

## OVERVIEW AND SCRUTINY MANAGEMENT BOARD

**Date and Time :-** Wednesday, 22 November 2017 at 11.00 a.m.  
**Venue:-** Town Hall, Moorgate Street, Rotherham.  
**Membership:-** Councillors Brookes, Clark, Cowles, Cusworth, Evans, Mallinder, Napper, Sheppard, Short, Steele (Chair) Walsh and Wyatt.

### AGENDA

1. Apologies for Absence
2. Minutes of the previous meetings held on 11 & 25 October and 8 November 2017 (Pages 1 - 26)
3. Declarations of Interest
4. Questions from Members of the Public and the Press
5. To consider whether the press and public should be excluded from the meeting during consideration of any part of the agenda.

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

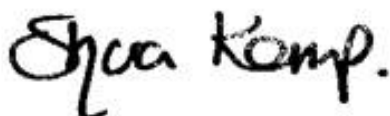
6. Petition - 'Save Cedar House Crisis Centre' (Pages 27 - 46)
7. Residential and Nursing Care Home Provision in Rotherham (Pages 47 - 61)
8. Alignment of the Asset Management Policy and Strategy to the Medium Term Financial Strategy (Pages 62 - 85)

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

9. Youth Cabinet/Young People's Issues
10. Work in Progress (Chairs of Select Commissions to report)
11. Call-in Issues - to consider any issues referred for call-in
12. To determine any item which the Chairman is of the opinion should be considered as a matter of urgency.

13. Date and time of next meeting

The next meeting will take place on Thursday 7 December 2017 commencing at 2.00 p.m.



**SHARON KEMP**  
Chief Executive



**OVERVIEW AND SCRUTINY MANAGEMENT BOARD****11th October, 2017**

Present:- Councillor Steele (in the Chair); Councillors Brookes, Clark, Cowles, Cusworth, Evans, Mallinder, Napper, Sheppard, Short, Walsh and Wyatt.

**13. DECLARATIONS OF INTEREST**

Councillor Steele declared a personal interest in item 3 (Advice Services Review) as a member of the Board of the Citizens Advice Bureau. Councillor Steele remained in the meeting during the discussion of this item.

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

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

**15. ADVICE SERVICES REVIEW**

Consideration was given to a report, presented by the Leader of the Council and the Head of Performance, Intelligence and Improvement, concerning the review of advice services in Rotherham. The report made recommendations about the future strategic direction for the services, together with commissioning arrangements and stated that this review was set in the context of significant need for advice services by the residents of Rotherham, including those people already impacted by welfare reforms, especially people with disabilities and families with children. There were also the anticipated additional demands arising from the full roll-out of Universal Credit from April 2018.

The primary focus of the review were the services provided in-house : of Advocacy and Appeals and Financial Inclusion, together with external services provided by Citizen's Advice Bureau, the Kiveton Park Independent Advice Centre and the Rotherham Diversity Forum immigration and nationality advisor. The overall objectives of the review were to secure responsive and effective service provision meeting growing complex needs for these services, with maximum efficiency within the challenging budgetary climate.

The way forward aimed to establish a streamlined and collaborative approach across advice services and providers over the medium term and would be a two-stage approach. The initial stage invited a consortium approach to commissioning from voluntary sector providers through a co-production model. Funding would be awarded aligned to a three-years' service level agreement(s) commencing in April 2018, with annual reviews to further the evolution of the full collaborative approach and ensure that priority needs continued to be met. The proposed processes for production of the model and commissioning are compliant with the "Rotherham Compact". The second stage, timed for 2019, would move to

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an integrated model of advice provision both in-house and with the voluntary sector.

During discussion, the following matters were raised:-

: ensuring that services respond effectively to the significant additional demand for services which may arise after the full roll-out of the Universal Credit from April, 2018, as people are expected to adapt to monthly payments and suffer delays in the processing of benefits, which may create additional hardship;

: the possible effects on issues such as Council housing rent collection, as some people may have greater difficulty managing their personal finances;

: the four tiers (levels) of service provision (as detailed within the submitted report);

: the co-design, with voluntary sector organisations, for services to be delivered by voluntary sector advice providers for three years commencing in April 2018; the timescales, the bidding process and ensuring that the new arrangements are ready to begin on 1st April, 2018;

: provision of appropriate services (eg: assistance with filling in official forms) throughout the Borough area, in order to minimise travelling and the costs of travelling to access services; making appropriate use of efficient service models, including digital technology and self-service access wherever appropriate;

: ensuring that people who are unfamiliar with computers and digital technology, or who may have learning difficulties are provided with suitable assistance when accessing advice services;

: the need to ensure that effective service provision is achieved within the necessary budget and financial limitations;

: ensuring that the "open door" access to services does not involve lengthy waiting times;

: the arrangement and monitoring of service-level agreements with the providers of the various advice services.

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

(2) That the outcomes of the review of advice services in Rotherham, as now reported, be noted.

(3) That the Overview and Scrutiny Management Board recommends to the Cabinet that:-

1. That the outcomes of the review be noted.
  2. That approval be given to progress arrangements for advice services in Rotherham, including:
    - Co-design with voluntary sector organisations for services to be delivered by voluntary sector advice providers for three years commencing from April 2018;
    - That the scope of services to be delivered by the voluntary sector focus on provision in levels two and three of the advice model through core service level agreements to a total value of £240,000 per annum, with the provision for additional project-based arrangements covering specific advice service demands and developments over the medium term;
    - Collaboration to produce an integrated model of advice provision across advice services including in-house provision effective from April 2019;
    - Commissioning and funding model options that will best provide flexibilities for service development over the medium term through a consortium approach in the voluntary sector; and
    - Identify as part of the Council's Customer Services and Efficiency Programme, improvements to level one signposting and self-serve provision.
  3. That, subject to the achievement of the objectives of this approach, service level agreement(s) be entered into with voluntary sector providers, including the expectation of leverage of external funds, adoption of priorities and performance arrangements.
  4. That the detailed arrangements be subject to annual review and participation in the further alignment and other developments of advice services in Rotherham in 2019.
- (4) That the review shall include an assessment of the "open door" access utilised by some organisations and the length of waiting times involved.
- (5) That a further report on the progress of the implementation of the outcomes of the review be submitted to a future meeting of the Overview and Scrutiny Management Board.

(Councillor Steele declared a personal interest in the above item, as a member of the Board of the Citizens Advice Bureau and remained in the meeting during the discussion of this item)

**16. ROTHERHAM SIDE BY SIDE - HOUSING RELATED SUPPORT REVIEW**

Consideration was given to a report, presented by the Assistant Director of Commissioning, containing recommendations for the future commissioning of externally provided Housing Related Support Services in Rotherham. The reports stated that Housing Related Support services

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deliver positive outcomes with the vulnerable people they support, preventing and dealing with emergency homelessness and averting the need for other costlier forms of service provision. Though Housing Related Support services sit within the Adult Care and Housing Directorate portfolio, the preventative element provides whole system benefits.

Homelessness and the risk of homelessness is the focus for all Housing Related Support services. Through the Rotherham Side-by-Side programme the Council has worked closely with existing providers, service users and wider stakeholders to co-produce the future model of externally commissioned Housing Related Support. The review was undertaken to remodel the provision, to meet changing demand and offer better value for money in addition to delivering the savings required for 2018/19.

The New Delivery Model would streamline externally commissioned services into the following housing-related support pathways:-

- Vulnerable Adults
- Complex Need
- Domestic Abuse
- Young People and Young Parents

Members discussed the following salient issues:-

: The co-production of the future model of externally commissioned Housing Related Support had begun during January 2017; the services changes would be made in such a way as to minimise the impact upon individuals; a principal aim to help people to become independent;

: The impact of the Government's welfare reforms;

: The availability of short-term accommodation and the preference for the use of furnished premises instead of "crash-pads";

: Engagement with individuals who present the most difficult challenges and ensuring that they are directed towards the most appropriate services for their needs;

: Members of the Board questioned the delay in the tendering process and asked to be provided with a full list of the organisations which had been invited to submit tenders as part of the commissioning process;

: A question was asked about the availability and use of community centres within Council housing estates;

: The emphasis of the four housing-related support pathways in trying to reduce the level of homelessness in the Borough area; the method of referrals to service provision would aim to address homelessness;

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: The increasing demand for social housing; the availability of such adequate housing for women who have been offenders;

: There is no intention to introduce quotas for the allocation of refuge accommodation (a practice recently adopted by Sheffield City Council, which limits refuge places for people from outside the local authority area);

: All providers of Housing Related Support Services will be required to ensure that services are accessible to all who are eligible (nb: there is no specific service for people from black and minority ethnic communities who are survivors of domestic abuse); the services intend to be all-encompassing, regardless of an individual's ethnic origin, nationality, etc; it was noted that the Apna Haq organisation has obtained funding from the National Lottery for specific services for people from black and minority ethnic communities;

: The aim of providing support for as many individuals as possible, within the limitations imposed by the available budgets; there will be co-operation and joint working between services, although each service will make its own specific assessment of an individual's needs;

: Ensuring that individuals are able to move-on successfully, after the initial assistance from homelessness projects; action to reduce the level of evictions from a homeless project;

: Reducing the number of failed tenancies;

: The range for the Vulnerable Adults Pathway has increased from up to age 18 years to up to 21 years, to avoid duplication of service provision with Children and Young People's Services;

: Sufficiency planning is taking place with Children and Young People's Services, with oversight from the Commissioners, in respect of service provision for young people who leave the care of the Local Authority;

: Ensuring that service provision reacts to changes in the needs of the population (eg: older people and those who may have a range of complex needs);

: Maintaining emergency alarm services within the community (eg: Rothercare) in spite of necessary budget reductions; Members of the Board asked to be provided with details of the separate review of the Rothercare service;

: Reference to the success of the Housing First project, in areas around the country, whose aim is to reduce long-term and repeated homelessness;

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: Members expressed continuing concerns about budget reductions affecting all services, including those in housing;

: The importance of multi-agency risk assessment conferences (eg: for victims of domestic abuse); services were aware of the prevention of domestic abuse and violence as being a very high priority in the Borough area;

: The monitoring of the circumstances of vulnerable people who are living in supported-accommodation;

: Reducing the incidence of failed housing tenancies and the same people being involved in repeatedly failed tenancies.

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

(2) That the Overview and Scrutiny Management Board supports the recommendations as set out in the report now submitted, which are to be considered further by the Cabinet and Commissioners.

(3) That a report on the progress of the implementation of the re-modelled and recommissioned Housing Related Support Services in Rotherham be submitted to a meeting of the Overview and Scrutiny Management Board during the Summer, 2018.

(4) That the appropriate officers submit reports to future meetings of the Overview and Scrutiny Management Board on:-

- (a) the Housing First Project; and
- (b) the review of the Rothercare service.

**17. TRANSPORT FOR THE NORTH**

Consideration was given to a report, presented by Councillor Lelliott (Cabinet Member for Jobs and the Local Economy) and by the Transportation and Highways Design Manager, concerning the proposed establishment of Transport for the North as a Sub-National Transport Body under Section 102J of the Local Transport Act 2008.

The report stated that the consent of each Highway Authority within the area of each Combined Authority (in Rotherham's case, the Sheffield City Region) which was a constituent Authority of Transport for the North was required to the making of Regulations by the Secretary of State for Transport. These Regulations contain provisions which giving Transport for the North highway powers to be exercised concurrently with the Local Highway Authorities.



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The stated purpose of Transport for the North is to transform the transport system of the North of England by planning and delivering the improvements needed to connect the region with fast, frequent and reliable transport links, which will facilitate economic growth so as to create a Northern Powerhouse.

Members noted that the Chair of the Overview and Scrutiny Management Board and the Leader of the Opposition Group on the Council had agreed that this matter be exempt from the call-in process as the response to Government had to be submitted by the deadline of Friday 20th October, 2017.

Discussion ensued on the following issues:-

: The role of Transport for the North would be to encourage connectivity around the region (in transport terms), thereby encouraging economic growth; Transport for the North will not become a Highway Authority in its own right;

: Transport for the North will enter into a written protocol with the Constituent Authorities (of the region) before exercising any transport powers or functions;

: Transport for the North will comprise one Elected Member from each Constituent Authority;

: The region of the North extended from the southern most cities of Liverpool, Manchester and Sheffield to Cumbria and Northumberland in the North and as far as the border between England and Scotland;

: Individual local authorities may still be required to contribute funding to regional transport schemes which have specific benefits for their own areas;

: Transport for the North would have certain enabling powers and must also obtain the specific approval of the appropriate Highway Authority for schemes affecting the highway; Transport for the North would have no powers to impose highway or transport schemes on a Local Authority area (eg: toll roads);

: Transport for the North will provide a means of lobbying Government on transport issues (including bodies such as Rail North).

Members asked to be provided with details of the draft Constitution for Transport for the North.

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

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(2) That the Overview and Scrutiny Management Board agrees with the recommendation that this Council formally consents under Section 102J of the Local Transport Act 2008 to the making, by the Secretary of State for Transport, of Regulations to establish Transport for the North as a Sub-National Transport Board and giving Transport for the North concurrent highway powers.

**18. SCRUTINY REVIEW - ALTERNATIVE MANAGEMENT ARRANGEMENTS FOR CHILDREN'S SERVICE IN ROTHERHAM**

Further to Minute No. 80 of the meeting of the Improving Lives Select Commission held on 12th September, 2017, consideration was given to a report, presented by Councillor M. Clark (Chair of the Improving Lives Select Commission), concerning the scrutiny review of Alternative Management Arrangements for Children's Services in Rotherham.

The scrutiny report, as submitted, presented the latest analysis and current thinking of the Improving Lives Select Commission's cross-party review group on the range of Alternative Management Arrangements for Children's Services. The report evaluates the relative strengths and challenges of the primary options available to the Council and includes initial recommendations for future management arrangements.

Members discussed the following issues:-

: The consideration of Alternative Management Arrangements was one aspect of the eventual return of powers relating to Children's Services to the control of the Council (such powers still currently being under the control of the Government-appointed Commissioners);

: For the purposes of this scrutiny review, the definition of Alternative Management Arrangements is "the delivery of Children's Services other than through traditional in-house local authority services";

: The context of the Government's policy paper "Putting Children First" (Department for Education, 2016); this publication set out a challenge to all Councils to think about how they can make and sustain improvements across Children's Services, including considering alternative delivery models or management arrangements;

: The report of the second workshop study led by the ISOS Partnership, concerning the improvements to this Authority's Children's Services (the workshop had taken place on 17th February, 2017); this process was being supported by the Local Government Association;

: Letters received from this Council's partner organisations concerning the improvements to this Authority's Children's Services;

: This Council's current Children and Young People's Plan 2016 to 2019;

: The establishment of a Trust organisation to have operational responsibility for Children's Services had not been ruled out (nb: some other local authorities (eg: Doncaster MBC) operate Children's Services by means of a Trust); it was acknowledged that the different delivery models and management arrangements across the country are in various stages of development;

: The scrutiny review had examined the Council's capacity to : (i) self-assess accurately; (ii) develop strategic priorities that will address weaknesses; and (iii) implement these strategic priorities swiftly and effectively; Rotherham's current position was assessed as being in the "fair to good" category; the ultimate aim is to achieve "Good" and "Outstanding" status for the Council's Children and Young People's Services;

: The importance of continuing external scrutiny, support and challenge in delivering improved children's outcomes in Rotherham.

Resolved:- (1) That the report of the scrutiny review of Alternative Management Arrangements for Children's Services in Rotherham, as now submitted, be received and its contents noted.

(2) That the Overview and Scrutiny Management Board agrees with the recommendations of this scrutiny review, as detailed in the report.

(3) That the scrutiny review report be forwarded to the Cabinet and Commissioners for their consideration.

(4) That the response of the Cabinet and Commissioners be reported to a meeting of the Improving Lives Select Commission.

## **19. SCRUTINY REVIEW - EMERGENCY PLANNING**

Further to Minute No. 81 of the meeting of the Improving Places Select Commission 20th September, 2017, consideration was given to a report, introduced by Councillor Wyatt (Chair of the Task and Finish Group), which described the outcome of the scrutiny review into the Borough Council's Emergency Planning process. Detailed within the report were:-

: the legal context governing the provision of the Emergency Plan (which is being renamed the Major Incident Plan);

: the Joint Service Agreement which exists between the Rotherham Borough Council and the Sheffield City Council to provide and implement the Emergency Plan (Major Incident Plan);

: the Emergency Plan (Major Incident Plan) is being reviewed and refreshed;

: the fifteen recommendations arising from the scrutiny review.

Reference was made to the availability of training for Elected Members, Parish Councillors and also volunteers in respect of the Emergency Plan (Major Incident Plan) and responding to major incidents.

Resolved:- (1) That the report of the scrutiny review into the Borough Council's Emergency Planning process be received and its contents noted.

(2) That the report be forwarded to the Cabinet and Commissioners for their consideration and response to the recommendations.

**OVERVIEW AND SCRUTINY MANAGEMENT BOARD**  
**Wednesday, 25th October, 2017**

Present:- Councillor Steele (in the Chair); Councillors Clark, Cowles, Cusworth, Evans, Mallinder, Napper, Sheppard, Short, Walsh and Wyatt.

Apologies for absence:- Apologies were received from Councillors Brookes.

**20. MINUTES OF THE PREVIOUS MEETING HELD ON 6 AND 27 SEPTEMBER**

**Resolved:-** That the minutes of the meetings held on 6<sup>th</sup> and 27<sup>th</sup> September, 2017 be approved as correct records of proceedings.

**21. DECLARATIONS OF INTEREST**

There were no Declarations of Interest to report.

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

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

**23. ROTHERHAM MBC ANNUAL REPORT - COMPLIMENTS AND COMPLAINTS 2016-17**

Consideration was given to the Council's Annual Report - Compliments and Complaints 2016/17 (hereafter referred to as 'the annual report') which set out information about complaints made to the Council under the Corporate Complaints Procedure, Housing Complaint Procedure and the Adult and Children's Services Complaint Regulations.

The figures in the report included details of the number of complaints received, numbers of compliments received, and information on those complaints that have escalated to be considered by the relevant Ombudsman. The information included detailed breakdowns of complaints and enquiries received for each Council Directorate.

Analysis was also provided on the particular trends in the complaints received, by service area, and in terms of the timescales in which responses were provided; as well as about the escalation of complaints.

The report also highlighted examples of key learning points from the complaints received, which have been used over the last year in regular reports to senior managers to address or correct any mistakes and improve services or procedures as a result.

It was noted that legislation on complaints was different in three cases for Adult Social Care, Children's Social Care and Housing and the Council had created an additional process for corporate complaints. Members queried whether it would have been preferable to replicate one of the existing three processes for corporate complaints rather than establishing a fourth process. In response, it was confirmed that customers are not presented with a myriad of different procedures and it was the role of the Complaints Team to guide them through that process. It was noted that the processes were different, but had a number of similarities too and that the corporate complaints procedure mirrored the procedure for children's social care.

Members sought clarification on how the Council defined a compliment and whether every disgruntled comment was also recorded. In response, it was confirmed that compliment was considered to be praise in any form where a customer is happy with standard of service provided. With regard to disgruntled comments, if the comment had been made under the complaints process then it would be recorded, but if it had been received outside of the corporate complaints team then it would not be formally recorded. Members were advised that all staff needed to act upon feedback provided and take responsibility for improving the way in which services are delivered.

It was noted the number of complaints had increased significantly and Members sought an explanation for the increase. In response it was confirmed that the majority of the increase was attributable to a change in the category definitions. It was further noted that complaints were logged in the Liquidlogic system. Members queried how the new system could have an underlying impact on the number of complaints received.

Reference was made to small increase in complaints relating to adult social services and the increase in the length of time taken to respond. Members sought clarification as to why performance on response times had dropped and whether there had been specific issues and what had been done to address them. In response, it was not possible to give a definitive answer, but it was assumed that this had been due in part to a restructuring within the service. Protocols had been established to ensure that complaints were referred to the correct person. It was further noted that a performance dashboard had been introduced and reported to Directorate Leadership Teams in Adult Care & Housing and Children & Young People's Services.

Members queried how complaints in respect of contractors were resolved. It was confirmed that a response would be provided outside of the meeting.

It was suggested that the Council should consider undertake random call backs to customers in respect of their satisfaction to establish whether there was more to be learned. It was confirmed that some satisfaction testing was already undertaken.

Concerns were expressed in respect of how young people were encouraged to complain and clarification was sought in respect of the Council signposted young people to make complaints and be confident in doing so. In response, it was confirmed that work had been done and was ongoing to ensure that children and young people were able to and clear about how to make complaints. It was reported that there had been a sharp increase in Stage 2 complaints. Furthermore all children and young people had an advocate and the Strategic Director underlined the need for the service to be open and ensure that all voices were heard.

Following on, Members expressed further concern that 75% of complaints from children and young people were being upheld. In response, it was confirmed that complaints from young people under the age of 18 represented only a relatively small part of the numbers received. Member sought more information in respect of complaints from adults too and expressed concern at the number of complaints in respect of staff and sought assurances that the situation was improving. It was confirmed that updated information would be supplied outside of the meeting.

Members sought to better understand the process that a customer would experience when lodging a complaint and queried what was provided when contact was made. In response, it was explained that an acknowledgment would be sent detailing the timescale for handling the complaint and the full procedure could be provided upon request. A named contact would be provided to track the complaint and would act as the conduit between the complainant and the service. It was explained in response to a supplementary question that the procedure for complaints was not issued to all complainants, but that the principles of the procedure were detailed in the acknowledged in the letter.

Members queried whether any progress had been made in respect of the online learning module on complaints handling and if the program was fit for purpose. has any progress be made and is it fit for purpose. In response, it was confirmed that all staff who deal with customers needed to have an awareness of the complaints procedure.

Reference was made to delays in assessments within Adult Social Care and Members queried what the position was in relation to complaints. It was explained that issues with people waiting for assessment had not translated into formal complaints. It was further noted that there had not been a large spike in complaints within Adult Social Care and this had remained the case.

Members queried whether what constituted a complaint had changed and requested that a definition of a complaint be provided. Concerns were expressed that there was a mixed approach to the logging of complaints and the procedure did not seem to be consistently applied. In response, officers agreed that there needed to be a clear definition of complaints arising from a review which was currently underway and that definition needed to be applied consistently across the whole authority.

Discussions took place in respect of Councillors Casework and a number of Members indicated that they were not aware of the system that was initiated in January 2017 for casework to be referred to management support in directorates to be cascaded to relevant officers. It was explained that this was an interim system and a review was underway to identify the best approach and system to enable Members to refer and resolve casework.

A question was put in respect of anti-social behaviour complaints in respect of tenants or residents of private housing. It was agreed that officers would prepare a response on this point outside of the meeting, but noted that it would be a matter for the enforcement team to utilise relevant procedures and legislation.

Members raised a number of points of detail that were highlighted within the report in respect of damp in council properties, taking a proactive approach to managing energy, external cladding on council properties. Concern was also expressed in respect of the payment of compensation to a complainant who had been evicted from a property where a weight from weightlifting kit had been lost during the eviction process. Further concerns were expressed in respect of parking attendants working in pairs and the approach taken to enforce parking fines by attendants. Officers gave undertaking that a response would be provided to Members on those issues. It was also noted that a different style of report would be presented in future which focused less on the detail of complaints and provided more of an overview of the process.

Members queried how the Council used communications and the briefing of frontline customer services staff when preparing for significant service changes that may generate complaints. It was confirmed that processes were in place to make sure that all staff were aware of changes and 'frequently asked questions' were prepared to assist. It was confirmed that representatives from the Communications team attended each Directorate Leadership Team so that communications activities and materials could be prepared to accompany any service changes.

Referring to the data within the report, Members indicated that it would be helpful to analyse the data over a longer period to establish any patterns or trends. The presentation of the report and data made it difficult to see any trends developing. Officers noted the point for future reports.



**Resolved:-**

1. That the content and key messages of the Annual Report – Compliments and Complaints 2016/17 be noted, including in particular the proposed service and performance improvement actions for 2017/18.
2. That any further comments be made on areas for further and continuous improvement which could be delivered in partnership with service teams and members moving forward.
3. That the review of the complaints procedure and policy be submitted to OSMB before any final decision to amend the policy.
4. That the relevant complaints procedure be made available at the first point of contact with a complainant.
5. That arrangements be made for Members of Overview and Scrutiny Management Board to shadow both the complaints team and frontline customer services staff to observe how issues are dealt with on the frontline.
6. That the Improving Lives Select Commission examine the Children's Social Care complaints procedure.

**24. SUSTAINABILITY STRATEGY FOR CHILDREN'S SERVICES 2016 TO 2021 - PROGRESS REPORT**

Consideration was given to the progress report on the Sustainability Strategy for Children's Services 2016 to 2021 which was subject to comprehensive internal review and external challenge completed by the Practice Partner for Children's Improvement (Lincolnshire County Council).

The report set out in detail the progress of the sustainability plan initiatives, including details on:-

- Therapeutic Service.
- Family Group Conferencing.
- Special Guardianship Looked After Children.
- Pause Project.
- Edge of Care.
- Multi-systemic Therapy (MST).
- Reunification Project.
- Single Assessment Review Duty Team.
- Appointment of Newly Qualified Social Workers (x 22).
- Overall summary / conclusion on the investments to date.

A summary of delivery against the targeted outcomes from the Sustainability Strategy in 2017/18 was highlighted.

The individual projects were on target to deliver expected outcomes and achieve a reduction in expenditure compared to the alternative option of “do nothing”. However due to the significant increase in LAC to 521 (+7%) since 1<sup>st</sup> April 2017, there was a forecast net cost pressure on the CYPS budget of £2.592m. Without the initiatives in the Sustainability Strategy, the in-year pressure could have been more severe, a further £2.261m on top of the current overspend.

The significant increase in the number of looked after children referred to above is entirely due to the unforeseen and extraordinary impact of the complex abuse inquiry, of which the costs were substantial. Without this, CYPS would be reporting a break-even budget position. However, instead the forecast at 31<sup>st</sup> July, 2017 and reported to the September Cabinet was for a Directorate overspend of £2.592m.

The forecast included 39 children and young people in care who were directly linked to the investigation. It did not incorporate any further placements, up to an additional 70 based on “worst case scenario” estimates, which could exacerbate the current position by up to £2.3m in this financial year.

Members sought clarification in respect of the predicted trend for the numbers of looked after children. In response it was confirmed that the trend prediction took account of the national picture, as well as local circumstances in Rotherham, where the Complex Abuse Inquiry had increased demand. However, it was noted that activities from the Council had prevented 37 admissions into care.

The point was made that all Members were concerned about the overspend on the budget for Children and Young People’s Services, which could not be attributed fully to austerity driven by central government. In response, it was noted that the prediction for services for children and young people to be overspent by £2billion on a national basis by 2020. The feeling from the Local Government Association, councillors with responsibility for children and young people’s services and directors of those services was that the government needed to take similar action that which had been done for adult social care. It was confirmed that the Council had plan and the plan was having some effect, but it could not be denied that it was making the budgetary position very difficult.

Members sought assurances in respect of attracting and retaining newly qualified social workers to avoid further use of agency staff. In response, it was confirmed that the Council had been shortlisted as one of the best social work employers in the country and that would further boost the authority's profile as a good employer which could only help with recruitment and retention. It was further reported that the Strategic Director of Children and Young People's Service was leading on work to introduce a regional agency agreement for Yorkshire and the Humber to help manage the market better, minimise cost and promote stability.

Members referred to the value of inspection regimes and expressed concern that such processes tended to make services focus on delivering to pass an inspection, rather than focusing on getting things right, which would consequently ensure that success in inspections would follow. In response, officers expressed agreement in principle with that viewpoint, but from experience of inspections, it was crucial to institute effective governance and performance regimes and to have a critical understanding of the inspection framework. It was a challenge to maintain a balance between doing the right thing and measuring progress for inspection frameworks.

Members queried whether the service should be planning for unexpected events. It was confirmed that the service could not plan for all unexpected events, but that it always learned from what it did. When projections were made, they were calculated on the basis of predictive analytics. One of the key issues that had not been properly understood was the impact of welfare reforms, which was having and expected to continue to have a significant impact.

**Resolved:-**

1. That the progress report be noted.
2. That a further update report on the Sustainability Strategy be provided in March 2018.
3. That arrangements be made for a Member Seminar on impact of Universal Credit implementation.
4. That the work on the Yorkshire and Humber Regional Agency Review feed into the scrutiny review of agency staffing.

**25. THE IMPLEMENTATION OF THE REVISED FOSTER CARERS PAYMENTS SCHEME**

Consideration was given to the Foster Carers Payments Support and Development Scheme which was revised twelve months ago with the specific aim of boosting the recruitment of foster carers in Rotherham and to reduce the increasing reliance on the Independent Fostering Agency sector (IFAs). Whilst the revised scheme had broadly been successfully implemented it had coincided with a significant increase in the overall numbers of looked after children (LAC) so that there had been little impact on the use of IFA placements. However, without this revised Scheme it may well be that recruitment would have been less successful and the financial implications arising from the increase in LAC numbers would have been even more significant.

Members sought to understand what lessons had been learned from implementation and whether examples had been reviewed from other authorities. In response, it was confirmed that the main lesson learned was not to try to implement two systems at once. However, it was acknowledged that the implementation of both systems could not be delayed. The glitches in the implementation of the Liquidlogic system had not been anticipated but were resolved. The response of the CYPS leadership team was to meet with foster carers face to face to discuss the issues.

Reference was made to the need to improve the training for members of the Fostering Panel and that consideration should be given to providing training before commencing other areas of activity. Furthermore, Members queried whether there was any evidence that people would be interested in fostering as a career choice or receiving recognition as employees. In response, it was confirmed that there was no enthusiasm for professionalising the role of foster carers.

**Resolved:-**

1. That the contents of this report be noted.
2. That consideration be given to reviewing the training programme for the Fostering Panel.

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

No issues to report.

**27. WORK IN PROGRESS****Improving Places Select Commission**

Councillor Mallinder reported looking forward to establishing a five year plan and some long term infrastructure for the Commission. Members would follow up on the Allocations Policy as concerns had been relayed that it had not implemented. The Commission had also asked for reports on the Major Incident Plan and Neighbourhood Working.

**Improving Lives Select Commission**

Councillor Clark reported that some work was planned on Complex Abuse and this was in its infancy. It was noted that the planned October meeting had been delayed, but that a meeting would go ahead and would be chaired by the Vice-Chair on Pause Project. She also encouraged everyone to attend the January meeting where the focus would be on the Voice of the Child.

**Health Select Commission**

Councillor Evans reported the Commission had not met since the previous meeting of Overview and Scrutiny Management Board, but that a meeting was scheduled for 26 October where the focus would be on CAMHS and workforce development.

**Resolved:-**

That the information be noted.

**28. CALL-IN ISSUES**

The Chair reported that no issues had been referred for call-in.

**29. DATE AND TIME OF NEXT MEETING**

**Resolved:-** That the next meeting be held on Wednesday, 8th November, 2017 at 11.00 a.m.

**OVERVIEW AND SCRUTINY MANAGEMENT BOARD**  
**Wednesday, 8th November, 2017**

Present:- Councillor Steele (in the Chair); Councillors Brookes, Clark, Cowles, Evans, Mallinder, Napper, Sheppard, Walsh and Wyatt.

Apologies for absence:- Apologies were received from Councillors Cusworth and Short.

**30.       DECLARATIONS OF INTEREST**

Councillor Sheppard declared a personal interest in item 6 (Voluntary and Community Sector Infrastructure Services Review) due to his involvement as a trustee of a voluntary organisation.

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

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

**32.       TO CONSIDER WHETHER THE PRESS AND PUBLIC SHOULD BE EXCLUDED FROM THE MEETING DURING CONSIDERATION OF ANY PART OF THE AGENDA**

The Chair reported that there were no items of business requiring the press and public to be excluded from this meeting.

**33.       WASTE OPTIONS APPRAISAL - CONSULTATION**

Consideration was given to the report which sought approval to carry out consultation on proposed changes to the Council's waste collection service.

Waste collection services in Rotherham have developed over the last fourteen years and currently consisted of a hybrid of previous kerbside sorting regimes and current collection operations.

The Council was keen to consider how the service could be modernised ensuring full consideration was given to maximising recycling and reducing costs and the views of residents on a range of improvements would be sought on:-

- Materials for recycling and the use of wheeled bins.
- Residual waste.
- Garden waste.

The eight week consultation, commencing on 27<sup>th</sup> November 2018 would ensure customers understood the proposed changes, the reasons for them and communicate how they could contribute to the consultation.

Engagement would take place using a combination of drop-in sessions and online feedback. Communications around the proposed changes and the subsequent consultation would be undertaken using a combination of mechanisms, including social media, traditional media and printed material.

Members sought clarification on the range of options that had been considered prior to establishing an option for consultation. In response, it was confirmed that work had been ongoing for a number of months and those had included reviewing privatisation, but that had been discounted because of the timescales involved.

Reference was made to the Manvers facility where recyclate was sorted and Members queried why sorting was being prioritised at the kerbside, rather than having all sorting done at Manvers and being assured that co-mingling of recyclate would not be an issue. In response, it was explained that the preferred approach was to reiterate the principles of reduce, re-use and recycle and that sorting at the kerbside reduced the likelihood of waste entering the system.

Members queried whether more could be done to deal with leaves through composting. In response, it was confirmed that compost material was not produced at the Manvers facility and it was difficult to be proactive in composting leaves from highways due to the chemicals from diesel vehicles.

Referring to the proposal to charge for green waste collection, Members sought to understand how the authority would police and prevent green waste being deposited in refuse bins. In response, it was explained that the new refuse bin would be smaller and to include green waste would reduce capacity for other waste. The Council would be keen to hear during the consultation how more can be done to encourage composting. In respect of policing, if green waste was identified in a refuse bin, the authority would contact the resident to ask them to sort it out, but it would be difficult to do this if the green waste were at the bottom of a bin in a black bag. It was noted that the Council was not proposing to issue fines in such cases.

Member sought assurances in respect of how the Council would undertake the consultation. In response, it was explained that the intention was to write to every property in the borough with a factual breakdown of the proposals and how residents can engage in the consultation. In addition, drop in events were being investigated in localities, as well as using social media to get the message out that the consultation was underway.

It was explained that the proposals had been developed in response to concerns that had been expressed in respect of the service. There was an awareness of the financial constraints and the need to improve recycling rates. It was explained that the overall cost of the service was £11million per annum and the cost of replacing bins would be £1.4million, which would generate an overall saving of around £1.3million.

In response to a question from Members in respect of having a backup plan, it was explained that the consultation was on the preferred option and how that can be made to work. A great deal of work was still being undertaken to drive improvements and examples were given in respect of reductions in missed bin collections and increased fuel efficiency from some of the changes that had been made. The Council was learning from the experiences of other authorities to improve the service and deliver efficiencies.

Reference was made to the way in which communications could be used to reduce co-mingling and ensure that capacity in bins was maximised. An example was given of plastic bottles containing air which reduced capacity. If the bottle were cut or flattened then that would help to increase capacity in the refuse bin. It was agreed that information and education around recycling and waste disposal was something which could be looked at and improved.

Members requested that the equality impact assessment be brought back to the Board following the conclusion of the consultation. Following on, assurance was sought that the proposed eight-week period of consultation would be sufficiently long enough to inform the decision on what was likely to be viewed as a radical change. It was explained that an eight-week consultation period was longer than normal and assurances were provided that the Council was prepared for the level of response that the consultation was likely to generate. It was noted that no change was proposed in respect of assisted bin collections.

Further assurances were sought in respect of how the Council would enable people whose first language was not English to be aware and participate in the consultation exercise. It was explained that it was proposed for the consultation documents to only be available in English and Members indicated that they would require assurance that work would be undertaken with minority groups whose first language was not English. A commitment was provided that this would be done.

**Resolved:-**

1. That consultation with the residents of Rotherham on proposed changes to household waste and recycling collection services be supported.



2. That further consideration be given to how newly arrived communities and those who do not have English as a first language are consulted on the Waste Option Appraisal;
3. That a further report be submitted in February 2018 to report on the outcome of the consultation and the recommended options for approval.

#### **34. VOLUNTARY AND COMMUNITY SECTOR INFRASTRUCTURE SERVICES REVIEW**

Consideration was given to the report which detailed how infrastructure services provided support that helped voluntary and community sector (VCS) organisations across the borough to become more effective and sustainable.

Active and vibrant community groups and voluntary organisations were the backbone of local communities and work collaboratively with residents and with the Council to make a positive difference. The Council's funding for infrastructure support meant that local groups and organisations could access capacity building support and be part of a Rotherham-wide network.

Community and voluntary organisations have an important role in helping to build resilient communities across the borough and in supporting residents - particularly the most vulnerable.

The current infrastructure services were provided by Voluntary Action Rotherham (VAR) with the engagement of Rotherham Ethnic Minority Alliance (REMA). The current arrangements ran until the end of March 2018.

As part of considering arrangements for the next three years, a review into the infrastructure support needs of the VCS in Rotherham had been completed. The purpose of this review was to assess the effectiveness of the existing service and to identify future needs. The outcome of this was the recommended continuation of infrastructure support (in line with the commitments of the Rotherham Compact), with a priority focus on activity and support aligned to communities and neighbourhoods as set out in the Council and Rotherham plans.

The next stage in the process was to invite bids for there to be a lead infrastructure organisation to work with the Council to develop full proposals and then lead the delivery over the next three years.

Members referred to the recommendations within the report and sought clarification as to how activities would be achieved and how success would be measured. In response, it was confirmed that this would be part of the specification and targets would be defined against benchmarking data within the voluntary and community sector. Following on, Members sought assurances that the funding was not going to be taken away with an expectation that the sector would have to deliver more. In response, it was confirmed that there was no intention of asking the lead organisation to do more work, but they would be required to work to an identified set of priorities.

Reference was made to part of the report which stated that external funding would be sourced to mitigate any budget cuts and Members asked for information as to how the Council would get this funding and how it would tackle inequalities. In response, it was explained that the borough was not currently receiving its fair share of external funding and the intention was to put in collective bids for external funding with the voluntary and community sector. In respect of equalities, it was noted that there had been a concentration on particular communities and not addressed outlying communities and the new neighbourhood working model would play an important role in addressing inequalities.

Members queried whether voluntary and community sector infrastructure grants were being monitored and how performance would be reviewed. In response, it was acknowledged that this had been neglected in the past and discussions were taking place with Voluntary Action Rotherham (VAR) on how this would work in future. The expectation was that quarterly monitoring reports would be submitted and it may involve a refreshing of objectives and the specification itself.

Assurances were sought in respect of efforts to encourage voluntary and community sector organisations to build their own reserves so that their financial modelling would become more sustainable.

Members sought clarification in respect of how the preferred approach was determined and how the precise figure was reached. In response, it was accepted that the options were considered to be radical and that option 1 was chosen on the basis that the sector in the borough continued to need infrastructure support. The alternative would have been to cease funding altogether and that would not be supported.

**Resolved:-**

1. That Cabinet be advised that the recommendations be supported.
2. That there be greater clarity on the outcomes arising from the activity (as outlined in Recommendation 1.3 of the report) to ensure that value for money is achieved on the Council's investment.

**35. MEMBER DEVELOPMENT STRATEGY**

Consideration was given to the report which detailed how the Member Development Panel had worked with councillors, officers and the Local Government Association to prepare a strategy to direct the Council's approach to learning and development for Members.

This strategy had been prepared to reflect the ambitions in the Council Plan and enhance the skills, knowledge and behaviours of Members and sought formal approval by the Cabinet.

Members broadly supported the thrust of the strategy and welcomed the adoption of a single document that would enable councillors to focus their development activity. Some concern was expressed in respect of requiring Members to undertake training and some Members felt that this would be better reflected as an aspiration rather than a requirement. An explanation of mandatory training was provided to the Board and Members were reminded of the need to continue to develop as part of the Council's improvement journey and Members would be required to continue to enhance their knowledge, skills and behaviours as part of that journey.

**Resolved:-**

That the Member Development Strategy be supported for approval.

**36. DISTRICT HEATING SCHEME CHARGES REVIEW**

Consideration was given to the review of district heating which had been undertaken following capital investment made to infrastructure that had improved the efficiency and concerns raised by tenants on the Swinton Fitzwilliam Estate about the high cost of heating.

A previous report to Cabinet in July 2017 recommended that a weekly standing charge of £2 be introduced to enable a reduction in kwh charge to 5.65p so mitigating a payment spike for residents on the Swinton Fitzwilliam Estate who were on pre-payment meters. The equivalent charge per kwh if no standing charge was levied would have been 7.09p per kwh. There were concerns expressed by some tenants and Ward Members that prompted a further review of charges to be undertaken.

Subsequently, the review focused on anticipated costs for 2017-18 based on full year operating costs for 2016-17 now being available and the known cost reductions from significant investment in district heating infrastructure over the last three years now coming to fruition.

This report, therefore, recommended the reduction of the kwh charge to 6.28p per kwh with no standing charge for 2017-18 which would be applied retrospectively from 1st April, 2017. These cost reductions would mean that charges for district heating in Rotherham for 2017-18 were comparable to both Sheffield and Doncaster.

**Resolved:-**

That Cabinet be advised that the recommendations be supported.

**37. TO DETERMINE ANY ITEM WHICH THE CHAIRMAN IS OF THE OPINION SHOULD BE CONSIDERED AS A MATTER OF URGENCY**

The Chair reported that there were no items of business requiring urgent consideration at the meeting.

**38. DATE AND TIME OF NEXT MEETING**

**Resolved:-** That the next meeting be held on Wednesday, 22nd November, 2017 at 11.00 a.m.

## Summary Sheet

### Committee Name and Date of Committee Meeting

Overview and Scrutiny Management Board – 22 November 2017

### Report Title

Petition – ‘Save Cedar House Crisis Centre’

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

No

### Strategic Director Approving Submission of the Report

Shokat Lal, Assistant Chief Executive

### Report Author(s)

James McLaughlin, Democratic Services Manager

### Ward(s) Affected

Boston Castle

## Summary

At the Council meeting on 18 October 2017, it was noted that a petition had been received in respect of the Cedar House Crisis Centre facility on Moorgate Road, Rotherham. As the petition had 1,000 valid signatures under the Council’s petition scheme, it has been referred to Overview and Scrutiny Management Board for review.

This report sets out the background to decisions taken relating to Cedar House and the process that the Board should follow in considering the call for action contained within the petition.

## Recommendations

1. That the petition be considered according to the procedure set out in paragraph 4.2.
2. That consideration be given to whether the call for action in the petition should be supported or not.
3. That the Chair of Overview and Scrutiny Management Board report back to Council on the outcome of deliberations on the petition.

**List of Appendices Included**

Appendix 1 – Cover Letter from Lead Petitioner – Save Cedar House

Appendix 2 – Equality Impact Assessment

**Background Papers**

Report to Overview and Scrutiny Management Board – 18 November 2016 – Budget 2017/18 and MTFs Progress Update

Report to Council – 8 March 2017 – Budget and Council Tax 2017-18

Minutes of Council – 13 September 2017 – Minute 55 – Public Questions

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

No

**Council Approval Required**

No

**Exempt from the Press and Public**

Yes

## **Petitions – ‘Save Cedar House Crisis Centre’**

### **1. Recommendations**

- 1.1 That the petition be considered according to the procedure set out in paragraph 4.2.
- 1.2 That consideration be given to whether the call for action in the petition should be supported or not.
- 1.3 That the Chair of Overview and Scrutiny Management Board report back to Council on the outcome of deliberations on the petition.

### **2. Background**

- 2.1 At the Council meeting held on 18 October 2017, a petition in respect of Cedar House Crisis Centre was formally received. The petition contained 1,000 valid signatures under the Council’s Petition Scheme and was accordingly referred to the Overview and Scrutiny Management Board for review.
- 2.2 The covering letter submitted with the petition is enclosed as Appendix 1 to this report. The call for action within the report is to stop the Council selling Cedar House. The lead petitioner is Mrs Sonia Thackery.
- 2.3 The Lead Petitioner attended the Council meeting held on 13 September 2017 and asked the Cabinet Member for Adult Social Care and Health about the closure of Cedar House and sought information in respect of what provisions would be put in place for people in mental health crisis. In response, the Cabinet Member stated:

*Over the past twelve months the Council has been working with partners to improve the range of mental health provision for people experiencing a mental health crisis and their carers. This included the availability of Council accommodation for places of safety, support at the Urgent and Emergency Care Centre, support from the Crisis and Home Treatment team, night support from the Integrated Rapid Response services and Mental Health Hospital provision. Further improvements and investment were planned over the next 12-18 months which was hoped would not only improve services for people in a mental health crisis, but also provide early support to prevent escalation to crisis.*

*With regard to the closure of the crisis provision at Cedar House at the end of September, the Council was currently working with the mental health trust – RDaSH, to ensure that all the people who have previously accessed the crisis provision at Cedar House have a new patient-centred crisis plan. These plans would look different for each person as each examined what type of help the individual would require during a crisis.*

*The Cedar House service would be replaced from 1st October, 2017 by the use of alternative service models. Support would come from the:-*

- *Mental health specialists based at the Urgent and Emergency Care Centre in the hospital.*
- *Mental Health Liaison service at the hospital.*
- *RDaSH Crisis and Home Treatment team in the individuals own home.*
- *Integrated Rapid Response service in the individuals own home.*

*The Council was also developing an appropriate protocol/pathway to address the needs of individuals experiencing an extreme heightened state of mental ill health due to inappropriate, unsafe housing issue/homelessness. This would ensure that alternative accommodation was available for people who have to be supported outside of their homes i.e. through use of emergency 'Crash Pads'.*

### **3. Key Issues**

- 3.1 Cedar House provides short-term accommodation for people experiencing a mental health crisis. The service has four beds, which can be accessed for a maximum of seven nights, during which time staff provide emotional and practical support, over a 24 hour period to assist people using the service to resolve their crisis.
- 3.2 As part of the budget setting process in March 2017, the Council agreed to decommission of the crisis accommodation service. The service at Cedar House cost £240,000 per annum, with the Council funding £190,000 and the Rotherham Clinical Commissioning Group (CCG) providing £50,000. As part of the budget decision, the balance of Council expenditure and the CCG contributed was to be invested in new delivery models to focus on prevention to complement alternative crisis provision.
- 3.3 An equality impact assessment in respect of Cedar House is enclosed at Appendix 2.

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

- 4.1 A petition is a call for action and the role of the Overview and Scrutiny Management Board in reviewing the petition is to ensure that consideration is given to that call for action and to review any associated decision making processes. In this particular case, the Board should consider the merits of the case made by the petitioners and determine whether recommendations should be made to give effect to the call for action.
- 4.2 In considering the petition, the following procedure, subject to the Chair's discretion, will be followed in accordance with the Council's Petition Scheme:
  1. The Chair will welcome attendees to the meeting and explain the procedure that will be followed at the meeting.
  2. The Lead Petitioner will have the opportunity to present the call for action in the petition for a period of up to fifteen minutes.
  3. Members may ask questions of the Lead Petitioner in respect of the presentation for a period of up to fifteen minutes.



4. The relevant Cabinet Member and/or officers will present the background to the issue and respond to the issues raised in the petition and the statement by the Lead Petitioner.
5. The Lead Petitioner may put questions to the Cabinet Member and/or officers for the purposes of clarification for a period of up to five minutes.
6. Members may ask questions of the Cabinet Member and/or officers.
7. Following the conclusion of questions, Members may debate the merits of the petition and the Council's position.
8. The Chair will invite Members to propose a recommendation(s) on petition, which will either support or reject the petition. In recommending either, the Board may make further recommendations to Council or Cabinet on any lessons learned from the petition or decision making process.

4.3 At the conclusion of the discussion, the Chair will advise the Lead Petitioner that formal notification of the Board's recommendation will be provided in writing within ten working days and published on the Council's website as part of the minutes.

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

5.1 If the Board were minded to support the call for action from the petition, it would be necessary to report back to Council as the decision in respect of Cedar House was taken as part of the budget setting process in March 2017. A recommendation to reverse that decision would require an amendment to the budget for the 2017-18 financial year.

5.2 No further will action will be required if Overview and Scrutiny Management Board do not support the petition.

## **6. Financial and Procurement Implications**

6.1 If the Overview and Scrutiny Management Board were minded to agree with the call for action in the petition and make a recommendation to Council to amend the budget for the 2017-18 financial year, a separate report from the Chief Finance Officer would be required for consideration by the Council.

## **7. Legal Implications**

7.1 There are no legal implications directly associated with the petition.

## **8. Human Resources Implications**

8.1 There are no human resources implications arising from this report.

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

9.1 In considering the petition, Members should seek assurances that the implications for children and young people and vulnerable adults have been addressed when any decisions in respect of Cedar House have previously been taken.

## **10. Equalities and Human Rights Implications**

10.1 Members should be mindful of equalities when considering the call for action within the petition. Section 149 of the Equality Act 2010 in particular imposes an obligation on Members to have due regard to protecting and promoting the welfare and interests of persons who share a relevant protected characteristic (such as: age; disability; gender reassignment; marriage and civil partnership; pregnancy and maternity; race; religion or belief; sex and sexual orientation).

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

11.1 The call for action within the petition does not in itself directly impact on partners or other directorates. However, if the Overview and Scrutiny Management Board were minded to support the petition, this would be present a number of issues for the Council and other organisations which would need to be addressed before any final decision by the Council. These implications would be addressed in future reports as required.

## **12. Risks and Mitigation**

12.1 As above, the call for action within the petition does not in itself directly present any risks to the Council. However, if the Overview and Scrutiny Management Board were minded to support the petition, this may present risks to the delivery of budget savings which the Council would need to review prior to making any final determination on the matter.

**change.org**

Recipient: Rotherham Council

Letter: Greetings,

Save Cedar House Rotherham United Kingdom

Cedar House is a place for people with mental health problems, alcohol/drug issues and family problems. This place is respite for people to use, for up to a week, but can be extended due to exceptional circumstances i.e medication change that has a severe reaction to the patient, affecting their mental ability. The issue with this service is that it's not utilised as much as it could be and there are many people who don't even know it exists. I know this from experience as my father has used this facility. The council was given this building to help people with mental health issues and for it not to be purchased by the public sector to gain money for the council. Now the council are attempting to sell this place and yet again the most vulnerable in Rotherham will suffer due to neglecting services. Through selling this, they would be removing the only place these people can go for this kind of help. Please sign this petition to help raise awareness of this place and stop the council from selling this respite for these people. Just found out they have given notice to Cedar house for the lease to end this September. This can still be STOPPED! we need over 2000 names to petition against it. Your help would be immensely appreciated for both patients and staff who reside there. Many thanks for your help.

Robertson Council

the change

David Gedat Horner, Robert Horner United Kingdom

Gedat Horner is a place for people with mental health problems,

alcohol/drug issues and family problems. This place is respite

and people to use, for up to a week, but can be extended due to

exceptional circumstances. Its medication change that has a severe

reaction to the patient, affecting their mental ability. The issue is

it has severe impact, not a fixed as much as it could be and there

are many people who don't even know it exists. I know this from

experience as my father has used this facility. The council was given

the building to help people with mental health issues and for them

to be protected by the public sector to get money for the council.

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cost value. The in fact when will suffer due to neglecting services

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people can go for the kind of help they need in the district. I'd like

the awareness of the place and stop the council from selling it

as it's for these people that found out they have given notice to

God - please for the lease to end this September. This can end the

2011 and next year 2010 names to be taken against it. You can

would be financially supported for both government and state who

reside there. Many thanks for your help.

**RMBC - Equality Analysis Form for Commissioning, Decommissioning, Decision making, Projects, Policies, Services, Strategies or Functions (CDDPPSSF)**

<b>Under the Equality Act 2010 Protected characteristics</b> are age, disability, gender, gender identity, race, religion or belief, sexuality, civil partnerships and marriage, pregnancy and maternity.	
<b>Name of policy, service or function. If a policy, list any associated policies:</b>	Rotherham Mental Health Crisis Accommodation Service (Rethink)
<b>Name of service and Directorate</b>	Adult Care & Housing, Neighbourhoods & Adult Services
<b>Lead manager</b>	Nathan Atkinson, Assistant Director Strategic Commissioning
<b>Date of Equality Analysis (EA)</b>	Initial EA undertaken December 2016 – February 2017. Revised October 2017.
<b>Names of those involved in the EA (Should include at least two other people)</b>	Lesley Hill, Intérim Strategic Commissioner  Andrew Wells, Head of Service – Safeguarding and Professional Practice  Kate Tufnell Head of Mental Health Commissioning

**Aim/Scope:**

The aim of this analysis is to consider any potential impact that may arise from the decommissioning of Rotherham's Mental Health Crisis Accommodation Service on the delivery of the Mental Health Urgent and Emergency Care pathway across the district. This is a service currently delivered at Cedar House, 40 Moorgate Road, Rotherham at a cost of circa £240,000 per annum (Council £190,000 and Rotherham CCG £50,000).

The Mental Health Crisis Accommodation Service in Rotherham was originally commissioned in 2005. The contract was awarded to Rethink, a national charity working in the field of mental health illness. They were commissioned to work in conjunction with the Mental Health Trust (RDaSH), who provided, in-situ, direct clinical oversight for the service. It was based on a nationally recognised model of good practice to provide an alternative to hospital admission for individuals undergoing a mental health crisis, as advocated by Mental Health National Service Framework published in 1999. Rethink were contracted to provide accommodation (4 beds) to support individuals aged 16-64 in mental health crisis for up to 7 nights, (with flexibility to extend the stay by exception) with 24 hour staffing at all times. There is zero cost to the client except for them being required to

**RMBC - Equality Analysis Form for Commissioning, Decommissioning, Decision making, Projects, Policies, Services, Strategies or Functions (CDDPPSSF)**

provide their own food. In addition the service provided an out of hour's telephone helpline on behalf of the RDaSH Crisis Team.

Changes to the service provision occurred in 2010 when the RDaSH Crisis Team relocated to the then new in-patient treatment service at Swallownest Court. Following these changes to the model the Mental Health Crisis Accommodation Service experience a reduction in the number of referrals to the service, as result the service bed occupancy rates decreased which promoted a review of the service in 2013.

In 2016/17 a further desk-top review of the service was undertaken. This review identified that the service no longer:

- Provided value for money (due to low occupancy rates and changing customer profile).
- Work exclusively with adults with a diagnosed mental illness in mental health crisis. Instead providing a service of time-limited limited accommodation for people experiencing an increase in anxiety or depression as a result of social crisis and/or relationship breakdown. This change in focus resulted in the provision of a service already commissioned with a number of other providers, at a more affordable cost.
- Provided a service in line with its original contracted purpose i.e. avoiding admission to hospital.
- Provided an out of hour's telephone helpline for the Rotherham Crisis Team.

These finding were considered by the Mental Health and Learning Disability Group in February 2017. The group concluded, that over recent years there had been significant changes to the wider mental health and Urgent / Emergency Care provision across Rotherham and that this service no longer aligned to the current pathway delivery model. It was also agreed that the service no longer provided value for money and did not fulfil its original commissioning intentions, as a direct alternative to hospital admissions for individuals' experiencing a mental health crisis.

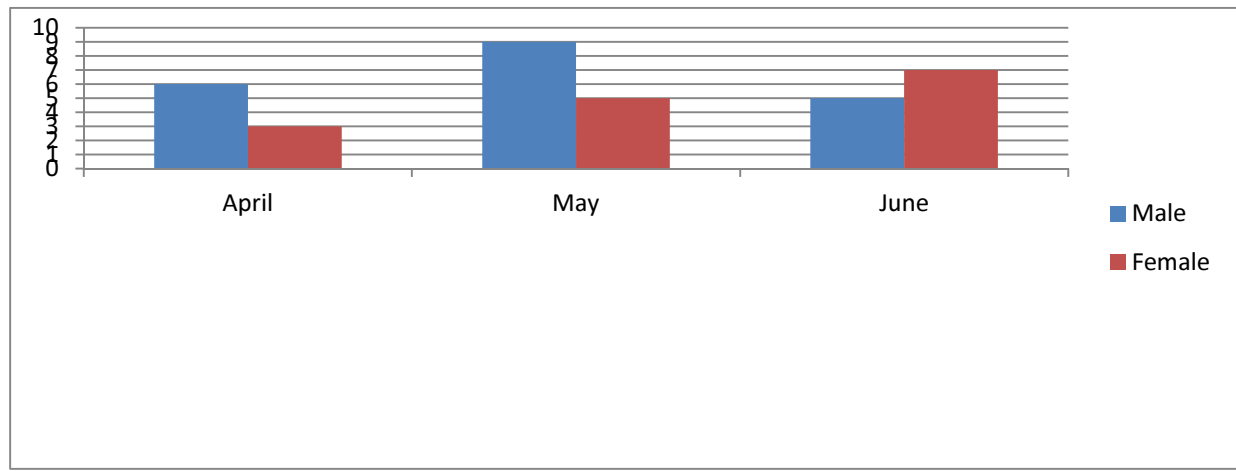
**RMBC - Equality Analysis Form for Commissioning, Decommissioning, Decision making, Projects, Policies, Services, Strategies or Functions (CDDPPSSF)**

**What equality information is available? Include any engagement undertaken and identify any information gaps you are aware of. What monitoring arrangements have you made to monitor the impact of the policy or service on communities/groups according to their protected characteristics**

Rethink routinely provides the following equality monitoring information via its contractual arrangements with the Council:

**Quarter 1, 2017/18 period:**

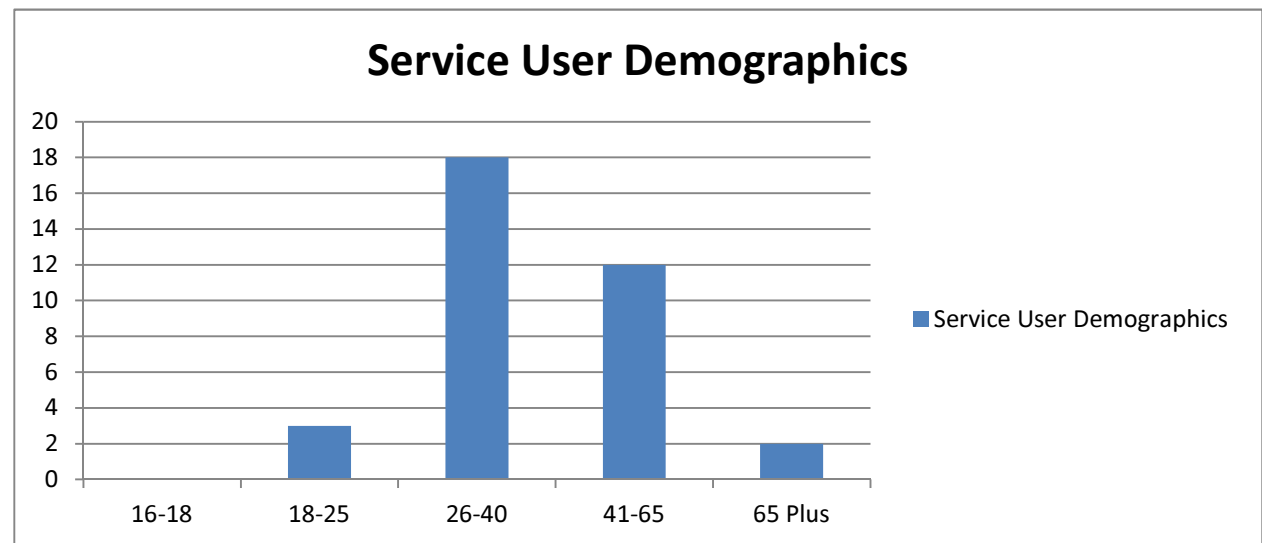
**Figure 1: Gender Demographics**



(Data source: Rethink Mental Health Illness, Rotherham Contract Report, Quarter 1, 2017/18)

- Gender split (figure1) – during this period there was a higher number of male admissions (20 males vs. 15 females).

**Figure 2: Service User Demographics**

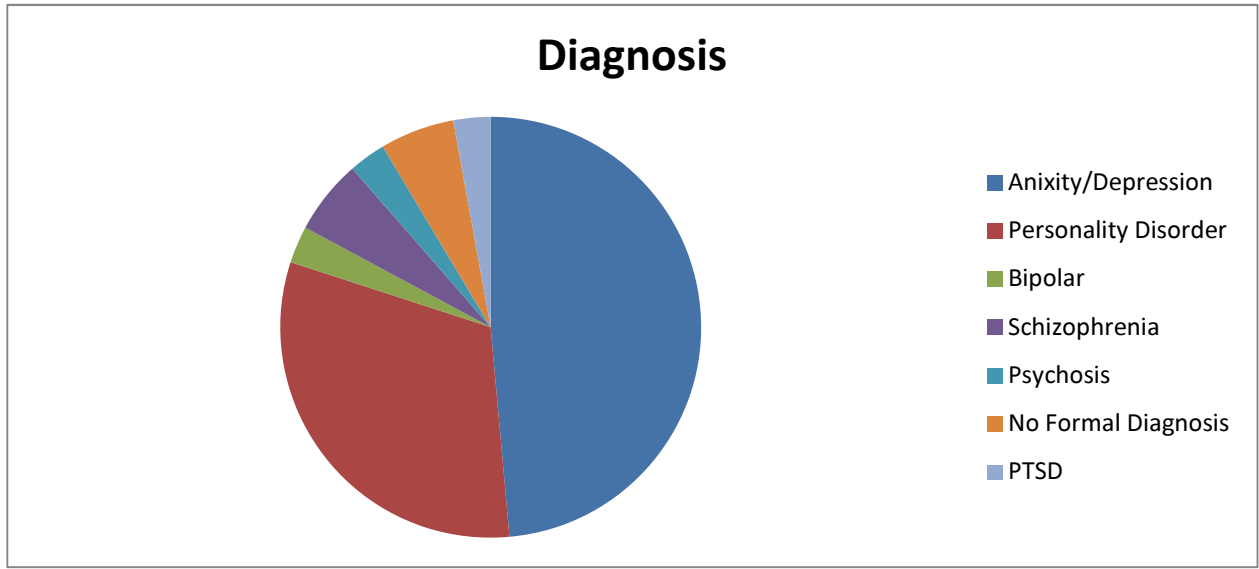


(Data source: Rethink Mental Health Illness, Rotherham Contract Report, Quarter 1, 2017/18)

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- Service user demographics (figure 2) – during this period 40 people were admitted aged between 26-65, with 3 individuals aged 18-25 and 2 individuals 65 years plus.

Figure 3:Diagnosis profile



(Data source: Rethink Mental Health Illness, Rotherham Contract Report, Quarter 1, 2017/18)

- The diagnosis profile during this period show that primarily diagnosis recorded for service users was anxiety / depression or personality disorders.

Information gap – there is a lack of equality monitoring information on wider the protected characteristics as this is not routinely collected by Rethink.



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<p><b>Engagement undertaken with customers. (date and group(s) consulted and key findings)</b></p>	<ul style="list-style-type: none"> <li>• As this service is designed to provide a short-term intervention at a time of crisis the service is only used for a short period of time. However, for those individuals who have accessed the service more than once RDaSH have worked with the individual to review their future crisis plan. These reviews have adopted a person-centred approach to work with the individual to agree their future crisis plan / support required (Quarter 2, 2017/18).</li> <li>• The Wellgate Day Support Service has undertaken a piece of work with those individuals who use their service or had accessed the service from Cedar House. The findings from this work are being used to inform the future development of a wellbeing hub model in Rotherham.</li> <li>• Further work planned to work with a cohort of individual's who regularly attend A&amp;E and other emergency services to understand their needs to inform further development of services.</li> </ul>
<p><b>Engagement undertaken with staff about the implications on service users (date and group(s)consulted and key findings) See page 7 of guidance step 3</b></p>	<ul style="list-style-type: none"> <li>• Consultation with Rethink has been undertaken throughout the review period.</li> <li>• The Council, RDaSH &amp; CCG group established to oversee the transition period prior to closure of Cedar house established (Q.2, 2017/18).</li> <li>• A referral reduction trajectory agreed by RDaSH, the Council &amp; CCG. To ensure a safe decommissioning process (Q.2, 2017/18).</li> <li>• Cedar House admission review completed by RDaSH (July 2017).</li> <li>• Internal Staff briefing / communication sent out to RDaSH staff to inform them of the changes (July 2017– ongoing)</li> </ul>

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The Analysis

**How do you think the Policy/Service meets the needs of different communities and groups?** (Protected characteristics of age, disability, gender, gender identity, race, religion or belief, sexuality, Civil Partnerships and Marriage, Pregnancy and Maternity. Rotherham also includes Carers as a specific group. Other areas to note are Financial Inclusion, Fuel Poverty, and other social economic factors).

The service was commissioned in 2005 to support people experiencing mental health crisis aged 16-64. The service is predominantly used by adults, though younger people have also safely accessed the service. The existing contract is heavily orientated to an adult of working age offer and this no longer reflects the mental health system that is moving to an all aged approach (16+). The decommissioning of this service will enable reinvestment to support the emerging all age (16+) urgent and emergency care pathway designed to support individuals experiencing a mental health crisis in their local community. Improving access to support for those aged 16+ is a key driver in this alongside an increased focus on prevention and early intervention to mitigate escalation to crisis.

**Analysis of the actual or likely effect of the Policy or Service:**

The decommissioning of Cedar House will be mitigated through alternative provision which will have sufficient capacity to cover the four person support offered at any one time by Rethink.

RDaSH will improve the routes into services for people experiencing mental ill health and provide a seamless approach that responds to the very unique needs of each person. Crisis support will be offered predominately in community settings and not at Cedar House. There is no expectation that this change to the service will increase demand for hospital care.

Over the past year resources have increased to enable the services to respond more effectively to a crisis for the wider all age profile, which include:

- Improved services for people attending the Urgent Care Centre at Rotherham Hospital.
- Improved services for people experiencing psychosis.
- Improved services for people with mental ill health accessing services out of hours.
- Improved services for people with dementia who live in the community to prevent a crisis.
- Improved services for intensive support for people with mental ill health who need crisis support in their own homes.
- RDaSH offer dementia a carer resilience service for carers which includes respite options.

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- RDaSH and Adult Care Services offer a carers assessment to support carers in mental health services in their own right
- Operating hours have improved for the Child and Adolescent Mental Health Services (CAMHS) to provide intensive support for young people

The service offered is continuing to evolve and the future developments include:

- The expansion of the Adult Mental Health Liaison Service.
- To review and develop the home treatment provision.
- The ongoing development of early intervention in psychosis and Improving Access to Psychological Therapies (IAPT).
- Development of urgent care services including social prescribing.
- Development for emergency accommodation and alternatives for people being discharged from hospital.

**Does your Policy/Service present any problems or barriers to communities or Group?**

No, but there needs to be effective communication across the system for front line workers and potential users (predominately former users) of the Cedar House service to ensure that the alternative pathways are clearly articulated. It is also imperative that the person centred crisis plans that have been produced for previous users of Cedar House are enacted.

**Does the Service/Policy provide any improvements/remove barriers? Identify by protected characteristics**

The decommissioning of this service will enable the reinvestment of funds to support the emerging all age (16+) urgent and emergency care pathway designed to support individuals experiencing a mental health crisis in their local community. There will also be an increased focus on system investment in prevention and early intervention driven by the Rotherham Accountable Care System.

**What affect will the Policy/Service have on community relations? Identify by protected characteristics**

The decommissioning of the service has raised some concerns from those individual who have previously accessed the service. Work is ongoing to ensure this group that robust person-centred crisis plans are in place to provide future support.

Please list any **actions and targets** by Protected Characteristic that need to be taken as a consequence of this assessment and ensure that they are added into your service plan.

**Website Key Findings Summary:** To meet legislative requirements a summary of the Equality Analysis needs to be completed and published.

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**Equality Analysis Action Plan**

Time Period – December 2016 – Feb 2017 / Revised October 2017

**Manager:** Nathan Atkinson, Assistant Director of Strategic Commissioning / **Service Area:** Adult Care and Housing / Telephone: 01709 823824

**Title of Equality Analysis: Rotherham Mental Health Crisis Accommodation Service Decommissioning**

Action/Target	State Protected Characteristics (A,D,RE,RoB,G,GI O, SO, PM,CPM, C or All)*	Target date (MM/YY)
Officer to collate all relevant / updated customer and service information for EA	All	End Dec 2016
Complete engagement with, stakeholders and service users, as appropriate	All	End April 2017
Inform service users and stakeholders that the contract is coming to an end following numerous extensions.	All	May 2017
Referral reduction trajectory to be agreed and implemented	All	Q.2, 2017/18
Establish a process of crisis plan review	All	Q.2, 2017/18
<b>Name Of Director who approved Plan</b>		<b>Date</b>

\*A = Age, C= Carers D= Disability, G = Gender, GI Gender Identity, O= other groups, RE= Race/ Ethnicity, RoB= Religion or Belief, SO= Sexual Orientation, PM= Pregnancy/Maternity, CPM = Civil Partnership or Marriage.

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Website Summary – Please complete for publishing on our website and append to any reports to Elected Members, SLT or Directorate Management Teams

Completed Equality Analysis	Key findings	Future actions
<p><b>Directorate:</b> Adult Care &amp; Housing</p> <p><b>Function, policy or proposal name:</b> Rotherham Mental Health Crisis Accommodation Service (Cedar House, Rethink)</p> <p><b>Function or policy status:</b> Service Decommissioning</p> <p><b>Name of lead officer completing the assessment:</b> Lesley Hill /Andrew Wells / Kate Tufnell</p> <p><b>Date of assessment:</b> Initial EA completed December 2016 -17 Revised October 2017</p>	<p><u><b>Findings December 2016-February 2017</b></u></p> <p>The service was commissioned in April 2005, with the intension of it being used as an alternative to hospital admission or home treatment for residents of Rotherham undergoing a mental health crisis in a non-medical supportive, therapeutic and non-stigmatising environment.</p> <p>To be mindful of and give consideration to potential equality impacts arising from the proposed decommissioning of Rotherham’s Mental Health Crisis Accommodation Service</p> <p>The role of the Crisis Team is to respond to the crisis, an important function is to "gate keep" the hospital beds to avoid unnecessary admissions. They are currently able to refer to the Home</p>	<p><u><b>Findings December 2016-February 2017</b></u></p> <p>Ensure all of the Authorities legal requirements in relationship to the covenant are actioned.</p> <p>Consultation and engagement with stakeholders and service users</p> <p>Ensure stakeholders, including elected members and service users are engaged and informed in and of the process.</p> <p>Since 2014 all areas were required to develop a multi-agency action plan to outline which services are in place for people in a mental health crisis, under the Crisis Care Concordat. The Rotherham Accountable Care System is currently reviewing the concordat. The concordat is being considered when developing new pathways and referral roots into and</p>

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<b>Completed Equality Analysis</b>	<b>Key findings</b>	<b>Future actions</b>
	<p>Treatment Team, Crisis Accommodation, and provide advice/signposting to other services or the other community treatment teams for follow up. They manage out of hours admissions to the in-patient unit where necessary and liaise with the criminal justice system. People not open to services that do and can present in crisis in A&amp;E are assessed by the Mental Health Liaison Service who operate from the District Hospital.</p> <p>Work to be undertaken with RDaSH and the Council’s in-house Community Mental Health Social Workers to ensure a comprehensive, seamless, service delivery offer is developed and implemented to keep people experiencing an episode of increased mental ill-health well in their own home or alternative emergency accommodation.</p> <p>This is a working document which will be updated regularly with progress, issues risks arising and mitigating actions.</p>	<p>between RDaSH, RCCG and the Council’s in-house Community Mental Health Social Workers.</p> <p>Ensure appropriate support is identified and provided to support carers of people experiencing an episode of increase mental ill-health. There is a potential increased risk of carer/family breakdown leading to homelessness if individuals and their families are unable to access appropriate support in crisis.</p> <p>This may also occur if people are placed out of area.</p> <p>Awareness rising through a communication strategy of the alternative arrangements to meet the needs of individuals having an episode of heightened mental health need</p> <p>Develop the appropriate protocol/pathway with housing colleagues to ensure individuals experiencing an extreme heightened state of mental ill health due</p>

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Completed Equality Analysis	Key findings	Future actions
		<p>to inappropriate, unsafe housing issue/homelessness</p> <p><b><u>Revised October 2017</u></b></p> <p>Feedback from customer engagement is to be used to further inform the development of the mental health emergency care and urgent pathway.</p> <p>Workshop(s) to be held to explore opportunities for developing a wellbeing hub model in Rotherham.</p>

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## Summary Sheet

### Overview Scrutiny and Management Board Report – 22 November 2017

#### Report Title:

Residential and Nursing Care Home Provision in Rotherham

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

No

#### Strategic Director Approving Submission of the Report

Anne Marie Lubanski – Strategic Director of Adult Care and Housing

#### Report Author(s)

Nathan Atkinson – Assistant Director for Strategic Commissioning

Jacqueline Clark – Head of Adults Commissioning for Prevention and Early Intervention

#### Ward(s) Affected

All

## Summary

This report has been prepared in response to a request by the Overview and Scrutiny Management Board. The content focuses on the current and projected position with regard to residential and nursing care home provision in Rotherham across all client groups.

The report contains details of the current and projected population levels and the projected population of older people and people who have a learning disability, physical disability or mental ill-health who are aged 18 to 64 years.

The report sets out the position of the care home market and describes the present and future challenges as well as presenting opportunities.

## Recommendation

That the report be noted.

## List of Appendices Included

None

## 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

## Residential and Nursing Care Home Provision in Rotherham

### 1. Introduction

- 1.1 This report has been prepared in response to a request by the Overview and Scrutiny Management Board. The content focuses on the current and projected position with regard to residential and nursing care home provision in Rotherham across all client groups.
- 1.2 The report contains details of the current and projected population levels and the projected population of older people and people who have a learning disability, physical disability or mental ill-health who are aged 18 to 64 years.
- 1.3 The report sets out the position of the care home market and describes the present and future challenges as well as presenting opportunities.

### 2. Demographic Background

#### 2.1 Rotherham Population (all age):

2014-based population projections by ONS project Rotherham's population in 2016 to have been 261,400 and 262,200 in 2017. The population is expected to reach 269,100 by 2025. The projected increase reflects a combination of rising life expectancy, continued natural increase (more births than deaths) and net migration into the Borough.

Table: Rotherham Population aged 18-64, projected to 2035:

	2017	2020	2025	2030	2035
<b>Total population - all ages</b>	262,200	264,900	269,100	272,600	275,700
<b>% increase on previous estimate</b>		1.1%	1.6%	1.3%	1.2%

#### 2.2 Rotherham population by age:

The numbers of people under the age of 65 are expected to decrease over the next 3 years and will continue to decrease over the consequent 15 years

Table: Rotherham Population aged 18-64, projected to 2035:

	2017	2020	2025	2030	2035
<b>Total population aged 18-64</b>	<b>154,600</b>	<b>154,000</b>	<b>152,200</b>	<b>150,700</b>	<b>149,100</b>
<b>Compared with previous estimate</b>		<b>-600</b>	<b>-1,800</b>	<b>-1,500</b>	<b>-1,600</b>

The increasing numbers of people over 65 over the same period indicates the potential for growing dependency on formal services as the population that would ordinarily offer informal support reduces. In 2020 the numbers of people aged 65 and over will stand at 53,700, which is 20.2% of the total population and by 2035 this figure will increase to 25%.

Table: Rotherham Population aged 65 and over, projected to 2035:

	2017	2020	2025	2030	2035
<b>Total population 65 and over</b>	<b>51,300</b>	<b>53,700</b>	<b>58,400</b>	<b>64,300</b>	<b>69,400</b>
<b>Compared with previous estimate</b>		<b>+2,400</b>	<b>+4,700</b>	<b>+5,900</b>	<b>+5,100</b>

### 2.3 Rotherham Population by Disability:

The number of people under the age of 65 with physical disability, learning disability and mental ill-health are not expected to increase in number in significant amounts or are predicted to decrease.

#### 2.3.1 Physical Disability:

Table: People aged 18-64 predicted to have a moderate or serious physical disability, by age, projected to 2035 in Rotherham:

Year	2017	2020	2025	2030	2035
<b>Total population aged 18-64 predicted to have a serious physical disability</b>	<b>3,765</b>	<b>3,809</b>	<b>3,813</b>	<b>3,710</b>	<b>3,523</b>
<b>Compared with previous estimate</b>		<b>+44</b>	<b>+4</b>	<b>+103</b>	<b>-187</b>

#### 2.3.2 Learning Disability:

Table: People aged 18-64 predicted to have a moderate or severe learning disability, and hence likely to be in receipt of services, by age in Rotherham:

Year	2017	2020	2025	2030	2035
<b>Total population aged 18-64 predicted to have a moderate or severe learning disability</b>	<b>853</b>	<b>850</b>	<b>844</b>	<b>843</b>	<b>839</b>
<b>Compared with previous estimate</b>		<b>+3</b>	<b>-6</b>	<b>-1</b>	<b>-4</b>

#### 2.3.3 Mental Health:

Table: People aged 18-64 predicted to have a mental health problem, by gender, projected to 2035 in Rotherham:

Year	2017	2020	2025	2030	2035
<b>People aged 18-64 predicted to have two or more psychiatric disorders</b>	<b>11,127</b>	<b>11,090</b>	<b>10,958</b>	<b>10,850</b>	<b>10,719</b>
<b>Compared with previous estimate</b>		<b>-37</b>	<b>-132</b>	<b>-108</b>	<b>-131</b>

## 3. The Rotherham Care Home Market

3.1 The range and type of care home provision in Rotherham is currently meeting demand. The Rotherham care home market supports people who are placed by; the Council, other local authorities and older people who choose to enter into residential care independently and who self-fund their care.

3.2 There are a total of 77 registered care homes supplying a total of 2,214 beds to meet a range of customer needs. The total annual spend in 2016/17 on these cohorts was £26.5m. In year spend is projected at £23.9m after Better Care Fund contribution.

Table: The table below shows care home provision broken down by customer group:

<b>Care Home by Client Group</b>	<b>Number of Locations</b>	<b>Number providing Nursing Care</b>	<b>Number of Beds</b>
Older People	38	15	1782
Learning Disability	37	06	375
Physical Disability	01	01	27
Mental ill Health	01	01	30
<b>Total</b>	<b>77</b>	<b>22</b>	<b>2,214</b>

### 3.3 Older People's Care Home Capacity:

There is a total capacity of 1782 beds in Rotherham care homes which support older people (65+). There is a fluctuating vacancy factor of around 12.5%.

3.4 Occupancy figures indicate an over-supply of residential and residential Elderly Mentally Infirm (EMI) care beds and an undersupply of nursing care provision. Since December 2013 the Rotherham care home market has reported a gradual reduction of nursing bed capacity. There has been a reduction of around 25% (174 beds) as a number of providers deregistered their nursing provision with the regulator. The reason care home providers frequently gave for deregistering nursing care provision was that they were unable to employ or retain qualified nurses and were required to pay excessive agency fees to secure qualified staff and were unable to sustain the service.

3.5 Given the increasing longevity and complexity of the needs of older people the requirement for care homes that provide nursing care is expected to rise. There are around 6.5 admissions per month (including short stays) to care homes that provide standard nursing care or nursing care for the Elderly and Mentally Infirm.

Table: Showing the vacancies in older peoples care home provision as at October 2017.

<b>Care Type</b>	<b>Vacancies</b>	<b>Sub Total</b>
Nursing	24	44
Nursing EMI	20	
Residential	58	180
Residential EMI	122	
<b>Total</b>		<b>224</b>

3.6 Both the Council and our health partners require an adequate level of care home capacity at times of surge i.e. when there is a high activity of hospital discharges, planned or unplanned provider exit and in situations where embargoes are applied at poor quality care homes. Whilst there are no concerns in respect of residential care for older people the capacity of nursing care is causing concern. As demand rises and capacity decreases nursing care premiums will be applied by the market which is a cause for concern for our health colleagues.

## 3.7 Learning Disability Care Home Capacity:

There is a total capacity of 385 beds in care homes which support people under the age of 65 with learning disability (LD) and associated physical disabilities, mental ill-health and sensory impairment.

Care Type	Vacancies	Sub Total
LD Residential	19	19
Residential Nursing	04	04
<b>Total</b>		<b>23</b>

3.8 Occupancy in learning disability care homes is stable, though there have been 4 admissions of people under the age of 65 who have a learning disability during this financial year (April to October 2017).

3.9 There are no concerns around residential care and nursing care capacity for people who require specialist support as a result of a learning disability as the borough have a very high number of options.

## 3.10 Physical Disability and Mental ill Health Care Home Capacity:

There is a total capacity of 27 beds in specialist care homes which support people under the age of 65 with complex physical disabilities (i.e. Huntington's disease) and acquired brain injury.

## 3.11 Mental ill-health Care Home Capacity:

There is a total capacity of 30 care home beds which support people under the age of 65 who are experiencing mental ill-health.

#### 4. The cohort of residents in care homes

4.1 As of October 2017 there are a total of 1062 people aged 18 and over residing in care homes in Rotherham and who are funded by the Council. Of the 1,062 people currently residing in a care home, the care home by care type is represented as:

- Residential care = 602 (56.69%)
- Residential EMI = 265 (24.95%)
- Nursing Care = 116 (10.92%)
- Nursing EMI = 79 (7.44%)

4.2 Of the 1,062 people currently residing in a care home their primary support reason is represented as:

- Physical support = 622 (58.57%)
- Learning Disability support = 165 (15.54%)
- Mental Health support = 114 (10.37%)
- Memory or cognition support = 133 (12.52%)
- Sensory support and social support = 28 (2.64%)

4.3 October 2017 figures show that there has been a reduction by 15% in the number of people living in care homes reported in the same period in 2015/16 of 1,250 people.

4.4 People living in a care home aged between 18-64 years:

Currently of the 1062 people residing in care homes, 236 (22.2%) are aged between 18-64 years. The breakdown by service type delivered to each of the 236 people is:

- Residential Care = 195 (82.63%)
- Residential EMI = 3 (1.27%)
- Nursing 36 = (15.25%)
- Nursing EMI 2 = (0.85%)

4.5 Of the 236 people residing in a care home aged between 18-64 years 26% have lived there in excess of 10 years. There are:

- 149 people with a primary support reason of learning disability of which 137 have lived in a care home for 2 years or more and 49 have lived in a care home in excess of 10 years.
- 52 people with a primary support reason of mental ill-health of which 37 have lived in a care home for 2 years or more and 7 have in a care home in excess of 10 years.
- 31 people have a primary support reason of physical disability of which 22 have lived in a care home for 2 years or more and 4 have lived in a care home in excess of 10 years.

4.6 There are relatively high numbers of people under the age of 65 living a care home with a learning disability and who live there for periods in excess of 10 years. These figures indicate a high level of dependency on residential care. Alternative models of care and support are being developed i.e. Supported Living and Shared Lives. These alternatives will offer people a greater opportunity to develop independent living skills and reach their potential which cannot be achieved in a residential care model.

4.7 Of the 826 current people residing in a residential placement and are aged over 65 the primary support reason is broken down as:

- Physical support = 591 (71.55%)
- Learning disability support = 20 (2.42%)
- Mental health support = 62 (7.5%)
- Memory or cognition support = 130 (15.74%)
- Sensory support and social support = 23 (2.78%)

4.8 Of the 853 people residing in a care home who are aged over 65 years there are:

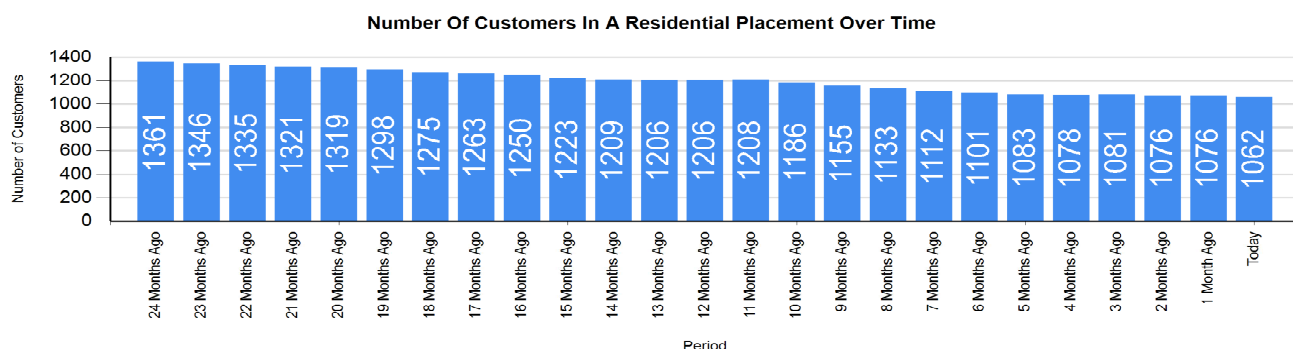
- 309 (36%) who have lived there for less than 2 years
- 206 (24%) have lived there for 2-3 years
- 308 (36.5%) who have lived there for periods of between 3 to 10 years.
- 30 (3.5%) who have lived there in excess of 10 years.

4.9 The above figures indicate that 40% of people aged 65 and over who enter residential care remain there for a long duration. This may indicate that they were admitted early in process of their deterioration and opportunities to prevent reduce or delay their dependency were missed.

## 5. Reduction in numbers supported to live in care homes

5.1 Over the past 2 years the number of Rotherham people supported to live care homes has reduced by 22% from 1361 to 1062 (all client groups). This reduction is attributable to the older care home population, as the under 65 care home population is relatively static. Attrition rates and a trend in the reduction in of admission into care homes since April 2016 would account for this reduction.

5.2 The Council's focus on keeping people at home has meant this has increase of 10% on the number of people receiving home care service and 15% increase in the hours delivered. There has been a 50% increase in the number of people receiving a night visiting.



## 6. Admission to Rotherham care homes (all age) in the current financial year (April to October 2017)

6.1 From April 2017 there have been 126 admissions into Rotherham care homes which is an average of 18 admissions per month. Of these 110 (87%) are attributable to the older population and primary support reasons are given by the Independent Living and Support service as:

- 73 (58%) = Physical disability
- 29 (23%) = Memory/cognition
- 12 (9.5%) = Physical support with access and mobility
- 4 (3%) = Mental Health
- 4 (3%) = Learning disability
- 2 (1.5%) = Social isolation
- 2 (1.5%) = Sensory support



6.2 Further detailed scrutiny of each case would assist in understanding whether alternatives to care home placements were fully considered. Where a primary support reason is recorded as 'physical support with access and mobility', 'social isolation' and 'sensory support' raises the question of whether adaptations, assistive technology and community assets to support people who are experiencing social isolation and whether these options were either considered or available.

## 7. Admission into Rotherham care homes as a 'short stay'

7.1 During the current financial year (April to October 2017) there were 316 people who were or have been in a 'short stay' placement in a care home. A 'short stay' is defined as a duration of 4 weeks and is implemented in situations where people are not able to benefit from rehabilitation service i.e. intermediate care, reablement at home or when a social reason prevents their remaining at home or returning to their home.

7.2 Of 316 people who had a 'short stay' placement:

- 66 (21%) people were placed by the hospital social work team to provide continuing support which could not be provided at their own home
- 218 (69%) people who ended the service had spent an average of 12.5 weeks in a care home.

Table: The table below shows the length of the 'short stay' service for customer's whose service ended during the period April to October 2017.

Length of time in 'short stay' placement	Number of people in short term placement	Percentage
0-1 Months	88	40%
1-2 Months	17	8%
2-3 Months	13	6%
4-6 Months	26	12%
7-9 Months	18	8%
10-12 Months	17	8%
13-18 Months	21	10%
18-24 Months	11	5%
2-3 Years	7	3%
<b>Grand Total</b>	<b>218</b>	

7.3 Of the 218 people who had had a 'short term' placement, 113 (51%) returned home after a short term placement. According to Bolton (March 2017)<sup>1</sup> The proportion of patients who return home after a short term period (no more than 6 weeks) in a residential care bed should be close to 75%.

<sup>1</sup> Bolton J et al, Six Steps to Managing Demand – a performance management approach. IPC

- 7.4 The customer journey for 220 people who completed a 'short stay' in a care home has been examined. Of the 220 people:
- 67 (30%) remained in long term residential care,
  - 107 (48%) had no further service,
  - 14 (6%) went on to receive home care,
  - 2 (1%) went onto receive reablement service,
  - 6 (2%) went into a nursing care placement,
  - 30 (13%) other community service.
- 7.5 The figures show that around a third (31%) of people remain in long term care following an intended 'short stay'. In a recent published report by the Institute of Public Care<sup>2</sup> it is estimated that about one third of the direct permanent admissions to residential care from acute hospital beds are avoidable. The weekly cost to the Council of customers in a 'short stay' care home placements is in the region of £60,000 per week.

## 8. Performance

- 8.1 Performance against targets is measured as:

*The number of people in a residential or nursing placement and per 100,000 head of population*

In line with the principles that lower numbers of people residing in care homes is positive. When compared to other local authorities, Rotherham was ranked 20<sup>th</sup> highest out of the 152 Local Authorities in England (2015/16) with a figure of 610.46. Rotherham performs poorly in comparison to the Yorkshire and Humber Region as a whole whose figure is 517.20 and compared with our neighbouring authorities of Barnsley (524.69), Doncaster (586.44), and Sheffield (480.29). (ref: SALT Return 15/16). Rotherham's current figure is 519.49 an improvement to the figure reported in 2015/16.

- 8.2 ASCOF 2B Measure - The proportion of people (65+) still at home 91 days after discharge into rehabilitation.  
The percentage and numbers captured within the 3 month sample cohort have been historically low (less than 2%), but planned changes are expected to improve the Rotherham offer this year to closer to the stretch 2.5% target.
- 8.3 All age numbers of new permanent admissions to residential/nursing care for adult's measure:

The Council's approach is to reduce admissions across all age groups to permanent 24-hour care and focus on supporting people into living independently in the community. Rotherham is struggling to meet the target objective to keeping people in their own homes for as long as possible.

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<sup>2</sup> [https://ipc.brookes.ac.uk/publications/six\\_steps\\_to\\_managing\\_demand\\_exec\\_summary.html](https://ipc.brookes.ac.uk/publications/six_steps_to_managing_demand_exec_summary.html)

	Target	2016-17	Q1 17-18	Q2 17-18
All age numbers of new permanent admissions to residential/nursing care for adults	315	356	76	148

- 8.4 All age total number of people supported in residential/nursing care for adults  
Performance shows that this measure has been off track for the last 2 quarters (Q1 - 1,091 and Q2 - 1,101), against a target of 1,000 (lower is better).

	Target	2016-17	Q1 17-18	Q2 17-18
All age total number of people supported in residential/nursing care for adults	1000	1111	1091	1101

- 8.5 There are 2 local metrics within the improved better care fund:

*The increase in number of people receiving a reablement package* – performance has been poor but is expected to improve as a result of an increase in capacity in the reablement service.

*Reduction in length of time awaiting for a social care assessment* – although reported as no change, performance in Quarter 2 was maintained despite a 25% increase in assessments.

## 9. Finance

- 9.1 42% of the adult social care budget is spent on residential and nursing. Adult Care and Housing are currently forecasting a £2.6m overspend (2017/18) on care home services. The forecast overspend is after including £3.4m Improved Better Care Fund contribution and is mainly due to budget savings that have yet to be delivered plus demographic pressures including transitional placements from children's.

Table: Adult Services Budget Monitoring Report September 2017:

Service	Expenditure Annual Budget £000	Income Annual Budget £000	Net Annual Budget £000	Forecast Variation £000	Forecast Net Spend £000
<b>Learning Disabilities</b>					
Direct Services Residential Care	1,280	(139)	1,141	234	1,375
Independent Sector Residential & Nursing Care	8,241	(2,800)	5,441	710	6,151
<b>Learning Disabilities Total</b>	<b>9,521</b>	<b>(2,939)</b>	<b>6,582</b>	<b>944</b>	<b>7,526</b>
<b>Mental Health</b>					
Independent Residential & Nursing Care	1,582	(449)	1,132	1,289	2,421
<b>Mental Health Total</b>	<b>1,582</b>	<b>(449)</b>	<b>1,132</b>	<b>1,289</b>	<b>2,421</b>
<b>Older People</b>					
Direct Provision Residential & Nursing Care	5,186	(2,613)	2,572	(54)	2,518
Independent Sector Residential & Nursing Care	26,231	(16,543)	9,688	166	9,854
<b>Older People Total</b>	<b>31,417</b>	<b>(19,156)</b>	<b>12,260</b>	<b>112</b>	<b>12,372</b>
<b>Physical &amp; Sensory Disabilities</b>					
Independent Sector Residential & Nursing Care	1,598	(313)	1,285	303	1,588
<b>Physical &amp; Sensory Disabilities Total</b>	<b>1,598</b>	<b>(313)</b>	<b>1,285</b>	<b>303</b>	<b>1,588</b>
<b>Net Revenue Forecast - Adult Services</b>	<b>44,118</b>	<b>(22,857)</b>	<b>21,259</b>	<b>2,648</b>	<b>23,907</b>

9.2 The contracted weekly fees paid by the Council to the independent sector care home providers supporting older people are not negotiable. Fees are predetermined and revised annually to keep pace with inflation. All other care types supporting learning disability, physical disability and mental ill health are priced to meet individual need and are therefore negotiated with providers. The commissioning methodology undertaken on behalf of clients other than older people has created a wide variance in the level of fees. The average cost of a:

- Learning disability placement is £1,132 per week,
- Mental health placement is £632 per week and
- Older Person's placement is £ 463 per week.
- Physical and Sensory Disability placement is £771 per week

9.3 The average cost of a learning disability placement at £1,132 per week is 60% higher than the average weekly cost of care for an older person and 45% higher than the average cost of a mental health placement.

## 10. Key Points and Challenges

### 10.1 The data contained within this report demonstrates:

- The increasing numbers of people over 65 in residential care indicates the potential for growing dependency on formal services as the population that would ordinarily offer informal support reduces.
- There are no concerns in respect of capacity of residential type care for older people.
- The capacity of nursing care is causing concern.
- As demand rises and capacity decreases high nursing care premiums will be applied by the market which is a cause for concern for our health colleagues.
- There are no concerns around residential care and nursing care capacity for people who require specialist support as a result of a learning disability.
- October 2017 figures show that there has been a reduction by 15% in the number of people living in care homes on reported figures in 2015/16.
- There are relatively high numbers of people under 65 living a care home with a learning disability and who have lived there for periods in excess of 10 years. These figures indicate a high level of dependency on residential care for this client group.
- 40% of people aged 65 and over who enter residential care remain there for a long duration. This may indicate that they were admitted early in process of their deterioration and opportunities to prevent reduce or delay their dependency were missed.
- The Council's focus on keeping people at home has meant an increase of 10% on the number of people receiving home care service and 15% increase in the hours delivered. There has been a 50% increase in the number of people receiving a night visiting.
- Whether adaptations, assistive technology and community assets to support people to remain in the community are considered or available is questionable.
- Relatively low numbers of people return home after a 'short term' placement.
- Around a third (31%) of people remain in long term care following an intended 'short stay'.
- The average cost of a learning disability placement at £1,132 per week is 60% higher than the average weekly cost of care for an older person and 45% higher than the average cost of a mental health placement.

10.2 The Councils objective to prevent, reduce and delay admission to residential care will be facilitated by a strengths based approach utilised in the assessment and review of adults requiring support to achieve their optimum level of independence. For those who are able to remain at home in the community, alternative care and support options will need to be commissioned. This will be challenging due to the fiscal climate with some £26.5m of the Adult care budget 'locked in' to residential and nursing care home services and increased levels of complexity.

10.3 There are steps the Council can take to address the aforementioned challenges through:

- Resolving problems at the front door and the initial point of contact at every opportunity – Single Point of Access
- Managing demand from the Rotherham NHS Foundation Trust
- Timely targeted and effective reablement services
- Increase the effectiveness of intermediate care,
- Avoid over prescription of care (i.e. 'short stays')
- Understand how services are costed and challenge providers on high cost especially learning disability provision via Brokerage (newly developed service);
- Develop a workforce with clear aspirations to maximise the independence of all those who need services and ensure that all opportunities to maximise independence are promoted – strengths based and focused on the outcomes;
- Reduced the discrepancy in the support offered by Children's & Young People's Services and adult social care to improve the transitional period and ensure a greater match in meeting needs;
- Develop supported living, shared lives and extra care models to maximise independent living opportunities and alternatives to residential care;
- Develop a clear strategy for the support of people with more complex needs, including the role and nature of day care (and associated transport);
- Work with providers to ensure they are helping people to attain the skills that enable them to live more independent lives;
- Implement short-term interventions for people from the community by increasing community assets.
- Sustain and support unpaid carers
- Increase the use of Assistive Technology
- Increase rehabilitation/recovery models

10.3 Whilst the Council is committed to reducing the overall proportion of people living in residential and nursing Care; the Council will continue to support good quality residential and nursing care where this is the most appropriate option. Wherever possible we will promote reablement, rehabilitation and recovery models which support people to return or remain in the community.

## **11. Financial and Procurement Implications**

11.1 The report details the financial implications regarding expenditure on residential and nursing care within section 9.0.

## **12. Legal Implications**

12.1 There are no legal implications arising from the content of the report.

**13. Human Resources Implications**

- 13.1 There are no human resource implications for the Council arising from the content of the report.

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

- 14.1 The report concerns people aged over 18 in receipt of care and support from the Council following an assessment. There are no direct implications for Children & Young People as the report does not specifically cover that cohort. However, the points raised in section 10.0 above acknowledge the need to embed strengths based approaches to social work assessment and to provide alternative provision to residential/nursing care to promote independence. This will impact on young people transitioning into Adult Care.

**15. Equalities and Human Rights Implications**

- 15.1 There no equalities or human rights implications arising from the content of the report.

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

- 16.1 The primary impacts with regard to the adult cohort referenced in the report will be to the Council and the wider budget. There will be a natural interface with health colleagues regarding people residing in nursing homes and for specialist residential services for people with a learning disability or experiencing mental ill-health. The need to deliver a different model of care to increase independence and provide value for money will necessitate a whole system approach captured within the Better Care Fund and the Integrated Health and Social Care Plan. This will cover all cohorts and includes short term as well as longer term provision.

**17. Risks and Mitigation**

- 17.1 The extensive use of residential care is a safe option in terms of mitigating risks of care needs not being met for people in receipt of services. However, the model does not promote independence and there is evidence that historical placements may have been made too early and that the Council has previously had an over reliance on residential care. This can be mitigated through the increased use of strength based assessments and effective development of alternative models of provision such as shared lives or supported living.
- 17.2 There is a financial risk with regard to 42% of the budget being effectively spent on residential provision in terms of long term financial viability, particularly for the under 65 cohort. There are a number of initiatives proposed regarding learning disabilities and also for mental health services that will grow alternative provision to residential care and enable people to live more independently.

## Summary Sheet

### Council Report

Overview and Scrutiny Management Board – 22 November 2017.

### Title

Alignment of the Asset Management Policy and Strategy to the Medium Term Financial Strategy

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

No.

### Strategic Director Approving Submission of the Report

Damien Wilson, Strategic Director of Regeneration and Environment.

### Report Author

Louise Murray, Strategic Asset Manager

### Ward(s) Affected

All

## Executive Summary

This report details the various key elements and objectives of the Asset Management Policy and Strategy and the Medium Term Financial Strategy, how they align in the delivery of the Council's corporate objectives and transformation plans and in addition how they support effective budget management.

### Recommendation

That the linkages between the Asset Management Policy and Strategy and the Medium Term Financial Strategy are noted.

### List of Appendices Included

Appendix A - Asset Management Policy and Strategy – 2017 to 2025.

Appendix B – Exempt Financial Information

### Background Papers

Asset Management Policy and Strategy 2017 – 2025, Cabinet and Commissioners' Decision Making Meeting, 15<sup>th</sup> May 2017.

Medium Term Financial Strategy 2016 – 2019, Cabinet and Commissioners' Decision Making Meeting, 23<sup>rd</sup> February 2016.



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

None

**Council Approval Required**

No

**Exempt from the Press and Public**

*An exemption is sought for Appendix B under paragraph 3 (Information relating to the financial or business affairs of any particular person (including the authority holding that information)) of Part I of Schedule 12A of the Local Government Act 1972 is requested, as this report contains sensitive commercial information with regards to the potential acquisition of land and negotiation strategy which could disadvantage the Council if the information were to be made public.*

*It is considered that the public interest in maintaining the exemption would outweigh the public interest in disclosing the information, as the parties' commercial interests could be prejudiced by disclosure of this commercial information.*

## **Alignment of the Asset Management Policy and Strategy to the Medium Term Financial Strategy**

### **1. Recommendation**

- 1.1 That the linkages between the Asset Management Policy and Strategy and the Medium Term Financial Strategy are noted.

### **2. Background**

- 2.1 The Asset Management Policy and Strategy 2017 to 2025 was approved at the Cabinet and Commissioners' Decision Making Meeting on 15<sup>th</sup> May 2017. It was agreed at that meeting that an update report would be submitted to the Overview and Scrutiny Management Board in November 2017 detailing the links between the Policy and Strategy and the Medium Term Financial Strategy.
- 2.2 The Asset Management Policy and Strategy contains five over-arching objectives:
- Objective 1: Enabling delivery of the Council's services and priorities.
  - Objective 2: Supporting Economic Growth, Housing Growth and Town Centre Regeneration.
  - Objective 3: Maximising the opportunities that are available through the adoption of "one public estate".
  - Objective 4: Developing growth income from commercial/non-operational activities.
  - Objective 5: Maximising the range of benefits through the commissioning of property projects and property services.
- 2.3 The Strategy also includes the expected outputs for each objective and the high level actions which will be taken to deliver them. The detailed Action Plan is in the process of being completed and the three documents – the Policy, the Strategy and the Action Plan – will together form the Asset Management Plan (AMP).
- 2.4 The Asset Management Plan will provide overall guidance in respect of the wide range of assets held by the Council, delivering a framework for officers and members to be aware of when considering potential options. This will be particularly useful when decisions are required as part of the Operational and Non-Operational Property Reviews. The Plan also sets the overall direction the Council intends to take in respect of its assets during the period of the Plan.
- 2.5 The Medium Term Financial Strategy (MTFS) sets the financial direction the Council intends to take in the medium term, that is, over the next three years. It details the framework for understanding the challenges the Council faces and looks at options for how these challenges can be met. The AMP is relevant to the following MTFS objectives.

- Plan to increase housing, inward investment and jobs growth, to contribute towards income growth.
- Seek to work with partners and stakeholders to reduce our underlying cost base.
- Seek opportunities to generate more income responsibly, to replace lost government grant.

Indeed, the ten year vision states that the Council will become more entrepreneurial, using all its assets including property, land, buildings and people to earn money from willing purchasers and customers.

In addition a number of AMP commitments are referenced in the MTF5. the redevelopment of Rotherham Town Centre.

- the creation of a housing company with properties let and sold on different tenures to reach a wide market.
- the asset transfer of community facilities to local management.
- increase the council tax and business rates receipts through growth.
- Intervening where there is market failure.

2.6 Alongside the focus on asset management and financial planning sits the growth agenda and the requirement for transformation funding to deliver the regeneration and growth essential to the Borough. The Council is working closely with the Sheffield City Region to obtain funding to enable this, recent successes being funding obtained for the acquisition of Forge Island, a key site in the redevelopment of the town centre and for highways works on the A618 Growth Corridor. The regeneration opportunities available require intervention as the market, in some instances, is unable to deliver and this will require some funds to be made available. Such funds can be generated, at least in part, from an asset rationalisation process, releasing capital receipts to fund capital projects. This requires joint working between Asset Management and Finance and a good understanding of the plans for the future in this regard. These are now outlined in the AMP and more detail will be added, ensuring that projects are taken forward as appropriate and when funding is likely to be available. Such projects will also be key generators of additional prosperity in the Borough, including both capital receipts and additional revenue from New Homes Bonus, Business Rates and Council Tax.

2.7 Good asset management and successful financial planning are closely linked, with one supporting the other. This is especially important in the current financial climate where the maximisation of capital receipts and investment returns can make a significant difference to the financial position of the organisation. Assets are held for many reasons – for operational purposes, as investments or to support the community, amongst others – no matter the reason, it is increasingly apparent that assets must be reviewed regularly, asset values maximised and they must be put to their best use in the delivery of the Council's corporate objectives.

- 2.8 The Asset Management Plan and Medium Term Financial Strategy align, interact and support the Council's corporate objectives, the financial needs of the Authority and the growth agenda in the following ways:
- **Capital receipts and asset disposals** – the need for the generation of capital receipts to both support the Council's budget and to facilitate the Growth Agenda is well evidenced in both documents. Such generation is supported by the rigorous review and asset challenge process for both operational and non-operational property, which will form a large part of the delivery of the Asset Management Plan. Capital Receipts are also detailed in the five year plan for capital receipts, which supports the Capital Programme and revenue budget.
  - **Revenue generation and maximisation** – the review of all assets will include an assessment of the current use of those assets and whether they are being utilised to best advantage, both from a space and from a revenue generation point of view. Income growth will be prioritised and this in turn will support the budget planning process.
  - **Revenue cost reduction** – the review and challenge process is likely to identify assets which are no longer needed for operational purposes or where they no longer produce sufficient overall return to represent a good investment in the Council's investment portfolio.
  - **Income Growth** The plan to increase housing, inward investment and jobs growth and to contribute towards income growth within the MTFs largely mirrors Objective Two of the Asset Management Policy and Strategy, showing coherence between the two strategies.
- 2.9 Essentially the two strategies bring together two different but linked areas within the Council, displaying clearly that both are aiming for the same outcomes. Whether this relates to savings, the generation of capital receipts or transforming the Borough, those managing the assets at Rotherham Council and those responsible for the finances of the organisation work together to deliver what is required. Respective skills and knowledge are utilised in all cases to enhance delivery.
- 2.10 Examples of this include:
- The acquisition of two business units at the Advanced Manufacturing Park, Waverley, one of which has been sold and the other retained.
  - The proposed acquisition of a business unit at Beighton Link as an investment, but to also kick-start development in the local area.
  - The provision of funding to support the acquisition of an integral site in Swinton Town Centre and the demolition of Charnwood House, a decommissioned care home, allowing regeneration of the area to be comprehensively undertaken.
- 2.11 The table in paragraph 2.12 - Exempt Appendix B shows the capital receipts and revenue savings released through joint working and a focus on joined up delivery of the corporate objectives and also the objectives in the respective strategies.

**3. Key Issues**

- 3.1 The Asset Management Plan and the Medium Term Financial Strategy are aligned and provide both officers and Members with a framework on which to base decisions on the future of assets.
- 3.2 The culture of joint working and focus on shared priorities between the Asset Management and Financial Services teams delivers added value on an ongoing basis, assisting in meeting the challenges which arise due to the need to reduce budgets over the coming years.

**4. Options considered and recommended proposal**

- 4.1 It is recommended that the linkages between the Asset Management Policy and Strategy and the Medium Term Financial Strategy are noted.

**5. Consultation**

- 5.1 The Asset Management Policy and Strategy have been approved by Cabinet and Commissioners' Decision Making Meeting and the Asset Management Action Plan has been provisionally agreed by Asset Management Board, which has cross-Directorate representation.

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

- 6.1 Close liaison between Financial Services and Asset Management will continue for the duration of both strategies and beyond.

**7. Finance and Procurement Implications**

- 7.1 The Asset Management Policy and Strategy objective to review and rationalise the Council's operational and non-operational asset holdings, is yielding significant capital receipts. These are currently being used to support the Council's revenue budget, using the capital receipts flexibilities introduced from the 1<sup>st</sup> April 2016 and implemented by the Council aimed at generating revenue savings. Within the 2017/18 and 2018/19 revenue budgets, an assumption has been made that capital receipts of £2m will be generated in each year, to fund expenditure relating to transforming Council services to generate future revenue efficiency savings. In addition, historic (pre-2016) capital receipts are being used as part of the funding of the Council's Capital Programme.
- 7.2 Reflecting this property rationalisation, within the Council's revenue budget for 2017/18 and MTFS, savings have been built into the revenue budget assumptions resulting from the closure of Council buildings.

7.3 In addition, as discussed in paragraph 2.8, fundamental to the Council's long term financial security is the need to grow the Council's income stream through business and housing growth, yielding additional business rates, council tax and new homes bonus. Further, the Council will continue to explore investment opportunities through the acquisition of, and investment in, commercial properties.

7.4 There are no procurement implications arising from this report.

## **8. Legal Implications**

8.1 None arising directly from this report.

## **9. Human Resource Implications**

9.1 There are no HR implications arising from this report.

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

10.1 The consideration of the use of assets may affect children and young people and vulnerable adults, however this will be assessed and consulted upon on an individual case basis.

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

11.1 There are no equalities and human rights implications arising directly from this report, however such considerations will be taken into account as each asset is put through the challenge process and in all decision-making relating to assets and the finances linked to them.

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

12.1 The alignment of the AMP and the MTFs is expected to streamline decision-making and enable the Council to deliver its corporate objectives. This may have both positive and negative effects on partners and other Directorates though these will be assessed as each individual proposal is considered.

## **13. Risks and Mitigation**

13.1 There is a risk that despite the Strategies being aligned in the ways described above that officers fail to work together to implement them in a coherent way. This is mitigated through participation of officers at all levels in the Asset Management Officer Group (AMOG) and Asset Management Board (AMB), ensuring that appropriate issues are raised in a forum where all parties can be involved in the discussion and decision-making process.

**14. Accountable Officer(s)**

Damien Wilson – Strategic Director - Regeneration and Environment.  
Paul Woodcock – Assistant Director - Planning Regeneration and Transport.  
Paul Smith – Head of Asset Management.  
Louise Murray - Strategic Asset Manager.

Approvals obtained from:-

Finance – Jonathan Baggaley.  
Procurement – Karen Middlebrook.  
Legal – Stuart Fletcher.  
Human Resources – John Crutchley

## **Appendix 1 – Introduction to the Asset Management Policy and Strategy 2017 - 2025**

### **Foreword**

The Council commissioned a Property and Asset Management Health Check in June 2016 and a draft report on the findings including recommendations for improvements was approved by Cabinet in February 2017. The review found that there were no risks in terms of health and safety related to the Council's management of its assets, however, made key recommendations around a new strategic approach to the management and development of our assets.

Following the approval of the policy and strategy, the Asset Management Board will oversee the production of an Asset Management Plan for the Council which will include an action plan scheduling specific activities to optimise the use of our assets.

The CIPFA Health Check report in November 2016 focused on Asset Management and recommended, amongst other things, that the Corporate Landlord Model be adopted, that a Strategic Asset Management function be installed to support strategic asset management and regeneration ambitions and that a comprehensive property review be undertaken. The development of a Corporate Strategic Asset Management Plan was also strongly recommended. This Policy and Strategy form two thirds of that Plan, with the final part, the Action Plan due to follow shortly.

The Policy and Strategy will ensure the Council adopts a corporate approach to the management of assets and that they are managed and utilised to the benefit of the Borough and all who live and work within it. It is a "live" document which will be reviewed, at least, annually.

### **Executive Summary**

The Council commissioned a review of Asset Management which it reported in November 2016.

Rotherham Metropolitan Borough Council provides services to a growing population of 260,000 people in an area covering approximately 110 square miles. The Borough benefits from a wide range of environments - urban, suburban and rural – providing our residents with a varied region in which to live. 70% of this is open countryside, providing opportunities to enrich the lives of an increasingly diverse population.

The Council owns or occupies a portfolio which includes a wide range of assets, all of which require individual consideration in terms of their management. This Policy and Strategy document is intended to govern how those assets are managed to best effect to not only capitalise on their benefit to the Borough, its communities and residents but also to maximise efficiency and effectiveness going forward.



Strategic asset management is crucial in ensuring that assets are managed in accordance with a pre-determined, well thought through plan but with a flexibility and adaptability that allows that plan to change should that be the right thing for the Borough. The Asset Management Policy and Asset Management Strategy have been developed to deliver a cohesive and considered approach and to inform the development of a comprehensive and timely Asset Management Action Plan to ensure effective delivery of identified short, medium and long term priorities. The three documents together will form the Council's Asset Management Plan for the period from 2017 to 2025.

Proactive implementation of Strategic Asset Management provides the opportunity to:

- Make best use of publicly owned assets across Rotherham.
- Encourage shared use of property resources.
- Minimise cost of occupation and management of land and buildings.

### **Introduction**

The Council has developed a new Vision together with four Corporate Strategic Priorities providing direction and focus for the transformation of the Borough as well as the services the Council provides. The Corporate Plan for 2016/17 sets out a clear framework for progress in all areas, including regeneration and the environment.

Rotherham Council's land and property asset portfolio is one of the key enablers to growth and regeneration and will play an important role in the delivery of the Vision and the Priorities. The corporate estate comprises 232 non-operational assets with an estimated market value of in excess of £37m. In addition to this, the operational estate consists of 248 operational land and property assets at an estimated value of £154m. This Strategy will facilitate the review of these assets and also a range of other miscellaneous assets throughout the Borough, enabling opportunities to be realised, income to be generated and capital receipts to be generated to support the provision of services for our residents.

It is imperative that in the current environment of budget constraints together with increased transparency and scrutiny that all resources at the Council's disposal are employed as efficiently and effectively as possible. This Policy and Strategy and the subsequent Action Plan will ensure this is the case, providing assurance to all that the asset base is being used to best effect at every opportunity.

## **Context**

### **1. Purpose**

The Corporate Plan for 2016/17 established the Vision and Corporate Priorities which will take Rotherham into the future. The Plan includes details of how each Directorate will contribute towards delivery of the Vision and Priorities, a firm commitment to working in partnership with others and the expected staff values and behaviours for those working in a modern and efficient Council. There are plans for delivering each Priority together with performance measures so that progress can be effectively monitored.

The purpose of this Policy and Strategy and subsequent Action Plan, which will be known collectively as the Asset Management Plan, is to ensure that the Council's land and property assets contribute pro-actively to the delivery of the Vision and the Priorities so that effective Asset Management is recognised as an enabler of progress and growth. There will be a focus on income generation, minimisation of outgoings, of surplus assets being used to support housing and economic growth and also on service delivery and customer care. The Policy, Strategy and Action Plan will also inform investment decisions, where assets are purchased to either support regeneration or to increase income generation.

In essence, effective Strategic Asset Management will ensure that the asset portfolio is consistently aligned with corporate priorities, provides value for money with management of the portfolio in accordance with industry standards, benchmarked against comparable peers and with a view to the long term. This strategic approach to management and investment of the corporate portfolio will ensure that the asset base remains fit for purpose for years to come.

### **2. Vision and priorities**

Following consultation with residents during the Summer of 2015, a new Vision for the Borough was defined, which is:

*“Rotherham is our home, where we come together as a community, where we seek to draw on our proud history to build a future we can all share. We value decency and dignity and seek to build a town where opportunity is extended to everyone, where people can grow, flourish and prosper, and where no one is left behind.*

*To achieve this as a Council we must work in a modern efficient way, to deliver sustainable services in partnership with our local neighbourhoods, looking outwards, yet focused relentlessly on the needs of our residents.”*

To deliver this Vision for the Borough the Council has set out four priorities:

1. Every child making the best start in life.
2. Every adult secure, responsible and empowered.
3. A strong community in a clean, safe environment.
4. Extending opportunity, prosperity and planning for the future.

Underpinning this is the need for Rotherham to be a modern, efficient Council, thereby enabling delivery of the Vision. A modern, efficient Council will provide value for money, customer-focused services, make best use of the resource available to it, be outward looking and work effectively with partners.

This Policy and Strategy help the Council to deliver that vision and the four priorities in a number of ways – some direct and tangible, others less so but still crucially important to eventual success.

As the owner of such a significant number of assets within the Borough, the Council is in perhaps a unique position to influence the positive development of communities and business and make a real difference through its assets.

Well managed assets create opportunities to grow, flourish and prosper.

They encourage businesses to start or to expand, creating jobs and wealth which largely remains within the Borough as residents are increasingly less likely to travel elsewhere to shop, work and spend their leisure time. Through those assets regeneration can be encouraged, strategic acquisitions can make things happen, leading to innovation and creativity in the way those assets are used now and in the future.

They allow families to live in homes rather than simply houses, creating stability and sustainability and a respect for the neighbourhoods in which they live.

They encourage learning and development, providing the skills, knowledge and experience to remain, and fully participate in, the highly skilled economy of the future.

### **3. External Influences**

#### **3.1 Financial Context**

For some years now, central government has required local authorities and partner organisations to make substantial savings in both revenue and capital spend. This has affected Rotherham in much the same way as other Councils.

This requires the Council to make significant savings over the coming years, meaning that the focus on efficiency and value for money the Council holds even more important.

The effective, strategic management of the Council's assets will enable revenue savings to be made through rationalisation, growth to be achieved through new initiatives and innovative thinking in partnership with others and capital receipts to be generated to support the Council's ambitions for the Borough.

But efficiencies should not be made at the expense of the provision of quality services, nor should rationalisation be undertaken in a way which leaves the Council with an unfit for purpose portfolio, unable to meet its Vision and priorities.

Value for Money is key and will form an integral part of the decision-making processes governed by this Policy and Strategy and which inform asset management in Rotherham for the future.

### **3.2 Social Context**

Rotherham is ranked as the 52<sup>nd</sup> most deprived district in England, mainly as a result of poor health, worklessness and low educational levels. In addition, evidence is that whilst deprivation is decreasing in some areas, it is increasing.

While large scale job losses affected the Borough in the last economic downturn, there are many positive initiatives underway, including the continued growth of the flagship Advanced Manufacturing Park at Waverley, set to create 3,500 new jobs plus deliver 4,000 homes and the formation of a new community.

Positive Strategic Asset Management by the Borough will be used in varied ways to deliver regeneration and growth in the places they are needed the most and where they will deliver the maximum beneficial impact.

This Policy and Strategy will lead to the creation of additional sustainable employment, opportunities for growth and entrepreneurship, the regeneration of the town centre and other key areas of the Borough and the creative use of assets to deliver outcomes which improve the lives of those who live and work here.

### **3.3 Planning Policy**

The Government has implemented many changes in recent years designed to speed up the planning system. The overall aim has been the simplification of the system so Councils have the freedom to make decisions in the best interests of their area. A key tenet of the changes is a belief that Councils and communities should be central to a system that achieves socially, environmentally and economically sustainable development.

The latest iteration is the Neighbourhood Planning Bill which aims to speed up processes even further through strengthening but simplifying the popular neighbourhood planning process, similarly removing some of the complexities from the compulsory purchase process and also ensuring planning conditions are only used when strictly necessary.

When the Bill becomes law this will affect Rotherham as Local Planning Authority resulting in changes in practices. However, it will also affect the Strategic Asset Management function, requiring increased consideration of the views of communities and a need for additional active consultation on proposals. Changes to compulsory purchase may enable regeneration but the reduction of the imposition of conditions will make the need for covenants in disposals to be very well considered and fully enforceable to ensure assets are developed in the way intended. This will be facilitated through this refreshed approach to Asset Management.

### **3.4 Transparency Agenda**

The Government's Transparency Agenda requires all Local Authorities to annually publish details of their property portfolio online to enable residents, and any other interested party, to have access to how assets are being used in terms of service delivery and also to facilitate economic development. This Policy, Strategy and Action Plan will underpin this required publication, providing confirmation of an ongoing review of all assets and that they are indeed being used to their best effect.

### **4. Internal influences**

#### **4.1 Transformational Change**

Rotherham has undergone a significantly challenging process of change and transformation since the appointment of Government Commissioners in February 2015, resulting in many significant changes in culture, processes and key personnel.

The CIPFA Health Check report (November 2016) highlighted the need for a clearer strategic direction for Asset Management and that there were significant opportunities for improvement in the way the service is provided to the Council as whole. This has led to the introduction of the Corporate Landlord Model and a commitment to manage properties in a holistic way, one which supports the delivery of the Council's Vision and its corporate objectives and with the intention that a number of key asset management focused objectives be delivered. This Policy and Strategy will enable that delivery, ensuring that the Asset Management service re-focuses its attention to include not only management of property to deliver optimum Value for Money but also excellent external and internal customer service.

#### **4.2 Introduction of Corporate Landlord**

The adoption of the Corporate Landlord Model from 1 April 2017 has effected a transfer of the majority of the Council's assets, to the Asset Management service.

This is designed to enable the Council to utilise its assets to deliver better, more efficient services to communities:

- To unlock the value of assets, seek efficiencies through joint arrangements with public sector partners and maximise private sector investment.
- To support the delivery of the Council's Corporate Plan.
- To integrate thinking about property with financial, regeneration and other considerations.

Under a Corporate landlord approach the ownership of an asset and the responsibility for its management; maintenance and funding are transferred from service department to the Corporate Landlord. The respective roles and responsibilities will be outlined and clarified under a Service Level Agreement (SLA).

This change is being facilitated by the development of Service Asset Management Plans (SAMPs), produced by each distinct service area and setting out what the property they own and use currently and also their aspirations for the future. The

information gathered will be collated and interrogated by the Strategic Asset Management team within the Asset Management service so that an overall picture of the asset base and the needs of the various services can be ascertained. This will then be assessed, aligned with this Strategy and a fully informed Asset Management Action Plan developed.

### **4.3 Performance Management**

Performance Management involves the adoption of a systematic approach to help improve performance through measurement and review.

This will be implemented to ensure the successful delivery of the Asset Management Policy, Strategy and Action Plan (the Asset Management Plan) through a series of key performance indicators (KPIs) reported via a balanced scorecard. Asset Management KPIs will be focused on key outcomes, they will be manageable and realistic and they will be relevant to stakeholders. The scorecard will contain indicators relating to the critical success factors in the Plan, threading through to ensure effective contribution to delivery of the four corporate priorities and the Vision for the Borough. They will measure elements which make a positive difference to the Borough and those which demonstrate efficiency and effectiveness.

Following review and challenge, results will be analysed and acted upon with the intention of driving exemplar performance.

### **4.4 Benchmarking**

Benchmarking involves the continuous search for better ways of working with the intention of delivering superior performance.

This practice will be incorporated into the performance management process so that results can be compared against similar organisations and in order that any learning can be incorporated into ways of working. This will serve to inform future target setting whilst also encouraging an innovative and creative approach and a competitive spirit. The intention will be to drive peer-compared excellence in all practices with a view to achieving upper quartile performance in respect of key indicators by 2020.

## **Asset Management Policy**

Rotherham Metropolitan Borough Council recognises the inherent value in the effective and efficient direction and utilisation of land and property assets in sustaining the provision of services in the Borough and enabling the delivery of the Vision and four priorities. The alignment of asset management with organisational priorities and objectives is key to ensuring that decisions are made in the correct context and having regard to all relevant factors.

The following five policy objectives for Property Asset Management have been designed to enable decision-making in respect of assets which supports the Council's Vision and four priorities.

**Asset Management Objective 1: Enabling delivery of the Council's services and priorities.**

**Asset Management Objective 2: Supporting Economic Growth, Housing Growth and Town Centre Regeneration.**

**Asset Management Objective 3: Maximising the opportunities that are available through the adoption of 'one public estate'.**

**Asset Management Objective 4: Developing growth income from commercial/non-operational activities.**

**Asset Management Objective 5: Maximising the range of benefits through the commissioning of property projects and property services.**

The following existing and approved documents are relevant to the Asset Management Policy and should be referred to when appropriate:

- The Corporate Plan 2017-2018.
- Sheffield City Region (SCR) and The Combined Authority, especially through the Joint Asset Board (JAB)
- One Public Estate (OPE) Programme
- South Yorkshire and Bassetlaw NHS Strategic Transformation Plan
- Rotherham Together Partnership
- Housing & Economic Growth Plan
- Children's and Adult Services Improvement Plans
- The need to grow revenue income to support the Medium Term Financial Strategy
- The need for revenue savings and capital receipts to support the Medium Term Financial Strategy
- Health check of the Council's own Asset Management practices.
- Asset Management Improvement Plan

## **Asset Management Strategy**

The Asset Management Strategy identifies how the policy will be delivered and implemented. The Strategy sets the strategic direction and key outcomes to be delivered, which will be detailed in the Asset Management Action Plan, along with relevant timescales.

### **1. Asset Management Objective 1: Enabling delivery of the Council's services and priorities**

#### **1.1. Expected Outputs:**

- **Enabling delivery of the Council's Medium Term Financial strategy (MTFS), the Capital Strategy, the Corporate Plan, Service plans, improvement and transformation plans.**  
In seeking to ensure best value for money is achieved from property assets, effective asset management will naturally enable savings to be made, growth to be achieved and the Borough to be transformed through regeneration. This Strategy will be integrated with the delivery of the above Strategies and Plans to ensure that joined up, consistent thinking and actions deliver optimum solutions.
- **The delivery of schools basic need.**  
A key focus of this Strategy is to encourage a Borough with a vibrant, attractive offer in terms of housing, employment opportunities and lifestyle. Such an increase in population will lead to a corresponding increase in school places and the level of basic need funding received together with associated maintenance funding, thereby improving the estate and the attractiveness of the Borough even further.
- **A rationalised efficient estate provided at lowest possible cost.**  
The implementation of the SAMPs process to identify the requirements of each discrete service area will enable future plans for the portfolio in terms of investment and rationalisation to be formulated in a structured and coherent way, ensuring that linkages are made to reduce costs and maximise efficiency across the estate.
- **An effective estate suitable for modern ways of working.**  
The operational portfolio will be reviewed following receipt and overall assessment of the SAMPs by the Strategic Asset Management function. It is intended this will lead to a rationalisation review, providing a portfolio which reflects Rotherham's position as a modern, efficient Council. The effectiveness of WorkSmart will simultaneously be assessed and a view taken regarding roll out to other properties within the rationalised operational estate.
- **An estate with an effective preventative condition maintenance plan.**  
Following a comprehensive programme of condition surveys, a revised preventative maintenance programme will be devised taking into account component life cycles and building life expectancy, ensuring assets are maintained in a way which maximises their capital value and preserves their use for the longest time possible.



- **A resilient estate.**  
In an ever-changing political, economic and social world it will become increasingly important to ensure the estate owned and occupied by the Council after rationalisation is able to withstand external pressures. Each asset will be assessed to determine whether continued use of ownership is appropriate and, if not, the most beneficial disposal approach. Assets retained will be those which are considered to be of use or to have investment return potential in the short, medium or long term. They will be adaptable, flexible, fit for purpose and financially viable.

#### 1.2. Actions to Deliver Objective:

- **Implement a Corporate Landlord approach across the estate.**  
The use of the Corporate Landlord Model was recommended by CIPFA in its “Property Function Health Check” approved at Cabinet on the 13<sup>th</sup> February 2017. The Model was implemented across the estate from 1<sup>st</sup> April 2017 and is expected to introduce an increasingly co-ordinated approach to asset management throughout the Council’s portfolio. This Strategy will embed that process further through provision of an explanation of the future of asset management at Rotherham, encouraging discussion and communication between Directorates.
- **Rationalise and minimise the cost of the estate.**  
The implementation of this Strategy to enable considered decision-making in accordance with the Principles set out in the Asset Management Policy will provide a framework for the rationalisation of the estate, leading to a reduction in costs.
- **Use of modern agile and flexible working principles to make best use of the estate (WorkSmart).**  
The review of the operational estate will allow investment in new ways of working and WorkSmart practices to be focused upon buildings which have been determined to be retained in at least the medium to long term. Decisions regarding investment will be made according to the Corporate Landlord model, thereby reducing waste and the making of short-term spending decisions which fail to take account of the bigger picture.
- **Developing and operating an increasingly energy efficient and environmentally low impact estate.**  
The comprehensive property review will include an assessment of the energy efficiency and/or environmental impact of all assets. Decisions regarding the future of assets will be made having regard to the forthcoming Environment and Energy Policy.
- **Implement a Planned Preventative Maintenance (PPM) Plan across the estate.**  
The implementation of PPM across the portfolio will allow workstreams to be planned, assisting in resource planning, and financial requirements to be assessed in the medium to long term.

#### 2. Asset Management Objective 2: Supporting Economic Growth, Housing Growth and Town Centre Regeneration:

### 2.1. Expected Outputs:

- **Provision of sites and developments that deliver economic growth, employment, housing growth and town centre regeneration.**  
The comprehensive property review and ongoing review of the asset base will likely enable sites and properties to be released, which can be used for economic growth, employment, housing growth and town centre regeneration. Sites may be of use in Council-driven initiatives, or the decision may be taken to dispose of the site on the open market or with the Council retaining an interest to ensure regeneration and growth are indeed driven through the release of those sites.

### 2.2. Actions to Deliver Objective:

- **Proactive release of public sector sites for development.**  
Central Government believes that public sector bodies are holding land which could, and should, be released for development by others. This Strategy provides for the comprehensive review of all sites with a view to actively identifying sites which can be developed by our partners.
- **Development of Council owned sites.**  
Where sites are considered viable for development by the Council directly then these will be retained and, following a valid business case and subject to availability of funding, will be developed in accordance with the most appropriate outcomes for that locality.
- **Targeted Council development of sites to stimulate the market/address market failure.**  
The review of all assets will identify those sites available for development which are in areas most in need of Council intervention.
- **Investment in developments with a financial viability gap when that investment enables/achieves Housing, Economic growth and regeneration.**  
The sites identified through the review will not all be viable from a financial point of view. Assessment of the sites released through the process of comprehensive review will allow any viability gaps to be quantified and options which will permit progression to be considered.
- **Strategic acquisition of sites for development.**  
The comprehensive review may also show where there are gaps in ownership in areas where Council intervention could make a real difference. The SAMPs will similarly inform of Directorate requirements where acquisition may be appropriate and justified. Once such gaps have been identified the Asset Management service will work with other areas and potential local and sub-regional partners within the Council, using more detailed provided briefs, to acquire sites to meet needs, subject to funds being available.

## 3. Asset Management Objective 3: Maximising the opportunities that are available through the adoption of 'one public estate'.

### 3.1. Expected Outputs:

- **Co-location & joint rationalisation to achieve;**
  - **Revenue savings and generation.**
  - **Capital receipts.**
  - **Release of development sites.**
  - **Better integrated public services.**

The Council is already actively working with a range of partners to deliver the benefits of “one public estate” and this is expected to increase further through the implementation of this Strategy. The identification of not only the assets held by each partner but also the intelligent formulation of co-location options which benefit all partners in terms of customer service as well as rationalisation will be enabled further by the adoption of the Corporate Landlord Model.

### **3.2. Actions to Deliver Objective:**

- **Active participation with Sheffield City Region – Joint Asset Board and One Public Estate Programme.**
- **Active Participation in the South Yorkshire and Bassetlaw NHS Strategic Transformation Plan.**
- **Active participation in Rotherham Together Partnership - Local Estates Forum and Integrated Working Programme.**

Continued active participation in the above partnerships will deliver co-location and rationalisation opportunities for all concerned, resulting in benefits for Rotherham Borough and also for the wider region.

## **4. Asset Management Objective 4: Developing growth income from commercial/non-operational activities.**

### **4.1. Expected Outputs:**

- **To maximise income generated through the Council’s Commercial estate, property investment and Asset Management Service external trading activity, to support the Council’s revenue position.**

The further commercialisation of Council services, where this is possible, will present a significant opportunity to generate additional revenue to support the overall budget. The Comprehensive Asset Review will lead to the rationalisation of the commercial and overall estate and may lead to opportunities to maximise return being identified. In addition, the Asset Management service has a number of elements which are marketable and that with some resource applied together with investment, may generate a valuable revenue stream in the future.

### **4.2. Actions to Deliver Objective:**

- **Investing in property to deliver revenue income.**

Condition surveys will confirm the investment required to meet ownership and Landlord obligations and also the investment needed to maximise capital value going forward. This will be used to drive investment decisions not only through the Planned Maintenance Programme but also in terms of the ongoing capital improvement programme.

- **Developing and growing the non-operational estate to improve its yield and surplus.**

Opportunities will be explored in order to potentially fund the acquisition of non-operational assets which will produce a good return and sustain the portfolio in future years.

- **Combining income development and managed risk appetite to enable economic growth and housing development where the commercial market is too risk adverse to deliver.**

The identification of both housing and economic growth sites will deliver additional revenue or capital income, or both, depending on the nature of the opportunity and will also regenerate areas which are difficult to reach through market-led interventions. Receipt of New Homes Bonus, additional business rates income and the creation of new jobs will further benefit the Borough.

- **Investment/ development in the existing estate.**

This will be informed via the comprehensive property review and the condition surveys being undertaken, with the investment needs of retained assets being included in either the planned maintenance or capital improvement programmes. Development sites will be either developed by the Council, in partnership or released to the market where the capital receipt receivable is significant. This will be enhanced wherever possible by the prior obtaining of planning permission to maximise value.

- **Purchasing commercial and housing developments.**

The purchase of commercial developments through Rotherham Investment and Development Office (RIDO) and housing developments in conjunction with the Housing Service will be dependent upon the developments proving to be commercially viable and with a positive return. Such return can be purely financial or may be formed in part by a calculated Social Return on Investment.

- **Developing new commercial assets.**

This will also be facilitated through RIDO with advice provided by Asset Management to facilitate the development of opportunities in areas where such Council intervention will have the most positive impact.

- **External trading of the Council's Professional Asset Management Services.**

The Council's Asset Management service includes a number of areas of professional provision which may be marketable to third parties. The potential options available will be assessed and progressed once the existing estate has been reviewed explored to its full potential.

## **5. Asset Management Objective 5: Maximising the range of benefits through the commissioning of property projects and property services.**

### **5.1. Expected Outputs:**

- **The Council is a significant commissioner for the supply of property, construction, consultancy and energy services and the effective management of this process will:**
  - **Ensure cost effective construction and energy services are provided to the Council.**
  - **Maximise the benefits of collaboration and partnership in commissioning property services in the public sector.**
  - **Support inward investment in SME business in Rotherham, Sheffield City Region and the wider Yorkshire and East Midlands region.**
  - **Promote training, development and retention of a skilled labour market in the region.**
  - **Add social value through the delivery of projects and services which enhance the communities they serve.**

**5.2. Action to Deliver Objective:**

- **Work across the public sector to jointly procure and commission. Continue to develop the YORHub frameworks.**
- **Develop a Rotherham Construction Partnership (RCP) framework of SME specialist contractors.**

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

Document is Restricted