

## OVERVIEW AND SCRUTINY MANAGEMENT BOARD

**Date:- Thursday, 21 April 2016    Venue:- Town Hall, Moorgate Street, Rotherham.**  
**Time:- 2.00 p.m.**

### AGENDA

1. Apologies for Absence.
2. To consider whether the press and public should be excluded from the meeting during consideration of any part of the agenda.
3. To determine any item which the Chairman is of the opinion should be considered as a matter of urgency.
4. Declarations of Interest
5. Questions from Members of the Public and the Press

#### **For Discussion/Decision:-**

6. Improving Places Select Commission Task and Finish Group's Report on Waste Management (herewith) (Pages 1 - 33)

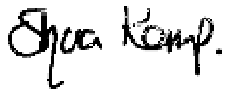
#### **For Information/Monitoring:-**

7. 2015 Education Performance Outcomes (report herewith) (Pages 34 - 44)
8. Adult Services Budget Monitoring Report for the period ending 31 January, 2016 (herewith) (Pages 45 - 51)
9. Community Assets and Mapping Update - Adult Social Care (report herewith) (Pages 52 - 58)

#### **Consultation**

10. Response to Central Government Consultation on Starter Homes Regulations (report herewith) (Pages 59 - 66)
11. Issues Referred from the Area Assemblies

12. Youth Cabinet/Young People's Issues
13. Minutes of the previous meeting held on 18th March, 2016 (herewith) (Pages 67 - 74)
14. Work in Progress (Chairs of Select Commissions to report)
15. Call-in Issues - to consider any issues referred for call-in
16. Date and time of next meeting - Friday, 27th May, 2016 at 9.00 a.m.



SHARON KEMP  
Chief Executive

**Membership:-**

Chairman – Councillor Steele  
Vice-Chairman – Councillor Hamilton  
Councillors, Beck, Cowles, Hughes, Mallinder, Pitchley, Reynolds, Sansome, Julie Turner,  
Whelbourn and Wyatt.

## Summary Sheet

### Council Report

Overview and Scrutiny Management Board 21<sup>st</sup> April 2016

### Title

**Is this a Key Decision and has it been included on the Forward Plan?**

No

### Strategic Director Approving Submission of the Report

Shokat Lal

### Report Author(s)

Christine Majer Scrutiny Officer, Democratic Services

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### Ward(s) Affected

Boroughwide

### Executive Summary

The report outlines the findings and recommendations of a scrutiny review undertaken by members of the Improving Places Select Commission into waste management.

A Task and Finish Group was established and, considered options in relation to

- Household Waste Recycling Centres;
- Re-use facilities;
- Collection of bulky items;
- Green waste collections;
- Kerbside collections of bric-a-brac; and
- Collection of commercial waste.

In undertaking this piece of work, the Group requested and considered evidence from RMBC Officers, other local authorities, private contractors and charitable organisations to learn from their experiences in managing waste.

**Recommendations**

**That the Overview and Scrutiny Management Board**

- 1 Receives and considers the report and makes any appropriate amendments and recommendations; and**
- 2 Forwards the final report to Commissioners and Cabinet for their consideration.**

**List of Appendices Included**

**Appendix 1** The report from the Group on the findings of the Waste Management Review.

**Background Papers**

N/A

**Consideration by any other Council Committee, Scrutiny or Advisory Panel**

Improving Places Select Committee 20<sup>th</sup> January 2016

**Council Approval Required**

No

**Exempt from the Press and Public**

No

**Title Improving Places Task and Finish Group report on Waste Management.**

**1. Recommendations**

**1.1 That the Overview and Scrutiny Management Board receives and considers the report and makes any appropriate amendments and recommendations**

**1.2 Forwards the final report to Commissioners and Cabinet for their consideration.**

**2. Background**

2.1 This review was one of a number of service areas identified by the Commissioners and Elected Members to take place during 2015/2016.

2.2 The findings from the review were presented to Improving Places Select Commission on 20th January 2016. Following its consideration by OSMB on 22<sup>nd</sup> April, it will be forwarded to Cabinet and Commissioners for decision.

**3. Key Issues**

The review concluded:

3.1 A kerbside collection is currently available for textiles but minimal amounts are collected, indicating that residents may not know about this service.

3.2 There is a risk that the introduction of charges for collection of green waste may be viewed by residents as an erosion of services. There is also a corresponding risk that should charges be introduced, green waste would be disposed of in other ways e.g. fly tipping and or through domestic waste, which may impact negatively on income targets in other parts of the service and reduce recycling.

3.3 The charge for the collection of bulky items is price sensitive. There is a risk if the charges for this service is too high residents may find other ways of disposing of items, possibly through fly tipping.

3.4 The Council currently holds 12% of the market share for the collection of commercial waste in Rotherham. There is potential to increase this share, thus generating income. There is also currently spare capacity in relation to the collection of commercial waste at the treatment plant at Manvers.

3.5 That future contracts for provision of HWRC's are considered across Barnsley, Doncaster and Rotherham to take advantages of economies of scale and potentially ease of managing the contracts.

- 3.6 The option to work with a charitable organisation is to be considered for the collection of textiles and bric a brac.
- 3.7 In relation to the collection of green waste, the Group recommend that ways of promoting home composting be promoted including offering free/subsidised compost bins to residents.
- 3.8 The Council does not have a current waste strategy in operation which could result in fragmentation, duplication and lack of clear direction for the service, particularly in light of the development of the waste partnership with Barnsley and Doncaster Councils.
- 3.9 As an alternative to reducing the opening hours of Household Waste Recycling Centres (HWRCs), the scope to charge for non-household waste to raise income to meet saving targets should be explored.
- 3.10 The existing contract for provision of HWRC's has a number of variations attached for the Barnsley, Doncaster and Rotherham Waste. The Task & Finish Group thought that it would be more appropriate to have one contract for the whole region.

#### **4. Options considered and recommended proposal**

- 4.1 In undertaking this piece of work, the Group requested and considered evidence from RMBC Officers, other local authorities, private contractors and charitable organisations to learn from their experiences in managing waste. The recommendations are contained in Section 7 of the report

#### **5. Consultation**

- 5.1 Consultation has taken place as set out in the report.

#### **6. Timetable and Accountability for Implementing this Decision**

- 6.1 Referred to OSMB 21<sup>St</sup> April, date of referral to Commissioners and Cabinet to be confirmed 2016.

#### **7. Financial and Procurement Implications**

- 7.1 The review recommends changes to services which may have future financial and procurement implications.
- 7.2 The Council needs to be aware that there other organisations that will be able to provide the bric a brac/bulky items collection service and this needs to be considered as part of the procurement process.

**8. Legal Implications**

8.1 The Council's statutory obligations in respect of Waste Management are as set out at Part 3 of the Report.

**9. Human Resources Implications**

9.1 N/A

**10. Implications for Children and Young People and Vulnerable Adults**

10.1 N/A

**11 Equalities and Human Rights Implications**

11.1 N/A

**12. Implications for Partners and Other Directorates**

12.1 N/A

**13. Risks and Mitigation**

13.1 None at this stage.

**14. Accountable Officer(s)**

Christine Majer – Scrutiny Officer Ext 22738.

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Approvals Obtained from:-

Strategic Director of Finance and Corporate Services:- N/A

Director of Legal Services:- N/A

Head of Procurement – Howard Tweed. Procurement Category Manager

This report is published on the Council's website or can be found at:-

<http://moderngov.rotherham.gov.uk/ieDocHome.aspx?Categories=>

# **Scrutiny Review: Waste Management**

Review from the Improving Places Select  
Commission Task & Finish Group

December 2015

**Scrutiny Review Group:-**

Councillor Maggie Godfrey (Chair)

Councillor Kath Reeder

Councillor Emma Wallis

Councillor Ken Wyatt

Mr Pat Cahill – Co-optee Member

Dianne Thomas, Advisor, Local Government Association and the Centre for Public Scrutiny.



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## 1. Executive Summary

This review was one of a number of service areas within Environment and Development Services, identified by the Commissioner Sir Derek Myers as a potential scrutiny review to take place during 2015/2016. The findings from the review are to be presented to Improving Places Select Commission on 20<sup>th</sup> January 2016 and then to the Commissioners and Advisory Cabinet.

A Task and Finish Group (referred to in the report as 'Group') was established involving the following Members:-

- Councillor Maggie Godfrey (Lab) as the Chairperson of the group.
- Councillor Kath Reeder (UKIP),
- Councillor Emma Wallis (Lab)
- Councillor Ken Wyatt (Lab) and
- Mr Pat Cahill – Co-optee Member

The Group was supported by Dianne Thomas, Advisor, Local Government Association and the Centre for Public Scrutiny.

The group looked at options in relation to Household Waste Recycling Centres; re-use facilities, the collection of bulky items, green waste collections, kerbside collections textiles and small electricals and the collection of commercial waste.

The Group recognises that waste management is one of the most important front line services that the Council delivers to the people of Rotherham and is both a Waste Collection and Waste Disposal Authority

The review involved obtaining information from a number of sources including officers from within the Council, other local authorities, private contractors, charitable organisations to learn from their experiences in managing waste.

### **The main findings of the review are as follows:**

- There is no current waste strategy in operation in the Council which can result in a lack of direction for service provision. Work however is ongoing with Barnsley and Doncaster as part of the BDR Partnership to rectify this matter.
- There are 4 Household Waste Recycling Centres (HWRC's) in the borough, which are open 6 days a week. The option to close the sites an additional day per week has been deferred for the present. The sites are managed by FCC Environmental, the contract being part of a wider contract with Barnsley and Doncaster, which ends in 2018.
- The Group considered there was scope for charging of non-household waste to raise income/reduce costs rather than reducing the hours of opening at these centres. Members would also encourage HWRC provision being considered as a whole across the whole BDR partnership to expand the services offered (such as re-use) and to take advantage of economies of scale.
- Kerbside collection is currently available for textiles, however the tonnage gathered from this service is minimal, indicating that residents may not know about this service. Opportunities have been explored with a charitable organisation to change the kerbside collection service to include textiles and small electrical items.
- The Council has the option whether or not to charge for the collection of green waste. The Group considered that introducing a charge for this service would be viewed by

the residents as a further erosion of services and could lead to increased fly tipping and reduced recycling.

- The collection of bulky items from residents is a price sensitive service, charge too much and residents will not use the service and are likely to find other ways of disposing of the items. The Group looked at other ways of delivering this service by working with a charitable organisation to encourage re-use.
- RMBC currently provides a commercial waste collection service, capturing only 12% of the market. There is capacity at the Treatment Plant at Manvers to accommodate an increase in this service at favourable rates. Information learnt from Nottingham City Council on how they provide this service led the Group to recommend a significant expansion of the commercial waste collection service which has the capacity to raise significant income for the Council.
- The work was undertaken as a short focussed review which will feed recommendations into the medium term financial strategy setting process. In addition the work was conducted in parallel with the on-going discussions for budget reductions in 2016/17 and beyond. It has not been able to fully consider the impact of any budget reductions as these decisions have yet to be taken.

## 2. Why Members wanted to undertake this review

This review was one of a number of service areas within Environment and Development Services, identified by the Commissioner Sir Derek Myers as potential scrutiny reviews during 2015/16. Findings from this review are to be presented to the Improving Places Select Commission on 20<sup>th</sup> January 2016 and then to the Commissioners and the Advisory Cabinet.

## 3. Methodology

The Chair of Improving Places Select Commission decided to establish a Task & Finish Group in July 2015, to conduct a short, focused review which would feed recommendations into the medium term financial strategy setting process; the following members were nominated to undertake this review:

- Cllr Maggie Godfrey (Lab) as the Chairperson of the group, assisted by
- Cllr Kath Reeder (UKIP)
- Cllr Emma Wallis (Lab)
- Cllr Ken Wyatt (Lab) and
- Mr Pat Cahill – Co-optee Member.

The Group was supported by Dianne Thomas – Advisor Local Government Association and Centre for Public Scrutiny and Christine Majer, Scrutiny Officer.

The scope of the review was agreed by the Group:-

- **to explore the current provision of household waste recycling centres (HWRC's);**
- **special household waste collections (green waste and bulky collections);**
- **examine options for future provision identifying potential areas for savings (and / or income generation); and**
- **explore options for increasing recycling rates and introducing re-use into the waste collection service.**

The scope of the review was deliberately kept tight given the limited timeframe involved. It did not therefore deal with broader issues relating to the kerbside collection and disposal service which is subject to a full service review as part of the Medium Term Financial Plan. In addition the review was conducted in parallel with the on-going discussions on managing the budget reductions for 2016/17 and beyond. It has therefore not been able to fully consider the impact of any budget reductions as these decisions have yet to be taken.

The Group received evidence from the following officers and organisations:-

### **Streetpride – RMBC**

- David Burton, Director
- Adrian Gabriel, Principal Officer.
- David Hill, Principal Officer.
- Bob Morrison, Waste Collection Manager.

### **Public Health – RMBC**

- Alison Iliff , Manager Public Health Principal (Health Improvement)

### **FCC Environmental Ltd**

- Andrew Baxter, Contracts Manager.

#### **British Heart Foundation**

- Karen O' Donoghue, National Stock Generation Manager

**A site visit to Selby's Household Waste Recycling Centre (HWRC)** in North Yorkshire was undertaken by some members of the Group on 18<sup>th</sup> November 2015 to observe and learn how the HWRC's are managed in the area and in particular the system for charging for accepting various waste streams.

Representatives from **North Yorkshire County Council** included:-

- Cllr Chris Metcalf, Executive Member for Waste
- Tony Norris, Waste Services Manager.
- Joanne Kearney, Waste Contracts Manager
- Mark Kirk, Kier Contracts Manager
- David Garnham, Kier, Area Supervisor

All of whom provided us with an open and honest discussion on the service provision.

#### **Members of the Group met with**

**Paul Vanston from Kent Resource Partnership and Andy Vaughan from Nottingham City Council** both of whom were invited by the Commissioners to Rotherham to undertake a "health check" on the current waste service in Streetpride.

An outcome of this meeting was for some Group members to visit Nottingham County Council to see how they manage and administer the collection of commercial waste.

**Andrew Beighton Commercial Development Manager and Daniel Ayrton Commercial Operations Manager** provided the group with a wealth of information as a contribution to this review.

**Joanna Chauhan, Senior Environmental Services Officer at Elmbridge Borough Council.** Joanna took part in a Group meeting via a telephone call, to outline how the collection of textiles and small electrical good service, operated by the British Heart Foundation is run in Elmbridge.

**Abigail Cox Community Education Liaison Officer at Shanks Treatment Plant** kindly gave a tour of the plant to explain the final process in the treatment of waste collected from the residents of Rotherham.

Initial research from the internet was undertaken to explore experiences of other councils across England in relation to green waste.

## **4. Legal and Policy Drivers**

- 4.1 RMBC is both a waste collection authority (WCA) and a waste disposal authority (WDA): As a WCA, the Council statutorily must arrange a regular collection of domestic waste for which it cannot make a charge as the cost is covered by the Council Tax. In Rotherham this is achieved through alternate week collections of residual waste in wheeled bins and recycling materials in blue boxes and bags.
- 4.2 The Council as a Waste Collection and Disposal Authority has a statutory obligation under the Environmental Protection Act 1990 (s.45) and Environmental Protection Act 1990 (s.51) a duty to:

- Arrange for the collection of household waste
- Arrange for the collection of at least four types of recyclable waste together or individually separate from the rest of the household waste.
- Make arrangement for collection of non-household waste, if requested to do so by the occupier of a premise, however a reasonable charge may be made.
- Arrange for the treatment or disposal of controlled waste it collects in its area.
- Arrange for places to be provided at which residents in the area may deposit their household waste and for the disposal of waste so deposited. (Household Waste Recycling Centres)

4.3 The definition of household waste encompasses a range of waste streams, one of which is garden waste; therefore the Council is obligated to collect garden waste. However under this Act; The Controlled Waste Regulations (England and Wales) Regulations 2012 also states that the collection of garden waste is a service for which the Council may make a reasonable charge.

Therefore it is in the determination of the Council to:

- Retain a free collection service for garden waste.
- Implement a charging scheme for the collection of garden waste.
- Collect garden waste placed in the black residual bin.

4.4 In addition as a WDA, the Council is statutorily required<sup>1</sup> to arrange for places to be provided at which residents in its area may deposit their household waste and arrange for the disposal of that waste. The Act further stipulates that HWRCs should be:

- Situated within the local authority area or reasonably accessible to residents;
- Open at all reasonable times (including at least one period on the Saturday or following day of each week except a week in which the Saturday is 25th December or 1st January);
- Free of charge to residents in the area, to dispose of their own household waste;
- It is up to the Council how it fulfils this duty in respect of how many HWRC's are provided.

4.5 Legally, charges cannot be made at HWRCs for household waste including:

- Small recyclables: cardboard, paper, cans, glass; plastic bottles, drinks cartons, textiles and shoes, books
- Green (garden) waste;
- Large and small domestic appliances;
- Carpet; mattresses; furniture;
- Black bin waste.

However, charges may be made for building materials and other wastes:

- DIY waste: doors and windows; fitted kitchens; fitted wardrobes; inert material such as rubble and concrete; bricks and roof tiles; plasterboard; soil from landscaping

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<sup>1</sup> Section 51(1) of the Environmental Protection Act 1990

activities;

Any other building materials; (Not accepted at Rotherham sites);

- Tyres.

RMBC may also charge users who live outside the borough and trade and commercial customers.

- 4.6 Although RMBC is required to make some HWRC provision and must provide this free of charge for Rotherham residents' to bring their household waste;<sup>2</sup> the Group have examined whether the provision could be reduced to release savings or whether charges could be made for certain types of waste to generate income.
- 4.7 Rotherham MBC does not currently have a Waste Management Strategy although this is now being developed with its partners Barnsley MBC, Doncaster MBC and the City of Sheffield to provide a regional perspective on waste management.
- 4.8 The Council is currently undertaking an All Service Review across all services as part of the development of the Medium Term Financial Plan. As part of this review officers have to put forward savings proposals to achieve savings over the next three years.

In terms of Waste Collection including Management and overheads the saving target is £1.272m.

## 5. Background

The different strands of Rotherham's waste service are as follows:

- Household waste kerbside collection of recyclables and residual waste.
- Household waste recycling centres.
- Kerbside green waste collection.
- Bulky goods collection.
- Bring sites.
- Commercial waste collection.
- Clinical waste collection.

The current provision in respect of each of these is considered in turn.

### 5.1 Kerbside Collection Service

5.1.1 The current cycle of collections is on a fortnightly basis with alternate black bin, green bins and blue boxes and bags. Kerbside recycling collects in the blue box – glass, cans and textiles, the blue bag, paper and cardboard. The green bin is for green waste. At this moment there is no provision for the collection of plastics. Textiles are collected but only a small tonnage is presented indicating that residents are often not aware of this service, use the black bin or take such items to charity shops, HWRC's or Bring Sites.

5.1.2 RMBC together with its waste partners, Doncaster MBC and Barnsley MBC (BDR Waste Partnership) has recently entered into 25 year PFI contract (total contract value of £750m) with 3SE, (a private consortium of Shanks and SSE) for the treatment and disposal of residual waste through a newly constructed waste treatment plant at Manvers. All black

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<sup>2</sup> Appendix 1 provides a definition of household waste.

bin waste from all three council areas began being delivered to the plant at the end of February 2015 at the rate of around 1,000 tonnes a day.

- 5.1.3 The Mechanical Biological Treatment (MBT) facility seeks to maximise recycling by extracting any overlooked plastic, steel, aluminium, glass and aggregate remaining from residents' black bins. The rest of the household waste is either processed through the plant to create a Refuse Derived Fuel (RDF) which is shipped on to the power station at Ferrybridge where it is used to generate electricity for the national grid. The organic fraction of the waste is treated on site in the Anaerobic Digestion (AD) facility to produce electricity and a form of compost which can be used for restoring former industrial land.
- 5.1.4 This means that very little of Rotherham's waste is landfilled (only about 5%) and the electricity generated from the RDF is estimated to save the equivalent of 114,000 tonnes of CO<sup>2</sup> every year.
- 5.1.5 RMBC have guaranteed to deliver a minimum 54,000 tonnes of waste to this site per annum.

The current disposal costs to the Council for the site are

**Band 1** = £108.93 per tonne up to 54,000 tonnes per annum.

**Band 2** = £13.68 per tonne between 54,001 tonnes and 79,500 tonnes per annum.

**Band 3** = £117.36 per tonne over 79,500 tonnes per annum.

Dry recyclables go to Beatson Clarke's – glass and cans, paper and card to Newport Paper PLC via KCM Recycling, both local companies.

- 5.1.6 In the past kerbside recycling targets were based on weight. In renewing the contract for kerbside recycling collections, very few contractors included a price for collecting plastics. The difficulty is that plastic is a light but bulky item to collect and prices for recycling vary enormously. At present there is no processing capacity to deal with recycling of plastic in Rotherham. The Council does have a number of plastic banks placed at the large supermarkets to support plastic recycling. There is currently a reduction in the amount of paper being recycled due to the increase in the cost of paper and an increase in on line technology to access daily news'
- 5.1.7 Based on the financial figures from the 2015/16 budget, it is estimated that the cost of collecting recyclables for the Council will be £1,554,484<sup>3</sup>. The estimated income is £529,500. The cost to process green waste totals £340,000.
- 5.1.8 At present, recyclables comprise about 40% of waste collected at kerbside. If recycling rates increase, RMBC could reduce its costs as there would be no real increase in the cost of collection. The Group recognised the potential to introduce a textile and small electricals kerbside collection service has been explored as a result of discussions with the British Heart Foundation.

## 5.2 Household Waste Recycling Centres

- 5.2.1 RMBC currently provides four Household Waste Recycling Centres (HWRCs) located throughout the borough.<sup>4</sup> The Council owns the property rights at Lidget Lane, Bramley, Warren Vale, Rawmarsh and Magilla North Anston. However, the HWRC at Carr Hill, Rotherham is leased from Wentworth Estates (until 2024). The HWRC service is a part of

<sup>3</sup> Appendix 2 shows the cost of collecting recyclables to the Council

<sup>4</sup> Appendix 3 shows locations of HWRCs in Rotherham, Barnsley and Doncaster.



the RMBC's Street Pride function within the Environment and Development Directorate. All of the sites have limited capacity with little or no room for expansion.

5.2.2 As part of agreed Council savings, a decision was taken to close each of the HWRCs on one day each week (each site closing on a different day to maintain a more acceptable level of service to residents). This provided a saving of £16k to RMBC. There appears to have been minimal impact on either level of customer satisfaction or on the amount of fly tipping as a consequence. However, congestion on sites has increased, especially on the day immediately following a closure. In 2013, the Council again reviewed the HWRC budget and decided to close the sites on a second day each week to reduce spending by a further £26k. However this additional cut to the service has not been implemented.

### 5.3 **Green Waste Service**

5.3.1 The Council currently provides for a free collection of garden waste using a 240 litre green bin. The service currently operates throughout the period April to October Inclusive (Summer Only Service for a 7 month period). Crews comprising of a Driver and 2 Loaders, to each of the 8 vehicles are deployed on to the service which usually covers the period. The current cost for treating green waste is £17.12 per tonne with the annual cost for treatment being £340k. The overall cost of the green waste service is around £1m.

5.3.2 The contract has recently been the subject of a joint procurement with Council partners in Barnsley and Doncaster. The contract has been awarded to two companies Freelands and SJB Recycling (part of Yorwaste), with Rotherham opting to use the latter partner. The contract is initially for 5 years, with the option to extend for a further 2 years on 2 occasions when the initial contract term runs out.

5.3.3 It is possible for LA's to make a charge for collection of green waste and a number of authorities, including Sheffield now do so, as pressure on budgets has increased. RMBC have looked at this as an option for a number of years but it has been discounted to date, as it may be perceived as an erosion of service among residents. It also has the potential to increase the problem of fly tipping. It also is likely to lead to householders adding garden waste to the black bin waste, thus changing the composition of the household waste stream which may lead to higher disposal costs, if the council deviates from the agreed composition of residual waste as part of the PFI contract.

5.3.4 It is also recognised that the reduction in the service to summer only has been unpopular with pressure from some Area Assemblies to continue the service for an additional month until the end of November. This has therefore also been considered by the Group.

### 5.4 **Bulky Item Collection**

5.4.1 The Council has a statutory duty to collect household waste if requested by the occupier of a premise to do so but may make a reasonable charge for the collection of bulky items of waste. Demand for the Bulky Items Collection Service is price sensitive with too high a charge potentially leading to some individuals finding alternative means of disposing of items which, at worst, may include fly tipping.

5.4.2 The current charge for the service has been held since 2011 and allows for 3 items to be collected for £21 with the option for a further 3 items for an additional £15. There is a discount for Rothercard holders of 50%. There is a higher rate for non-domestic items such as DIY materials.

The full scale of charges for Rotherham and nearby districts is included at Appendix 4<sup>5</sup>

- 5.4.3 All goods collected are initially taken to one of the HWRCs for recycling or a Waste Transfer Station at Tinsley for disposal. White goods and other electrical items that are delivered to HWRC's are recycled. The service currently operates approximately 4 days a week. Whilst the collection service operates at a surplus of approximately £10k; this is outweighed by the disposal costs of £30k. This leads to a net deficit of £20k to the Council.
- 5.4.4 The Group noted that all electrical goods delivered to a HWRC are recycled at no cost to the Council through the Waste Electrical and Electronic Equipment (WEEE) contract. There are opportunities for working with the third sector to increase the re-use of goods that are currently deposited at our HWRC's. This will require the cooperation of our appointed HWRC partner and our WEEE contractors for electrical items. This could lead to the creation of job opportunities and an income stream for charities.
- 5.4.5 The Group did not consider if there was potential to increase the current charging levels for the bulky goods service due to the price sensitivity. However, the potential for working with the third sector was investigated as part of this review with the British Heart Foundation as a partner in Rotherham Heart Town status.

## 5.5 **Bring Sites**

- 5.5.1 Currently RMBC runs 36 recycling points across the Borough, varying in size and location. The sites are unstaffed but inspected by Waste Management staff to ensure cleanliness, accessibility, available bin capacity and general status. The sites are on a mixture of authority land, private land and supermarket car parks. Open agreements are in place with individual waste management companies to collect and process our waste materials. Generally, Bring Sites are cost neutral to the authority but there are proposals to close a number of sites with low usage to allow more efficient use of labour and staffing, focusing on the higher performing sites. It is considered this may also encourage higher use of our kerbside recycling collection service.
- 5.5.2 The Group did not consider there were any advantages to looking at Bring sites any further at this stage due to the potential for any costs savings being minimal

## 5.6 **Commercial Waste Collection Service**

- 5.6.1 The Council has a legal obligation to make arrangements for the collection of commercial waste if requested to do so and may recover a reasonable charge for such.
- 5.6.2 RMBC currently holds 921 contracts to collect commercial waste comprising of external businesses (shops, offices etc), charitable organisations and schools. The current charges imposed by Rotherham Council are significantly higher than those charged by neighbouring authorities.
- 5.6.3 The relatively high charges makes our service uncompetitive compared to private waste management companies operating in our area. There are around 7,500 registered business properties operating in Rotherham which means we serve only about 12% of the market. The cost of the service is currently around £510k with income generation of £700k which means we only generate a budget contribution of around £190k.
- 5.6.4 In view of this, the Group gave further consideration to this significant opportunity to raise

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<sup>5</sup> Appendix 4 Charges by Barnsley, Doncaster and Rotherham for the Collection of Bulky Items.

income for the waste service and visited Nottingham City Council which runs a profitable waste collection and recycling service as part of an extensive facilities management service for businesses.

## 6. Findings

The Group recognises that waste management is one of the most important front line services that it delivers to the residents of the borough, and that a failure to deliver a consistent, high quality service will be detrimental to its reputation. The key outcome for the service is to deliver a safe, well managed and efficient service for the collection, recycling, treatment and disposal of waste, and to achieve at least a 50% recycling rate. The Group felt that not having a current Waste Strategy for Rotherham was could potentially result in fragmented services and jeopardising the level of service provision

### 6.1 HWRCs

6.1.1 The review considered whether further cost savings should be sought at HWRC's through further reductions in opening hours or reduction in the number of centres. It concluded that the savings from additional closures is small relative to the overall cost of the HWRC's of just over £1.5m

6.1.2 The sites are managed and operated through a contract with FCC Environmental, who receives a fixed Management Fee per site per day. Additionally, a Recycling Premium is also paid, which increases as recycling performance improves. In this way the Contractor is incentivised to segregate materials for recycling. Ownership of waste passes to FCC Environmental once deposited on site. This contract is part of a wider partnership with Barnsley MBC and Doncaster MBC through the joint waste partnership arrangements that runs until autumn 2018.

6.1.3 HWRCs provide a facility for residents to bring any additional household waste and separate it out for either recycling or disposal. Local authorities have been set an EU target to increase the proportion of waste that is recycled to 50% of all household waste by 2020. Approximately 20% of our household waste is deposited at HWRC's with the average recycling rate achieved being 53% (including rubble and other inert materials the figure rises to 77%)

6.1.4 At present there is no provision at any of the HWRC's to separate out items that could be suitable for re-use rather than recycling or disposal.

6.1.5 Currently the Council makes no routine checks to determine whether users of the HWRCs are its own residents or charge for residents from out of the borough to use the site, and reciprocally both Barnsley and Doncaster do not charge Rotherham residents. Trade and commercial waste organisations are expressly forbidden from using HWRCs as they are solely provided for domestic waste.

6.1.6 There are three references to HWRCs in the Government's National Waste Strategy, indicating that:

- Free access to HWRCs should continue;
- The use of HWRCs by small businesses should be encouraged "at an affordable cost to the business user." This would help smaller businesses to recycle by using existing infrastructure more effectively and may also be of benefit to local authorities

and household residents as revenues generated from accepting business waste could help provide the funds needed to keep the sites open;

- The development of opportunities for re-use collection facilities at HWRCs should be encouraged.

The basic statutory provision is for at least one HWRC, as long as that is deemed “reasonably accessible to persons resident in the area”. Beyond that, there is no statutory guidance on what the level of HWRC provision should be. However, some organisations have done some work to assess this and provide guidance.

6.1.7 Within the BDR waste partnership, Rotherham has comparatively fewer HWRCs per head of population (although a greater number than in Sheffield) but it has the lowest catchment radius at three miles, which means that residents in Rotherham have shorter distances to drive to their nearest HWRC than in either Barnsley or Doncaster.

6.1.8 Given the pressure on Council budgets and the deferred decision to close the HWRCs for an additional day per week the Group considered whether this further reduction to the service will need to be implemented after 2016/17, or if there is a need to make further proposals for savings. An alternative/additional consideration has also been given to the opportunity to provide for small businesses to use the HWRC’s for the disposal of trade waste as recommended by the National Waste Strategy and whether the Council should charge for those types of waste which the law allows. The Group also looked at the opportunity for the introduction of a re-use service at the HWRCs.

## 6.2 Findings from FCC

6.2.1 Evidence was taken from FCC on the impacts of reduced opening hours to date and their expectations should additional reductions of service be introduced. The closure of the centres on one day per week has not made a material difference in tonnage received. There has been an impact in terms of sites becoming busier on opening days with queuing traffic especially at Carr Hill. The increased daily traffic does however reduce the ability of staff to direct, advise and educate the public to maximise recycling at the centres. There has been some impact on increased fly tipping at the sites entrances but it is less of a problem than anticipated.

6.2.2 There has recently been a resident’s satisfaction survey carried out at the HWRC’s. The results are attached in Appendix 6<sup>6</sup>. It should be noted that only two of the 4 sites took part in the survey. It should also be noted that the satisfaction rate at the Rotherham sites was lower than at Doncaster or Barnsley.

6.2.3 FCC are understandably not keen to see a further reduction of service at HWRC’s as it is anticipated that this would affect the customer satisfaction rate. As an alternative, they suggested that options to generate income are explored for example charging for the disposal of non-domestic waste (i.e. inert waste, difficult/hazardous waste, building waste).

6.2.4 FCC was asked about the potential to provide a service for disposal of commercial waste for small businesses as advocated by the National Waste Strategy. Although similar initiatives have been trialed in other areas, these have proved expensive to operate because of disposal charges. To be able offer this service at HWRCs Rotherham it would require capital investment along with a suitably sized site to accommodate the additional waste. None of the current sites in Rotherham are large enough to support this option.

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<sup>6</sup> Appendix 6 Customer Satisfaction Survey undertaken by FCC Environmental at the BDR HWRC sites

- 6.2.5 It would appear that if serious provision is to be made for reception of commercial waste then this should be looked at on a sub-regional basis with our PFI partners as part of the BDR contract renewal in 2018.
- 6.2.6 Evidence was also sought from FCC on the potential to introduce a re-use service on the HWRC's. FCC employs a full time Development Manager to explore re-use options in the area. The scheme would operate through a partnership with a local charity with a facility on each HWRC for donations by the public for items to be resold. The goods would then be moved to this single centre and sold by auction at that site or through the shops. FCC already operate such a scheme in Buckinghamshire, Staffordshire, Wrexham and Hull accepting furniture, bric a brac, records, electrical items, books and bikes. Income is split between FCC and the charity.
- 6.2.7 FCC indicated that they cannot roll out such a re-use service in Rotherham under the current contract and would want a 7-10 year contract in the future due to the capital investment required.
- 6.2.8 It would appear that RMBC is currently unable to operate a re-use service from its HWRCs until the new contract is renegotiated in 2018, unless FCC is prepared to co-operate in this regard. This is a disappointment given that there are charities within Rotherham such as BHF which would like to offer such a service in the shorter term.
- 6.2.9 Given the limitations of size and capacity of the four HWRCs there would be merit in considering provision of say two larger centres in the longer term which could provide for receipt of more recyclables, provide a service for small businesses and allow for introduction of a re-use service including the potential for re-use shops on site. This issue should be considered as part of any future waste strategy in Rotherham

### 6.3 Findings from North Yorkshire CC

- 6.3.1 A visit was made to Selby HWRC was to explore the option of charging for waste (e.g. hardcore, rubble, plasterboard and soils). Much of this will be from Household DIY projects but, in North Yorkshire unlike Rotherham, this service is also available to small businesses.
- 6.3.2 Charging was introduced in 2014 and with this the restrictions on the quantity of waste to be deposited was removed. North Yorkshire CC pays a management fee to Kier to run 18 HWRCs. The income received from the charging of commercial waste offsets the cost of accepting those materials. This was introduced to give businesses a legal option to dispose of their waste. North Yorkshire CC was able to make savings on this aspect of waste disposal through these arrangements.
- 6.3.3 Since the introduction of the charging policy the amount of waste deposited on site has decreased, a 73% reduction has been noted in chargeable waste streams. An anecdotal aside to this statistic is an increase in skip hire as this may be seen as a more cost effective option.
- 6.3.4 Whilst there has been a significant reduction in usage of HWRC's since introduction of the charges, there has not been a recordable increase in fly tipping (this being closely monitored by the District Councils). Furthermore, there is the advantage of creating the capacity to accept limited amounts of such waste from small businesses, a service not previously provided. Acceptance of paper and card as part of that service free of charge is also allowed for small business customers.
- 6.3.5 The introduction of the charging arrangements was undertaken following public

consultation. There was some resistance from the public when the charge was first introduced however, satisfaction ratings in surveys carried out through the Citizen's Panel remain high.

- 6.3.6 North Yorkshire CC is now looking at the potential to charge for tyres which are currently accepted free of charge. Rotherham MBC does not currently accept tyres at HWRC's, instead directing any enquiries to a local tyre processor.
- 6.3.7 The outcome of these discussions is that the Group considered there is a benefit in RMBC looking carefully at introducing charges for agreed types of waste and that this is preferable to further closures at the HWRC's
- 6.3.8 Re-use is a service provided at the Selby HWRC, with recovered items sold-on. The Group would like to see such a service provided at its HWRC's but, as stated above, there is limited scope for such until the new contract is negotiated in 2018

#### 6.4 **Green Waste Collection RMBC**

- 6.4.1 This service is provided on a seasonal basis and requires temporary staff to deliver the service. The vehicles used for collection of green waste have come to the end of their lease period.
- 6.4.2 The Group looked at extending the collection period for green waste but estimating the correct length of time is difficult as it as the growing conditions are governed by a number of seasonal factors that can affect the amount of waste presented for collection during the year.
- 6.4.3 It was the view of the Group that the introduction of a charge for green waste (at say £35 per year) would be unpopular with residents and likely to result in a substantial reduction in the use of the service. Nationally, the take up for areas where such a charge has been introduced has been around 25%. Using a neighbouring authority Sheffield as an example, it originally had a free green waste collection service to 45,000 households, (applying to designated areas). Following the introduction of a subscribed service to all households (241,000) at £49.35 for 15 fortnightly collections from May to November, initial take up was 7,000 has now increased to 9,000, which is approx. 3% take up of the service.
- 6.4.4 Should charging be introduced, the Group anticipates a similar level of take up in Rotherham given the comparative patterns of deprivation and lower disposable incomes per household.
- 6.4.5 Further potential impact of charging is that green waste is likely to be placed in the black bin, taken to HWRC's, composted at home or, at worst, fly tipped. The Council's recycling rate would be expected to fall and this may have an impact on the PFI credits awarded by Defra for the new waste facility. There could also be contract implications in terms of the impact of the service change on the operation of the waste treatment facility, in that the recycling rates would be expected to fall below the 50% target.
- 6.4.6 The view of the Group was that the opportunity for home composting should be made available.
- 6.4.7 Within North Yorkshire, three authorities are now charging for green waste collection. Whilst take up there has been high, at least one authority has seen an increase in fly tipping as a result (Ryedale DC).

- 6.4.8 The view of the Group is that charging for green waste collection should be avoided if at all possible. However, it also recognised that the best option for green waste is for it to be composted so residents should be encouraged in this regard. Options for increased home and community composting should be explored.
- 6.4.9 The Group also looked at the possibility of extending the current service to the end of November due to resident pressure through some Area Assemblies. The additional cost would however amount to around £90,000. Given that only about 10% of the total annual collection was in the winter months November to April, the Group do not consider this option should proceed given the substantial pressures on budgets.

## 6.5 **Bulky Goods Collection**

- 6.5.1 Evidence was taken from BHF on the potential for a partnership arrangement with the Council to increase re-use of unwanted bulky goods and provide an income for the charity as well as potential local job opportunities. As an organisation BHF has over 740 shops including 173 designated furniture and equipment stores, providing an end of line solution to many items which would otherwise go to HWRC's / landfill, along with promoting the ethos of "re-use"

The BHF currently collect from over 12,000 households per week with over 2000 of these collections booked on line.

During the discussions, two potential options for bulky waste collections were identified.

### **1. Joint service by RMBC and BHF. –**

RMBC's contact centre receives the call for the bulky goods to be collected. If an item is suitable for re-use then it is collected by BHF free of charge. If not, then the item is collected by the Council who make the normal charge.

### **2. Outsource the whole system to BHF**

This option would pass the whole bulky goods collection service to BHF who would operate on behalf of the Council taking re-useable items to their shops and disposing of the rest. Under this option BHF would require unlimited free tipping rights to dispose of unwanted items

Further discussions to identify the details of both schemes are required.

It should also be noted that other charitable organisations would be able to provide this service and should be considered as part of the procurement process.

## 6.6 **Kerbside Textile and small electricals service**

- 6.6.1 BHF run a kerbside textile and small electrical collection service in conjunction with a number of authorities including Elmbridge Borough Council.

A pilot project was introduced in Elmbridge in January 2012; 6 months after the initial discussions had taken place. The pilot covered 20,000 homes and in 2013 the project was extended to include all 50,000 homes in Elmbridge. The resources required to run this operation was one collection crew for 4 weeks making collections three times a year. There is no cost to the council to set up this scheme.

### 6.6.2 **Current service provided in Elmbridge B.C.**

- The waste contractor deliver bin 'hook-ons' to each property, advertising the date of the next collection in 2 weeks.
- Householders are asked to put their items in their own bags and attach the hook-on to a bag so it is easily identifiable by the collection team.
- Bags are left by the recycling bin on the residents recycling collection week.
- The waste contractor provides a transit van and use an existing driver to ensure a reliable service while BHF provide a volunteer collector to work alongside the contractor.
- All materials collected are delivered directly to a local BHF shop for sorting and distribution for sale.

### 6.6.3 **Long term benefits**

- The service encourages environmental behavioural change by promoting and establishing reuse as the 'norm'.
- The model can be copied by other local authorities.
- The scheme at Elmbridge generates over 50 tonnes of additional recycling each year, at no cost to the Council.
- The partnership provides a new revenue stream for local charities (Elmbridge donate their recycling credits).

It was reported that Elmbridge BC are happy with the service provided and there have been no real difficulties in its operation. They would recommend introducing on a pilot basis in the first instance before extending to all households across the Borough.

6.6.4 The Group consider that the introduction of a third sector organisation into our waste collection service (e.g. bulky items and textiles/small electrical items) should be actively considered. This service would provide local job opportunities and introduce a valuable re-use element into our waste collection service which does not currently exist. Given BHF has existing charitable links with Rotherham and experience in this field, the group thought that an obvious synergy existed that should be explored further.

## 6.7 **Commercial Waste Collection Service**

6.7.1 The purpose of the visit to Nottingham City Council was to explore their current arrangements for commercial waste collection. The Group noted that there is a difference in the collection of domestic waste and commercial waste. Both are statutory functions but having different requirements on collections and they consider that the operation of both services should be kept separate.

6.7.2 In 2010/11 the commercial waste collection service in Nottingham was redesigned, with a starting customer base of approx. 3,000 customers. In 2015 the customer base has increased to approx. 4,500 customers which equates to 60% of Nottingham Centre businesses and 47% of the overall customer base.

The single biggest contract is for £125k. All bids submitted include an element for growth costs. Each service provision is covered by a business plan showing income and expenditure targets. There is a tendering process in place and all contracts are examined for their workability. NCC currently works for Biffa and Veolia on collections that are unwanted by them.



- 6.7.3 As to the service provision the advice given was for commercial collections, not to use the telematics system, commonly used by local authorities, as this has a domestic focus. Introducing a new commercial system requires the correct software for the service being provided. The two preferred options for software to manage commercial collections, which have ID chips in the bins, are ISYS and AMCS. Both are capable systems to cater for commercial collections and the estimated cost for installation is £150k over 4 years. These systems will provide the required information to manage collections and provide for future business planning.
- 6.7.4 The commercial waste service generates a surplus of £1.8m a year. The charging rates are slightly below that of the private sector but rates still have to be increased year on year. The added value of using the commercial approach for the citizens of the City of Nottingham is that any surplus funds are reinvested back into the Council.
- 6.7.5 The commercial waste service also offers a recycling option although this does not generate a surplus. Nottingham also operates a skip hire service with a £1m turnover which concentrates on contract builders rather than householders. A service for disposal of confidential waste including on site shredding is now being rolled out as well.
- 6.7.6 The main findings from Nottingham are that it is that there is significant scope to generate significant surpluses from a commercial waste service as well as other facilities management services but it requires significant investment and a proactive approach to selling and delivering a top class service which is truly competitive with that offered by the private sector.
- 6.7.7 The PFI contract arrangements at Manvers offer a business opportunity to grow our commercial waste service taking advantage of the available headroom in the favourable Band 2 price category within the contract. Based upon our current level of waste arising we still have around 9,270 tonnes of available capacity in the band 2 range (at £13.68 per tonne). As we currently only deposit 2,950 tonnes of commercial waste, there is capacity to more than triple our current level of collection at a favourable disposal rate by competitively pricing our service at slightly below market price.
- 6.7.8 It is worth noting that the job for managing commercial waste in Rotherham is just one element of one Supervisors' role in the Waste Management Team. It was the Group's view that this limited the manager's capacity to explore commercial opportunities.

## 7. Recommendations

### Short Term (within the 2015/16 financial year)

- 7.1 Consider the ways in which home composting may be promoted in Rotherham, including the cost/benefit of offering free/subsidised compost bins to residents.
- 7.2 Continue the discussions with the British Heart Foundation with a view to commissioning:
- A joint approach to the provision of **bulky waste collection service** to all householders in RMBC which enables greater reuse of unwanted furniture.
  - The establishment of a **textile/ bric-a-brac/ small electrical goods household collection service**.
- 7.3 Negotiate with FCC and a third sector/not for profit organisation **to introduce a small-scale re-use facility** on one or more of the HWRCs as a means of encouraging re-use and raising awareness of the opportunities for reuse of household bric a brac and other small items.

- 7.4 Explore with FCC the scope for **introducing a charge for non-household waste at HWRCs** during 2016/17 for the remainder of the contract period at all RMBC HWRCs for all items of non-household waste that the Council may legitimately make a charge for. Evaluate the benefits to the Council as well as the likely impact on user satisfaction and any perverse consequences such as increases in fly tipping.
- 7.5 That a progress report on the Task & Finish Group's recommendations be submitted to the Improving Places Select Commission in January 2017, particularly in respect of commercialisation of the Service

**Medium Term (From 2016/17 onwards)**

- 7.6 Given that RMBC works collaboratively across a range of waste services with Barnsley and Doncaster and there is an effective governance arrangement already in place through the Joint Waste Partnership Board.
- 7.6.1 Members would like to see the HWRC provision being considered as a whole across the partnership. This opens up potentially greater economies of scale and the ability to sustain acceptable levels of provision at lower cost. The joint contract is due for renewal in October 2018. In order that proper consideration can be given to transforming the way the service is provided. It is recommended that work begins early in 2016/17 with BDR partners to jointly review the most cost-effective way of commissioning HWRC services across the three boroughs and scope a service specification that will ensure income is maximised and costs are minimised, while maintaining a service level that will be acceptable to residents.
- 7.6.2 Careful consideration should be given to the establishment of re-use facilities at HWRCs either as part of a new joint contract through the BDR arrangements, or as a RMBC sole commissioned service.
- 7.6.3 Members also recommend that BDR examines the opportunities and benefits of a combined contract for the collection of green waste across the three boroughs during the growing season, thus maintaining a valued service to residents, increasing recycling rates and potentially saving money. Members do not exclude the possibility that a charge may need to be made for this service.
- 7.6.4 Produce a fully costed business plan for a substantial expansion of the commercial waste collection service throughout the borough and potentially beyond the borough boundaries. Include in the appraisal the option of a combined service through the BDR waste partnership to maximise scale and profitability.

## 8. Thanks

- David Burton Director, Streetpride, RMBC
- Adrian Gabriel Principle Officer, Streetpride, RMBC
- David Hill Principle Officer, Streetpride, RMBC
- Bob Morrison - Waste Collection Manager, Streetpride, RMBC
- Alison Iliff - Public Health Principal, Health Improvement, RMBC
- Andy Baxter, Contracts Manager - FCC Environmental Ltd
- Cllr Chris Metcalf, Executive Member for Waste, North Yorkshire County Council
- Tony Norris, Waste Services Manage, North Yorkshire County Council
- Mark Kirk Contracts Manager, Keir
- David Garnham Area Supervisor Kier Joanne Kearney, Contracts Manager North Yorkshire County Council
- Karen O' Donoghue, National Stock Generation Manager, British Heart Foundation
- Paul Vanston, Kent Resource Partnership Manager
- Andy Vaughan, Corporate Director, Nottingham City Council
- Andrew Beighton, Nottingham City Council
- Daniel Ayrton, Nottingham City Council
- Joanna Chauhan, Elmbridge Borough Council
- Abigail Cox Community Education Liaison Officer, Shanks Treatment Plant
- Dianne Thomas Consultant, Centre for Public Scrutiny and Local Government Association

## 9. Glossary

**HWRC** Household Waste Recycling Centre

**WEEE** – Waste Electrical, Electronic Equipment.

**WRAP (Waste & Resources Action Programme)** WRAP is a [registered charity](#). It works with businesses, individuals and communities to achieve a [circular economy](#) through helping them reduce waste, develop sustainable products and use resources in an efficient way.

## 10. Appendices

### Appendix 1. Definition of Household Waste / Non Household Waste

Household Waste and Non-Household Waste are defined in the Environmental Protection Act 1990 and the Controlled Waste (England and Wales) Regulations 2012.

As a guide, if the waste is an item usually found in a residential house and it is not fixed to the house or if outside it is not fixed to the ground, it will generally be household waste. If the waste item is not usually found within a residential house, it is fixed to a residential house, or if outside it is fixed to the ground, it will generally not be household waste.

The table below shows examples from around a house and garden to illustrate the distinction between household and non-household wastes.

	Household Waste (free of charge)	Non-Household Waste (a charge may be made)
<b>Electrical &amp; Gas Appliances</b>	Kettle, toaster, free standing cooker, microwave, fridge, vacuum cleaner	Gas fire, boiler
<b>Bulky Household Items</b>	Free standing furniture including table, chair, sofa, bed & mattress, carpet	Fitted cupboards, fitted wardrobes
<b>Plumbing</b>	None	Bath, shower, sink, toilet
<b>Garden</b>	Grass cuttings, hedge clippings, lawn mower.	Fence posts & panels, garage door, soil, bricks, rubble, whole or sectional trees
<b>Building Materials</b>	None	Slabs, soil, bricks, rubble, tiles, plasterboard, asbestos, guttering, fallpipe, window frame, door, sectional buildings
<b>General</b>	Packaging (e.g. tins, boxes, bottles), Textiles (e.g. curtains, towels, clothes), Food	

**Appendix 2. Estimated Costs for Recyclables Collection in 2015/16 -RMBC****Cost of Recycling**

The Council provides the following services at a cost to support the recycling agenda.

The services costs incurred are:

Provision of Kerbside Multi Material Collection	- £973,967
Provision of Kerbside Green Waste Collection	- £573,017
Servicing of Plastic Banks	- £ 7,500
<b>Total</b>	<b>- £1,554,484</b>

**Potential Income**

Multi Material - £205,000

Paper Banks - £ 8,000

Paper/Card - £315,000

Plastic - £ 1,500

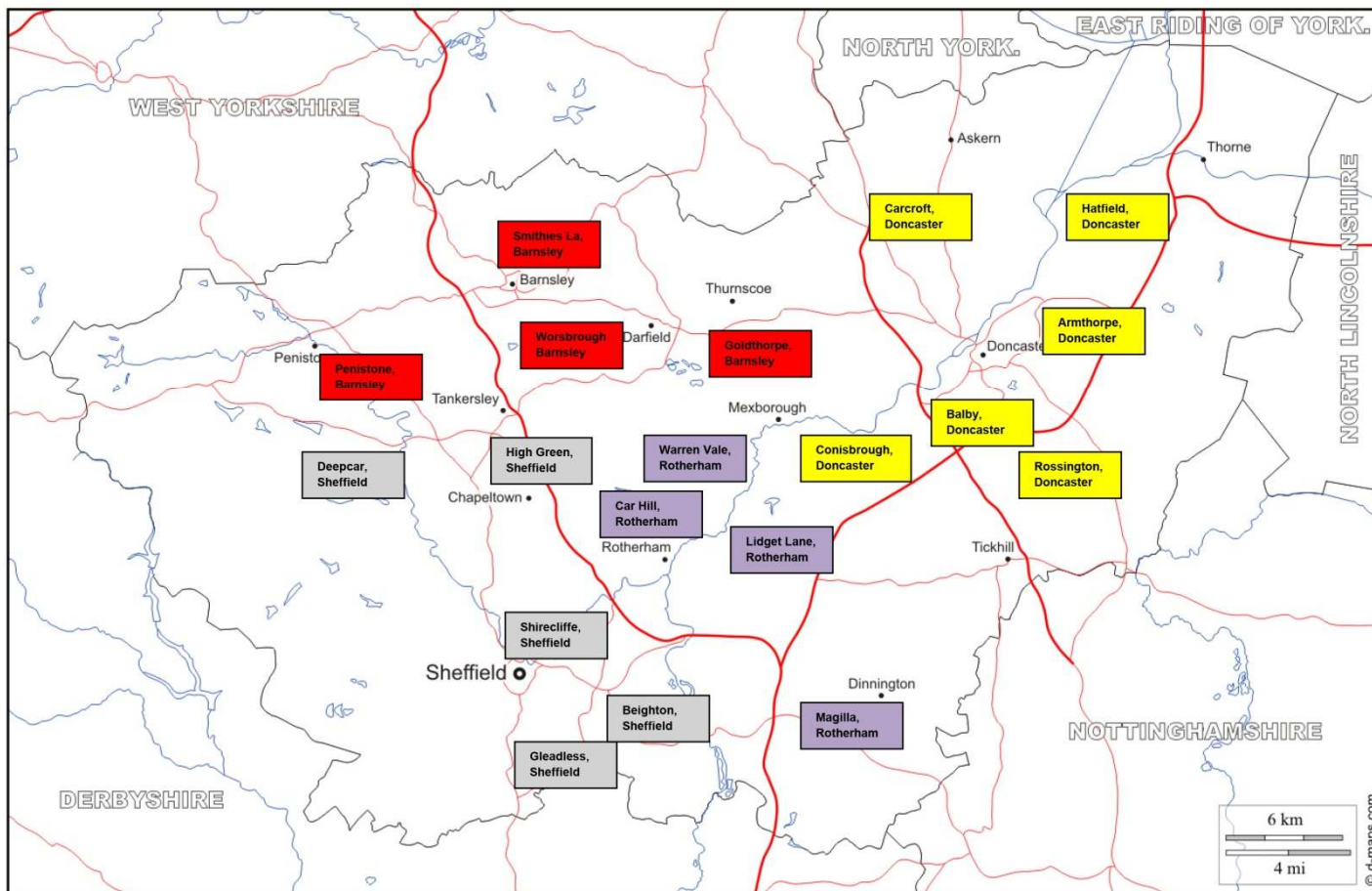
**Total = £529,500**

**Cost to process Green Waste = £340,000**

**Source – 2015/16 Budget**

**Appendix 3. Location map showing HWRCs site in Barnsley, Doncaster and Rotherham**

**HOUSEHOLD WASTE RECYCLING CENTRES – SOUTH YORKSHIRE**



#### **Appendix 4. Minimum levels of HWRC provision**

In 2004 the National Assessment of Civic Amenity Sites (NACAS) published a study that drew on national evidence to assess suitable levels of provision. The resulting recommendations for minimum levels of HWRC provision were:

- Maximum catchment radii of three miles in urban areas and seven miles in rural areas covering the great majority of residents;
- Maximum driving times to a site for the great majority of residents of 20 minutes in urban areas, and 30 minutes in rural areas; though preferably less than this by the order of 10 minutes in each case;
- At least one site per 143,750 residents, with a maximum throughput for any site of 17,250 tonnes per annum.

WRAP considered the issue and emphasised that local authorities should come to their own conclusions on the correct level of provision. They cited some examples of current standards used by local authorities for HWRC provision:

- Greater Manchester Waste Disposal Authority uses five mile radii to determine minimum acceptable levels of HWRC provision;
- Suffolk County Council sets a maximum of 20 minutes' drive time for 90% of residents;
- Leeds City Council also uses 20 minutes' drive time for the great majority of residents as a minimum standard.
- WRAP tentatively suggest that the following are reasonable minimum levels of HWRC provision, with some exceptions for very rural or very urban areas:
- Maximum catchment radii for a large proportion of the population: three to five miles (very rural areas: seven miles);
- Maximum driving times for the great majority of residents in good traffic conditions: 20 minutes (very rural areas: 30 minutes);
- Maximum number of inhabitants per HWRC (in all but the most urbanised areas): 120,000;
- Maximum number of households per HWRC (in all but the most urbanised areas): 50,000.

The Table below shows the comparative data for authorities in South Yorkshire

		No. HWRCs 2013/14	No. HWRCs per 100,000 population	Land area per HWRC, sq. miles	Average site catchment radius, miles	Total HWRC Tonnage 2013/14
Barnsley MBC		4	1.7	32	3.2	17,960
Doncaster MBC		6	2.0	37	3.4	28,115
Rotherham MBC		4	1.5	28	3.0	21,971
Sheffield City Council		5	0.9	28	3.0	23,686
<b>ENGLAND TOTAL / AVERAGE</b>			<b>1.3</b>	<b>72</b>	<b>4.8</b>	<b>4,588,147</b>

Source: National HWRC Directory 2013 (WRAP)



**Appendix 5. Bulky Item Collection Service**  
**BENCHMARKING JANUARY 2015**

<b>Authority</b>	<b>Charges</b>	<b>Service</b>	<b>Comments</b>
Rotherham	YES	£21 up to 3 items Next 3 items + £15 Further 3 items +£15 Maximum 9 items	NO reduction on DIY 50% reduction for Rother Card
Doncaster	YES	£25.00 Up to 8 items on one order Fridges & Freezers free	
Barnsley	YES	£5 per item £10.00 up to 4 items £15.00 for 5 items £20 for 6 to 8 items £25 for 9 items £30 for 10 to 12 items	
Amber Valley	YES	£17 up to 3 items £27 up to 6 items Fridge / Freezers £16 per item Electrical Items £16 per item	½ price for means tested benefit
Ashfield	YES	£12.00 – 1 x item £6 for subsequent items	
Derby City	YES	£11.45 – 1 x item £17.70 – 2 to 5 items £24.95 – 6 to 15 items 15 items or more min. £35	
Chesterfield	YES	£13.80 – 1 x item £21.00 – 2 to 5 items £27.80 – 6 to 10 items Fridge freezers £13.80 per unit – collected separate	50% concession for residents in receipt of benefits
West Lindsey	YES	£21.00 up to 6 points £3.80 per point  £21.00 Fridge / Freezers first collection  Minimum charge for quotations £95.18	Works on points system for items  Up to 6 points minimum charge  More than 6 points additional charges apply
Bassetlaw	YES	£10.50 Per item Maximum 9 items	Restrictions on items collected and items not covered

**Appendix 6. Customer Satisfaction Survey undertaken by FCC Environmental at the BDR HWRC Sites**

FCC undertook a customer satisfaction survey earlier on in 2015. The 4 questions asked were:-

Q1 - How often do you use the site?

Q2 - Are the opening days and hours suitable for your needs?

Q3 - What improvements would you like to see at this site?

Q4 - Do you find the staff helpful and knowledgeable?

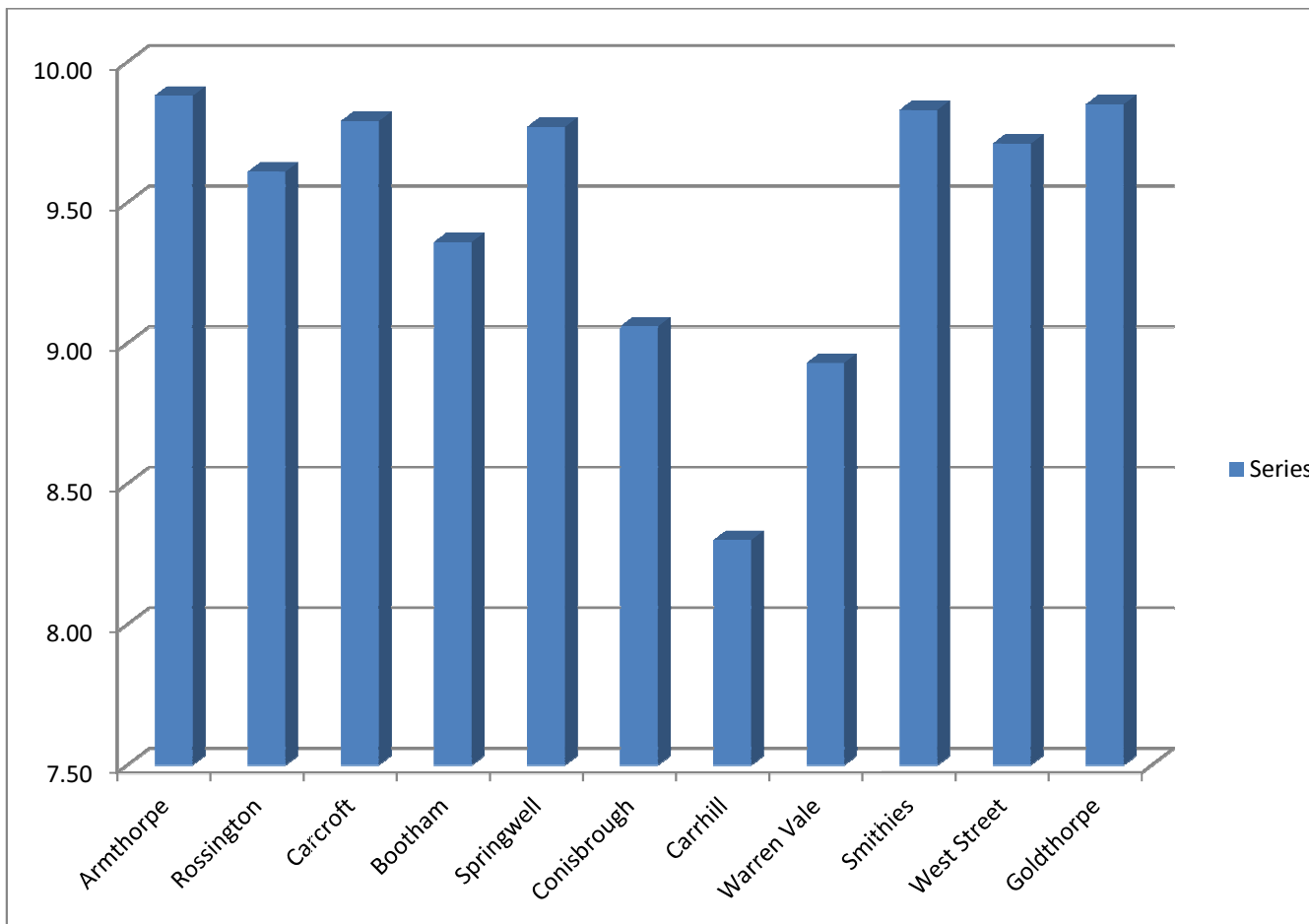
A summary of the results are shown below:-

- Overall sites across the contract have performed well in the customer service/satisfaction scores.
- On average the Barnsley sites performed better achieving an average score of 9.8 out of 10. Doncaster next with an average of 9.58. Followed by Rotherham with an average score of 8.68.
- In general the customer responses for all sites were very happy with the services that the staff provides on the sites.
- 95% of the total responses commented on how friendly, helpful and knowledgeable the staff are and how they are an asset to the company.
- The main customers issues are to do with opening times and days that certain sites are closed.
- In Doncaster area customers would like the sites to be open 7 days, whereas in Barnsley the customers like to see longer opening times in the winter.
- The main customer concern in Rotherham is the lack of parking spaces and the amount of time customer spend in queues.
- In summary the customer to FCC sites across the BDR contract are generally happy with the service they receive, with the average score across the contract being 9.46/10.

Some individual sites are performing below this average and I suggest that a customer survey is performed again in a few months, once the results have been digested by the sites and that the survey could be part of the admin process to monitor sites and that the survey could be part of the admin process to monitor site customer service performance on a monthly basis.

Town	Site	Average Score
Doncaster	Armthorpe	9.88
Doncaster	Rossington	9.61
Doncaster	Carcroft	9.79
Doncaster	Bootham	9.36
Doncaster	Springwell	9.77
Doncaster	Conisbrough	9.06
Rotherham	Carrhill	8.30
Rotherham	Warren Vale	8.93
Barnsley	Smithies	9.83
Barnsley	West Street	9.71
Barnsley	Goldthorpe	9.85

Doncaster score  
 Rotherham score  
 Barnsley Average score  
  
 Contract average across BDR



## Summary Sheet

**Council Report** – Overview and Scrutiny Management Board – 21<sup>st</sup> April, 2016

**Title:** 2015 Education Performance Outcomes

**Is this a Key Decision and has it been included on the Forward Plan?** N/A

### **Strategic Director Approving Submission of the Report**

Ian Thomas, Strategic Director Children and Young People Services

### **Report Author(s)**

Karen Hopkins – School Improvement Service Project Co-ordinator

### **Ward(s) Affected**

All Wards

### **Executive Summary**

The purpose of the report is to present an overview of the educational outcomes of children and young people in primary and secondary schools for the academic year ending in the summer of 2015.

### **Recommendations**

It is recommended that the contents of this report are noted to ensure the Overview and Scrutiny Management Board is fully informed of the latest education outcomes.

### **List of Appendices Included**

**Appendix 1-** Primary and Secondary National Curriculum

### **Background Papers**

None

### **Consideration by any other Council Committee, Scrutiny or Advisory Panel**

No

### **Council Approval Required**

No

### **Exempt from the Press and Public**

No

## 2015 Education Performance Outcomes

### 1. Recommendations

- 1.1 It is recommended that the contents of this report are noted to ensure the Overview and Scrutiny Management Board is fully informed of the latest education outcomes.

### 2. Background

- 2.1 Pupil outcomes in Rotherham have increased year on year. Key Stage 1 and Key Stage 2 outcomes are still below the national average for a number of indicators however the gap to the national average has reduced significantly. Early Years Foundation Stage and Key Stage 4 outcomes have exceeded the national average for a number of years.

*N.B Appendix 1 provides detailed background to the key performance measures.*

#### **Early Years Foundation Stage Profile (EYFSP)**

- 2.2 Rotherham's Early Years performance has been on an upward trajectory since 2009. The EYFSP assessments changed significantly in 2013; and as a result trend data can only be compared from 2013 onwards.
- 2.3 The expected level to achieve at the end of EYFS is a 'good level of development' (GLD). Rotherham's performance for a GLD has increased by 5.2% to 67.4% in 2015. This is 1.1% above the national average at 66.3% and the third year that Rotherham averages have exceeded the national average.
- 2.4 Average Total Points (ATPS) has increased by 0.1 to 34.4 and just above the national average at 34.3 in 2015.
- 2.5 **Gender** - The percentage of girls achieving a good level of development was 75.2% (an increase of 5.6%) compared to 59.8% boys (an increase of 4.7%) in 2015. Nationally 74.3% of girls achieved a good level of development, compared to 58.6% of boys. The gender gap in Rotherham has increased by 0.9% to 15.4% compared to a national gap of 15.7% in 2015. Girls continue to outperform boys.
- 2.6 **Free School Meals** - The number of pupils eligible for Free School Meals (FSM) was 542 (15.9% of the cohort, 16.7% boys and 15% girls). The percentage of pupils eligible for FSM achieving a good level of development was 51.6% (an increase of 6.6%) compared to non-FSM at 70.4% (an increase of 3.4%). Outcomes for both groups are 1% above the national average and the gap has reduced to 18% and is in line with the national average gap.

#### **Early Years: Key Priorities**

- 2.7 Even though Rotherham's boys and girls are performing higher than their national counterparts, the gender gap in favour of girls within Rotherham has increased slightly in 2015. Boy's performance continues to be a priority. The key priority is to further reduce the attainment gap between FSM and non-FSM pupils, especially boys. By focussing support and challenge on those schools

that have larger cohorts of FSM pupils where outcomes for FSM pupils are low and/or the gap between FSM and non-FSM pupils is too wide.

## Key Stage 1

### Phonics

2.8 The percentage of pupils achieving the standard mark in the national phonics screening check has improved each year. In 2015, 74.4% of pupils in year 1 achieved the standard mark; this is an increase of 5.7%. This compares to the national average of 76.9%, an increase of 2.9%. The gap to the national average is reduced to 2.5% and shows that results in Rotherham have improved at a faster rate than national. More schools each year are meeting and exceeding the national average despite the year on year national increases.

2.9 **Gender** - In year 1 2015, 79.3% of girls (an increase of 6.4%) and 69.7% of boys (an increase of 4.7%) achieved the standard mark. This compares to the national average for girls of 81% and boys 73%. The gender gap in Rotherham increased slightly from 7.9% to 9.6%. This compares to a national average gap of 8%.

2.10 **Pupil Premium (pp)** - The number of pupils in the year 1 cohort eligible for pp funding was 947 (28.3% of the cohort, 29.8% boys and 26.9% girls). The percentage of pupil's eligible for pp achieving the standard mark increased by 5.6% to 62.8%; this is an increase of 14% from 2013. This compares to the national average of 66%, an increase 9% from 2013. The gap between pp and non-pp pupils in Rotherham was 16.2%; this is 2% above the national average gap.

## Key Stage 1 Assessments

2.11 The improvement in overall results in Rotherham in 2015 was in all subjects and levels. The improvements range between 3% and 4%. However, Rotherham remains below the national average in all subjects except Level 3+ (L3+) in writing where Rotherham is 1% above national. The gap to national averages has decreased in reading, writing and mathematics at every level despite national increases.

- Gaps to the National average for all pupils range from 1% above at L3+ writing to -3.9% below at L2b+ reading. The gap is wider at L2+ / L2b+ than at L3+.
- The attainment in reading increased at L2+ (3.5%), L2b+ (3.1%) and L3+ (2.5%). The gap to the national average has decreased at all levels.
- The attainment in writing increased at L2+ (4.2%), L2b+ (4.4%) and L3+ (2.6%). The gap to the national average has decreased at L2+/ L2b+ and is above the national average at L3+.
- The attainment in mathematics increased at L2+ (3.0%), L2b+ (4.0%) and L3+ (2.6%). The gap to the national average has decreased in all levels.

2.12 **Gender** - Boys and girls outcomes have increased in all subjects in 2015. Trends in attainment over time show that girls continue to outperform boys in

reading, writing and mathematics at all levels, with the exception of L3 in mathematics, where boys outperform girls. This follows a similar gender profile to the national average.

- 2.13 **Pupil Premium** - The number of pupils in the year 2 cohort eligible for pp funding was 1,023 (30.4% of the cohort, 30.2% boys and 30.7% girls). The performance of pupils eligible for pp achieving L2b+ reading was 64.5% (an increase of 2.0%), L2b+ writing was 53.9% (an increase of 2.5%) and L2b+ mathematics was 66.9% (an increase of 4.8%) compared to non PP pupils achieving L2b+ reading was 84% (gap 19.5%), L2b+ writing was 77.8% (gap 23.9%) and L2b+ mathematics 83.8% (gap 16.9%) This compares to national average gaps of 14% in reading, 18% in writing and 14% in mathematics in 2015. The attainment gap between the LA and national averages is wider for pupil premium pupils than for non-pupil premium pupils.

### **Key Stage 1: Key Priorities**

- 2.14 To continue to rapidly increase the percentage of pupils achieving the required national standard in phonics, in order to meet or exceed the national average.
- 2.15 To accelerate the rate of progress at the end of Key Stage 1 for all pupils, particularly at L2+ and L2b+.
- 2.16 To improve outcomes for boys and pp pupils at a faster rate than national.

### **Key Stage 2**

- 2.17 In 2014, the Key Stage 2 results significantly increased in all subjects. These improvements have been built on in 2015 and, in most subjects, further gains have been seen. Increases have generally been at a faster rate than 2015 national average, and so the attainment gaps to national have narrowed.
- 2.18 The Key Stage 2 results in 2015 show an increase in all subjects at all levels, except in L5+ reading and mathematics.
- 2.19 The percentage of Rotherham pupils achieving L4+ in reading, writing TA and mathematics combined was 79% in 2015. This shows an increase of 7% from 2013 to 2015 and reduced the gap to the national average to 1%.
- 2.20 Additionally the percentage of Rotherham pupils achieving the Government's 'good level 4' outcome (L4b+ or above in reading, L4+ writing TA and L4b+ in mathematics combined) was 68% in 2015. This shows an increase of 10% from 2013 to 2015 and again reduced the gap to the national average to 1%.
- 2.21 In 2015, the largest gains were seen in Grammar, Punctuation and Spelling (GPS) where the rise at L4+, L4b+ and L5+ were 7.6%, 8.4% and 6.3% respectively.
- 2.22 The number of schools below the Department of Education (DfE) floor standard was reduced from 5 in 2014 to 4 in 2015. This is 4.7% of schools and in line with the national average of 5%.

2.23 **Gender** - The gap between the performance of boys and girls increased slightly (by 1%) to 7% in L4+ reading, writing and mathematics combined. There has been a 5 year improving trend in the attainment of both boys and girls at L4+ reading, writing and mathematics combined. As a result, the gap to national average attainment has been narrowing for both boys and girls. In 2015, girls attainment was 0.6% below the national average. For boys, attainment was 1.7% below the national average.

2.24 **Pupil Premium** - In L4+ reading, writing and mathematics combined, Rotherham's pp cohort improved at a faster rate than the pp cohort nationally. The attainment gaps between the pupils in receipt of pp funding and other pupils continued to reduce in 2015, and in some cases gaps to national were closed.

2.25 In 2015, there were 1108 pupils eligible for pp (37% of the cohort, 38% boys and 36% girls) the L4+ reading, writing and mathematics combined attainment of pp pupils improved by 4.4% to 67.6% while the non-pp group improved by just 0.9% to 85.3%. This has reduced the attainment gap to the national average to 2% for the pp cohort and in line with the national average for the non-pp cohort.

2.26 For L4+ reading, writing and mathematics combined the gap between pp pupils and non pp pupils reduced from 21.2% in 2014 to 17.7% in 2015. This narrowed the gap by 3.5%; this is 2.7% above the national average gap of 15%. At L5+ reading, writing and mathematics combined, the gap of 16.3% remained similar to 2014. This is in line with the national gap of 16%.

### **Key Stage 2: Key Priorities**

2.27 To continue to improve outcomes in all subjects to narrow or exceed the national average.

2.28 To accelerate the rate of progress for high ability pupils to meet the national average in reading, writing and GPS.

2.29 To improve outcomes for boys and pp pupils at a faster rate than national.

### **Key Stage 4**

2.33 The outcomes for Rotherham pupils improved year on year up to 2013. In 2013 Rotherham exceeded national averages in all the attainment thresholds except English Baccalaureate. Following the major reforms introduced by the DfE which effect the calculation of Key Stage 4 outcomes in 2014 and 2015, results can't be compared with previous years.

2.34 In 2015 the LA average was above or in line with the national average (all schools) for all threshold measures in the table below except mathematics progress which was 3% below the national average. The LA average is below the national average (state-funded) for the majority of thresholds except any passes and English progress measures.



**Results in 2015**

	<b>Rotherham</b>	<b>National Av (SF)*</b>	<b>National Average*</b>
5+A*-C in E&M	55.2%	57.1%	53.8%
5+A*-C	64.6%	66.5%	64.9%
5+A*-G inc E&M	90.1%	91.7%	85.7%
5+A*-G	93.3%	94.3%	91.0%
Any passes	98.3%	98.1%	97.9%
English Progress	78.3%	71.3%	71.1%
Mathematics Progress	63.7%	67.0%	66.9%

\*National Average (SF) – State-funded schools only

\*National Average – State-funded and Independent schools

- 2.35 5+A\*-C including English and mathematics (E&M) decreased by 2% to 55.2%, against the national average of 53.8% (all schools) and 57.1% (state-funded schools). Rotherham LA average is 1.4% above the national average (all schools) and 1.9% below the national average (state-funded schools).
- 2.36 The 5+A\*-C indicator decreased remained static at 64.6%, against the national average of 64.9% (all schools) and 66.5% (state-funded schools). Rotherham LA average is 0.3% below the national average (all schools) and 1.9% below the national average (state-funded schools).
- 2.37 % A\*-C in English was 72.0% in 2015. Rotherham LA average was 6.3% above national average (all schools) and 2.9% above national average (state-funded), this is the fourth year Rotherham averages have exceeded national averages.  
*Data source National Consortium for Examination Results (NCER).*
- 2.38 % A\*-C in mathematics was 65.2% in 2015 and in line with the national average (all schools) and 3% below the national average (state-funded). Data source (NCER).
- 2.39 Key Stage 2-Key Stage 4 progress by 3 levels in English increased by 1.5% to 78.3%. National averages decreased by 0.5% to 71.1%. Rotherham exceeds the national average by 7.2%.
- 2.40 Key Stage 2-Key Stage 4 progress by 3 levels in mathematics decreased by 0.7% to 63.7%. National averages increased by 1.4% to 66.9%. The gap to the national average is 3.2%.
- 2.41 In 2015 the percentage of pupils achieving English Baccalaureate decreased by 1.1% to 17.3% compared to the national average of 22.9% (all schools) and 24.3% (state-funded schools). The gap to the national average was 5.6% (all schools) and 7.0% state-funded schools.
- 2.42 No secondary schools were below the DfE Key Stage 4 floor standards in 2015.
- 2.43 **Gender** - The gap between the performance of boys and girls at 5+A\*-C (including English and mathematics) is 4.9% and decreased by 4.5% from

2014. The gap in national performance between girls and boys decreased slightly. The Rotherham gap is below the national gap. The performance of boys is in line the national average (state-funded) and 3.7% above the national average (all schools); however, the performance of girls is 4.5% below the national average (state-funded) and 1.3% below the national average (all schools).

	Boys	Girls	Gap
Rotherham LA	52.7%	57.6%	4.9%
National Average (SF)	52.7%	62.1%	9.4%
National Average	49.0%	58.9%	9.9%

2.44 **Pupil Premium** - In 2015 attainment for pupils eligible for pp at 5+A\*-C including E&M was 36.0%, the attainment gap to pupils not eligible for pp was 27.8%. The gap was narrowed by 5.8% from 2014. National averages for attainment of pupils eligible for pp was 37.0%, the attainment gap to pupils not eligible for pp was 27.4%. The Rotherham gap is narrowed to 0.4% above the national gap. *Data source (NCER).*

### Key Stage 4: Key Priorities

2.45 Following the decline in results in 2014 and 2015, improve attainment and progress to meet the new DfE Progress 8 measures.

2.46 To continue to improve the performance for pupils eligible for pp and reduce the gap to non-pp pupils.

2.47 To improve outcomes for girls at a faster rate than national.

### 3. Key Issues

3.1 Whilst the performance at Key Stage 1 and Key Stage 2 remains below the national average, there has been a significant improvement over the last two years which has in most areas been faster than national and this has reduced the gap to the national average in all areas. However, the rate of progress in Key Stage 1 and some areas of Key Stage 2 need to continue to improve at a faster rate than national to meet or exceed the national average.

### 4. Options considered and recommended proposal

4.1 The above information within this report shows positive achievement and progress in Rotherham schools.

4.2 Schools and Rotherham LA are committed to the continued improvements in outcomes for all Rotherham pupils.

### 5. Consultation

5.1 A consultation is not applicable to the content of this report.

**6. Timetable and Accountability for Implementing this Decision**

6.1 No decision is required as this report is for information purposes.

**7. Financial and Procurement Implications**

N/A.

**8. Legal Implications**

8.1 There are no legal implications.

**9. Human Resources Implications**

9.1 There are no human resources implications.

**10. Implications for Children and Young People and Vulnerable Adults**

10.1 The effective identification of underperformance allows the School Improvement Service to challenge school leaders in maintained schools and notify the Regional School Commissioner of any concerns in Rotherham Academies.

10.2 The level of achievement of Rotherham pupils on leaving statutory education will have a major impact on the re-generation of the area. Schools are setting challenging targets and are striving to drive up the standards of attainment for all pupils.

**11 Equalities and Human Rights Implications**

11.1 Rotherham Local Authority and its partner schools and settings, are fully committed to raising standards for all pupils.

**12. Implications for Partners and Other Directorates**

12.1 The DfE set minimum requirements for schools. If a school's performance falls below this minimum standard, then the school will come under scrutiny through inspection. In some cases intervention may be required, and could result in the school becoming a sponsored academy.

**13. Risks and Mitigation**

13.1 N/A

**14. Accountable Officer(s)**

Karen Borthwick – Assistant Director Education and Skills

Approvals Obtained from:-

Strategic Director of Finance and Corporate Services:- Named officer

Director of Legal Services:- Named officer

Head of Procurement (if appropriate):-

This report is published on the Council's website or can be found at:-

<http://moderngov.rotherham.gov.uk/ieDocHome.aspx?Categories>

**Primary and Secondary National Curriculum**

The National Curriculum is divided into Key Stages that children are taken through during their school life.

**Early Years Foundation Stage Profile (EYFS)**

- 1.1 The EYFS Profile is assessed when children reach the end of Foundation Stage (age 5) through ongoing and summative teacher assessment. Rotherham's Early Years performance in many areas relating to children's outcomes has been on an upward trajectory since 2009. The framework was revised in 2012 and due to the changes in the way children are assessed at the end of the Foundation Stage it is not possible to make comparisons between 2013 assessments and historical data.
- 1.2 The expected level to achieve at the end of EYFS is a 'good level of development' (GLD). A pupil is defined as achieving a GLD if they achieve at least the expected level for all eight goals within the three prime areas of learning: communication and language, physical development and personal, social and emotional development, and in all four of the literacy and mathematics goals.

**Key Stage 1**

- 1.3 Key Stage 1 is taught during Years 1 and 2 of primary school when pupils are aged between 5 and 7. This includes the phonics screening check which is administered to all children in Year 1. It also includes tasks and tests which can be performed at any time during Year 2, so children may not know that they are being formally assessed. These tasks and tests are designed to be administered informally as part of normal classroom activity. The results inform teachers' overall assessments in English, mathematics and science, which are reported to parents and the DfE.

**Phonics Screening Check**

- 1.4 This is a short assessment that was introduced in 2012 and designed to confirm whether pupils have learned phonic decoding to an appropriate standard by the age of 6. All year 1 pupils in maintained schools, academies and free schools must complete the check.
- 1.5 The phonics check will help teachers identify any children who need extra help so they can receive the support they need to improve their reading skills. These children will then be able to retake the check in year 2.
- 1.6 The standard mark is released each year after the check has been administered. It has remained 32 out of 40 from 2012 to 2015.

**End of Key Stage 1 Teacher Assessments**

- 1.7 The statutory Key Stage 1 tasks and tests in reading, writing and mathematics are designed to test children's knowledge and understanding of the associated programmes of study. They provide a snapshot of a child's attainment and help inform the final teacher assessment judgement reported for each child at the end of Key Stage 1 (Year 2, aged 7).
- 1.8 Pupils are expected to achieve Level 2b+ or more in reading, writing and mathematics.

**Key Stage 2**

- 1.9 Key Stage 2 is taught during Years 3, 4, 5 and 6 of primary school when pupils are aged between 7 and 11. Programmes of study set out what teachers should cover in every subject during the Key Stage. The Key Stage 2 national curriculum tests are designed to test children's knowledge and understanding of specific elements of the Key Stage 2 programmes of study. They provide a snapshot of a child's attainment at the end of the Key Stage.
- 1.10 Pupils are expected to achieve L4+ in reading, writing and mathematics and make two national curriculum levels of progress from the end of Key Stage 1 to the end of Key Stage 2.
- 1.11 The Department for Education floor standard measure in 2014 has increased to at least 65% of pupils achieving Level 4 and above in reading, writing and mathematics and above the national median progress measures between Key Stage 1 and Key Stage 2 in reading, writing and mathematics.

**Key Stage 4**

- 1.12 Key Stage 4 is taught during Years 10 and 11 of secondary school when pupils are aged between 15 and 16. At the end of this stage, pupils in Year 11 (usually aged 16) are normally entered for a range of external examinations. Most frequently, these are GCSE (General Certificate of Secondary Education) exams and a range of other qualifications, including National Vocational Qualifications.
- 1.13 The Secretary of State for Education announced that, with effect from 29 September 2013, only a student's first entry to a GCSE examination will count in their school's performance tables.
- 1.14 The first entry across the subject, regardless of qualification type, will be the one that counts. This means that wherever a learner achieves a BTEC and a GCSE in the same subject in the same year, the GCSE result will always take precedence over the BTEC result, and is the one that will be reported in performance tables, since the GCSE exam will always come before the BTEC Entry Date.
- 1.15 The threshold measures are 5+A\*-C including English and mathematics and expected progress between Key Stage 2 and Key Stage 4 in English and mathematics.

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## Summary Sheet

### Council Report

Overview and Scrutiny Management Board Meeting – 21 April 2016

### Title

Adult Services Budget Monitoring Report for the period ending 31 January 2016.

### Is this a Key Decision and has it been included on the Forward Plan?

No

### Strategic Director Approving Submission of the Report

Graeme Betts, Strategic Director of Adult Social Care and Housing

### Report Author(s)

Graeme Betts, Strategic Director Adult Social Care and Housing and  
Mark Scarrott, Finance Manager Neighbourhoods and Adult Services, Resources  
Directorate, 01709 822007, mark.scarrott@rotherham.gov.uk

### Ward(s) Affected

All

### Executive Summary

This budget monitoring report presents the forecast outturn position for Adult Services to the end of March 2016 based on actual income and expenditure to the end of January 2016.

The forecast is an overall overspend of £0.051m against a net revenue budget of £69.782m. The main budget pressures are due to the increase in demand for services mainly in respect of direct payments and residential care placements. These pressures are being reduced by non-recurrent grant funding plus a number of actions including reviews of high cost placements and efficiency savings targets to ensure tight financial management.

### Recommendations

That the Overview and Scrutiny Management Board notes the latest financial forecast against budget for 2015/16 and the actions taken to mitigate the budget pressures facing Adult Services.

**List of Appendices Included**

None

**Background Papers**

Revenue Budget and Council Tax Setting Report (2015/16) to Cabinet 4th March 2015

**Consideration by any other Council Committee, Scrutiny or Advisory Panel**

No

**Council Approval Required**

No

**Exempt from the Press and Public**

No



**Title: Adult Services Budget Monitoring Report for the period ending 31 January 2016**

## 1. Recommendations

- 1.1 That the Overview and Scrutiny Management Board notes the latest financial forecast against budget for 2015/16 and the actions taken to mitigate the budget pressures facing Adult Services.

## 2. Background

- 2.1 The report provides details of progress on the delivery of the Adult Services revenue budget for 2015/16. This budget report is based upon actual income, expenditure and known commitments as at the end January 2016, forecast to the end of the financial year to give a projected outturn position, compared to budget. The current forecast is an overall overspend of £0.051m against a net revenue budget of £69.782m.
- 2.2 Over the last 5 years Adult Services have had net budget savings of £19.1m and no additional funding for demographic pressures over the last two financial years. The use of non-recurrent grant funding has enabled Adult Services to maintain spending within budget over the last few years which includes Better Care Funding and Winter Pressures. However, increasing demand for services due to an ageing population together with new duties under the Care Act is placing additional pressure on existing budgets, in particular Direct Payments and Residential Care. The implementation of the National Living Wage from April 2016 will introduce additional financial pressures for independent care providers and therefore impact on contract negotiations with the Council. The Adult Services development programme will review and reshape existing services to achieve better outcomes for service users over the next few years.

## 3. Key Issues

- 3.1 The table below summarises the forecast outturn against approved budgets as at the end of January 2016:

<b>Division of Service</b>	<b>Net Budget</b>	<b>Forecast Outturn</b>	<b>Variation</b>	<b>Variation</b>
	<b>£000</b>	<b>£000</b>	<b>£000</b>	<b>%</b>
Adults General	1,986	1,778	-208	-10.5
Learning Disabilities	22,096	21,367	-729	-3.3
Mental Health	4,549	4,922	373	+8.2
Older People	28,251	28,363	112	+0.4
Physical & Sensory Disabilities	4,993	5,910	917	+18.4
Safeguarding	813	786	-27	-3.3
Supporting People	5,706	5,523	-183	-3.2
Adults Commissioning & Performance	1,388	1,184	-204	-14.7
<b>Total Adult Services</b>	<b>69,782</b>	<b>69,833</b>	<b>51</b>	<b>+0.07</b>

3.2 Adults General, Management & Training (-£208k)

This area includes the cross cutting budgets (Workforce planning and training, and corporate charges) is forecast to underspend due to vacancies within contract reviewing officers and planned delay of new qualifications training until 2016/17.

3.3 Learning Disabilities (-£729k)

There is an overall underspend on Supported Living Schemes due to re-negotiations of contracts including a revised hourly rate plus staff turnover higher than budgeted (-£487k). Staff turnover within Day Care provision and Assessment and Care Management Teams has resulted in an overall underspend (-£242k).

3.4 Mental Health (+£373k)

The forecast overspend is due to high cost residential care placements during the year (+£263k) plus an increase in Direct Payments (+19 clients) in order to prevent further admissions to more expensive residential care (+£196k). This is being reduced slightly by non-recurrent Supporting People funding to support independent day care provision (-£70k).

3.5 Older People (+£112k)

There is a forecast overall overspend of £112k within Older People's Services. The main budget pressure relates to Direct Payments. There has been a significant increase in clients transferring to a Direct Payment as a result of the new Domiciliary Care Framework Agreement, resulting in a forecast overspend of £839k, this is after securing additional non recurrent Better Care Funding of £900k. In total there has been an additional 160 clients receiving a Direct Payment since April 2015, an increase of 43%. Reviews of high cost and low value care packages are being undertaken and savings of £112k have been realised to date.

As a result of the increase in direct payments there has been a reduction in clients receiving Domiciliary Care (-87), however, the average cost of care packages is increasing together with a shortfall in income received from service users against the budget. This is being partly reduced by an underspend in Enabling Care due to vacancies and savings on non-pay budgets (including vehicle running costs, uniforms and mobile phone costs) resulting in an overall forecast over spend of £117k for Domiciliary Services.

During the year there has also been a net increase of 15 placements into residential care provided by independent sector. This is resulting in a forecast overspend of £461k after reflecting additional health income and non-recurrent grant funding.

The forecast overspends are being reduced by underspends within In House Residential and Extra care due to additional income from full cost paying clients (-£219k). There are also vacancies within Assessment & Care Management (-

£358k approx. 15 FTE posts) plus one- off Winter Pressures funding from health (-£100k) and the balance of Care Act funding (-£400k) used to mitigate the overall Adult Services overspend.

Also there are further forecast underspends within in-house day care due to reduced client numbers and lower running costs in terms of staffing and transport costs as services are reviewed (-£143k), a reduction in running costs for Rothercare (-£42k) plus impact of the moratorium on non-essential spend (-£43k).

### 3.6 Physical & Sensory Disabilities (+£917k)

Services for Physical and Sensory Disabilities is forecasting an overall £917k overspend for 2015/16. The main budget pressure continues to be on Direct Payments due to the increase in demand (an additional 22 clients since April 2015). This is a recurrent budget pressure due to no new investments for demographic growth over the last few years. The latest forecast is an overspend of £663k after including additional health funding.

There has also been a significant increase in residential care placements in 2015/16, an additional 12 clients have been placed since April and as therefore increased the forecast overspend to £312k. Contract efficiency savings in respect of day care and information and advice is resulting in a forecast saving of £38k and reviews of Domiciliary Care packages are resulting in a slight underspend of £20k.

### 3.7 Safeguarding (-£27k)

There is an overall underspend within the Safeguarding budgets due to additional Police and Crime Commissioning funding for Domestic Violence plus staff vacancies which is offsetting pressures on the demand for Deprivation of Liberty Safeguards (DoLs) assessments.

### 3.8 Supporting People (-£183k)

The forecast underspends within Supporting People budgets relate to efficiency savings on contracts re-tendered during the year.

### 3.9 Adults Commissioning and Performance (-£204k)

Higher than anticipated staff turnover is resulting in an overall underspend within these budgets.

### 3.10 Actions plans to mitigate budget pressures

Adults Departmental Management Team has implemented a number of initiatives in order to reduce the budget pressures which includes:

- A review of all residential care placements within Learning Disabilities to achieve cost comparability when benchmarked with our neighbouring authorities

- Establish a Direct Payments Task Group to review high cost packages and offer more appropriate and cost effective alternatives.
- Establish one Care Placement Panel for all client groups where new care packages are reviewed and agreed.
- Review Continuing Health Care (CHC) contributions to ensure appropriate health funding of care packages.
- A moratorium on non-essential spend across all budgets.
- Set budget managers a 3% budget efficiency savings target to assist in reducing the forecast overspend. This has identified savings of £756k.
- Identify additional funding – additional non-recurrent Better Care funding secured in year (£900k).
- Adults Development and Change Programme will start to deliver new and more cost effective services. Adult Services monthly Performance meeting monitors and challenges both finance and care activity with senior managers.

#### **4. Options considered and recommended proposal**

- 4.1 Adult Services Management Team will continue to monitor spend against budget on a monthly basis and identify additional savings in order to achieve a balanced budget by the end of the financial year.

#### **5. Consultation**

- 5.1 All budget managers, holders and operators within Adult Services including Adult Services Directorate Leadership Team (DLT).

#### **6. Timetable and Accountability for Implementing this Decision**

- 6.1 In accordance with the corporate timetable all budgets are monitored on a monthly basis. Budget holders are required to submit their financial forecasts on the Collaborative Planning budget monitoring tool and ensure that spending is contained within the approved budget allocation.

#### **7. Financial and Procurement Implications**

- 7.1 Financial details are contained in section 3 of the report.

#### **8. Legal Implications**

- 8.1 No direct implications.

#### **9. Human Resources Implications**

- 9.1 No direct implications.

## **10. Implications for Children and Young People and Vulnerable Adults**

10.1 No direct implications.

## **11 Equalities and Human Rights Implications**

11.1 No direct implications.

## **12. Implications for Partners and Other Directorates**

12.1 Partners are made aware of the budget pressures facing Adult social Services in negotiations for contracts and services.

## **13. Risks and Mitigation**

13.1 Adult Social Services faces an increase in demand for services with an ageing population (forecasts show a 47% increase in over 85's in the next 10 years). This increase in demographic pressures including transitions from Children's services will put additional pressure on existing budgets. Early forecasts for 2016/17 anticipate additional demand of £700k plus transitional placements from Children's Services of £1m. Also, any future reductions in continuing health care funding would have a significant impact on residential and domiciliary care budgets across Adult Social Care. Latest information suggests that there has been 48 previously funded CHC cases which have become all or part RMBC responsibility over the last twelve months, these are currently being reviewed.

13.2 The additional costs to meet the Governments national living wage increases from April 2016 will put further demands on Adult Services budgets from independent service providers. Investment bids were put forward for consideration as part of the Councils budget setting process for 2016/17. Work is ongoing with care providers to fully understand the financial impact.

## **14. Accountable Officer(s)**

Graeme Betts, Interim Strategic Director of Adult Services and Housing

Approvals Obtained from:-

Interim Strategic Director of Finance and Corporate Services:-

Named officer :

Interim Director of Legal Services:- not applicable.

Head of Procurement (if appropriate):- not applicable

This report is published on the Council's website or can be found at:-

<http://moderngov.rotherham.gov.uk/ieDocHome.aspx?Categories=>

## Summary Sheet

**Council Report:** Overview and Scrutiny Management Board - 21<sup>st</sup> April, 2016

**Title:** Community Assets and Mapping Update – Adult Social Care

**Is this a Key Decision and has it been included on the Forward Plan?** Yes

### **Strategic Director Approving Submission of the Report**

Graeme Betts Interim Director of Adult Care and Housing

### **Report Author(s)**

Janine Moorcroft – Change Leader

**Ward(s) Affected** - All

## 1. Summary

As part of the Adult Social Care Development Programme there has been a specific piece of work around Community Assets and this has formed one of the five key areas of work within the Programme. The Community Assets Board consists of a multi-agency approach and is responsible for delivering on the required outcomes for Adult Social Care. This report updates on the work that has been undertaken to date and primarily sets out the scale of the challenge and the need to invest in an integrated approach to improve our offer for Community Assets in Rotherham.

## 2. Recommendations

**That Overview and Scrutiny Management Board Members:**

**2.1** Receive and comment on the report and note the actions to date.

**Background Papers**

Adult Social Care Vision.

**Consideration by any other Council Committee, Scrutiny or Advisory Panel**  
No.

**Council Approval Required**  
Yes.

**Exempt from the Press and Public**  
No.

### **3.0 Background and defining a Community Asset**

**3.1** Throughout the last 12 months Adult Social Care has been focussed on the Development Programme which has required concentrated efforts in specific areas. One of the work streams is specifically around Community Assets and defining what Rotherham holds as Community Assets.

3.1.1 In order to consider what might be included in community assets, the simplest way is to consider the individual at the centre of community assets. Individuals themselves come with a range of community assets – all the things they can do to for themselves and those things they can contribute to their families and communities. This would include the access they have to resources through wages or benefits. It would include all those things people can do for themselves and their actions and activities that support their families and communities through voluntary actions.

3.1.2 The immediate community assets round individuals are their families and everything they bring.

**3.2** Beyond families, there are neighbours and communities and faith groups, ethnic groups, communities based on shared interests or shared defined features. These types of groups represent a rich, diverse network meeting a wide range of needs for faith, social interaction, sport and leisure etc. They occur in many different shapes and forms – some meet regularly and have membership rules while others meet sporadically in response to events. Further, some are entirely voluntary while others will receive grants or income through subs from members.

3.2.1 A further range of community assets are delivered through the third sector which can resemble community groups or may be more formally structured. These activities may be developed in response to an identified need or to meet an identified or perceived gap. Some of these activities may be club based and may have affiliations to national organisation – eg bowling clubs.

3.2.2 A further group of community assets come in the shape of municipal facilities such as libraries, parks, museums etc. These are facilities with a specific civic purpose which over time has changed and developed to keep pace with changes in need and thinking about the use of public facilities such as these. Community centres also come under this umbrella though there are a wide range of types of community centres addressing different needs in different localities.



3.2.3 Beyond this there are a wide range of privately owned facilities which generate profit such as picture houses, leisure centres, swimming pools, bingo halls, pubs etc. These are available to all but they may tailor their offer to the needs of particular groups in their local communities.

### **3.3 Assets in Rotherham and the Link Workers**

3.3.1 In the context of delivering social care and health, community assets are a key resource. Not only do they represent a way in which individuals and communities can develop resilience and reduce their dependency on formal services, they also present an opportunity to develop wellbeing which helps stem the impact of disability and poor health.

3.3.2 While community assets can grow and develop spontaneously, it is in the interests of care and health services to stimulate, promote, develop and sustain them. This can be achieved in many ways which includes, providing good quality community facilities, ensuring there are safe, pleasant local environments, providing pump-priming resources and communicating and engaging with the diverse range of community assets – celebrating successes and learning from failure.

3.3.3 It is essential that formal care and health services engage with community assets and play their role in supporting them. It is essential they utilise them and build them into formal care and health packages recognising that they add quality to people's lives. This is about a partnership and people's lives will be richer for a successful partnership between formal care and health services and the wide range of community assets.

3.3.4 Over the past six months Adult Social Care has undertaken a variety of tasks which have all built on what we know about Rotherham and the assets we currently hold. Two Community Link Workers have worked across the borough and have started to build a directory of what Community Assets are available in different parts of the borough and what activities are being undertaken in specific communities.

3.3.5 The Link Workers have engaged with a wide variety of stakeholders and this has contributed to the overarching directory, however we acknowledge that to achieve the principles of an asset based approach as outlined above that we need to continue this good work. Within the next few weeks we will be recruiting to additional link worker support posts and this will form a wider team that will sit within the locality teams. This team will support and build on the directory which will feed the information required for Social Workers and their teams.

#### **4. Key Issues**

- 4.1 The key issue within the asset mapping of Rotherham is that we currently don't hold one central point for information. At present we have different teams that hold their own information and do not have a way of sharing this through a system. We also have a commitment to "Connect to Support" which is our electronic system whereby customers can shop for their own support services.

Rotherham have committed to Connect to Support and we are in the process of appointing two information and advice officers who will be responsible for the updating and maintaining of this information. The system is currently available; however the information that is held is minimal and is not representative of what we offer.

- 4.2 In addition to this we have strong links with Voluntary Action Rotherham who also hold an online directory called GISMO (Group Information Services Maintained online). This electronic system is user friendly and holds some information around the localities, however the site does not match with the information that we hold in teams and on Connect to Support.

To achieve the ultimate of a seamless system that holds all the relevant up to date information we need to be firstly acknowledging that the size and scale of this is vast and should not be underestimated.

We need to hold a holistic system which can provide all the information required on what Rotherham has to offer and what support customers can access within their own communities.

In addition this information will feed the commissioning team and give us a broader understanding of where the gaps are and what is required.

#### **4.3 Recommendations**

To achieve what has been outlined within this report we require a commitment to invest into the GISMO site to bring the information up to date. This will need to feature on Connect to Support to ensure that we have an integrated approach with the voluntary sector.

By using the newly appointed resources (Information and Advice Officers) and by investment into the resources for GISMO we will then build on the information we hold to capture all information in one place.

#### **5. Consultation**

- 5.1 We will need to share our commitment to updating the system with key partners and providers to ensure that all are included in this initiative to hold and share valuable information. An integrated and inclusive approach is essential for this to be a success.

## 6. Timetable and Accountability for Implementing this Decision

Task	Action	Responsible Officer
Commit to invest into GISMO	Utilise money to update system through VAR	G Betts M Scarrott (Finance)
New Info and Advice officers commence in post	Management of officers and remit defined	S Farragher (C Leader as part of customer journey)
Conversations with relevant officers to support the integration of GISMO and Connect to Support	Appropriate meetings and actions to be defined to understand what is required from the project	J Moorcroft L Workers I.T
Link into wider commissioning team to understand the gaps and demand	Actions to be defined with commissioning	Strategic Commissioning Officers

## 7. Financial and Procurement Implications

7.1 There will be a level of investment required to ensure that the GISMO site is updated and managed. This will be funded from Care Act money.

## 8. Legal Implications

8.1 None.

## 9. Human Resources Implications

9.1 The dedicated resources for the project have already been agreed and have recently been appointed to. The Link Worker posts will also be fundamental in the process.

## 10. Implications for Children and Young People and Vulnerable Adults

10.1 Through holding all information and advice in one place this will benefit other directorates and will support information and activities for a range of ages including children.

## 11. Equalities and Human Rights Implications

11.1 The proposals will make a positive contribution to promoting equality of access to services for older people and their carers. An initial EA has been carried out for the current development programme within Adult Care and Housing

## **12. Implications for Partners and Other Directorates**

12.1 The impact of this initiative will be positive for partners and other directorates. A commitment to share information is required to enable a successful system.

## **13. Risks and Mitigation**

13.1 At present the risk that is held is due to not having an integrated approach. We know that we have some information on community assets and vibrant community groups within our localities but this information is fragmented. If we do not invest and rectify this we will not succeed in our offer for customers of Rotherham.

13.2 Through a commitment to investing in this project we can work towards holding the correct and up to date information for Rotherham and work towards a system that we can uphold as exemplar.

## **14. Accountable Officer(s)**

Prof Graeme Betts – Interim Strategic Director Adult Social Care and Housing  
Janine Moorcroft – Change Leader  
Vicky Abukan and Frank Markham - Community Link Workers  
Information and Advice officers - TBC  
Strategic Commissioning Officers

**Council Report: Overview and Scrutiny Management Board 21 April 2016**

**Title: Response to Central Government Consultation on Starter Homes Regulations**

**Is this a Key Decision and has it been included on the Forward Plan? No**

**Director Approving Submission of the Report**

Dave Richmond, Assistant Director of Housing and Neighbourhood Services

**Report author(s):**

Nick Ward, Housing Development Manager

[Nick.ward@rotherham.gov.uk](mailto:Nick.ward@rotherham.gov.uk)

01709 823808

**Ward(s) Affected**

All wards

**Executive Summary**

The report seeks endorsement of the Council's response to central Government on proposed changes to national planning policy.

**Recommendations**

That the Council's consultation response attached at Appendix 1 is endorsed for submission to central Government before the consultation deadline of 18 May 2016.

**List of Appendices Included**

Appendix 1 – Proposed response to central Government consultation on Starter Homes Regulations

**Background Papers**

DCLG March 2016 -Starter Homes Regulations Technical consultation

<https://www.gov.uk/government/consultations/starter-homes-regulations-technical-consultation>

**Consideration by any other Council Committee, Scrutiny or Advisory Panel**

None

**Council Approval Required: No**

**Exempt from the Press and Public: No**

**Title: Response to Central Government Consultation on Starter Homes Regulations**

**1. Recommendations**

- 1.1 That the Council's consultation response attached at Appendix 1 is endorsed for submission to central Government before the consultation deadline of 18 May 2016.

**2. Background**

- 2.1 The Government have committed to building 200,000 high quality starter homes exclusively for young first time buyers under 40, to be sold at a minimum of 20% below the open market value and subject to the buyer occupying the property for 5 years.
- 2.2 The Housing and Planning Bill, currently going through Parliament sets out the statutory framework for the delivery of starter homes, and will be supported by changes to national planning policy, which were subject to public consultation ending on 22 February 2016 (the response to which was considered by Overview and Scrutiny Management Board 22 January 2016).
- 2.3 This technical consultation document, published in March 2016, seeks our views on the details for the regulations to be made under powers contained in the Housing and Planning Bill. The deadline for consultation responses is 18 May 2016.

**3. Key Issues**

- 3.1 The consultation document sets out a number of questions on which views are sought. Appendix 1 sets out the consultation questions, along with a proposed response.
- 3.3 In brief, the Council's proposed response:
- Support restrictions on the sale and subletting of the properties in the first five years.
  - Agree that injured military services personnel and those whose partner has died in service be exempt from the 40 year age restriction.
  - Agree to support and exemption from Starter homes on the grounds of viability, if this is proven by an independent evaluation of the viability appraisal.
  - Agree that group custom build developments and developments with a very high level of affordable housing such as estate regeneration schemes be exempt from the requirement for starter homes. We have stated that the Developer and LPA should have the flexibility to agree to use starter homes as an intermediate tenure if the inclusion of starter homes will meet housing need in these cases
  - Suggest that a mechanism be in place to ensure to ensure that developers do not artificially inflate prices before applying the 20% discount.

**4. Options considered and recommended proposal**

4.1 Alternative options considered are set out below:

**Do not respond to the government consultation**

4.2 Rotherham Council could provide no response to the current consultation. However, this would miss the opportunity to register the concerns that the Council has with some of the proposed changes to national planning policy. The Council is also broadly supportive of some of the proposed changes and would wish to encourage these changes to be implemented. On balance, it is worth the effort to respond.

**5. Consultation**

5.1 Consultation on the Council's response to the Government's proposed changes to national planning policy has been undertaken with the Council's Planning services.

**6. Timetable and Accountability for Implementing this Decision**

6.1 Consultation on the proposed changes to national planning policy closes on 18 May 2016. It is important that the Council's response is submitted before this deadline to ensure that it is taken into account.

**7. Financial and Procurement Implications**

7.1 There are no financial implications arising from this report.

**8. Legal Implications**

8.1 There are no legal implications arising from this report.

**9. Human Resources Implications**

9.1 There are no Human Resources implications arising from this report.

**10. Implications for Children and Young People and Vulnerable Adults**

10.1 There are no direct implications for children and young people and vulnerable adults arising from this report.

**11. Equalities and Human Rights Implications**

11.1 There are no equalities or human rights implications arising from this report.

**12. Implications for Partners and Other Directorates**

12.1 There are potential implications for the Council's Planning Service as the regulations relate to changes to national planning policy. Changes to national planning policy were subject to a separate consultation earlier in the year.

### **13. Risks and Mitigation**

13.1 There is a risk that any particular concerns the Council may have about the planning policy changes proposed by Government would not be taken into account if a consultation response is not submitted by the deadline.

### **14. Accountable Officer(s)**

Dave Richmond,  
Assistant Director of Housing and Neighbourhood Services

Approvals Obtained from:

Strategic Director of Finance and Corporate Services: N/A

Director of Legal Services: N/A

Head of Procurement (if appropriate): N/A

This report is published on the Council's website or can be found at:-



## Appendix 1: Proposed response to central Government consultation on Starter Homes Regulations

Starter Homes Regulations – Technical Consultation – April 2016
Responses.
<p>Q1: Do you support the restrictions on the sale and sub-letting of starter homes for 5 years following initial sale? Do you support allowing individuals to sell at a higher proportion of market value as the number of years they have lived in the home increases? If not, what other approaches can we adopt to meet our objectives?</p> <p>Firstly, the LOCAL Planning Authority (LPA) believes that Starter homes should be for owner occupation only and supports the restriction that they cannot be sub-let. Five years is a reasonable length of time for the homes to be occupied before they can be sold on. Whilst the “tapering” of the restriction seems logical the authority would prefer that starter homes can only be sold within 5 years in extreme proven circumstances – such as the need to move to another area to take up an employment opportunity. If starter homes are sold in these circumstances then values could be increased under the taper system proposed. We agree that they should only be sold on to other qualifying first time buyers. R.M.B.C. believes that a re-sale restriction of at least 5 years will contribute to more stable and sustainable communities which contribute to the “place-making” agenda.</p>
<p>Q2: Do you agree that flexibility over the age of 40 restriction should be given when joint purchasers are looking to buy a starter home, one purchaser being under 40 years old but the other older than 40?</p> <p>Agree. This mirrors the Council current policy on S106 “discount for sale properties”.</p>
<p>Q3: Do you agree that there should be an exemption from the age of 40 restrictions for injured military services personnel and those whose partner has died in service?</p> <p>Agree.</p>
<p>Q4: Would a site size of 10 units or more (or 0.5ha) be an appropriate minimum threshold for the starter homes requirement? If not, what threshold would be appropriate and why?</p> <p>Agree that these thresholds are appropriate – but both should be included in the policy as an “either or” option. This would prevent developers circumventing the legislation by building just a few houses (usually large higher values homes) on a larger site. This situation often arises in the highest value areas where there is the greatest need for affordable homes.</p>
<p>Q5: Should the minimum percentage requirement be applied uniformly on all sites over 10 units to provide a single requirement across the country?</p> <p>Agree.</p>
<p>Q6: If so do you agree that 20% represents a reasonable requirement for most sites?</p> <p>In our local authority area 15% starter homes may be more appropriate. This will allow the authority to negotiate 10% of the Affordable Housing requirement (total 25% AH) as other tenures to meet housing need. Our recent SHMA evidences the need for rented housing as well as home ownership products.</p>
<p>Q7: Do you support an exemption from the Starter homes requirement for those developments</p>

which would be unviable if they had to deliver any affordable housing including starter homes? If so, how prescriptive should the viability test be in the regulations?

Agree to support and exemption form Starter homes on the grounds of viability, if this is proven by an independent evaluation of the viability appraisal. This reflects how most affordable housing policies currently work. We would welcome strict and prescriptive guidelines to assess viability appraisals. This is a difficult and time consuming area for both developers and LPA's. Greater comprehensive governance of this would make the current system more straightforward, quicker and provide national standards which all parties would work within.

Q8: Do you support the proposed exemptions from the starter homes requirement?

Yes.

Q9: Should group custom build developments and developments with a very high level of affordable housing such as estate regeneration schemes be exempt? If not, why not?

Yes group custom build developments should be exempt as the schemes are usually developed for long term owner occupation by residents who are committed to living in the locality. Agree that developments with high levels of affordable housing (although this needs to be prescribed to prevent ambiguity) should also be exempt although the Developer and LPA should have the flexibility to agree to use starter homes as an intermediate tenure if the inclusion of starter homes will meet housing need.

Q10: Are any further exemptions from the starter homes requirement warranted, and why?

No.

Q11: Do you support the use of commuted sums to deliver starter homes where the local planning authority agrees?

The local authority would prefer to use commuted sums to believe affordable rented housing – to be added to the Council stock or to help to fund new build RP rented housing. We anticipate that most developers will bring forward starter homes via S106 AH planning obligations. Consequently, the proportion of rented homes will be significantly reduced. Our SHMA and Council house waiting list demonstrates that we have a significant unmet need for more rented homes. Using commuted sums to help fund these will enable the future development of rented homes.

Q12: Do you support the proposal that private rented sector housing (for institutional investment) and specialist older people's housing should meet the requirement through off site contributions?

Agree that off-site contributions are more appropriate in these circumstances. However, the Local Authority should have the discretion to use such commuted sum contributions to bring forward affordable homes of all tenures – to meet housing need. As outlined in the response to Q11 above.

Q13: Do you agree that Starter Homes monitoring reports should be an annex to the Authority monitoring report?

Agree that this is a suitable reporting mechanism. However, there has to be an obligation placed on developers to provide this information to the LPA when requested and in a format and with sufficient level of detail as requested by the Local Authority.

Q14: Do you agree that these reports establish the key actions taken to support starter home

<p>delivery and the outcomes in terms of permissions granted and completions?</p> <p>Agree.</p>
<p>Q15: Do you agree that April 2017 is a reasonable date for the first report to be published? If not, do you have alternative suggestions and why?</p> <p>Agree.</p>
<p>Q16: Do you support a transitional provision for the starter homes regulations?</p> <p>Yes.</p>
<p>Q17: Is there further evidence we should be considering in our assessment of equalities implications?</p> <p>No.</p>
<p>Q18 (i): How do you anticipate the open market value of Starter Homes would compare to other affordable Housing products such as social rent, affordable rent and affordable home ownership?</p> <p>We believe the open market value of Starter Homes will be significantly more expensive than other affordable Housing products. This means that even with a 20% discount the homes will still be more expensive to purchase. However, that said for residents wishing to purchase their own homes the “Help to Buy” product has been utilised to great effect – and the premium OMV for new homes is applicable to this product.</p>
<p>Q18 (ii): How do you envisage the market value of Starter Homes when compared to the market value of full priced new build homes bought by first time buyers?</p> <p>The market homes should be offered for sale and the price (per sq m) as other new build market homes in the local area. It would be beneficial if this restriction was included in the legislation and a mechanism whereby a LPA could challenge if developers artificially inflate the prices of Starter Homes. There would also need to be a Dispute Resolution mechanism if this was found to be the case.</p>
<p>Q18 (iii): What is your view on the proportion of sites that would be able to deliver 20% Starter Homes without viability being affected? How would this affect other Developer contributions?</p> <p>Our current AH policy is 25% affordable housing. This level of AH is being achieved on most greenfield sites. Brownfield sites are more challenging and routinely achieve around 15% affordable housing. Currently an average 75% of S106 Planning gain units are delivered as Rented units. The blended average transfer values for Affordable Homes range between 50% and 60% of the open market value. Because the level of Developer discount for Starter homes is 20% delivering Starter homes in place of rented or shared ownership units will increase the level of profit developers achieve and have a positive effect on viability, making schemes easier to deliver.</p> <p>At the present time all S106 contributions are being achieved alongside Affordable Housing delivery. Because starter homes will mean a reduction in the level of Developer discount for affordable housing and a greater level of available profit then there should be no adverse effect on other S106 contributions.</p>
<p>Q18 (iv): Do you agree that in most instances S106 negotiations occur on residential sites of 10 or</p>

more units, regardless of whether a S106 agreement is ultimately put in place? And do you agree that before April 2015 pooling restrictions on Section 106 , infrastructure contributions (as a proportion of development activity) tended to be higher in authorities that secured relatively low S106 affordable housing Contributions?

Agree on both points.

Q18 (v): To what extent do you think the starter home requirement and associated exemptions will affect site viability if at all?

Given that the level of Developer discount required to support AH delivery is reduced the introduction of Starter Homes should have a positive effect on viability.

Q18 (vi): We would welcome (a) any estimates of the costs incurred by Developers in negotiating S106 agreements on sites of different sizes, for example time costs, consultants or legal fees, and (b) views on the extent these costs might change as a result of the 20% starter homes requirements.

We do not hold this information for developers but the viability process is a lengthy time consuming exercise for LPA officers.

**OVERVIEW AND SCRUTINY MANAGEMENT BOARD**  
**18th March, 2016**

Present:- Councillor Steele (in the Chair); Councillors Cowles, Hamilton, Mallinder, Julie Turner, Whelbourn and Wyatt.

Apologies for absence were received from Councillors Beck, Hughes, Pitchley and Sansome.

**121. DEBORAH FELLOWES**

The Chairman referred to the recent retirement of Deborah Fellowes.

The Board wished to record their appreciation of Deborah's hard work on their behalf and wish her well for the future.

**122. DECLARATIONS OF INTEREST**

There were no Declarations of Interest made at this meeting.

**123. QUESTIONS FROM MEMBERS OF THE PUBLIC AND THE PRESS**

There were no questions from members of the public or the press.

**124. ISSUES REFERRED FROM THE AREA ASSEMBLIES**

There were no issues to report.

**125. YOUTH CABINET/YOUNG PEOPLE'S ISSUES**

Janet Spurling, Scrutiny Officer, reported that following the Children's Commissioner Takeover Challenge Day on 23<sup>rd</sup> February, 2016, a meeting had been set up for with the young people on 6<sup>th</sup> April, 2016, to discuss the recommendations and produce a report.

The report would be submitted to the Overview and Scrutiny Management Board at a future date.

**126. MINUTES OF THE PREVIOUS MEETINGS HELD ON 23RD AND 26TH FEBRUARY 2016**

Resolved:- That the minutes of the meeting of the Overview and Scrutiny Management Board, held on 23<sup>rd</sup> and 26<sup>th</sup> February, 2016, be approved as a correct record for signature by the Chairman.

**127. REVENUE BUDGET MONITORING REPORT FOR THE PERIOD ENDING 31ST DECEMBER 2015**

Further to Minute No. 19 of the Cabinet/Commissioner meeting held on 15th February, 2016, consideration was given to a report, presented by the Interim Strategic Director of Finance and Corporate Services, containing details of progress on the delivery of the Council's current year Revenue Budget for 2015/16 based on performance to 31st December, 2015. The Revenue Budget currently forecast an outturn of £8.816m (+4.3%) above budget. The forecast outturn position had deteriorated by £197k since the November 2015 monitoring report.

Key pressures contributing to the forecast overspend (£8.816m) were:-

- Additional needs-led demand pressures within Children's Services partially mitigated by reduced forecast spend in Neighbourhoods and Environment and Development Services
- Subject to Commissioner approval, £5.326m one-off funding could be made available to help mitigate the current forecast overspend to support the forecast overspend in 2015/16
- The continuing service demand and agency staffing cost pressures for safeguarding vulnerable children across the Borough and the strengthening of Social Work and management capacity;
- Demand pressures for Direct Payments within Older People and Physical and Sensory Disability clients and clients with Mental Health needs

A moratorium on all 'non-essential' spend was in place with Managers closely scrutinising orders to ensure they met the 'essential spend criteria' before orders were placed. Managers were also scrutinising the daily spend analysis reports which provided details of orders placed the previous day and provided an opportunity for orders to be challenged, reprioritised or rejected before the contractual commitment was incurred. Staff within the Procurement Team were also closely reviewing orders being placed and, where appropriate, making further enquiries to ensure spend met the 'essential' criteria.

A number of 2016/17 budget savings proposals had already been agreed (some only requiring Officer approval through delegated powers) which would also contribute towards in-year savings in 2015/16. As the proposals materialised, their impact on the forecast outturn would be reflected in future revenue budget monitoring reports.

Additionally, the financial impact of any decisions to release staff through voluntary severance or voluntary early retirement would be factored in to future budget monitoring reports at the earliest opportunity. It was expected that these decisions would reduce the current forecast overspend.

**OVERVIEW AND SCRUTINY MANAGEMENT BOARD - 18/03/16**

In order to deliver on the tighter deadlines being imposed to finalise the Council's Annual Accounts, it was proposed that next month's revenue monitoring report, April 2015 to January 2016, would be the Council's 2015/16 Estimated Outturn report which would be considered by Cabinet on 11<sup>th</sup> April. In the event that anything was identified during the initial period of closing down the annual accounts in late March which was sufficiently material to warrant alerting Members urgently, a separate report would be produced for consideration.

Members' discussion highlighted the following salient issues:-

- The Chief Executive and Assistant Chief Executive were keen for forensic accounting and reporting of agency and consultancy spend to gain a better understanding of when and why they were used and alignment to workforce planning
- The estimated outturn report would be submitted to the 11<sup>th</sup> April Cabinet and then to the Board
- The budget saving for the Imagination Library, agreed in the 2015/16 budget setting, would not be fully implemented due to contractual notification termination
- Although the HR Payroll Service Centre was showing an overspend position this was being offset
- There would always be a need for agency staff in areas principally staffed by manual workers to cover holidays and sickness absence. This was mainly within waste, highways, construction, building cleaning and catering services
- The Commissioning Agreement Framework had recently been re-let and Duttons were the Authority's preferred supplier. However, they had a hierarchy of agreements with suppliers they used. There had been a separate procurement exercise for Social Care and Social Workers and had their own separate Commissioning Framework Agreement
- There was generic working across Highways and the gritting teams; it was not known if the same arrangement was in place for Waste
- It was not known if the agencies supplying staff used zero hours contracts. It was suggested that the Authority should consider having its own bank of staff they could call upon as and when required
- Was it cheaper to pay someone overtime or use agency staff?

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- The Government had proposed that from 2017/18 the closing down of public and private accounts be brought forward to the end of May. The Authority was on course to meet this requirement and estimates would be used much more; KPMG were very much supportive of the approach. The accounts would be subject to audit in July. Rotherham had a strong track record on delivering accounts with no major adjustments
- Adult Social Care was a national issue. The aim of the Better Care Fund was to move people through the system more effectively and seamlessly, tried to manage the demand on the A&E and hospital services and prevent progression to Adult Social Care. The Government had introduced the Adult Social Care precept for the 2016/17 financial year which the majority of local authorities who had Social Care responsibility had taken up to help mitigate some of the financial pressures in adult social care
- It was known that the funding the precept would generate would not be sufficient
- Additional capacity had been required within Legal Services to deal with the enquiries, investigations and requests for information arising from the Jay and Casey reports. This was to be reviewed by the newly appointed Assistant Director of Legal Services. There had also been additional business support costs as the senior management team had increased. This was to be reviewed by the Chief Executive and Assistant Chief Executive
- If the information required to fulfil a Freedom of Information request did not exceed 18½ hours it was provided free of charge
- Income targets were reported within the budget monitoring report

Resolved:- That the forecast overspend and the need to maintain continuous close scrutiny of spend to significantly mitigate the current forecast overspend be noted.

**128. CYPs BUDGET MONITORING**

Consideration was given to a report, presented by the Strategic Director for Children and Young People's Services, stating that, as part of its performance and control framework, the Council was required to produce regular reports for the Directorate Leadership team and advisors to keep them informed of forecast financial performance on a timely basis such that where necessary, actions can be agreed and implemented to bring spending in line with the approved budget for the financial year. The submitted report contained details of spending against budget by the Children and Young People's Services Directorate covering the first ten months of the 2015/16 financial year, April 2015 to January 2016, as well as the forecast costs and income to 31st March, 2016.



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Members' discussion of this report highlighted the following salient issues:-

- The Directorate had a much better understanding of cost drivers and a grip on expenditure. A lot of work had been undertaken on the Medium Term Financial Strategy (MTFS) alongside the change programme - poor quality services cost much more
- Rotherham's spend was considerable more than its statistical neighbours on children looked after in the care system. Over the last 7 years whilst nationally costs had increased for children looked after in the care system by 11%, in Rotherham they had increased by 84%
- Far too many children were placed outside the Rotherham boundary
- The "Be a Hero" fostering campaign had generated enquiries. 18 potential foster carers were currently undertaking assessment plus receipt of 16 expressions of interest. If approved, they would add to the growing numbers of foster carers who fostered for Rotherham, however, the payment rates need to be addressed as they were currently not competitive
- Some of the additional costs for the leadership posts had been built into the Council's MTFS whilst some were one-off with a known end of contract date
- The Government's announcement about an all academy system could have far reaching implications especially if a school chose not to buy back services from the local authority
- The Directorate's developing MTFS was distinct from what had been agreed with corporate colleagues; CYPS was looking at a 5 year transformation
- The investment had made a difference so far which had been confirmed by 3 Ofsted visits, however, there was much more work to do to embed quality consistently. The Directorate had worked on the critical areas such as the front door (Multi-Agency Safeguarding Hub (MASH)) which was where the referrals came in and the Council had to get that right
- More funding had been put into CSE investigation (Evolve) – Ofsted had confirmed that it was working much more effectively
- The Authority was still accountable for the care provided by independent foster carer agencies. All children had an allocated Social Worker and there was oversight by the Independent Reviewing Officer. Legally they were still the Local Authority's responsibility

- The Virtual Head budget had lost some grants and had an overspend of £121k. It had been 1 of the budget lines that had suffered when schools had delegated the centrally held funds leaving the Directorate with the budget pressure. The Virtual School was about supporting children in care with their education and children in the care system; compared with their counterparts nationally they had always performed poorly but in Rotherham that situation was worse. Use of the Pupil Premium Plus for children in care more innovatively and building expenditure requirements into the MTFs were being explored
- Rotherham's virtual school was deliberately more generous than other areas. The statutory requirement under the Children and Families Act was to have a virtual head teacher only, however, Rotherham had advocates for primary, secondary and post-16 to engender a sense of ambition for the children in the care system
- As at the end of January, 2016, there were 185 children in in-house foster places and 130 with independent foster carers. The independent foster placements cost approximately 3 times more than a local authority foster carer. The independent foster carer agencies tended to take the more complex children as they were equipped/resourced and the carers trained to manage the more complex behaviour of the more damaged young people. Rotherham was looking to develop a training scheme for its own foster carers in an attempt to bring more children back to Rotherham
- Independent foster carers were independent private sector organisations that set their own rates. The cost was driven by demand and the amount of supply in the market and, as the Authority had contracted supply locally, they could charge what they wanted. Quite often the Directorate found itself searching for an emergency place for a child for which the costs were exorbitant. It was the Local Authority's gift as leaders of the system to develop the market and a sufficiency strategy and ensure that it delivered. On 14<sup>th</sup> March the Cabinet had approved the introduction of 21 foster carer agencies operating and conducting their business in Rotherham which would send a signal to providers that the Authority was open for business.
- An additional 29 Social Workers had been added to the establishment. The Authority had had to be smart about retaining its existing Social Workers; an annual retention allowance had been put into place which had stabilised the workforce. The additional allowance and wage structure had been built into the MTFs, therefore, the recurrent assumption was there as part of planning going forward.

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- A way of managing demand as well as reducing the number of looked after children was to intervene early before the needs of the families escalated. The new Early Help Service, stepping down from Social Care to Early Help, was starting to gain some traction with Early Help Panels introduced from 9<sup>th</sup> February. Since then, 99 children (39 families) had been stepped down which eased the pressure on Social Workers. Caseloads would continue to be monitored with a target range of between 16 and 22 that Social Workers could operate safely with the complexity of the cases also being taken into consideration. The knowledge that Social Workers would be supported by the organisation, lower workloads and Early Help, helped with the recruitment drive
  
- The Directorate had a 5 year plan that not only talked about bringing it within budget but saving against where it was now if operated in a much more efficient way with strategic commissioning and productivity. However, some investment was required for that to happen

Resolved:- (1) That the report be received and its contents noted.

(2) That the following recommendation, as contained in the report now submitted, be supported by the Overview and Scrutiny Management Board:-

To re-affirm the Directorate Leadership Team Resource Management Group will drive forward actions which are already in place (without causing any significant adverse impact on service delivery):

- An ongoing review of vacant posts to determine which can be 'frozen';
- A review of agency and interim staff contracts to determine if any planned end dates can be 'brought forward';
- A review of the financial commitments assumed in the forecast to determine if any are overstated;
- Continue negotiations with partners about commissioning and joint levels of funding;
- Tight control of non-staffing budgets;
- Implement any 2016/17 budget savings proposals at the earliest appropriate opportunity (i.e. subject to clearance through appropriate approval mechanisms) both to guarantee full year effect of the saving in 2016/17 and contribute to mitigating the forecast overspend in 2015/16;
- Propose any further measures which may be implemented to help mitigate the current forecast overspend for 2015/16, and

(3) That the Overview and Scrutiny Management Board notes:

- The basis, including caveats, on which the current forecast is based;
- The Children and Young People's Services Directorate Leadership Team Resource Management approach to budget control and efficiencies;
- The Directorate Sufficiency Strategy for Looked After Children and Care Leavers' plans to reduce the costs specifically in the area of Looked After Children.

**129. FORWARD PLAN OF KEY DECISIONS**

The Chairman introduced the March-August, 2016 Forward Plan.

It was noted that the format of the Plan was to change from the start of the 2016/17 Municipal Year and would include expenditure and exempt decisions that required 28 days' notice to allow representations to be made.

The revised Plan would be submitted to a future meeting.

**130. WORK IN PROGRESS**

**Health Select Commission**

The Commission had met the previous day and had received presentations on:-

Rotherham Foundation Trust Quality Account  
Better Care Fund  
RDaSH Quality Account

**Improving Places Select Commission**

Councillor Whelbourn reported that the Commission had not met since the last update.

**Improving Lives Select Commission**

Councillor Hamilton reported that the next meeting was to be held on 6<sup>th</sup> April, 2016.

**Overview and Scrutiny Management Board**

The Chairman reported that he had recently met Shokat Lol, Assistant Chief Executive. The new Democratic Services Manager would take up the post in April.

**131. CALL-IN ISSUES - TO CONSIDER ANY ISSUES REFERRED FOR CALL-IN**

There were no issues referred for call-in.