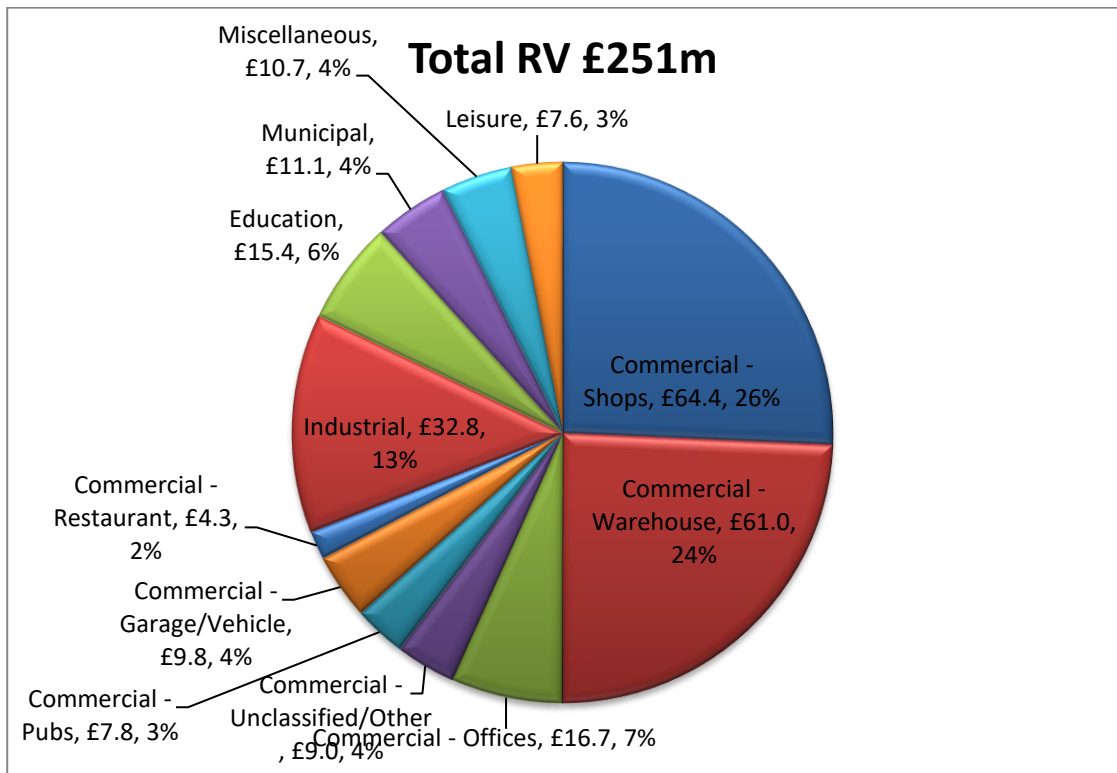
³ Local government finance and the 2019 Spending Review, 22/07/19, Housing, Communities and Local Government Committee

⁴ Independent review of local government spending need and funding, May 2019, PwC

7. In the 2018/19 provisional Finance Settlement, the Government launched a consultation on a Review of Local Authorities Relative Needs and Resources – the Fair Funding Review – which changes the way funding is allocated for 2020/21 onwards. The intention was for a further consultation over the summer of 2019 with implementation in 2020/21. It is now assumed that there will be no significant changes to the way government funding is provided within the period covered by the MTFS. In general, government funding is assumed to increase in line with inflation.

BASELINE FUNDING AND BUSINESS RATES GRANTS

8. The Business Rates Retention scheme, whereby 50% of local business rates income is retained locally, (the Council retains 49% and passes on 1% to the South Yorkshire Fire & Rescue Authority) and 50% is passed to Government, has been in operation since 2013/14.
9. The final local government finance settlement for 2013/14 set the baseline funding levels for the local retention of business rates model. The difference between each council's individual business rate baseline and their calculated baseline funding level results in either a top up or a tariff that is paid from/to councils from central government. The Council will receive top-up grant of £35.553m for 2021/22.
10. The baseline funding level has not been reset since the scheme came into operation. Central Government has previously announced that there will be a full reset of business rates in 2021/22. This means that any "growth" within the current business rates system up to 2020/21 will be transferred into baseline need and effectively lost to the Spending Review 2020 / Fair Funding Review. Although it is difficult to estimate what the impact will be at this stage, the Council had a favourably low baseline in 2013 and could potentially have seen a large drop in Top-Up grant when the reset takes effect. The assumption was that the Council would have lost £7.0m in Top-Up grant and a further £8.1m in related business rates grants but will gain £4.8m out of an overall redistribution of business rates after the reset. The reset is now not expected to take place during the period covered by the MTFS.
11. Full revaluations are carried out every three years and the last revaluation took place on 1st April 2017. The next revaluation therefore, was scheduled for 2020/21, however this has now been delayed until 2021/22.
12. For information, the breakdown of total rateable value of Business Rates by category, as at the end of December 2019, is shown in the chart below: -



THE COLLECTION FUND

13. All Council Tax receipts and Business Rates receipts are paid into and separately accounted for in the Collection Fund. Any surplus or deficit must be shared amongst the preceptors and utilised in budget setting in the following financial year. For Council Tax the preceptors are the Council, South Yorkshire Police Authority and South Yorkshire Fire & Rescue Authority. For Business Rates the preceptors are the Council, Central Government and South Yorkshire Fire & Rescue Authority.

Business Rates

14. The MTFs includes an increase of 2.0% per annum in the multiplier for 2021/22 and subsequent years, which is built into the Retained Business Rates and Top Up grant lines. The multiplier is based on the Consumer Price Index (CPI) for September. Normally the MTFs assumes Business Rates grow each year but the impact of Covid-19 is expected to reduce Business Rates payable by 6.1% in 2021/22 with zero growth expected in subsequent years.
15. The net Retained Business Rates income is reduced for losses on collection and losses due to appeals of approximately 1.5% and 1.7% respectively.
16. Any changes announced by the Chancellor that affect Retained Business Rates are accompanied by a section 31 grant to compensate Councils for any loss of income – these are shown in the Specific Grants section.
17. All other changes to Retained Business Rates, including setting the loss on collection, loss on appeals and growth, are policy decisions but are detailed in the MTFs rather than in the budget savings at Appendices D and E.
18. The overall reduction in Retained Business Rates income of £21.8m is due to no longer receiving a share of the surplus of £1.5m, recovering the 2020/21 deficit of £18.3m (largely recovered using £17.3m of section 31 grants), and negative growth of £2.9m offset by the increase to the multiplier of £0.9m.

Council Tax

19. A breakdown of the 2021/22 Council Tax income and assumptions are provided below: -

Council Tax (Band D)	£1,433.32
Band D Equivalent Properties	81,188
Council Tax Income	£116.369m
Collection Fund (Council Tax) Deficit	£1.482m
Total Council Tax Income	£114.887m

20. The assumed collection rate for Council Tax in 2021/22 is 97%. This is a reduction from 98.6% that was assumed for 2020/21.
21. The overall reduction in Council Tax income of £4.3m is due to increased Local Council Tax Support (LCTS) costs £3.2m, the reduced collection rate £1.8m, recovering the 2020/21 deficit £2.4m (assumed that recovery is spread over 3 years) offset by growth of £0.9m and a 1.99% increase of £2.2m. The MTFS does not assume the social care precept is received in 2021/22 or subsequent years.
22. All changes to Council Tax, including setting the collection rate, are policy decisions but are detailed in the MTFS rather than in the budget savings at Appendix E.

IMPROVED BETTER CARE FUND

23. Improved Better Care Fund (iBCF) 2015 settlement – the Government provided £1.5 billion additional funding for local authorities to spend on adult social care by 2019/20. Funding for 2020/21 is £12.185m and it is assumed that this will stay at the same level in 2021/22 and increase by 2% in subsequent years.
24. Improved Better Care Fund (iBCF) 2017 settlement – The additional iBCF funding was allocated through a separate grant to local government, using a methodology that provides greater funding to those authorities that benefit less from the additional council tax flexibility for social care. Funding for 2020/21 is £2.136m and it is assumed that this will stay at the same level in 2021/22 and increase by 2% in subsequent years.
25. In response to the growing concerns of local government about the escalating costs of providing both Adult and Children's social care, the government announced one-off grants for 2018/19 and 2019/20 for Winter Pressures Funding for 2020/21 is £1.510m and it is assumed that this will stay at the same level in 2021/22 and increase by 2% in subsequent years. This funding now forms part of iBCF.
26. A specific Section 75 pooled budget will be completed once final funding allocations have been confirmed. The iBCF (2015 settlement and 2017 settlement) is being spent on the costs of increased demand and inflationary pressures.

NEW HOMES BONUS

27. New Homes Bonus (NHB) is a grant based on the amount of extra Council Tax revenue raised for new-build homes, conversions and long-term empty homes brought back into use. There is also an extra payment for providing affordable homes. NHB is funded by reducing the baseline funding available for Councils and consequently the Council is worse off because the amount deducted is significantly more than the grant received. From 2011/12 to 2020/21, the

difference between the grant received and the reduction to baseline for Doncaster Council was a net loss of £30.9m.

- a. The NHB for the Council is assumed to be £2.073m for 2021/22, which is a £2.013m reduction from 2020/21. The reduction is due to the end of new NHB allocations and the phasing out of legacy payments from prior years.

	2020/21	2021/22	2022/23	2023/24
	£m	£m	£m	£m
2017/18 allocation	0.824			
2018/19 allocation	1.014	1.014		
2019/20 allocation	1.059	1.059	1.059	
2020/21 allocation	1.190			
2021/22 forecast allocation		-		
2022/23 forecast allocation			-	
Total NHB Funding	4.086	2.073	1.059	-

- b. The net grant loss is significant at £30.938m. The position is reasonably comparable with other Metropolitan Districts who also fare badly from the redistribution of grant funding, due to the relatively high levels of grant funding received and high levels of deprivation. The DCLG led evaluation of the NHB published in December 2014 concluded that the most negative impacts of the NHB were seen in authorities in the north of England and Yorkshire and the Humber. The NHB is therefore being utilised to assist with the loss in grant. Housing growth is being progressed utilising alternative funding streams. The updated grant figures are set out in the table below: -

Year	Housing Growth £m	Reimbursement Grant £m	Total Grant Receipt £m	Grant Reduction £m	Net Grant Loss £m
2011/12	0.403	0.000	0.403	1.412	1.009
2012/13	0.928	0.000	0.928	3.054	2.126
2013/14	1.314	0.565	1.879	5.312	3.433
2014/15	2.430	0.228	2.658	6.729	4.071
2015/16	3.479	0.224	3.703	8.500	4.798
2016/17	5.051	0.160	5.211	10.518	5.307
2017/18	4.946	0.173	5.119	8.868	3.749
2018/19	4.458	0.000	4.458	6.708	2.250
2019/20	4.468	0.000	4.468	6.375	1.906
2020/21	4.086	0.000	4.086	6.375	2.289
Total	31.563	1.350	32.913	63.851	30.938

ADULT SOCIAL CARE GRANTS

28. The Winter Pressures grant is rolled into the iBCF from 2020/21.
29. The one-off grants for 2018/19 and 2019/20 for Social Care Support continued at the same level of £2.579m in 2020/21. In the Spending Round on 4th September 2019, a new one-off increase in the Social Care Support grant was announced as part of a £1.5bn package for social care. The additional one-off grant for 2020/21 for Doncaster is £6.983m and it is now assumed that this will stay at the same level in 2021/22 and increase by 2% in subsequent years.

PUBLIC HEALTH

30. The Health and Social Care Act 2012 provided the statutory basis for Local Authorities to assume their new Public Health responsibilities from 2013/14. From this date, the majority of Public Health functions transferred to the Council although some specialist elements of Public Health such as children's services 0-5, cancer screening etc. were retained by the NHS. Children's Public Health commissioning responsibilities for 0-5 year olds transferred from NHS England to Local Authorities on 1st October 2015 and this joins up that already done by Local Authorities for children & young people 5-19.
31. It was previously assumed that the ring-fence on Public Health spending will be removed from 2021/22 as part of the move towards 75% business rates retention. It is now assumed that the ring-fence stays in place across the period covered by the MTFs. A 2% increase in funding is assumed each year (£0.488m in 2021/22); it is worth noting that this does not meet expected cost increases e.g. estimated pay award and therefore represents a real-term reduction.

OTHER SPECIFIC GRANTS

32. The Council receives a number of specific grants which are non-ring fenced and can be redirected to other areas of service provision as required. It also receives some specific grants that are ring-fenced and can only be used for the specific purpose set out in the grant conditions. The largest grants such as Public Health and iBCF are shown separately in the MTFs. Further details of the main specific grants (ring-fenced and non ring-fenced) are provided below. The following table details the amounts for 2020/21 and the assumptions for 2021/22 - 2023/24: -

Grant	Issued By	2020/21 £m	2021/22 £m	2022/23 £m	2023/24 £m
S31 Business Rates Grants					
Local Discretionary Relief	MHCLG	-0.006			
Public House Relief	MHCLG	0.562	0.562	0.562	0.562
Retail Relief	MHCLG	-19.363			
Rural Rate Relief Compensation	MHCLG	-0.002	-0.002	-0.002	-0.002
Small Business Rate Relief Refund	MHCLG	-3.715	-3.713	-3.713	-3.713
Small Business Rate Relief: "first" property	MHCLG	-0.034	-0.034	-0.034	-0.034
Small Business Rate Relief Thresholds Extension	MHCLG	-0.202	-0.206	-0.206	-0.206
Supporting Small Business Relief	MHCLG	-0.022	-0.022	-0.022	-0.022
Non Ring-fenced					
Extended Rights to Free Transport	DfE	-0.145	-0.145	-0.145	-0.145
Local Reform & Community Voices	DH	-0.206	-0.206	-0.206	-0.206
War Pension Disregard	DH	-0.140	-0.140	-0.140	-0.140
Local Authority Data Sharing	DWP	-0.010	-0.010	-0.010	-0.010
New Burdens Grant	DWP	-0.133	-0.133	-0.133	-0.133
Universal Credit	DWP	-0.036	-0.036	-0.036	-0.036
Verify Earnings and Pensions	DWP	-0.034	-0.034	-0.034	-0.034
Flexible Homelessness Support Grant	MHCLG	-0.308			
Homelessness Reduction Grant	MHCLG	-0.089			
Troubled Families Grant	MHCLG	-0.919			

Grant	Issued By	2020/21 £m	2021/22 £m	2022/23 £m	2023/24 £m
Ring-fenced					
NPO Grant	Arts C	-0.100	-0.100	-0.100	-0.100
Dedicated Schools Grant (DSG) - Central Element (Includes Early Years)	DfE	-31.802	-31.802	-31.802	-31.802
Music Services Grant	DfE	-0.441	-0.441	-0.441	-0.441
Opp Area Social Mob Grant	DfE	-2.000			
Personal Adviser duty Implementation Grant	DfE	-0.037	-0.037	-0.037	-0.037
Pupil Premium Grant (Children in Care Element)	DfE	-0.961	-0.961	-0.961	-0.961
School Improvement & Brokerage Grant	DfE	-0.151	-0.151	-0.151	-0.151
Staying Put Implementation Grant	DfE	-0.149	-0.149	-0.149	-0.149
Bus Service Operator's Grant - Local Authority Bus Subsidy Ring-Fenced (Revenue) Grant	DfT	-0.020	-0.020	-0.020	-0.020
Sustainable Transport Access Fund	DfT	-0.423			
Care Act Grant (Social Care in Prisons)	DH	-0.343	-0.343	-0.343	-0.343
Discretionary Housing Payments (DHPs)	DWP	-0.904	-0.904	-0.904	-0.904
Housing Benefit Subsidy Admin Grant	DWP	-0.951	-0.951	-0.951	-0.951
Independent Living Fund	DWP	-0.660	-0.660	-0.660	-0.660
Council Tax Support Admin Subsidy	MHCLG	-0.390	-0.390	-0.390	-0.390
MHCLG - Launchpad / Technical Assistance	MHCLG	-0.079	-0.079	-0.079	-0.079
The Private Finance Initiative (PFI) (Schools - fixed for the 25 years duration of PFI scheme)	MHCLG	-3.478	-3.478	-3.478	-3.478
Rough Sleeper Initiative	MHCLG	-0.462	-0.462	-0.462	-0.462
Waste Infrastructure Grant	DEFRA	-2.385	-2.385	-2.385	-2.385
Asylum Seekers (Unaccompanied Asylum Seeking Children)	HO	-0.232	-0.232	-0.232	-0.232
Syrian Resettlement Programme Grant	HO	-0.119	-0.119	-0.119	-0.119
Adult and Community Learning from Skills Funding Agency	BIS	-0.647	-0.647	-0.647	-0.647
Higher Education Funding Council for England (HEFCE) Payments	BIS	-0.179	-0.179	-0.179	-0.179
ERDF & ESIF – Launchpad	EC	-0.105	-0.105	-0.105	-0.105
ERDF & ESIF - Technical Assistance	EC	-0.044	-0.044	-0.044	-0.044
Heritage Lottery Fund	HLF	-0.108	-0.108	-0.108	-0.108
Initial Teacher Training (ITT)	NCTL	-0.286	-0.286	-0.286	-0.286
Sport England Grant	SE	-0.170	-0.170	-0.170	-0.170
Student Loans Company	SLC	-0.161	-0.161	-0.161	-0.161
Youth Justice Board	YJB	-0.599	-0.599	-0.599	-0.599
Specific Grants (Excl PH & HB Grants)		-50.406	-46.667	-46.667	-46.667

33. Subsequent grant announcements may result in additional cuts to specific grants over and above those previously identified; where this is the case it is assumed that the activities will cease and the Council will no longer incur expenditure in these areas, i.e. there will be exit strategies for all grant reductions. Exit strategies are required for the following grant reductions and therefore these are not included in the budget gap, further details are provided in the table below: -

Grant Exit Strategy	Issued By	2020/21 £m	2021/22 £m	2022/23 £m	2023/24 £m
One-off					
Verify Earnings and Pensions	DWP	-0.018			
Brexit Preparation Grant	MHCLG	-0.210			
Flexible Homelessness Support Grant	MHCLG		-0.308		
Opp Area Social Mob Grant	DfE		-2.000		
Migration Fund	MHCLG	-0.312			
ERDF & ESIF - SCR Growth Hub	EC	-0.015			
Improved Better Care Fund (iBCF) (March 2017 announcement)	MHCLG	-2.136			
On-going					
Homelessness Reduction Grant	MHCLG		-0.089		
Troubled Families Grant	MHCLG		-0.919		
Additional recurrent Children's Services Trust Costs	DfE	-0.191			
School Improvement & Brokerage Grant	DfE	-0.028			
Sustainable Transport Access Fund	DfT		-0.423		
Independent Living Fund	DWP	-0.022			
Adult and Community Learning from Skills Funding Agency	BIS	-0.030			
Apprenticeship Levy	BIS	-0.048			
Total Exit Strategies		-3.010	-3.739	0.000	0.000

34. Further information on other significant specific grants is provided below: -

- a. Dedicated Schools Grant (DSG) funds the schools budget (funding for schools and services that are provided centrally to pupils, early years and high needs budgets).
- b. PFI Schools - the Council entered into a PFI agreement with Government to rebuild Mexborough and Thomas Wharton Secondary Schools. The rebuilds were completed during 2008/09 and the Government will pay an annual grant of £3.478m for 25 years towards costs incurred, the final payment will be made in 2033/34.

OTHER INCOME

35. Other income includes Continuing Health Care Contributions and Section 256 and Section 75 Agreements with the NHS (CCG), income from Other Local Authorities as well as income from charges made to Schools (including Academies), Housing Revenue Account, St Leger Homes and Children's Services Trust.
36. A significant Section 75 agreement is the Better Care Fund (BCF); this is where the Council has entered into a pooled budget arrangement with Doncaster Clinical Commissioning Group (CCG) for the provision of integrated health and social care services for people in the Doncaster area. The Council and the CCG have an annual agreement in place for funding these services, with partners contributing funds to the agreed budget in line with funding allocations, taking responsibility for its own deficit or surplus.
37. The following table sets out the Other Income for 2020/21. This is the 2021/22 baseline starting position: -

Other Income	2021/22 £m
External Recharge Income – includes charges to Schools including Academies (including for the Schools PFI), to the Capital Programme, to the Housing Revenue Account, to St Leger Homes and to the Children’s Services Trust	-27.636
NHS Contributions – includes income from Continuing Health Care Contributions and Section 256 and Section 75 Agreements with NHS (Better Care Fund & Pooled Budgets)	-15.700
Trading Services Income – includes fleet transport and public buildings maintenance, Street Scene and Highways operations and Commercial services.	-15.530
Contributions from Other Public Bodies – includes contributions from Rotherham MBC in respect of Waste PFI credits and the Coroners Service, contributions from the Home Office for Prison Libraries, from the Police & Crime Commissioner for Community Safety and recoupment from Other Local Authorities where their children are placed in Doncaster Council maintained schools	-2.071
Contributions Towards Expenditure – includes service charges and various cost recovery charges including recovery of Court costs by Local Taxation Services	-3.369
Investment Interest	-1.489
Developer Contributions – S106 & S38 agreements	-0.290
Other Contributions – includes external income from alarm monitoring for housing associations and from energy companies in relation to feed in tariffs for solar panels	-0.657
Other Income	-66.562

ADULT SOCIAL CARE LADDER

38. The Adult Social Care Ladder incorporates cost and demand projections, including current projected activity levels for 2021/22 and future growth assumptions, across the period as part of the overall MTFS.

STAFFING

Pay

39. Funding has been set aside in accordance with the latest assumptions on a national pay award of 2.75% for 2021/22 and subsequent years. The assumptions also include increments being paid every other year; the next increments are due in April 2021 for all staff except DCST staff who will continue to receive increments annually.

Pension

40. The actuarial valuation used for the period 2017/18 – 2019/20 showed the Council’s Pension Fund deficit as £160m. The Pension deficit payment is based on the key membership analysis and recovering the £160m deficit over the next 18 years from 2018/19. The deficit figures include allowance for short-term pay growth of 1.25% per annum for 4 years up to 2019/20.
41. The provisional actuarial valuation for the period 2020/21 – 2020/23 shows that the Council’s Pension Fund is no longer in deficit and has moved into a small surplus therefore the MTFS assumes that the pension deficit budget can be reduced from 2020/21.

A summary of the pay inflation provided in the MTFS is detailed below: -

Staffing	2020/21 £m	2021/22 £m	2022/23 £m	2023/24 £m
Pay Inflation – based on the assumptions of 2.75% each year	2.853	2.705	2.756	2.756
Increments	0.261	1.426	0.261	1.426
Employers Pension Contribution				
Future Service Rate Contribution Rate (to 17.0% in 2020/21)	1.015			
Employers Pension deficit saving phased	0.300			
Reduce Pension deficit budget for estimated position with protection	-8.595			
Total	-4.166	4.131	3.017	4.182

PRICE CHANGES

42. A proportion of Council expenditure is tied up in contracts, which have inflation increase assumptions built into the terms and conditions, e.g. Adult Social Care, Doncaster Children's Services Trust, Highways and Waste Contracts. The financial strategy assumes that these cost increases will need to be built into future projections in full. There are also a small number of areas of general expenditure on services and goods, where a general inflation factor has been estimated, based upon what is known of the market pressures and various indicators of inflation such as RPI projections, for example repairs and maintenance of buildings.
43. Dependent on the contract, inflationary increases are generally based on either the Consumer Price Index (CPI), Retail Price Index (RPI) or Retail Price Index excluding mortgage interest payments (RPIX).
44. The cost of price inflation for 2020/21 was £4.6m. It is assumed that £2.9m will be needed in 2021/22 for Adult Social Care contracts and a further £1.7m needed for other inflation. A summary of the inflation to be provided in 2021/22 is provided below. No inflation is applied for expenditure areas not mentioned below: -

Category	£m
Adults Contracts (Various %)	2.928
Other Inflation	
Apprenticeship Levy (3%)	0.013
Building Repairs & Maintenance (Various %)	0.042
Business Rates (1.7%)	0.036
Coroners (Various %)	0.017
CYPS Placements (Various %)	0.049
Elections (19.27%)	0.021
Electricity (7.6%)	0.081
Electricity (Street Lighting) (7.6%)	0.108
FM Catering Provisions (5%)	0.008
Gas (2.1%)	0.007
Grounds Maintenance (2%)	0.019
Highways Contracts (2.3%)	0.114
ICT Contracts (Various %)	0.010
Insurance (Various %)	0.073
Landfill Tax (2.97%)	0.010
LIFT Contracts (2.4%)	0.021
Markets (1.7%)	-0.001
Members Allowances (2.75%)	0.028
Other Authorities (Various %)	0.006
Other Energy Costs (Various %)	0.001
Pension / Retirement Costs (1.7%)	0.090
Racecourse Joint Venture (1.8%)	-0.003
Rents (Various %)	0.001
Rotherham Payroll Contract (1.8%)	0.023
SLHD Management Fee (Various %)	0.059
Transport (Various %)	0.008
Waste Collection Contracts (Various %)	0.126
Waste Disposal Contracts (2.4%)	0.176
Waste Management Contracts (2.4%)	0.048
Water (3.1%)	0.006
DCST Inflation	0.336
Insurance Premium Tax	0.010
MRP Inflation	0.129
Subtotal Other Inflation	1.672
Total Price Inflation	4.600

BUDGET PRESSURES

45. The service pressures are estimated at £8.074m for 2021/22, £-1.610m in 2022/23 and £-0.702m for 2023/23; these are detailed at Appendices B and C. All service pressures are robustly challenged to ensure that they are absolutely necessary for on-going delivery of Council services. The MTFS also provides £0.1m for levy increases.

Appendix B

Budget Pressures approved in 2020/21 budget

Proposal	Director	Service / Pressure Proposal	Proposal Narrative (including potential impact on service outcomes and any mitigating actions)	Total	-£2.094m	£1.793m	£0.000m	-£0.301m
				2021/22	2022/23	2023/24	2021/22 - 2023/24 Total	
				£'m	£'m	£'m	£'m	
2020/21 Pressure	AH&Wb	Adult Social Care	Demographic changes are expected to increase demand for services and therefore costs. The estimates will be subject to further review prior to 2021/22.	0.120	0.120			0.240
2020/21 Pressure	CR	Schools Catering	Budget required to address the current reduction in income plus the impact of 4 fewer trading days in the 20/21 financial year. Estimate based on period 3 meal number assumptions (lost income less food costs). Trading days will increase again in 21/22.	-0.116				-0.116
2020/21 Pressure	CW	Services	Assume there will be services pressures of £2m in 2021/22 and £2m in 2022/23. There is a risk that this provision is insufficient and there are greater pressures facing the Council in these years.	2.000	2.000			4.000
2020/21 Pressure	CW	Revenue Contribution to Capital Schemes	One-off pressures in 2020/21 and 2021/22: Fund the Adwick SEC, Integrated People Solution Phase 2 and Customer Journey capital schemes in full and the final year of the Integrated People Solution Phase 1 capital scheme through revenue. One-off pressures in 2020/21: Fund the Electric Pool Cars and Charging Infrastructure and Pool Car Relocation capital scheme through revenue. Fund the Council's contribution to the Transforming Cities Fund capital scheme through revenue. The contribution will be match funded with up to £45m of grant from central government. Fund the Future Placements Strategy (CiC) capital scheme through revenue.	-4.181	-0.327			-4.508
2020/21 Pressure	E&E	Strategic Housing	New Burdens grant has been received from the govt for three years and used to meet increased costs of Homelessness - this may no longer be available after 20/21.	0.083				0.083

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New Budget Pressures 2021/22

Proposal	Director	Service / Pressure Proposal	Proposal Narrative (including potential impact on service outcomes and any mitigating actions)	Total	MOST LIKELY				BEST CASE				WORST CASE			
					£10.168m	-£3.403m	-£0.702m	£6.063m	£7.013m	-£2.718m	-£0.572m	£3.723m	£13.003m	-£2.838m	-£2.597m	£7.568m
					2021/22	2022/23	2023/24	2021/22 - 2023/24 Total	2021/22	2022/23	2023/24	2021/22 - 2023/24 Total	2021/22	2022/23	2023/24	2021/22 - 2023/24 Total
				£'m	£'m	£'m	£'m	£'m	£'m	£'m	£'m	£'m	£'m	£'m		
2021/22 Pressure	AH&Wb	DCLT	Ongoing reductions in income due to restrictions on capacity etc. result in the need to provide additional support to ensure the borough still has leisure facilities and a cultural offer. The support should reduce over time as the recovery progresses. Current figures are best estimates and will be refined as DCLT's position becomes clearer. The best case assumes a lower level of support is needed and the worst case scenario assume the support is needed at 20/21 levels and recovery is slower.	3.000	-1.500	-1.500	0.000	2.500	-1.250	-0.125	1.125	3.440	-1.500	-1.500	0.440	
2021/22 Pressure	AH&Wb	Additional COVID costs faced by care providers	Contingency to help support Doncaster's social care providers and maintain essential service continuity in case Covid impact continues into future years	1.300	0.000	-1.300	0.000	0.650	0.000	-0.650	0.000	1.300	0.000	-1.300	0.000	
2021/22 Pressure	AH&Wb	Social care market pressures	Contingency to support discussions with care providers about evidenced cost pressures (not including Covid) that affect their ability to provide safe, good quality support to people to help them stay as independent and well as possible in their own homes	1.700	0.000	0.000	1.700	0.850	0.000	0.000	0.850	1.700	0.000	0.000	1.700	
2021/22 Pressure	CW	Capital programme	Provide funding to meet borrowing costs (repayment and interest) associated with the capital programme 2021/22 - 2023/24.	0.500	0.500	0.500	1.500	0.500	0.500	0.500	1.500	0.500	0.500	0.500	1.500	
2021/22 Pressure	CW	Services	An assumption for service pressure was included for 2020/21 budget setting of £2m in 2021/22 and a further £2m in 2022/23. It is felt that the 2021/22 figure can now be reduced to £0.5m, due to the identification of specific pressures. A further £2m has been added for 2023/24.	-1.500		2.000	0.500	-1.500			-1.500	-1.500			-1.500	
2021/22 Pressure	DCST	DCST	The Children's Trust have a number of cost pressures including increased Out of Authority placements and the potential impact of COVID-19 (which will impact on the costs and number of children placed in Out of Authority, in-house and independent foster carers, as well as the number of social workers required due to caseloads). Plans have been, or are being, drawn up to get back to a balanced budget position and deliver previously approved savings, including savings from the Future Placements Strategy. All scenarios include savings against agency costs, allowances, general efficiencies and estates and include additional efficiencies of £2m to deal with reduced external income. Within the three year budget period both the best case and most likely case achieve a balanced budget. The most likely scenario assumes all savings planned are achieved, including the Future Placements Strategy. The initial assumption of 5% increase in CiC numbers due to the impact of COVID-19 is still favoured by the Trust and appears to be a number used by other children's services. However, this is an assumption and in July there was a 67% increase in referrals – the size and timing of which was unexpected – therefore, under all scenarios, the Trust are cautious about what may happen between September to December 2020. The Trust believe that the majority of children referred as a consequence of COVID-19 will be stepped down; this is reflected in the figures by reducing the 5% to 2.5% during 2021/22, and 1.25% for 2022/23 and 2023/24. The best case assumes there is no increased CiC numbers due to the impact of Covid. The worst case assumes a 10% increase in CiC numbers due to the impact of COVID-19 and that this does not reduce.	2.845	-2.410	-0.295	0.140	2.216	-2.000	-0.190	0.026	4.412	-1.820	-0.190	2.402	
2021/22 Pressure	E&E	Homelessness - demand pressure	Costs associated with increased demand including 25 temporary accommodation units.	0.065			0.065	0.065			0.065	0.065			0.065	

Proposal	Director	Service / Pressure Proposal	Proposal Narrative (including potential impact on service outcomes and any mitigating actions)	2021/22	2022/23	2023/24	2021/22 - 2023/24 Total	2021/22	2022/23	2023/24	2021/22 - 2023/24 Total	2021/22	2022/23	2023/24	2021/22 - 2023/24 Total
				£'m	£'m	£'m	£'m	£'m	£'m	£'m	£'m	£'m	£'m	£'m	£'m
21/22 Pressure ongoing	E&E	Advance (Employment Support)	Advance is currently funded using the Council's Service Transformation Fund until the 31 March 2021. There are no other employment delivery posts within Business Doncaster to enable a coordinated response to employment support should this function cease. The need for this delivery is made even more essential by the impact of COVID-19 on the local economy; unemployment has doubled since February and with 41,000 people in Doncaster currently furloughed the risk of rising unemployment is high. This team leads the Jobs and Skills Recovery Plan and coordinates the Doncaster Advancement service (enterprise jobs and skills single access gateway and Triage service) which is currently under development as our coordinated, cross council, all age employment support service. The costs of the team could also be used as match funding for up to £880k ESF grant for Doncaster as part of the SCR Advance project (over 3 years) which has recently been supported at ESIF committee. Best case and worst case scenarios have not been developed as salary and running costs that are unlikely to change.	0.150			0.150	0.150			0.150	0.150			0.150
2022/23 Pressure into 23/24 to 30.06.23	E&E	Launchpad New Business Start up match funding	Match funding is needed to enable the draw down of £139k of ERDF grant via the Launchpad project. This gap / pressure arises in the newly approved extension of Launchpad providing an additional 15 months new business start-up activity for Doncaster from 1 April 2022 - 30 June 2023. The programme can now also support micro businesses regardless how long they have been trading. The Launchpad programme is, now more than ever, a priority for Doncaster in its recovery journey from the impact of COVID-19 on the local economy. It will ensure there is support for people moving into self-employment / new business start-up, resulting in people being economically active and establishing new businesses that will provide jobs for the future. Without the Launchpad project there would be no dedicated business start-up support in Doncaster. The period beyond the Launchpad project will also be considered with regards to how business start-up support can be funded and delivered for the benefit of the people of Doncaster, should a funding scheme not be available to replace the European programme. Best case and worst case scenarios have not been developed as salary and running costs that are unlikely to change.		0.107	-0.107	0.000		0.107	-0.107	0.000		0.107	-0.107	0.000
2021/22 Pressure	E&E	Street Scene	The additional funding will make up for a mixture of external income loss £50k (the Tree Team works for example) and additional PPE equipment and COVID-19 related precautions for staff £50k. The position will continue to be monitored - it is possible that the situation continues beyond 21/22. The best and worst cases are simply 25% decrease and increase on the estimate until more information is available	0.100	-0.100		0.000	0.075	-0.075		0.000	0.125	-0.125		0.000
2021/22 Pressure	E&E	Enforcement	Estimated on-going income loss from enforcement and fines resulting from changing behaviour in relation to public accessing town centres. Initial estimate entered based on 2020/21 month three monitoring position for car parks and enforcement (including Kingdom contract). The position will continue to be reviewed. The best and worst cases are simply 25% decrease and increase on the estimate until more information is available	0.284			0.284	0.171			0.171	0.398			0.398
2021/22 Pressure	E&E	Trade Waste	Estimated on-ongoing income loss resulting from a 29% reduction in the number of businesses using the service. The position will continue to be reviewed. The best and worst cases assume 20% and 40% reductions in the number of businesses.	0.210			0.210	0.145			0.145	0.289			0.289
2021/22 Pressure	E&E	Waste	Increase to waste contract due mainly to increased residential collections and need to operate six additional vehicles and crews (two each for Green, Residential and Recycling) at £180k per vehicle/crew per annum reducing to three additional vehicles and crews, plus the associated additional cost of waste disposal due to increase in tonnages experienced so far. Tonnages continue to be monitored. The best case scenario assumes tonnages reduce sooner and fewer additional crews are needed. The worst case scenario assumes the six additional crews and vehicles are needed throughout 2021/22.	0.830			0.830	0.690			0.690	1.105			1.105

Proposal	Director	Service / Pressure Proposal	Proposal Narrative (including potential impact on service outcomes and any mitigating actions)	2021/22	2022/23	2023/24	2021/22 - 2023/24 Total	2021/22	2022/23	2023/24	2021/22 - 2023/24 Total	2021/22	2022/23	2023/24	2021/22 - 2023/24 Total
				£'m	£'m	£'m	£'m	£'m	£'m	£'m	£'m	£'m	£'m	£'m	£'m
2021/22 Pressure	LO-CYP	SEN Transport - Demand pressure	<p>Pressure of £684k based on modelling of existing routes as at September 2020 including Bader and current expected growth in demand for SEN placements and associated transport requirements.</p> <p>-Most Likely case assumes anticipated costs will be offset by 10 pupils currently on role at out of area (OOA) schools opt to return to Bader by September 2021 but we can only reduce 5 taxis due to pupils sharing.</p> <p>-Best case assumes 10 OOA pupils return to Bader by September 2021 and we can reduce all 10 taxis along with savings on 10 other non-OOA routes.</p> <p>-Worst case assumes that 10 OOA pupils return to Bader by September 2021 but we cannot reduce taxis due to sharing taxis with other OOA children and we cannot consolidate, additional growth of 10 OOA and 10 non-OOA transport runs.</p> <p>(Note: SEN placements pressure is contained & managed within the Dedicated School Grant. Transport savings identified in 2020/21 budget still anticipated to be achieved).</p>	0.684	0.000	0.000	0.684	0.501	0.000	0.000	0.501	1.019	0.000	0.000	1.019

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Budget Savings approved in 2020/21 budget

Appendix D

				Total	-£5.244m	-£3.687m	-£6.617m
Director	Service	Saving Proposal	Saving Option	2021/22	2022/23	2021/22 - 2023/24 Total	
				£'m	£'m	£'m	
AH&Wb	Social Care Fees & Charges	Social Care Fees and Charges	Fairer and more consistent Social Care Fees & Charges: The Council's approach under the national Fairer Charging framework needs to be updated so it is both clearer and more consistent, while continuing to protect those in greatest need.	-0.520	-0.520	-1.040	
AH&Wb	Communities	Residential short breaks	To improve the effectiveness and value for money of residential short breaks for adults with care needs: The Council runs two residential units which provide 18 short-break places in total at any one time. However they are only 68% occupied, and the Council also funds other ways that local people can access this sort of support. Work will be undertaken to determine the causes of under-occupancy in these units. If occupancy cannot be sustainably increased (helping a larger number of family carers to support loved ones for longer) then a reduction in the number of available places in these units should be explored (ensuring the Council can maintain its investment in more popular sources of residential short breaks)	-0.150		-0.150	
AH&Wb	Communities	Optimising residential and supported living places.	To improve the effectiveness and value for money of residential and supported living provision for adults with complex disabilities The Council runs one residential home and one supported living scheme which support adults with complex disabilities. This is in addition to services run by other providers in Doncaster. There are opportunities to ensure the Council's provision supports those with the highest needs, helping them stay close to friends and family in Doncaster and also enabling them to increase their independence and control.	-0.113		-0.113	
AH&Wb	Commissioning	Homelessness and Substance Misuse Service	Increase efficiency following re-tender of the Homelessness and Substance misuse service Opportunities have been identified to reduce management costs and increase Housing Benefit income to current services. These changes will not affect the support given to the vulnerable adults and families who use the service.	-0.062		-0.062	

Director	Service	Saving Proposal	Saving Option	2021/22	2022/23	2021/22 - 2023/24 Total
				£'m	£'m	£'m
CR	Finance	Revenues and Benefits Structure	Changes arising from introduction of Universal Credit; The savings are based on the continued reduction in Housing Benefit claims and change events from new claimants migrating to Universal Credit allowing service delivery that reflects the changing environment. This will also significantly reduce the number of Housing Benefit overpayments raised and associated recovery work. Existing Housing Benefit claimants are also expected to be moved over to Universal Credit starting from 2020 through to 2023. The 21/22 proposals also include the impact of further system development and other digital improvements	-0.113	-0.051	-0.164
CR	Finance	Structure Changes within Financial Development and Business Support	Structure Changes; The savings will be delivered through the operation of a lean model, focusing on the following priorities:- 1. Essential services to an acceptable value for money level; 2. Value added services e.g. services delivering high return on investment. A proportion of the savings will be delayed to 2022/23, providing additional one-off improvement capacity including invest to save projects aimed at enabling savings elsewhere in the Council or improving internal processes to help reduce the risk of backlogs with the reduced staffing levels		-0.100	-0.100
CR	Finance	Financial Management Structure	Structure Changes; The savings for Financial Management will be released by creating a flexible workforce that can be deployed to areas of priority whilst continuing to deliver key specialisms and retaining valuable experience. The service delivery has been redefined to ensure that the skills and finance expertise is targeted where required and managers are provided with the necessary skills/information to carry out their duties i.e. providing the projections for low risk budgets	-0.035	-0.035	-0.070
CR	HR, Comms and Exec Office	HR&OD Structure	Structure Changes; Human Resources and Organisational Development service offer will be reviewed. Focus will be on providing a professional, highly knowledgeable service with staff who are multi-skilled and can transfer between disciplines as required. Functions will be assessed to ensure they deliver value for money whilst supporting achievement of outcomes for services	-0.030	-0.047	-0.077
CR	Strategy and Performance Unit (SPU)	SPU Structure	Structure Changes; Overall the service will be working differently as a team and this will deliver efficiencies. These efficiencies will be generated through a combination of increasingly focusing on the most important priorities for the organisation, automating the work being completed, this will be achieved through new software / technology will also allow the organisation to become more 'self-serve', and a more streamlined approach to the development and delivery of policy through for example the development of a policy toolkit. The aim is to streamline the amount of policy development work completed	-0.100		-0.100

Director	Service	Saving Proposal	Saving Option	2021/22	2022/23	2021/22 - 2023/24 Total
				£'m	£'m	£'m
CR	Legal and Democratic Services	Service Delivery Change	Structure Changes; Savings will be achieved through greater efficiencies, better use of technology and reassignment of work. As the Council shrinks in line with reducing budgets and adopts a revised operating model the need for some core legal services will reduce	-0.015	-0.110	-0.125
CR	Customers, Digital & ICT	Review of Mobile Phones and Data Connections	Review of Mobile Phones and Data Connections the aim to reduce this cost by 10% each year through to 2022/23	-0.038	-0.038	-0.076
CR	HR, Comms and Exec Office	Communications Structure	Structure Changes; Resizing and reprioritising the communications and engagement and support team activities	-0.038	-0.047	-0.085
CR	Customers, Digital & ICT	Technology Systems Reduced Cost	Reduced Supplier Costs; The Council in partnership with Doncaster Children's Services Trust is implementing a new Integrated People Technology Solution for the delivery of Adult and Children Social Care and Education Management. This will cost less in supplier costs each year compared to the current systems and the budget reduction will be achieved as each system is switched off	-0.053		-0.053
CR	HR, Comms and Exec Office	HR Shared Service	Potential savings through the effective operation of the Council's payroll provider contract	-0.020	-0.020	-0.040
CW	Council-wide	Metropolitan Debt Levy	Natural end to outstanding debt; Metropolitan Debt Levy - South Yorkshire County Council was abolished in 1986 and its four metropolitan boroughs (Doncaster, Barnsley, Rotherham and Sheffield) became unitary authorities. The SYCC debt was allocated out to the four Councils and will be paid in 2020/21	-2.400		-2.400
CW	Cross-cutting	General Efficiencies	General efficiencies	-0.236	-0.152	-0.388
CW	Council-wide	Savings from Capital Scheme Delivery	Income arising from commercial decisions and previously approved capital schemes	-0.324	-0.189	-0.513
CW	Senior Management	Senior Management Review	Reduction in senior management to reflect revised operating structure of the organisation and working with partners (Directors, Assistant Directors and Heads of Service)	-0.200	-0.200	-0.400
CW	Council-wide	Consolidation of Common Functions	Review options to consolidate common functions across Doncaster service delivery partners to join up services remove duplication and reduce overheads and deliver increased efficiencies	-0.050	-0.050	-0.100
CW	Council-wide	Increased dividend	Increased dividend from the Yorkshire Purchasing Organisation (YPO) from 2022/23 based on their latest business plan following YPO's purchase of Findel Education.		-0.150	-0.150

Director	Service	Saving Proposal	Saving Option	2021/22	2022/23	2021/22 - 2023/24 Total
				£'m	£'m	£'m
DCST	Social Care - Placements	Care Ladder	The Care Ladder savings included in the MTFs approved in 2019 totals £1.6m. The main factors affecting this net saving arise from a reduction in Children in Care from 530 to 500 as well as the joint DMBC / DCST Future Placements Strategy. The intended impact of the Strategy includes ensuring as many children and young people are placed within the borough as possible, as well as increasing the Trust's own foster carers and children's homes, producing better outcomes for Doncaster children, young people and families. The budgeted reduction in costs can be affected by a small change in Children in Care numbers and partnership activities.	-0.599	-0.328	-0.927
DCST	Dedicated Schools Grant (DSG)	DSG	Dedicated Schools Grant (DSG) High Needs Block - savings totalling £532k across financial years 2020/21 - 2022/23 from the Out of Authority (OOA) savings (Ref CT1) will not be general fund savings; these will be savings to the Dedicated Schools Grant (DSG) High Needs Block as they relate to the reduction in costs of Education packages for Looked After Children. This is a much needed saving as there are currently considerable budgetary pressures on the High Needs Block.	0.477	0.265	0.742
DCST	Corporate	Pension Deficit	DCST is required to fund its pension deficit over the next 3 years: 20/21 £0.135m, 21/22 £0.138m and 22/23 £0.142m.	0.003	0.004	0.007
E&E	Environment	Rewild Project	Rewild Project - This project will see grass verges throughout the Borough that are currently close mowed on a regular basis, supported by additional tree and bulb planting to enhance green assets borough wide to support biodiversity and climate change mitigation. These extra planting measures could access external funding to offer a sustainable, high value and robust environmental solutions. By making better use of these assets and natural resources will enable this saving to be achieved. Highway sight lines would not be impacted by this saving option.		-0.020	-0.020
LO-CYP	LO-CYP	Strategic Travel Assistance Review	Travel Assistance - Doncaster Council is currently undertaking a Travel Assistance Review. The review is focussed upon supporting Doncaster's children and young people to become independent travellers where this is possible. The council will consult with families about their travel assistance needs including: independent travel training, allowances to provide appropriate support and assistance for children and young people to education settings, whilst also ensuring that transport is available for those who most need it. The Travel Assistance Review will take into account the views of families to ensure these are encompassed in the future delivery model.	-0.114	-0.049	-0.163
PH	Public Health	Exit Expiring Contracts	Review the service offer that addresses the health and wellbeing needs of vulnerable groups as part of developing a more sustainable relationship with Voluntary, Community, Social Enterprise and Faith sector partners.		-0.050	-0.050