

CABINET

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

Date: Wednesday, 20 June 2012

Time: 10.30 a.m.

A G E N D A

1. To consider questions from Members of the Public.
2. To determine if the following matters are to be considered under the categories suggested in accordance with the Local Government Act 1972.
3. To determine any item which the Chairman is of the opinion should be considered as a matter of urgency.
4. Minutes of the previous meeting held on 23rd May , 2012 (copy supplied separately)
5. Health and Wellbeing Strategy (report herewith) (Pages 1 - 14)
 - Strategic Director of Neighbourhoods and Adult Services to report.
6. Public Health Functions of RMBC (report herewith) (Pages 15 - 24)
 - Director of Public Health to report.
7. Review of the Library and Information Service (report herewith) (Pages 25 - 81)
 - Strategic Director of Environment and Development Services to report.
8. Local Development Framework Spotlight Review (report herewith) (Pages 82 - 111)
 - Strategic Director of Resources to report.
9. Troubled Families Initiative (report herewith) (Pages 112 - 119)
 - Strategic Director of Children and Young People's Services to report.
10. Disadvantaged Areas (report herewith) (Pages 120 - 131)
 - Strategic Director of Neighbourhoods and Adult Services to report
11. Sheffield City Region Governance Review (report herewith) (Pages 132 - 134)
 - Strategic Director of Environment and Development Services to report
12. Exclusion of the Press and Public

Resolved:- That, under Section 100A(4) of the Local Government Act 1972, the press and public be excluded from the meeting for the following items of business on the grounds that they involve the likely disclosure of exempt information as defined in Paragraph 3 of Part 1 of Schedule 12A to the Local Government Act 1972 (as amended March 2006 – information relates to finance and business affairs).

13. Local Authority New Housing: Strategic Acquisitions (report herewith) (Pages 135 - 139)
 - Strategic Director of Neighbourhoods and Adult Services to report.

14. Rationalisation of the Property Portfolio: Land off Effingham Street, Rotherham (report herewith) (Pages 140 - 145)
 - Strategic Director of Resources to report

15. Rationalisation of Property Assets - Eastwood Depot, Chesterton Road, Eastwood, Rotherham (report herewith) (Pages 146 - 150)
 - Strategic Director of Resources to report

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| 1. | Meeting: | Cabinet |
| 2. | Date: | 20th June, 2012 |
| 3. | Title: | Joint Health and Wellbeing Strategy |
| 4. | Directorate: | Resources |

5. Summary

This report presents the draft Joint Health and Wellbeing Strategy for Rotherham. It describes an outline of the process which has taken place in developing the strategy and seeks approval from the Board, prior to the document going out to public consultation and being used for Clinical Commissioning Group authorisation.

6. Recommendations

- Consider the contents of the draft strategy
- Agree that this draft should be published for public consultation
- Refer this draft to the Health and Wellbeing Board

7. Background

Joint Health and Wellbeing Strategies (JHWS) take the important step from assessing local needs and assets, which have been published in the Joint Strategic Needs Assessment (JSNA), to collectively addressing the underlying determinants of health and wellbeing.

In the context of the Health and Social Care Act, Health and Wellbeing Boards (HWBBs) will be responsible for ensuring a number of key pieces of work are undertaken and monitored, including gathering data through the JSNA, to developing a local strategy and commissioning plans.

The strategy presented here is the Rotherham HWBBs response to this requirement set out in the Act.

8. Proposals and Details

The JHWS for Rotherham sets out the key priorities that the local HWBB will deliver over the next three years to improve the health and wellbeing of Rotherham people.

The strategy presents a shared commitment to reduce health inequalities locally. It will be used to guide all agencies in Rotherham in developing commissioning priorities and plans and in tackling the major public health and wellbeing challenges present in our communities.

The strategy will sit within a set of documents which demonstrate the journey from gathering data, to understanding whether we are achieving our goals, these include:

- Joint Strategic Needs Assessment: our intelligence
- Health and Wellbeing Strategy: our vision and how we will achieve this
- Commissioning plans: funding and leadership
- Performance management framework: evaluating success.

Following a refresh of the JSNA towards the end of 2011, a series of workshops and officer task group meetings have taken place to develop the local strategy.

Health and Wellbeing Officer Group

Following agreement at the HWBB meeting in February, an officer group was established to support the work programme for the Board, in particular the development of the JHWS. This group was made up of officers from RMBC commissioning, policy and performance, colleagues from public health (NHS Rotherham) and the Clinical Commissioning Group (CCG), and chaired by the lead strategic director for health and wellbeing.

The officer group have supported and overseen two stakeholder workshops and have met regularly since March to develop the strategy.

Stakeholder Workshop 1 – 26 March

The purpose of the workshop was:

- For partners to agree the findings of the JSNA and its impact upon each organisation
- For partners to discuss and agree a 'shortlist' of strategic priorities over the next three years for consideration by the Health and Wellbeing Board
- For partners to agree a list of five strategic outcomes for the HWB to consider and agree

HWBB members and partners were presented with the headlines from the JSNA along with the outcomes from the local health inequalities consultation. Using this information, five strategic themes were agreed as an outcome of this first workshop which would form the basis of the local strategy, they were as follows:

1. Prevention and early intervention
2. Expectations and aspirations
3. Dependence to independence
4. Healthy Lifestyles
5. Long-term conditions
6. Poverty

Using these themes, the officer group developed them into 'strategic outcomes' which presented a desired state for what Rotherham should look like in three years.

HWBB Workshop 2 – 11 April

The second workshop provided an opportunity for partners to agree the 'outcomes' and wording used and use these to consider appropriate actions which would be required over the next three years to bring about step changes to reduce health inequalities in Rotherham.

The agreed 'outcomes' and final step changes are presented in the strategy attached as appendix A.

8.1 The Rotherham Strategy

The strategy presents the high-level plan for the HWBB. The document provides a clear picture of what we intend to do in Rotherham, it includes:

- The problem – why we need a strategy
- What we want to achieve – our vision and strategic outcomes
- What we will do – tackle the big issues presented in the JSNA
- How we will do it – specific actions which will bring about step changes over three years and who will be responsible for doing this

A life stage framework has been agreed as the basis of the strategy, subsequent action and performance monitoring. The life stages include:

- Starting well (age 0-3)
- Developing well (age 4-24)
- Working and living well (age 25-54)
- Ageing well (age 65+)

The document demonstrates how these life stages map across the five agreed outcomes and this has been presented in a matrix showing the lead and supporting agency for each area.

It is the intention for there to be a more detailed document which sets the context for the strategy and provides more information in terms of linkages with other areas of work, if this is felt necessary. This information could sit within a dedicated 'health and wellbeing' webpage, which also presents the set of documents which the strategy is part of.

8.2 Next Steps

The Health and Wellbeing Board are being asked to consider and approve the strategy presented with this report.

Following approval, the strategy will be used to inform the authorisation process for the Rotherham Clinical Commissioning Group.

It will also be necessary to begin a public consultation process. It is intended that this is done through the council and other partner websites and through the Local Involvement Network, as a follow up to the consultation they undertook on the JSNA. The standard timescale for consultation is 12 weeks and the board are asked to agree how they wish to pursue this.

HWBB Work Programme

The work programme which was presented and agreed by the Board in January will require continued development and evaluation to ensure the board is on target to achieving its goals and in becoming an exemplar board. Developing this strategy is part of that programme.

It is proposed that the health and wellbeing officer group continues to support this programme of work, which will include the continued monitoring and review process of the strategy.

9. Finance

There are no direct financial implications in relation to the content of this report.

10. Risks and Uncertainties

Having a jointly agreed strategy in place is essential to guide the work of the HWBB and ensure the key priorities are delivered on.

To effectively inform commissioning plans of all agencies there needs to be 'buy-in' from everyone involved and each agency needs to see where they fit into the bigger picture.

11. Policy and Performance Agenda Implications

The details in this report directly relate to the development of a local health and wellbeing strategy, which will be a requirement of the HWBB to publish from April 2013, although earlier implementation will ensure we are appropriately placed to tackle health issues locally and the CCG can seek authorisation.

12. Background Papers and Consultation

Rotherham JSNA 2011

http://www.rotherham.gov.uk/info/10016/council_documents/2102/joint_strategic_needs_assessment_2011

Rotherham Draft Joint Health and Wellbeing Strategy 2012-15

13. Contacts

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Rotherham Borough

Joint Health and Wellbeing Strategy
2012 – 2015



Introduction

The Rotherham Health and Wellbeing Strategy sets out the key priorities that the local Health and Wellbeing Board will deliver over the next three years to improve the health and wellbeing of Rotherham people.

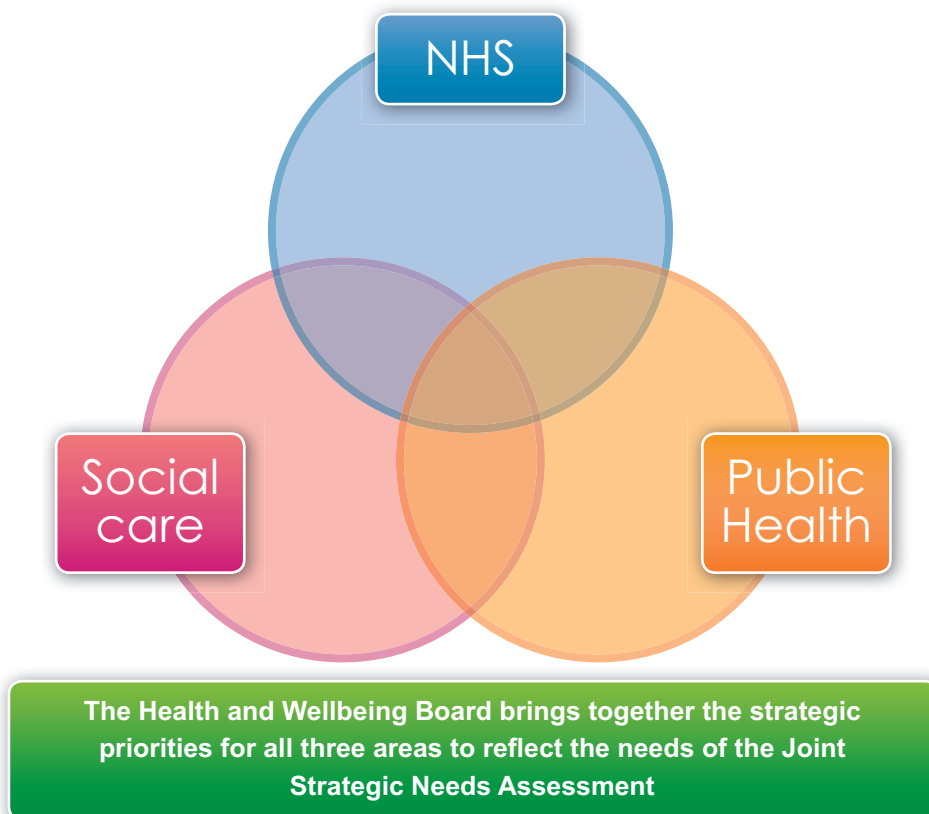
The document brings together the things that impact on people's health and wellbeing into a single, high-level framework. The strategy will be used to guide all agencies in Rotherham in developing commissioning priorities and plans in tackling the major public health and wellbeing challenges present in our communities. The document presents a shared commitment to ensure all Rotherham individuals and families are able to make positive choices to improve their physical, mental health and wellbeing, as well as helping to build strong communities. The strategy should also ensure that public services do everything we can to address the root causes of ill-health.

This strategy will sit within a set of documents which demonstrate the journey from gathering data, to understanding whether we are achieving our goals, these include:

- *Joint Strategic Needs Assessment: our intelligence*
- *Health and Wellbeing Strategy: our vision and how we will achieve this*
- *Commissioning plans: funding and leadership*
- *Performance management framework: evaluating success.*

Integrating Health and Social Care

There are obvious benefits from bringing together planning, funding, and delivery of health and social care. This is demonstrated through the publication of three frameworks of outcomes for the NHS, public health and adult social care. The diagram below shows how these frameworks overlap and how the Health and Wellbeing Board, and their joint priorities presented in this strategy, sit within the centre of this.





Why we need a strategy

Health Inequalities

Deprivation in Rotherham is higher than average and increasing. According to the Index of Multiple Deprivation in 2007, Rotherham ranked 68th most deprived district in England.

In 2010 we had moved to 53rd. Rotherham still ranks amongst the top 20% most deprived districts nationally. The biggest causes of deprivation in Rotherham remain Education and Skills, Health and Disability and Employment. Life expectancy is lower the England average, but there is also a large gap between the least and most deprived areas in the borough; 9.9 years for men and 5.9 for women. Health inequalities in Rotherham are generally worse than the England average and our statistical neighbours.

(source: Health Profile 2011, DH)

The Marmot Review of Health Inequalities *'Fair Society, Healthy Lives'* provides evidence that there is a bigger impact on the health for those living in deprivation. The review suggests that there needs to be a focus across different backgrounds as well as across the life course, with appropriate levels of help given to people from different backgrounds to reduce inequalities. It also presents the positive impact of employment for the health and wellbeing of working age people, particularly for an individual's mental health and wellbeing.

Life Course Framework

The Health and Wellbeing Board have agreed a life course framework, which has been adapted from the Marmot life course. The diagram below shows how the life course for this strategy links to the key points in people's lives:



Our Joint Strategic Needs Assessment

The Joint Strategic Needs Assessment (JSNA) takes a comprehensive look at the health and social care needs of Rotherham. We refreshed and published our JSNA at the end of 2011, using factual information and evidence to identify needs.

Our JSNA has told us that the main determinants of health inequalities include deprivation and worklessness, attainment and skills, low birth-weight, infant mortality and mental health, as well as lifestyle factors such as poor diet, obesity, smoking and alcohol use, teenage pregnancy and low levels of physical activity. It also highlighted the ongoing concerns relating to the increased demands due to the ageing population and caring responsibilities, as well Rotherham's population is becoming more diverse and this poses challenges for service delivery.



Health Inequalities Consultation

To ensure that we fully understand the needs and demands of our local population, we have undertaken a comprehensive consultation on health inequalities with local people. This identified five themes: increased cost of living, quality health services, having the skills for life, Rotherham communities' assets and the look and feel of Rotherham, with an overarching theme of the raising aspirations of Rotherham people and communities.

The most common issues raised included:

- *Families felt challenges in their daily lives led to difficulties in prioritisation and a lack of long-term planning.*
- *Many felt trapped in a cycle of poverty with little prospect of escape.*
- *People felt that young people had poor skills for life and work.*
- *A welfare culture of dependency had become the norm for some people, which was also reflected in rising concerns about welfare reform and expected reductions in benefit.*
- *Low aspirations and expectations were evident across all age groups.*
- *There was little common identity in Rotherham, mainly in the outer areas of the Borough.*
- *Black and Minority Ethnic people still faced discrimination and negative perceptions from services.*
- *Older people often felt isolated and unsafe but also offered untapped potential to help others*
- *People identified the skills they had to offer, but found the opportunity to use them difficult to find.*
- *People want clear, direct and simple messages on health to encourage people to make changes.*

What we want to achieve

Our Vision:

To improve health and reduce health inequalities across the whole of Rotherham.

Our 'Strategic Outcomes'

The Health and Wellbeing Board have agreed six areas of priority and associated outcomes for the strategy, which represent a desired state for what we want Rotherham to look like in three years:

- PE** **Priority 1 - Prevention and early intervention**
Outcome: Rotherham people will get help early to stay healthy and increase their independence.
- EA** **Priority 2 - Expectations and aspirations**
Outcome: The expectations and aspirations of Rotherham people will be understood and matched by services that are delivered to borough-wide standards, tailored to an individual's personal circumstances.
- DI** **Priority 3 - Dependence to independence**
Outcome: Rotherham people will increasingly identify their own needs and choose solutions that are best suited to their personal circumstances.



HL Priority 4 - Healthy lifestyles
 Outcome: People in Rotherham will be aware of health risks and be able to take up opportunities to adopt healthy lifestyles.

Lc Priority 5 - Long-term conditions
 Outcome: Rotherham people will be able to manage long-term conditions so that they are able to enjoy the best quality of life.

PT Priority 6 - Poverty
 Outcome: Reduce poverty in disadvantaged areas through policies that enable people to fully participate in everyday social activities and the creation of more opportunities to gain skills and employment.

What we will do - tackle the 'Big Issues'

The Health and Wellbeing Board will prioritise and tackle the 'big issues' highlighted by the JSNA and health inequalities consultation, these are:

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|--------------------------------|--|
| Starting Well | <ul style="list-style-type: none"> • <i>Low birthweight & high infant mortality</i> • <i>High smoking rates in pregnancy</i> • <i>Low breastfeeding rates</i> • <i>High teenage conceptions</i> • <i>High obesity rates</i> |
| Developing Well | <ul style="list-style-type: none"> • <i>Low attainment, skills and aspirations</i> • <i>Low levels of physical activity</i> • <i>High levels of lifestyle risks – alcohol, smoking, substance misuse, obesity</i> • <i>High rates of teenage pregnancy</i> • <i>High rates of emotional, behavioural or attention deficit disorders</i> • <i>High emergency admissions</i> • <i>Meeting the needs of increasingly diverse minority ethnic and migrant communities</i> |
| Living and Working Well | <ul style="list-style-type: none"> • <i>High levels of lifestyle risks – smoking, alcohol, diet, obesity</i> • <i>High levels of worklessness and benefit culture</i> • <i>Low levels of physical activity</i> • <i>Low qualification and skill levels</i> • <i>High levels of depression and anxiety</i> • <i>High deprivation and rising fuel poverty</i> • <i>High rates of disability</i> • <i>Increasing need for carer support</i> • <i>Meeting the needs of increasingly diverse minority ethnic and migrant communities</i> |
| Ageing Well | <ul style="list-style-type: none"> • <i>Increase in age related conditions such as; dementia, mobility & hearing impairment, diabetes, falls</i> • <i>High levels of depression</i> • <i>Low levels of physical activity</i> • <i>Rising number of older & disabled people living alone & feeling isolated</i> • <i>Ageing carers and growing care gap</i> • <i>High pensioner poverty and rising fuel poverty</i> • <i>High demand for acute care</i> • <i>High levels of lifestyle risks – smoking, alcohol, diet, obesity</i> |



How we will do it

To help us achieve an improvement in health and wellbeing we have agreed a set of actions that will bring about step changes to reduce health inequalities in Rotherham.

These are presented in order of priority for what we want to achieve over the next three years, noting that some of the actions will impact on others and therefore need to happen first.

Year one

- 1 We will coordinate a planned shift of resources from high dependency services to early intervention and prevention.
- 2 We will provide much clearer information about the standards people should expect and demand.
- 3 We will change the culture of staff from simply 'doing' things for people to looking for ways of prolonging independence and promoting self care.
- 4 We will work together to understand our community assets; identifying what and where they are across the borough and how we use them effectively.
- 5 We will adopt a coordinated approach to managing people with long-term conditions.
- 6 We will make an overarching commitment to reducing health inequalities, particularly in areas suffering from a concentration of disadvantage.

Strategic Outcome





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We will also ask the Rotherham Partnership:

To look at new ways of assisting those disengaged from the labour market to improve their skills and readiness for work.

To ensure that strategies to tackle poverty don't just focus on the most disadvantaged, but there is action across the borough to avoid poverty worsening.

To consider how we can actively work with every household in deprived areas to maximise benefit take-up of every person.

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Year two

- 7 We will focus on motivating people to change behaviours and design our campaigns around prevention and early intervention.
- 8 We will train all people who work towards reducing health inequalities to respond to the circumstances of individual people and the local community.
- 9 We will seek out the community champions and support them with appropriate resources, to take action and organise activities.
- 10 We will identify a common approach to risk profiling for all services and organisations.
- 11 We will develop a common approach to data sharing so we can provide better support across agencies and put in place a long-term plan for the life of the individual.

Strategic Outcome



Year three

- 12 Services will be delivered in the right place at the right time by the right professional.
- 13 We will ensure all our workforce routinely prompt, help and signpost people to key services and programmes.
- 14 We will develop the concept of “reablement”, stepping up and stepping down, to a much wider range of professionals and services.
- 15 We will use the health and wellbeing strategy to influence local planning and transport services to help us promote healthy lifestyles.
- 16 We will ensure all agencies work together to make transitions between services for those with long term conditions seamless and smooth.



Year three onwards

- 17 We will develop a joint approach to maximise the use of assistive technology to benefit people.
- 18 We will co-produce with Rotherham people the way services are delivered to communities facing challenging conditions.
- 19 We will properly enable people to become independent and celebrate independence.
- 20 We will promote active leisure and ensure those who wish to are able to access affordable, accessible leisure centres and activities.
- 21 We will work jointly to review our eligibility criteria thresholds and ensure we are able to escalate and de-escalate people through services as their needs change.





Linking the life stages with our strategic outcomes

Bringing about improvement in health and wellbeing is incredibly challenging and we see the need to drive actions forward. We have therefore identified a lead professional who will be accountable for each outcome and life stage. The table shows the lead agency, but also who will need to provide the main supporting and advising role for each area.

| | Prevention & Early Intervention | Expectations & Aspirations | Dependence to Independence | Healthy Lifestyles Independence | Long-term Conditions | Poverty |
|--------------------------------|--|--|---------------------------------|--------------------------------------|--|----------------|
| Starting Well | Led by Public Health Supported by CCG, CYPS | Led by CYPS Supported by CCG Advised by PH | Led by CYPS Supported by CCG | Led by PH Supported by CCG & CYPS | Led by CYPS Supported by CCG Advised by PH | Advised by All |
| Developing Well | Led by CYPS Supported by CCG & PH | Led by CYPS Supported by CCG Advised by PH | Led by CYPS Supported by CCG | Led by PH Supported by CCG & CYPS | Led by CYPS Supported by CCG Advised by PH | Advised by All |
| Living and Working Well | Led by Public Health Supported by CCG & AS Advised by CYPS | Led by AS Supported by CCG Advised by PH | Led by AS Supported by CCG | Led by PH Supported by CCG & AS | Led by CCG Supported by AS Advised by PH | Advised by All |
| Ageing Well | Led by AS Supported by CCG & PH | Led by AS Supported by CCG Advised by PH | Lead by AS Supported by CCG | Led by PH Supported by CCG & AS | Led by AS Supported by CCG Advised by PH | Advised by All |

AS = Adult Services CYPH = Children and Young People Services
PH = Public Health CCG = Clinical Commissioning Group

Having agreed leads and support will ensure a coordinated approach across all the life stages. This will help us to work towards breaking the 'cycle' of poor health. We see that we cannot simply shift our resources to 'Starting Well' to prevent poor health, but we need to address the determinants of health at each life stage to ensure young people do not become unhealthy adults and adults do not become unhealthy older people.

What Next?

In order to meet the strategic objectives and outcomes we will require a picture of assets and services that we have available across Rotherham. Continuing to develop this will ensure it provides a clear and comprehensive picture of how services in Rotherham are delivered to meet need, based on the Joint Strategic Needs Assessment.

Commissioning Plans

We will use this strategy to inform commissioning plans for all health and wellbeing partner agencies; including public health, NHS and social care. Commissioning plans will identify who will do the work to help us achieve our goals.

Performance Management Framework

In order to understand whether we have been successful, we will develop a performance management framework using the life stage and strategic outcomes matrix. This will include key indicators from each of the national outcomes frameworks, along with any local measures, which will demonstrate whether we are achieving improvements for each of the big issues, and ultimately our strategic outcomes.



Future Joint Strategic Needs Assessments and the Index of Multiple Deprivation 2016 will also demonstrate whether this strategy has had an impact on deprivation and health inequalities, in line with the national average.

Reviewing the Strategy

The strategy presented here is a three year plan and we will formally review it annually. Over the course of the three years we will continue to build up a much clearer picture of the needs of our population; through our Joint Strategic Needs Assessment, as well as how we commission services. We will also use local people and future developments such as Healthwatch, to help us understand our population needs and how services are actually delivered. This annual review process will help us recognise how well we are doing and show if we are off track and allow us to change direction as needed.

Rotherham people will remain at the centre of the strategy and a continued consultation plan will ensure that the strategy remains focused on listening to the views and improving the health of all Rotherham people.

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| REPORT TO CABINET |
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| 1. | Meeting: | CABINET |
| 2. | Date: | 20th June 2012 |
| 3. | Title: | Public Health Functions of RMBC |
| 4. | Directorate: | Public Health |

5. Summary

The Health and Social Care Act Gives local Authorities new statutory functions of;

- Health Improvement;
- Health Protection;
- Providing Public Health Advice and Support to the Rotherham NHS Clinical Commissioning Group.

These new duties come into force on 1st April 2013.

6. Recommendations

Cabinet notes the attached schedule setting out the range of new and existing responsibilities and is assured that this framework will allow it to meet its statutory functions.

Cabinet supports Rotherham MBC's early adoption of these responsibilities from the Primary Care Trust from 1st October 2012.

That Rotherham Public Health Services are titled as such as Rotherham MBC provided or commissioned services.

7. Proposals and Details

The range of public health responsibilities are mapped out against functions whether this is for disease surveillance, commissioning NHS health services or licensing or enforcement of legislation. A key responsibility of the DPH will be to develop a comprehensive Borough Health Protection Plan.

The Public Health workforce will transfer to Rotherham MBC by a Transfer Order from the Secretary of State in April 2012. The existing workforce will be aligned to ensure RMBC future statutory duties are met.

8. Finance

Functions will be supported through the new Public Health Grant from the Department of Health this will supplement existing RMBC budgets.

9. Risks and Uncertainties

Substantial Government regulation are expected to be published in relation to functions outlined in the Act.

10. Policy and Performance Agenda Implications

Responsibility for performance against the Public Health Outcome indicators.

11. Background Papers and Consultation

Health and social Care Act 2012.

Dr John Radford
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Public Health Responsibilities and Functions in Local Government

Statutory functions

Health Improvement, Health Protection and Support to the Clinical Commissioning Group

Key responsibilities

Providing specialist advice to support public health improvement and reduction of health inequalities.

To inform policy making and planning to influence the design and delivery of health services to ensure major service strategies improve health and prevent disease.

Provide leadership for health improvement.

Working across all sectors to deliver wider activities to tackle the causes of ill health.

To protect individuals from environmental harm including infectious diseases.

Working to improve outcome focussed performance of health services. Including the application of evidence based policy development.

Disseminating and explaining relevant public health improvement and inequalities evidence

Actions to support PH Functions

Key:

C - Commissioning and performance review

D - Delivery – Direct service provision

E - Enforcement – regulatory related to statutory functions

St - Strategy – Strategic advice support or development

Su- Surveillance – population health surveillance

I - Intervention – scrutiny function related to service provision and the management of incidents

Red – existing RMBC functions

Public Health Responsibilities and Functions in Local Government

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| <p>PH SUPPORT TO COMMISSIONING and HEALTHCARE PUBLIC HEALTH</p> <ul style="list-style-type: none"> • Supporting needs assessment and defining priorities to ensure population health improvement is achieved within available resources. • Supporting commissioning decisions with an evidence-based rationale in order to secure delivery • Supporting commissioning approaches for the whole pathway throughout the life cycle, with an emphasis on prevention (including self care) • Optimising value to provide cost effective, evidence based solutions through health economics advice • Maintaining and enhancing quality, improving outcomes and equity of access and outcomes • Supporting patient and public engagement through insight and community approaches to engagement • Supporting the focus on health and health service inequalities through monitoring, supporting strategies and ensuring effectiveness of interventions | Health Services Health Protection E St Su I | Hospital acquired infections including MRSA and Clostridium Difficile. Serious untoward clinical incidents. |
| | Health Services Health Improvement St | Clinical Service re-design |
| | NHS Commissioning Board | PH England Function |
| | Clinical Commissioning Group D St Su | Local Authorities are required to provide Clinical Commissioning Groups (CCGs) with access to public health advice. Details of the “public health core offer” to CCGs were published in December 2012 (as a DH factsheet entitled “Public Health Advice to NHS Commissioners”). This will take the form of a memorandum of understanding between the Council and Clinical commissioning group. This includes support for prescribing analysis and evidence based review. |
| | Adult and Neighbourhoods Services St | Public Health Advice Every Contact Counts Medical Adviser |
| | Children’s Integrated Services St | Prevention of childhood deaths Pre –pregnancy counselling Prevention of congenital abnormalities Medical Adviser |
| | JSNA St Su | Technical advice and support Population perspective |
| | PH Information Su | Performance management of the Public Health Outcome Framework Access to Health service Utilisation Data Interpretation and analysis of disease trends and population health statistics. Local analysis |

Public Health Responsibilities and Functions in Local Government

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| | Pharmaceutical needs assessment St D | Range of dispensing and Public Health Functions carried out by NHS Pharmacies across the Borough |
| | Population based NHS Screening Programmes Su I | Performance monitoring and intervention; breast, cervical, and colonic cancer and aortic aneurysm and diabetic retinopathy screening. |
| | GP or other primary care contractor local service C | Local services such as supervised methadone consumption fitting contraceptive devices or stop smoking |

Public Health Responsibilities and Functions in Local Government

| | | |
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| HEALTH PROTECTION <ul style="list-style-type: none"> • Environmental exposure to potentially harmful biological or physical agents • Communication with the public of risks from these • Comprehensive Borough Health Protection Plan • Management of incidents where there is potential or actual risk to Public Health | Safeguarding <i>St Su</i> | Child Death Overview Panel Medical Adviser Public Health Advice Commissioner Health visiting and school nurses Commissioner Drug and Alcohol Service. |
| | <i>Environmental Health D E St SU I</i> | <i>Air quality Food Hygiene Contaminated land Water supply Health and Safety enforcement Licensing of tattooists and body piercing Control of sun beds Control of fireworks Trading Standards Risks from radiation</i> |
| | Infection Disease Control <i>E St Su I</i> | Pandemic influenza preparation Antimicrobial resistance Vaccine preventable illness Gastrointestinal and zoonotic infections Blood borne virus infections Tuberculosis Effective outbreak management |
| | Vaccination & Immunisation <i>Su I</i> | Scrutiny of system/ holding system to account |
| | Sexual Health <i>E St SU I</i> | Prevention and control of sexually transmitted diseases Prevention of unplanned and or teenage conceptions Comprehensive family planning service Commissioning contraceptive and sexual health services (CASH) including the treatment of sexually transmitted disease Chlamydia Screening Program |
| | Planning <i>St</i> | Public Health in all planning strategy |
| | Housing <i>St</i> | Medical Adviser Disease prevention Warm Homes |

Public Health Responsibilities and Functions in Local Government

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| | Emergency Planning D St Su I | Scientific and Technical Advisory Cell Chair System scrutiny Co Chair Local Health Resilience Partnership (LRF Lead DPH) Resilience and capacity to manage Public Health incidents |
| | Death certification | Coroners and Justice Act 2009 reform of death certification. Health and Social Care Act 2012 defines this as a Local Authority responsibility. Surveillance of causes of death |
| | Police Commissioner St | Drugs and Alcohol in crime prevention Drugs and alcohol treatment in offender re-habilitation Prevention of violent crime (Health and social care Act 2012). Domestic abuse Community Safety Partnership Road Traffic Accident prevention |

Public Health Responsibilities and Functions in Local Government

| | | |
|---|---|---|
| HEALTH IMPROVEMENT <ul style="list-style-type: none"> From gathering evidence on the determinants of health inequalities, to planning, delivery and evaluation, and spans the range of health topics, settings and life stages. | Oral Health Promotion <i>St Su C</i> | Fluoridation policy Prevention of childhood dental caries Childhood dental surveys Cook and Eat Weaning Programme |
| | Drugs <i>ST SU C I</i> | Prevention Delivering the National Strategy for Recovery Commissioning services including treatment, methadone and other controlled drug prescribing for addiction, needle exchange, supervised consumption, prolific and priority offender schemes. |
| | Alcohol | Delivery of National Alcohol Strategy Commissioning specialist alcohol services Licensing Advice Prevention |
| | Mental Health Promotion <i>St C</i> | Mental Health First Aid Suicide prevention Mind Your Own Business (workplace) |
| | NHS Health Check <i>St Su</i> | Commissioning comprehensive NHS Healthcheck for all people age 40-74. Modifiable behaviour (lifestyle) change programmes (Health trainers stop smoking and weight management) |
| | Workplace Health <i>St D</i> | Mind Your Own Business (workplace) Rotherham Occupational Health Advisory Service |
| | Obesity <i>St Su</i> | Delivering National Obesity Strategy National Child Measurement Programme (Reception and year 6) Commissioning Healthy Weight Framework –including Rotherham Institute for Obesity and Reshape Rotherham- Services for Children and adults Commissioning Healthy Eating Programmes |
| | Healthy Schools <i>St</i> | <i>Enabling schools to deliver effective Personal Health and Social Education Targetted activities to reduce inequalities</i> |

Public Health Responsibilities and Functions in Local Government

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|--|---|--|
| | Drug and Alcohol Misuse <i>E St Su</i> | <i>Licensing</i> Recovery Programmes Commissioning Alcohol Services Payment by Results National Pilot) |
| | Public Communication <i>St D</i> | Website for PH advice DPH Annual Report Social Marketing Activity Rapid response to National Events Pro Active media management Work with partners to ensure consistent media message Social media networks |
| | Teenage Pregnancies <i>St Su</i> | Commissioning targeted youth work programme Commissioning targeted contraception services <i>Local Authority Commissioned activity</i> |
| | Children 5-19 years old <i>St Su</i> | Healthy Child Programme National Child Measurement Programme School Nursing Service Commissioning <i>Links to Healthy Schools</i> |
| | Maternal Health and 0-5 years old <i>St Su C</i> | Preconception advice and care policy Health visitor Commissioning from 2015 Family Nurse Partnership Commissioning 2015 Infant Feeding/breastfeeding Policy including Vitamin D and Iron supplementation PH support to early help Infant mortality reduction Maternal mortality reduction including commissioning specialist midwifery |
| | Physical Activity <i>St</i> | Commission Physical Activity initiatives. Lead the development of the Physical Activity Strategy for the Borough. Influence the development of other associated strategy – green spaces strategy, play strategy, waterways strategy, travel plans, Healthy Schools strategy. Advocate for physical activity. |
| | Older People <i>St Su</i> | Prevention Policy including falls vitamin D supplementation, prescribed drug policy. Age active programme Affordable warmth strategy. Dementia and long term condition policy. |

Public Health Responsibilities and Functions in Local Government

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|--|----------------------------------|---|
| | Tobacco Control <i>St SUE</i> | Commissioning Stop Smoking service Tobacco Control Measures <i>Trading Standards</i> <i>Environmental Health</i> Smoke free homes |
|--|----------------------------------|---|

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| ROTHERHAM BOROUGH COUNCIL |
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|-----------|---------------------|--|
| 1. | Meeting: | Cabinet |
| 2. | Date: | 20th June 2012 |
| 3. | Title: | Review of the Library and Information Service |
| 4. | Directorate: | Environment and Development Services |

5. Summary

Following an earlier report to Cabinet (23rd Nov 2011), a review of the Library and Information Service has been undertaken to identify proposals to deliver a “comprehensive and efficient library service for all persons desiring to make use thereof”, Public Libraries & Museums Act, 1964 (the Act). The review has considered how the Service can most appropriately meet local need and deliver the best service possible in the current challenging environment.

Proposals for future service delivery included in the report have been based on an assessment of local need for the service and take into account the statutory requirement for the service and available resources. They are informed by the Library Strategy 2011-15, which aims to deliver a modern, vibrant library service.

An equalities analysis has been completed and a plan for structured consultation based on the proposed future service model is put forward for consideration.

The proposal would release savings to the Council of approximately £500,000.

6. Recommendations

- 1. Cabinet approves the draft future service model for public consultation (Appendix C)**
- 2. Cabinet approves the consultation and community engagement plan (Appendix E)**
- 3. That a further report be brought back to Cabinet following the consultation detailing proposals for the future delivery of the Library and Information Service**

7. Proposals and Details

The Council has a statutory duty in accordance with section 7 of the Act to provide a comprehensive and efficient library service to residents and those who work or are in full-time education in the Borough.

Rotherham MBC strategy since 2007 has been to deliver significant capital investment in library buildings through an ambitious programme of construction, modernisation, replacement and refurbishment. As part of this, new facilities redesigned with customers in mind opened at Thorpe Hesley in 2007, Wickersley in 2008, Mowbray Gardens in 2009, Aston in 2010 and Riverside House and Rawmarsh in 2012.

Libraries have been redesigned with customers in mind. Increased opening hours across the service, convenient self-service, new computers and furniture, places to relax and socialise, local access to wider council services, community involvement in the running of the library and a lively programme of events and activities have all been part of the development.

However, a full review of the service has been requested (23 November 2011 Cabinet) in order to continue with the transformation and this paper outlines the proposals and the way forward.

Proposals for future service delivery have taken account of:

- Consultation on what Rotherham people liked about libraries and what their priorities were for the future
- An assessment of local need for the service
- The service's contribution to corporate outcomes
- Key national, regional and local strategies
- The experiences of other local authorities
- Options presented by the review of customer services
- An analysis of current budgets and the direction of travel for public sector spending

ASSESSMENT OF NEED

An assessment of local need (*Executive summary, key findings and conclusion – Appendix A*) for the service has been undertaken which describes local needs in Rotherham for a Library and Information Service, including the general and specific needs of adults and children who live, work and study full time in the borough.

The needs assessment draws on a wide range of data to establish the demographic composition of communities, the way that communities in Rotherham use their local libraries, how those libraries are managed by the Council, and library users' and non-users' views of the Library and Information Service.

Each substantive section of the assessment details a different aspect of need as follows:

- the borough: need based on social conditions and access; and
- the current service model: need as expressed demand, service usage and performance.

It also draws on other data such as surveys of users and non-users and national performance indicators. It identifies key areas where the library service could have greatest impact and it considers resources available, including staff, buildings and stock.

There is a clear need and demand for libraries to:

- Promote a love of reading and help to improve literacy.
- Provide a space where people can engage in informal learning, develop skills and improve their lives.
- Provide children and young people with a safe, inspiring place to learn, explore their creativity and find their talent.
- Support businesses and contribute to the sustainability and regeneration of our local communities.
- Provide welcoming spaces, open for all to use to improve their lives and their communities.
- Offer information and reading services that can improve the health and well being of customers.
- Bridge the digital divide and become, for many people, an essential point of access to online knowledge resources.

The authority has a statutory duty to provide a library service; the Library & Information Service has a clear, adopted strategy which will continue to shape the delivery of a modern, vibrant service in the future; there is a need across Rotherham for the support which a Library Service can offer in improving literacy, education, employment and life changes, health, cohesion and digital literacy. The needs assessment concludes that there is a need for access to a library service in every community in Rotherham.

However, every community is different. We have therefore considered if the service could be delivered differently in some places, as appropriate, within the overall aim of delivering a modern, vibrant and efficient library service across the Borough. For example, not every community necessarily needs to have a service run from a library building and the present library hours may not be necessarily as appropriate as they once were.

It is also clear when analysing usage and performance of the service that there are opportunities to improve in terms of delivering a “comprehensive and efficient service”.

An equality analysis (*See Equality Analysis Summary, Appendix D*) has been undertaken on the proposals, which includes reference to the protected characteristics of age, disability, gender, identity, race, sexuality and religion or belief, pregnancy and maternity, marriage and civil partnership. In addition, the proposals have considered the impact on other groups e.g. the unemployed and those with literacy needs.

We believe that the options for consideration will continue to meet the statutory duties of the Council in respect of library services and will provide a modern, vibrant, efficient service based on the Library Strategy.

PROPOSED FUTURE SERVICE PROVISION

The proposed new service to be issued for consultation in detail in **Appendices B and C** and is summarised below.

Library provision

- Customers need buildings and services which are accessible, safe, welcoming and well maintained.
- In order to serve all communities, and taking into account the travel habits of current customers, we will continue to aim to provide a library within 2 miles of every resident, with a range of opening hours to suit local need.
- We will close two libraries at Kimberworth and Kimberworth Park. However, there will be minimal impact on the numbers of residents who live within 2 miles of a library.
- We will change opening hours, prioritising a number of libraries in the north, south and town centre and improving access to other Council services.
- Opening hours at the remaining libraries will be set according to actual and potential usage. Some may be open less than they are now.
- Where opening hours are reduced, we will work with partners and communities to increase opening hours where possible in the future.
- We will refocus the mobile library service to improve access to services across the Borough.
- We will spend £386,193 on books and other materials, reducing the spend per head of population from £1.98 to £1.52, in line with the changes to service provision. We believe that this means we will be able to continue to provide a wide range and choice of books.
- We will refocus the roles of staff to support the delivery of a modern, vibrant service.
- We will continue to deliver services to our most vulnerable communities, including children, young people, families, and the elderly.
- We will continue to improve e-enabled services.
- The proposals mean it will cost around £500,000 less to deliver the library service.

Closures:

The needs assessment showed us that we could deliver the service to people living in the Kimberworth and Kimberworth Park areas in a different way than present. The population maps show clearly that the existing static library buildings are close to other libraries in terms of the 2 mile radius guideline. Local people are already accessing Greasbrough Library and could benefit from the new Riverside House service which is now even nearer than the old Central Library. In addition, we plan to supplement this access with mobile/home visit provision as appropriate.

Opening hours:

In terms of proposed opening hours changes, it is significant that not only are some reductions very small but also that some opening hours will be increased to take account of trends that show the local need. Some examples of this are Mowbray Gardens, Wath, Riverside, Aston and Rawmarsh.

Summary of proposals

| Library | Current Hours | Visits per yr | Active borrowers | Proposal |
|------------------|---------------|---------------|------------------|--|
| Riverside | 52.5 | 346335 | 11499 | Increase hours to 55 per week. "Flagship" provision for borough |
| Aston | 44.5 | 53155 | 3158 | Increase hours to 49 per week. "Hub" site for south of borough. Link to customer services |
| Brinsworth | 26.5 | 10473 | 670 | Reduce opening hrs to 26 per week. Explore potential for new build/community management model with Parish Council |
| Dinnington | 49.5 | 72843 | 3709 | Reduce opening hours to 49 per week. "Hub" site for south of borough. Link to customer services |
| Greasbrough | 40 | 30678 | 1285 | Reduce opening hours to 32 per week. Relocate district office and offer access to additional Council services |
| Kimberworth | 16.5 | 9942 | 643 | Close: additional provision from mobile library |
| Kimberworth Park | 17.5 | 10514 | 603 | Close: additional provision from mobile library |
| Kiveton Park | 35.5 | 29252 | 1252 | Reduce opening hours to 32 per week. Pilot seasonal opening |
| Maltby | 50 | 45156 | 3559 | Reduce opening hours to 40 per week. Link to customer services on "campus" basis |
| Mowbray Gardens | 32 | 48655 | 1508 | Increase opening hours to 40 per week. Case study on impact and best practice linked to Wickersley |
| Rawmarsh | 32 | 20236 | 1039 | Pilot for joint Library & Customer Service Centre, involving temporary increase in hours and during which opening hours will be reviewed |
| Swinton | 44 | 57682 | 2639 | Reduce opening hours to 40 per week. Link to customer services |
| Thorpe Hesley | 26 | 12223 | 661 | Retain current opening hrs. Pilot work with volunteers to add value to current service |
| Thurcroft | 26.5 | 21909 | 655 | Reduce hours to 26 per week, term time only. Additional provision from mobile during school holidays |

| | | | | |
|------------|----|--------|------|---|
| Wath | 46 | 113794 | 2979 | Increase opening hours to 49 per week. "Hub" site for north of borough. Access to additional Council services |
| Wickersley | 45 | 66990 | 3642 | Reduce opening hours to 40 per week. Case study on impact and best practice linked to Mowbray Gardens |

Consultation plan

Consultation will include a programme of:

- Public meetings/workshops in libraries/local centres. These will take place between the 4th and 30th of July
- Online consultation
- Meetings with staff
- Communities of interest workshops with older people, young people, those with disabilities, LGBT people and those from black and ethnic minority communities

Feedback will be provided to staff and communities, with a report available on the Council website. The consultation and community engagement plan is attached as Appendix E.

8. Financials

The proposed future service delivery option recommended for consultation would deliver the following annual savings/efficiencies:-

- Library closures and changes to opening hours: £231,199
- Materials fund: £117,807
- Service support and development (staffing): £154,379
- Total savings: £503,385

9. Risks and Uncertainties

In order to ensure rigorous and robust decision making, proposals for the future of the service have taken into account its statutory nature, the resources available, existing and projected need for the service, including the consideration of vulnerable groups.

10. Policy and Performance Agenda Implications

Libraries contribute to the following priority outcomes:

- More people in our poorest communities are in work and training
- There are more successful new businesses
- More people come to the Town Centre for work, shopping and for things to do and see
- More people are in work or training and less are living on benefits
- People enjoy parks, green spaces, sports, leisure and cultural activities
- More people have formal qualifications and skills
- Babies and preschool children with a good start in life

11. Background Papers and Consultation

Consultation on the Library Strategy, including an extensive survey of library users and non users was carried out during May/June/July 2010. Follow up consultation took place during August-October 2011.

Cabinet Member, Lifelong Learning and Culture – approval of library strategy: 19.1.11 (Minute F11)

Council Seminar: 4.10.11

Cabinet 23.11.11

Library and Information Service Strategy 2011-15 (updated version)

http://www.rotherham.gov.uk/downloads/file/6581/library_and_information_service_strategy_2011-2015

Wirral Inquiry Report, DCMS, Sept 2009

http://webarchive.nationalarchives.gov.uk/+http://www.culture.gov.uk/images/publications/wirral_local_inquiry.doc

Consultation has taken place with colleagues in finance, legal, commissioning, policy and performance and human resources.

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Appendices:

A: Assessment of need – executive summary, key findings and conclusion

B: Rationale

C: Draft service model - public consultation

D: Equalities analysis - summary

E: Consultation plan

Full versions of the assessment of need and equalities analysis is available upon request and will be available to Cabinet at the meeting.

Rotherham Library and Information Service

A modern, vibrant, library service – developing a new service model for Rotherham

Assessment of local need: Executive summary, key findings & conclusion

Executive Summary:

The Council has to provide a Library and Information Service:

- “It shall be the duty of every library authority to provide a comprehensive and efficient library service for all persons desiring to make use thereof”. The duty arises in relation to persons who are resident, work in or are in full time education in the Borough. (Public Libraries & Museums Act 1964, section 7)

Rotherham Library and Information Service aims to:

- Promote a love of reading and help to improve literacy.
- Provide a space where people can engage in informal learning, develop skills and improve their lives.
- Provide children and young people with a safe, inspiring place to learn, explore their creativity and find their talent.
- Support businesses and contribute to the sustainability and regeneration of our local communities.
- Provide welcoming spaces, open for all to use to improve their lives and their communities
- Offer information and reading services that can improve the health and well being of customers.
- Bridge the digital divide and become, for many people, an essential point of access to online knowledge resources.

This summary of the assessment of local need sets out the key findings arising out of the data relevant to Rotherham’s Library and Information Service, building on the work and plans set out in the Library Strategy (2011-2015). Each of the findings is based on evidence presented later in the report, and comprises a range of data to establish:

- the demographic composition of our communities
- the way that communities use their local libraries
- their management by the Council, and
- what our residents tell us about the service

Need is being considered in the broadest sense, based on the circumstances, habits and preferences of local communities. Each section of the assessment details a different aspect of need based on :

- social conditions and access
- demand, service usage and performance
- resident feedback

After consideration of all the data available, we have concluded that there is a need for access to a library service in every community in Rotherham. However, we also recognise that every community is different so have considered if the service could be delivered differently in some places, as appropriate, within the overall aim of delivering a modern, vibrant and efficient library service across the Borough, bearing in mind the resources available.

Key Findings:

THE BOROUGH – COMMUNITY PROFILE

- About half the population live in and around the main urban area of Rotherham. The remainder live in smaller towns such as Swinton, Dinnington and Maltby as well as smaller villages.
- Rotherham has more people aged over 50 (1 in 3) than people under 16 (1 in 5). The over 50s comprise 36.3% of the population and this percentage is rising. The figure is projected to increase by more than half by 2028.
- The number of people aged over 85 years is projected to increase by 96% between 2008 and 2028.
- The service is planning to extend our services in the future to cater for the aging population trend through working with various groups such as the Alzheimer's society and taking part in events such as Dementia awareness week.
- The number of people with a serious visual impairment will probably increase slowly over the next 17 years particularly within the 55-64 age group.
- The service is already working with older people and with people with visual and other impairments through the stock of Large Print, Talking Books, e-audio books, our co-ordination of the RNIB Talking Book Service locally, our mobile and home visit services and through our general service which is universal to all ages. We are already committed and signed up to working towards the national six-step guide to help

- support people with sight loss, working with organisations such as RNIB, books in audio format, organisations and groups of visually impaired people, to find out what they want from public libraries.
- 7.5% of the population is estimated to come from BME communities (2009). The largest BME community originates from Pakistan and Kashmir and comprises 3% of the population.
 - 52% of BME school pupils live in Rotherham South which comprises mainly deprived areas close to the town centre. As may be expected the libraries experiencing the highest use by BME communities tend to be Central Library and Mowbray Gardens Library.
 - The different communities of interest in Rotherham are represented and reflected in the range of stock we hold. Services to BME communities from Libraries also include ethnic home library service, support to foreign language speakers wishing to improve their English, cultural events organised and supported aimed at children and young people, families, asylum and refugee groups often in conjunction with other council departments and other partners under the banner of 'Rotherham- one town, one community.'
 - In 2008 projections indicated that the number of households is likely to increase by 11% by 2021 but the average household size is likely to decrease. An estimated 5.9% of the population live alone. The figure is expected to increase by 17% by 2025. This is likely to mean that there will be a greater need for community engagement, development and capacity building work and therefore an ever greater need for all year round local community meeting places and learning hubs. Libraries already fill both these roles and this can be developed further.
 - There is approximately 1 car per household with 30% of households having no car (2007). This is above the national average but below the regional average. Rotherham has relatively good access to housing and services with over 88% of households who do not have access to a car able to access a GP surgery within 15 minutes and 100% within 30 minutes. There is good access to Library services in Rotherham and we will continue to aim to provide a library within a 2 mile radius of every resident, as stated in the Library Strategy.
 - Between 2000 and 2006 there was significant job creation in Rotherham but this has fallen sharply since the recession of mid-2008. The latest forecasts predict that employment levels in Rotherham may not recover to pre-recession levels until 2020. Educational and skills levels in Rotherham are lower than national levels and than in Rotherham's neighbouring authorities. In times of recession, there is an even greater need for

access to the free services on offer at local Libraries - information, venues for information, events e.g. Credit crunch roadshows run by the Council, free books and opportunities for learning, work clubs and other activities with partners, IT classes and assistance in equipping local people with the skills and knowledge to get back into work.

- There is a close correlation between income deprivation and multiple factors explaining deprivation. The Borough is ranked 48th out of 326 English Districts for income deprivation. Rotherham ranks 53rd out of 326 English Districts on the index of multiple deprivation. The factors contributing to this are health and disability, education, training and skills and employment.
- A third of Rotherham's population live in areas which are amongst the most deprived 20% in England and 97% of the population live in the most deprived 50% of England. The main area of deprivation is Central Rotherham but there are significant outliers in Rawmarsh, Wath, Maltby and Dinnington.
- We have Libraries in all these areas with one of our most successful libraries (Mowbray Gardens Library) in the most deprived area in the Borough. Local libraries offer a place to spend time, access books, information, activities, learning and skills without having the cost of travel or any entrance charge. Local libraries also offer the learning, skills and guidance to help local people find jobs.
- Literacy is the combination of reading, writing, speaking and listening skills that people need to gain in order to function well in modern society. These life skills are essential to the happiness, health and wealth of individuals and wider society. Rotherham has a long history of low literacy levels which is reflected in the low levels of adult qualifications and in low attainment by children and young people. It is widely recognised by the Council, the Chamber of Commerce, the NHS and others that the development of communication, language and literacy skills in the early years is an essential building block and lays a foundation for life. Poor levels of literacy impair employability and increase the risk of failure to engage in education, employment or training post 16. They also inhibit the development of a highly skilled and diverse workforce - and employment generally - as nowadays even the lowest skilled jobs require reasonable literacy and communication skills. Investment at this stage is a cost effective investment for the long term.
- One of the library service's key priorities is to improve adult literacy levels by providing support for reading through involvement in national initiatives such as Quick Reads and the Six Book Challenge.

- We also work with the Imagination Library to help to address low reading levels by providing one book per month to 85% of children under 5 in the Borough. In addition, Libraries are also helping to address the low reading levels by instilling a love of reading from an early age: babies are being offered the chance to register for library membership from birth (via the Registrar's 'Tell us Once' service); Bookstart provides services to babies from 7 months to toddlers of 4 years; and Chatterbooks reading groups are where children aged 8 to 11 are encouraged to read and talk about books. These regular activities are supported by reading initiatives such as the Summer Reading Challenge and Reading Agents.
- 6.45% of the population had a serious physical disability in 2010. This percentage is likely to increase by 2025. All our libraries have been adapted to be accessible to all people with all kinds of disabilities. Staff are trained to be helpful with all our customers and offer assistance as appropriate to each situation. The 6 new libraries built or refurbished since 2007 have had accessibility built into the design.
- Libraries also offer large print books, audio books on CD and Cassette, sight impaired readers groups, e-audio books, audio described videos, computers with magnifying and speech reading software, big keyboards and trackball mice, electronic magnifier for printed items in Central Library, hearing loops, access and rollator aids.
- There is also a Mobile Library and a Home Library Service for those living within rural areas and those who have difficulties visiting a library.
- Within the areas of deprivation younger people use the Internet more than might be expected but those over 65 living in these areas are the least digitally engaged.
- The Service is committed to the digital inclusion agenda, and is signed up to national campaigns such as [Race Online](#) (now [Go ON UK](#)) to help provide the access and skills citizens need to take advantage of our online society. All libraries provide free access to computers and the internet, staff are all skilled to deliver basic IT classes and we have partnered with external organisations to deliver more in-depth IT courses, including job search sessions. We also provide free 24 hour access to online information resources and the library catalogue via the website www.rotherham.gov.uk/libraries

THE PRESENT ROTHERHAM LIBRARY & INFORMATION SERVICE

- The Library and Information Service Strategy 2011-15 states that the service aims to provide a library within 2 miles of every resident, based on the former Library Standard.
- Rotherham's Library and Information Service comprises: the Central library; 15 community libraries; 2 mobile services; services to children and schools; services to vulnerable communities
- The priorities for the service are linked to all the corporate objectives, but in particular the following:
 1. Making sure no community is left behind
 2. Providing quality education; ensuring people have opportunities to improve skills, learn and get a job
 3. Helping to create safe and healthy communities.
- *Aston*: In June 2010 the library moved from its location in a secondary school to share a new building with a Health Centre and Customer Service Centre. The library has an active membership of 18% which is the third highest in the Borough and has the highest number of children's loans. Since the move the active membership has increased by 35%, issues by 37% and IT usage by 6%.
- *Brinsworth*: 1.7% of the catchment population are active members. There has been a decline in active membership and visitors over the past 3 years. The building is small and this mitigates against any expansion of usage. Proposals being considered include replacing the current structure or to move to a new location working in partnership with the Parish Council.
- *Central*: In April 2012 the library moved to Riverside House sharing the space with Heritage and Arts services. It provides a flagship service for a wide variety of tastes and needs. 16% of the catchment population are active members of the library – a high proportion of these are from BME communities. The new location has brought it closer to communities in Canklow, Kimberworth and Kimberworth Park and we expect that the new location, facilities and services will help to reverse the trend in declining visitor figures.
- *Dinnington*: The library shares premises with a community resource centre and there is potential to extend the range of Council services offered from the building. There are many well attended activities. 18.5% of the catchment population are active members which is the second highest percentage. Usage increased by 5.1% between 2007 and 2011.

- *Greasbrough*: The library is located close to a small shopping centre and offers free car parking and has good access to bus routes. There is a meeting room available for community groups. Within a two mile radius are Kimberworth and Kimberworth Park. 2.4% of the catchment population are active members, and usage is generally low, but its good location suggests scope for reversing these trends. The Local Development Framework has identified Greasbrough library as having potential to house co-located services.
- *Kimberworth*: The library is located near a small row of isolated shops but has good access to bus routes. Only 1.4% of the catchment population are active members and there is a low level of activity. There has been a 21% decline in visitors between 2007 and 2011. The next closest library is Kimberworth Park (1.3 miles) and now the Central Library at Riverside House (1.4 miles).
- *Kimberworth Park*: This comprises a detached building in the middle of a large housing estate. Despite this, just 1.6% of the catchment population are active members. A small shopping precinct is nearby. The level of activity is low with a 55.4% decline in visitors between 2007 and 2011. The next closest libraries are Kimberworth (1.3miles) and Greasbrough (1.6 miles).
- *Kiveton Park*: The library is located in a detached building close to housing, shops and bus routes. The level of activity is relatively low although 8.8% of the catchment population are active borrowers which is above average for the community libraries. Between 2007 and 2011 usage increased by 6.1% and contacts have been made recently with educational providers in an attempt to sustain this development
- *Maltby*: The building is located close to housing, shops and bus routes. There is a community meeting room office space on the first floor and in recent years substantial improvements have been made to the structure and surrounds. The range of library activities is low but 19.5% of the catchment population are active borrowers which is the highest percentage in the Borough. Despite this overall usage declined between 2007 and 2011.
- *The Mobile library*: The vehicle visits locations throughout the Borough serving areas where there is a geographical gap in static library provision or a lack of access to services. 28 villages are served with a least one stop in each (a total of 69 stops a week). Between 2007 and 2011 there was a 38.9% decline in the number visitors and issues (2341 fewer issues) which indicates a need for a review of stops/locations.

- *Mowbray Gardens*: The building has been extended and refurbished using Big Lottery funding and reopened in 2009. The local community is heavily involved in the management and delivery of services under the banner of 'Our Library Our Space Our Community'. 2.3% people within this catchment area are active members of the library which, although low, represents an increase since the new library opened. Conversely, the library has higher than average visitor figures suggesting that members of the community are accessing the library for other reasons than borrowing books. The library delivers a wide range of activities in partnership with other organisations designed to improve standards of literacy, health and wellbeing in the area.
- *Rawmarsh*: The library is located within an area of social deprivation and has recently moved from the 1905 Carnegie building to new premises within the Joint Service Centre on Barbers Avenue (April 2012). 2% of the catchment population are active members and usage is low, although recent figures since the move indicate that usage is increasing as it has when other libraries in the Borough have been rebuilt or refurbished. The library is a pilot site for joint delivery of library and customer services.
- *Swinton*: The library is located within the town's shopping precinct. 8% of the catchment population are active borrowers. There are excellent links with local partners and many well attended activities.
- *Thorpe Hesley*: This is a new library located within a community centre built by the local church and replaced previous mobile library halts. Issues have increased significantly since opening and active membership rose by 26% by April 2011.
- *Thurcroft*: This library is located within Thurcroft Junior school and was refurbished in 2003. The level of activity is low and a major factor in explaining this could be that many residents may view it as is a school library. 6.1% of the catchment population are active members. The library has the highest ratio of loans to members of any of the Borough's libraries, although the majority of these are a result of class visits from the school.
- *Wath*: The library is adjacent to the town's transport interchange. It has the second highest visitor figures although a modest active membership (11% of the catchment population). There are good links with local schools and other organisations. Proposals being considered for this library include the location of additional Council services within the library.
- *Wickersley*: The library opened in the summer of 2008 and is located within a community building owned by the Parish Council. The library is well used and has the highest number of issues of any of the community libraries. 7.7% of the catchment population are members of the library.

- *Book Stock*: A survey of Rotherham's users and non-users during 2010 indicated that the public regarded access to a wide range of books as an essential requirement. The Service's commitment to this is evident in the Service Strategy and the Stock Policy
- *Book Link*: This is a vehicle based service introduced in 2011 and was an amalgamation of the Home Library Service (delivery service for the housebound), a walk-on service for residents in sheltered housing (known as Bookability) and a deposit service to nursing homes
- *Services to children and young people*: These comprise library services to children through the network of libraries and a subscription based Schools Library service. Services to children begin at birth and 31% of library members are under the age of 16. All libraries offer a range of activities, the successful Summer Reading Challenge, for example, and the overall aim is to raise literacy levels.
- *Services to BME communities*: The Library service has a central role in co-ordinating and facilitating learning activities to our most vulnerable communities, reducing exclusion and encouraging participation, including services targeted at ethnic minority communities, those with visual and other impairments, the elderly, looked after children and those who need help to improve life chances. Support is given to foreign language speakers and to those who wish to improve their proficiency in English. Cultural events are organised and supported and this work is undertaken with children and young people, asylum and refugee groups and often in conjunction with other Council departments under the 'Rotherham – one town, one community' banner.
- *Ethnic Home Library Service*: This was established in 2004 and provides a delivery service for hard to reach BME communities. The recipients may have disabilities or experience language or cultural barriers which prevent them from accessing static service points easily. The service currently delivers to 145 individuals across the Borough.

EXPENDITURE, STAFFING & BUDGETS

- At £7.21 Rotherham's cost per book is below the average amongst comparator authorities
- The Borough has the second lowest cost per employee in a table of comparator authorities
- Rotherham has the second lowest number of staff with professional qualifications in a table of comparator authorities

- Rotherham is in mid position in a table showing the number of other library posts in comparator authorities
- Rotherham has the third highest number of volunteers and volunteer hours amongst comparator authorities
- At £3.60 the cost per library visit is below the average cost amongst comparator authorities
- At £3.70 the cost per issue is below the average amongst comparator authorities.
- The Library service always looking for ways to run the service more efficiently.

PERFORMANCE & COMMUNITY VIEWS

- Initial Active People survey data and Best Value Survey data indicated 43% to above 50% of adult (16+) residents using libraries at least once a year. The most recent Active People Survey data collected in support of recent national performance frameworks indicates that around 36% of Rotherham adult (16+) residents use libraries at least once a year
- Disaggregated Active People Survey data suggests roughly comparable levels of usage across broad demographic groups including some (e.g. BME, disabled) normally identified as experiencing barriers to access
- Rotherham's library service tends to perform at or just above average for key indicators related to physical visits, borrowing and satisfaction
- Relative to its comparator authorities Rotherham library service is currently delivering value for money particularly against costs per visit This is evidence that the service is fulfilling that part of its statutory duty related to efficiency.
- There is a large disparity between levels of resident satisfaction and user satisfaction with the latter tending to be much higher.
- The large disparity between the percentage of residents using libraries at least once a year and the much smaller percentage actively borrowing items suggests that community usage of and need for libraries is not limited to book borrowing. This data support the findings of the 2010 Library Strategy consultation in which many residents put an emphasis on services additional to book borrowing such as inquiry and information services, internet access and activities.

- The Survey of Rotherham's library users/non users conducted in 2010 highlighted the priorities for the Service.
 - Approachable and knowledgeable staff
 - Good range and choice of books
 - Relaxed environment/atmosphere
 - Choice to access services including ICT and internet access, without charge
 - A library situated conveniently with other local facilities
 - Activities for children
- The Adult Public Library User Survey 2009: Rotherham's score of 93% (very good and good scores combined) is the Median score within a table of 15 comparator authorities.
- Children's Public Library User Survey 2007 (under 16 years): Rotherham's score of 83.8% - those who viewed their library as good- is below the median score within a table of 15 comparator authorities
- Value For Money: In a table including Rotherham and its nearest statistical neighbouring authorities Rotherham has the fifth highest number of visits to libraries and the second lowest total spend on the library service per library visit.

Conclusion:

The assessment of need considers the local needs in Rotherham for a Library and Information Service, including the general and specific needs of adults and children who live, work and study full time in the borough.

The needs assessment draws on a wide range of data to establish the demographic composition of communities, the way that communities in Rotherham use their local libraries, how those libraries are managed by the Council, and library users' and non-users' views of the Library and Information Service.

Each substantive section of the assessment details a different aspect of need as follows:

- the borough: need based on social conditions and access; and
- the current service model: need as demand, service usage and performance.

It also draws on other data such as surveys of users and non-users and performance indicators. It identifies key areas where the library service could have greatest impact and it considers resources available, including staff, buildings and stock.

There is clear need and demand for libraries to:

- **Promote a love of reading and help to improve literacy.**
- **Provide a space where people can engage in informal learning, develop skills and improve their lives.**
- **Provide children and young people with a safe, inspiring place to learn, explore their creativity and find their talent.**
- **Support businesses and contribute to the sustainability and regeneration of our local communities.**
- **Provide welcoming spaces, open for all to use to improve their lives and their communities.**
- **Offer information and reading services that can improve the health and well being of customers.**
- **Bridge the digital divide and become, for many people, an essential point of access to online knowledge resources.**

The council's duty in relation to libraries is set out in the Public Libraries and Museums Act 1964, section 7 which states;

"It shall be the duty of every library authority to provide a comprehensive and efficient library service for all persons desiring to make use thereof...."

The duty arises in relation to persons *"whose residence or place of work is within the library area of the authority or who are undergoing full time education within that area... In fulfilling its duty a library authority shall in particular have regard to the desirability*

- *of securing... that facilities are available for borrowing of, or reference to books and other printed matter..., sufficient in number, range and quality to meet the general requirements and any special requirements both of adults and children.....*
- *of encouraging both adults and children to make full use of the library service, and of providing advice as to its use and of making available such bibliographical and other information as may be required by persons using it"*

It should be noted that although this service must be 'comprehensive and efficient' there is currently no agreed test of this description. However, as library authorities across the country consider options for future service delivery, further research and guidance is emerging. The core responsibilities as detailed above do not include a specification, for example, for specific numbers of buildings and

indeed they may be met and actively promoted through other mechanisms, such as home visits, mobile services, outreach collections and online services.

The authority has a statutory duty to provide a library service; the Library & Information Service has a clear, adopted strategy which will continue to shape the delivery of a modern, vibrant service in the future; there is a need across Rotherham for the support which a Library Service can offer in improving literacy, education, employment and life chances, health, cohesion and digital literacy. The needs assessment concludes therefore that there is a need for access to a library service in every community in Rotherham.

However, it is clear when analysing usage and performance of the service that there are opportunities to improve in terms of delivering a “comprehensive and efficient service”.

Every community is different, whether geographic or community of interest. Each community will use their library in a different way, depending on their individual local needs – whether that is as a source of information, a welcoming place to meet, a place to learn, a place of enjoyment, excitement and inspiration or a place to curl up with a good book.

There are a number of areas which merit consideration in terms of improving access, delivering a consistent, high quality service which demonstrates value for money:

The nature of services delivered:

Consultation undertaken as part of the development of the Library Strategy clearly demonstrates those areas which are most important to customers – approachable and knowledgeable staff; a pleasant library environment; a good range and choice of books; activities for children; choice to access services, including ICT and internet, without charge; a library situated conveniently with other local community facilities. Services in the future will need to reflect the changing demographic of the population (e.g. increase in number of people over 65, which could lead to increased demand for services to individuals or care establishments) and priorities for the Borough as a whole (e.g. literacy levels, where the library service can play a key role, particularly in support for adult and family literacy).

Library Services nationally are considering fundamental challenges to the nature of the service as books, film and other media become available in new and alternative formats. Current customers tell us that books in sufficient range, numbers and quality are still important to them. However, changing digital

technologies are opening up content and offering new and exciting ways to deliver services to new audiences. Consideration will need to be given to continuing to improve the procurement and management of stock and making the most of new developments (e.g. e-magazines) whilst making more efficient use of existing stock.

The location, design and accessibility of libraries:

The library strategy recognises the Service's aim to deliver a library within 2 miles of every resident. Investment in library buildings has clearly demonstrated that a well designed, attractive, accessible building will lead to increased take up of services. Some libraries, such as Wath and the Central Library attract customers from across the Borough. Others, such as Kimberworth, Thurcroft, Kimberworth Park and Brinsworth, are visited predominantly by those who live around a mile or less from the library. Customers of those libraries may also use the larger service points e.g. the Central Library, Greasbrough, which deliver a wider range of services, for longer. Proximity to other services, shops, transport links and other public buildings is a distinct advantage. A number of successful shared buildings – e.g. Thorpe Hesley, Wickersley, Aston – demonstrate the principle that increased co-location with other Council and partner services could improve mutual accessibility to those services. As communities grow and change, the location of buildings and services within those communities will need to be reviewed. Consideration may also be given to reviewing the focus of the mobile library service, particularly where usage of a library building is relatively limited.

When services are available:

It is clear that some services and libraries are busier, receive more visitors and issue more books than others. Some days, or times of day, or seasons, may be more attractive, more effective and more efficient than others. Opening hours need to be determined based on actual and potential usage, taking into account the range and level of services available. For example, a busy, well located library attracting usage from around the Borough, with a wide spread of opening hours across the week and offering access to varied library and partner services will deliver services effectively and efficiently to a large audience. Equally, a smaller library with relatively limited services may still be effective and efficient if its hours and services are targeted clearly at its local audience.

It is therefore appropriate to consider if the service could be delivered differently in some places, as appropriate, within the overall aim of delivering a modern, vibrant and efficient library service across the Borough, bearing in mind the resources available.

Rotherham Library and Information Service

A modern, vibrant, library service – developing a new service model for Rotherham

Rationale – how we arrived at our proposals

Introduction

A review of the Library & Information Service has been requested, as per the Cabinet meeting on November 23rd 2011.

This document sets out the process and rationale used to arrive at the current proposals for consultation. The proposed future shape of the service, including service delivery priorities and levels, takes into account the statutory nature of the service, an assessment of local need, available resources and is based on the approved Library Strategy. The Strategy itself was formed from consultation with customers and residents and defines the nature of a modern, vibrant service.

We have worked from the overall premise of putting customers first wherever possible. Where savings have been identified they are proportionate and do not conflict with the implementation of the library strategy nor with the requirement for the service.

A wide range of factors were considered as part of the development of the proposals, including:

- **The statutory duties of the Council**
- **National, regional and local influences**
- **What do Rotherham people value about their library service?**
- **Rotherham's Library & Information Service Strategy 2011-15**
- **An assessment of local need**
- **Resources available**
- **The current and potential performance of the Service**
- **Partnerships**
- **Buildings and location**

1. The statutory duties of the Council

The council's duty in relation to libraries is set out in the Public Libraries and Museums Act 1964 section 7 which states;

"It shall be the duty of every library authority to provide a comprehensive and efficient library service for all persons desiring to make use thereof"

The duty arises in relation to persons "whose residence or place of work is within the library area of the authority or who are undergoing full time

education within that area...In fulfilling its duty a library authority shall in particular have regard to the desirability

- *of securing...that facilities are available for borrowing of, or reference to books and other printed matter..., sufficient in number, range and quality to meet the general requirements and any special requirements both of adults and children...*
- *of encouraging both adults and children to make full use of the library service, and of providing advice as to its use and of making available such bibliographical and other information as may be required by persons using it”*

It should be noted that although this service must be ‘comprehensive and efficient’ there is currently no agreed test of this description. However, as library authorities across the country consider options for future service delivery, further research and guidance is emerging. The core responsibilities as detailed above do not include a specification, for example, for specific numbers of buildings and indeed they may be met and actively promoted through other mechanisms, such as home visits, mobile services, outreach collections and online services.

In considering whether the service is **comprehensive**, we have had regard for a wide range of information about the borough’s make up and the differing needs of its population; the numbers and types of people who visit libraries – who may, or may not, borrow books; people who do not currently use libraries; the views of participants in previous consultation and other related factors.

In considering whether the service is **efficient**, we have had regard to detailed information and analysis of the costs of different parts of the existing service; the resources available to the Council now and in the future; the current performance of the Service and where it could improve; alternative options for delivering services in the future and opportunities for ways of continuing to improve services whilst releasing efficiency savings.

2. National, regional and local influences

There are a wide range of key strategic influences which have played a key role in determining the proposals. These influences have been considered as part of the development of the Library and Information Service Strategy 2011-15 and re-considered as part of the assessment of local need for library and information services. Nationally, regionally and locally library authorities are reflecting on the twin challenges of delivering high quality, accessible, local services whilst improving value for money. They have been supported in this work by an increasing number of reflective reports on the value and role of library services and alternative models of service delivery.

For example, in March 2010, the DCMS published a policy statement on their Modernisation Review of Public Libraries. The report aimed ‘to help libraries adapt to the internet revolution, grasp the opportunities of digital technology, and to respond to the decline in use of existing services, the current economic

climate and the public's expectation of more customer-focused public services'.

The document contained proposals to help libraries achieve six aims:

- Drive the quality of all library services up to the level of the best
- Reverse the current trend of decline in library usage and grow the numbers using the library service
- Respond to limited public resources and economic pressures
- Respond to a 24/7 culture and to changing expectations of people who want immediate access to information
- Grasp the opportunities presented by digitisation
- Demonstrate to citizens, commentators and politicians that libraries are still relevant and vital

It also included the definition of a "core" and "local" offer:

"The Government believes that the community should be at the heart of the public library service and building on the work already developed in this area – such as the Chartered Institute of Librarians and Information Professionals (CILIP) guidelines, the Love Libraries campaign and the Youth Offer for Libraries – the Government recommends that all library authorities introduce a Library Offer to the public. The Library Offer will be made up of a 'core offer' – services which Government believes should be offered across all library authorities, and a 'local offer' – services which are shaped and provided at local level. The Library Offer can be communicated to the public but can also illustrate how each library authority is delivering a 'comprehensive service' as required by the 1964 Act."

The report referred to the findings of the Wirral Inquiry (see section 3 below), recognising that decisions regarding the future of library services should be based on a clear local assessment of need. Though library closures may sometimes be necessary, those closures must form part of a strategic approach to service provision and decisions must only be taken after consultation.

This work is further enhanced by the Department of Culture, Media and Sport's Future Libraries Programme, launched on 16th August 2010 by the Minister for Culture. This formed a partnership between national and local government and, driven by councils themselves, aims to help the library service during the current challenging financial situation, with an ambition to ensure libraries play a central role for communities in the Big Society. Central to the programme is the vision for library services to have greater connection with other local services and an ambition for these services to be designed around the needs of the public, rather than based on organisational boundaries. The programme attempts to spread learning between library authorities, aiming to achieve cost savings, new partnerships and governance models, and demonstrate the advantages of digital opportunities.

The Museums Libraries and Archives (MLA) report: What People Want from Libraries published in December 2010 stems from research into the needs of 21st century public library users. Following extensive consultation, this report identified a variety of motivations for using the public library – love of reading, study, information, individual learning, children’s education, social contact, quiet time in a safe space. While books are seen as the core offer, the building too is a valuable community asset. The clear finding of the report is that “the public see libraries’ core value as being about reading, learning (particularly children’s education) and finding information”.

The public’s priorities for library services were identified as:

- Good range and choice of books
- Friendly and knowledgeable staff
- Pleasant library environment
- Activities, particularly for children

The report concludes that:

- Public libraries still have value in today’s society
- Libraries can be a social leveller and have a strong social role
- Books are key to the “Library Offer”
- There is potential for greater library usage. Library Services should build on their strengths: unique services, free or low cost services, knowledgeable and friendly staff
- Members of the public do not readily distinguish between ‘library service’ and ‘library building’

A letter to Councillors from the Department for Culture, Media and Sport (3 Dec 2010) includes a number of key areas for consideration prior to any decisions on the future of the service:

- A statement of what the service is trying to achieve
- A description of local needs, including the general and specific needs of adults and children who live, work and study in the area
- A detailed description of how the service will be delivered and how the plans will fully take into account the demography of the area and the different needs of adults and children in different areas (both in general and specific terms)
- The resources available for the service, including an annual budget

Library services are being challenged to review the nature of the services they provide and how those services are delivered against a background of fundamental challenge as books, film and other media become available in new and alternative formats. Whilst our current customers tell us that books in sufficient range, numbers and quality are still important to them; changing digital technologies are opening up content and offering new and exciting ways to deliver services to new audiences.

The Library Strategy and the Library Review aim to position the service to make the most of new developments, whilst also continuing to improve the stock of books, films, music scores etc available in more traditional formats.

3. What do Rotherham people value about their Library service?

We carried out an extensive survey of library users and non users during May/June/July 2010, asking them what they valued and what their priorities were for the future. This research helped inform the Library and information Service Strategy 2011-15. A brief summary of the key points is given below.

People were asked to indicate which of the following were important:

- Library staff are approachable (91%)
- There are books available for me to borrow (89%)
- I have choice to access services without charge (82%)
- I can choose how to spend my time in the library in a relaxed environment (79%)
- The library is situated conveniently with other local community facilities (78%)
- I can use the information and enquiry service at no charge (73%)
- Information about my local community is readily available with no cost (71%)
- There is space to study and learn (63%)
- Information about Council Services is readily available with no cost (61%)
- There are zoned areas for different age groups or activities (61%)
- Use of the internet is readily available with no charge (59%)
- There are organised activities for different age groups/interests (56%)
- There is space to look at displays (56%)
- There are family friendly activities to choose from (52%)
- I can go online from home, whenever I want to 24/7 and access free resources and services (49%)
- There is space for informal meetings (46%)
- There is somewhere to get refreshments (45%)
- There are newspapers and magazines available to read (43%)
- There is space for formal meetings (40%)
- I will be able to access Wi-Fi (when available) when I need to free of charge (39%)

Children told us that the following were important to them:

- Wide choice of books and magazines
- Free internet
- The atmosphere
- Staff
- Family and children's activities
- ICT access
- Accessibility
- Service which is free of charge
- Access to Wi-Fi

People from black and minority ethnic communities told us some of the things they valued most were:

- A wide choice of books, papers and magazines
- Staff
- Free internet access
- The atmosphere
- Family and children's activities

4. Rotherham's Library and Information Service Strategy 2011-15 (www.rotherham.gov.uk/libraries)

The strategy outlines the way forward for the service and provides a road map to delivering a modern, vibrant, library service. It identifies priorities for service delivery based on corporate priorities and detailed consultation with residents and customers.

"The way forward

The vision for Rotherham detailed in the Corporate Plan:

"Rotherham is a prosperous place and Rotherham people have choices and opportunities to improve the quality of their lives. Rotherham communities are safe, clean and green and everyone can enjoy a healthy and active life

The need to continue to provide a comprehensive and efficient service for all those who wish to use Rotherham's libraries will be balanced with the requirement to ensure value for money and efficiency savings. Evidence of local need and demand will continue to decisions on service delivery.

We will prioritise our contribution to the following corporate priorities, aims and plans for action:

Making sure no community is left behind

- More people in our poorest communities are in work and training (05)

Providing quality education; ensuring people have opportunities to improve skills, learn and get a job

- More people have formal qualifications and skills (06)
- More people come to the Town Centre for work, shopping and for things to do and see (08)
- More people are in work or training and less are living on benefits (09)
- Babies and pre-school children with a good start in life (11)

Helping create safe and healthy communities

- People enjoy parks, green spaces, sports, leisure and cultural activities (23)

We will prioritise our contribution to those areas identified as most important in national and local consultation:

- Good range and choice of books
- Approachable and knowledgeable staff
- Pleasant library environment
- Choice to access services, including ICT and internet access, without charge
- A library situated conveniently with other local community facilities
- Activities for children

We will, therefore:

- Provide easily accessible, welcoming, local libraries, open to suit local needs, supplemented where necessary by mobile services, services delivered to individual homes and services delivered through partners' outlets
- Help more people to access skills for jobs and for life - including literacy, numeracy and ICT
- Deliver services for vulnerable adults, young people and their families
- Help more people access Council and partners' services easily, swiftly and locally
- Provide a wide range of high quality reading material for adults and young people, in appropriate formats including large print, audio and digital.
- Provide free access to a range of information resources including the internet, enabling easy access to information and online services
- Train and support staff to ensure they have relevant, up to date knowledge and skills in order to provide an excellent customer service

How will we do this?

We will:

- Provide easily accessible, welcoming, local libraries, open to suit local needs, supplemented where necessary by mobile services, services delivered to individual homes and services delivered through partners' outlets

By:

- Continuing to use the former Library standard of a library within 2 miles of every resident mile radius as a guide, but recognise that using this as a standard approach is not appropriate in all cases. Libraries will be located in the heart of the community in a location which provides good physical access and its services will be open to all.
- Considering workable alternative governance models, as appropriate, in order to achieve this
- Wherever possible, seeking over time to make libraries even more relevant to their communities by increasing the number of functions that they provide by becoming hubs for a range of council services
- Changing opening hours to suit local need e.g. reduced evening and increased weekend hours

- Consolidating opening hours e.g. by “sharing” service hours across neighbouring communities, enabling service points to remain open
- Implementing seasonal opening, recognising the different usage across summer and winter months
- Agreeing an “offer” to customers for each service point, building on Borough wide offer

We will:

- Help more people to access skills for jobs and for life - including literacy, numeracy and ICT

By:

- Providing free access to books and information
- Providing free internet access
- Providing supported ICT use
- Providing support for readers
- Providing informal and formal learning in partnership with colleagues in Education
- Providing work clubs and advice sessions in partnership with colleagues in Employment
- Ensuring staff have appropriate awareness and skills

We will:

- Deliver services for vulnerable adults, young people and their families

By:

- Increasing access to the home delivery services and Bookability
- Ensuring the mobile library visits rural and outlying communities
- Offering appropriate materials including Large print, Audio books
- Offering health information and “Choose & Book” in partnership with colleagues in health
- Offering and enabling library membership from birth
- Supporting children’s literacy in partnership with Imagination Library and other partners
- Making Bookstart a priority in our services for under 5s
- Offering a range of activities for under 5s and their families
- Delivering the summer reading challenge in partnership with schools
- Offering holiday activities in partnership with other Cultural Services
- Offering services to and in partnership with schools and the Youth Service

We will:

- Help more people access Council and partners’ services easily, swiftly and locally

By:

- Exploring options to consolidate services whilst retaining the core identity of the library service.
- Sharing premises with council and other partners

- Exploring options to deliver services in the places that people go to, including retail outlets, children's and youth centres, community buildings and health centres
- Ensuring effective representation on strategic and Borough wide partnerships.
- Improving marketing and awareness of the service

We will:

- Provide a wide range of high quality reading material for adults and young people, in appropriate formats including large print, audio and digital

By:

- Ensuring staff have the necessary skills and awareness to promote, develop and manage the stock locally
- Reviewing the current supplier and stock management arrangements
- Monitoring and improving value for money from the stock purchasing arrangements
- Making best use of the library management system and specialist tools to monitor the availability and use of stock
- Ensuring that we prepare for future trends e.g. e-books
- Improving the efficiency of delivery arrangements
- Reviewing the circulation and allocation of stock
- Ensuring that staff have the necessary skills to maintain the stock, analyse usage and suggest improvements locally, in partnership with customers

We will:

- Provide free access to a range of information resources including the internet, enabling easy access to information and online services

By:

- Continuing to develop, refresh and improve the People's Network
- Offer access to relevant online resources, in co-operation with colleagues regionally and nationally
- Develop our website and social networking facilities, improving access to and the interactivity of services

We will:

- Train and support staff to ensure they have relevant, up to date knowledge and skills in order to provide an excellent customer service

By:

- Transforming the customer experience by consolidating customer service staff
- Ensuring consistency in numbers and grades of staff
- Ensuring staffing levels are appropriate to the level of required service delivery
- Redistributing staff based on local need
- Embedding essential skills within all staff

- Prioritising ongoing staff training as essential for continuing best practice
- Embedding new ways of working to ensure high quality, customer-focused, flexible and innovative service delivery

In addition, we will continue to ensure value for money and ensure that our services are delivered effectively and efficiently, by:

- Learning from the “Future Libraries Programme”
- Undertaking a regional pilot to assess options for cross boundary provision
- Consideration of trust options or other means of delivery
- Monitoring and awareness of various alternative governance options
- Learning from the Mowbray Gardens community management programme and piloting in a number of additional libraries e.g. Brinsworth, Thorpe Hesley, Swinton, Wickersley
- Producing and implementing volunteers policy
- Rationalising and restructuring current management tiers and support services
- Reviewing the arrangement with Hospital Trust
- Reviewing partnership agreements where there are co-located services

We will measure the impact of how we are achieving this by monitoring and improving:

- Numbers of visits
- Numbers of visits per staff hour
- Cost per visit
- Numbers of active borrowers
- Increased customer satisfaction (PLUS surveys)
- Achieving Customer Service Excellence
- Numbers of local people involved in service delivery
- Numbers of volunteers
- Numbers taking part in holiday activities
- Numbers taking part in learning activities
- Numbers taking advantage of access to work initiatives
- Numbers of children under 5 registering
- Numbers accessing the Home delivery service and Bookability
- Collecting case studies to illustrate the quality of the experience that customers are receiving.”

5. An assessment of local need

The assessment of local need sets out the key findings arising out of relevant data and builds on the work and plans set out in the Library and Information Service Strategy. We have considered:

- the demographic composition of our communities
- the way that communities use their local libraries
- their management by the Council
- what our residents tell us about the service

Need is considered in the broadest sense, based on the circumstances, habits and preferences of local communities. This includes:

- social conditions and access
- demand, service usage and performance
- resident feedback

The report following the DCMS inquiry into **Wirral Libraries** in 2010 concluded that the Council's proposals breached its statutory duties. It had failed to consult residents and thereby assess local needs; its proposals failed to meet the needs of children or deprived communities; and its failure to have a strategic plan or a development plan for the service meant the authority could not explain how its proposals would meet the needs of the public. The report contains a useful definition of a local needs assessment for a public library service. Sue Charteris, who chaired the inquiry, set out the criteria on which any assessment of need and efficiency should be based, as follows.

In each case, the criterion is followed by a summary of how we have addressed the issues.

- *Consideration of the wide range of those needs caught by the definition of all those who live, work and study in the area, and the specific needs of adults and children and young people of all ages*

Our ongoing comprehensive Equalities Assessment considers how the proposals impact on local communities. The library service is a universal offer to all residents; it will therefore need to change as the needs of residents change. For example, when planning for the future of the library service we take account of such trends as the aging population identified in the needs assessment: "The number of people in Rotherham over 65 is projected to increase by more than a half by 2028, from 41,500 to 61,400. The number of people over 85 will almost double (+96%) from 5,000 to 9,800 by 2028. Although people will tend to remain healthy for longer than they do now, healthy life expectancy is not rising as quickly as life expectancy overall. The rising numbers of older people, particularly those in the oldest groups will have major implications for all services, (including libraries), used by older people." This demographic change may lead to changes such as alterations to opening hours, the range of materials provided, the way services are delivered and the support offered by staff.

The service solicits regular customer feedback through surveys and customer comments; works closely with many communities and organisations to target 'hard to reach' groups and evaluates events and activities. Library staff produce and update community profiles for each library and work with other council colleagues and partners to utilise data to identify the needs of those who do and don't use our services.

- *An assessment of accessibility – drawing on travel data including car usage data, public transport routes and the cost of services*

The Library Service has to be accessible as well as available. For example, where we have proposed changes to opening hours we have considered the location of the library, its proximity to public transport, alternative services available locally and the make up of the current customer base. We continue to aim to provide a library service within 2 miles of all residents of Rotherham. The Library and Information Service Strategy 2011-2015 recognised the importance of accessible locations for library buildings

- *Consideration of the views of existing users, and an attempt to analyse the reasons and motivations of non users and how their use could be encouraged;*

This has already been taken on board to some extent in consultations for the Library and Information Service Strategy 2011-15. This process will continue in the consultations involved in this Library Review.

- *An assessment as to whether there is any differential impact (via an equalities impact assessment) on whether any specific communities or groups would suffer any adverse impacts as a result of the changes to the service*

This will be addressed in detail in the Equalities Assessment.

- *Consideration of information from partner organisations and other departments, including reference to learning strategies for children and adults, links with social and adult care, and employment initiatives.*

The consultation process will include meetings with service user groups, discussions with partners including other authorities, and officers from other departments. The views expressed will inform the proposals. It is expected that throughout the process consideration will be given to new and or amended ways of operating the service that might be more efficient and effective.

- *Whether the library buildings are fit for purpose, and or in the right place to serve the needs of the community;*

The Library Strategy 2011-2015 recognised the importance of accessible locations for library buildings. An ambitious programme of additional and refurbished libraries (6 in the last 6 years), including opportunities for shared services, has proved very successful in increasing participation. The location of buildings is largely historical – a relatively large number ringed around and close to Rotherham town, others based on West Riding County Council locations, with more duplication in the centre and north than in the south of the borough. Some current library buildings are clearly not in the right place to be easily accessible by all sections of the community e.g. Thurgroft. Others would benefit from updated facilities, e.g. Brinsworth, where there is an urgent need to attract investment to make the library fit for purpose. The redevelopment of the town centre and the relocation of the Central library

have potential implications for those communities adjacent to the improved provision.

- *whether there is scope for more effective use of resources, through for example flexible staffing arrangements, self-issuing, or the Community Asset Transfer model or partial model;*

Self issue and return was introduced in Rotherham Libraries in 2008 at Wickersley Library and subsequently at Mowbray Gardens Library, Central Library and Aston Library. As part of this process, staff have embraced new ways of working that are both more efficient and more customer focused. Investment in Radio Frequency Identification (RFID) at Riverside has improved self issue and return as well as making stock management more efficient. Consideration will also be given to alternative proposals for service delivery during the consultation process. A pilot at Rawmarsh library and customer service centre will assess the benefits and challenges of joint delivery of services. .

- *whether there is scope to provide the service more efficiently via delivery partnerships within and outside of the authority, for example through Service Level Agreements (SLAs) with other council functions;*

The shared service strategy pursued by the library service since 2007 has resulted in a number of successful shared buildings. Thorpe Hesley – a partnership with a local church; Wickersley – a partnership with a parish council; Mowbray Gardens - a successful Big Lottery bid around community engagement and partnership; Aston Library - a Joint Service Centre with Health and Council partners and Riverside House – which includes a library, heritage and arts space adjacent to a customer service centre and which is co-located with the majority of Council services. Rawmarsh Joint Service Centre, including Health and Council partners, opened very recently. Rotherham Libraries are also in discussions with neighbouring boroughs to try and identify efficiency savings through joint working.

- *Whether there is demand for the services in the way that they are currently offered;*

Every local community, whether a geographic community or community of interest, is different. There is a strong sense of ownership of local services within Rotherham – customer feedback often includes the expression “our library” or “my library”. The needs assessment, previous consultation and analysis of usage demonstrates that there is a need for library services in every community in Rotherham. Consideration has been given, however, as to whether in some local areas, the service might be better delivered in a different way.

Visitor figures to Rotherham’s Libraries (see Assessment of Need document) show that there is a disparity in the use of existing libraries. A number of reasons have been put forward for this, but a key factor appears to be location within the community. One demonstration of this is the increased usage of Aston library after its relocation from relatively limited access school premises

to a shared building with Health and Council partners. In Thurcroft, where the library is based in a school there is limited access to or even awareness of library service by the wider local population. Demand at Kimberworth and Kimberworth Park is also relatively low, with evidence that those local populations also use other libraries, particularly the town centre. Those local populations might be better served through accessing the improved library service within Riverside House, Greasbrough Library or mobile/HLS services.

- *Whether the buildings are beyond their useful life and what the scope of shared facilities might be;*

After considerable investment has been put into new builds and refurbishments of libraries in Rotherham, there is now only one building remaining that is completely unfit for purpose and beyond its useful life – Brinsworth Library. Proposals being considered include replacement of the current building or movement to a new location working in partnership with the Parish Council. The possibility of shared facility or mobile arrangements for other libraries is either being considered or will be as part of the consultation process for this review.

- *Whether a physical presence is necessary, taking into account the particular needs of that community, and if it could be replaced by other means such as a mobile service;*

This is an area that needs to be considered as part of the needs assessment and reflected on as part of the consultation. For different reasons, this consideration is particularly pertinent to Thurcroft, Kimberworth and Kimberworth Park. In addition to our physical library buildings our service can also draw on other areas of outreach e.g. Mobile and Booklink services and online services.

- *Whether steps are needed to encourage use of library provision.*

Satisfaction rates amongst customers are consistently higher than amongst residents as a whole, implying that once residents use the service, their opinion of it improves. The Library and Information Service Strategy makes reference to the need to raise awareness and encourage use of service.

“We will continue to encourage more people to use our services, more often, by implanting a sustained marketing plan. Our key messages will be developed in cooperation with the corporate Communications and Marketing Team and will include the following key points:

Rotherham’s libraries:

- promote a love of reading and space where people can engage in informal learning, develop skills and improve their lives.
- provide children and young people with a safe, inspiring place to learn, explore their creativity and find their talent.
- support businesses and contribute to the sustainability and regeneration of our local communities

- are welcoming spaces, open for all to use to improve their lives and their communities
 - offer information and reading services that can improve the health and well being of customers
 - bridge the digital divide and are, for many people, an essential point of access to online knowledge resources”
- *While this is not an exhaustive or definitive set of criteria, I would expect a ‘reasonable’ authority to use such evidence, together with an assessment of resources available, to devise a comprehensive vision and development plan for the service, which addresses these considerations within the development plan. It may, having done this, still draw different conclusions than those others might draw, and it might make decisions that are unpopular, but importantly, these decisions would be based on evidence which could be used to demonstrate the comprehensiveness and efficiency of the service provided by reference to demonstrable need and resources.”*

Officers consider that the service that would be delivered by the Library service after the possible implementation of the proposals would meet the requirement to be both comprehensive and efficient. In this context officers recognise that

- while we continue to aim to provide a library within 2 miles of every resident, we recognise that in some areas such as Thurcroft, Kimberworth and Kimberworth Park, consideration could be given as to whether a comprehensive service can still be delivered to all without the need for a physical building. ‘Comprehensive’ has therefore been taken to mean delivering a service that is accessible by all residents using reasonable means, including good transport links to other libraries, mobile library service, booklink and digital technologies
- an efficient service must make the best use of the assets available in order to meet its core objectives and vision, recognising the constraints on Council resources
- decisions about the Service must stem from the Library and Information Service Strategy 2011-15 which has been approved by members

6. Resources available

Difficult decisions have been made and will continue to need to be made in future years due to the challenging financial circumstances facing the Council.

It has been recognised that decisions on future service delivery need to be based on an assessment of need whilst considering the resources available and appraising options for releasing savings. An indicative target for savings of £500,000 was agreed by members in November 2011.

The budget for the Library and Information Service (2011-12) was £3,313,975. This included:

- Community libraries £1,169,097
- Central Library £378,351
- Mobile libraries £180,585
- Casual staff contracts/additional hours £86,505
- Building maintenance £51,888
- Materials fund £504,101
- Service delivery support £439,209
- Group management £244,770
- Services to communities £259,469

It can therefore be demonstrated that the costs of the service fall into three broad areas – stock, staff (which is partly dictated by the number of buildings and the hours they are open) and the buildings themselves.

The priorities for the service identified by residents and included in the Library and Information Services Strategy indicated the need to continue to deliver broad based services across Rotherham, with opening hours, stock provision and service delivery based on local need – any savings released are therefore spread across the range of expenditure.

The proposed option for future service delivery identifies savings in the following areas: changes to opening hours and two Library closures, reduction in buildings maintenance due to the relative balance of newer/refurbished libraries, changes to the delivery of events and activities, changes to mobile services, changes to staffing models, reductions in the materials fund in line with the new service model.

The Library Service is committed to continue to improve and develop the service whilst still recognising the need to explore efficiency savings.

7. The current and potential performance of the Service

Traditionally, the measurement of performance of library services has concentrated on physical visits to libraries and the borrowing of books. It is being increasingly acknowledged that, whilst these remain at the heart of what libraries do, they now provide an increasingly wide range of services - a welcoming, local meeting space; a place to read and relax; access to information and local services; access to the internet, study facilities or events and activities. People may borrow books (either in print or digital format) without visiting a building - through outreach, home visits or online services. Library services will therefore need to continue to develop new indicators which more accurately reflect the impact and take up of the service.

Currently, library visits are counted by electronic people counters situated at the entrances to libraries or manually by staff. These figures give us the most accurate usage levels. The library management system provides statistics on numbers of books borrowed and the number of people who borrow books. A national survey of customer satisfaction, carried out in a three year cycle, tells us in detail what our existing customers feel, whereas resident surveys give a broader picture. All events and activities in libraries are evaluated and future events designed according to customer feedback.

Whilst these figures can tell us a lot about the performance of an individual library, local demographics need also to be taken into account. For example, increases in book borrowing in an area of traditionally low literacy levels can be more “meaningful” than similar increases in a relatively literate area of the Borough. The difference a library makes to local community can often be better assessed through the use of case studies and impact assessments than the analysis of figures in isolation. The proposals for delivery include comparative and joint studies of the communities served by Mowbray Gardens and Wickersley libraries respectively, in order to learn more about best practice in these areas.

Summary of performance 2007-12

Rotherham Library and Information Service has undergone a transformation. RMBC strategy during this time has been to deliver significant capital investment in Library buildings through an ambitious programme of construction, modernisation, replacement and refurbishment. An excellent record of opening 6 new libraries in 6 years is one that the Borough can be proud of.

As these new libraries came on stream we aimed to improve the service to customers across the service, so the concept of “New Ways of Working” for staff was introduced and was implemented as new libraries opened at Thorpe Hesley in 2007 (where an innovative fold-away library was introduced to the borough), Wickersley in 2008, Mowbray Gardens in 2009 and Aston in 2010. The opening of both Riverside and Rawmarsh will continue this success into 2012. In essence this comprises the following.

- Partnership thinking and community involvement
- Staff engagement with customers, including proactive work within the geographic and online community
- Managing the library space and seeing it as our customers and visitors do
- Introduction of innovative procedures including flexible staffing and self-service

Elements of this purposive proactive and customer focussed working have also been introduced in other libraries around the Borough. There has been positive feedback on the greater engagement with customers and the appearance of stock display and general approval from customers for the introduction of self-service as an option.

Other successes over the last four years are the Big Lottery funded project to redevelop Mowbray Gardens library; the recognition and success of our safe surfing/cybersafe guide; introducing many local people to the internet; increasing participation in the Summer Reading Challenge; the Children’s Book Festival; improved quality of our bookstock including e-audio books; working with health partners and leading on health information – nationally, regionally and for local people; the introduction of a new library management system; the refresh of the People’s Network; the development of the 24 hour

library through access to online services and web 2.0, using the full range of our services to help local people through recessionary times.

As the above illustrates, new libraries have been redesigned with the local community in mind. Increased opening hours across the service, convenient self-service, new computers and furniture, places to relax and socialise, local access to wider council services, community involvement in the running of their library and a lively programme of events and activities have all been part of their development and have assisted the positive upturn in performance.

8. Partnerships

The Library Strategy 2011-15 summarises the Library Service approach to wide-ranging partnerships, which remains central to the way the service operates. The needs assessment points to the fact that a third of Rotherham's population live in areas that are the most deprived 20% in England and that the key drivers are Health, Education and Skills and Employment. The recession has meant that the free local services offered by Libraries are even more appreciated and we have supplemented these through partnership work.

Over the last few years, partnership working at both strategic and local level has proved most fruitful. It has been vital in areas such as planning new library and joint buildings, libraries as local venues, literacy and learning initiatives, digital literacy, health, employment, looked-after-children and other safe-guarding initiatives. There is a breadth of joint working, partnership and collaboration across the service. There are, of course, always other partnerships that can be developed and we are always keen to explore them where they can contribute to improving the efficiency, range and relevance of our library offer.

In the Yorkshire and Humber region, Rotherham currently chairs the Society of Chief Librarians (Yorkshire) group which is made up of the 15 authorities in the region. We constantly work in partnership across the region on various projects, delivering economies of scale. We are also exploring opportunities to work together to find new models of public library service delivery that may help to deliver improved efficiency by working across boundaries.

9. Buildings and location

As communities grow and change, the location of buildings and services within those communities needs to be reviewed. The "right" location can influence the success or failure of a service in terms of takeup and satisfaction. A building which is difficult to access due to design, transport, signage or infrastructure will become a barrier to usage.

A library is much more than a building but the physical environment is an important success factor. We can see this success in the investment in Rotherham's new Libraries when combined with the introduction of a new ways of working culture. Although we have tried to bring in some of these

ideas into our older libraries in terms of making the design more flexible and introducing some new ways of working, they are too often located a distance from high streets and public transport e.g. in Thurcroft and Kimberworth Park. Today's library user, like users of other public facilities, needs a convenient location. Proximity to other services, shops, transport links and other public buildings is a distinct advantage, as is the co-location of sympathetic services.

In Rotherham, the libraries that are in the best condition and in the best locations are visited the most. For example, there has been a significant rise in use since the move of Aston Library from a relatively inaccessible location in the Comprehensive School into the new Joint Service Centre: active membership rose by 35%, issues by 37% (68,821) and IT usage by 6%. The library is now easier to access and now has more of a community feel and focus, rather than being thought of as a 'school' library.

Today's library services may be offered in buildings alongside other public services. The co-location strategy that we have followed with our new libraries has also been a major success factor. e.g. Thorpe Hesley, Wickersley, Aston, Riverside House, Rawmarsh.

Where buildings are relatively inaccessible and/or by their size or nature limit the scope to deliver appropriate services in an efficient and effective way, we have proposed alternatives. We took account of the geographical spread of libraries across the borough. High street and or co-locations and proximity to public transport were preferable to ensure maximum footfall. Libraries such as Thurcroft, Kimberworth Park and Kimberworth are limited by their position and their proximity to better located buildings such as Riverside, Greasbrough, Wickersley, Dinnington and Aston. Issues of deprivation and community access were also considered. Key issues relate to the access to libraries for younger people (under 19) older people (over 60) and people with disabilities.

Long term viability of buildings has also been considered. In particular we would hope that partnership with the Parish Council in Brinsworth would lead to the investment needed for a new Library space. The present building is not fit for purpose and a solution is therefore being sought with some urgency.

Conclusion and proposals

- Customers need buildings and services which are accessible, safe, welcoming and well maintained.
- In order to serve all communities, and taking into account the travel habits of current customers, we will continue to aim to provide a library within 2 miles of every resident, with a range of opening hours to suit local need.
- We will close two libraries at Kimberworth and Kimberworth Park. However, there will be minimal impact on the numbers of residents who live within 2 miles of a library.
- We will change opening hours, prioritising a number of libraries in the north, south and town centre, improving access to other Council services.

- Opening hours at the remaining libraries will be set according to actual and potential usage. Some may be open less than they are now.
- Where opening hours are reduced, we will work with partners and communities to increase opening hours where possible in the future.
- We will refocus the mobile library service to improve access to services across the Borough.
- We will spend £386,193 on books and other materials, reducing the spend per head of population from £1.98 to £1.52, in line with the changes to service provision. We believe that this means we will be able to continue to provide a wide range and choice of books.
- We will refocus the roles of staff to support the delivery of a modern, vibrant service.
- We will continue to deliver services to our most vulnerable communities, including children, young people, families, and the elderly.
- We will continue to improve e-enabled services.
- The proposals mean it will cost around £500,000 less to deliver the library service.

Closures:

The needs assessment showed us that we could deliver the service to people living in the Kimberworth and Kimberworth Park areas in a different way than present. The population maps show clearly that the existing static library buildings are close to other libraries in terms of the 2 mile radius guideline. Local people are already accessing Greasbrough Library and could benefit from the new Riverside House service which is now even nearer than the old Central Library. In addition, we plan to supplement this access with mobile/home visit provision as appropriate.

Opening hours:

In terms of proposed opening hours changes, it is significant that not only are some reductions very small but also that some opening hours will be increased to take account of trends that show the local need. Some examples of this are Mowbray Gardens, Wath, Riverside, Aston and Rawmarsh.

What will this mean for each library?

- **Aston Library** – This will operate as a “hub” site for the south of the borough, will take advantage of opportunities to offer improved and additional services in partnership with Customer Services and Health
- **Brinsworth Library** – We aim to develop a shared building model with the Parish Council, delivered by a Community Management Board, learning from our experiences in Mowbray Gardens
- **Dinnington Library** – This will operate as a “hub” site for the south of the borough, will take advantage of opportunities to offer improved and additional services in partnership with Customer Services and other co-located local services
- **Greasbrough Library** – We aim to increase access to other Council services through direct provision in the library

- **Kiveton Park Library** – We will pilot seasonal opening, recognising the variations in demand for services
- **Maltby Library** – We will take advantages of opportunities to offer improved services in partnership with Customer Services, on a “campus” approach
- **Rawmarsh Library** – We will take advantages of opportunities to offer improved services in partnership with Customer Services, piloting a merged staffing structure and extended opening hours
- **Swinton Library** - We will take advantages of opportunities to offer improved services in partnership with Customer Services
- **Thorpe Hesley Library** - We will build on the existing close links with the community, piloting ways to improve the enlistment, training and use of volunteers to add value to existing services
- **Thurcroft Library** – We will pilot term time/seasonal opening in the present school premises and explore other methods of delivery to improve access to library services
- **Wath Library**- This will operate as a “hub” site for the north of the borough and will take advantage of opportunities to offer improved and additional services in partnership with Council colleagues
- **Mowbray Gardens Library and Wickersley Library** - 2 libraries which are relatively close geographically, but which serve very different communities with different needs. We will learn from the best practice in both Libraries so that the staff share the learning with each other and consider and develop joint approaches to areas such as partnerships, reading and stock, activities, staffing etc
- In **Riverside House** we will continue to provide a flagship service for the whole Borough.

Summary of proposals

| Library | Current Hours | Visits per yr | Active borrowers | Proposal |
|------------------|---------------|---------------|------------------|---|
| Central | 52.5 | 346335 | 11499 | Increase hours to 55 per week. “Flagship” provision for borough at Riverside House |
| Aston | 44.5 | 53155 | 3158 | Increase hours to 49 per week. “Hub” site for south of borough. Link to customer services |
| Brinsworth | 26.5 | 10473 | 670 | Reduce opening hrs to 26 per week. Explore potential for new build/community management model with Parish Council |
| Dinnington | 49.5 | 72843 | 3709 | Reduce opening hours to 49 per week. “Hub” site for south of borough. Link to customer services |
| Greasbrough | 40 | 30678 | 1285 | Reduce opening hours to 32 per week. Relocate district office and offer access to additional Council services |
| Kimberworth | 16.5 | 9942 | 643 | Close: additional provision from mobile library |
| Kimberworth Park | 17.5 | 10514 | 603 | Close: additional provision from mobile library |

| | | | | |
|-----------------|------|--------|------|--|
| Kiveton Park | 35.5 | 29252 | 1252 | Reduce opening hours to 32 per week. Pilot seasonal opening |
| Maltby | 50 | 45156 | 3559 | Reduce opening hours to 40 per week. Link to customer services on "campus" basis |
| Mowbray Gardens | 32 | 48655 | 1508 | Increase opening hours to 40 per week. Case study on impact and best practice linked to Wickersley |
| Rawmarsh | 32 | 20236 | 1039 | Pilot for joint Library & Customer Service Centre, involving temporary increase in hours and during which opening hours will be reviewed |
| Swinton | 44 | 57682 | 2639 | Reduce opening hours to 40 per week. Link to customer services |
| Thorpe Hesley | 26 | 12223 | 661 | Retain current opening hrs. Pilot work with volunteers to add value to current service |
| Thurcroft | 26.5 | 21909 | 655 | Reduce hours to 26 per week, term time only. Additional provision from mobile during school holidays |
| Wath | 46 | 113794 | 2979 | Increase opening hours to 49 per week. "Hub" site for north of borough. Access to additional Council services |
| Wickersley | 45 | 66990 | 3642 | Reduce opening hours to 40 per week. Case study on impact and best practice linked to Mowbray Gardens |

There is a need for a library service in every community in Rotherham. However, every community is different. We have therefore considered if the service could be delivered differently in some places, as appropriate, within the overall aim of delivering a modern vibrant and efficient library service across the Borough, bearing in mind the resources available.

We believe that the options for consideration will continue to meet the statutory duties of the Council in respect of its library services and provide a modern vibrant library service based on the Library Strategy.

Rotherham Metropolitan Borough Council

**Your Guide To Proposed Changes To
Rotherham's Library and Information Service**

Rotherham's residents are being invited to have their say on the future of the Library and Information Service. This document provides information on the proposals being put forward; the background to the changes, and how people can get involved in their own communities.

What type of library and information service is the Council required to provide?

The Council has a statutory duty to provide a library service. The Public Libraries and Museums Act of 1964 states that: "*It shall be the duty of every library authority to provide a comprehensive and efficient library service for all persons desiring to make use thereof.*" The duty arises in relation to persons who are resident, work in or are in full time education in the borough.

Why is the Library and Information Service so important here in Rotherham?

We believe it is the role of an effective Library and Information Service to:-

- Promote a love of reading and help to improve literacy
- Provide welcoming spaces, open for all to use to improve their lives and their communities
- Offer information and reading services that can improve the health and well being of customers
- Provide a space where people can join in informal learning, develop skills and improve their lives
- Provide children and young people with a safe, inspiring place to learn, explore their creativity and find their talent.
- Support businesses and contribute to the sustainability and regeneration of our local communities
- Bridge the digital divide and become, for many people, an essential point of access to online knowledge and information.

Since 2007 Rotherham Borough Council has invested significantly in library buildings, with an ambitious programme of construction, modernisation, replacement and refurbishment, including the opening of six new libraries in as many years. Libraries opened at Thorpe Hesley in 2007, Wickersley in 2008, Mowbray Gardens in 2009, Aston in 2010 and Riverside House and Rawmarsh in 2012.

How have libraries changed in recent times?

Libraries today are very much redesigned with customers in mind. They are open longer, with new computers, furniture and convenient self-service. They are seen as welcoming sources of information; places to relax, learn, meet other people or curl up with a good book. Communities are becoming more involved in the running of their library. A lively programme of events and activities has encouraged adults, children and families to enjoy their visits.

Background to the latest proposals

We believe our library and information services here in Rotherham are of an extremely high standard. However, we can always improve to ensure we are not only delivering a modern and appropriate service, but also one which delivers the best possible value for money.

During 2010 and 2011 we asked people who lived, worked or studied in Rotherham what they liked most about the Library and Information Service and what our priorities should be for the future. They told us:

- Good range and choice of books
- Approachable and knowledgeable staff
- Pleasant library environment
- Choice to access services, including ICT and internet access, without charge
- A library situated conveniently with other local community facilities
- Activities for children

In 2011 we brought out our Library and Information Service Strategy, which said what we would aim to do in the next four years, including:

- Providing easily accessible, welcoming, local libraries, open to suit local needs, supplemented where necessary by mobile services, services delivered to individual homes and services delivered through other existing, non-council outlets
- Helping more people to access skills for jobs and for life - including literacy, numeracy and ICT
- Delivering services for vulnerable adults, young people and their families
- Helping more people access Council and other agencies' services easily, swiftly and locally
- Providing a wide range of high quality reading material for adults and young people, in appropriate formats including large print, audio and digital.
- Providing free access to a range of online information resources including the internet
- Training and supporting staff to ensure they have relevant, up to date knowledge and skills in order to provide an excellent customer service

Since then we have begun to consider, based on everything we know about Rotherham's communities, what we need to do most and what we can afford to do. In other words, we have carried out an "assessment of need" - a thorough review of our services, who uses them, when and where, and how changes could be made to improve and give better value-for-money. However, before any decisions are taken, we want to ask you for your comments and thoughts on our proposals.

What are the changes being proposed?

We believe that there is need for access to a library service in every community in Rotherham. However, every community is different and so we want to make sure that we take account of the all the differences in the ways people need and want to use their library service.

- In order to serve all communities, and taking into account the travel habits of current customers, we will continue to aim to provide a library within 2 miles of every resident, with a range of opening hours to suit local need
- We will change opening hours, increasing them in a number of libraries in the north, south and town centre, making it easier for you to visit
- We will change opening hours at the remaining libraries according to actual and potential usage. This means that some may be open less than they are now
- We propose to close two small libraries at Kimberworth and Kimberworth Park. However, there will be minimal impact on the numbers of people who live within two miles of a library

- We will continue to deliver mobile library services and services to individuals in their homes. We will change the way this service is delivered to make sure that we improve access across the Borough
- We will look to provide access to other Council services in a number of libraries
- We will reduce the amount we spend on books and other materials for each person in Rotherham from £1.98 to £1.52. This means that we will continue to spend around £390,000 each year. We believe that this means we can continue to provide a wide range and choice of books but still achieve greater value for money
- We will continue to offer free access to the internet and a range of online information sources, including e-magazines
- We will continue to deliver a varied programme of events and activities aimed at children, young people, families, and adults. We want more people to use the library service, more often
- The proposals mean it will cost around £500,000 less to deliver the library service

A summary of how the proposed changes will affect each individual library is attached.

How can you give your views on the changes being proposed?

The Library & Information Service is, by its nature, open to all. Our target audience for consultation therefore is a wide one, made up of all those who live, work or learn in Rotherham, including those who do not currently use libraries.

Copies of all background documents, which are available in alternative formats and languages upon request, can be found at www.rotherham.gov.uk/libraries.

There will be lots of opportunities for people who use libraries – and those who don't at the moment – to get involved as part of the consultation process, which ends on 31st August 2012. For example:

- Call in at one of our drop-in sessions:-
 - 4th July: Aston Library, 2-6pm
 - 5th July: Mowbray Gardens Library, 2-6pm
 - 6th July: Greasbrough Library, 2-6pm
 - 9th July: Maltby Library, 2-6pm
 - 10th July: Brinsworth Library, 2-6pm
 - 11th July: Rawmarsh Library, 1-5.30pm
 - 12th July: Kiveton Park Library, 2-6pm
 - 13th July: Dinnington Library, 2-6pm
 - 16th July: Thurgroft Library, 2-6pm
 - 17th July: Wickersley Library, 2-6pm
 - 18th July: Thorpe Hesley Library, 3.30-7pm
 - 19th July: Swinton Library, 2-6pm
 - 23rd July: Wath Library, 2-6pm
 - 24th July: Kimberworth Library, 2-6pm
 - 26th July: Riverside House, 2-6pm
 - 30th July: Kimberworth Park Library, 2-6pm
- Email us with your views - libraryreview@rotherham.gov.uk
- Contact us by telephone on 01709 823623
- Give us your comments in person at any library

We look forward to hearing your views.

PROPOSED CHANGES TO LIBRARY BUILDINGS

| Library | Current Hours | Visits per yr | Active borrowers | Proposal |
|------------------|---------------|---------------|------------------|---|
| Central | 52.5 | 346335 | 11499 | Increase hours to 55 per week. Rotherham's "flagship" library at Riverside House. |
| Aston | 44.5 | 53155 | 3158 | Increase hours to 49 per week. |
| Brinsworth | 26.5 | 10473 | 670 | Reduce opening hrs to 26 per week. Explore potential for new build/community management model with Parish Council. |
| Dinnington | 49.5 | 72843 | 3709 | Reduce opening hours to 49 per week. |
| Greasbrough | 40 | 30678 | 1285 | Reduce opening hours to 32 per week. |
| Kimberworth | 16.5 | 9942 | 643 | Close: develop mobile library service. |
| Kimberworth Park | 17.5 | 10514 | 603 | Close: develop mobile library service . |
| Kiveton Park | 35.5 | 29252 | 1252 | Reduce opening hours to 32 per week. Pilot seasonal opening. |
| Maltby | 50 | 45156 | 3559 | Reduce opening hours to 40 per week. |
| Mowbray Gardens | 32 | 48655 | 1508 | Increase opening hours to 40 per week. |
| Rawmarsh | 32 | 20236 | 1039 | Pilot for joint Library & Customer Service Centre, involving temporary increase in hours and during which opening hours will be reviewed. |
| Swinton | 44 | 57682 | 2639 | Reduce opening hours to 40 per week. |
| Thorpe Hesley | 26 | 12223 | 661 | Retain current opening hrs. Pilot work with volunteers. |
| Thurcroft | 26.5 | 21909 | 655 | Reduce hours to 26 per week, term time only. Additional mobile service during school holidays. |
| Wath | 46 | 113794 | 2979 | Increase opening hours to 49 per week. |
| Wickersley | 45 | 66990 | 3642 | Reduce opening hours to 40 per week. |

Summary of Equality Analysis of Library and Information Service

Analysis of the actual or likely effect of the Policy or Service: Research Proposals and Details

The Council has a statutory duty (under the Public Libraries and Museums Act 1964) to provide a comprehensive and efficient library service to residents and those who work or are in full-time education in the Borough.

Proposals for future service delivery have taken account of:

- Consultation on what Rotherham people liked about libraries and what their priorities were for the future
- An assessment of local need for the service
- The service's contribution to corporate outcomes
- Key national, regional and local strategies
- The experiences of other local authorities
- Options presented by the review of customer services
- An analysis of current budgets.

ASSESSMENT OF NEED

An assessment of local need (*Executive summary – Appendix A*) for the service has been undertaken which describes local needs in Rotherham for a Library and Information Service, including the general and specific needs of adults and children who live, work and study full time in the borough.

The needs assessment draws on a wide range of data to establish the demographic composition of communities, the way that communities in Rotherham use their local libraries, how those libraries are managed by the Council, and library users' and non-users' views of the Library and Information Service.

Each substantive section of the assessment details a different aspect of need as follows:

- the borough: need based on social conditions and access; and
- the current service model: need as demand, service usage and performance.

It also draws on other data such as surveys of users and non-users and national performance indicators. It identifies key areas where the library service could have greatest impact and it considers resources available, including staff, buildings and stock.

The needs assessment concludes that there is a need for access to a library service in every community in Rotherham.

Libraries:

- Promote a love of reading and help to improve literacy.
- Provide a space where people can engage in informal learning, develop skills and improve their lives.
- Provide children and young people with a safe, inspiring place to learn, explore their creativity and find their talent.
- Support businesses and contribute to the sustainability and regeneration of our local communities.

- Are welcoming spaces, open for all to use to improve their lives and their communities.
- Offer information and reading services that can improve the health and well being of customers.
- Bridge the digital divide and are, for many people, an essential point of access to online knowledge resources.

However, every community is different. We have therefore considered if the service could be delivered differently in some places, as appropriate, within the overall aim of delivering a modern, vibrant and efficient library service across the Borough. For example, not every community necessarily needs to have a service run from a library building and the present library hours may not be necessarily as appropriate as they once were.

This equality analysis has been undertaken on the proposals, which includes reference to the protected characteristics of age, disability, gender, identity, race, sexuality and religion or belief, pregnancy and maternity, marriage and civil partnership. In addition, the proposals have considered the impact on other groups e.g. the unemployed and those with literacy needs.

PROPOSED FUTURE SERVICE PROVISION

- Customers need buildings and services which are accessible, safe, welcoming and well maintained.
- In order to serve all communities, and taking into account the travel habits of current customers, we will continue to aim to provide a library within 2 miles of every resident, with a range of opening hours to suit local need.
- We will close two libraries at Kimberworth and Kimberworth Park. However, There will be minimal impact on the numbers of residents who live within 2 miles of a library.
- We will change opening hours, prioritising a number of libraries in the north, south and town centre and improving access to other Council services.
- Opening hours at the remaining libraries will be set according to actual and potential usage. Some may be open less than they are now.
- Where opening hours are reduced, we will work with partners and communities to increase opening hours where possible in the future.
- We will refocus the mobile library service to improve access to services across the Borough.
- We will spend £386,193 on books and other materials, reducing the spend per head of population from £1.98 to £1.52, in line with the changes to service provision. We believe that this means we will be able to continue to provide a wide range and choice of books.
- We will refocus the roles of staff to support the delivery of a modern, vibrant service.
- We will continue to deliver services to our most vulnerable communities, including children, young people, families, and the elderly.
- We will continue to improve e-enabled services.
- The proposals mean it will cost around £500,000 less to deliver the library service.

The proposals have implications in terms of alternative delivery to replace the service offered from 2 present library buildings, opening hours, stock and staffing.

What will this mean for each library?

- **Aston Library** – This will operate as a “hub” site for the south of the borough, will take

advantage of opportunities to offer improved and additional services in partnership with Customer Services and Health

- **Brinsworth Library** – We aim to develop a shared building model with the Parish Council, delivered by a Community Management Board, learning from our experiences in Mowbray Gardens
- **Dinnington Library** – This will operate as a “hub” site for the south of the borough, will take advantage of opportunities to offer improved and additional services in partnership with Customer Services and other co-located local services
- **Greasbrough Library** – We aim to increase access to other Council services through direct provision in the library
- **Kiveton Park Library** – We will pilot seasonal opening, recognising the variations in demand for services
- **Maltby Library** – We will take advantages of opportunities to offer improved services in partnership with Customer Services, on a “campus” approach
- **Rawmarsh Library** – We will take advantages of opportunities to offer improved services in partnership with Customer Services, piloting a merged staffing structure and extended opening hours
- **Swinton Library** - We will take advantages of opportunities to offer improved services in partnership with Customer Services
- **Thorpe Hesley Library** - We will build on the existing close links with the community, piloting ways to improve the enlistment, training and use of volunteers to add value to existing services
- **Thurcroft Library** – We will pilot term time/seasonal opening in the present school premises and explore other methods of delivery to improve access to library services
- **Wath Library**- This will operate as a “hub” site for the north of the borough and will take advantage of opportunities to offer improved and additional services in partnership with Council colleagues
- **Mowbray Gardens Library and Wickersley Library** - 2 libraries which are relatively close geographically, but which serve very different communities with different needs. We will learn from the best practice in both Libraries so that the staff share the learning with each other and consider and develop joint approaches to areas such as partnerships, reading and stock, activities, staffing etc
- In **Riverside House** we will continue to provide a flagship service for the whole Borough.

Summary of proposals

| Library | Current Hours | Visits per yr | Active borrowers | Proposal |
|------------------|----------------------|----------------------|-------------------------|--|
| Central | 52.5 | 346335 | 11499 | Increase hours to 55 per week. "Flagship" provision for borough at Riverside House |
| Aston | 44.5 | 53155 | 3158 | Increase hours to 49 per week. "Hub" site for south of borough. Link to customer services |
| Brinsworth | 26.5 | 10473 | 670 | Reduce opening hrs to 26 per week. Explore potential for new build/community management model with Parish Council |
| Dinnington | 49.5 | 72843 | 3709 | Reduce opening hours to 49 per week. "Hub" site for south of borough. Link to customer services |
| Greasbrough | 40 | 30678 | 1285 | Reduce opening hours to 32 per week. Relocate district office and offer access to additional Council services |
| Kimberworth | 16.5 | 9942 | 643 | Close: additional provision from mobile library |
| Kimberworth Park | 17.5 | 10514 | 603 | Close: additional provision from mobile library |
| Kiveton Park | 35.5 | 29252 | 1252 | Reduce opening hours to 32 per week. Pilot seasonal opening |
| Maltby | 50 | 45156 | 3559 | Reduce opening hours to 40 per week. Link to customer services on "campus" basis |
| Mowbray Gardens | 32 | 48655 | 1508 | Increase opening hours to 40 per week. Case study on impact and best practice linked to Wickersley |
| Rawmarsh | 32 | 20236 | 1039 | Pilot for joint Library & Customer Service Centre, involving temporary increase in hours and during which opening hours will be reviewed |
| Swinton | 44 | 57682 | 2639 | Reduce opening hours to 40 per week. Link to customer services |
| Thorpe Hesley | 26 | 12223 | 661 | Retain current opening hrs. Pilot work with volunteers to add value to current service |
| Thurcroft | 26.5 | 21909 | 655 | Reduce hours to 26 per week, term time only. Additional provision from mobile during school holidays |
| Wath | 46 | 113794 | 2979 | Increase opening hours to 49 per week. "Hub" site for north of borough. Access to additional Council services |
| Wickersley | 45 | 66990 | 3642 | Reduce opening hours to 40 per week. Case study on impact and best practice linked to Mowbray Gardens |

There is a need for a library service in every community in Rotherham. However, every community is different. We have therefore considered if the service could be delivered differently in some places, as appropriate, within the overall aim of delivering a modern vibrant and efficient library service across the Borough, bearing in mind the resources available.

We believe that the options for consideration will continue to meet the statutory duties of the Council in respect of its library services and provide a modern vibrant library service based on the Library Strategy.

We anticipate a limited impact on service users

Research undertaken for the Assessment of Needs Document, the Statistical information collated in libraries relating to usage, the geographical information used to assess the provision of a static library within a 2 mile radius and the Library Strategy consultation led us to the proposed service model. The Rationale Document outlines how we came to the proposal.

The proposal includes the closure of 2 libraries, one at Kimberworth and the other at Kimberworth Park. Decisions for this were based on the following:- Their location, both libraries overlap the 2 mile radius of Greasbrough Library, Thorpe Hesley Library and Riverside Central Library, usage and visitor counts, value for money (E.g. Mowbray Gardens cost per visit is £2.34p. Kimberworth Park costs £3.44p per visit and Kimberworth costs £3.21p per visit) and alternative options available. On a survey of Customer distribution, which is shown on the maps in the main Equalities Analysis, we could see that the people living in this area already used other libraries.

The needs assessment showed us that we could deliver the service to people living in the Kimberworth and Kimberworth Park areas in a different way than present. The population maps show clearly that the existing static library buildings are close to other libraries in terms of the 2 mile radius guideline. Local people are already accessing Greasbrough Library and could benefit from the new Riverside House service which is now even nearer than the old Central Library.

Active membership is reducing in both sites: -

Kimberworth

08-09 809 active members

10 – 11 643 active members

Kimberworth Park

08 – 09 738 active members

10 – 11 603 active members

There will be other service options available for Kimberworth such as a Mobile Library stop near to the current Library site and a home delivery service to the people that cannot easily access the mobile vehicle. The same options will be available for Kimberworth Park However we will monitor the service at regular intervals to ensure equality in service delivery.

We do not anticipate any barriers in service delivery. We believe that Libraries show equality towards all groups of protected characteristic - Race, Ethnicity, Gender, Disability. Age, – Data in the assessment of need shows that people from all the above groups currently use the library service and our proposed service changes will have limited impact on them.

Our Mission Statement - **Our Mission:**

"Everyone who lives, learns, works and plays in Rotherham can enjoy using the Library Service which is right for them - wherever, however and whenever they need."

Improving the service:

The majority of the proposal for changes in Service Delivery came from the Library and Information Service Strategy e.g. seasonal opening times, co-location of services. In the chart above, headed Library provision option, although there are some slight reductions in opening times, some of the libraries will increase opening times. These proposals were based on statistical information collated in libraries over the past 3 years and from the needs assessment.

We also took into consideration how we could use best examples of work from one community library and use this in another community library, whilst monitoring if this has a positive influence. Thus the model used for Mowbray Gardens Library and Wickersley Library within the Library Provision chart in the above report. **Case study on impact and best practise linked libraries.**

Stock:

We consider that the reduction for stock procurement will have a limited impact on our customers and is based on the proposed service model. Our Stock Policy ensures the stock we currently hold is up to date and relevant. We will continue to purchase new material and will ensure that there is a wide range of material available. This is supported by the Library Request Service, which is offered to all customers and means we circulate stock to provide requested items free of charge, "Customers said "a good choice of stock" was important to them during the Adult Library and Information Survey in 2009 and the consultation undertaken for the Library and Information Strategy in 2010.

Staffing:

During the last 18 months leading up to the Library and Information Service Review we have retained vacant posts. All of the staff employed by the Library Service are informed at interview that they could be asked to work at any of the library sites throughout Rotherham. Although it has been a challenge to circulate staff in order to keep the library service open and still provide an excellent service to the public, the staff are working as flexibly as possible to cover the current vacancies until final decisions are made regarding any impact to structures as a result of the Library Review. The review and change of focus for delivering services will give staff an opportunity to express interest in varied posts that will pilot Hub Libraries, libraries linked to customer services, Joint library and customer services, libraries paired together, libraries with seasonal opening and libraries with term time opening. **Because of this we believe there will be limited impact on staff with regards to post reductions.**

Consultation

A full programme of consultation regarding the above proposals will be carried out within all public libraries during July 2012 (*Consultation Plan Appendix E*) and feedback analysed.

What effect will the Policy/Service have on community relations?

No direct issues relating to community cohesion have been identified. As Riverside House Library is closest in terms of proximity to BME users, it does demonstrate diversity in usage of it's premises. Consequently we do not anticipate any cohesion issues arising out of this review. However, we will continue to monitor users and invite periodic feedback.

Rotherham Library and Information Service

A modern, vibrant, library service – developing a new service model for Rotherham: Consultation plan

Rotherham's residents are invited to have their say on the future of the library service. This document sets out the plan for consultation on the current proposals. Copies of all background documents, which are available in alternative formats and languages upon request can be found at www.rotherham.gov.uk/libraries.

Rotherham's Library & Information Service aims to:

- Promote a love of reading and help to improve literacy.
- Provide a space where people can engage in informal learning, develop skills and improve their lives.
- Provide children and young people with a safe, inspiring place to learn, explore their creativity and find their talent.
- Support businesses and contribute to the sustainability and regeneration of our local communities.
- Provide welcoming spaces, open for all to use to improve their lives and their communities.
- Offer information and reading services that can improve the health and well being of customers.
- Bridge the digital divide and become, for many people, an essential point of access to online knowledge resources.

The Council has to provide a Library and Information Service:

- "It shall be the duty of every library authority to provide a comprehensive and efficient library service for all persons desiring to make use thereof". The duty arises in relation to persons who are resident, work in or are in full time education in the borough. (Public Libraries & Museums Act 1964, section 7)

A review of the Library & Information Service has been undertaken to identify proposals for future service delivery. These proposals are based on an assessment of local need for the service and take into account the statutory requirement for the service and available resources. They are informed by the Library Strategy 2011-15, which aims to deliver a modern, vibrant library service and have been subject to an equalities assessment.

The Library & Information Service is, by its nature, open to all. Our target audience for consultation therefore is a wide one, made up of all those who live, work or learn in Rotherham, including those who do not currently use libraries.

| Indicative timetable for consultation | |
|---|--|
| <p>At least 12 weeks before the consultation begins:</p> <p>Project Board formed</p> <p>Methods of consultation determined</p> | <ul style="list-style-type: none"> • The Project Board is made up of officers from the Library & Information Service, the Council's Community Engagement Team and other Council departments. • Meetings will consider the purpose of the proposed consultation; explore the needs of the different communities and stakeholders to be consulted; discuss the proposed methods of engagement; agree the timetable and work with appropriate partners to deliver the consultation. • Monthly updates to Library Review Project Board. |
| <p>4-6 weeks before the consultation begins:</p> <p>Preparation of material</p> <p>Briefings</p> | <ul style="list-style-type: none"> • Submit consultation protocol Form 1 • Preparation of consultation material: leaflets; response forms; exhibition material; maps & aerial photographs; power point presentations; posters advertising events. • Press release/article • Briefing appropriate staff, Members, stakeholder groups • Prepare Frequently Asked Questions • Confirm availability of information in alternative formats and languages |
| <p>2-4 weeks before the consultation begins:</p> <p>Publicity</p> | <ul style="list-style-type: none"> • Approval of consultation documents by Cabinet (20th June) • Posters put up in local venues • Material prepared for website • Email address: libraryreview@rotherham.gov.uk set up • Documents printed and ready for publication • Letters to Groups of Interest to include Older people, Young people, People with Disabilities, LGBT and Black and Ethnic minority people • Telephone number confirmed: 01709 823623 |
| <p>Consultation period:</p> <p>Maximum 12 weeks</p> | <ul style="list-style-type: none"> • Public meetings/events. The RMBC Library Services will lead on this consultation with support from the Community Engagement Team. • Website live. • Radio interviews. • Press releases and interviews provided on request. • Information in local papers. • Reference documents placed in libraries and customer service centres |

| | |
|--|--|
| <p>During consultation period:</p> <p>Workshops and events</p> | <ul style="list-style-type: none"> • Bespoke ‘drop-in’ sessions held throughout the Borough. • Flyers / Posters inviting communities to drop-in to bespoke events circulated via local Parish Councils, Community Groups and Area Assembly networks. • Posters placed in local venues prior to events in the locality • Facilitated workshops with communities of interest <p>Proposed timetable of drop in sessions:</p> <p>26th June: Members’ drop in session, Town Hall</p> <p>4th July: Aston Library, 2-6pm</p> <p>5th July: Mowbray Gardens Library, 2-6pm</p> <p>6th July: Greasbrough Library, 2-6pm</p> <p>9th July: Maltby Library, 2-6pm</p> <p>10th July: Brinsworth Library, 2-6pm</p> <p>11th July: Rawmarsh Library, 1-5.30pm</p> <p>12th July: Kiveton Park Library, 2-6pm</p> <p>13th July: Dinnington Library, 2-6pm</p> <p>16th July: Thurcroft Library, 2-6pm</p> <p>17th July: Wickersley Library, 2-6pm</p> <p>18th July: Thorpe Hesley Library, 3.30-7pm</p> <p>19th July: Swinton Library, 2-6pm</p> <p>23rd July: Wath Library, 2-6pm</p> <p>24th July: Kimberworth Library, 2-6pm</p> <p>26th July: Riverside House, 2-6pm</p> <p>30th July: Kimberworth Park Library, 2-6pm</p> |
|--|--|

| | |
|--|---|
| <p>All timings post consultation close are subject to the level and complexity of the consultation response.</p> | |
| <p>Consultation closes:</p> <p>Review of comments</p> | <ul style="list-style-type: none"> • Provisional date for close of consultation 31st August 2012 • Reflection and review of the consultation activities will be undertaken during and following on from the programme of consultation |
| <p>1-2 months after consultation closes:</p> <p>Internal and external feedback</p> <p>Presentation of revised options</p> | <ul style="list-style-type: none"> • Feedback report available for staff, customers, partners, available on the Council website during August-September 2012 • Feedback to Members • Presentation of revised options to Members September-October 2012 |

Consultation material and cascading information

Documents: Assessment of need executive summary and full document; rationale for proposals; public consultation information; equalities assessment; map based information for each library and for borough; possible questions and answers for individual libraries

Posters: E-poster with details relevant to any up and coming local events as and when necessary, invitations /flyers in A5 format - prepared as and when necessary. Predominantly to be circulated to Libraries, Area Assembly teams and Parish Council's to place in local community venues. Local community groups / parish councils may be willing to distribute flyers advertising local events as required.

Website: Web site with appropriate documentation / background papers. All details of public consultation events to be uploaded to the web page as and when known.

Letter: To all Council Members informing them of consultation events to take place in their area of responsibility, also to Communities of Interest, members of Friends of Library Groups and key partners

Information: Placed in Rotherham Advertiser, South Yorkshire Times and local press (e.g. Maltby, Dinnington) advertising dates of the consultation programme and any consultation activities

Press releases: To include reason for and details of any events via the Council Press Office. Follow up articles to be prepared as necessary. Full use will be made of Staff Bulletin/Staff Newsletter

Libraries: Reference copies of all appropriate documents will be placed in local libraries. A briefing note will be prepared for library staff to assist communities in looking at all documents and background papers

General events and workshops: Required for each Library and communities of interest as appropriate. These will be "drop in" sessions with no need to confirm attendance in advance. Further dates may be added if required.

Timetable: Workshops to take place between 4th and 30th July. Indicative date for conclusion of consultation: 31st August

Contact Name

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Library and Information Service
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| |
|--|
| ROTHERHAM BOROUGH COUNCIL – REPORT TO MEMBERS |
|--|

| | | |
|-----------|------------------------|---|
| 1. | Meeting: | Cabinet |
| 2. | Date: | 20th June, 2012 |
| 3. | Title: | Local Development Framework Spotlight Review |
| 4. | Programme Area: | Resources Directorate |

5. Summary

The review sets out the findings and recommendations of the Places Select Commission in relation to their examination of the LDF consultation process undertaken between July and mid September 2011.

The purpose of the main review meeting, held on 7th December 2011, was to debrief Members about how the LDF consultation was received by the wider public and to reflect on any improvements to the consultation process for next time.

The review seeks to make recommendations to support this process and the involvement of officers & elected members in future LDF consultations.

The review was presented to the Overview & Management Board on 27th April 2012 and approved the report.

The report is attached as Appendix A.

6. Recommendations

- 1. That Cabinet consider the review and comment on its findings;**
- 2. That Cabinet formally respond to the recommendations of the review;**
- 3. That this response is received by OSMB within two month's as outlined within the Council's Constitution.**

7. Proposals and Details

The review examined the following areas:

- The relationship between the Community Strategy & the LDF Vision
- The relationship between the LDF Statement of Involvement & the Community Consultation Framework
- The Localism Act 2011 & Neighbourhood Planning
- LDF Consultation Process including:
 - Distribution of information
 - Venues
 - Events
 - Communication & Working Relationships across Directorates, with Partners & external agencies
 - Libraries
 - General Housekeeping / Miscellaneous Issues
 - Managing future consultation

8. Finance

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

9. Risks and Uncertainties

The review recommendations are designed to address the observations made by officers & elected members according to their experience of the LDF consultation process. These are made to further improve the process.

10. Policy and Performance Agenda Implications

RMBC Community Strategy
Community Consultation & Involvement (CCI) Framework
Localism Act 2011
LDF Policy Framework

11. Background Papers and Consultation

The report has been circulated to Council officers contributing to the review for their comments.

Contact Name: Bronwen Moss, *Scrutiny Adviser*,
bronwen.moss@rotherham.gov.uk tel: (01709) 822790

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EXECUTIVE SUMMARY

During the summer of 2011, the Council undertook consultation with communities across Rotherham as part of the development of the Local Development Framework.

The consultation attracts a large volume of interest and comment from members of the public & elected members. Members acknowledge that aspects of the consultation process promoted strong feeling from some sections of the community and wished to examine how we do things to improve the process for next time.

This review sets out the feedback from members & officers involved in the LDF consultation and makes recommendations to Cabinet to strengthen & support the LDF consultation process in future years.

Terms of Reference

Members undertook a spotlight review at their Improving Places Select Committee meeting held on 7th December 2011.

In order to undertake the review, the commission worked as a focus group to share common interests & experiences in relation to the LDF consultation process. A Principal Planning Officer acted as facilitator supported by the Chair & Scrutiny adviser to guide the group on a predetermined set of topics.

During the review, the group received evidence from members of the Places Select Commission and officers from the Area Assembly & Parish Council sectors, in addition to Planning & Press officers.

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

Summary of Findings

The review commences with an overview of the national & local policy framework relating to the Planning process. In 2004, the Local Development Framework was introduced to gradually replace the Unitary Development Plan. The Framework comprises a portfolio of documents, including the Statement of Community Involvement which specifies how stakeholders & communities will be involved in the 'putting together' of a development framework for the Borough.

More recently, the Coalition Government have introduced the concept of Neighbourhood Planning as an integral part of their Localism Agenda. This aims to give people greater ownership of plans & policies that affect their local area via a Neighbourhood Development Plan. Whilst the Planning Advisory Service strongly supports this process and urges elected members to get involved with neighbourhood forums, it must be stressed that any opportunities must sit within the existing hierarchy of LDF plans.

The LDF is also a key mechanism for delivering those parts of the Community Strategy that relate to the development of land or buildings. For this reason, the review found that stronger linkages between the vision of the LDF & the vision themes of the Strategy needed to be developed to support the objectives of the Core Strategy.

The review found many positive actions undertaken as part of the consultation process in 2011. For instance:

- The consultation plan reflected many lessons learnt from concerns raised in previous LDF consultations undertaken in 2009;
- The LDF Steering Group had also reviewed and contributed to the consultation plans for 2011;
- Many events & activities undertaken in 2011 worked well; for instance, leaflets & response forms available in local libraries, the use of a community planning specialist experienced in community engagement and the 20 drop in sessions offered around the borough;

The consultation generated a significant public response, nearly 7,500 representations were received. Whilst this was very welcome in terms of the level of interest and involvement by local communities, it did lead members and officers to conclude that further reflection on how we consult with local people was needed.

It was recognised that public meetings should to be held in a structured manner with clear criteria for holding such a meeting. If this was not the case issues around health & safety arose along with a lack of clarity as to how notes and comments made at the meeting were being fed into the overall consultation process. The review group have made recommendations to address these points.

The role of the Area Assemblies in the consultation process was recognised to be invaluable with planners attending coordinating group meetings to brief members & partners on the process. However, although the opportunities for residents to get involved in the consultations were extensive there was a feeling from some members of the community that some areas had missed out. There were several requests for bespoke meetings - some were facilitated, but not all requests could be resourced by staff.

Equally, the use of Parish Hall's was a great success with clear information given out by planners at drop in sessions, although the review found that more parish councillors needed to be contacted directly to get them involved with the activities.

Finally, the members felt that their role on the LDF Steering Group could be strengthened by adding an addendum to the Statement of Community Involvement setting out the roles & responsibilities of the elected member in their community leadership capacity. The review group acknowledge that this needs to tie in with the aforementioned role in neighbourhood planning.

Key Recommendations

A full set of recommendations can be found at Section 5 of the report.

Recommendation 1: LDF Steering Group

- The role of Elected Members on the Steering Group is strengthened in relation to their role in the Statement of Community Involvement. This means strengthening their ability to influence decisions around consultation proposals.

Recommendation 2: Localism Act 2011

- This relates to the linkage between Neighbourhood Planning Forums and the Statement for Community Involvement.

Recommendation 3: Community Strategy

- The Strategy should reflect the vision of the LDF with further work required to strengthen the integration between both documents.

Recommendation 4: Public Meetings

- That officer's of the Council attend public meetings subject to specific criteria. These are set out in Section 5 of the report.

Recommendation 5: Area Assemblies

- The review recognises the value of the contribution to the consultation process made by the Area Assemblies. The recommendations seek to enhance this role.

Recommendation 6: Council Officer's & Partners

- Officers & partners involved in consultation need to be able to be flexible under difficult & challenging circumstances. These recommendations seek to support this requirement.

Recommendation 7: Advertising & Marketing LDF Consultation

- This relates to standardising & expanding advertising for LDF Consultation literature.

Recommendation 8: Parish Councils

- The review highlights that Parish Council Members need more information & involvement in the LDF Consultation process. This recommendation seeks to redress this.

Recommendation 9: Elected Members & Training

- The review recommends a number of ways in which members can enhance their skills & knowledge on the LDF, Community Consultation matters & Neighbourhood Planning.

1 INTRODUCTION: WHY MEMBERS WANTED TO LOOK AT THIS ISSUE

During the summer of 2011, the Council undertook consultation with communities across Rotherham as part of the development of the Local Development Framework.

The Local Development Framework comprises a number of Development Plan Documents (DPDs) that set out policies and proposals for the development and use of land in the Borough, along with Supplementary Planning Documents that expand on policies contained in DPDs.

The Council prepares the LDF as a statutory requirement under the 2004 Planning & Compulsory Purchase Act with the need for effective community involvement being at the heart of the planning system with an emphasis on early involvement as plans are being developed.

The consultation attracts a large volume of interest and comment from members of the public & elected members; reflecting on this, Members acknowledge that aspects of the consultation process promoted strong feeling from some sections of the community and wished to examine how we do things to improve the process for next time.

This review sets out the feedback from members & officers involved in the LDF consultation and makes recommendations to Cabinet to strengthen & support the LDF consultation process in future years.

2 TERMS OF REFERENCE

2.1 Methodology

Members undertook a spotlight review at their Improving Places Select Committee meeting held on 7th December 2011.

In order to undertake the review, the commission worked as a focus group to share common interests & experiences in relation to the LDF consultation process. A Principal Planning Officer acted as facilitator supported by the Chair & Scrutiny adviser to guide the group on a predetermined set of topics. Focus groups are a qualitative data collection method, meaning that the data is descriptive and cannot be measured numerically.

2.2 Method

The purpose of the meeting was to debrief Members about how the LDF consultation process was received by the wider public and to reflect on any improvements to the consultation process that can be made next time the exercise is undertaken. The discussion considered Member involvement and their experience of the Local Development Framework consultation programme of activities.

2.3 Points for Discussion

2.3.1 Distribution of information

- How do we get key messages out to communities?
- How do we inform local people of community events?
- Language used – plain English but use of specialist jargon so people become familiar with “planning speak”

2.3.2 Venues

- Were the venues in the right locations?
- Were they accessible & located in the heart of the community?
- What is the best place for this type of consultation event?
- Were the facilities appropriate e.g. tables/wall space/refreshments?

2.3.3 Events

- Timing of events - should we have held longer drop-in sessions e.g. to 8pm or 9pm
- Number of events – were these sufficient?
- Was our approach appropriate? Consider costs of community engagement/consultation approaches?
- Were there sufficient officers at each of the events?
- How successful were the different types of events/workshops?
- Is the drop-in session an appropriate model to use in the future?
- Are there other consultation methods that can be used?

2.3.4 Communication & Working Relationships

- How well did we work with others e.g. other colleagues in the Council: Libraries, Community Engagement Team, Communications Team, Area Assemblies; the LSP manager
- How well did we work with external Partners: VAR, REMA, Women’s Groups, older people, disabled people, Rotherfed, Youth Cabinet, Yorkshire Planning Aid, Parish Councils, MP’s
- Can we do more as Area Planners to build closer relationships with the Area Assembly teams and Ward Members?
- What improvements to these relationships should be pursued?
- Further press releases? How many/to whom/when?
- Letters to respondents entered into Consultation Portal Database: when and what will be the cost?
- How frequently should they be contacted?

2.3.5 Libraries

- How successful was the library network for getting information out to local people
- Is there a need to meet and fully brief senior librarians of what we expect /what hard copy documentation is available and what information is available to download?

How easy is it for general public to comment on-line via their local library?

2.3.6 General Housekeeping / Miscellaneous Issues

- First Aid
- Risk Assessment
- Refreshments

2.3.7 Managing future consultation

- What further information is required to enable successful consultation at the next stage?

What do we do in the meantime to keep the wider public informed of progress?

3 OVERVIEW OF THE POLICY FRAMEWORK

3.1 National Level

3.1.1 Planning & Compulsory Purchase Act 2004 (Local Development Framework)

The Local Development Framework (LDF) is the name given to the system of Development Plans introduced by the Planning and Compulsory Purchase Act 2004. The Local Development Framework will gradually replace the Unitary Development Plan.

Rather than a single plan, the LDF takes the form of a portfolio of documents:

- Local Development Documents comprise Development Plan Documents and Supplementary Planning Documents;
- Statement of Community Involvement which specifies how stakeholders and communities are involved;
- A Local Development Scheme setting out details of each of the Local Development Documents to be produced – plus the timescale and arrangements for production;
- An Annual Monitoring report setting out progress in terms of producing documents and in implementing policies.

3.1.2 Localism Act 2011

The key points of the Act relating to this review are:

- The abolition of regional spatial strategies (RSS) as part of the planning framework and the return of powers over housing and planning matters to local authorities¹
- A duty to co-operate: the act includes a new duty on local planning authorities (and county councils in England that aren't LPA's) to 'co-operate in relation to the planning of sustainable development'
- The introduction of Neighbourhood Planning allowing with the objective of involving communities in neighbourhood development.

The government is radically reforming the planning system in an attempt to make it more locally driven and responsive with fewer centrally imposed requirements and restrictions. The Regional Spatial Strategies have been abolished and the National Planning Policy Framework is currently being reviewed in a bid to simplify it and decentralise planning policy where possible to the local level.

Neighbourhood planning

At the local level, the Localism Bill introduces a new concept called 'Neighbourhood Planning' which aims to give people greater ownership of plans and policies that affect their local area. It enables local people to put together ideas for development (relating to land-use or spatial matters) in their area via a "Neighbourhood Development Plan". Once adopted, this plan will form part of the statutory development plan with the District or Unitary Council.

The Localism Bill also allows communities to develop Neighbourhood Development Orders. These grant planning permission to a particular neighbourhood area. The Community Right to Build Order is a type of Neighbourhood Development Order focussing on new build.

The government wishes to support long term, sustainable economic growth to address housing need and economic downturn. There is a feeling however, that the current planning system is too top-heavy, confusing, and bureaucratic, meaning that communities often have little say in the planning stages of development where they live. This means that development can take place that is contrary to community wishes, is unsympathetic or unlinked to existing infrastructure, or that development is delayed or halted as a result of objections.

The government wants to change this by decentralising the planning system. It wants to empower local communities to have a greater say in, and responsibility for, development of detailed planning policy in their area, and give them the opportunity to bring forward small scale development themselves. Neighbourhood Planning is a tool for achieving this.

¹ The London Plan will be retained in the capital

The Planning Advisory Service (PAS) is urging elected members to embrace neighbourhood planning, and to take a proactive role in helping to determine how this takes root in their local areas. Put simply, communities have been led to believe that they will be 'in the driving seat' when it comes to planning locally. But as the provisions make clear, neighbourhood forums need to work within the opportunities and constraints of the existing hierarchy of plans.

3.2 Local Level

3.2.1 Community Strategy - 2012-2015

Rotherham's new Community Strategy is currently being developed and includes a new single vision and three top priorities for Rotherham. The priorities are informed by local and national research and information based on inspection results, performance data and consultation with partners. They are also informed by consultation with local people about their priorities conducted during the last two years.

Vision – 'Everyone in Rotherham will have the opportunity to fulfil their potential'

Priorities

- Ensure the best start in life for children and families
- Provide additional support to the most vulnerable in our community
- Help local people and local businesses benefit from a growing economy

This Strategy should reflect the vision of the Local Development Framework with the integration between both documents assisted by emphasis on the linkages between the Community Strategy vision themes and the LDF vision and strategic objectives set out in the draft Core Strategy.

The LDF is a key mechanism for delivering parts of the Community Strategy which sets out the overall strategic direction and long-term vision for the economic, social and environmental wellbeing of Rotherham Borough. Therefore, the LDF and planning applications will be important in securing those parts of the Community Strategy that involve the use, or development of land and buildings.

3.3 Consultation & Community Involvement Framework (CCI)

The CCI Framework & Toolkit has been developed to support RMBC Officers & Partners undertake the process of community consultation & involvement. It makes an important contribution to the delivery of Rotherham's vision as set out in the Community Strategy above and sets the direction of travel for community consultation & involvement within the authority.

The CCI Framework & Toolkit must be recognised as an important element in the planning & undertaking of the consultation process for the LDF. The scrutiny review found that the CCI protocol was largely followed in the preparation of the LDF

Consultation exercise. However, we have included in the review a section on the management of expectations², as it is this aspect of the consultation that gave most cause for concern.

Research shows that most individual & communities will only want to be involved in CCI if they can see how a particular issue has a direct impact on their lives. The most successful CCI activities are usually those that involve people in practical or direct ways, such as 'Planning for Real' or improvements to a neighbourhood – these have been proved to be far more effective ways of generating interest & a more considered response than public meetings.

3.3.1 Local Development Steering Group

The LDF Steering Group is an internal group constituting Elected Members & key officers involved in the LDF process. Its principal function is to promote the timely and efficient preparation of the Local Development Framework. Informal discussion and debate within the Group is intended to prepare the ground for key decisions to be made within the normal publicly accountable reporting structures of the Council.

The current membership & terms of reference for this group can be seen at Appendix 1.

3.3.2 Local Development Framework

The Planning and Compulsory Purchase Act 2004 sets out the process for Rotherham's existing development plan (the Unitary Development Plan) to be replaced by various planning documents in a new style Local Development Framework (LDF). The Local Development Framework is made up of a portfolio of local development documents. These include Development Plan Documents (DPDs) that are subject to independent examination and, when adopted, will form Rotherham's statutory development plan. Other documents will be supporting Supplementary Planning Documents together with the Local Development Scheme.

This is the project plan and programme, together with the Statement of Community Involvement (the public participation strategy) for the LDF process.

3.3.3 The Core Strategy

The Core Strategy sets out the overall approach to development in the Borough & must reflect the spatial strategy identifying the towns & settlements where new housing & land are required to support industry & business. Provision is also made for retail, leisure & supporting community facilities. In May 2009, the Core Strategy Revised Options document set out for the first time the 'major urban extensions' that would be required to accommodate Rotherham's increased housing target & the resulting release of Green Belt Land.

² See Paragraph 4.4 – Management of Expectations

3.3.4 Statement of Community Involvement (SCI)

The SCI was formally adopted by the Council on 14 June 2006 and it is intended that this will be reviewed with a view to closer integration with the CCI Framework Strategy and future Community Strategy consultation arrangements.

Public consultation on the pre-publication draft Core Strategy was launched on the 4 July 2011 and ran until the 16 September 2011. Publication of a feedback report on the consultation was produced in Jan 2012. Publication and submission of the Core Strategy is anticipated in spring/summer 2012.

3.3.5 Sites and Policies Development Plan Documents

Potential development sites have been processed through the Sheffield/Rotherham Strategic Housing Land Assessment and an updated Employment Land Review. This has assisted in the refinement of the eventual spatial option for the Publication Core Strategy and in turn provided the basis for identifying supporting site allocations.

The Sites and Policies Issues and Options consultation stage was run in parallel with consultation on the pre-publication draft Core Strategy (4 July to 16 September). Further consultation within individual settlements to pinpoint specific site allocations is anticipated in summer/autumn 2012 following submission of the Core Strategy.

4 FINDINGS

4.1 Consultation Plan - Background

A report to Cabinet on 8 September 2010 detailed and reviewed the previous consultation undertaken in 2009. Feedback from this consultation process highlighted the following areas to be addressed:

- People are not aware of the consultation relating to the LDF;
- There was not enough time to comment;
- Lack of understanding of the consultation material;
- Councillors commented that they were unaware of the volume & strength of public feeling that the consultation was likely to generate.

In response to these concerns, a review was undertaken with the LDF Steering Group³. A number of areas (below) were highlighted for more emphasis in future rounds of LDF consultations.

These were:

- advance briefing for Ward Members, MPs and Parish Councillors

³ LDF Steering Group Minute 12 on 18/09/09 and minute 22 on 16/10/09.

- improved liaison with the Area Assembly network
- closer working with Libraries and Parish Councils on consultations
- distribution of leaflets to every Rotherham household (subject to cost)
- early engagement with the local press
- more “capacity building” with local communities via Planning for Real activities
- more localised “road shows” for each community on potential development sites
- improved pre-publicity for consultations and local events
- less reliance on “traditional” unstructured public meetings

The detailed implementation of the consultation plan for 2011 was designed to include the above actions in addition to meeting the requirements of the Statement of Community Involvement and any revised regulations governing LDF consultation. All consultation on the LDF to date has met or exceeded the requirements of the Council’s adopted Statement of Community Involvement (SCI), however, this review did find some areas that need to be updated in line with a changing policy context or amended to reflect member’s feedback of the process.

4.2 LDF Consultation – summer 2011

Specific meetings were held with Members of Parliament, Parish Councils, the Area Assembly network and the community library network to highlight the salient points in the Core Strategy and Sites and Policies Development Plan documents. These meetings also provided details of the consultation process and how communities and individuals could positively engage in it. Previous discussions had been held with Elected Members and others actively involved in the consultation process to highlight the key messages to be communicated.

Examples of the events & activities that worked well were acknowledged:

- Bassingthorpe Farm site (Greasbrough), the Save our Green Belt campaign group ensured that sufficient leaflets and response forms prepared by the Borough Council were available in the library and encouraged local people to use these facilities;
- For budgetary reasons, the Rotherham News publication had been withdrawn; therefore, information was distributed using the LDF database of contacts and Area Assembly network of contacts;
- Use of services from a community planning specialist (formerly employed at Yorkshire Planning Aid), now working for Planning Aid England and therefore considerably experienced in engaging people in public consultation processes;
- Successful use of more than 20 drop-in sessions (similar to road-shows).

The consultation process generated significant public response. Nearly 7,500 representations were received, the majority being objections. Over 6,000 of the objections were to the release of Green Belt land. A summary of these results can be seen at Appendix 6.2.

4.3 Feedback on the Consultation Process

4.3.1 Elected Members

The main focus of this review was to give members an opportunity to reflect on the LDF consultation process from their own personal experience and observation of responses from individuals & the communities in which they were undertaking their community leadership responsibilities.

In discussion, they raised the following points:

- The role of the Local Development Framework Steering Group was acknowledged to be largely an information exchange with planning officers and other members;
- Some Members felt that their involvement in decisions relating to the LDF Consultation process could be strengthened. This could be realised as a clearer role in the implementation of the Statement of Community Involvement with amendment or addendum to the Statement making explicit references to the role members will play;
- Discussing with Councillors the most appropriate methods for public involvement for their wards (relating to the specific issues that affect individual wards) and for the authority as a whole;
- Information, training and briefing documents provided for Elected Members needed to be consistent across all Wards;
- The 'Sites and Policies' document ought to be published at the same time as the LDF Core Strategy, as the Core Strategy includes the various development targets for new housing and employment land. An Infrastructure Delivery Study will identify where there are deficiencies in infrastructure;
- The implications of the Localism Act 2011 impacting on the inter-relationship between the local Neighbourhood Development Plans and the Borough-wide Local Development Framework;
- It was recognised that there were emerging issues associated with unstructured public meetings, some of which are arranged by persons and organisations external to the Borough Council. Such meetings can present Council staff with a number of concerns and issues. Examples of these are:
 - ✘ health and safety issues with particular concern around limited space and no controls on numbers attending;
 - ✘ notes taken at the meetings not being fed back into the consultation process;
 - ✘ Other issues encountered in these type of meetings are dominated by a specific group or individual;
 - ✘ No clear or structured agenda;

- ✘ The availability of a sound system.
- Finally, it was acknowledged that cost savings could be achieved by distributing documents by electronic mail (acknowledging the difficulties of mailing large documents).

4.3.2 Corporate Communications and Media

As with previous stages of the LDF process the Communications and Media Team was closely involved in supporting planning colleagues to convey information to the public in appropriate formats.

The Local Development Framework is a complex process and therefore clarity of message is vital to helping ensure the consultation is accessible to the public and is a useful process for officers, Members and the public to enable informed decision making.

Communications and Media Team members were involved in consultation steering group meetings and helped inform the process before during and after this stage of consultation. Practical help was provided throughout the consultation in the following ways:

- Media release and briefing to launch the consultation
- Attendance at and support for, Members' briefing
- Guidance on wording for publicity and information leaflets
- Media release outlining full details of consultation and list of public sessions
- Reactive media relations work as required during the consultation
- Attendance by officer at selected public consultation events to support work of planning officers
- Media release informing public of final chance to 'have their say' as the consultation came to a close.
- Use of RMBC Press Office twitter feed to provide updates on consultation

This work was complimented by support work for the LDF Team provided by the Information Team which sits with the Communications and Marketing structure. This team provided intensive support to create interactive web pages for the consultation through the RMBC website.

Both teams continue to provide support through work on feedback on the consultation which will be communicated to the media and public after being presented to the steering group later this month.

4.3.3 Role of Area Assemblies in the LDF Consultation Process

- To Support Planning in the design and implementation of Consultation Action Plan
- To provide opportunities for elected members to receive information on the issues in their Ward
- To facilitate the opportunity for all sections of the community to contribute to the consultation process.
- To support the requirements of the Statement of Community Involvement

Members of the Neighbourhood Partnership Team met with Forward Planning early in the process to input into the design of the Consultation Plan.

The Area Assembly teams agreed to support the process by providing the following opportunities:-

- Planners to attend Area Assembly Co-ordinating Groups to give details of the proposed Consultation Plan and for elected members to have sight of the consultation materials and to allow elected member input into location of events
- To use Area Assemblies local knowledge and connections to arrange bespoke “drop-in” sessions and localised road shows in appropriate communities
- To use the Area Assemblies extensive networks to promote and advertise the consultation process.
- To support Planning Staff at events in dealing with residents questions
- To support with the practical side of the management of drop-ins, events and road shows i.e. refreshments, room set up, crowd management

What was successful?

- Planners attended all co-ordinating groups and gave detailed information on what would be going to public consultation in their ward. Draft leaflets were made available and elected members also had sight of the site allocations map.
- Elected members also had the opportunity to have advance warning of potential issues that may arise in their wards.
- Using the local knowledge of the Area Assembly teams and elected members, events were held in appropriate communities and where it was judged there was an information gap, additional meetings were arranged.
- Events were well publicised using Area Assembly mailing lists, websites, etc. Posters were also distributed to many community venues by Area Assembly Teams.
- The presence of Area Assembly teams at events helped to ensure that they were well staffed, and the events ran smoothly in terms of practicalities.

- The jargon, principles and concepts of the Local Development Framework can be considered complicated. Area Assembly teams were able to support residents to understand some of these issues.
- The use of large maps & plans was very much welcomed by people as they could visualise the proposals.

What were the barriers, problems and issues?

- Although the opportunities for residents to get involved in the consultation were extensive there was a feeling from some members of the community that some areas had missed out. There were several requests for bespoke meetings - some were facilitated, but not all requests could be resourced.
- Some events were very well attended and some less so - a number of public drop-in sessions had not been well supported and others had been attended by large numbers of people at venues unable to accommodate such numbers.
- Some complaints were received that events had not be advertised sufficiently.
- Some events were over-staffed - it was difficult to judge how many staff would be needed.
- Some parishes/groups/communities held their own meetings and this caused some confusion in terms of who was running the meeting and the information being provided.
- The process was resource intensive for the Area Assembly teams in terms of staffing at a time when less staff were available - the majority of the Council's resources and efforts were focussed on the drop-in sessions;
- This meant that resources were diverted from other aspects of the Area Assemblies' functions.
- The high cost of attempting to notify and consult all households throughout the Borough area was acknowledged;
- The limited use of workshops undertaken with Area Assembly Teams; difficulties were experienced in managing and facilitating workshops due to limited staff resources.

What could we do differently?

- The distribution of publicity materials in those areas where events were not well attended may need to be reviewed.
- Training on principals and concepts of the LDF for non-planners to enable them to more fully support residents attending events
- More co-ordinated approach with Parish Councils/local groups in terms of events and publicity.

- As some Parish Councils' memberships had changed as a consequence of the May 2011 elections - time should have been taken to provide briefings for the new Councillors;

4.3.4 Parish Councils

During the previous consultation there was substantial criticism from parish councils around their lack of involvement and the quality of the material prepared and the venues used for the consultation itself.

Prior to the 2011 consultation commencing, officers liaised with the parish council joint working group. They also held a session with Anston parish council to set out an approach to the consultation process that would involve parish councils facilitating the consultation and getting the information out to their local communities.

These meetings resulted in the following principles being established:-

- Agreed advance notice and early briefings for parish councils
- Agreed use of Parish Council's venues to facilitate drop in sessions as part of localised events for communities on potential sites for development.

Events and Meetings

Planning officers met with the Parish Network meeting to brief them in advance of the consultation start date. They discussed the plan for the consultation and outlined the principles behind the process. This meeting had representation from over half of the parish councils across the borough.

8 parish venues were booked to host information/drop in sessions covering the following communities:-

- Thurcroft Memorial hall
- Kiveton Park and Wales Village Hall
- Dalton/Thrybergh - Dalton Parish rooms
- Ravenfield parish hall
- Aston Parish Hall
- Bramley Parish hall
- Anston Parish hall
- Wickersley Community Centre

Parish Council were invited to give feedback to this review on the consultation process. Dalton, Aston cum Aughton, Ravenfield Parish Councils made the following comments with many more positive comments than negative ones.

What worked well?

- Good quality clear information
- Length of sessions excellent
- Using parish venue a success and would be happy to do it this way again
- Number of officers available good
- Drop in sessions more constructive than open public meetings
- The spread & number of sessions held was good – this helped to prevent overcrowding or turning people away as had happened with the previous consultation exercise in 2009.

What were the issues?

- No one came out to actually talk to the parish council members – only the core network group
- One Parish Council was not aware of any consultation taking place.

4.4 **Management of Expectations**

As part of defining the process of community engagement it is important to be clear with the audience or stakeholder about what is negotiable and what is set in stone. When dealing with policy and legislation issues, such as the LDF, aspects of consultation will be non-negotiable as there is already an existing framework.

However, it is still important to be clear about the type of community involvement the Council is planning to undertake and distinguish between what is meant by 'consultation' and 'involvement'.

Participation can be thought of as a five-rung ladder, where each rung represents a possible stance:

- Information: Merely telling people what is planned;
- Consultation: Offering some options, listening to feedback;
- Deciding together: Encouraging additional options & ideas, & providing opportunities for joint decision making;
- Acting together: Joint decision making then forming a partnership for action;
- Supporting independent community interests: Local groups or organisations are offered funds, advice or other support to develop their own agenda within guidelines.

Participation is a process that is managed by someone, allowing others involved more or less control over what happens. It is unrealistic to expect small groups to suddenly develop the capacity to understand or contribute to complex decisions required in major projects such as local planning.

They need training and the opportunity to learn formally or informally to develop confidence & trust in the process.

Caution is required when putting the theory into practice. The following reflects on a number of standard techniques and how these may be managed successfully.

4.4.1 Public Meetings

Meeting the public is essential, but the conventional set up with a fixed agenda, platform and rows of chairs is a stage set for conflict. As an alternative:

- Identify & met key interests informally;
- Run workshop sessions for different interest groups;
- Bring people together after the sessions in a report back seminar.

4.4.2 Leaflets, video's & exhibitions

These are useful tools, but it is easy to be beguiled by the products & forget what the purpose of using them is. In developing materials consideration could be given to:

- What level of participation is appropriate? Presentations may suggest minds are already made up!
- What response is sought – and can the organisation handle it?
- Could more be achieved with low cost materials & face to face contact?

4.4.3 Working through the Voluntary Sector

Voluntary bodies are a major route to communities and may have people and resources to contribute to the participation process. However, they are not 'community'

- There will be many small community groups who are not part of the more formalised voluntary sector;
- Voluntary groups are not necessarily neutral.

4.4.4 Summary:

- Many attempts at community involvement fail because organisations promoting involvement are unclear about the level on offer;
- The level of participation offered should be tailored to suit the situation – more is not always best, or even wanted, by communities;
- Participation is most likely to be successful when the different interests are satisfied with the level of participation in which they are involved.

5 RECOMMENDATIONS

5.1 Local Development Framework Steering Group

- The membership of the Group should be amended to include one Elected Member per ward to ensure representation across the Borough
- The role of Elected Members on the Steering Group is strengthened in relation to their role in the Statement of Community Involvement. This means strengthening their ability to influence decisions around consultation proposals.
- The Constitution of the Steering Group therefore is amended to enable recommendations to be referred to Cabinet for consideration.
- It is recommended that the LSP Manager attends the Steering Group meetings on a regular basis in order to work with members and planning officers to ensure that the links between the LDF & Community Strategy Visions are maintained.

5.2 Localism Act 2011

- It is recommended that a protocol for the integration of Neighbourhood Planning Forums be developed & attached as an addendum to the Statement for Community Involvement. This should set out the process of linking together the LDF consultation process and the proposals of the Neighbourhood Planning Forum with the overall vision of the LDF;
- The function of Community Planning undertaken by the Area Assemblies must be extended to take account of the new Neighbourhood Planning powers, so that Community Plans reflect the objectives & outcomes of the Forums.
- Elected members will need support in order to take a proactive role in helping to determine how Neighbourhood Planning takes root in their local areas. The review recommends that training & guidance is offered at an early stage in the development of neighbourhood forums so that the opportunities and constraints of the existing Local Development Framework hierarchy of plans are immediately recognised as part of the neighbourhood planning process.

5.3 Community Strategy

- The Strategy should reflect the vision of the Local Development Framework with further work required to highlight the integration between both documents. Emphasis needs to be focussed on the linkages between the Community Strategy vision themes and the LDF vision and strategic objectives set out in the draft Core Strategy.

5.4 Public Meetings

Officers of the Council will attend public meetings subject to the following criteria:

- That the meeting is formally chaired and the Chair (not necessarily a Members) has met with officers prior to the meeting to agree agenda, format etc.;
- Officers consult with Members prior to a public meeting to discuss agenda & probable issues to be raised;

- Before attending a public meeting, officers should be satisfied that all health & safety regulations are met and that the Council is able to meet its duty of care to them;
- Elected members are informed whether or not council officers will be in attendance;
- That hospitality arrangements are reviewed – such as the provision of refreshments, acoustics/sound systems etc.
- That public meeting's are held if they are judged to be the best means of communication for the issues and all other options have been considered.

5.5 Area Assemblies

The review recognises that Area Assemblies are an ideal vehicle for consultation with the local communities, parish councils & elected members. Therefore, for future LDF consultations:

- Area Assembly staff should be involved in the planning of the consultation exercise;
- As non planners, AA staff require more training on the LDF principles to enable them to support residents & others attending events
- More resources need to be focussed on promoting & facilitating community workshops at Area Assembly level.

5.6 Council Officer's & Partners

Officers & partners involved in consultation need to be able to be flexible under difficult & challenging circumstances. Recommendations to support their work are:

- Be prepared to tear up the script and adapt your programme to the situation e.g. late arrivals/early departures from workshops. In essence work more on the community's terms.
- Need for lead-in time and greater effort in establishing contact with key community workers to cascade information out.
- Tailor programmes to the anticipated audience.
- Consider the need for refreshments for officers, volunteers and the wider public
- Planning 'jargon' is seen as fundamental to the consultation process as used in national & public spheres. However, all effort should be made to provide clear explanation of the interpretation to support understanding by non planners & community members;
- Increase the visual support included in the process by using maps & diagrams in public arena's;
- Alignment of information relevant to specific areas may help to focus consultation in specific areas.

5.7 Advertising & Marketing LDF Consultation

- Advertising for meetings, events & focus groups etc, should be standardised across the Borough by creating a 'brand' for all LDF literature;
- Expand the distribution of leaflets as these were thought to be excellent in their content & information offered.
- Identify more sites for advertising & leaflet distribution: e.g. national food chains/stores & local newspapers to include leaflet drops;
- Parish Council Websites should be used for publicity re LDF Consultation process & advertising events & workshops.
- Ensure careful use of colour coding on LDF maps (indicating designated areas for planning use) is clear and distinct to avoid confusion.

5.8 Parish Council Members

- Members need to be involved from the outset of the process
- They require training – this could be doubled up with Area Assemblies;
- Planning officers should attend a Parish Council meeting to brief members – local adjacent parish councils could double up on this exercise;

5.9 Members & Training

- The review recommend that Elected Members receive further training in the Management of Public Meetings;
- Also, provide awareness training for elected members on the most frequently used consultation techniques with emphasis on interpretation of the results;
- Encouraging Members to attend selected consultation events (e.g. focus groups) as observers;
- Submission of the results of key LDF consultations to be reported to the Overview & Scrutiny Management Board.
- That each new Municipal Year, Member induction includes training on the LDF process, Neighbourhood Planning & Community Consultation methods.

6 APPENDICES

6.1 LDF Steering Group Constitution and Terms of Reference

6.1.1 Constitution

The purpose of the Steering Group is to provide a forum for corporate discussion and political guidance on all aspects of the Local Development Framework (LDF) and to oversee the statutory process of preparing LDF Documents. This was approved by Cabinet on 28/04/10 and Council 21/05/10.

This requires:

The Steering Group to have some decision making over routine LDF matters (excluding matters of policy) as set out in the Terms of Reference below.

The Chair of the Local Development Framework Steering Group (in consultation with the Director of the Planning and Regeneration), will invite appropriate Cabinet Members as required by agenda content. Appropriate ward members and parish council chairs may be invited to attend matters of specific local interest.

Appropriate items are to be referred to Strategic Leadership Team, Cabinet and the Local Strategic Partnership (LSP) Board. Steering Group minutes are to be included on Cabinet agenda.

Major issues to be dealt with in an open seminar for all Council Members or reported to the Overview & Scrutiny Management Board (formerly Performance and Scrutiny Overview Committee) as required.

The LSP Director to receive Steering Group agendas and minutes with attendance prompted as appropriate. Other stakeholders to be invited to attend appropriate meetings as required.

The following corporate representatives to receive agendas and minutes and to attend meetings as appropriate:

- Resources Directorate (Legal and Democratic Services and Policy and Partnerships)
- EDS Transportation Unit
- EDS RIDO
- EDS Culture and Leisure
- EDS Waste Management
- Housing and Neighbourhood Services (Housing Strategy/HMR Team, Neighbourhood Development & Environmental Health)
- Children and Young People's Services (School Organisation and Planning)

6.1.2 Terms of Reference

Matters referred to Council

- Adoption of all Development Plan Documents (including Proposals Map)
- Adoption of the Statement of Community Involvement
- Resolution for the Local Development Scheme to come into effect
- Approval of all Development Plan Documents (including Proposals Map) prior to publication and submission to the Secretary of State
- Withdrawal of Development Plan Documents

Matters referred to Cabinet

- Approval of draft Development Plan Documents prior to public consultation
- Approval of major revisions to the Local Development Scheme (that have significant corporate priority and resource implications)
- Endorsement of the Council's consultation response on emerging policy in the Regional Spatial Strategy (or replacement statutory documents)

Routine matters for consideration by the LDF Steering Group

- Draft Development Plan Documents (including Proposals Map)
- Sustainability Appraisal of Draft Development Plan Documents
- Draft Supplementary Planning Documents
- Annual Monitoring Reports
- LDF Consultation Plan
- Employment and housing land forecasts and requirements
- Evidence base studies and findings
- Settlement capacity findings and potential site allocations
- Draft Master Plans
- Regional and sub-regional planning issues and interaction with the LDF
- Minor amendments to, and updating of, the Local Development Scheme
- Planning Inspectorate Service Level Agreement and Examination arrangements

Appropriate reporting and approval arrangements for these matters (and any others not anticipated above) will be agreed by the Chair of the LDF Steering Group in

consultation with the Director of the Planning and Regeneration and the Assistant Chief Executive (Legal and Democratic Services).

6.2 Summary of Consultation Feedback

| CONSULTEES : REPRESENTATIONS | | |
|-------------------------------------|-------------------|------------------------|
| | Consultees | Representations |
| Core Strategy | 91 | 643 |
| Sites & Policies: | 1,171 | 1,795 |
| (Standard letter/petitions) | 5,003 | 5,003 |
| Total: | 6,265 | 7,441 |

| REPRESENTATIONS RECEIVED FROM CONSULTATION (04/07/11 to 16/09/11) | | | |
|--|----------------------|-----------------------------|--------------|
| DRAFT CORE STRATEGY AND SITES & POLICIES / ISSUES & OPTIONS | | | |
| Received By: | Core Strategy | Sites & Policies | Total |
| Individual Letter | 102 | 1,106 | 1,208 |
| Web | 86 | 326 | 412 |
| E-mail | 455 | 363 | 818 |
| Others: | | | |
| Standard Letter / Petition | 0 | 5,003 | 5,003 |
| TOTAL: | 643 | 6,798 | 7,441 |
| Response: | Core Strategy | Sites & Policies | Total |
| Object | 295 | 1,364 | 1,659 |
| Standard letter objections | 0 | 5,003 | 5,003 |
| Support | 117 | 126 | 243 |
| Support with conditions | 89 | 59 | 148 |
| Observations | 142 | 225 | 367 |
| Site Response Forms | 0 | 21 | 21 |

Late Reps - Received after 16th September cut-off
Anonymous Reps – no details

74
102

SITES & POLICIES

| REPRESENTATIONS ON THE LDF SITES & POLICIES / ISSUES & OPTIONS - JUNE 2011 | | | | |
|---|---|-----------------|-----------------------------|-----------------------------------|
| Document Section | | Issues: | Number of Responses: | |
| | | | Individual | Standard letter / petition |
| Chapter 3 | Site Allocation Methodology | Issue 1 | 19 | |
| Chapter 4 | Designations | Issues 2 to 18 | 77 | |
| Chapter 5 | Development Management Policies | Issues 19 to 23 | 39 | |
| Annex 1 | Site Options Response Form | | 21 | |
| Appendix 1 | Site Options in Rotherham Urban Area | Issues 24 to 27 | 316 | |
| | Bassingthorpe Farm (Broad Location for Growth) | | 102 | 986 |
| Appendix 2 | Site Options in Dinnington, Anston and Laughton Common | Issues 28 to 31 | 262 | |
| | Dinnington East (Broad Location for Growth) | | 1 | 1,878 |
| Appendix 3 | Site Options in Wickersley, Bramley and Ravenfield Common | Issues 32 to 35 | 289 | |
| Appendix 4 | Site Options in Wath upon Dearne, Brampton and West Melton | Issues 36 to 39 | 30 | 151 |
| Appendix 5 | Site Options in Kiveton Park and Wales | Issues 40 to 43 | 248 | |
| Appendix 6 | Site Options in Maltby and Hellaby | Issues 44 to 48 | 102 | 1,363 |
| Appendix 7 | Site Options on Aston, Aughton and Swallownest | Issues 49 to 52 | 47 | |
| Appendix 8 | Site Options in Swinton and Kilnhurst | Issues 53 to 57 | 88 | 193 |
| Appendix 9 | Site Options in Catcliffe, Orgreave, Treeton and Waverley | Issues 58 to 61 | 27 | |
| | Waverley (Broad Location for Growth) | | 0 | |
| Appendix 10 | Site Options in Thurcroft | Issues 62 to 65 | 54 | 98 |
| Appendix 11 | Site Options in Non-Green Belt Villages: Thorpe Hesley, Todwick, Harthill, Woodsetts and Laughton-en-le-Morthem | Issues 66 to 68 | 69 | 334 |
| Appendix 12 | Site Options in Green Belt Villages | | 2 | |
| Appendix 13 | Automatically excluded sites | | 0 | |
| Appendix 14 | Methodology: Identification of Site Allocations | | 2 | |
| TOTAL: | | | 1,795 | 5,003 |

| Standard letters and/or petitions (Objections): | Names: |
|--|---------------|
| Dinnington / Anston (re building on Green Belt) | 1,878 |
| Maltby (Stainton Lane, Site LDF0271) | 1,363 |
| Bassingthorpe Farm (re building on Green Belt) | 986 |
| Thorpe Hesley (re 4 sites) | 334 |
| Swinton (Piccadilly Fields, Site LDF0775) | 193 |
| Wickersley (Sorby Way, Site LDF0371) | 127 |
| Thurcroft (New Orchard Lane, Site LDF0441) | 98 |
| Wickersley (Sites off Morthem Road) | 24 |

7 THANKS**7.1 RMBC Officers**

Andy Duncan – Principal Officer – Forward Planning

Helen Sleight – Principal Planning Officer - EDS

Andrea Peers – Area Partnership Manager

Paul Griffiths – Community Liaison Officer (Parish Councils)

Ann Todd – Press & Publications Officer

Zafar Saleem – Community Engagement Manager

Michael Clark – Rotherham Partnership

7.2 Members of the Places Select Commission

Cllr Jenny Whysall – Chair

Cllr Alan Atkin
Cllr Jenny Andrews
Cllr Christine Beaumont
Cllr Barry Dodson
Cllr Jacquie Falvey – Vice Chair
Cllr John Gilding
Cllr Dave Pickering
Cllr Chris Read
Cllr Pat A Russell
Cllr Kath Sims
Cllr John Swift
Co optee – Mr J Carr
Co-optee – Mr B Walker
Parish Cllr – Clive Jepson

7.3 **Apologies for Absence**

The Mayor – Cllr Sean Wright, Cllr Sue Ellis, Cllr Alan Gosling, Cllr Jane Havenhand, Cllr Frank Hodgkiss, Cllr Lyndsay Johnston, Cllr Christopher Middleton, Cllr Jeb Nightingale, Cllr Rose McNeeley, Cllr Amy Rushforth, Co-optee Mr Derek Corkell, Co-optee Mr C Hartley

ROTHERHAM METROPOLITAN BOROUGH COUNCIL
Report to the MEMBERS

| | | |
|-----------|--------------------|---|
| 1. | Meeting: | Cabinet |
| 2. | Date: | 20th June 2012 |
| 3. | Title: | Troubled Families Initiative |
| 4. | Directorate | Children and Young People's Services |

5. Summary

In December 2011 the Government announced that they had created a Troubled Families Unit within the Department for Communities and Local Government (DCLG). This unit will lead a national programme to address the needs of families with multiple problems and significantly reduce the demand that they make on public services; the work will be led from DCLG, but it is worth noting that the unit is funded from across 6 Government departments.

Rotherham has made a commitment to oversee and account for successful engagement with 730 troubled families over the next three years, and draw down funding based on outcomes achieved with 608 of these families, according to the payment by results framework.

This report seeks to provide background information about the payment by results framework and set out how Rotherham will respond to this at the same time as ensuring the delivery model meets the needs of local families and is aligned with other key approaches to address deprivation and health inequalities in the borough.

6. Recommendations

Agree that the response to delivering the Troubled Families Initiative in Rotherham should be aligned to the work to tackle inequalities in disadvantaged areas and implementation of the Early Help Strategy;

Agree the governance arrangements for the Troubled Families Initiative;

Agree the proposed approach to identifying Rotherham's named cohort of families in line with the Troubled Families Financial Framework;

Agree that the Troubled Families funding, provided by central government, should be ring-fenced to invest in additional services for families that will lead to long-term change for them and wider system re-design.

7. Proposals and details

Background

In December 2011 the Government announced that they would be making an investment of £448 million nationally into a programme to address the needs of 'troubled families'. Six Whitehall departments have contributed to this fund.

Previous government research has shown that there are at least 120,000 families fitting the description of a "troubled family" in England. These are families experiencing multiple problems and disadvantages, such as worklessness, truancy, drug and alcohol addiction and also causing problems such as anti-social behaviour. New analysis shows that these families are a significant drain on the public purse, costing the taxpayer over £9bn a year (on average, £75,000 per family per year).

Using the research referred to above, Government estimate that there are 730 such troubled families in Rotherham, at an estimated cost to the taxpayer of £54.750m per year.

Government propose to use this additional funding (they insist that this is new money) to offer local authorities up to 40% of the cost of interventions that can help turn around these families' lives, payable on achievement of successful outcomes. The guidance suggests that local authorities will want to work closely with local partners to re-design services in such a way that it will be possible to make dramatic changes to the lives of families in a relatively short space of time as well as avoiding existing cost and, potentially, making cashable savings.

Identification of Families

We have been asked to compile a list of 730 named families to fit the funding formula devised by the Troubled Families Unit. We have been asked to use three given criteria; a fourth filter may be applied at local discretion. The criteria are:

Crime/anti-social behaviour (ASB)

We need to identify young people involved in crime and families involved in anti-social behaviour, defined as:

- Households with 1 or more under 18-year-old with a proven offence in the last 12 months, AND/ OR
- Households where 1 or more member has an ASBO, ASB injunction, anti-social behaviour contract (ABC), or where the family has been subject to a housing-related ASB intervention in the last 12 months (such as a notice of seeking possession on ASB grounds, a housing-related injunction, a demotion order, eviction from social housing on ASB grounds).

Education

We need to identify households affected by truancy or exclusion from school, where a child:

- Has been subject to permanent exclusion; three or more fixed school exclusions across the last 3 consecutive terms; OR

- Is in a Pupil Referral Unit or alternative provision because they have previously been excluded; OR is not on a school roll; *AND/OR*
- A child has had 15% unauthorised absences or more from school across the last 3 consecutive terms.

Work

Once we have identified everyone who meets one, or both of the anti-social behaviour and education criteria, we can identify households which also have an adult on out of work benefits (Employment and Support Allowance, Incapacity Benefit, Carer's Allowance, Income Support and/or Jobseekers Allowance, Severe Disablement Allowance).

It is expected that the number of families who meet all three criterion will be below the figure of 730. These families must be included on our local list.

It is expected that the number of families who meet two out of three criteria will be higher than the figure of 730. At this point, local authorities can apply a fourth filter, based on local discretion.

Identifying Rotherham Families

In Rotherham we are compiling a local list using attendance, anti-social behaviour and youth offending data. The next step will be to submit this data to the Department of Work and Pensions (DWP) who will confirm if a family member (member of the household) is claiming an out of work benefit. Rotherham has signed and submitted a Memorandum of Understanding with DWP that will allow them to share information regarding benefits claimants. At the time of writing this report DWP have yet to release any information.

Once the data analysis exercise has been completed we propose to apply local intelligence to agree the cohort of families that we will seek to engage. This work will be undertaken alongside the work to develop detailed baseline knowledge of the disadvantaged areas. The local knowledge of Ward Members, police officers, RMBC housing and anti-social behaviour officers, GPs and learning communities will be invaluable.

We have committed to working with 244 families in the first year (one third of the total cohort) but recognise that not all families will wish to engage with the support that is offered.

Engaging Rotherham Families

Once families have been identified we will pull together a clear assessment of their needs using a whole family assessment tool (the family CAF). This will include an analysis of all the agencies with whom they are currently involved, as well as identifying poor engagement and service gaps. The assessment process will also ask families about the changes that they would like to see in their lives; these may not be the same changes that are required by the payment by results framework, but often these outcome measures will be side effects of a more fundamental change. For example, showing families how to set clear boundaries in parenting and stick to routines should lead to better school attendance.

A key incentive for families and agencies alike will be to simplify the way that families engage with support by providing a key-worker or single point of contact. Family key-workers will be able to link with dedicated professionals who are leading change in the borough's disadvantaged areas.

Communicating with Rotherham Families

It is unfortunate that the Government has branded this work 'Troubled Families'. In Rotherham we will seek to respond with a more positive 'Think Family' / 'Families for Change' message that is aligned with the identity of the work in disadvantaged areas. If we get our communication with families right they are more likely to understand, respond and welcome the support that is on offer.

The family-focused work in Rotherham will adopt the same principles as the area-based work; it will be an approach that:

- Engages through local people leading change themselves
- Engages through motivating people to behave differently
- Engages through community leadership
- Engages through partnership: a collective commitment to respond differently in these areas
- Engages through action, with visible, accessible and empowered officers
- Engages in a smart way,
- Engages through the most appropriate agency to delivery change.

Payment by Results

The success measures, against which payments will be released, will be based on getting parents into work, children attending school, reducing crime and anti-social behaviour and cutting costs for the State. The stated goal is to produce a framework which is simple and workable for local authorities, but also means something to the families themselves and which can contribute to a sense of personal aspiration.

DCLG will make available up to £4,000 for each troubled family in our area that is eligible for the payment-by-results scheme, with the expectation that the remaining investment (an estimated £6,000) required to fund interventions to turn around these families' lives is contributed by us and our local partners.

This funding methodology supports the commitment, identified in the Health and Wellbeing Strategy, for RMBC and its partners to shift resources from high dependency services to early intervention and prevention.

A proportion of the £4,000 funding will be paid upfront as an 'attachment fee' for the number of families with whom we start working, and the rest will be paid once we have achieved positive outcomes with a family. For 2012-13 this attachment fee will be set at 80 per cent, reducing to 60 and 40 per cent in the next two years. In 2012-13, the attachment fee will be paid as a single grant payment.

In addition the local authority will be able to collect a payment for each eligible family if we achieve the results outlined in Appendix 1. Based on the average length of a successful intervention with a family and the time frame for showing

results, a payment should be available to be claimed around 12 months after the intervention has started.

It is our intention to target the funding to provide services to families in a different way. For example, allocating a keyworker who will coordinate a whole family approach to assessing and meeting the needs of the whole family has proved successful with families who have engaged with the Family Intervention Project and Family Recovery Programme.. This methodology supports the family with a dedicated and consistent resource and, in return, asks the family to commit to making long-term sustainable changes in their lives.

Verification of results

Results payments will be issued on the basis of self-declarations of results. In addition, DCLG will carry out a small number of 'spot checks' in a sample of areas. If the Troubled Families Unit feel that the funding has not been allocated appropriately or in the spirit of the programme, attachment fees in subsequent years will be withheld.

Families already funded and 'turned around' by existing or new programmes

Government analysis shows that schemes such as European Social Fund provision, Multi-Systemic Therapy pilots and Family Intervention Programmes should account for successfully turning around the lives of approximately 20,000 families across England for the period from December 2010 to March 2015. This leaves a further 100,000 troubled families where additional funding is now available from their payment-by-results scheme. This means that they will fund up to 40% of the costs of turning around the lives of five out of every six troubled families in each local authority area.

The Authority will be responsible for deciding the best way of identifying the one-sixth of troubled families who will achieve comparable results through other programmes.

Think Family Coordinator

Rotherham has appointed a Think Family Coordinator to lead the Troubled Families initiative. The Troubled Families Unit has been prescriptive about their expectations for this post, they want someone:

To lead the troubled families programme locally, as a senior level strategic coordinator, who will grip delivery and radically boost the pace and scale of work locally to turn around the lives of their population of 'troubled families'.

They have outlined that the main responsibilities of the coordinators will be:

- Taking responsibility for identifying the most troubled families - the numbers, names and locations of the families in their area;
- Using the extra money provided by the Troubled Families Programme to lever all the remaining money and resources needed for their local programme;
- Ensuring local agencies (e.g. police, Job Centre Plus, health organisations, schools etc.) work together to put a robust plan of action in place to deal with the families;

- Focusing local action on the right results for the target families – ensuring the local area has gripped delivery and is on track to deliver against the success criteria set by DCLG;
- Ensuring that the progress of their local programme is being monitored and fed back to the Troubled Families Team.

In addition to leading work at a local level, the coordinators will play a vital role as part of a national network of local leaders who can work with the Government to drive delivery of this national commitment. To ensure this post exists and its integrity is maintained, Government are also providing additional funding of £100k p.a. to explicitly fund this post.

Think Family Governance

Identifying strong political leadership, aligned with the governance arrangements proposed for the work in disadvantaged areas, is important to the success of the programme locally.

Rotherham has a prominent and mature local strategic partnership and it is proposed that the LSP's Chief Executive Officer (CEO) Group will provide the top tier of governance for the this work.

While the CEO Group will maintain a high level overview of the implementation of the work outlined in this document the detailed monitoring of its roll out will be undertaken by the Think Family Steering Group. The Think Family Coordinator, advised by the Think Family Steering Group will have the ability to escalate issues to the CEO Group, which will have a role in removing barriers to progress, addressing blockages and identifying resources.

8. Finance

Rotherham will receive £100k each year to fund a dedicated post for the Troubled Families agenda over the next 3 years. In addition payment will be made to support the programme of action devised to support the families (see payment by results section above).

9. Risks and Uncertainties

Funding for the programme will be based on a payment by results framework. There are risks associated with this, not least due to the reporting mechanisms on which we will rely, for example the Police National Computer. We will also need to verify that where we have applied a local interpretation of the identification criteria, these can be reflected through the payment by results framework (e.g. offending rate reduced by 30%).

The programme of action is expected to continue for three years; there is a risk that it will not be possible to sustain activity if funding ceases at this time or replaces existing funding streams such as the Early Intervention Grant.

There is a risk that some partnership / political agendas may conflict with the implementation of the programme. For example, the increased independence of the schools sector and the election of Police Crime Commissioners who will be responsible for setting police priorities and cutting crime and anti-social behaviour in South Yorkshire.

10. Policy and Performance Agenda Implications

The Troubled Families agenda is underpinned by the Health and Wellbeing Strategy; the work will support all six priorities with the emphasis on Prevention and Early Intervention being particularly strong.

The Rotherham approach to the Troubled Families agenda will be aligned with the operational delivery of the Early Help Strategy and the delivery of targeted support to Rotherham's most deprived neighbourhoods to narrow the gap in outcomes between these and the least deprived neighbourhoods in the borough. This will in turn progress interlinked strategies being rolled out in the borough, such as the literacy agenda and the volunteering strategy.

Contacts:

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APPENDIX 1

Results-based payments from central government

| Result | Attachment fee | Results payment | Total |
|---|-------------------|-----------------|-------------------|
| <p>They achieve all 3 of the education and crime/ASB measures set out below where relevant:</p> <p>1. Each child in the family has had fewer than 3 fixed exclusions and less than 15% of unauthorised absences in the last 3 school terms; and</p> <p>2. A 60% reduction in anti-social behaviour across the family in the last 6 months; and</p> <p>3. Offending rate by all minors in the family reduced by at least a 33% in the last 6 months.</p> | £3,200 per family | £700 per family | £4,000 per family |
| If they do not enter work, but achieve the 'progress to work' (one adult in the family has either volunteered for the Work Programme or attached to the ESF provision in the last 6 months). | | £100 per family | |
| OR | | | |
| At least one adult in the family has moved off out-of-work benefits into continuous employment in the last 6 months (and is not on the ESF Provision or Work Programme to avoid double-payment). | £3,200 per family | £800 per family | £4,000 per family |

ROTHERHAM METROPOLITAN BOROUGH COUNCIL
Report to the Members

| | | |
|-----------|--------------------|---|
| 1. | Meeting: | Cabinet |
| 2. | Date: | 20th June 2012 |
| 3. | Title: | Disadvantaged Areas |
| 4. | Directorate | Neighbourhood & Adult Services |

5. Summary

The Cabinet and Strategic Leadership Team have received a number of reports since the publication of the Indices of Multiple Deprivation 2010 which highlighted a worsening of deprivation in the borough, particularly in some of our most deprived communities.

This report seeks approval for a new approach based on local leadership and a long term commitment from partners. The approach set out in the report is designed to complement the work to develop a Health and Well Being Strategy.

6. Recommendations

Agree the approach to tackling inequalities in disadvantaged areas.

Seek a commitment from Rotherham Partnership to the implement the approach set out.

7. Proposals and details

In the eleven most deprived neighbourhoods in the borough there is a concentration of people whose quality of life is significantly below the norm for other parts of the borough.

These areas have, in the main, suffered from long term deprivation and have featured amongst the worst in the country based on their rankings in the Index of Multiple Deprivation for many years.

In these eleven areas, people who are suffering from the effects of multiple deprivation are not finding opportunities to improve their quality of life.

Within these communities there is consistent evidence of low aspiration, which is characterised by a sense of resignation that poor standards of living and ill health, are the norm and people have low expectations of public services.

What do we want to achieve?

We need to change the character of an area, improve the opportunities available to people and improve the quality of life of individuals.

We need to help create a quality of life in each area that is more consistent with the rest of the borough. Recognising the long-term nature of the problem we must be realistic and aspire first of all to stop the gap widening and then begin to close the gap. Success will be able to be measured through a lower concentration of people suffering from the effects of Multiple Deprivation (an improved IMD score for each area) and by borough wide improvement. Success will not be achieved through the displacement of the existing population.

In overall terms it is clear that we need a long term approach that will survive changes in government and be based on local action, working within the policy framework of the time.

Our work will concentrate on what we can influence, what happens at a local level. We need to exploit national programmes and initiatives not be led by them.

Change the character of an area

Changing the character of an area may involve changes to the physical environment, provision of facilities, quality of services as well as changing the norms and values of people within the community.

We need to recognise that not every one of these eleven areas is the same, with the causes and effects of deprivation differing in each area.

Our starting point must be to develop a shared understanding of each area, a very detailed understanding of each area, with our partners. This will involve

understanding the type and distribution of deprivation across an area and within households. Developing this understanding will not be an overnight task with approximately 16,000 households living in the disadvantaged areas.

Ward Members have an intimate understanding of an area, particularly understanding the characteristics of the small number of dysfunctional households that consume a large proportion of our resources. This local knowledge is invaluable to professionals who are working in localities, trying to break the cycle of deprivation with the majority of families. Our ability to tap into this local knowledge will be dependent upon developing information sharing arrangements based on 'trusting relationships' not just simple, systems and processes.

There is significant evidence, from successful regeneration schemes across the country, that if you change the nature of service delivery and improve the physical environment of an area, in co-production with the people who live there, then that will in turn bring about a shift change in perception, pride and aspiration.

We must also face up to the fact that in some of these areas the quality of the facilities and services is significantly below the norm for the rest of the borough, contributing to low expectations and aspirations within the community. Consequently, public services will need to be ensuring that universal services are provided to an agreed minimum standard across the borough.

Improve the opportunities available to people

It is important to understand the impact of deprivation in particular areas if we want to help people take advantage of opportunities to improve their life chances.

We need to work with local people in each area to identify how services need to change to reflect their particular needs. There must be a recognition that we will not make any significant progress unless we engage and involve local people so that the changes that are made are changes that reflect their priorities. It is about doing the right things in the right order. We need to address the primary needs of people first!

Single agency responses to individual issues, for families and family Members experiencing multiple problems, no longer represent a sustainable way forward. There is a shared recognition that we should support and empower people in a holistic way, recognising their personal, family and community setting. Putting in place a workable arrangement to achieve this improved way of working will be one of the biggest challenges facing partner organisations in Rotherham.

We need to coordinate our activities and programmes with our partners who have a specific interest in a local area and can make a difference in that area. This will help improve our credibility with the local community. The local

community can tell us what works well, what doesn't, what might be better, what we can change together. If the community tell us that we have listened and responded effectively, that could be one way to measure our success. This will involve doing things differently, providing services that are needed at the right time in the right place.

Improve the quality of life of individuals

Improvements in quality of life will not result from simply changing the way services are delivered, they are dependent upon local people using these services more and taking advantages of new opportunities we can create.

Success will be dependent upon having a very detailed picture of the people and families within each area and working with them on an individual, as well as a collective basis. It is vital that we track improvement on an individual level and a community level. It will however take some time to build up this detailed picture and develop methods of keeping the information relevant given the transient nature of some parts of the community.

There is a broad range of initiatives designed to improve the quality of life of individuals in Rotherham, ranging from personalisation which is intended to enable people to improve choice and control, to initiatives that are intended to ensure the best start in life for every child, enable children and young people to maximise / fulfil their potential, assist people disengaged from the labour market to improve their skills and readiness for work, etc.

What is required is an over riding approach that will enable these initiatives to fit better together. The key to success must surely be about changing behaviours (which public services traditionally struggle with) rather than just changing services. If we are going to motivate people to become involved in changing services, we will need to respond to local values and perceptions, captured through the use of customer insight techniques. This will require changes to the way services are provided and accessed.

Some significant improvements can be made without additional resources. One of the biggest things we can do is to make sure that everyone receives all benefits due to them. The challenge is to deploy existing resources to target entitlements and claimants to ensure that all benefits are received. There are many services that are not accessed by some communities, (examples include health checks, library services), so we need to encourage usage and take up.

How do we engage and communicate?

When we start to engage with communities and organisations we need to be careful that we don't brand this work as 'disadvantaged areas'. Our collective commitment needs to be positive and needs a good strong identity. We need to communicate our messages in the right way so that the information is received, is understood and is welcomed.

Most importantly people will become interested and engaged when they see things happening. We need to engage local people through action and place an emphasis on equipping them to act for themselves.

It is obvious that we should take stock and learn from what we do well now - celebrating achievement, finding community champions and leaders who will help us. This needs to move some of the work carried out in the voluntary and community sector (and by VAR) up a gear. We need to work with known volunteers and community activists and develop a bigger pool of volunteers.

Increasingly our learning communities are becoming aware of their potential contribution to the wide community. We need to recognise the work of schools /academies as 'community anchors' that present us with an opportunity to influence the values of parents and young people and create different citizens for tomorrow.

Importantly, our engagement needs to be mainstreamed and requires culture change amongst the organisations that commit to address disadvantage in the borough. We need a principled approach that:

- Engages through **local people** leading changes themselves
- Engages through **motivating** people to behave differently
- Engages through **community leadership**, with local Members leading changes
- Engages through **partnership**: a collective commitment to respond differently in these areas
- Engages through **action**, with visible, accessible and empowered officers.
- Engages in a **smart way**: not just what and how but when we engage on certain issues
- Engages through the most **appropriate agency** to deliver change

Who needs to be involved?

- *Local community* – residents, local businesses, volunteers, influencers and activists.
- *Ward Members* need to lead the change, supported by the Leader, Cabinet Members and strategic directors
- *Key partners to the LSP*, including public services, learning institutions and private sector businesses

How will they work together?

Tackling such deep seated, complex issues in different deprived neighbourhoods can only be successful through locally led action.

The approach adopted in Chesterhill provides a framework that has worked before in Rotherham and was successful in harnessing political leadership. This was based on local action, with Ward Members exercising their community leadership role, supported by a Cabinet Member and a Strategic Director. Any proposals to change policy and strategy, resource allocation and service standards were referred to Cabinet and the Rotherham Partnership as appropriate.

At the end of the Chesterhill project it was clear that some of the measures of success were achieved through displacement. The Local Ambitions Projects were intended to pick up lessons from Chesterhill and tackle more of the underlying problems as well as the short term issues. Unfortunately, the withdrawal of funding by central government drew these projects to a halt. If nothing else the Local Ambitions Projects demonstrated that any future approach to tackle issues in disadvantaged areas cannot be *reliant* upon external funding.

Next steps

1. Act Now.

We need to start to act together immediately and not wait for data packs, plans, strategies, etc. Deal with the obvious now:

- Good quality public services delivered to the same standards as the rest of the borough
- Improve the quality of public realm, shifting resources if necessary to deal with litter and cleanliness
- Improve access and take up of services
- Maximise benefit take up

It is vital that we act with real purpose right from the beginning. Quick Wins will demonstrate to local people that we are serious – positive communication is critical at this stage.

This approach also requires us to develop different relationships with communities in less disadvantaged areas. This will require skilful communication and careful management if we are not to polarise views.

2. Develop a clear understanding of the area; a baseline.

This is about mapping and overlaying, getting a really detailed understanding of the area and its people. We need to know about the characteristics and composition of every household and street, what resources and assets are being used in the area – collectively across all partners – and what results we are achieving. This should identify any special initiatives we have in place,

such as *community first*, troubled families etc, how they relate and whether they could link together more effectively.

Understanding households is something that needs to be carefully handled so as not to give the wrong impression. We are not data gathering. Our understanding needs to be used to inform very local action and we need agreement about the way this is done and informal protocols about the use of information.

Gaining the trust of a community is critical and the engagement of voluntary and community sector organisations needs to be considered to allay any fears. Voluntary and community sector organisations need to work hand in hand with us, understanding and sharing our intentions, whilst also contributing their specific knowledge and expertise of local people and local problems. This will need a different type of relationship with the community and voluntary sector to achieve a sharing of information without compromising their independence.

We need a smart action plan that is practical, changes things we have control over quickly through task allocation, and identifies actions that need to be planned and agreed with other partners.

Our priorities need to be the same priorities of the local community – and address what's it like now – what needs to be changed right away - and what things should look like in the medium and long term future.

3. Engage people through action

There is a need set up simple governance arrangements and identify a local, dedicated 'professional' who will ensure that important public services are of high quality and are provided in a way that local people want to access them.

This requires someone who is experienced enough to keep a focus on outcomes, who understands how public services can work together, and who can win over hearts and minds to change the way things are done. This lead professional will be passionate and committed to see through significant improvements. This will require a focus on tasks and will identify changes in working practice to improve conditions, service design and take up.

We will need to give the lead professional freedom to act within certain boundaries and make operational decisions that will deal with immediate issues in a neighbourhood.

4. Long term strategies

Our strategy will need to be realistic and aim for incremental improvements - firstly not worsen, secondly to stabilise and then finally to improve.

We need to ensure that we don't do anything or make any decisions that worsen the situation in deprived neighbourhoods, or allow external factors to disproportionately affect disadvantaged neighbourhoods.

- We need to examine the effects of national social policy and welfare reform to understand their likely impact on geographic and interest communities.
- We need to examine existing policies and strategies to evaluate whether they currently disproportionately affect disadvantaged communities and look for ways of mitigating the effects of disadvantage.
- We need to identify changes in policies and strategies, revenue budgets, capital investment plans, standards and procedures to reflect the specific needs of each area over the longer term.
- We need to carry out impact assessments for any new developments, policies, etc.

In short, we need to ensure that borough wide programmes are relevant to disadvantaged communities.

5. Measure change in practical ways

We do not want to create an industry of measurement but will need to be clear that improvements in the Index of Multiple Deprivation are being achieved and local factors that result in Multiple Deprivation are being addressed.

Even if we start work immediately it will be 2016 before the IMD data will show what we had achieved, so we need to put in place our own agreed measures of how lives are improved.

The work in disadvantaged areas should link directly with the work of the Health and Well Being Board, complement the actions agreed as part of our Health and Well Being Strategy and other important strategic initiatives such as our local response to tackling troubled families and our partnership initiative to try to mitigate the effects of welfare reform on households in Rotherham.

It is important therefore that we recognise that we are already measuring some outcomes (we have started to build up data on troubled families, people on benefits, children in poverty, drug and alcohol misuse, A&E admissions, domestic violence, etc) so that we develop an approach that does not add to a collection burden nor result in public services chasing statistical output measures. We can do far more with the data that we already collect (neighbourhood mapping, etc) and can complement this information with customer insight and other qualitative methods.

We must try not to be led by statistical data, which can sometimes be misleading – but by changing lives by directly working with people individually and collectively. This goes back to face-to-face contact to get underneath the skin of the issues, employing tried and tested customer insight techniques.

Conclusions

In overall terms it is clear that we need a long term approach that will survive changes in government and be based on local action, working within the policy framework of the time. Our work will concentrate on what we can influence, what happens at a local level. We need to exploit national programmes and initiatives not be led by them.

The approach set out in this report will endeavour to change the character of the eleven areas, improve the opportunities available to people and improve the quality of life for individuals. We will need to have a clear understanding of the 11 areas and put in place an action plan that will firstly stabilise and then set out a clear strategy for improvement.

Engagement with local communities and organisations is critical to the success of this approach. Local communities will only become engaged when they see things happening. Our collective commitment across all organisations will need to be positive, have real purpose from the beginning and to act together immediately

8. Finance

Some significant improvements may be possible without additional resources. The approach set out in the report however will inevitably highlight issues around resource levels, resource allocation and the deployment of resources.

We need to identify changes in policies and strategies, revenue budgets, capital investment plans, standards and procedures to reflect the specific needs of each area over the longer term.

9. Risks and Uncertainties

The report sets out an approach to dealing with some of the most difficult issues we face in the borough. It is recognised that this work constitutes a long term project and a challenge will be to maintain a level of commitment that survives changes in a national government and local organisations.

10. Policy and Performance Agenda Implications

Due to the nature of this work it will have implications across a wide range of policy and performance areas.

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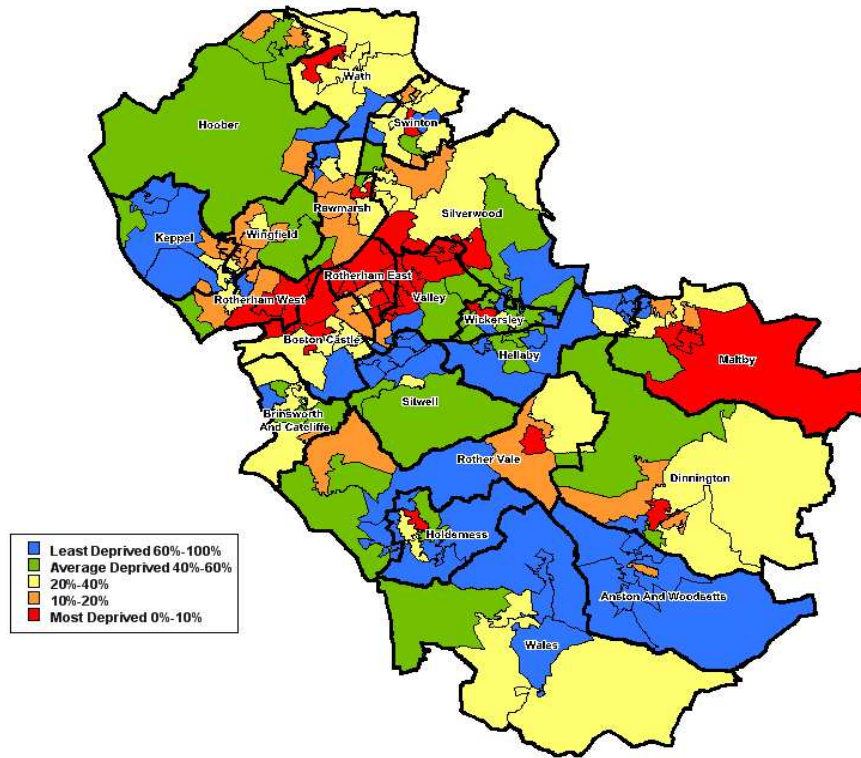
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Appendix A

Indices of Multiple Deprivation 2010 Rotherham Borough
Ward boundaries shown



Appendix B Governance

a) Ward Members exercising their community leadership role, supported by a Cabinet Member and a Strategic Director will be pivotal to success.

b) Ward Members use and reshape local community networks to engage and involve local people and develop local actions. The action plans need to be locally led, supported by Cabinet who can make sure that any obstacles are removed.

c) Ward Members supported by a lead professional who will access local professional networks and organisations through normal channels to communicate priorities, stimulate local action and reshape local provision.

d) Ward Members meet regularly with Strategic Director and Cabinet Member, along with major stakeholders, to review their action plan and deal with any blockages that are holding up progress.

e) Any proposals to change policy and strategy, resource allocation and service standards should gain the commitment of partner agencies to the changes through the LSP and be presented to Cabinet by the lead Cabinet member for the area.

f) Cabinet receives overview reports comparing progress against baseline data.

g) Scrutiny considers and reviews the effectiveness of new arrangements.

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| ROTHERHAM BOROUGH COUNCIL – REPORT TO MEMBERS |
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|-----------|---------------------|--|
| 1. | Meeting: | Cabinet |
| 2. | Date: | 20th June |
| 3. | Title: | Sheffield City Region Governance review |
| 4. | Directorate: | Environment and Development Services |

5. Summary

The Government have made it clear that city regions that are able to organise themselves and work constructively together will reap the benefits of “earned devolution” – at the expense of those areas that cannot. This is a particular issue for SCR, where Ministers have recently cited several examples of the city region not being able to ‘sort things out locally’ – Waverley link road being a particular example.

However, the eight local authorities that make up the SCR are increasingly demonstrating the ability to collaborate and work together through the SCR Local Enterprise Partnership (“the LEP”) and the SCR Leaders Group. The benefits of this collaboration can be seen in the region securing an advanced manufacturing and technology focussed Enterprise Zone and a City Region Deal.

Accordingly, it was agreed at the SCR Leaders’ Group on 9th May and the SCR LEP Board on the 10th May 2012 that the SCR should undertake a Governance Review under s.108 of the Local Democracy, Economic Development and Construction Act 2009 (LDEDCA) with a view to establishing a Combined Authority in some form.

6. Recommendations

A governance review is undertaken in under the provisions of the Local Democracy, Economic Development and Construction Act 2009 (LDEDCA). This review will be undertaken jointly, by the eight local authorities that make up the Sheffield City Region.

That this review is supported by the City Region Executive Team – which is made up of Local Authority officers working, in partnership, from across the region.

That a seminar for ITA Members be held to understand the review process.

7. Proposals and Details

The Sheffield City Region (SCR) has a long history of collaboration across our functional economic area that spans eight Local Authorities in South Yorkshire and the North East Midlands. This includes the development of the SCR Development Plan, collaboration through the SCR Leaders' Forum (from 2007) and from 2011, leadership through the private sector-led Local Enterprise Partnership (LEP).

The benefits of this collaboration can be seen in the region securing an advanced manufacturing and technology focussed Enterprise Zone and a City Region deal. The "City Deal" will result in the devolution of greater powers (and with it control over funding) in relation to skills, transport and financial tools for growth. To give a concrete example – this deal should, result in approximately £10 million of funding for major transport schemes. Without strong sub-regional collaboration – this funding will still be controlled from Whitehall (rather than by local elected Leaders).

This deal also represents the beginning of a sustained (and potentially fruitful) dialogue with Government. The Government have made clear that City Regions who are able to organise themselves and work constructively together will reap the benefits of "earned devolution" – at the expense of those areas that cannot.

Whilst strong sub-regional working is an overwhelmingly positive development it has led both local and national scrutiny of the governance structures of the Sheffield City Region. Accordingly, now seems to be an opportune time to undertake a review to ensure that these arrangements remain fit for purpose and sustainable going forward. SCR Leaders agreed to start such a review at their meeting on 9th May, 2012.

The Statutory Basis of this Review

The purpose of the review is to determine whether the existing governance arrangements for economic development, regeneration and transport in the area are effective or whether the area would benefit from changes. In undertaking such a review, we will need to look at the economic development and regeneration landscape in the round, including the activities of other agencies.

Local authorities that wish to undertake a review may do so under the provisions of section 108 of Local Democracy, Economic Development and Construction Act 2009 (LDEDCA). There are four stages to this review, namely:-

- To identify existing governance arrangements in place to support and manage activity in relation to economic development, regeneration and transport

- Gather evidence as to the effectiveness and efficiency of existing governance arrangements. Evidence on effectiveness should cover both how well current arrangements are able to manage the delivery of economic development and transport in the area, and also their accountability and transparency to residents and stakeholders.
- Assess the overall effectiveness and efficiency of existing arrangements and set out areas of weakness. Identify available options for making changes to existing governance, structures and assess the pros and cons of each one, including their value for money.
- Reach a conclusion as to whether changes to the governance of the area are likely to deliver improvements and if so, what changes could be implemented.

8. Finance

There are no direct financial consequences arising from this report, although it is anticipated that any review will identify opportunities to deliver efficiency savings.

9. Risks and Uncertainties

That strengthening SCR governance is vital to the future prosperity of the region – areas that fail to do so will fail to secure devolved powers and funding i.e. they will be left behind by Manchester and others (e.g. not secure devolved transport money or freedoms over use of funds).

10. Policy and Performance Agenda Implications

There are local, sub regional and regional implications, linked to the delivery of not just transport infrastructure but to the future prosperity of the region.

11. Background Papers and Consultation

SCR LEP Board paper 10th May
Report to the PTE Executive Board 29th May

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