

## OVERVIEW AND SCRUTINY MANAGEMENT BOARD

**Date and Time :-** Wednesday, 5 June 2019 at 11.00 a.m.  
**Venue:-** Town Hall, Moorgate Street, Rotherham.  
**Membership:-** Councillors Cowles, Cusworth, Jarvis, Keenan, Mallinder, Napper, Short, Steele (Chair), Taylor, Tweed, Walsh and Wyatt.

This meeting will be webcast live and will be available to view [via the Council's website](#). The items which will be discussed are described on the agenda below and there are reports attached which give more details.

Rotherham Council advocates openness and transparency as part of its democratic processes. Anyone wishing to record (film or audio) the public parts of the meeting should inform the Chair or Democratic Services Officer of their intentions prior to the meeting.

### AGENDA

#### 1. Apologies for Absence

To receive the apologies of any Member who is unable to attend the meeting.

#### 2. Declarations of Interest

To receive declarations of interest from Members in respect of items listed on the agenda.

#### 3. Questions from Members of the Public and the Press

To receive questions relating to items of business on the agenda from members of the public or press who are present at the meeting.

#### 4. Exclusion of the Press and Public

To consider whether the press and public should be excluded from the meeting during consideration of any part of the agenda.

#### Items for Pre-Decision Scrutiny

In accordance with the outcome of the Governance Review in 2016, the following items are submitted for pre-scrutiny ahead of the Cabinet meeting on 10 June 2019. Members of the Overview and Scrutiny Management Board are invited to comment and make recommendations on the proposals contained within the report.

#### 5. Looked After Children and Care Leavers Sufficiency Strategy 2019-2022 (Pages 1 - 31)

|                        |   |
|------------------------|---|
| Cabinet Portfolio:     | Children's Services and Neighbourhood Working |
| Strategic Directorate: | Children and Young People's Services          |

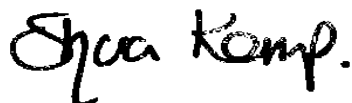
- 6. Rotherham's Cultural Strategy 2019 - 2026 (Pages 32 - 73)**  
Cabinet Portfolio: Cleaner Greener Communities  
Strategic Directorate: Regeneration and Environment
- 7. Rotherham Employment and Skills Strategy (Pages 74 - 183)**  
Cabinet Portfolio: Jobs and the Local Economy  
Strategic Directorate: Regeneration and Environment
- 8. Adoption of a Sex Establishments Policy (Pages 184 - 250)**  
Cabinet Portfolio: Waste, Roads and Community Safety  
Strategic Directorate: Regeneration and Environment
- 9. Proposal for a Public Space Protection Order in the Fitzwilliam Road area (Pages 251 - 290)**  
Cabinet Portfolio: Waste, Roads and Community Safety  
Strategic Directorate: Regeneration and Environment

**10. Urgent Business**

To consider any item which the Chair is of the opinion should be considered as a matter of urgency.

**11. Date and time of next meeting**

The next meeting of the Overview and Scrutiny Management Board will take place on Wednesday 19 June 2019 at 11.00 a.m. in Rotherham Town Hall.



SHARON KEMP,  
Chief Executive.

**Committee Name and Date of Committee Meeting**

Cabinet – 10 June 2019

**Report Title**

Looked After Children and Care Leavers Sufficiency Strategy 2019-2022

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

Yes

**Strategic Director Approving Submission of the Report**

Jon Stonehouse, Strategic Director of Children and Young People's Services

**Report Author(s)**

Jenny Lingrell, Assistant Director, Commissioning, Performance & Inclusion  
01709 254836 or [jenny.lingrell@rotherham.gov.uk](mailto:jenny.lingrell@rotherham.gov.uk)

**Ward(s) Affected**

Borough-Wide

**Report Summary**

The Looked After Children and Care Leavers Sufficiency Strategy has been developed in line with the duty to provide or procure placements for Children Looked After (CLA) by the Local Authority. The legislation and guidance includes Children Act 1989, Sufficiency Statutory Guidance 2010, Care Planning, Placement and Case Review Regulations 2011). The duty of 'sufficiency' requires Local Authorities and Children's Trust partners to ensure that there is a range of sufficient placements which meet the needs of children and young people in care. There is also a responsibility to take steps to develop and shape service provision to meet the needs of all children and young people in care at a local level, as far as is reasonably possible.

The Strategy sets out how Rotherham Children and Young People's Services will fulfil its role as a Corporate Parent and meet its statutory sufficiency duty by providing good quality care, effective parenting and support to children and young people in and leaving care. It describes the principles that are applied when seeking to commission the provision of secure, safe and appropriate accommodation and support to children in care and care leavers over the next three years.

The LAC Sufficiency Strategy provides the underpinning needs analysis that will inform market management work, seeking to ensure that there is the right mix of provision available to meet the needs of children and young people and that this provision mix provides positive outcomes and value for money. Whilst this Strategy is not primarily a financial one, it is expected that the commissioning and strategic intentions set out will provide significant cost avoidance and savings opportunities and are essential to the sustainability of improved outcomes and the Local Authority budget.

### **Recommendations**

1. That approval be given to the publication of the Looked After Children's Sufficiency Strategy.

### **List of Appendices Included**

Appendix 1 Looked After Children and Care Leavers Sufficiency Strategy 2019-2022

Appendix 2 Equalities Impact Assessment

### **Background Papers**

No

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

Presentation to Improving Lives Select Committee – February 2019

### **Council Approval Required**

No

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

No



## **Looked After Children and Care Leavers Sufficiency Strategy 2019-2021**

### **1. Background**

- 1.1 The previous LAC Sufficiency Strategy was approved by Cabinet in February 2017.
- 1.2 Whilst this Strategy was intended to run for four years until 2021, the recent increase in number of Looked After Children, in Rotherham and across the region, has significantly altered the market conditions for placing Looked After Children in provision that will meet their needs and conform to the principles set out in the strategy.
- 1.3 Effective demand management and market management are key areas of focus for Children and Young People's Services. This work must be underpinned by a clear understanding of current sufficiency arrangements.
- 1.4 A new Looked After Children and Care Leavers Sufficiency Strategy has therefore been prepared to provide up to date analysis of current demand and placement mix for Rotherham children.
- 1.5 The Looked After Children and Care Leavers Sufficiency Strategy uses data to provide a snapshot of the position at the end of December 2018. It will be necessary to review the strategy on an annual basis to take account of changes to demand and to represent any changes to the mix of provision.

### **2. Key Issues**

- 2.1 Rotherham is committed to improving the outcomes and life chances of the children and young people who are in the care of the Local Authority. The Looked After Children's Sufficiency Strategy focuses on placement data and market factors which will inform the market management activity that is required.
- 2.2 Within Yorkshire & Humber, Rotherham has seen the largest increase in its population of Looked After Children over the last 4 years, with a 30% increase between 2016 and 2018 and 37% between 2014 and 2018.
- 2.3 In-house foster placements make up 29.8% of the total LAC population. Overall, at the end of December 2018, there were 464 children in fostering placements (all-types); this is 73% of the total LAC population. However, of these, only 41% of children are placed with in-house foster carers, compared to 59% with independent fostering agencies (IFAs). This balance has shifted further in favour of IFAs in the past 12 months.
- 2.4 Regional sufficiency work indicates that Rotherham has one of the highest proportions of IFA placements in comparison to in-house placements in the region. This means that Rotherham is currently substantially exposed to the IFA market; this, in-turn has an impact on the local ability to achieve value for money when managing LAC sufficiency.

- 2.5 As at 31 December 2018 there were 59 Looked after Children in Residential Placements. This equates to 9.3% of the total LAC population. Of the 59 children placed in a residential placement at the end of December 2018, 74.6% (44 children) were between the ages 11-16yrs. Of the 59 children placed in a residential placement 35 (59.3%) of them were placed over twenty miles away. The average distance for all of the 59 children is 43.6 miles.
- 2.6 Rotherham does not have any in-house residential provision. This means that the majority of placements are made with private providers via the White Rose Framework. Rotherham is a partner in the White Rose Consortium which consists of 15 local authorities within the Yorkshire and Humber region; this offers assurance in relation to both price and quality when procuring placements with contracted providers.
- 2.7 Rotherham is working to build relationships with private providers who are based in the borough in order to be in a position to place according to the principles of this strategy, within or close to the local area, and to achieve best value for money.
- 2.8 The key priorities identified in the LAC Sufficiency Strategy are:-
- 2.8.1 To increase the number of in-house foster carers;
  - 2.8.2 To develop in-borough residential provision;
  - 2.8.3 To maintain a clear understanding of sufficiency needs and value for money;
  - 2.8.4 To explore opportunities for regional collaborative working arrangements. LAC Sufficiency is a priority across the region (and the country) and Rotherham will fully engage with innovative practice that will support the principles and challenges set out in this strategy;
  - 2.8.5 To review the Rotherham Fostering Framework to ensure that it continues to deliver high quality placements and value for money;
  - 2.8.6 To implement a Dynamic Purchasing Framework to achieve sufficiency for Rotherham care leavers; a Dynamic Purchasing Framework is a mechanism that ensures that the Council adheres to the Public Contracts Regulations 2015 whilst maintaining flexibility and continuity of provision;
  - 2.8.7 To work in partnership with Adult Care & Housing to ensure that sufficiency is achieved for vulnerable 16 and 17 year olds.

### **3. Recommendations**

- 3.1 To approve the Looked After Children's Sufficiency Strategy for publication.

#### **4. Consultation on proposal**

- 4.1 There is an ongoing programme of consultation that takes place with in-house foster carers and Independent Fostering Agencies. The Looked After Children's Council meet regularly and choose areas of interest and focus. Officers will seek the engagement of Looked After Children in market management work.

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

- 5.1 Approval of the LAC Sufficiency Strategy will inform ongoing work to manage the market in Rotherham.

The implementation of the LAC Sufficiency Strategy will be achieved through market management and demand management activity which will contribute to delivering budget savings in 2019/20 and 2020/21.

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

- 6.1 Whilst there are no direct procurement implications arising from the recommendation to publish the LAC Sufficiency Strategy, indirectly the Council must ensure that where commissioned services are utilised with third party organisations, this is done in compliance with the Council's own Financial and Procurement Procedure Rules and the Public Contracts Regulations 2015. Early consideration needs to be given in the development of any commissioned services to ensure the chosen delivery vehicle includes the flexibility to meet the requirements of the Strategy.

#### **7. Legal Advice and Implications**

- 7.1 The Strategy proposed by this report will underpin the Council's compliance with the statutory duties it owes towards Looked After Children, including the duties under the Children Act 1989 (as amended by the Children and Families Act 2014) to provide accommodation for and to safeguard and promote the welfare of Looked After Children.

#### **8. Human Resources Advice and Implications**

- 8.1 There are no direct employee implications arising from this report.

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

- 9.1 The understanding of sufficiency is essential to inform work to meet the needs of Rotherham's Looked After Children and Care Leavers.

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

10.1 Section 149 of the Equality Act 2010 requires that public bodies, in exercising their functions, have due regard to the need to:

- i. eliminate discrimination, harassment, victimisation and other unlawful conduct under the Act,
- ii. advance equality of opportunity and
- iii. foster good relations between persons who share a protected characteristic and persons who do not share it.

10.2 The purpose of the LAC Sufficiency Strategy is to understand the needs of all Looked After Children, considering protective characteristics, and ensure that there is a range of provision in place to address their needs.

## **11. Implications for Partners**

11.1 The LAC Sufficiency Strategy describes, in Section 14, the market management approach. This includes the aspiration of meeting the needs of more Rotherham children within the borough. Where children are placed within Rotherham, partners can ensure that their needs are supported comprehensively through robust packages of support including health and education.

## **12. Risks and Mitigation**

12.1 If the activity recommended in the LAC Sufficiency Strategy is not implemented, there is a risk that we will not be able to fulfil our statutory duty to secure sufficient accommodation for Looked After Children due to an increase in demand in Rotherham and across the local area.

12.2 Market conditions are also making it more difficult to find high quality placements that provide value for money and this places significant pressure on the CYPS budget.

12.3 The Market Management and Demand Management projects set out the delivery plans which are required to fulfil the aspirations of the LAC Sufficiency Strategy and mitigate these risks.

**13. Accountable Officer**

Jon Stonehouse – Strategic Director of Children and Young People’s Services

Approvals obtained on behalf of:-

|  | <b>Named Officer</b> | <b>Date</b> |
|--|----------------------|-------------|
| Chief Executive  |                      |             |
| Strategic Director of Finance & Customer Services<br>(S.151 Officer) | Judith Badger        | 22/05/19    |
| Head of Legal Services<br>(Monitoring Officer)                       | Bal Nahal            | 20/05/19    |
| Assistant Director of Human Resources (if appropriate)               | Amy Leech            | 13/05/19    |
| Head of Procurement<br>(if appropriate)                              | Karen Middlebrook    | 13/05/19    |

*Report Author: Jenny Lingrell, Joint Assistant Director, Commissioning, Performance and Inclusion  
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This report is published on the Council's [website](#).

# **Looked After Children Sufficiency Strategy**

## **2019-2022**

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## 1 Foreword

Corporate Parenting is the term used to refer to the responsibility of the Council to provide the best possible care and protection to children and young people who are 'looked after' by the Local Authority. At the core of this responsibility is the moral duty to provide the kind of support and environment that any good parents would provide for their children. This includes enhancing the quality of life of children who are looked after as well as keeping them safe.

If we get the care and accommodation right for our children and young people who are looked after or leaving care we are giving them a stable platform upon which to develop as individuals and access education, employment and relationships as an adult which leads to happy, healthy, fulfilled and contributing members of our communities and wider society.

This sufficiency strategy aims to demonstrate a detailed understanding of the children's placement market in Rotherham and nationally, examining supply and demand whilst identifying gaps in provision. The strategy will offer realistic, cost effective and outstanding solutions to ensure sufficiency for looked after children in Rotherham between 2019 - 2022.

Moreover this strategy supports the ambition of RMBC to ensure that all our looked after children live and grow up in homes with carers who meet all of their physical and emotional needs. Finally it will define and make statement of what Rotherham intends to do in the future to improve our provision for children and young people in our care.

*Jon Stonehouse, Director of Children's Services*

## 2 Introduction

Rotherham is committed to improving the outcomes and life chances of the children and young people who are in our care. The Looked After Children's Sufficiency Strategy focuses on placement data and market factors which will inform the market management activity we need to undertake.

We want everything the best parents want for their children:

- That they are happy and healthy both physically and emotionally;
- That we keep them safe and protected from harm and exploitation;
- That we support them into adulthood and that we prepare them for independence;
- We are ambitious for our children, we want them to achieve their potential and participate in decisions which affect their lives; and
- We want them to work with us and, along with parents and carers, shape the services we offer to them.

We know that an increase in demand for placements across the region has made the market more challenging than ever. Within Yorkshire & Humber, Rotherham has seen the largest increase in its population of Looked After Children over the last 4 years, with a 30% increase between 2016 and 2018 and 37% between 2014 and 2018. This strategy will identify the work we will do to respond to this pressure and re-balance the market to ensure that we have a placement mix that can meet the needs of our children.



### 3 Rotherham Context

Rotherham is one of four metropolitan boroughs in South Yorkshire and lies at the centre of the Sheffield City Region. The Borough is divided into 21 wards covering a wide diversity of urban, suburban and rural areas.

There are 50,900 children aged 0-15 in Rotherham and 26,100 young people aged 16-24. Whilst the majority get a good start in life, child poverty is highly polarised across the Borough and life chances can vary greatly. In the most deprived areas, 25% of the population are aged 0-15 but in the least deprived, the proportion is only 16%. Rotherham has a lower proportion of young people aged 18-24 than the national average due to people moving elsewhere to study or work. The number of Looked after Children in the Borough has increased from 380 in 2012 to 610 in 2018.

Whilst RMBC is not significantly out of step with many local authorities in experiencing a significant increase in the numbers of looked after children if this trend is allowed to continue unabated then the impact on capacity experienced by the department as a whole is likely to have a significant negative impact on effective budget management but also on the positive outcomes achieved by Looked After Children and Care Leavers.

### 4 Legal Duty

In 2010, the Government published statutory guidance on the implementation of section 22G of the Children Act 'General Duty of Local Authority to secure sufficient accommodation for looked after children'. Since May 2014 there is a duty in the Children and Families Act (2014) for local authorities to have staying put arrangements in place to enable young adults to remain in their foster placements until they are 21 years old. The Council must support and monitor these placements.

This strategy considers what is required by the local authority in terms of sufficient provision. The accompanying data booklet collates the relevant data to help us understand some of the dynamics affecting sufficiency. The market for sufficiency is diverse and complex; as such it is difficult to predict changes in need or availability in a rapidly changing environment.

### 5 Principles

This strategy has its foundations in the belief that every child has the right to a family life. Wherever possible and safe we will support children to live with their parents or family. When this is not possible we take responsibility to ensure that they live with supportive and nurturing families. In the event that living in a family home is not an option we will make every effort to ensure they live in a children's home which replicates family life as closely as possible. Once in care every effort will be made to either plan for the safe return of children to their families or have a permanent alternative family as soon as possible.

In Children's Services we believe:

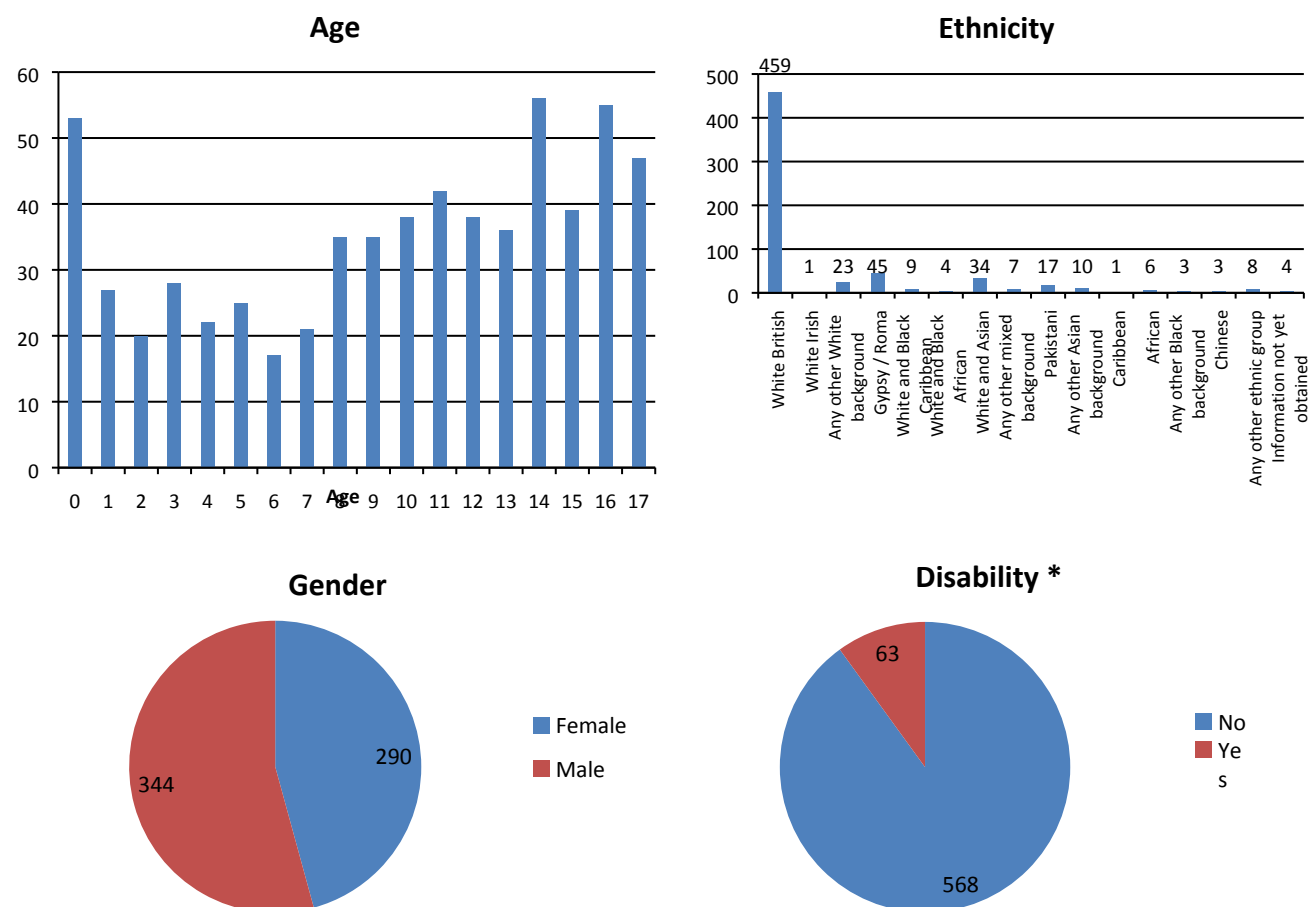
- Children should be supported to live with their parents in their own communities wherever it is safe to do so.
- Intensive support should be offered to children and families on the edge of the care system. This includes exit from as well as entry to care.

- Where a child cannot remain in the family home meaningful contact with parents, siblings and other important people in their lives will be carefully considered. The needs and welfare of the child will be at the centre of all contact arrangements.
- If it is consistent with the child's wishes and welfare a placement with family or friends will be the preferred option for children who become looked after.
- When a family member or friend is being considered for placement they will be afforded the same training and support, including financial support as other arrangements to secure the child's future (this may be via a fostering arrangement, special guardianship order or private arrangement).
- The next preferred option will be in-house fostering or Independent Fostering Agency (IFA) placement so that their right to a family life is upheld.
- Some children cannot live in a family environment, usually due to a combination of complex factors including the child's experiences and management of presenting risk. In these cases placement in a caring and nurturing children's home will be sought with due attention to the matching process. Wherever this is the case, plans for coming out of the children's home and into a family environment such as fostering should be explored at every opportunity. It should never be the case that residential care is seen as a lifelong option and step down should be considered at every review from the point of entry into the children's home.
- Where it is necessary to use a children's home they will be small and replicate a stable and happy family home as far as possible.
- Where children are not expected to return to their parents' care planning for a permanent placement will happen as quickly as possible. The preferred options will be adoption, child arrangement orders, special guardianship orders or long term fostering.
- Where the longer term solution is out of necessity residential provision we will seek to ensure security of placement and timely, supported transition into adult services, where possible and appropriate developing joint transition or long term arrangements.
- Placement matching will consider closely all the needs of the child/children in placement.
- Wherever possible siblings will be placed together unless assessment determines that it is not in their best interests.
- Placement in a residential setting will only be taken as a last resort when all other options have been exhausted.
- All plans and reviews will be made, wherever possible, with the participation of the child. The child will be consulted on every decision and their views taken into consideration. There may be times when, as a good parent, decisions are made with which the child does not agree, such decisions will be clearly explained and the views of the child will be noted.

We will only place our children in facilities judged as good or outstanding by Ofsted. Should judgement result in a lower rating post placement then work will be undertaken to ensure the safety and care of the children accessing it is not compromised. Once this is ascertained and where through discussion with the child, social worker and other relevant individuals the child may be relocated or remedial work undertaken with the service.

## 6 Profile of Looked After Children

There were 634 Looked after Children in Rotherham as at 31<sup>st</sup> December 2018. The majority of our Looked After Children fall into the 10-17 year old age bracket with the majority being White British. There are more males being looked after than females. Rotherham is also assisting 7 unaccompanied asylum seekers with their claim for asylum.



\*There are 3 records where the Disability field has not been recorded

The breakdown below shows the length of time Children and Young People have been Looked After.

| LAC Duration               | Number     |
|----------------------------|------------|
| Under 6 Months             | 104        |
| 6 Months to Under 1 Year   | 104        |
| 1 Year to Under 2 Years    | 159        |
| 2 Years to Under 3 Years   | 78         |
| 3 Years to Under 4 Years   | 43         |
| 4 Years to Under 5 Years   | 28         |
| 5 Years to Under 7 Years   | 37         |
| 7 Years to Under 9 Years   | 38         |
| 9 Years to Under 11 Years  | 22         |
| 11 Years to Under 13 Years | 15         |
| 13 Years Plus              | 6          |
| <b>Total</b>               | <b>634</b> |

An analysis of the profile of Looked After Children shows that more children are being taken into care at an earlier age; this has contributed to an inflated 0-5 cohort. The rate of growth within the cohort in Rotherham is one of the largest in the region and 0-5 year olds now account for 30% of Rotherham's overall LAC cohort. This inflated cohort may have significant implications on Rotherham's future sufficiency requirements, if permanency plans are not made.

Rotherham also appears to have a much more diverse range of ethnicity within its LAC population than most of its other regional statistical neighbours. In particular, it has the highest proportion of children and young people from Gypsy/Romany backgrounds than anywhere else in the region (equating to 7.7% of the population). There also appears to be higher concentrations of non-British, White background LAC. This (and qualitative information from personnel in Rotherham) suggests that Rotherham has seen a high influx of migrants from Eastern European Countries settling in Rotherham over recent years which could account for this increased LAC demographic.

Other LAC population demographics are consistent with other YH regions.

The table below shows the rate of LAC per 10,000 under 18 population. Rotherham rate of LAC is much higher than the regional, statistical neighbours and England averages, and has remained so for the last 7 years+.

|                               | Children looked after rate, per 10,000 children aged under |      |      |      |      |      |           |
|-------------------------------|--|------|------|------|------|------|-----------|
|                               | 2011   | 2012 | 2013 | 2014 | 2015 | 2016 | 2017      |
| <b>Rotherham</b>              | 69   | 68   | 70   | 70   | 72   | 76   | <b>86</b> |
| <b>Yorkshire &amp; Humber</b> | 65   | 67   | 65   | 65   | 64   | 63   | 67        |
| <b>Statistical Neighbours</b> | 62   | 67   | 70   | 73   | 73   | 76   | 81        |
| <b>England</b>                | 58   | 59   | 60   | 60   | 60   | 60   | 62        |

\* Source: DfE

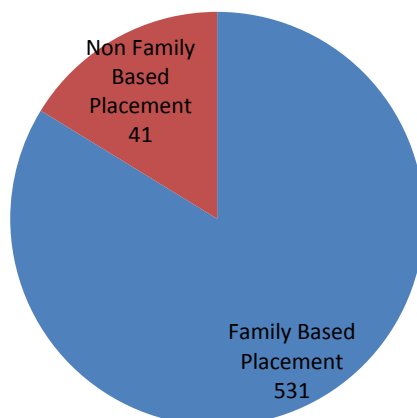
The below table shows the trend of Rotherham's increasing number of Looked After Children since April 2018.

|                   | Breakdown of LAC Leaving and Entering Care |           |          |          |          |           |           |           |            |
|-------------------|--|-----------|----------|----------|----------|-----------|-----------|-----------|------------|
|                   | Apr 18                                     | May 18    | Jun 18   | Jul 18   | Aug 18   | Sep 18    | Oct 18    | Nov 18    | Dec 18     |
| <b>LAC</b>        | 629  | 627       | 642      | 648      | 655      | 657       | 653       | 652       | 647        |
| <b>Admissions</b> | 16   | 37        | 19       | 34       | 22       | 16        | 26        | 19        | 18         |
| <b>Ceased</b>     | 18   | 22        | 13       | 27       | 20       | 20        | 27        | 24        | 31         |
| <b>Net +/-</b>    | <b>-2</b>                                  | <b>15</b> | <b>6</b> | <b>7</b> | <b>2</b> | <b>-4</b> | <b>-1</b> | <b>-6</b> | <b>-11</b> |

Rotherham has seen a large increase in its number of Looked After Children, particularly over the last four years. Within Yorkshire and Humber, Rotherham has seen the largest increase in LAC population over the last 4 years with a 30% increase between 2016-18 and 37% over the last 4 years (to 2014-18).

## 7 Placements

Of the 634 Looked after Children in Rotherham as at 31<sup>st</sup> December 2018 83.8% were in a family based placement of which 6.5% were placed with parents or other person with parental responsibility.



### Placed Out of Authority

As at 31 December 2018 there were 361 Looked after Children who were placed out of the authority. This represents 56.9% of the LAC cohort.

| Placement Type                                   | No. of Children | % of Children |
|--|-----------------|---------------|
| Placed for Adoption                              | 20              | 5.5%          |
| Secure Unit                                      | 1               | 0.3%          |
| Children's Homes                                 | 46              | 12.7%         |
| Placed with parents or other with Parental Resp. | 7               | 1.9%          |
| Independent living (flat/lodgings/friends/B&B)   | 16              | 4.5%          |
| Family Centre or Mother and Baby Unit            | 3               | 0.8%          |
| Young Offender Institute or Prison               | 1               | 0.3%          |
| Residential Schools                              | 7               | 1.9%          |
| Foster placement with relative or friend         | 12              | 3.3%          |
| Placement with other foster carer                | 247             | 68.5%         |
| Other Placement                                  | 1               | 0.3%          |
| <b>Total</b>                                     | <b>361</b>      | <b>100%</b>   |

When the placements of the entire LAC cohort are considered as a whole, a significant number of Rotherham children are currently placed outside the borough. Regional sufficiency work completed with 2017-18 data suggested that Rotherham had the highest net-exporter number of children placed outside the area when compared to other local authorities in the Yorkshire & Humber region.

## 8 In-House Fostering

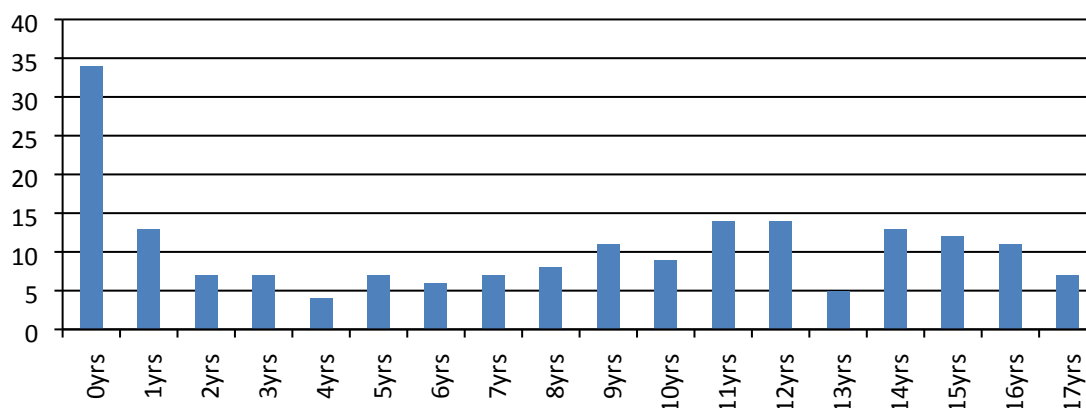
In-house foster placements make up 29.8% of the total LAC population. Overall, at the end of December 2018, there were 464 children in fostering placements (all-types); this is 73% of the total LAC population. However, of these, only 41% of children are placed with in-house foster carers, compared to 59% with independent fostering agencies. This balance has shifted further in favour of IFAs in the past 12 months. Regional sufficiency work indicates that Rotherham has one of the

highest proportions of IFA placements in comparison to in-house placements in the region. This means that Rotherham is currently substantially exposed to the IFA market; this, in-turn has an impact on our local ability to achieve value for money when managing LAC Sufficiency.

As at 31 December 2018 there were 189 Looked after Children who were placed with Rotherham Foster Carers (In House). This represents 40.7% of those Children in any Foster Placement. In House Foster Placements make up 29.8% of the total LAC population.

### Age of Children

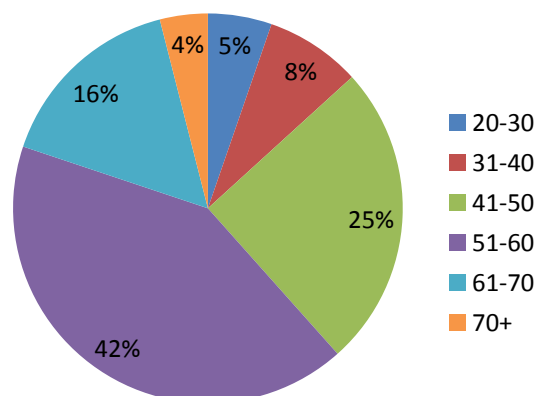
Of the 189 children placed in an in-house fostering placement at the end of December 2018, 36.5% (69 children) were between the ages 11-16yrs.



### Age of Carers

Of the 151 foster carers at the end of December 2018, 42.0% (63 carers) were between the ages 51-60yrs.

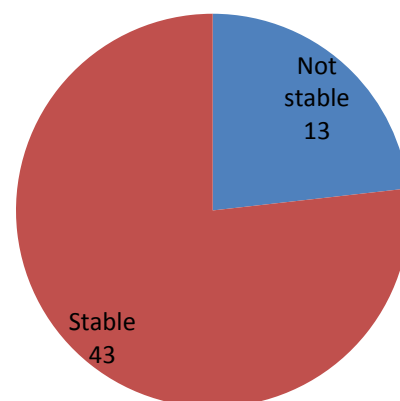
| Carers age group | No. Carers |
|------------------|------------|
| 20-30yrs         | 8          |
| 31-40yrs         | 12         |
| 41-50yrs         | 38         |
| 51-60yrs         | 63         |
| 61-70yrs         | 24         |
| 70+yrs           | 6          |
| <b>Total</b>     | <b>151</b> |



### Placement Stability

At the end of December 2018, 56 children aged sixteen or under were in an in-house fostering placement and had been looked after continuously for 2.5 years or more. Of these children 43 (76.8%) had been living in the same placement for at least 2 years, or were placed for adoption and their adoptive placement together with their previous placement together had lasted for at least 2 years.

Rotherham has supported children to establish permanency and, since 2016/17, 28 in-house foster carers have been special

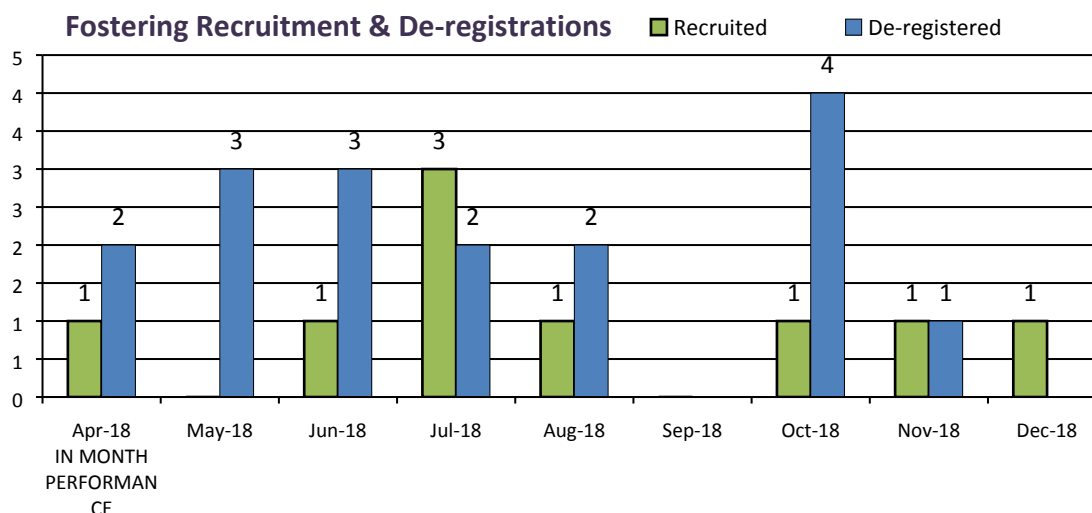


guardians. Whilst this has reduced the overall number of in-house foster carers, it has achieved long-term stability for children and will support them to achieve better outcomes. (Table below shows how many foster carers had an SGO in each financial year.

| Year         | No. Carers - SGO |
|--------------|------------------|
| 2016/17      | 3                |
| 2017/18      | 5                |
| 2018/19      | 20               |
| <b>Total</b> | <b>28</b>        |

## Recruitment & Approvals

At the end of December 2018 there were 150 Foster Carer Households. Between 1st April 2018 and 31 December 18, there were 9 newly recruited Foster Carers and 17 de-registrations.



The table below details Foster Carer approvals for on-going & new carers between 1 April 18 and 31 December 18.

| Approval Type (New)        | No. Households |
|----------------------------|----------------|
| Task Centred               | 42             |
| Fostering Respite/Day Care | 21             |
| Long Term/Permanent        | 15             |
| Fostering Plus             | 2              |
| Families Together          | 2              |
| <b>Total</b>               | <b>49</b>      |

In addition to this between 1 April 18 and 31 December 18, 86 Foster Carer approvals were ceased.

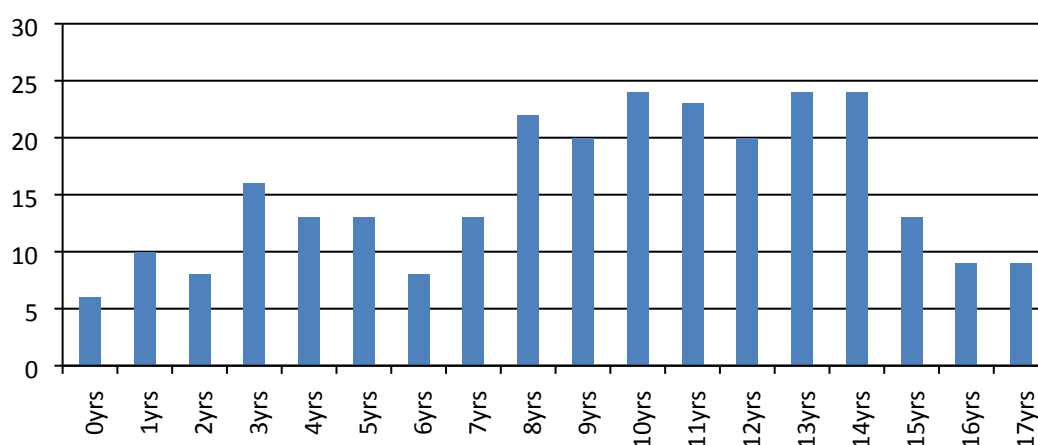
However, it is of concern that the age profile of Rotherham's foster carers may lead to further de-registrations through retirement in coming years. The Foster Carer Recruitment Strategy will also seek to increase the range of placements offered (especially to sibling groups and children with complex needs) and to support foster carers who are able to have more than one child in placement.

## 9 Independent Fostering Agencies

Of all Rotherham children placed within a family-based setting, 59% are with an Independent Fostering Agency (compared to 41% with an in-house foster carer). Regional data suggests that this is one of the highest proportions of IFA placements in comparison to in-house placements in the region. The largest cohort of children placed with Independent Fostering Agencies is between the age of 11 and 16 years olds. Children placed with IFAs may be further away from Rotherham (more than a quarter are placed more than 20 miles away), however, regional sufficiency data suggests that many Rotherham children live with IFAs in neighbouring local authorities.

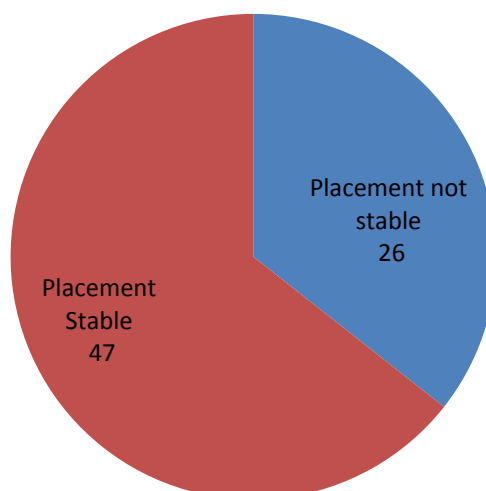
### Age of Children

Of the 275 children placed in an Independent Fostering Agency placement at the end of December 2018, 41.1% (113 children) were between the ages of 11-16yrs.



### Placement Stability

At the end of December 2018, 73 children aged sixteen or under were in an in-house fostering placement and had been looked after continuously for 2.5 years or more. Of these children 47 (64.4%) had been living in the same placement for at least 2 years, or were placed for adoption and their adoptive placement together with their previous placement together had last for at least 2 years.





## Placement Distance

Of the 275 children placed in an Independent Fostering Agency placement at the end of December 2018, 75 (27.3%) of them were placed over twenty miles away. The average distance for all of the 275 children is 18.3 miles.

IFAs offer positive placement stability to the children they care for with more than half in placement for 2 years or more. This indicates that there may be opportunities to encourage carers to become Rotherham foster carers, or to transfer to more permanent arrangements.

Rotherham has its own framework agreement with fostering agencies (it is not part of the White Rose Framework). This has worked well; the feedback from IFAs is that the relationship with Rotherham is the nearest thing to partnership that they have experienced and there is positive engagement with the Rotherham Quality Assurance Framework.

Rotherham will leverage these positive relationships as the local framework for fostering is reviewed, and seek to balance the exposure that Rotherham currently has to the IFA market in terms of securing foster care placements. The work will also seek to reduce the necessity to commission off-framework placements.

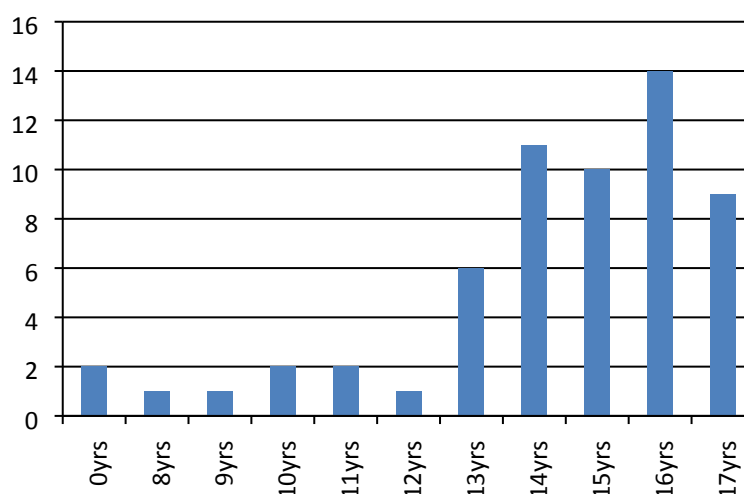
The work with IFAs will be set in the context of renewed focus on recruiting more in-house foster carers.

## 10 Residential Placements

As at 31 December 2018 there were 59 Looked after Children in Residential Placements. This equates to 9.3% of the total LAC population. Of the 59 children placed in a Residential placement at the end of December 2018, 74.6% (44 children) were between the ages 11-16yrs. Of the 59 children placed in a Residential placement 35 (59.3%) of them were placed over twenty miles away. The average distance for all of the 59 children is 43.6 miles.

### Age of Children

Of the 59 children placed in a Residential placement at the end of December 2018, 74.6% (44 children) were between the ages 11-16yrs.



## Placement Stability

At the end of December 2018, 7 children aged sixteen or under were in an in-house fostering placement and had been looked after continuously for 2.5 years or more. Of these children 0 (0.0%) had been living in the same placement for at least 2 years, or were placed for adoption and their adoptive placement together with their previous placement together had last for at least 2 years.

## Placement Distance

Of the 59 children placed in a Residential placement 35 (59.3%) of them were placed over twenty miles away. The average distance for all of the 59 children is 43.6 miles.

Rotherham does not have any in-house residential provision. This means that the majority of placements are made with private providers via the White Rose Framework. Rotherham is a partner in the White Rose Consortium which consists of 15 local authorities within the Yorkshire and Humber region; this offers a level of assurance in relation to both price and quality when procuring placements with contracted providers.

Children requiring residential placements are often older children with complex needs or challenging behavior who need an intensive package of support from a range of agencies. 44% of Residential Care placements were made at the Tier 3 (Specialist) weekly fee rate which indicates a high level of complexity in these cases in comparison with the Tier 1 (Standard Placement) and Tier 2 (Intensive Placement) placement categories. Regional sufficiency work suggests that Rotherham has the highest proportion of placements in this category.

Rotherham is working to build relationships with private providers who are based in the borough in order to be in a position to place according to the principles of this strategy, within or close to the local area, and to achieve best value for money. Two new providers now have residential homes within the borough and places have been block-booked for Rotherham children. In December 2018, 3 children were occupying 100% of the block-booked places with one provider. The second provider was awaiting Ofsted registration.

The market management work will prioritise developing relationships with providers to encourage them to open new provision within the Rotherham borough and working with them to secure further block purchase agreements to ensure value for money sufficiency of local, good quality placement options for young people. The White Rose Framework provides a procurement vehicle to support this work.

## 11 Specialist Placements

Out of the 634 Looked after Children in Rotherham as at 31<sup>st</sup> December 2018 0.8% (5) was in a Specialist Placement.

| Placement Type   | No. of Children |
|--|-----------------|
| Secure Unit  | 1               |
| Residential Care Home  | 0               |
| NHS/Health Trust or other establishment providing medical/nursing care | 0               |
| Family Centre or Mother and Baby Unit                                  | 3               |
| Young Offender Institute or Prison                                     | 1               |
| <b>Total</b>   | <b>5</b>        |

In December 2018, Rotherham required 3 mother and baby placements (residential family assessment) to meet its sufficiency needs. Improved value for money would be achieved if this specialism was available from in-house provision; there is currently too greater reliance on independent provision.

## 12 Short Breaks

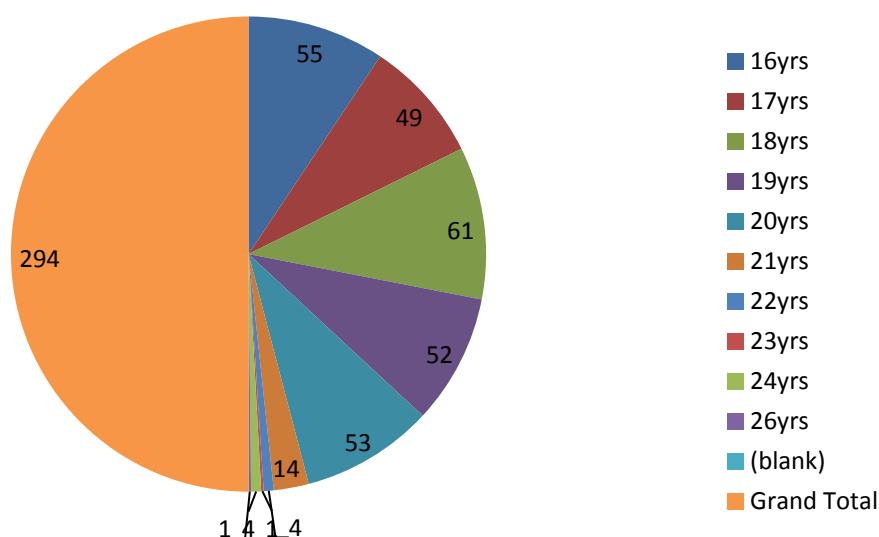
Liberty House is an in house service which offers short break residential provision for children aged 8-18 with a range of complex physical, learning and health needs. Liberty House comprises of 9 bedrooms, 4 of which are suitable for children with less ambulant ability. Children's frequency of short break stay is assessed on the dynamics of both the child and their family. Liberty House is an Ofsted registered short break provision and adheres to all aspects of the Children's Homes Regulations 2015. Liberty House received a Good outcome following inspection in December 2018.

The provision of short breaks supports families to remain together; the needs analysis for short breaks provision (including residential and non-residential provision) was refreshed in November 2018 and will inform future commissioning activity.

## 13 Care Leavers

As at the 31 December 2018 there were 294 Care Leavers in Rotherham. The pie chart below shows the age breakdown of the Care Leavers Cohort. Of the 294 Care Leavers; 44 were accessing commissioned post 16 accommodation and support.

**Care Leavers Age Breakdown**



## Care Leavers Key Performance Indicators

|   | No.       | %      |
|---|-----------|--------|
| Care Leavers:   | 294       | -      |
| Eligible Care Leavers ( 289) with Pathway Plan            | 249 / 289 | 86.2%  |
| Eligible Care Leavers ( 289) with up to date Pathway Plan | 205 / 289 | 70.9%  |
| Care Leavers in suitable accommodation                    | 282 / 294 | 95.9%  |
| Care Leavers in employment, education or training         | 184 / 294 | 62.6%  |
| Eligible Care Leavers (289) in Touch                      | 288 / 289 | 99.7%  |
| Care Leavers with PA allocated                            | 294 / 294 | 100.0% |

| Accommodation Type                               | No of Care Leavers in the accommodation |
|--|---|
| Post 16 accommodation and support (commissioned) | 44                                      |
| With parents or relatives                        | 39                                      |
| Community home or other form of residential care | 27                                      |
| Semi-independent, transitional accommodation     | 29                                      |
| Supported lodgings                               | 1                                       |
| Gone abroad                                      | 2                                       |
| Residence not known                              | 2                                       |
| No fixed abode / homeless                        | 2                                       |
| Independent living                               | 69                                      |
| In custody                                       | 6                                       |
| Other accommodation                              | 45                                      |
| With former foster carers                        | 28                                      |
| <b>Grand Total</b>                               | <b>294</b>                              |

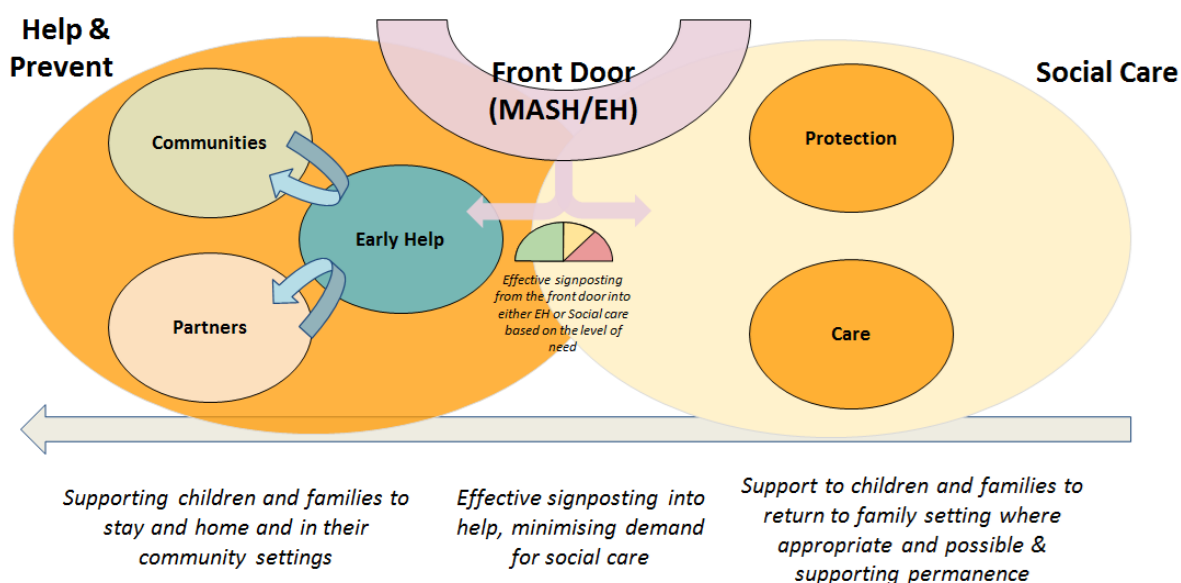
The White Rose Leading Care and Vulnerable Young People Accommodation and Support (16-25) Framework Agreement ended on 18<sup>th</sup> December 2018. Accommodation for Rotherham Care Leavers will be procured through a Rotherham Framework. This will use a 'light touch' procurement approach to set up a dynamic system to ensure that the needs of care leavers are met effectively through high quality provision that delivers value for money.

In addition to the framework agreement for care leavers, adult services will provide accommodation and support for vulnerable 16 and 17 year olds.

## 14 Demand Management Approach

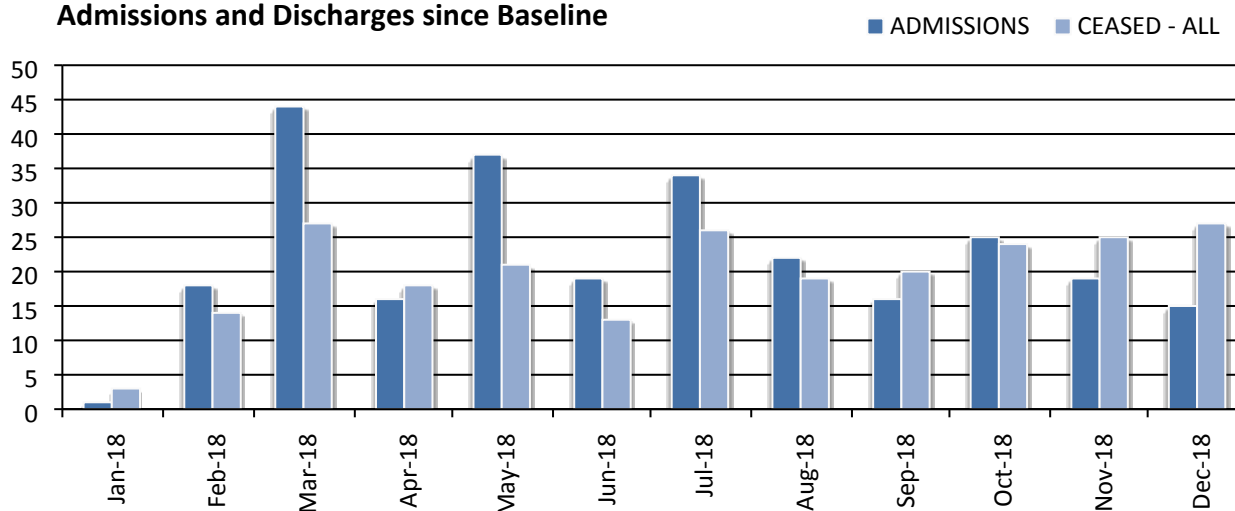
Children and Young People's Services will implement two major transformation projects, aiming to support children, young people and their families with the right services at the right time. The Early Help and Social Care Pathway project will ensure that needs can be addressed early before they escalate, and that interventions, underpinned by the Rotherham Family Approach, support families to step down to less intensive services. The Demand Management Project will ensure that there is improved practice to safely support more children to stay out of care and improved practice to safely support more children to be discharged from care. This work is under-pinned by analysis titled, 'Right

Child, Right Care' which is included in the LAC Sufficiency Data Booklet. Evidence-based support, including Edge of Care services will also support the demand management approach.



The Right Child Right Care initiative was baselined and introduced in February 2018. Progress is tracked on a monthly basis to ensure that children and young people identified in the baseline cohort are receiving the right package of care to meet their needs. The chart below represents the numbers of admissions and discharges into care since the baseline, until the end of December 2018.

**Admissions and Discharges since Baseline**



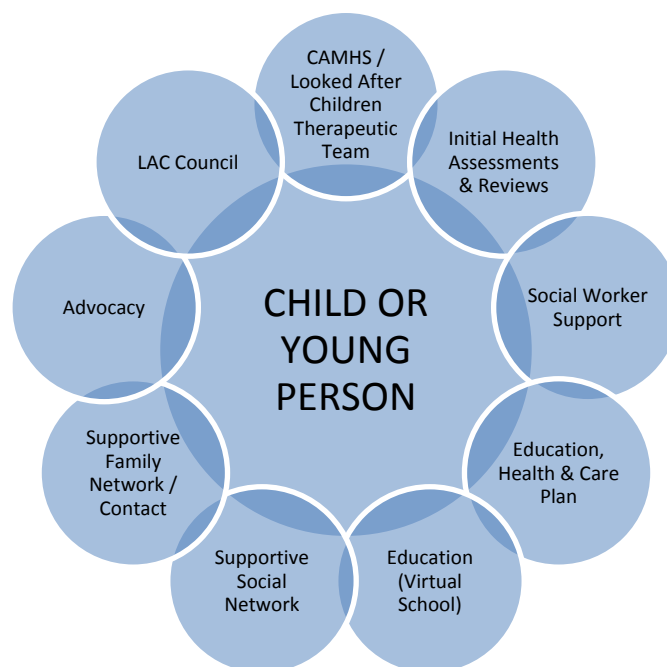
The Demand Management Approach also includes targeted work to prevent children from escalating to higher thresholds of intervention, for example Family Group Conferencing, Multi-Systemic Therapy and the Edge of Care Team. Rotherham's PAUSE Practice works with a cohort of women who have had more than one child removed from their care; the assertive outreach and support provided gives women space to work on their own needs and seeks to prevent more children being born who are likely to come into the care system.

The Edge of Care service supports the Demand Management Approach and the table below represents the number of Children and Young People who have been impacted by evidence based approaches (as at 31 December 18).

| Impact                                       | No. of Children | % of Children |
|--|-----------------|---------------|
| Reduced Intervention since referral to EoC   | 48              | 33%           |
| Increased Intervention since referral to EoC | 9               | 6%            |
| No Change                                    | 89              | 61%           |
| <b>Total</b>                                 | <b>146</b>      | <b>100%</b>   |

## 15 Market Management Approach

The Market Management project will implement plans to make sure the right placements are available to meet the needs of Rotherham's looked after children. Where children travel out of the borough to live, it is more difficult and expensive to ensure that the right support is in place to meet all their needs.



In order for more children to remain within Rotherham there are several key strands of work that need to be pursued:

### **Increase In-House Fostering Capacity**

Rotherham is disproportionately reliant on Independent Fostering Agencies. This does not provide good value for money and increase the chances of Rotherham children living outside the borough. It is a priority to increase the number of Rotherham foster carers at pace.

In addition to increasing the number of foster carers, we will work to broaden the demographic profile of the foster carer community and support them to have the skills and capacity to meet the needs of Rotherham's Looked After Children.

### Develop In-Borough Residential Provision

Rotherham's in-borough residential provision is Liberty House, providing Short Breaks for children with disabilities. There is no in-borough provision for full time residential care.

Rotherham will seek to develop the local market, through relationship-based commissioning and innovative partnership work to increase the number of residential placements in the borough. The White Rose Framework supports local areas to develop provision that is specific to the needs of the local area. Where the need for specialist provision is identified (for example therapeutic placements or provision for children with profound and multiple disabilities) we will work with the market to develop the right local offer to meet need. Block-booking arrangements will be negotiated where we are confident that this will deliver best value for money.

### Understand Local Sufficiency Arrangements and Value for Money

The data booklet that accompanies the LAC Sufficiency Strategy will be updated on an annual basis to ensure that there is a clear understanding of our ability to meet the needs of Rotherham's Looked After Children. In addition a dynamic placement tracker is in development to enable us to have clear visibility of the mix of placements and whether these are achieving value for money.

## 16 Financial Analysis

The CYPS LAC placement costs for 2018/19 were £30.037m, with the majority of spend on the following placements:

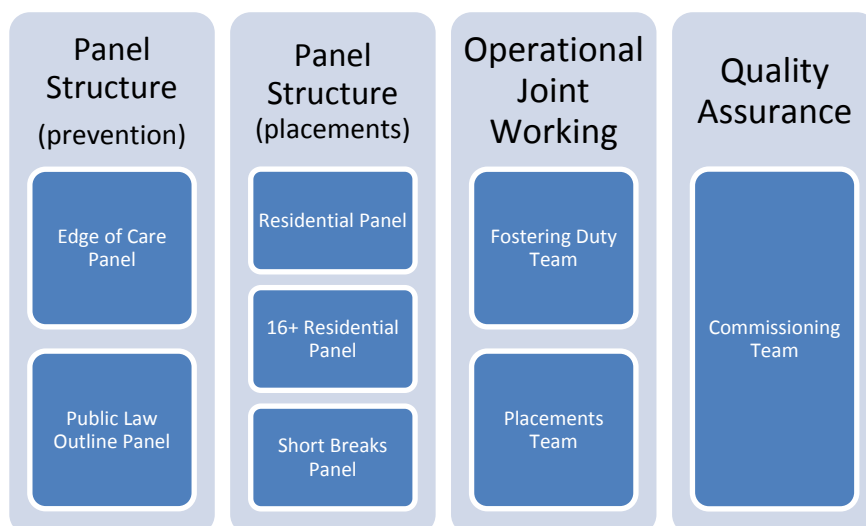
|   | <u>Costs</u> | <u>No.s</u> |
|---|--------------|-------------|
| • External Residential (Out of Area) Placements | £12.376m     | 64          |
| • Independent Fostering Agencies                | £11.122m     | 263         |
| • In-house Foster Carers                        | £3.188m      | 167         |
| • Supported Accommodation                       | £2.143m      | 48          |

As can be seen from the figures above the majority of LAC placements are in high cost IFA and external residential placements and the strategy over the next three years is to reduce the number of children in high cost and out of area placements by developing local provision.

The development of local residential provision through a block contracting arranging is intended to provide cost savings compared to the current spot purchase method and will also ensure the child remains within the Rotherham district.

The growth of in-house foster carers is another strategy to keep children in Rotherham whilst placing the young person in a more cost efficient placement. In-house placements cost on average £18k per annum compared to an IFA placement as £44k per annum.

## 17 Roles, Responsibilities & Processes



The Commissioning Service has introduced a Quality Benchmarking Assessment Framework to be used as a tool to improve the monitoring of the quality of the Services provided. This tool has also been designed to help us to work together to improve the services for Children and Young People in Rotherham and to build good working relationships with providers. This benchmarking tool will enable self-assessment and support improvement; it will clarify our expectations and ensure that we are a child centred borough.

## 18 Conclusion

The LAC Sufficiency Strategy will underpin the activity that will be delivered through the Market Management Project.

The key priorities of the Market Management Project are:

- **To reduce reliance on Independent Fostering Agencies by recruiting more in-house foster carers; and**
- **To develop local residential provision and secure block-bookings for Rotherham children where this will achieve best value.**

The detailed work to increase the number of in-house foster carers is set out in the **Foster Carer Recruitment Strategy**.

In addition to this work we will:-

- **Explore opportunities for regional collaborative working arrangements.** Rotherham Council is a member of the White Rose consortium, participating in frameworks for the provision of independent residential placements and SEN placements. LAC Sufficiency is a priority across the region (and the country) and Rotherham will fully engage with innovative practice that will support the principles and challenges set out in this strategy;



- **Review the Rotherham Fostering Framework** to ensure that it continues to deliver high quality placements and value for money;
- **Implement a Dynamic Purchasing Framework** to ensure that sufficiency is achieved for Rotherham care leavers; and
- **Work in partnership with Adult Care & Housing** to ensure that sufficiency is achieved for vulnerable 16 and 17 year olds.

### Initial Equality Screening Assessment

As a public authority we need to ensure that all our strategies, policies, service and functions, both current and proposed have given proper consideration to equality and diversity.

A **screening** process can help judge relevance and provide a record of both the process and decision. Screening should be a short, sharp exercise that determines relevance for all new and revised strategies, policies, services and functions.

Completed at the earliest opportunity it will help to determine:

- the relevance of proposals and decisions to equality and diversity.
- whether or not equality and diversity is being/has already been considered, and
- whether or not it is necessary to carry out an equality analysis.

|                                    |                                    |
|------------------------------------|------------------------------------|
| <b>Directorate: CYPS</b>           | <b>Service area: Commissioning</b> |
| <b>Lead person: Jenny Lingrell</b> | <b>Contact number: Ext 54836</b>   |

#### 1. Title: LAC Sufficiency Strategy

Is this a:

☒

**Strategy / Policy**

☐

**Service / Function**

☐

**Other**

**If other, please specify**

#### 2. Please provide a brief description of what you are screening

The LAC Sufficiency Strategy aims to demonstrate a detailed understanding of the children's placement market in Rotherham and nationally, examining supply and demand whilst identifying gaps in provision. The strategy supports the ambition of RMBC to ensure that all our looked after children live and grow up in homes with carers who meet all of their physical and emotional needs. The strategy defines what Rotherham intends to do in the future to improve our provision for children and young people in our care.

| <b>3. Relevance to equality and diversity</b>  |            |           |
|--|------------|-----------|
| <b>Questions</b>   | <b>Yes</b> | <b>No</b> |
| Does the activity have implications regarding the accessibility of services to the whole community?  |            | x         |
| Is there an impact for an individual or group with protected characteristics?<br>(Discrimination, harassment or victimisation of individuals with protected characteristics) | x          |           |
| Have there been or likely to be any public concerns about the policy or proposal?  | x          |           |
| Could the proposal affect how the Council's services, commissioning or procurement activities are organised, provided, located and by whom?                                  | x          |           |
| Could the proposal affect the Council's workforce or employment practices?   | x          |           |

If you have answered **no** to all the questions above please complete **sections 5 and 6**.

If you have answered **yes** to any of the above please complete **section 4**.

#### **4. Considering the impact on equality and diversity**

If you have not already done so, the impact on equality and diversity should be considered within your proposals prior to carrying out an **Equality Analysis**.

Considering equalities and diversity will help to eliminate unlawful discrimination, harassment and victimisation and take active steps to create a discrimination free society by meeting a group or individual's needs and encouraging participation.

Please provide specific details for all three areas below and use the prompts for guidance.

- How have you considered equality and diversity?**

(**think about** the scope of the proposal, who is likely to be affected, equality related information, gaps in information and plans to address, consultation and engagement activities (taken place or planned) with those likely to be affected)

There are four key strands of work that are inter-dependent, but affect different groups.

Looked After Children; Rotherham's Looked After Children will have protected characteristics. All care planning will take account of the needs of the individual child and

seek to match their needs with an appropriate placement. The LAC Sufficiency Strategy will provide more options to ensure that the placement is matched with the child's needs (including any protected characteristics). For example, the Muslim Foster Carer project will provide more options to place children with Muslim Foster Carers where this is a good match.

The Looked After Children's Council meets regularly. The LAC Council agree their own programme of work; a request to co-produce market management activity with them will be made.

Rotherham has an existing community of Foster Carers. RMBC meet with this group regularly to ensure that their voice can inform future planning for new recruitment initiatives as well as support package that is available to Foster Carers. Becoming a Foster Carer provides an employment opportunity to Rotherham residents. All initiatives to recruit more Foster Carers should aim to increase the diversity of the Foster Carer profile across all protected characteristics; this will support children and young people to achieve positive outcomes as placements that are a good match will be available.

Rotherham currently works with a number of Independent Fostering Agencies and engages with this group via a Provider Forum.

Plans to open new residential provision within the borough may have an impact on the wider community. Robust arrangements to consult with the community will be considered as part of the commissioning process with new providers in the borough.

- **Key findings**

(think about any potential positive and negative impact on different equality characteristics, potential to promote strong and positive relationships between groups, potential to bring groups/communities into increased contact with each other, perception that the proposal could benefit one group at the expense of another)

The LAC Sufficiency Strategy sets out a clear need analysis that helps to support work to meet the needs of Looked After Children in the borough. The work will have a positive impact in terms of addressing the diversity of this cohort through a broader range of placement options.

Work to open new residential provision in the borough may be perceived negatively by local communities. Consultation and engagement work will need to be implemented carefully and sensitively. The Local Authority will maintain oversight of this through the commissioning process and ensure that Elected Members are included in the process.

- **Actions**

(think about how you will promote positive impact and remove/reduce negative impact)

A full Equality Analysis will be completed as part of the Market Management Project. This will included details of all key areas of work.

In summary, these are:

- To seek engagement in the Market Management Project with the Looked After Children's Council
- To continue to engage with Rotherham Foster Carers
- To continue to engage with the Independent Foster Carer Forum
- To ensure that consultation and engagement with the public is embedded in all plans to open new residential provision in the borough

|   |                                 |
|---|---------------------------------|
| Date to scope and plan your Equality Analysis:                          | Completed                       |
| Date to complete your Equality Analysis:                                | June 2019                       |
| Lead person for your Equality Analysis<br>(Include name and job title): | Jo Smith, Head of Commissioning |

## 5. Governance, ownership and approval

Please state here who has approved the actions and outcomes of the screening:

| Name           | Job title               | Date |
|----------------|-------------------------|------|
| Jon Stonehouse | Strategic Director CYPS |      |

## 6. Publishing

This screening document will act as evidence that due regard to equality and diversity has been given. If an Equality Analysis is not required the screening document will need to be published.

If this screening relates to a **Key Delegated Decision, Executive Board, full Council** or a **Significant Operational Decision** a copy should be emailed to Corporate Governance (to include contact) and will be published along with the relevant report.

A copy of **all** screenings should also be sent to [Zaidah.ahmed@rotherham.gov.uk](mailto:Zaidah.ahmed@rotherham.gov.uk) For record keeping purposes it will be kept on file (but not published).

|   |  |
|---|--|
| Date screening completed  |  |
| If relates to a Key Decision - date sent to Cabinet   |  |
| Date screening sent to Equalities Officer<br><a href="mailto:Zaidah.ahmed@rotherham.gov.uk">Zaidah.ahmed@rotherham.gov.uk</a> |  |

**Committee Name and Date of Committee Meeting**

Cabinet – 10 June 2019

**Report Title**

Rotherham's Cultural Strategy 2019 - 2026

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

No, but it has been included on the Forward Plan

**Strategic Director Approving Submission of the Report**

Paul Woodcock, Strategic Director of Regeneration and Environment

**Report Author**

Polly Hamilton, Assistant Director – Culture, Sport and Tourism  
01709 822041 or polly.hamilton@rotherham.gov.uk

**Ward(s) Affected**

Borough-wide

**Report Summary**

Rotherham's new Cultural Strategy has been produced in collaboration with members of the public and partners from across the cultural, leisure, green spaces and tourism sectors. This is the first Strategy produced by the local Cultural Partnership Board since it was established in 2018.

This report requests consideration and endorsement of the new Cultural Strategy 2019 – 2026.

**Recommendations**

1. That the new Cultural Strategy 2019 – 2026 be considered and endorsed.

**List of Appendices Included**

- Appendix 1 Like Rotherham – Things to Do, Places to Go  
Let's Transform Rotherham's future through culture, leisure and green spaces 2019 – 2026
- Appendix 2 Equalities Analysis

**Background Papers**

None

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

Improving Places Select Commission

**Council Approval Required**

No

**Exempt from the Press and Public**

No

## **Rotherham's Cultural Strategy 2019 - 2026**

### **1. Background**

- 1.1 The Culture, Sport and Tourism Service was re-established by the Council in 2016, following the Services' external health check and the recommendation of the Commissioners.
- 1.2 This recognised the value and importance of culture, leisure and green spaces to local people, as evidenced in the responses to the Views of Rotherham consultation, as well as the strategic importance of these sectors to:
  - the economy of the Borough, supporting regeneration, developing talent and skills and growing business
  - building pride and celebrating our unique identity, transforming perceptions of the Borough and rebuilding Rotherham's reputation
  - building stronger communities, improving quality of life and reducing isolation
  - enhancing health and wellbeing, encouraging physical activity and improving positive mental health.
- 1.3 In July 2017, the Improving Places Select Commission and the Business Growth Board endorsed a report on the process for the development of Rotherham's Cultural Strategy. This is the main overarching document which sets the direction for the sector across the Borough and which demonstrates the role that culture, sport and tourism can play in shaping Rotherham's future.
- 1.4 Within the Strategy, the definition of culture includes the natural environment, parks, woodland and countryside, sport, the arts (including performing arts, music, theatre, dance, visual art, craft, literature, circus, film and digital media), tourism attractions, libraries, heritage, museums and archives, events and play.
- 1.5 The purpose of the Strategy is to:
  - Shape Rotherham's vision for culture, leisure and green spaces
  - Strengthen the distinctive identity of the Borough
  - Grow engagement and participation, enabling and encouraging more people to get active, get creative and get outdoors, more often
  - Develop shared principles with which to embed quality, excellence and innovation
  - Make best use of existing resources and build consensus about priorities for development and investment
  - Optimise the impact of the sector on cross-cutting themes and priorities, including health and well-being, place making and child-friendly borough.
- 1.6 The development of the Strategy is being led by Like Rotherham - the Cultural Partnership Board, which is chaired by the Cabinet Member for Cleaner, Greener Communities. The Board includes representation from external partners and stakeholders, including local businesses, voluntary organisations, regional agencies, artists and athletes.



- 1.7 The Board has an advocacy role both within the Borough and at a regional and national level. It is ensuring that links are made with Rotherham Together Partnership and its related boards and action plans, including the Business Growth Board, the Health and Wellbeing Board, the Youth Cabinet, the Different But Equal Board and the Building Stronger Communities Board.
- 1.8 Like Rotherham oversees the work of three other partnerships:
- Rotherham's Local Cultural Education Partnership – which builds partnerships between cultural organisations, schools and the children and young people's sector.
  - Rotherham Activity Partnership – which aims to get more people in Rotherham healthy and physically active
  - Visit Rotherham – a network for all organisations interested in growing tourism.
- 1.9 Within Rotherham Council, an Officer Working Group has been formed to:
- Develop and co-ordinate the Council's contribution to the Cultural Strategy, oversee its implementation and monitor its effectiveness
  - Ensure that the Strategy enables the inclusion of all sectors of the community including families, older people and people with protected characteristics
  - Ensure that there are embedded links between the Cultural Strategy and other relevant Council strategies
  - Identify and agree key performance measures which demonstrate impact
  - Act as advocates for the Cultural Strategy within their respective Service, influencing policy and practice as appropriate.
- 1.10 The Improving Places Select Commission scrutinises the development and impact of the Strategy.

## 2. Key Issues

- 2.1 The Strategy has been updated following the consultation period and has been presented to Like Rotherham for consideration and feedback. The latest version is attached at Appendix A. This is presented as a draft on the grounds that some small changes to wording (not content or message) may be made prior to final design and print.
- 2.2 The Strategy sets out the overarching goal which is to **'get more people active, creative and outdoors, more often'**, in order to address under-performance compared to other areas and because of the benefits to improving social, health and economic outcomes. There are also **7 'game-changers'** which are the main activities by which the strategy will be delivered.
- 2.3 Monitoring and evaluation will be overseen by Like Rotherham - the Cultural Partnership Board, which will continue to meet quarterly. Working groups are being formulated around each of the 7 'game-changers'. An action plan with KPIs is in development which will be updated on an annual basis but the preference is that this will be a working document, separate from the main strategy.

- 2.4 The Cultural Partnership Board reports directly to the Rotherham Together Partnership. In addition, there are already actions embedded in the plans of other partnerships such as the Health and Wellbeing Board, Child Friendly Borough Board and the Business Growth Board with updates provided on a regular basis. This process of embedding the Cultural Strategy in the work of other partnerships will continue.
- 2.5 Delivery of the strategy is dependent on strong local partnership-working to embed the opportunities presented by an ambitious approach to culture and tourism within the wider strategic priorities of the borough. This will enable local partners to make best use of existing resources and also draw in external investment which will bring the 'added value'.

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

- 3.1 Like Rotherham considered a range of options, including:

Option 1 - Not having a Strategy. The need for a strategy was endorsed by Improving Places Select Commission in July 2017 on the grounds that it would enable partners in Rotherham to come together and set priorities. It also demonstrates to external partners and funders that key decision makers in Rotherham are committed to culture and understand its contribution to Rotherham.

Option 2 - A detailed document with comprehensive KPIs and action plan. Partners felt that beyond the Council and regional agencies that this would not be of interest to the widest range of stakeholders. The board were keen to have a document which would be jointly 'owned' by partners and that was accessible to the general public.

Option 3 - A brief, well-designed and highly visual document which is easy to read and memorable. A separate action plan would be produced with KPIs collectively agreed with partners to monitor progress. This will both inspire partners, stakeholders and the general public and at the same time, provide the rigour, through the action planning process, to evidence impact and demonstrate progress.

The preferred choice was Option 3.

### **4. Consultation on proposal**

- 4.1 The strategy has been co-created with the involvement of a wide range of people, the general public and organisations. It began with the children and young people through a creative project – the Embassy for Reimagining Rotherham - linked to the Child-friendly Borough Board. This was followed up with a 'world-café' event with a wide range of partners to create the initial draft, which was launched at Rotherham Show. The Strategy was summarised in the form of 'postcards' which were used as the basis of discussions with the public. A longer version was available online. Presentations were made to a wide range of partnerships and organisations including the Older People's Forum, Children, Young People and Families Consortium, Business Growth Board,

BME communities at Black History month celebrations at the Unity Centre, members of the public at leisure centres, libraries and Rotherham Show and a range of other community events.

- 4.2 In the region of 2240 responses have been received and the strategy updated in accordance with the main themes of the feedback.

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

- 5.1 The Cultural Strategy is intended to be delivered over the next seven years, however a number of milestones are identified, including the 40<sup>th</sup> Anniversary of Rotherham Show in 2019, the delivery of a festival to celebrate Yorkshire Day in 2020 and the hosting of the Women's UEFA Football Championships in 2021.
- 5.2 Other projects, such as the delivery of the redevelopment of Wentworth Woodhouse (led by Wentworth Woodhouse Preservation Trust), will be delivered over a longer timeframe due to the nature of the work involved.
- 5.3 Should the Council agree to endorse the Strategy, and then it will go forward to the Rotherham Together Partnership for endorsement in June/July 2019.
- 5.4 The Like Rotherham board will continue to meet bi-monthly and update the action plan on an annual basis.
- 5.5 The Improving Places Select Commission will continue to scrutinise the delivery and impact of the strategy, particularly in relation to the Council's role in its success.
- 5.6 The Culture Sport and Tourism department, led by the Assistant Director, will continue to act as the lead for the Council on the cultural partnership board. Furthermore, actions arising from the strategy have been included in the Culture Sport and Tourism Service Plan for 2019/20 and beyond.

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

- 6.1 There are no direct financial implications arising from the adoption of this Cultural Strategy. The Strategy will be used as supporting evidence in external funding bids, to demonstrate the Council's strategic commitment to culture. The governance arrangements, in respect of any external funding bids, will follow the processes outlined in the Council's Constitution and Financial Regulations.
- 6.2 Funding for the development of the Strategy is budgeted from within existing approved allocated resources from within Culture, Sport and Tourism. Additional funding from the Arts Council England of £15,000 supported activities in the production of and subsequent consultation on the final document.
- 6.3 Partners are contributing financially to the delivery of some of the game-changers: for example:

- Game-changer 2 – Adventures in Rother Valley: Gulliver's are investing the £37m in the development of the new resort and theme park.
- Game-changer 3 - Wentworth Woodhouse Preservation Trust are fundraising independently for the delivery of their £130m master-plan. The National Lottery Heritage Fund, Arts Council of England and Historic England have all supported the Wentworth and Elsecar Great Place programme with collective investment of £1.4m.
- Game-changer 6 - Rotherham United Football Club is investing in the upgrade of their facilities in preparation for the Women's European Championships in 2021.

6.4 As / when any procurement related activity is identified the Council's Standing Orders prevailing at the time will be complied with.

## **7. Legal Advice and Implications**

7.1 There are no direct legal implications arising from the recommendations within this report.

## **8. Human Resources Advice and Implications**

8.1 There are no direct human resource implications arising from this report.

8.2 However, the workforce within the Culture, Sport and Tourism service will be critical to the successful delivery of the strategy; therefore, the strategy will be underpinned through effective workforce planning and development to support the achievement of strategic objectives.

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

9.1 Delivery of the strategy is intended to widen participation for children and young people and vulnerable adults.

9.2 Children and Young People have been involved throughout the process, initially through creative workshops and then leading and supporting the consultation process with other children, young people and adults. This has resulted in one of the 7 game-changers – the development and delivery of the Children's Capital of Culture.

9.3 Consultation with vulnerable adults has taken place throughout the public consultation process, at Rotherham Show, in libraries and in conjunction with Adult Social Care, Neighbourhoods, Voluntary Action Rotherham and Rotherham Ethnic Minority Alliance. This has resulted in the acknowledgement within the strategy of the importance of creating accessible and affordable activities, preferably in neighbourhoods. It also recognises the value of participation in creative, heritage, sports and outdoor activities to reducing isolation, building community cohesion, improving physical health and mental wellbeing.

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

- 10.1 The key mission of the Cultural Strategy, is to “get more people, more active, creative and outdoors, more often”, and this is central to the commitment to human rights and equalities.
- 10.2 The delivery of the Cultural Strategy will support the delivery of the Universal Declaration of Human Rights, supporting the delivery of Article 27 which states that, “everyone has the right freely to participate in the cultural life of the community, to enjoy the arts and to share in scientific advancement and its benefits.” The Cultural Strategy also supports the delivery of the 1978 International Charter of Physical Education, Physical Activity and Sport which is a rights-based reference that orients and supports policy- and decision-making in sport.
- 10.3 An Equalities Analysis has been completed and is attached at Appendix 2. This will be monitored on a quarterly basis by the Like Rotherham board.
- 10.4 There is much good practice locally on the ways in which people with protected characteristics are enabled to participate, and also to have voice and influence in the development of Rotherham’s cultural and leisure offer. However, as the strategy sets out, more needs to be done and to achieve this, the strategy has adopted co-production as a key methodology, which enables communities to design, shape and influence cultural and leisure provision, based on the principle of ‘nothing about us, without us’. The action plan will specifically monitor participation and engagement and this will be reviewed on a quarterly basis by the Like Rotherham board.

## **11. Implications for Partners**

- 11.1 Like Rotherham is currently made up of a wide range of partners including: Sheffield and Rotherham Wildlife Trust, Yorkshire Sport, Arts Council England, ROAR (Rotherham Open Arts Renaissance), Wentworth Woodhouse Preservation Trust, Gulliver’s, Rotherham United, Grimm and Co, Rotherham Ethnic Minority Alliance and RNN Group. There are a number of individuals contributing knowledge in relation to: artists (Mark Fell), sport/older people’s participation (Ray Mathews) and BME representation/voluntary arts (Sithule Moyo). Partners have committed to support delivery of the strategy and other partners are currently being recruited to lend their support.
- 11.2 Like Rotherham is also working with other boards within the Rotherham Together Partnership. There are actions within other plans including:
- Health and Wellbeing Strategy – joint work to address social isolation, encourage physical activity and adopting the ‘5 ways to wellbeing’.
  - Business Growth Board – joint targets to increase the number of jobs and apprenticeships in the leisure, cultural, tourism, creative and digital industries and strengthen the delivery of arts, sport and outdoor learning within the schools’ curriculum as a means of developing talent and building skills and confidence to improve job-readiness.

- Building Stronger Communities Board – utilising libraries, cultural and leisure facilities and events to bring people from diverse backgrounds together.
- Child-friendly Borough Board – delivery of the Children’s Capital of Culture as a way of increasing the quality and range of things to do and places to go for children and young people. This also enables young people to lead the development of a future cultural and leisure offer which supports engagement from people of all ages.

## 12. Risks and Mitigation

12.1 The key risks related to the delivery of the strategy are as follows:

12.2 Ambition v Resources: the feedback from the consultation suggested that there is an appetite for ambition but that this needs to be balanced with the resources which are available and/or might be secured through fundraising. Competition for resources from external funders is high, and Rotherham will need to demonstrate imagination and distinctiveness to secure the resources needed to deliver. Keeping the game-changers to a manageable seven enables partners to prioritise resources and focus on shared goals. Feedback from funders on the strategy has been positive – and the delivery of some projects is already underway, such as the recent opening of Waleswood camping and caravan park and the construction of Gulliver’s Valley Resort. The Culture Sport and Tourism team has restructured and is in the process of appointing new staff who will support delivery of the strategy.

12.3 Buy-in from the public and partners: the strategy has been co-created with wide involvement from communities and partners. Like Rotherham - the Cultural Partnership Board is continuing to recruit new members and joint actions are embedded in the plans for several boards within the Rotherham Together Partnership. The Like Rotherham board will continue to monitor progress and report on the impact of its work. Building the evidence base to show how the delivery of the strategy is impacting on social, health and economic outcomes will enable the board to demonstrate the value and contribution of culture, leisure and green spaces to Rotherham’s future.

## 13. Accountable Officer(s)

Polly Hamilton, Assistant Director – Culture Sport and Tourism

Approvals obtained on behalf of:-

|  | <b>Named Officer</b> | <b>Date</b> |
|--|----------------------|-------------|
| Chief Executive  | Sharon Kemp          | 03/05/2019  |
| Strategic Director of Finance & Customer Services<br>(S.151 Officer) | Judith Badger        | 24/05/2019  |
| Head of Legal Services<br>(Monitoring Officer)                       | Bal Nahal            | 24/05/2019  |
| Assistant Director of Human Resources (if appropriate)               | John Crutchley       | 18/04/2019  |

|   |             |            |
|---|-------------|------------|
| Head of Procurement<br>(if appropriate) | Kay Handley | 18/04/2019 |
|---|-------------|------------|

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This report is published on the Council's [website](#).

# Like Rotherham

## **THINGS TO DO, PLACES TO GO**

**Let's transform Rotherham's future through  
culture, leisure and green spaces**

**2019-2026**



## **Like Rotherham – Things to do, Places to go**

This is Rotherham's first Cultural Strategy in over 10 years. It has been created by the people of Rotherham, over 20 months of workshops, debates and consultation.

The strategy process has been led and facilitated by Like Rotherham – a local Cultural Partnership Board - who are working together to make sure that as many people as possible who live here can take part in high quality cultural, leisure and sporting activities. We want Rotherham to be the best it can be.

The Strategy is for anyone who cares about making Rotherham a better place to live, work and visit. It will shape the future for Rotherham. It will help decision makers and influencers prioritise what really matters and focus investment where it is needed most.

It is a call to action. We have 7 years and we need your help to make it happen.

## What is culture?

The word “culture” means different things to different people. It includes beliefs and customs which we share and which influence how we relate to others and our place within the world. When we use it in this document it refers to all the many and varied activities which everyone can take part in, including: sport, the arts - performing arts, music, theatre, dance, visual art, craft, literature, circus, film and digital media, libraries, our natural environment, parks, woodland and countryside, tourism, our heritage, museums and archives, events and play.

## Why culture matters to Rotherham

Culture is life affirming, life enriching and life changing. Research shows that when people take part in culture they have better health, better education and better jobs. Participation brings communities together and creates places to be proud of.

People come across culture at different times in their life and in many different ways. Culture for one person could be a life-long interest, for another a different experience every day.

It can help us get a job, grow and keep healthy bodies and healthy minds. The impact and memories can last a life time – a poem or song learned by heart, a family bike ride, cheering on a team, laughing until you cry at a pantomime, going for a swim, playing the guitar to lull a baby to sleep or snuggling up with a good book.

- *Public Health England report that people who take part in the arts are 38% more likely to report good health*
- *Sport England identifies the value of the sports industry to Rotherham as £69m. Almost two-thirds of this relates to participation in sport and physical activity.*
- *The Cultural Learning Alliance found that:*
  - *Students from low-income families who take part in the arts at school are 3 times more likely to get a degree*
  - *16 year olds who choose to read books for pleasure outside of school are more likely to secure managerial or professional jobs in later life*
- *Underachieving young people who take part in sport see a 29% increase in numeracy skills and a 12 to 16% rise in other transferable skills*
- *Research in the US Medical Journal found that ‘children are smarter, better able to get along with others, healthier and happier when they have regular opportunities for free and unstructured play in the out-of-doors’*

## **Culture can make a difference**

We have seen the difference that investing in culture and helping more people take part can make, in places like Hull, Coventry and Liverpool.

*As a result of Hull's year as City of Culture:*

- *More than 90% of residents engaged in at least one cultural activity*
- *71% of residents said they would speak positively about Hull*
- *There were nearly 800 new jobs in the creative and visitor economy sectors*
- *8 in 10 participants stated that being part of a project made them feel happier*

Rotherham already has a wealth of beautiful green space, parks, woodland and countryside which are wonderfully accessible from our doorsteps. It has an abundance of places to participate in sport, music and leisure pursuits – many of which sprang from our industrial roots in the form of miners' halls and working men's clubs and pubs, and which still offer a rich mix of entertainment today. There is a year-round programme of events and festivities which bring people together – from Wath Festival, to the Festival of Angels, the Children's Shakespeare Festival and Rotherham Show.

- *72% of Rotherham is beautiful green space*
- *99% of users love our libraries, situated within 2 miles of 98% of our communities*
- *In 2018 -19, there were more than 4 million visits to our parks, libraries, Civic Theatre, Clifton Park Museum, sports and leisure centres*

## **We heard about things that people love**

Rotherham people are passionate about culture! During the development of this Strategy, many local people, businesses and organisations told us why culture was important to them and their ambitions for the future. People who work and volunteer in the cultural sector told us what they needed to help them make more of a difference. Other local and regional partnerships told us what we could do to work together to achieve aims which were important to all of us, including improving health and wellbeing, the local economy and creating thriving, vibrant places.

We have gathered together thousands of comments which tell us more about what people who live and work here love doing now and why; what they'd like to do but couldn't, what was stopping them and what they'd like more of in Rotherham.

We heard about what people like to do to get active, get creative, get outdoors and get together as families, friends and communities.

*"Make people aware of all the green spaces! Rotherham is awesome!"*

*"Love Rotherham Show – free things for families are great. Love catching up with old friends, brilliant seeing people, there's something for everyone"*

*"Share the amazing stories about Rotherham's heritage and people as far and as wide as possible"*

*"The Tour de Yorkshire was great for pulling the community together"*

*"Everybody should have the chance to be creative"*

*"The centre is nicer than people think"*

*"I like drawing and making things with my imagination"*

In the Views of Rotherham consultation, we learned that culture really matters.

- 82% saw well looked-after parks and public spaces as a priority
- 75% felt that having local places to go, such as museums and parks, is important
- 72% valued a good range of things to do for teenagers
- 67% thought that a bigger range of low cost leisure activities is important

## **We learned about why people take part**

We learned that people take part to get and keep healthy, to learn new skills and improve job prospects, to meet new people, to have fun and to relax.

*"I like to learn things from other people"*

*"It makes me feel proud and it makes my parents proud"*

*"It's important to keep your mind active"*

*"I feel connected to Rotherham"*

*"I like meeting new people as I currently don't have any friends in the area or people to do activities with"*

*"Health and exercise – feeling good and clear mind"*

*"To learn something new"*

*"New experiences"*

*"Creativity is important because it allows you to express yourself in a different way and aids positive emotional, social and mental health and well-being"*

*"We enjoy the different events Rotherham has. Spending time here encourages our children to develop a sense of pride about their surroundings"*

***But even though thousands of people in Rotherham take part in lots of activities each year, participation by adults in Rotherham is lower than average.***

| <b>Definition (Active Lives Survey)</b>  | <b>Participation rate – national %</b> | <b>Participation rate – Rotherham %</b> |
|--|--|---|
| Spent time doing a creative, artistic, theatrical or music activity or craft                                 | 34.67                                  | 27.43                                   |
| Attended an event, performance or festival involving creative, artistic, dance, theatrical or music activity | 52.22                                  | 41.44                                   |
| Used a public library service  | 35.01                                  | 27.49                                   |
| Attended a museum or gallery   | 46.5                                   | 34.83                                   |
| Active population (150 minutes+ per week)  | 61.8                                   | 51.3                                    |
| Fairly active population (30-149 minutes per week)   | 12.5                                   | 11.7                                    |
| Inactive population (less than 30 minutes per week)  | 25.7                                   | 37                                      |

So we needed to know more about why people don't take part now and what we could all do to change that.

**We learned that talent is everywhere, but opportunity is not**

**We learned that people want more, different things to do**

People enjoy taking part in a wide variety of activities from sailing to singing, crafts to cricket, and writing stories to wheel-chair tennis. However people also want:

**More variety, so that we can exercise more choice  
about what we take part in and try new things**

**More “wow”, better quality, more original, unusual  
and “quirky” activities and events**

**A warm welcome for everyone,  
people on their own, in groups or with family and friends**

**Activities to be free or low cost, so that more people can take part**

**More information about what’s happening, when and where -  
so that we all know what is going on**

*“We really need stuff to happen here”*

*“Food unites people, so I think it would be good if we could have foods from all  
different cultures in Rotherham”*

*“I would like to see fireworks!”*

*More laughing, more dancing*

*“My children love to craft and enjoy free crafts in Clifton Park. It would be great if they  
offered this in more places”*

*“A better comedy scene”*

*“People don’t appreciate the skills and talent that people bring to Rotherham”*

*“More diverse range of cultural activities”*

*“More activities aimed at men”*

*“Better theatre provision in Rotherham offering better choice of arts”*

*“Innovative events”*

## **We want great places to go**

People love the places that Rotherham has to offer: green spaces, parks, attractions, theatre, museum and libraries. However they also want:

### **Different and distinctive places to go**

#### **Places to be accessible**

**– available nearby or easy to get to, with good public transport and parking**

#### **Places to be looked after – safe, attractive and cared for**

**More, better quality, leisure and cultural facilities in Rotherham town centre**

#### **Places to be inclusive**

**offering a warm Rotherham welcome to everyone**

*“We would like to have a cinema in Rotherham because then we would be able to spend more time with family and friends. Watching films also makes you more imaginative!”*

*“We think there should be an arts centre where everyone can go to learn different things, such as singing, acting, dancing, or painting. There would be regular performances at the arts centre and they would be accessible to everybody”*

*“Give the people of Rotherham the facilities they deserve”*

*“We’ve always thought of Rotherham as a shabby place. So let’s go and get our home we love a better face”*

*I’d just like a more inviting town, a town where people want to come*

*“I feel that we live in quite a nice place but it just needs that push to make it better and everyone to know about it”*

*“Places need to be open to people with invisible disabilities”*

*“We need a great performance venue”*

*“We need to make the town centre a social hub, where people come to be entertained and have fun”*

*“There should be tourist attractions in the town centre”*



**People want to take part  
and we need to work together to make this happen**

**Our key goal  
is to enable everyone to  
get active, get creative and get outdoors,  
more often.**

**What needs to change for that to happen?**

## Like Rotherham

We want all our residents to really like Rotherham. By 2025, we want other places to want to be like Rotherham.

Lots of people have stories to tell about Rotherham. Perhaps more than any other strategy, the Cultural Strategy, with its focus on harnessing people's talents and passions, has the power to help us to make sense of our past, to tell our story in our own way, and to change our future

During the consultation, our young people, in particular, encouraged us and challenged us to see Rotherham through their eyes as a place of great potential, a place where they want to live and work.

You told us:

*"Unwavering vision is required"*

*"Celebrate success"*

*"Take risks"*

*"Culture needs a big boost"*

*"Inject money and liveliness back into Rotherham"*

*"Young people will run things if you give them the space and the platform to do it"*

*"There needs to be more co-production with communities"*

*"Let us know what is happening"*

*"We need people to help get people to take part"*

*"Too much reputation, not enough imagination"*

*"Use the town's greatest strength of diversity"*

To inspire and encourage more people to take part, we need to celebrate what is good and work together to make Rotherham brilliant.

**What will we do? 7 game changers**

- 1. A Vibrant Heart**
- 2. Adventures in Rother Valley**
- 3. A Great Place for Wentworth and the Dearne Valley**
- 4. Vital Neighbourhoods**
- 5. Turning Passion into a Profession**
- 6. Amazing Events**
- 7. Children's Capital of Culture**

## Like Rotherham: Places to go

### 1. A Vibrant Heart

We will create a rich and diverse cultural offer in the town centre, including a cinema, public art and events. We will look at options to improve the **central library, exhibition facilities** and the **theatre**, complementing the wonderful **New York Stadium, Grimm and Co, Magna, historic buildings**, thriving **leisure centre** and award-winning **Clifton Park and Museum**.

### 2. Adventures in Rother Valley

We will create new, high quality experiences for residents and visitors alike in the south of the borough, with the development of the brilliant **Gulliver's Valley Resort**, the introduction of major new camping and caravan facilities, the revitalisation of **Rother Valley Country Park** and the development of the **historic canal network**.

### 3. A Great Place for Wentworth and the Dearne Valley

We will establish a nationally significant new tourism product in the north of the borough, where the astonishing **Wentworth Woodhouse**, now a charitable trust, will create a rival to Chatsworth and a new hub for cultural tourism which will benefit the whole borough. We will continue the legacy of the **Dearne Valley Landscape Partnership** and the **WE Great Place** programme to celebrate our beautiful landscape and historic environment.

### 4. Vital Neighbourhoods

We will work with communities, volunteers and partners to develop our libraries, leisure centres and parks as well-used and much-loved local spaces and neighbourhood hubs.

From Aston to Dinnington, Waverley to Wath, we will explore opportunities to revitalise our buildings, landscape, waterways, heritage sites and landmarks, woodlands and places for play.

We will improve and develop routes for walking, running and cycling, encouraging residents and visitors alike to explore and appreciate our green space, canals and waterways.

We will encourage people to adopt the 'Five Ways to Wellbeing' to utilise participation in culture, leisure and green spaces as a way to be happy, positive and enjoy life.

## **Like Rotherham: Things to do**

### **5. Turning Passion into a Profession**

Engaging in the arts, heritage, sport and green spaces can build confidence and skills for life and for work.

We want Rotherham residents to contribute to the success of our economy and our nation – on our stages, screens, sports pitches and in industry. We will work with schools, colleges and RNN Group to increase the numbers of young people progressing to higher level qualifications in culture, leisure and sport based programmes and work through ROAR to grow our creative community – giving artists more reasons to stay and work in Rotherham.

By 2026, we will create 1500 new volunteering opportunities, 100 new apprenticeships and 1500 new jobs in the creative, digital, cultural, leisure and tourism sectors

We will encourage all schools to take up the Mile a Day Challenge, Arts Mark and outdoor learning.

### **6. Amazing Events**

Great events can bring us together, reduce isolation and create magical shared experiences. We need to work together to tell people about Rotherham's stories of *engineering excellence, pushing the boundaries and living green*

We will celebrate:

**40<sup>th</sup> birthday of Rotherham Show in 2019**

**Yorkshire Day in 2020**

**Women's European Football Tournament (UEFA) in 2021**  
including a wider festival in support of women and girls participation

**40<sup>th</sup> birthday of Rother Valley Country Park in 2023**

We will work with commercial, community and major events organisers to create more ambitious events which bring us together, make us really proud of who we are and bring people to Rotherham.

## 7. Children's Capital of Culture

Our young people are excited about their future and the future of Rotherham. We want to work with them to make Rotherham a place where everyone gets active, creative and outdoors, together.

**By 2025 Rotherham will be the world's first Children's Capital of Culture**, a place people want to visit, where everyone can enjoy Rotherham through the eyes, ears and actions of children and young people.

We will support our young people in their ambition to create an amazing programme of events and activities for everyone.

Together we will make all of Rotherham's cultural destinations, libraries, leisure centres and green spaces child-focused, family-friendly and safe for everyone, young and old.

DRAFT

## Making It Happen

### 1. Working together

We believe that culture should be for everyone and that the more involvement we all have in decision-making, the more likely we are to participate. Nobody can deliver transformation alone. We need to work with all our communities, our businesses, schools, those who take part now and those who would love to, to make Rotherham a better place for everybody. The Cultural Partnership Board will continue to meet, and work through:

- **Local Cultural Education Partnership** – to strengthen partnerships between cultural organisations, schools and the world of work.
- **Rotherham Activity Partnership** – to make physical activity a way of life
- **Visitor Economy Group** – to bring local attractions together to boost tourism

**We will work to embed co-production principles in all that we do.**

### 2. Better Promotion of our Offer

We will improve the promotion and marketing of venues, activities and events to increase awareness of what's available, when and where

We will work with the media and Rotherham Pioneers to celebrate our achievements and share positive stories about our creative, cultural, sporting and green space sectors. We will ensure more people can use digital technology to find out what's on.

We will play a leading role in the region, and work with the Local Enterprise Partnership and others to make Sheffield City Region the next UK City of Culture in 2025

### 3. Funding our Strategy

Organisations, individuals and businesses across the sector, including Rotherham Council, already make significant investment in the cultural growth of Rotherham. In addition a number of external agencies have helped, or are helping, to fund cultural activity, including Arts Council England, Sport England and the Heritage Lottery Fund. This Strategy will help demonstrate how individual projects fit in to the wider plans for Rotherham. Many of the things we need to do can happen without further investment, using no cost or low cost solutions. It is much more about collaboratively making the very best use of our existing resources, skills and assets and ensuring that the sector becomes increasingly strong.

There are likely to be significant changes during the life of the Strategy, not least in the use of new technology, which could impact on the way people access cultural, leisure and sporting activities. We will need to make best and flexible use of resources, reacting positively and swiftly to changing needs and demands.

Our new strategy is an important step in making Rotherham 'investment-ready', helping us to secure new investment from funders who share our vision.

## What happens next?

This Strategy will be accompanied by a detailed action plan, which is owned, monitored and managed by the **Cultural Partnership Board**.

This board will also work with other local bodies in the **Rotherham Together Partnership** to make sure that the role of culture is embedded within their own Strategies – demonstrating the important role that culture, physical activity and green spaces play in health and wellbeing, community cohesion, economic growth and the lives of every individual who lives and works in the borough.

In turn, this will get everyone working towards getting more people active, creative and outdoors, more often.

Conversations about this Strategy will continue and we would really like to hear your views.

## Get involved and keep informed

If you're happy to show your support for Rotherham, promote what we have and celebrate our successes

If you would like to work or volunteer in the sector to help people to create amazing events, exhibitions and events

If you would like to be part of the Cultural Partnership Board and its working groups

If you would like to comment on this Strategy or let us have your views about what's important to you

If you want to know more about what will happen next and our detailed actions plans

Visit our website: [www.likerotherham.org.uk](http://www.likerotherham.org.uk).

Join our email list: [info@likerotherham.org](mailto:info@likerotherham.org)

Follow us on Twitter: @LikeRotherham

Like our Facebook page



**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, Sex, Gender Reassignment, Race, Religion or Belief, Sexual Orientation, Civil Partnerships and Marriage, Pregnancy and Maternity. See guidance appendix 1  |   |
| <b>Name of policy, service or function. If a policy, list any associated policies:</b>   | Things to Do, Places to Go<br>Let's Transform Rotherham through Culture, Leisure and Green Spaces<br><br>(Cultural Strategy)  |
| <b>Name of service and Directorate</b>   | Culture Sport and Tourism<br>Regeneration and Environment   |
| <b>Lead manager</b>  | Chris Siddall, Culture Sport and Tourism Partnerships Manager   |
| <b>Date of Equality Analysis (EA)</b>  | Jan – May 2019  |
| <b>Names of those involved in the EA (Should include at least two other people)</b>  | Elenore Fisher, Cultural Services Manager<br>Chris Siddall, Culture Sport and Tourism Partnerships Manager<br>Polly Hamilton, Assistant Director, Culture Sport and Tourism<br>Emma Sharp, Rotherham Ethnic Minority Alliance<br>Mark Rawdings, Places Leisure<br>Catherine Mitchell, Arts Council England<br><br>Also discussed by the Like Rotherham Board on Tuesday 21 <sup>st</sup> May 2019 |
| <b>Aim/Scope</b> (who the Policy /Service affects and intended outcomes if known)<br><br>The strategy affects everyone who lives, works and visits the borough.<br>The purpose of the Strategy is to: <ul style="list-style-type: none"> <li>• Shape Rotherham's vision for culture, leisure and green spaces</li> <li>• Strengthen the distinctive identity of the Borough</li> <li>• Grow engagement and participation, enabling and encouraging more people to get active, get creative and get outdoors, more often</li> <li>• Develop shared principles with which to embed quality, excellence and innovation</li> <li>• Make best use of existing resources and build consensus about priorities for development and investment</li> <li>• Optimise the impact of the sector on cross-cutting themes and priorities, including health and well-being, place making and child-friendly borough.</li> </ul> |   |

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**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?**

**Quality and availability of Information**

There is a range of information available about Equalities across the sector but there is a need to bring it together in order to better understand who is participating and where there are gaps.

Rotherham's population was estimated at 263,400 in 2017 and is projected to grow by 2.5% to reach 270,000 in 2026. The population is becoming more ethnically diverse with the Black and Minority Ethnic (BME) population doubling in size between the 2001 and 2011 Censuses, and growing. This is most evident in the central area of Rotherham where new migrant communities have settled alongside established ethnic minority groups. Agencies need to take account of differing needs that can limit access to services, such as language barriers and religious and culture need. The greatest levels of diversity are seen in the borough's children and young people, illustrated by the fact that 16% of the school population are from BME backgrounds- with this figure at 40% in some of our schools. Some schools in Rotherham demonstrate the BME community as the majority.

Rotherham is one of the 20% most deprived districts in England which the Indices of Deprivation 2015 shows is driven mainly by high worklessness, low qualification and skill levels and poor health. The inequality gap between the most deprived neighbourhoods and the rest of the borough has grown as deprivation has increased since 2007. High deprivation is reflected in high levels of financial exclusion, debt problems and fuel poverty. The health of the Rotherham population is generally poorer than the English average. This leads to growing pressures on health services, social care, informal care, supported housing and other services. Life expectancy, although lower than average, has been increasing. Rotherham is one of the worst-performing places for digital inclusion in England.

Rotherham demonstrates lower levels of participation in physical activity than the national average for women and girls and for people with a disability.

**Cultural Engagement in Rotherham**

The national Active Lives Survey carried out by Sport England enables us to understand how Rotherham compares to other places in terms of our physical activity and sport engagement. Engagement is currently significantly lower than the national average, placing Rotherham in the bottom quartile. In summary, we know that our participation levels in Rotherham are roughly 10% lower than the national average for England.

Engagement in Rotherham breaks down as follows:

- 27.43% have spent time doing a creative, artistic, theatrical or music activity or craft, compared to a national average of 34.67%
- 41.44% have attended an event, performance or festival involving creative, artistic,

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dance, theatrical or music activity compared to a national average of 52.22%

- 27.49% have used a public library service compared to 35.01% national average.
- 34.83% have attended a museum or gallery compared to 46.5% national average.
- 51.3% are considered active (undertaking physical activity for more than 150 minutes a week), compared to a national average of 61.8%.
- 37% are considered inactive, compared to a national average of 25.7%.
- Rates are better for those who are considered fairly active, with 11.7% of the population undertaking 30 – 149 minutes of exercise every week, compared to a national average of 12.5%.

We also sought to understand more about current levels of engagement based on data and intelligence available through local partners.

- All partners actively engage in targeted activities to address inequalities in levels of participation.
- The Council's Quarterly Performance data includes information on customer demographics. The Council also gathers equalities monitoring data about its workforce.
- The National Benchmarking service highlights those accessing our local leisure centres
- The bi- annual Parks survey (Clifton, Rother Valley and Thrybergh) includes equalities monitoring but this needs to be updated (for example to include gender identity)
- The Heritage, Theatres, Music and Library sectors gather detailed information on customers in terms of geographic spread: a significant amount of equalities data is also gathered but this is voluntary so the sample size is lower.
- Wentworth Woodhouse Preservation Trust, Sheffield and Rotherham Wildlife Trust and the WE Great Place programme gather information in respect of their Heritage Lottery Funded activities. Targeted work is ongoing particularly with young people, and in the case of the Wildlife Trust, work with the Roma community and refugees.
- Grimm and Co and ROAR also produce information about equalities, reporting to Arts Council England (The Creative Case for Diversity).
- Rotherham United Community Sports Trust gathers intelligence related to equalities and engage in targeted activities to address inequalities.

**What Engagement Has Been Undertaken**

We have utilised existing information and in addition where there was a need to do further research this has taken place. For example, meetings with representative groups such as REMA, the Rotherham Older People's forum, the Children, Young People and Families Consortium, Voluntary Action Rotherham, the Faith and Community Leader's Forum took place between September and January. Consultation has taken place at The Unity Centre during Black History Month celebrations (October). Creative consultation activities have taken place at a range of events, including Rotherham Show, the Man Engine and at a conference for young people at Rotherham College. This included representation from the Different But Equal Board. Additional consultation activities took place in libraries across

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the borough. A website, twitter account and email portal were set up to enable people to provide feedback via digital means. A total of 2240 conversations took place.

**What monitoring arrangements have you made to monitor the impact of the policy or service on communities/groups according to their protected characteristics?**

Equalities is a standing agenda item at The Cultural Partnership Board (Like Rotherham Board) and there has been considerable time spent discussing how best to ensure representation on the board and ensure that the voices of people with protected characteristics are empowered to shape and influence decision-making.

The Draft Equalities Analysis and Action Plan was discussed by the Like Rotherham Board on 21<sup>st</sup> May: this final plan will be monitored on a quarterly basis. Where additional actions are needed, the plan will be updated accordingly.

The Council's Improving Places Select Commission provides an additional scrutiny function, which includes progress relating to equalities.

**Engagement undertaken with customers. (date and group(s) consulted and key findings)**

The strategy has been co-created with the involvement of a wide range of people including the general public and organisations. It began in August 2017 with the children and young people through a creative project – the Embassy for Reimagining Rotherham - linked to the Child-friendly Borough Board. This was followed up with further engagement with a wide range of partners to create the initial draft, which was launched at Rotherham Show in September 2018. The Strategy was summarised in the form of 'postcards' which were used as the basis of discussions with the public. A longer version was available online. Presentations were made to a wide range of partnerships and organisations including:

- Rotherham Older People's Forum
- Children, Young People and Families Consortium
- Business Growth Board,
- REMA event supporting Black History month ,
- Members of the public at leisure centres,
- Rotherham Activity Partnership,
- libraries,
- Rotherham Show
- A range of other community events.

In the region of 2,240 responses have been received and the strategy updated in accordance with the main themes of the feedback.

The key findings related to Equalities are set out in the strategy itself:

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|   |  |
|---|--|
|   | <p>“Talent is everywhere but opportunity is not” – there is a need to:</p> <ul style="list-style-type: none"> <li>• Break down barriers- address affordability, accessibility, cultural understanding, safety, (bullet point), welcoming, and localised childcare issues.</li> <li>• Create more variety in order to give people more choice about what, how and where they participate.</li> <li>• Improve the quality of welcome, better information about what is available and ensure affordability.</li> <li>• Ensure more localised provision and/or good public transport/parking to improve access.</li> <li>• Childcare and more choice about when to take part would also enable better access.</li> <li>• Accessibility; for example people with a disability</li> <li>• Hate incidents or fear of abuse were mentioned as barriers to participation, particularly for BME communities, women and girls.</li> </ul> <p>A better understanding of how communities would like to be engaged is required. Communities felt they have limited opportunity to present how they should be communicated to and are able to feed into priorities and strategies.</p>  |
| <p><b>Engagement undertaken with staff about the implications on service users (date and group(s) consulted and key findings)</b></p> | <p>An Officers Working Group met 3 times between March and November 2018 to discuss the development of the Strategy and its implications for service users. This was backed up with a range of separate meetings which included services for Adults with a Learning Disability, Older People, Public Health, Culture Sport and Tourism, the Regeneration and Environment Directorate (M2/M3 forum), Children and Young People’s Services. Further work has been done by the Board to recruit more people from BME communities on the Cultural Partnership Board</p> <p>Key findings:</p> <ul style="list-style-type: none"> <li>• Generally everyone consulted endorsed the mission and the main aims of the strategy. Services identified areas of overlap, such as opportunities for adults with learning disabilities as participants, volunteers and as employees within the sector.</li> <li>• CYPS particularly supportive of the Children’s Capital of Culture and how young people were being involved in its development, with their support and that of partners.</li> <li>• The Assistant Chief Executive’s team recognise opportunities relating to the Thriving Neighbourhoods agenda, Stronger Communities and Safer Rotherham Partnership.</li> </ul> |

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|  |   |
|--|---|
|  | <ul style="list-style-type: none"> <li>• We know that Rotherham as a borough is “disadvantaged” compared to many areas of the UK and we know that, in general, as household income declines, so does participation. Certain sectors of the community, particularly those with protected characteristics, are then doubly disadvantaged by this and their socio-economic status.</li> <li>• Recognition that the commitment was there and that work was on-going to continue to address inequalities.</li> </ul> |
|--|---|

**The Analysis**

**How do you think the Policy/Service meets the needs of different communities and groups?**

Protected characteristics of Age, Disability, Sex, Gender Reassignment, Race, Religion or Belief, Sexual Orientation, 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. This list is not exhaustive - see guidance appendix 1

The Strategy is intended to provide the framework by which everyone in Rotherham can ‘get active, get creative and get outdoors, more often’. This includes working to address barriers to participation which may be experienced by people with protected characteristics. The principle of access is embedded throughout the strategy and the key goal is inherently inclusive, in that it aims to enable those who aren’t currently taking part to do so.

Our Cultural Strategy process sought to understand why participation is so low, the barriers to engagement and how we can encourage more people to get involved, more often.

The Cultural Partnership Board also recognises that there is much good practice already taking place, which suggests that there are local solutions which can be extended, adapted or developed to extend and deepen access. The organisations which make up the Cultural Partnership Board all celebrate diversity and aim to enable communities to learn from and enjoy each other’s heritage, leading to improved community cohesion, a shared sense of identity and local pride. Examples include:

- Gulliver’s Valley resort is proactive in its work to ensure that disabled people will be enabled to enjoy the facilities, with a focus on making accommodation accessible, and a commitment to working with children with special needs and those who are terminally-ill.
- The Civic Theatre delivers physically and financially accessible performances, including “relaxed” performances targeted at those who may find the theatre environment challenging.
- Clifton Park Museum is an example of a “Dementia friendly” facility with staff undertaking training to help them gain a greater awareness of dementia.
- Rotherham and Sheffield Wildlife Trust, through its Natural Neighbours project, is

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working with refugees and Roma young people to utilise green space and the natural environment as a way to build language skills, confidence and a sense of belonging.

- The Heritage Service and the Children and Young People's Consortium (CYPC) are working jointly on the 'Young Roots' project to enable the service to strengthen its work with children and young people, particularly those of BME heritage, in order to make the service more 'child-friendly' and representative of the communities it serves.
- Places Leisure include targets for user representation at each of the four leisure centres, driving participation amongst all user groups to become physically active. Targets are set and reviewed annually, and monitored on a two yearly basis as part of the National benchmarking Survey.
- Library stock policy in place to enable the creation of a broad based collection of library material in different formats according to the needs of sections of the community. The revised Libraries and Neighbourhood Hubs structure includes specific roles with responsibility for service delivery to adults and children and young people. Book Link Service delivered to those residents who find visiting static service points difficult. The New York Stadium is one of only 9 locations in England to have been selected to host the UEFA Women's Football Championships in 2021. This places the borough and club at the vanguard of developments in women's football and the club is now working with the FA to extend its work with women and girls.
- REMA leads on an initiative called "Love is Louder". In turn, "Love is Louder" deliver the Festival of Angels, a social movement to bring people together who have not met in everyday life and to celebrate diverse communities in the run-up to Christmas.
- Active Rotherham, Rotherham United Community Sports Trust and Places Leisure work in partnership with others to develop and deliver targeted sport and physical activity opportunities for priority groups. Current work includes:
  - Gentle Exercise Classes - To support patients who are living and managing an array of medical conditions. Specialist Rehabilitation and Maintenance classes for cardiac and heart failure patients and a specific pain management .
  - Walking Groups (Walking for Health) - Walk Rotherham project, which supports communities, schools and businesses to use walking as an aid of travelling. The project promotes adults and children to walk as part of their daily routine as appose to choosing to travel by car or public transport. All in aid of reducing congestion, co2 emissions and helping the environment to be cleaner and greener
  - Active Workplace – helping workplaces run activities either onsite or close by for employees to get fit and healthy.
  - The Active Dearne Project focuses on increasing physical activity a community of high deprivation. The project partners neighbouring boroughs- highlighting the importance of cross boundary working

BME Women's Sport and physical activity project led by Rotherham United CST in central Rotherham.

Despite the excellent work taking place across the borough, the reality is that participation levels are significantly lower than the average for England and more work needs to be done. The Strategy should support delivery of increased access in that it:

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- Enables partners to share information about current trends and usage levels and in pooling collective knowledge it creates the potential for better understanding. Beyond project activities, this will be achieved through the inclusion of Equalities as a standing item on the the agenda for the Cultural Partnership Board.
- Creates a forum via the Cultural Partnership Board for developing joint initiatives to tackle inequalities collectively and to encourage best practice. Please refer to the action plan.
- Supports opportunities for joint investment, including attracting external funding, in order to resource activities to tackle disadvantage. (A good example of this would be the bid for £2m to Arts Council England to support engagement in arts and culture.)
- Identifies co-production as a key mechanism for encouraging better access (based on the principle of 'nothing about us, without us': as partners adopt this as the norm, more people will have the opportunity to design services which are intended to involve them.
- Creates the potential for both systemic and behavioural changes needed to sustain and embed new practice and habits.

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

**Does your Policy/Service present any problems or barriers to communities or Group?** Identify by protected characteristics

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

It is of particular importance to note here that within each protected characteristic there are sub sections. All individuals have their own experiences and journeys within their particular characteristic. Some people present more than on protected characteristic.

In general more work needs to be done in the following areas in order to facilitate access:

- Update and improve equalities policies and practice in the sector, identifying ways to remove 'systemic' barriers.
- Map workforce diversity and governance as well as participation, based on the principle 'if you can see it, you can be it'.
- Work to harmonise equalities mapping and monitoring in order to enable better analysis of data and benchmarking (taking account of GDPR).
- Work jointly to tackle inequality, through shared approaches, campaigns and projects designed to encourage greater participation.
- Adopt co-production as a principle, and work with staff to improve engagement activities across all sectors.

Specific issues and opportunities are set out below:

**Age:**

One of the 7 'game-changers' – Children's Capital of Culture - specifically focuses on children and young people, recognising that there is a need to foster engagement with this



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age-group as a way to build participation as a habit. There is also a commitment to work with older people to facilitate better access, recognising that participation in cultural and physical activities have significant benefits, such as improved health and wellbeing, reduced isolation and improved mobility and cognitive skills.

**Disability:**

The consultation process identified that more needs to be done to ensure that disabled people are enabled to fully engage, including those who are neuro-diverse and/or have invisible disabilities. There are many targeted activities which enable participation by disabled people, such as Life Act – a theatre company and Artworks in Thorpe Hesley – each supporting adults with learning disabilities to engage in the arts. Better publication of accessible facilities enables people to engage more easily (please refer to Action Plan). GP referral, Active Minds and social prescribing are also examples.

**Sex/Gender Identity/Sexual Orientation:**

Lesbian, gay, bisexual, transgender and queer (or questioning) LGBTQ+ people were consulted as part of the public engagement process. We know that more needs to be done to facilitate participation in sport and physical activity. The feeling of being “safe” is a barrier to participation, particularly for transgender people. Publicising the availability of gender neutral toilet facilities and changing areas enables people to access services more safely.

Women’s participation levels are consistently low across all sectors and face multi-faceted and complex barriers. It is important people are seen as individuals with an individual set of circumstances.

**Race, Religion or Belief:**

The Cultural Partnership Board has representation from REMA. This is to ensure that the board’s work and priorities addresses issues relating to all (and further) protected characteristics. The Community Asset based approach and focus on areas of low income will also result in a further focus on the borough’s communities with a high BME population. Care needs taken to ensure voices are heard and considered and this is not merely a tokenistic exercise.

The Home Office define only four of the protected characteristics by law (LGBT, Faith, Race, and Disability). However, can be experienced by all protected characteristic communities.

**Financial Inclusion/Socio-economic background:**

The Like Rotherham Board Partners aim to increase participation in cultural activities in its broadest sense, with a focus on the borough’s most deprived communities. A community asset based approach is already common in several areas of work with attempts to adopt the “whole systems” approach to delivering change. More work is needed to ensure that financial barriers are removed whilst ensuring the financial sustainability of activities. Schemes such as ‘Tickets for Good’ are being explored as an opportunity.

**Carers:**

The Council and other Cultural Partnership Rotherham Board Members have engaged with the “Children’s Commissioners Takeover Challenge” where a review of offers/ opportunities for young carers in particularly, has taken place. An action plan is being

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developed. In addition the adoption of the Rother Card entitles careers to attend a variety of facilities at a discounted rate or for free.

**What affect will the Policy/Service have on community relations?**

Identify by protected characteristics

The Strategy intends to have a positive impact on community relations and this is identified as an important outcome. Careful consideration has taken place to ensure equality is prioritised work with Board partners in all aspects of their work/ organisation. In addition the board seek to influence the wider cultural sector to adopt and demonstrate this approach. It is acknowledged that this is a journey and challenges will be faced. However, learning, education and development are at the forefront of the Board's agenda.

Culture and leisure events, activities and facilities can help to reduce isolation, build empathy and encourage diverse sectors of the community to come together in shared celebration or to promote a message. In providing a platform for cultural expression, arts, music, heritage and other activities can enable people to raise awareness about issues affecting people with protected characteristics.

Events can foster civic pride, be a tool for education, build community confidence, optimism and work to change perceptions – both within Rotherham and externally.

A number of existing members of the Cultural Partnership Board also sit on a wide range of other strategic partnerships and subgroups including; the Building Stronger Communities Board, the Safer Rotherham Partnership subgroup and the Thriving Neighbourhoods working group. They will advocate for cultural board and therefore enable culture and leisure approaches to be considered within other plans and activities.

Within the cultural strategy, a number of the 7 game-changers have a particularly important role to play in fostering cohesion:

**Vital Neighbourhoods:** Specifically address socio-economic inclusion by enabling affordable activities within neighbourhoods, utilising existing assets such as; parks, green and blue space, community buildings and libraries.

**Children's Capital of Culture (CCC):** Is a bold ambition for 2023 to achieve for children and young people. CCC aims to take a holistic approach to engaging families to ensure wider inclusion with children and young people at the heart of its programme.

**Amazing Events:** Beyond the weekly programmed activities available on a consistent basis, there will be community events that can foster a sense of belonging and strong sense of community spirit. For example; Ferham and Wath Festivals. An example of a "Special event" would be the Rotherham Show. It is the largest free show of its kind in the North of England and attracts tens of thousands of people over 2 days from both the Rotherham borough and further afield. It is a significant example of an opportunity for community celebration in bringing people together positively:

Events such as;

- Rotherham 10k (annually)
- Women's Championships (2021)

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- WE Wonder (2019)
- Rotherham Pride (annually)
- Mela (currently in planning)

The above are cultural catalysts for participation, celebration and embedding civic pride, opportunity for experience and enable informed choice derived from previous lack of opportunity and experience.

These events can be particularly valuable if different sectors of the community are encouraged to work together, building positive community relations and strengthening social networks.

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.

**Equality Analysis Action Plan**

**Time Period ...May 2019 – May 2020.....**

**Title of Equality Analysis:**

If the analysis is done at the right time, i.e. early before decisions are made, changes should be built in before the policy or change is signed off. This will remove the need for remedial actions. Where this is achieved, the only action required will be to monitor the impact of the policy/service/change on communities or groups according to their protected characteristic.

List all the Actions and Equality Targets identified

| <b>Action/Target</b>  | <b>State Protected Characteristics as listed below</b> | <b>Target date (MM/YY)</b>  |
|---|--|---|
| <ul style="list-style-type: none"> <li>The Cultural Partnership Board will actively work with communities/ organisations to identify key representatives from protected characteristic groups to sit on the board.</li> </ul>   | All groups   | Ongoing throughout Strategy life span                               |
| <ul style="list-style-type: none"> <li>Work jointly to tackle inequality and disadvantage, through shared approaches, campaigns and projects designed to encourage greater participation.                             <ul style="list-style-type: none"> <li>Developing a model of co- production for design, delivery and development</li> <li>Agree shared targets and link to “7 Game Changers” within the Cultural Strategy.</li> <li>Identify joint actions</li> <li>Delivery and evaluation (including a range of creative models)</li> </ul> </li> </ul> | Faith, race, disability, gender, sexual orientation    | Shared targets agreed – June 2019<br>Joint actions agreed Sept 2019 |
| <ul style="list-style-type: none"> <li>Work closely with the Independent Hate Crime Scrutiny Panel, Safer Rotherham Partnership and the Police to make a “Stand against Hate” and to understand how to report it.</li> </ul>  | All groups   | June 2019   |
| <ul style="list-style-type: none"> <li>Develop a communications plan that is fully accessible to people from protected characteristics                             <ul style="list-style-type: none"> <li>Communication to and from the board</li> </ul> </li> </ul>  | All groups   | November 2019   |

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|   |  |   |                           |
|---|--|---|---------------------------|
| Delivery/ promotion of programmes   |  |   |                           |
| <ul style="list-style-type: none"> <li>Link with the Safer Rotherham Partnership and work with the Building Stronger Communities board to identify mechanisms for evaluating the impact of events on community cohesion.</li> </ul>   |  | Faith, race, disability, gender, sexual orientation | September 2019            |
| <ul style="list-style-type: none"> <li>Map workforce diversity and governance as well as participation, based on the principle 'if you can see it, you can be it'.</li> </ul>   |  | Faith, race, disability, gender, sexual orientation | By April 2020             |
| <ul style="list-style-type: none"> <li>Work to develop access to opportunities for people from protective characteristic groups including supporting aspirational goals and representation in positions of leadership.</li> </ul>   |  | Faith, race, disability, gender, sexual orientation | By April 2020             |
| <ul style="list-style-type: none"> <li>Work to collate equalities information and monitoring in order to map and enable better analysis of data (taking account of GDPR). In order to address Cultural inequalities and disadvantage.</li> <li>Create a baseline indicator of information in order to benchmark against.</li> </ul> |  | Faith, race, disability, gender, sexual orientation | By September 2019         |
| <ul style="list-style-type: none"> <li>Further research financial barriers to participation and develop opportunities to promote actions to improve access. Examples such as "Tickets for Good" and Rother Card.</li> </ul>   |  | Financial/socio-economic status                     | By January 2020           |
| <ul style="list-style-type: none"> <li>Identify shared training opportunities, in order to improve practice in working with people/ communities from all protected characteristics.</li> </ul>  |  | Faith, race, disability, gender, sexual orientation | Sept 2019                 |
|   |  |   |                           |
| <b>Name Of Director who approved Plan</b>   | Polly Hamilton, Assistant Director – Culture Sport and Tourism | <b>Date</b>   | 23 <sup>rd</sup> May 2019 |

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

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 |
|-----------------------------|--------------|----------------|
|-----------------------------|--------------|----------------|

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

| Completed equality analysis  | Key findings  | Future actions  |
|--|---|---|
| <p>Directorate: Regeneration and Environment</p> <p>Function, policy or proposal name: .....</p> <p><b>THINGS TO DO, PLACES TO GO – Let’s transform Rotherham’s future through culture, leisure and green spaces</b></p> <p>Function or policy status: New (new, changing or existing)</p> <p>Name of lead officer completing the assessment:</p> <p>Chris Siddall- Culture Sport and Tourism Partnerships Manager</p> <p>Date of assessment: Jan – May 2019</p> | <p>Levels of participation in culture, sport and physical activity are generally 10% lower for Rotherham than the average for England: increasing engagement is a key goal of the strategy.</p> <p>Tackling barriers to participation is critical, particularly for those with protected characteristics. The creation of the Cultural Strategy and the Cultural Partnership Board create opportunities to do this jointly.</p> <p>There is significant good practice and learning can be shared across the sector.</p> <p>More work can be done to promote access for people with protected characteristics, particularly as part of wider approaches to marketing, quality customer experience and audience development.</p> <p>Monitoring of the impact of the strategy on civic pride and community cohesion will enable us to understand more about what works well.</p> | <p>Detailed action plan in place, monitored quarterly by the Like Rotherham Board. A comprehensive range of actions have been developed, including:</p> <ul style="list-style-type: none"> <li>• The Cultural Partnership Board will actively work with communities/ organisations to identify key representatives from protected characteristic groups to sit on the board.</li> <li>• Work jointly to tackle inequality and disadvantage, through shared approaches, campaigns and projects designed to encourage greater participation. <ul style="list-style-type: none"> <li>• Developing a model of co-production for design, delivery and development</li> <li>• Agree shared targets and link to “7 Game Changers” within the Cultural Strategy.</li> <li>• Delivery and evaluation (including a range of creative models)</li> </ul> </li> </ul> |

**Committee Name and Date of Committee Meeting**

Cabinet – 10 June 2019

**Report Title**

Rotherham Employment and Skills Strategy

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

No, but it has been included on the Forward Plan

**Strategic Director Approving Submission of the Report**

Paul Woodcock, Strategic Director of Regeneration and Environment

**Report Author(s)**

Simeon Leach, Economic Strategy & Partnerships Manager  
01709 823828 or [simeon.leach@rotherham.gov.uk](mailto:simeon.leach@rotherham.gov.uk)

**Ward(s) Affected**

Borough-Wide

**Report Summary**

The report provides detail of the Rotherham Employment and Skills Strategy and seeks Cabinet endorsement of its adoption by the Council.

The Strategy is a Rotherham Together Partnership (RTP) document which links to the existing Rotherham Economic Growth Plan, to provide a framework for delivery of employment and skills activity over the next 5 years. This is essential to provide a suitably enterprising and skilled local workforce to drive forward the sustainable long-term growth of the Rotherham economy and allow it to compete in an increasingly global economy.

**Recommendations**

1. That the Rotherham Employment & Skills Strategy be endorsed.
2. That it be noted that responsibility for delivering and monitoring of the Strategy sits with the Business Growth Board of the Rotherham Together Partnership (RTP).
3. That it be noted that the Strategy will be monitored on a six-monthly basis, with the results reported through the Business Growth Board of RTP.



**List of Appendices Included**

- Appendix 1 The draft Rotherham Employment and Skills Plan
- Appendix 2 Findings from the research work carried out by Sheffield Hallam University (SHU)
- Appendix 3 Initial Equality Screening Template

**Background Papers**

None

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

Improving Places Select Commission – 20 December 2018

**Council Approval Required**

No

**Exempt from the Press and Public**

No

## **Rotherham Employment and Skills Strategy**

### **1. Background**

- 1.1 The Rotherham Economic Growth Plan was approved in 2015, containing two “employability and skills” themes
  - Skills for employment and progression
  - Inclusion, well-being and employment
- 1.2 Acknowledgement of the increasing importance of skills in attracting investment and growing indigenous businesses, as well as ensuring local residents can access employment opportunities, resulted in agreement by The Rotherham Together Partnership that Rotherham required a specific Employment and Skills Strategy.
- 1.3 Responsibility for the production of the Strategy sits with Rotherham Investment and Development Office (RIDO), within the Council, supported by the Employability and Skills sub-group of the Business Growth Board.
- 1.4 The Employment and Skills Strategy builds on the existing Rotherham Economic Growth Plan (2015-25) and also seeks to link to and complement the Sheffield City Region’s Strategic Economic Plan and its thematic priority on Skills, Employment and Education.

### **2. Key Issues**

- 2.1 The Strategy is a Rotherham Together Partnership (RTP) document, with monitoring of its implementation being the responsibility of the Employability and Skills sub-group of the Business Growth Board.
- 2.2 The aim of the Strategy is to extend prosperity to all by:
  - Actively and productively working with the Sheffield City Region to secure investment and resources to implement our strategic skills and employment outcomes
  - Supporting and promoting the importance of investing in the existing and future workforce
  - Building strong alliances between business, schools, educational institutions and training providers
  - Aligning partners’ combined resources to address the strategic outcomes set out in the Strategy
  - Addressing inequality in the economy and within communities
- 2.3 To ensure the strategy could be delivered and endorsed by all relevant stakeholders consultation was carried out with local businesses, providers and support organisations, by Sheffield Hallam University (SHU), to identify the main issues facing Rotherham with regard to employability and skills. The full findings are attached to the report at Appendix 2, but headline findings include:
  - Skills shortages and recruitment difficulties for certain sectors

- Employers unwilling to accommodate employees with multiple needs
- Most job information is now via the internet and across a wide range of sources, which some people find difficult to access
- Returners to job markets have outdated skills (esp. IT) and lack confidence
- Assistance for job seekers has reduced considerably
- Welfare reform is excluding some people – “survival rather than job hunting”
- The need for more employer involvement in developing the Rotherham skills and employment offer
- In work poverty

2.4 The Strategy includes a “delivery plan” setting out the actions needed to deliver against the aims set out in para 2.2, with each action having an outcome and timescale, which will be monitored. These actions will require further development once the Plan has been approved with the Employment & Skills Sub-group leading on this work.

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

3.1 Produce and implement a Rotherham Employment & Skills Strategy - to deliver a fit for purpose strategy developed and endorsed by all the relevant stakeholders. It will meet the needs of both businesses and residents to ensure they can access sustainable jobs with the prospect of career progression. The Strategy will also ensure that Rotherham’s employment and skills activities dovetail with those of the wider City Region.

3.2 Do nothing - support for both residents and business in regard to employment and skills will remain fragmented, with the Rotherham offer for investors failing to be as strong as it potentially could be and local people being disadvantaged in the jobs market.

### **4. Consultation on proposal**

4.1 The Strategy has been produced by RiDO, in conjunction with colleagues in CYPS and the Employment & Skills sub-group of the Rotherham Business Growth Board. The draft Strategy was an agenda item at both the Business Growth Board and the RTP Board, with the Board approving the draft Plan on 17<sup>th</sup> April 2019, with a further two week consultation period allowed for comments.

4.2 SHU were retained to discuss the main issues that Rotherham, its businesses and residents face regarding skills and employability with stakeholders.

4.3 The Improving Places Select Commission considered the Strategy on 20<sup>th</sup> December 2018. It was supportive of the Strategy and its aims.

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

- 5.1 Implementation of the Strategy will start immediately once endorsement is obtained. Monitoring will be carried out every 6 months, with a review after two years. Responsibility for the monitoring will sit with RiDO, reporting to the Employment and Skills sub-group of the RTP.

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

- 6.1 The Council's contribution to the successful delivery of the Rotherham Employment and Skills Strategy is dependent on the availability of external funding alongside existing provision supported by RiDO's Enterprise Co-ordinator and the Senior Employment Initiatives Officer. The latest Employment and Skills Fund (ESF) funding call for the period 2020-2023 has funding of £15.7m available for the wider Sheffield City Region.
- 6.2 The Council has already submitted an ESF funding bid for the "Business & Education" project. This funding will cover a period of 2.5 years and will fund the cost of the Skills and Employability officer plus the costs for a website, promotional video, an annual programme of events and other administrative costs. The bid requests £214k for the Council, direct from the ESF call and offers £177k match funding from RiDO, this being the cost of two direct posts. These posts are provided from within existing RiDO budgets.
- 6.3 A decision on this funding bid is expected shortly.
- 6.4 There are no direct procurement implications arising from the content of this report.

## **7. Legal Advice and Implications**

- 7.1 No legal implications arising from the content of this report.

## **8. Human Resources Advice and Implications**

- 8.1 There are no direct HR implications arising from this report.
- 8.2 However, as the Council recruits a large proportion of its workforce from within the local labour market; improvements in skills for employment and progression will contribute to maintaining/improving the external talent pipeline, which in turn will assist the Council with future workforce and resourcing demands.

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

- 9.1 The Employment and Skills Plan identifies a range of key priorities and actions which, if prioritised in terms of funding and delivery, will improve the range and breadth of learning opportunities and support available for vulnerable young people and adults to move into learning and employment.

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

- 10.1 An Initial Equality Screening Template is attached as Appendix 3.

## 11. Implications for Partners

- 11.1 This is an RTP Strategy approved by the Board on the 17<sup>th</sup> April 2019 after widespread consultation. The RTP will be fully involved in monitoring of delivery through the Business Growth Board and its Employment and Skills sub-group.

## 12. Risks and Mitigation

- 12.1 That there is insufficient funding to allow full delivery on the Plan.
- 12.2 **Mitigation:** There is funding available for Employment and Skills from the Sheffield City Region and Central Government. Officers will ensure that all efforts are made to secure these funds for Rotherham. An ESF bid has already been submitted for the “Business Education Alliance” project, in partnership with other areas within the City Region, where an approval decision is expected soon.
- 12.3 That Rotherham is in a very competitive market for attracting and securing inward investment.
- 12.4 **Mitigation** – Rotherham having a pool of skilled and enterprising workers will be a major benefit when promoting the borough as an investment location.

## 13. Accountable Officer(s)

Simeon Leach, Economic Strategy & Partnerships Manager, x23828

Approvals obtained on behalf of:-

|  | Named Officer     | Date     |
|--|-------------------|----------|
| Chief Executive  | Sharon Kemp       | 24/05/19 |
| Strategic Director of Finance & Customer Services<br>(S.151 Officer) | Judith Badger     | 22/05/19 |
| Head of Legal Services (Monitoring Officer)                          | Bal Nahal         | 20/05/19 |
| Assistant Director of Human Resources (if appropriate)               | John Crutchley    | 14/02/19 |
| Head of Procurement (if appropriate)                                 | Karen Middlebrook | 30/04/19 |

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This report is published on the Council's [website](#).

# EXTENDING PROSPERITY TO ALL

Rotherham **Employment and Skills**  
Strategy 2019–2025

YOUNG PEOPLE WITH ASPIRATIONS  
AND OPPORTUNITIES

DECENT PAY AND PROGRESSION

SKILLS FOR A MODERN ECONOMY

TARGETED SUPPORT FOR THOSE  
THAT NEED IT

ROTHERHAM  
TOGETHER  
PARTNERSHIP



Rotherham  
Metropolitan  
Borough Council



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# FOREWORD

**It is essential that Rotherham has a skilled and enterprising workforce if it is to attract, support and grow new and existing businesses, delivering long-term sustainable growth of the local economy. This starts with a healthy resilient population and in the education system, where strong links with local businesses are crucial in ensuring that young people are equipped with the tools and knowledge required to forge a career in a dynamic and constantly evolving economy.**

Improving skills is a critical factor in combating poverty. Adults with poor literacy and numeracy skills are less attractive to employers, tend to be less productive at work, earn lower wages and are more likely to suffer from ill health and experience social exclusion. 2011 Census data shows a clear correlation between qualification levels and employment. Fewer than half (44 %) of Rotherham residents (aged 16 – 64) with no qualifications were in employment, compared with 74.2 % with an NVQ Level 1 qualification and rising to 85.9 % with a Level 4 qualification or above.

With in-work poverty increasing significantly over recent years, quality of work is also important. The aspiration is for all local people to have access to employment that is stable and decently paid, enabling them to plan confidently for the future, as well as providing opportunities for them to progress and gain skills.

Good quality employment will not only benefit employees, but also boost the local economy. Research by the Leeds City Region suggests that for every out of work benefit claimant who moves into a job paying the living wage, the local economy will benefit by an average £14,643 per annum.

The implementation of this strategy alongside the Economic Growth Plan (2015-25) will see a transformation of Rotherham into a modern, high skill/high value economy. Businesses will invest in Rotherham, knowing that they will have links to facilities such as the Advanced Manufacturing Park and a supply of skilled, motivated and enterprising labour. Rotherham residents will know that with the right skills they can remain in the borough and secure long-term sustainable employment, with good progression opportunities.

**“Work is good – unemployment bad – for physical and mental health, but the quality of work matters.**

**Getting people off benefits and into low paid, insecure and health damaging work is not a desirable option.”**

(Marmot M. Fair Society, Healthy Lives: A Strategic Review of Inequalities in England. London: University College London, 2010)



# ROTHERHAM'S ASPIRATION

**The aspiration is for Rotherham people to be able to access good and well paid jobs that provide everyone with a decent standard of living.**

The strategy brings together the actions of inward investment and job creation in Rotherham and the economic drivers of the Sheffield City Region strategic economic plan and emerging local industrial strategy; removing barriers to access the benefits of economic growth through skills development and targeted initiatives (e.g. the Working Win health-led employment support trial).

Critically, the strategy understands the changing nature of the local and sub-regional economy and the changing dynamics of working practices. The focus is on providing the skills needed today and in the future, as well as breaking down barriers to employment through agile working and physical access to jobs. It also recognises that skills development is ongoing rather than one-off.

This strategy will help partners in Rotherham to drive the key priorities and actions of the evolving strategies and plans of Sheffield City Region. The devolution deal and full alignment of economic policy with the wider skills agenda, offer new opportunities to benefit the people of Rotherham and can provide the resources needed to deliver lasting prosperity for the whole community.

## THE AIM OF THE STRATEGY

**The vision is for the Rotherham economy to continue to grow and to work with businesses, residents and wider partners to ensure that everyone in Rotherham has a good standard of education and equality of access to skills development leading to high levels of employment and decent levels of pay.**

This strategy sets out how the private, public and voluntary sectors will work together to achieve a skilled and adaptable workforce, able to respond to the needs of the existing and future economy and enable the people of Rotherham to have a good quality of life.

*The aim is to extend prosperity to all by:*

- Actively and productively working with the Sheffield City Region to secure investment and resources to implement our strategic skills and employment outcomes
- Supporting and promoting the importance of investing in the existing and future workforce
- Building strong alliances between business, schools, educational institutions, apprenticeship and training providers
- Aligning partners' combined resources to address the strategic outcomes
- Addressing inequality in the economy and within communities.

# NATIONAL AND REGIONAL CONTEXT

**For the UK economy, the last ten years have been characterised by a long period of recovery following the major recession of 2008/09, where the economy shrank by 6%. By 2013, the private sector began to recover strongly whilst the public sector continued to decline as public spending reduced.**

Recent years have seen sustained economic growth resulting in record levels of employment, but this has not been matched by improved productivity or wage growth. The value of wages fell by 10 % in real terms in the eight years to 2016. Unemployment fell to a 42-year low of 4.4 % in June 2017, but there has been rising concern about in-work poverty and insecure employment.

The recovery of the national economy has had an uneven effect across the country, with the Yorkshire and Humber region experiencing a longer period of economic stagnation and an above average increase in unemployment. The national recovery spread gradually to Yorkshire & Humber and came late to Rotherham, where the economy had contracted sharply after the recession.

However, since 2015, employment growth in Rotherham has outperformed national and regional averages, with the 2018 UK Powerhouse report (Irwin Mitchell) showing Rotherham with the fastest growing economy in the region. Despite recent strong performance, the outlook for the national, regional and local economies looks uncertain, influenced by the UK's withdrawal from the European Union and wider global economic conditions.

Sheffield and Rotherham form a single travel to work area at the heart of the Sheffield City Region. 21.6 % of workers resident in Rotherham are employed in Sheffield, with a net outflow of 11,500 workers to the city. Rotherham provides a large number of lower skilled workers for Sheffield, whilst Sheffield provides a smaller number of higher skilled workers for Rotherham. 43 % of Rotherham resident workers are employed outside the borough, which means that the prosperity of the borough is strongly linked to that of the wider city region and in particular Sheffield.



# KEY CHALLENGES

## Insecure employment and affordability

Since the last recession, there has been a growing tendency for jobs to be temporary, to rely more on self-employment, to have variable hours and low pay. Self-employment in Rotherham has increased from 9.2 % in 2007/08 to 11.9 % in 2017/18, reflecting the growth of the “gig” economy. The proportion of men working part-time has increased from 8 % to 10.5 %. Estimates vary on the extent of zero-hours contracts, but ONS (Office for National Statistics) research showed a peak level of 2.1 million nationally in 2015 and an estimated 1.8 million in 2017. People on zero-hours contracts are more likely to be young, women, students or those in part-time employment. The combination of low or variable pay with insecure employment, added to rising house prices, has prevented many people from buying a house. Nationally, 49 % of children were born to families who were renting in 2016/17, the highest level in nearly 60 years.

## Employment deprivation

Despite a large reduction in unemployment, there are still 16,200 people in Rotherham who are either unemployed or long term sick; almost 1 in 10 of the working age population. A wider group of 26,800 people, around one in six of the working age population, are claiming benefits such as Employment and Support Allowance (ESA), Income Support, Universal Credit and Carers Allowance.

Long term sickness remains a particular concern, with almost 12,000 people claiming ESA, 76 % of whom have been claiming for over two years. Sickness due to mental health conditions is a growing trend amongst younger workers,

affecting 71 % of ESA claimants aged under 35. People who are long term sick tend to have low qualification levels and lose familiarity with the workplace. Rotherham also has a significantly higher proportion of disabled people than the national average and a higher unemployment rate with 13 % of disabled people unemployed, compared with 8.5 % in the UK. Currently only 3.7 % of people with learning difficulties are in paid employment.

The number of working age people claiming Carers Allowance has increased by 87 % over the last decade to almost 6,000, with 72 % being women. Long term health problems and poor qualifications are the main barriers to finding work. Caring responsibilities for children or disabled relatives can also be a significant barrier to employment and/or lead to reduced hours.

## Low skills and opportunities

Secondary school attainment in Rotherham is slightly below the national average. However, A-level performance is notably lower than average with only 8.2 % achieving grades AAB or above, compared with 16.2 % across England. Adult skills are also much lower, especially higher level qualifications, with only 25 % of working age people educated to degree level or above, compared with 38.4 % nationally and 41.7 % in Sheffield. Participation in higher education is also below average at 36 % (41 % nationally). Graduates from Rotherham often leave the area to take up employment elsewhere and fewer graduates from elsewhere move into Rotherham, a trend which has perpetuated low adult skills.

The proportion of 16-17 year olds not in education, employment or training in



Rotherham is now slightly below average, while the proportion in vocational education is almost double the national average at 15 %. Apprenticeships have declined from 3,290 in 2015/16 to 2,010 in 2017/18, partially due to the introduction of the Apprenticeship Levy. The 39 % fall in Rotherham is larger than the 26 % fall in England, larger still for those aged over 25, with a 43 % reduction in numbers.

### Structural vulnerability

Rotherham has a relatively high reliance on production industries, mainly manufacturing and construction, which have performed well recently but have proved vulnerable to recession in the past, both having declined by over 10 % nationally since 2008. Manufacturing jobs have increased in areas around Manvers, Waverley and in the south of the borough, balanced by job losses elsewhere in Rotherham, especially the urban centre. High growth in construction employment creates vulnerability should the national economy start to contract and employment in the sector remains 13 % below 2008 levels.

The private service sector offers the prospect for long term growth but is relatively weak in Rotherham; there are only 51 professional, scientific and technical businesses per 10,000 working age, less than half the national average. Growth in the number of businesses does not necessarily translate into employment prospects, as although business units have grown by 23 % since 2010-12, the number of people employed has increased by only 6 %.

### Low Economic Participation

Although economic activity has risen in Rotherham, the economy is not always an inclusive one. Low levels of economic activity are particularly evident for some black and minority ethnic residents, especially in the

Pakistani community where 62 % of women and 31 % of men are economically inactive, about double the rates for white women and men. The local employment rate for white women is also notably lower than nationally. People aged 50-64 have lower than average activity rates which could indicate early retirement, long term sickness or greater caring demands.

### Gender Pay Gap

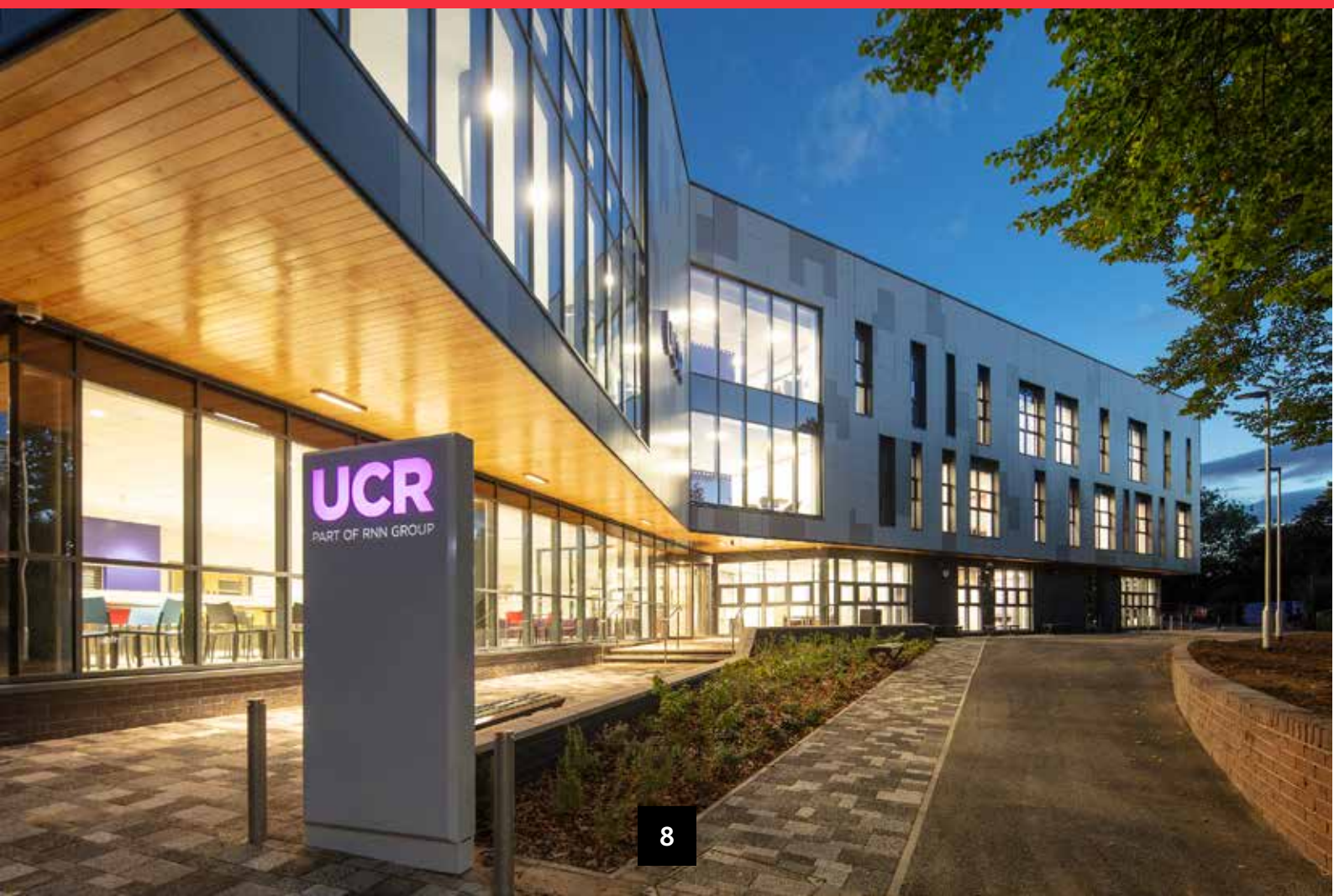
One of the reasons for lower economic activity can be low pay and in Rotherham, women's pay is notably low. Rotherham women earn on average just 61 % of male pay, compared with 67 % nationally. For low paid full-time workers (25th percentile), women earn 77 % of male earnings compared with 85 % nationally. 32 % of women working full-time earn less than £350 per week compared with 10 % of men. This imbalance and low activity rates may reflect the limited opportunities for women in Rotherham. Women working in Sheffield earn 15 % more than women working in Rotherham, whereas men in Sheffield earn only 2.5 % more than men in Rotherham, partly a reflection of a higher proportion of women working full-time in Sheffield.



# OPPORTUNITIES

**Rotherham has a number of unique selling points as an area for firms to locate and invest. These include:**

- Located in the middle of the country, close to the motorway network and within an hour's drive of Doncaster, Manchester and East Midlands airports. The recently launched tram-train has also improved linkages to Sheffield, which may host an HS2 station
- As well as the University Centre Rotherham and a number of colleges located in the borough, the two Sheffield universities provide a source of degree level employees for local firms
- Large areas of development land allocated for both employment and housing in the recently approved Local Plan
- Large scale investment has commenced in the town centre, delivering the "town centre masterplan," including a major leisure/ culture development on Forge Island and a refurbished transport interchange
- The Advanced Manufacturing Research Centre (AMRC) provides a world class research facility for the advanced manufacturing and engineering sector
- House prices and the cost of living are very competitive compared to other parts of the country.





# SWOT ANALYSIS FOR ROTHERHAM

## Strengths

- Good record in attracting inward investment
- “Fastest growing economy” in Yorkshire & Humberside
- Strong partnership arrangements
- University Centre Rotherham (UCR)
- Advanced Manufacturing Park and AMRC (Advanced Manufacturing Research Centre), including state of the art training centre

## Weaknesses

- Underperformance in skills for levels 4+ (13.2 percentage points below national average)
- High levels of health-related worklessness
- Aging workforce in certain sectors
- School leavers are slightly below average in GCSE attainment and also in terms of entry into employment, education or training

## Opportunities

- Growing economy
- Number of major, high profile investors
- Implementation of the Town Centre Masterplan
- Enterprise Adviser Network linking businesses with schools/colleges
- A joint economy with Sheffield – the Advanced Manufacturing Innovation District (AMID)

## Threats

- High levels of worklessness in specific groups/areas
- The impact on jobseekers of implementing Universal Credit
- Brexit - potential impact on the economy and the workforce
- Reduced levels of external funding to support economic growth



# STRATEGIC OUTCOMES

The four outcomes set out below provide the framework around which activities and resources will be directed to respond to the challenges and take advantage of the opportunities outlined above. This will require partners to work together to build on existing good practice, develop new activity, and influence policy and resource allocation at a local, sub regional and national level.

## 1. Motivated young people have opportunities to access the guidance, learning and development they need to further their chosen career path

Young people are a vital part of Rotherham's economic future. Ensuring they get the best start in life and are able to fulfil their potential and realise their ambitions is a major priority.

School performance in Rotherham overall is good (only slightly below national average), but there are some groups that are falling behind e.g. white working class boys from poorer neighbourhoods and some BME groups.

At A-level and particularly graduate level, Rotherham falls behind the national average (13 percentage points), with lower average grades and lower participation in higher education.

Research shows that having meaningful encounters with employers makes a huge difference to young people's prospects and Rotherham has, over recent years, had a strong emphasis on vocational training, apprenticeships and work-based learning for 16-year olds. Whilst this is a strength, employees will need ongoing personal and professional development to maximise their potential and continue to progress throughout their careers.

**Key activity:** ensure all young people have access to good quality work experience and are made aware of the full range of career paths and progression routes available to them

## 2. Employment provides opportunities for in-work health, wellbeing, skills progression and a decent level of pay

The strategy aims to ensure people have a secure job with a decent level of pay, enabling them to plan confidently for the future and have a good quality of life. As well as helping people to develop the skills that employers need, it is important to recognise that employers have a key role in creating the right conditions for employees and places to thrive.

Travel to work patterns also show the importance of upskilling workers to take advantage of the wider choice of jobs across Sheffield City Region, not just within the borough.

Average full time pay is 89 % of the national average and below the city region average. Rotherham is a low pay area with a significant gender pay gap. Pay for women in Rotherham is 61 % of male pay. Low paid employment is often insecure and provides an unreliable income and workers are increasingly likely to have different jobs with different employers during their careers. Adaptability and resilience are therefore essential skills.

**Key activity:** work across the partnership to promote the importance of good quality employment and support organisations to play their part in creating an inclusive, progressive economy

### 3. Those excluded from the labour market are able to overcome barriers to training and employment

Whilst the aim is to provide opportunities for everyone in Rotherham to gain skills, get a decent job and progress in their careers, partners recognise that some people need additional, targeted help to ensure they are not left behind.

There is a correlation between ill health (physical and mental) and unemployment, with many Jobseeker's Allowance claimants having long-term (over a year) ill health and/or special educational needs and disabilities. The current health-led employment support trial, Working Win, is helping people with low level mental health or musculoskeletal problems to access or stay in work.

Similarly, having low level or no qualifications has a demonstrable impact on employment and career progression opportunities.

Gaining an ESOL (English for speakers of other languages) qualification demonstrates the good speaking, writing, listening and reading skills in English that many employers will require. However, it can currently be expensive to for those who do not qualify for support.

**Key activity:** create a co-ordinated employment support system that responds effectively to people's needs and helps them to progress

### 4. Businesses are actively engaged in delivering training opportunities and recognise the benefits of investing in their workforce

There are approximately 100,500 jobs based in Rotherham, with the economic growth plan targeting an increase of 1,000 per year. Of these jobs, 65,600 are held by Rotherham residents.

The targeted level of job growth requires both inward investment and growth within the indigenous business base, both of which need a suitably skilled and enterprising workforce for local business to recruit from. In order to ensure the number of jobs to Rotherham residents is maximised, local people must be equipped with the skills that businesses need.

The training provider for RNN Group has established "sector groups," linked to the UCR, to align the skills and qualifications offer with what local businesses require to grow. Schools, colleges and training providers must meet the requirements of Rotherham businesses to provide a steady supply of aspirational and work ready young people.

**Key activity:** strengthen the links between businesses and education and training providers, and support businesses to access the funding they need to invest in their staff

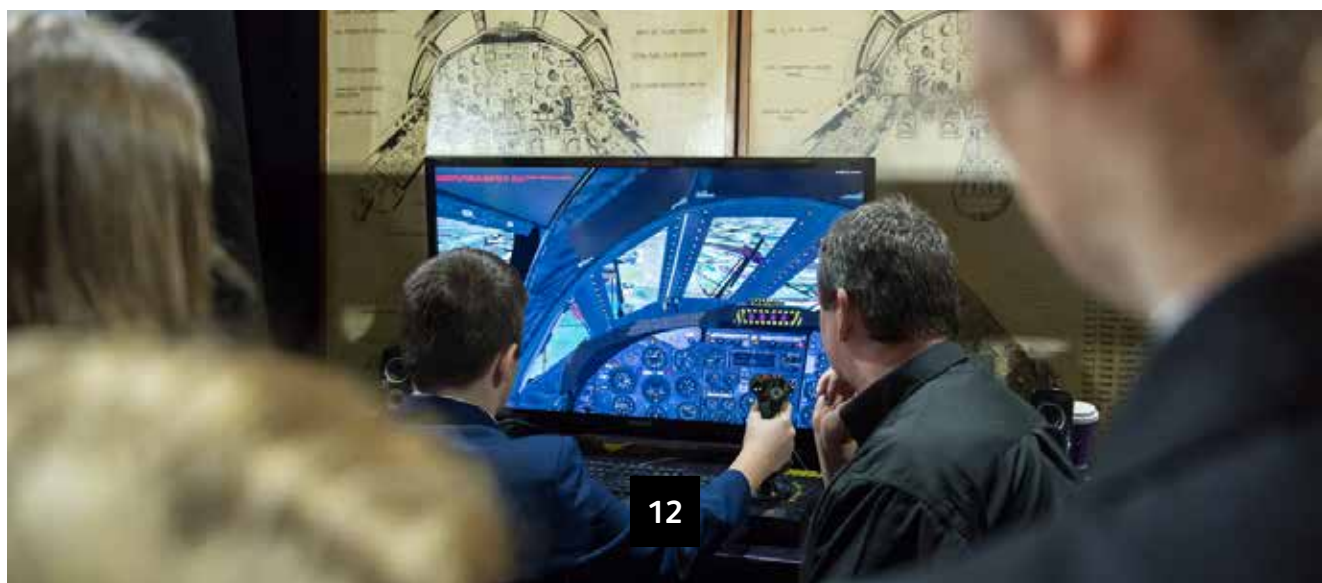




# HEADLINE TARGETS

The success of the strategy will be reliant on monitoring and reacting to the changing employment and skills landscape in Rotherham. As well as the headline targets below, there will be a wider suite of indicators monitored and reported on regularly. These will help to update the strategy's Action Plan.

| Indicator  | Baseline   | Target   | Timescale            |
|--|--|--|----------------------|
| Number of jobs located in Rotherham  | 100,500  | 103,500  | Mar 2022             |
| Percentage of working age population qualified to Level 4 or higher  | 25.1 %<br><i>(13.2 percentage points below the national average)</i> | Increase year on year<br>reduce gap to national figure over the lifetime of the Plan | Dec 2019<br>Mar 2022 |
| Number of secondary schools, special schools, pupil referral units and college campuses with an enterprise adviser | 19   | 25   | Mar 2020             |
| Number of apprentices within Rotherham businesses (2017/18)  | 2,010  | Year on year increase  | Dec 2019             |
| Number of these which are higher level (2017/18)   | 260  | 520  | Mar 2022             |
| Number of Rotherham businesses employing an apprentice   | TBC  | TBC  |                      |
| Rotherham claimant count (Nov 2018)  | 4,615  | Year on year reduction   | Dec 2019             |
| Number of 16 year old NEETs in Rotherham (Dec 18)  | 65   | Year on year reduction   | Dec 2019             |
| Number of 17 year old NEETS in Rotherham (Dec 18)  | 134  |  |                      |
| <b>Total</b>   | <b>199</b>   |  |                      |



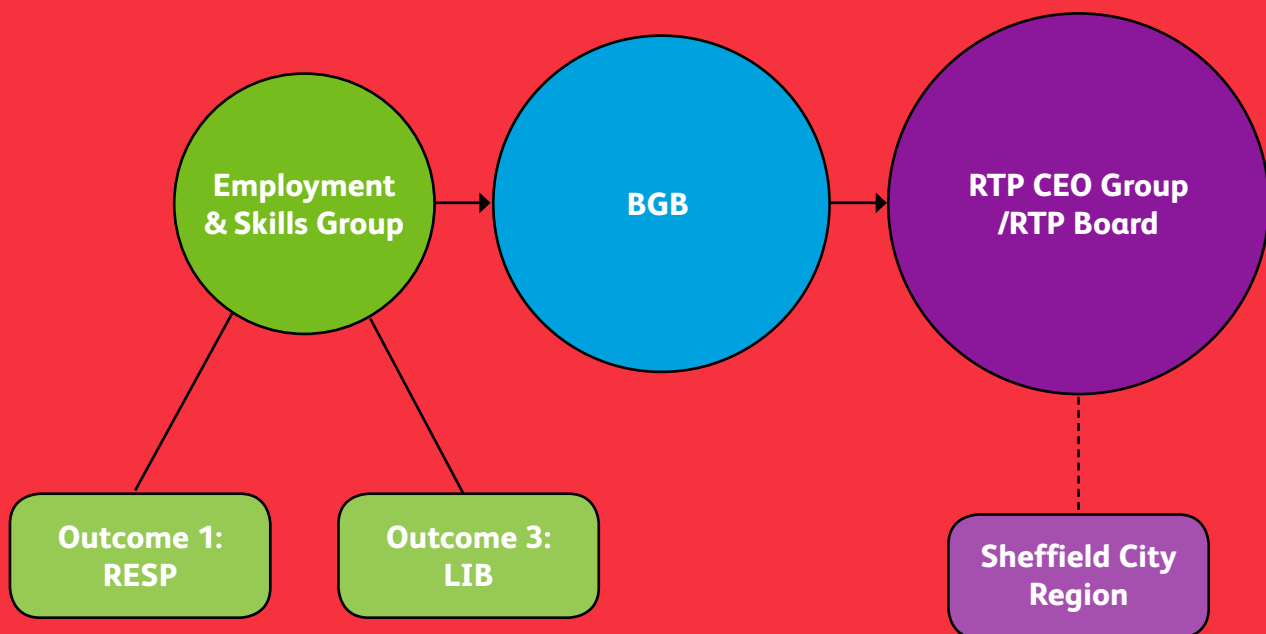
# GOVERNANCE ARRANGEMENTS

**Delivery will be overseen by the Business Growth Board's (BGB) employment and skills sub-group, reporting to the board, and then to Rotherham Together Partnership's (RTP) Chief Executive Officer (CEO) group. Updates will also be provided to quarterly RTP board meetings, as required.**

Rotherham's Local Integration Board (LIB) will have a key role to play, particularly in relation to outcome 3. The board will be involved in developing a more detailed action plan and mutual reporting arrangements will be established.

For outcome 1, there will be an important role for Rotherham Educational Strategic Partnership (RESP). Again, input will be sought in determining detailed actions and reporting arrangements will be established.

Finally, it will be critical to build on existing links with Sheffield City Region, as this will enable partners to effectively influence city region strategy and delivery to maximise the benefits for Rotherham and its people.



## Appendix 1

**ACTION PLAN**

| Action  | Timescale                               | Responsible person/ organisation |
|---|---|----------------------------------|
| <b>Outcome 1:</b> Motivated young people have opportunities to access the guidance, learning and development they need to further their chosen career path  |   |                                  |
| Increase young people's awareness of local job opportunities and the routes to accessing them by: <ul style="list-style-type: none"> <li>- Developing a careers, education, information, advice and guidance (CEIAG) strategy for Rotherham</li> <li>- Producing a video for schools setting out local labour market information, including educational routes learning and career progression opportunities and showcasing local businesses</li> <li>- Delivering the annual LEAF and GUTS events</li> </ul> | Dec 2019<br><br>Sept 2019<br><br>Annual | Schools                          |
| Engage with, and deliver careers advice and guidance to, NEETS aged 16-18, looked after children and young people with special educational needs or disabilities  | Annual review                           | RMBC                             |
| Increase the number of meaningful encounters that young people have with employers, including a quality work experience offer for Rotherham young people (agree a minimum work experience offer, which young people will receive during their school years)   | July 2020                               | E&S sub-group                    |
| Promote apprenticeships as a route into training/employment for all young people  | Annual monitoring of impact             | E&S sub-group<br>Schools         |
| Ensure school representation on the Rotherham Business Growth Board, representing both mainstream and special schools/pupil referral units  | Sept 2019                               | E&S sub-group<br>Schools         |
| Each school to have a named enterprise adviser, working closely with the school's careers lead and senior leadership team   | Dec 2019                                | RiDO<br>& Schools/<br>Colleges   |
| <b>Outcome 2:</b> Employment provides opportunities for in-work health, wellbeing, skills progression and a decent level of pay   |   |                                  |
| Work with major Rotherham organisations, through Rotherham Together Partnership, to develop and implement a social value policy, including maximising the benefit of procurement activity   | Apr 2020                                | RTP                              |
| Promote the real Living Wage and its benefits to local employers  | Ongoing                                 | BGB                              |

| Action   | Timescale             | Responsible person/ organisation |
|--|-----------------------|----------------------------------|
| <b>Outcome 3:</b> Those excluded from the labour market are able to overcome barriers to training and employment   |                       |                                  |
| Ensure the effective coordination and delivery of programmes providing targeted support to excluded or disadvantaged groups. This includes initiatives such as Working Win, Pathways Skills Support for the Unemployed, Work and Health, Building Better Opportunities and Jobcentre Plus work coaches | Ongoing               | E&S sub-group/<br>Rotherham LIB  |
| Ensure learning and evaluation from targeted programmes informs the design of future programmes in Rotherham and the city region   | Ongoing               | E&S sub-group/<br>Rotherham LIB  |
| Increase take up of community based adult learning courses, providing information and guidance on progression routes into higher level courses and employment  | July 2020             | E&S sub-group<br>RNN             |
| <b>Outcome 4:</b> Businesses are actively engaged in delivering training opportunities and recognise the benefits of investing in their workforce  |                       |                                  |
| Ensure skills and training provision meets the needs of employers by establishing a forum for employers, training providers and schools/ colleges  | Commence by Sept 2019 | E&S sub-group                    |
| Support businesses to access funding for growth and skills development, through referrals to: <ul style="list-style-type: none"> <li>- Growth Hub skills advisers</li> <li>- Skills Bank 2</li> <li>- Skills Support for the Workforce</li> <li>- Apprenticeship funding</li> </ul>                    | Commence early 2019   | RiDO                             |
| Work with companies delivering investment and local developments, to assist them to focus their recruitment in Rotherham, including developing sector-based work academies.  | Annual review         | DWP                              |

## Appendix 2

## STATISTICS

Rotherham's employment rate is currently **78.5%** and now matches the national rate. This compares to a gap to the national rate of 3.2 percentage points in 2015

The number of Rotherham benefit claimants in November 2018 is 4,615 (a 36 % drop since 2010), of whom 950 are aged 18-24 (a 59 % reduction since 2010)

Around 15,850 people in Rotherham are unemployed or long-term sick, approximately one in ten of the working age population

Rotherham has a growing business stock, rising from 6,390 businesses in 2015 to **7,230** in 2017

Employment in Rotherham continues to increase, with **100,500** Rotherham based jobs in 2016-18 and **114,100** residents in employment (demonstrating relatively high levels of travel to work within the surrounding area, particularly with Sheffield)

Higher skill levels are increasing, with **25.1%** of Rotherham's working age population qualified to level 4 or higher, although there remains a sizeable gap to the national average (13.2 percentage points), which needs reducing

Rotherham's female economic inactivity rate (ages 16-64) is **32.6%**, against an average for England of 27.4 %. For Pakistani and Bangladeshi women the inactivity rate more than doubles to **66%**

Research shows that a young person who has four or more meaningful encounters with an employer is 86 % less likely to be Not in Employment, Education or Training (NEET) and can earn up to 22 % more during their career

Child poverty figures reflect deep inequalities within the borough, averaging 41 % in the most deprived 10 % of neighbourhoods, compared to only 3 % in the least deprived 10 %

35.2 % of residents aged 16-64 have no qualifications or are qualified to below NVQ level 2

75 % of Rotherham secondary schools are judged to be "Good" or better, in line with national figures

Percentage of Rotherham adults with learning difficulties who are in employment is 4.1 %, compared wto a national figure of 7.4 %

Life expectancy at birth in Rotherham is 77.8 years for men and 81.7 years for women. This is around 1½ to 2 years lower than the England average

Healthy life expectancy at birth in Rotherham is 59.3 years for men and 57.4 years for women. This is 4 years less than England average for men and 6½ years for women

This means men in Rotherham are expected to live 18.5 years in poor health (England average (16.2 years) and women 24.3 years (England average 19.3 years)

Within Rotherham men living in the most deprived areas can expect to live nearly 11 years less than those in the least deprived areas; women can expect to live around 8½ years less

## Level of qualifications as a percentage of working age population

|                  | None  | NVQ 1+ | NVQ 2+ | NVQ 3+ | NVQ 4+ |
|------------------|-------|--------|--------|--------|--------|
| <b>Rotherham</b> | 8.7 % | 84.0 % | 64.8 % | 45.5 % | 25.1 % |
| <b>SCR</b>       | 8.6 % | 84.0 % | 70.2 % | 50.7 % | 32.5 % |
| <b>England</b>   | 7.6 % | 85.5 % | 74.6 % | 57.1 % | 38.3 % |

APS 2017

The gap with both SCR and England widens at the higher levels, with a 13.2 percentage point gap with England for people qualified to Level 4 or higher.

## Sectoral growth projections

The table below, taken from the Sheffield City Region's Strategic Economic Plan, sets out expected sectoral job growth in Rotherham for the period 2013 -2024.

| Sector                            | 2013 jobs     | 2024 jobs      | Increase     | % increase    |
|-----------------------------------|---------------|----------------|--------------|---------------|
| Financial & Professional Services | 3,600         | 4,300          | 700          | +19.4 %       |
| <b>Business Services</b>          | <b>8,500</b>  | <b>11,000</b>  | <b>2,500</b> | <b>+29.4%</b> |
| Health                            | 12,000        | 12,700         | 700          | +5.8 %        |
| Education                         | 9,700         | 9,875          | 175          | +1.8 %        |
| Retail                            | 9,300         | 10,300         | 1,000        | +10.8 %       |
| Construction                      | 5,600         | 6,250          | 650          | +11.6 %       |
| Sports, Leisure & Culture         | 6,600         | 7,400          | 800          | +12.1 %       |
| <b>CDI</b>                        | <b>3,100</b>  | <b>3,800</b>   | <b>700</b>   | <b>+22.6%</b> |
| <b>Logistics</b>                  | <b>3,600</b>  | <b>5,250</b>   | <b>1,650</b> | <b>+45.8%</b> |
| <b>Advanced Manufacturing</b>     | <b>3,600</b>  | <b>5,900</b>   | <b>2,300</b> | <b>+63.9%</b> |
| Med-Low Tech Manufacturing        | 9,000         | 7,500          | -1,500       | -16.7 %       |
| Public Admin                      | 5,800         | 4,500          | -1,300       | -22.4 %       |
| Low Carbon                        | 2,100         | 2,500          | 400          | +19.0 %       |
| Other Sectors                     | 10,500        | 10,850         | 350          | +3.3 %        |
| <b>TOTALS</b>                     | <b>92,300</b> | <b>101,425</b> | <b>9,125</b> | <b>+9.9%</b>  |

The main sectors with regard to the growth in actual numbers of jobs are:-

- 1) Business Services (2,500)
- 2) Advanced Manufacturing (2,300)
- 3) Logistics (1,650)

Despite the current issues surrounding retail and the “High Street” it remains one of the borough’s biggest sectors and will continue to be an important source of employment.

Medium-Low Tech Manufacturing and Public Administration are both expected to shed over 1,000 jobs and planning is needed for how to help any employees affected by this to stay in employment, possibly through retraining for different work.

### **Female Economic Inactivity 2015-17** (average of 8 rolling quarters)

| <b>Females</b>                           | <b>Barnsley</b> | <b>Doncaster</b> | <b>Rotherham</b>         | <b>Sheffield</b> | <b>England</b> |
|--|-----------------|------------------|--------------------------|------------------|----------------|
| <b>Total aged 16-64</b>                  | 77,190          | 94,290           | <b>79,440</b>            | 184,210          | 17,318,690     |
| <b>Economically Inactive</b>             | 28.7 %          | 29.3 %           | <b>32.6%</b><br>(25,910) | 30.0 %           | 27.4 %         |
| <b>Student</b>                           | 3.0 %           | 3.8 %            | <b>4.2%</b><br>(3,310)   | 7.9 %            | 5.7 %          |
| <b>Looking after home/<br/>family</b>    | 10.0 %          | 12.6 %           | <b>13.5%</b><br>(10,710) | 11.1 %           | 10.0 %         |
| <b>Long term sick</b>                    | 7.7 %           | 7.5 %            | <b>6.3%</b><br>(5,030)   | 5.2 %            | 4.7 %          |
| <b>Retired</b>                           | 4.0 %           | 3.3 %            | <b>3.6%</b><br>(2,850)   | 2.9 %            | 3.6 %          |
| <b>Other</b>                             | 3.2 %           | 1.6 %            | <b>4.3%</b><br>(3,400)   | 2.7 %            | 2.8 %          |
| <b>Inactive but want a job</b>           | 28 %            | 26 %             | <b>21%</b><br>(5,500)    | 27 %             | 23 %           |
| <b>Inactive and don't want<br/>a job</b> | 72 %            | 74 %             | <b>79%</b><br>(20,410)   | 73 %             | 73 %           |

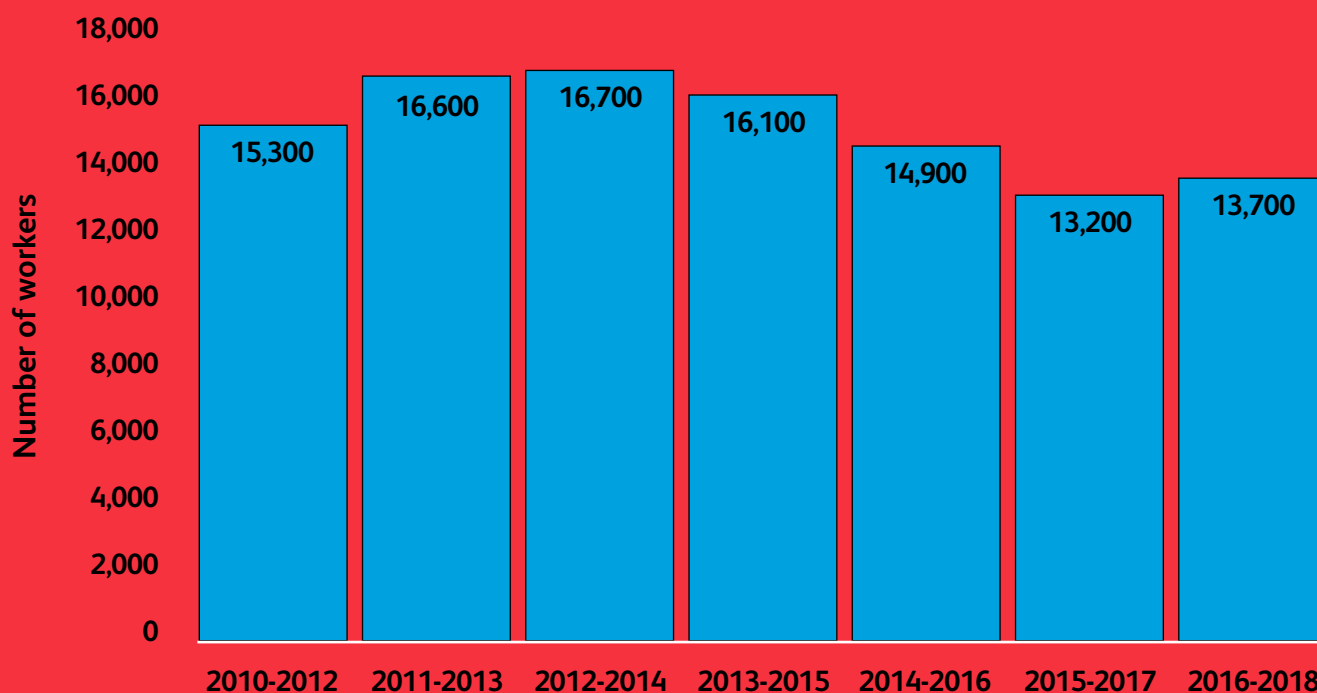
## Female Economic Inactivity by Ethnicity

| Females Aged 16-64                               | Rotherham | Sheffield | Region | England |
|--|-----------|-----------|--------|---------|
| Employment Rate - White                          | 65 %      | 70 %      | 70 %   | 72 %    |
| Employment Rate – Non-White                      | 37 %      | 47 %      | 48 %   | 55 %    |
| Econ. Inactivity Rate - White                    | 31 %      | 27 %      | 26 %   | 25 %    |
| Econ. Inactivity – Non-White                     | 60 %      | 43 %      | 46 %   | 39 %    |
| Econ Inactivity Rate – Pakistani and Bangladeshi | 66 %      | 46 %      | 60 %   | 58 %    |

Source: Annual Population Survey (ONS) 2015-2017  
(allows for small sample size of non-white females in Rotherham)

The overall employment rate for women is below the average for both England and the region. However, for non-white women the statistics are much worse, with the inactivity rate for Rotherham being 17 and 21 percentage points worse than the Sheffield and England figures.

## Net out commuting from Rotherham



Source: Annual Population Survey



## Employment rate in Rotherham, 2010-2012 to 2016-2018

|                           | Employment rate, all 16-64 year olds |             |            |
|---------------------------|--------------------------------------|-------------|------------|
|                           | 2010-2012                            | 2016-2018   | Difference |
| Doncaster                 | 65.6                                 | 71.9        | 6.4        |
| Rotherham                 | 66.7                                 | 71.8        | 5.1        |
| Barnsley                  | 65.9                                 | 70.8        | 4.9        |
| Sheffield                 | 65.1                                 | 69.7        | 4.6        |
| <b>Combined Authority</b> | <b>65.6</b>                          | <b>70.7</b> | <b>5.1</b> |
| Sheffield City Region     | 67.0                                 | 71.9        | 4.9        |
| Yorkshire and Humber      | 68.2                                 | 72.9        | 4.7        |
| <b>Great Britain</b>      | <b>70.2</b>                          | <b>74.4</b> | <b>4.2</b> |

Source: Annual Population Survey

## Apprenticeships in Rotherham 2014/15 to 2017/18

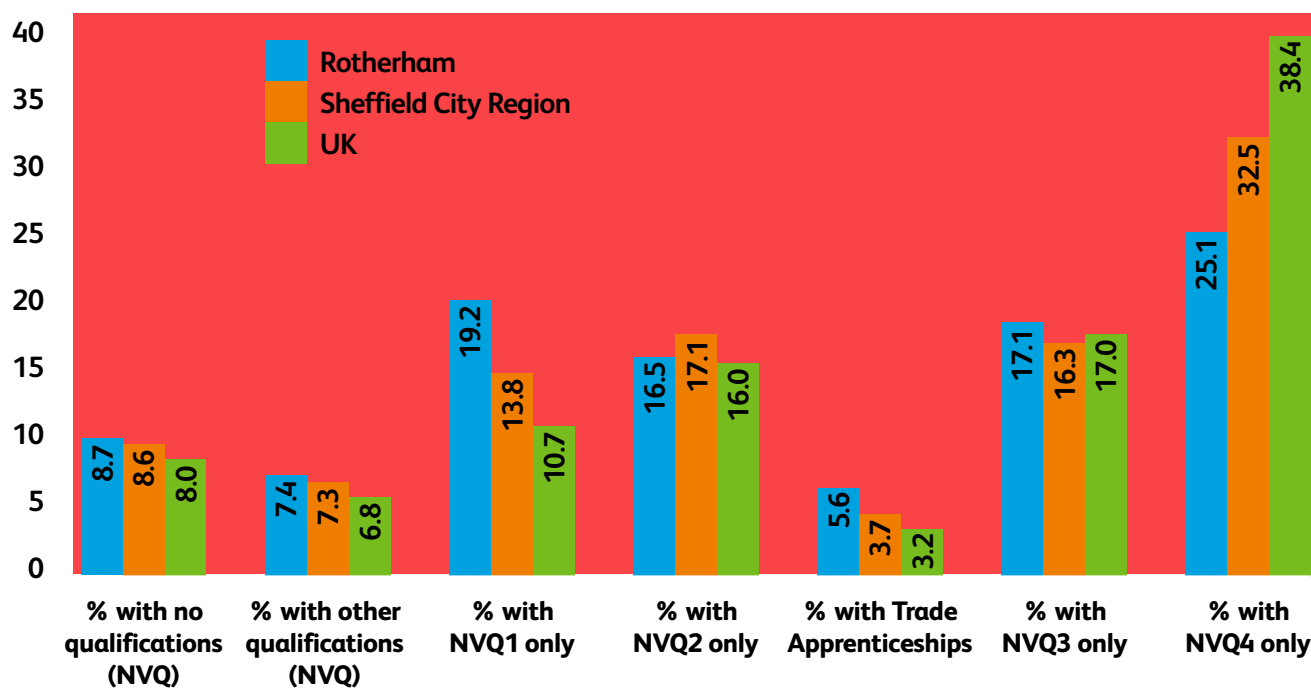
|                             | 2014/2015    | 2015/2016    | 2016/2017    | 2017/2018    |
|-----------------------------|--------------|--------------|--------------|--------------|
| <b>Rotherham</b>            |              |              |              |              |
| Intermediate Apprenticeship | 1,990        | 2,040        | 1,700        | 850          |
| Advanced Apprenticeship     | 1,100        | 1,090        | 1,180        | 900          |
| Higher Apprenticeship       | 110          | 160          | 240          | 260          |
| <b>Totals</b>               | <b>3,200</b> | <b>3,290</b> | <b>3,120</b> | <b>2,010</b> |
| Intermediate Apprenticeship | 62 %         | 62 %         | 54 %         | 42 %         |
| Advanced Apprenticeship     | 34 %         | 33 %         | 38 %         | 45 %         |
| Higher Apprenticeship       | 3 %          | 5 %          | 8 %          | 13 %         |
| <b>Totals</b>               | <b>100 %</b> | <b>100 %</b> | <b>100 %</b> | <b>100 %</b> |

Source: Annual Population Survey

## Reasons for economic inactivity in Rotherham, 16-64 year olds, 2015-2017

|                       |  | Rotherham      | SCR            | Y&H              | England           |
|-----------------------|--|----------------|----------------|------------------|-------------------|
| Economically Active   | Employee                                   | 63             | 62             | 64               | 64                |
|                       | Self-employed                              | 10             | 9              | 9                | 11                |
|                       | ILO Unemployed                             | 4              | 5              | 4                | 4                 |
|                       | <b>Economically active: Total</b>          | <b>76</b>      | <b>76</b>      | <b>77</b>        | <b>78</b>         |
| Economically Inactive | <b>Seeking employment</b>                  | <b>1</b>       | <b>1</b>       | <b>1</b>         | <b>1</b>          |
|                       | <b>Not seeking employment</b>              | <b>23</b>      | <b>23</b>      | <b>22</b>        | <b>21</b>         |
|                       | Not seeking - student                      | 3              | 7              | 6                | 6                 |
|                       | Not seeking - looking after home or family | 6              | 6              | 6                | 5                 |
|                       | Not seeking - temporary sick/ injured      | 1              | 0              | 0                | 0                 |
|                       | Not seeking - long-term sick or disabled   | 6              | 6              | 5                | 5                 |
|                       | Not seeking - does need a job              | 1              | 1              | 1                | 1                 |
|                       | Not seeking - retired                      | 3              | 3              | 3                | 3                 |
|                       | Not seeking - other reason                 | 3              | 2              | 1                | 2                 |
|                       | <b>Economically Inactive: total</b>        | <b>24</b>      | <b>24</b>      | <b>23</b>        | <b>22</b>         |
| <b>Total</b>          |  | <b>100%</b>    | <b>100%</b>    | <b>100%</b>      | <b>100%</b>       |
| <b>Total N</b>        |  | <b>159,000</b> | <b>719,400</b> | <b>3,374,100</b> | <b>34,518,100</b> |

## Highest level of Qualifications (% population aged 16-64)



Source: ONS APS December 2017





# Labour Market Participation, Skills, and Employment in Rotherham

February 2019



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February 2019

DOI: [10.7190/cresr.2019.3478393864](https://doi.org/10.7190/cresr.2019.3478393864)

## Acknowledgements

The research team would like to acknowledge the support of Rotherham Council in commissioning this study. Special thanks go to Simeon Leach for being so patient during the extended period required to secure permission to access the Secure Access Annual Population Survey from the UK Data Service.

We would also like to thank the UK Data Service Support Help Desk, especially James Scott and Deborah White, in their work in verifying all APS data used in this report is non-disclosive.

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# Executive Summary

Skills and employment are central to the Rotherham Plan for economic growth. The aim is to support people to obtain work, to stay in work and to progress at work. A greater understanding is therefore needed of the skills, qualifications, barriers to work and nature of economic activity amongst the local workforce. This research provides a comprehensive profile of working age residents in Rotherham in the context of the local labour market. The findings indicate that it is important to get beyond a profile of the workforce as a whole because substantial variations in characteristics exist between and within different sub-groups in the population.

## The size of the workforce

- There are just over 160,000 people of working age in Rotherham. The size of the potential workforce contracted slightly between 2010 and 2017 (by one per cent) compared to growth of two per cent nationally.
- The number of 16-24 year olds fell by almost three times the rate seen in Britain between 2010 and 2017 (eight per cent decrease compared to three per cent).
- There are substantial flows of workers into and out of Rotherham on a daily basis; 34,800 and 48,500 respectively which results in net-out commuting of 13,700 people.
- 57 per cent of all residents in employment live and work in the district; 35 per cent of jobs in Rotherham are filled by people from outside the district; 94 per cent of jobs in Rotherham are taken by workers from within the Combined Authority.

## Economic activity

- Just over three quarters of all working age residents in Rotherham are actively participating in the labour market; the economic activity rate has increased by 1.6 percentage points since 2010-2012 to 76.3 per cent in 2016-2018.
- The rise in the economic activity rate is a product of a shrinking denominator (the working age population) rather than a substantive increase in the numerator (more economically active people).
- There is a higher economic activity rate for 16-24 years olds in Rotherham (66 per cent) than in Sheffield City Region (62 per cent) and Great Britain (61 per cent).

## Employment

- The local employment rate is 71.8 per cent which lagged behind the national rate of 74.4 per cent in 2016-2018.
- The employment rate in Rotherham improved at a faster rate than nationally between 2010-2012 and 2016-2018 which narrowed the gap between the two.
- Between 2010-2012 and 2016-2018, employment growth amongst Rotherham residents (5.5 per cent) lagged behind the growth seen in the Combined Authority (9.3 per cent), in Sheffield City Region (7.8 per cent) and nationally (7.9 per cent).

- The employment rate for Pakistani/Bangladeshi women in Rotherham is very similar to that seen nationally; 34 per cent and 36 per cent respectively.
- The employment rate for white women in Rotherham is 67 per cent compared to 72 per cent for England.

## Unemployment

- At September 2018, the ILO unemployment rate for Rotherham (those who are looking for and available for work) stood at 3.9 per cent of the working age population; only slightly higher than the national rate of 3.4 per cent.
- Unemployment in Rotherham (on any measure) halved between 2013 and 2018 a more rapid decline than seen nationally.
- At September 2018, the Claimant Count (those eligible for unemployment related benefits) stood at 2.6 per cent of the working age population; this compares with a national rate of 2.2 per cent.
- Claimants of unemployment related benefits in England are more likely than the employed to have no formal qualifications: one in five compared with one in twenty; they are also far less likely to have a degree or qualification gained from higher education than those in employment: 17 per cent compared to 43 per cent.
- National data indicates that eight per cent of JSA claimants have not used the internet in the past month, rising to 10 per cent of the long-term unemployed and 14 per cent of claimants aged over 50.

## Economic inactivity

- Economic inactivity rates amongst working age people in Rotherham are only slightly higher than the national average in 2015-2017 (24 per cent and 22 per cent respectively).
- In Rotherham, looking after a home or family (6 per cent of working age people) or being long-term sick or disabled (6 per cent) are the two most common reasons for being economically inactive - similar to the pattern seen in England (5 per cent for each).
- Treble the national rate of 16-24 year olds are long term-sick or disabled in Rotherham; 6 per cent compared to 2 per cent.
- Double the national rate of 16-24 year olds in Rotherham stay at home to look after a home or a family; 6 per cent compared to 3 per cent.
- A higher proportion of 50-64 year olds in Rotherham are economically inactive compared to nationally; 31 per cent compared to 27 per cent.
- Economic inactivity rates amongst the Pakistani/Bangladeshi population in England are almost double those for whites (39 per cent compared to 20 per cent) and a similar ratio is seen in Rotherham (45 per cent compared to 23 per cent).
- Economic inactivity rates for white men in Rotherham is similar to that seen nationally (17 per cent versus 16 per cent), but more notable differences exist amongst Pakistani/Bangladeshi men; 31 per cent in Rotherham compared to 22 per cent in England.
- 62 per cent of Pakistani/Bangladeshi women in Rotherham are economically inactive, only four percentage points higher than for England (58 per cent).
- The economic inactivity rate of white women in Rotherham is also four percentage points higher than in England; 29 per cent and 25 per cent respectively.

## Long term sickness or disability

- In May 2018, 12,750 working age people in Rotherham were claiming incapacity related benefits (7.9 per cent of working age population) compared to 5.5 per cent in Britain; this is substantially higher than the local unemployment rate.
- Employment and Support Allowance claimants in Britain are more likely to have poor skills or qualifications than other groups; over a quarter have no formal qualifications compared to one in five JSA claimants and one in twenty of those in employment.
- ESA claimants who are closer to the labour market (either those looking for or available for work or with a duration under one year) are more similar to the profile seen amongst JSA claimants.
- 14 per cent of ESA claimants have never used the internet compared to five per cent of JSA claimants.
- Only 6 per cent of ESA claimants in England have English as a second language (ESOL) but 27 per cent of these have had language difficulties in education (27 per cent) and in finding or keeping a job (28 per cent); this compares to those in employment with ESOL (10 per cent) where the comparable figures are eight per cent and 14 per cent respectively.

### Qualifications and skills

- 59 per cent of pupils in Rotherham achieved A\*-C in English and Mathematics at GCSE or equivalent in 2016/2017 which is on par with the national average of 59.1 per cent.
- This was a decrease of 1.5 percentage points from the position in 2013/2014 and contrary to an improvement of 3.6 percentage points nationally and 5.7 percentage points in the Sheffield City Region.
- 65.6 per cent of working age residents in Rotherham are qualified at NVQ2 or above (2015-2017); this lags behind the other districts in the Combined Authority and the 71 per cent seen for Sheffield City Region as a whole.
- The percentage of working age people with an NVQ2 increased by 3.4 percentage points between 2010-2012 and 2015-2017; this was far lower than the improvement seen in the Combined Authority as a whole (9.4 percentage points).

### Apprenticeships

- 92.3 per cent of 16 and 17 year olds in Rotherham in 2018 were in education or training.
  - 77.4 per cent in full-time education or training compared to 83.8 per cent nationally.
  - 7.7 per cent in Apprenticeships compared to 5.9 per cent per cent nationally.
  - 4.7 per cent in work based learning compared to 1.2 per cent per cent nationally.
  - 2.5 per cent in employment combined with study compared to 0.7 per cent nationally.
- The number of Apprenticeships began to fall after the Apprenticeship Levy was introduced in May 2017; there were 2,010 Apprenticeships in Rotherham in 2017/2018 compared to 3,290 in 2015/2016.
- This represents a decrease of 39 per cent between over the period compared to a 26 per cent decrease in England.
- The decline in Apprenticeships was greatest for those aged over 25 year old; the number of starts in Rotherham fell by 43 per cent between 2015/16 and 2017/18 compared to 31 per cent nationally.
- In 2017/18, 84.1 per cent of all Apprenticeship starts in Rotherham were in Health, Public Services and Care; Business, Administration and Law; Retail & Commercial Enterprise; and

Engineering and Manufacturing Technologies; this is similar to the national pattern (83.2 per cent).

## Jobs

- The number of workplaces in Rotherham increased by nearly a quarter between 2010-2012 and 2015-2017 (23.4 per cent); this was faster than the growth seen in Britain (19.3 per cent) or Sheffield City Region (20.2 per cent) over the same period.
- In 2015-2017, there were 30 workplaces per 1,000 population which is lower than seen in Sheffield City Region (34 per 1,000) or nationally (45 per 1,000).
- The growth in workplaces in Rotherham over the period was greatest in business services (47.8 per cent), construction (35 per cent), hospitality and catering (28.2 per cent) and distribution and logistics (18.9 per cent).
- A third of all jobs in Rotherham are in public services, a further one in five are in business services and one in five are in distribution and logistics.
- The number of jobs in Rotherham between 2015 and 2017 was relatively static (0.4 per cent decline) but there was a wide variation across sectors; fastest growth was in primary activities (15.8 per cent), the construction sector (14.3 per cent), and employment in public services declined by 8.7 per cent.
- 34.3 per cent of residents in Rotherham are employed in higher level occupations compared to 38.2 per cent in Sheffield City Region and 45.2 per cent nationally.
- The number of Rotherham residents employed in higher level jobs increased by 13 per cent between 2010-2012 and 2016-2018 compared to a 15 per cent growth nationally.
- Around a third of residents are employed in 'low pay' sectors; employment in these sectors increased by almost 10 per cent between 2010-2012 and 2015-2017 in line with growth observed in the Combined Authority and the national picture.

## Earnings

- In 2016-2018, the median gross earnings for full-time workers in Rotherham was £396 a week 11.5 per cent higher than in 2010-2012; this compares well with 8.7 per cent growth in Sheffield City Region and 11.1 per cent nationally.
- However, median gross weekly earnings in Rotherham were still £54 a week lower than the national average.
- The gross full-time weekly earnings for those in the bottom 20 per cent of the wages distribution was £214 a week compared with the average in Sheffield City Region of £217 and in Britain £238.
- The lower quintile of earnings in Rotherham has risen faster than median earnings with 13.8 per cent growth between 2010-2012 and 2016-2018; this compares with 14.4 per cent growth in Britain.

# Introduction

Skills and employment is one of the key themes of the Rotherham Plan for economic growth. The aim is to help people to obtain employment, stay in work and progress at work by providing support that meets residents' needs. This piece of research has been commissioned by Rotherham Borough Council to provide a comprehensive profile of the Rotherham workforce in the context of the local labour market. The research aims to provide a greater understanding of the skills, qualifications and nature of economic activity amongst the workforce. Barriers to participation in the workforce are identified in order to highlight where employment and skills support can most efficiently be targeted to support local employers as well as the local workforce.

The report highlights that it is important it is to get beyond the characteristics of the workforce as a whole and instead to identify how these vary substantially by particular sub-groups in the population. This may include differences in labour market participation, aspirations to work, skills and qualifications. Subsequently, this may require different employment support solutions which are tailored to meet the needs of particular sub-groups of the potential workforce rather than delivering generic provision.

The analysis provided here, therefore, benchmarks the characteristics of sub-groups of the working age population against similar groups in the wider city region and nationally. This enables us to understand if any differences identified in labour market performance are a consequence of the standard structural make-up of the workforce or if there are particular issues specific to Rotherham that need to be addressed. The analysis considers some key differences within the working age population by variables such as age, sex and ethnicity.

Employment and skills cannot be considered purely as a supply side issue. The demand side of the equation including growth in employment opportunities in the local authority area and the wider city region, as well as the skills needs of local employers or particular industrial sectors need to be considered. Ensuring that local training and education opportunities can support local employers' needs is crucial. Enabling the local working age population to access employment support or training opportunities will also enhance their employment prospects. More joined-up working amongst providers, employers and the workforce has the potential to help the borough to achieve its ambition to create a more highly skilled workforce which has access to good, well-paid and sustainable work.

The project consists of two strands of research which examine evidence on both the supply and demand sides of the local labour market. The first strand includes an analysis of a wide range of secondary and administrative data sources to provide a comprehensive overview of



the local labour market and workforce. The datasets examined are available from the following sources:

- **NOMIS** - the ONS official labour market statistics
- **Stat-Xplore** - DWP Benefits Data
- **UK Data Service** - secure access to pooled local authority level data from the Annual Population Survey

A description of each of the individual datasets used is provided in Appendix A.

The second strand of research involved in-depth interviews with 20 stakeholders in Rotherham. The consultation exercise was conducted between June and August 2018. Representatives of public, private and voluntary sector organisations were interviewed face-to-face or by telephone, with each discussion lasting between 30 minutes and an hour. The discussions were wide-ranging and varied according to the knowledge and expertise of each respondent, but overall the consultation focused on the following matters:

- General economic situation in the local area
- Skills gaps and recruitment difficulties
- Vocational education and training
- Apprenticeships
- Economic inclusion of disadvantaged groups
- Specific barriers facing marginalised groups
- Existing provision to address barriers and issues
- Networking between policy-makers, funders, providers and employers
- Suggestions for new initiatives (or how to make the current system work better).

The findings from the two strands of research are interwoven throughout the report to provide key insights on both supply and demand side perspectives on each of the issues examined.

# The size of the workforce in Rotherham

## Introduction

Britain's labour market has gone through substantial changes since the 1980s. This includes a decline in manufacturing and a shift towards service sector employment, increasing participation in the workforce amongst women, a move towards more flexible labour markets and a growth in non-standard employment. In much of older industrial Britain, such as Rotherham, this has had a major impact on the structure of the local market, the types of job opportunities available, average levels of pay and skills needs of local employers.

In more recent times, the British labour market has had to adjust to the aftermath of a major global recession in 2008-2009 which was followed by a period of stagnation and low economic growth. Even though the national economy has recovered, with Britain now boasting record numbers of people in work and employment rates at an all-time high, there still remain significant issues around long-term wage stagnation and the uneven nature of growth across the country.

For Rotherham, this requires a multifaceted and strategic approach to ensuring that the local workforce and employers are in the best position to maximise their economic and productivity growth potential. The first stage of this strategy is to understand the characteristics, training and skill needs of both the potential workforce<sup>1</sup> and local employers.

## Population growth

Population dynamics contribute to the size of the workforce in any given area. These can be due to fluctuations in the birth rate in previous years as well as increases in life expectancy as more people live for longer beyond retirement age. Net internal and international migration trends also contribute to the size of the workforce.

Some of the population dynamics in Rotherham between 2010 and 2017 echo those seen nationally (Table 2.1). However, the scale of change locally is greater for some age groups or contrary to national trends for others. Overall, Rotherham experienced less than half the

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<sup>1</sup> The workforce is defined as the working age population (16-64 year olds); includes those currently economically active and currently participating in the workforce (the employed and unemployed) as well as the economically inactive that might potentially be drawn into economic activity.

rate of population growth than seen nationally. Growth was primarily due to a substantial increase in the number of people of retirement age (15.4 per cent) as well as growth in the potential workforce aged 50-64 years old (5.6 per cent) (Figure 2.1). This trend towards an increasingly ageing population is also seen nationally.

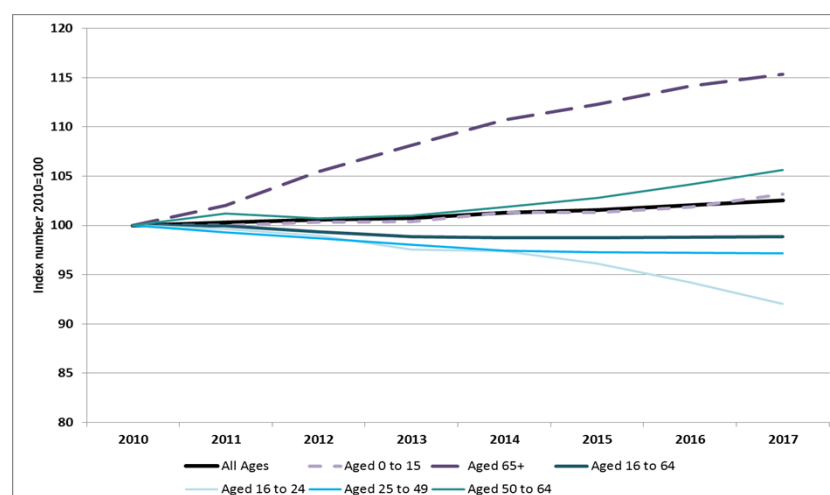
**Table 2.1: Growth in the working age population in Rotherham, 2010-2017**

|                      | Rotherham Population 2017 |                                | Percentage change in population, 2010-2017 |            |
|----------------------|---------------------------|--------------------------------|--|------------|
|                      | Number                    | Percentage of total population | Rotherham                                  | GB         |
| Aged 0 to 15         | 50,900                    | 19.3                           | 3.2  | 6.0        |
| Aged 16 to 24        | 26,100                    | 9.9                            | -8.0                                       | -2.9       |
| Aged 25 to 49        | 82,800                    | 31.4                           | -3.0                                       | 0.2        |
| Aged 50 to 64        | 52,500                    | 19.9                           | 5.6  | 9.2        |
| Aged 65+             | 51,000                    | 19.4                           | 15.4                                       | 16.8       |
| <b>Aged 16 to 64</b> | <b>161,400</b>            | <b>61.3</b>                    | <b>-1.1</b>                                | <b>2.2</b> |
| <b>All Ages</b>      | <b>263,400</b>            | <b>100.0</b>                   | <b>2.5</b>                                 | <b>5.3</b> |

Source: ONS Mid-year population estimates

However, contrary to national trends between 2010 and 2017, Rotherham's working age population contracted by 1.1 per cent compared to a 2.2 per cent growth nationally. In part, this was due to the decline in the number of 16-24 year olds which contracted by almost three times the rate seen in Britain (8 per cent decline compared to 2.9 per cent in GB). The number of 25-49 year olds also declined slightly in Rotherham over the period (by 3 per cent) compared to a stable picture nationally. The contraction of the working age population in Rotherham means that it now accounts for 61.3 per cent the overall population down by 2.7 percentage points since 2010.

**Figure 2.1: Rotherham population growth, 2010-2017**



Source: ONS Mid-year population estimates

The decline in the working age population would have been greater if there had not been net in-migration to Rotherham in the post-2010 period. Data from the ONS Migration Indicators Suite shed some light on migration flows into and out of Rotherham over time.

## Migration

Migration flows can take the form of 'internal migration' when a person moves within the UK or 'international migration' when people move to or from another country. ONS produces estimates for both the in-flows and out-flows of both these types of migration as components of their mid-year population estimates. It is possible to examine the extent to which these impact on the size of the working population in the area over time. The ONS estimates are for the whole population and are derived from a number of data sources<sup>2</sup>.

Table 2.2 indicates that internal migration in-flows and out-flows per year are substantial. On average, approximately 7,500 people move into Rotherham from other parts of the country each year. Whilst this means the average net internal in-migration in any one year is relatively small (20 people), there is some degree of churn amongst the working age population over time. Some residents may leave in one year and return in another. For example, students may register at a doctor's surgery elsewhere in the country while undertaking their studies but eventually return to their home town. Other migrants are likely to be individuals who leave and never return or vice versa. Over the 2010-2017 period this means that there were nearly 53,000 people who moved into Rotherham from other parts of the UK, whilst roughly the same number moved in the opposite direction. This equates to around a fifth of the borough's population moving in or out of the area over an eight year period, indicating a considerable degree of churn in the local population.

**Table 2.2: Migration inflows and outflows to and from Rotherham, 2010-2017**

|                         | Internal migration |               |            | International migration |              |              | Total net migration |
|-------------------------|--------------------|---------------|------------|-------------------------|--------------|--------------|---------------------|
|                         | Inflow             | Outflow       | Net        | Inflow                  | Outflow      | Net          |                     |
| 2010-2011               | 6,580              | 6,970         | -390       | 800                     | 360          | 440          | 50                  |
| 2011-2012               | 7,150              | 7,280         | -130       | 630                     | 390          | 240          | 110                 |
| 2012-2013               | 6,960              | 7,450         | -490       | 710                     | 370          | 340          | -150                |
| 2013-2014               | 7,970              | 7,580         | 380        | 710                     | 360          | 340          | 720                 |
| 2014-2015               | 7,600              | 7,530         | 70         | 740                     | 310          | 430          | 500                 |
| 2015-2016               | 7,540              | 7,420         | 120        | 870                     | 360          | 510          | 630                 |
| 2016-2017               | 9,160              | 8,600         | 560        | 790                     | 390          | 410          | 970                 |
| <b>2010-2017</b>        | <b>52,950</b>      | <b>52,830</b> | <b>120</b> | <b>5,250</b>            | <b>2,540</b> | <b>2,710</b> | <b>2,830</b>        |
| <b>Average per year</b> | <b>7,560</b>       | <b>7,550</b>  | <b>20</b>  | <b>750</b>              | <b>360</b>   | <b>390</b>   | <b>410</b>          |

Source: ONS Migration Indicators Suite

The ONS figures for local authorities are calculated for the total population. The national level data indicates that the vast majority - approximately 80 per cent - of internal migration is by working age people. On average, this translates to approximately 6,000 people of

<sup>2</sup> The migration flows data utilises several data sources including General Practitioner (GP) registrations, National Insurance number (NINo) allocations to overseas nationals, and the International Passenger Survey.

working age moving into and out of Rotherham to or from another destination in the UK per year. Over the 2010-2017 period, this is equivalent to approximately 42,000 working age in-movers and out-movers. However, as the flows generally offset each other each year this results in negligible net in-migration annually over the entire period from 2010 to 2017 of an average of 15 working age net in-migrants per year.

The annual international migration flows are much smaller. On average, 750 international migrants move into Rotherham each year and only 360 emigrate leading to a net contribution to the population of nearly 400 people per year. Over the 2010-2017 period, this equates to an in-flow of 5,250 international migrants, less than half of which is offset by an international migration out-flow of 2,540 people. This leads to international net in-migration of approximately 2,700 people over the period.

Like internal migration, national figures indicate that the vast majority of this involves working age people - approximately 90 per cent. If the same pattern is seen in Rotherham as nationally, on average, net international migration contributes approximately 350 people to Rotherham's working age population each year. Over the 2010 to 2017 period this equates to an additional 2,400 added to the potential workforce to the area.

The combined average net internal and international migration into Rotherham contributes approximately 360 working age people to the potential workforce each year. Given that the overall size of the working age population declined between 2010 and 2017 (by 1.1 per cent), this means the rate of decrease would have been more rapid had there not been some net in-migration to the area (by 2.6 per cent).

## Commuting

Labour markets are rarely self-contained at the scale of a local authority. Some residents live and work within the district, others commute outside the district for work, and some people who work within the district reside in other local authority areas. These commuting patterns impact on the size and characteristics of the workforce filling jobs in the area.

ONS 2011 Travel to Work Areas (TTWAs) are based on 2011 Census data at an LSOA level. Each TTWA is a contiguous area where between two-thirds and three-quarters of all residents live and work within the same area. The calculations are based on the origins and destinations of each resident's home and work address<sup>3</sup>. All but 11 of Rotherham's 167 LSOAs are within the Sheffield TTWA. The remaining 11, which are located around Wath-upon-Deane, form part of the Barnsley TTWA.

However, TTWAs don't tell us about the scale of commuting flows between districts. It is possible to explore the commuting flows to and from Rotherham by utilising Secure Access Annual Population Survey (APS) data which was obtained as part of this study. Due to sample sizes three annual data files were pooled to create a more robust sample and so the

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<sup>3</sup> The criteria for defining TTWAs is based on at least 75 per cent of an area's resident workforce work in the area and at least 75 per cent of the people who work in the area also live in the area. The area must also have an economically active population of at least 3,500. For areas with a working population in excess of 25,000, self-containment rates as low as 66.7 per cent were accepted as part of a 'trade-off' between workforce size and level of self-containment.

analysis presented here is on the basis of a three year average between 2015 and 2017. Full details of the data are included in Appendix 1<sup>4</sup>.

The data for 2015-2017 indicates that there were approximately 160,000 working age residents in Rotherham which is in line with the MYEs reported above. Of these 113,600 residents were in employment of which only 57 per cent worked within the district (65,000). Not all residents in employment work in Rotherham as there are fewer jobs than residents in employment. Nearly 100,000 people have their workplace within the Rotherham borough area. Of these 65 per cent are local residents and the remaining 35 per cent are from areas outside the district boundaries. The vast majority of all local jobs are filled with workers from within the Combined Authority area (94 per cent), so most inward commuters travel from elsewhere in South Yorkshire.

This means that Rotherham is a significant net exporter of workers to other areas (13,700). Table 2.3 indicates that this net-commuting figure hides substantial flows of workers into and out of Rotherham on a daily basis; 34,800 and 48,500 respectively. More than two in five of all Rotherham residents in employment work outside the district (48,500; 43 per cent of residents in employment). Approximately half of these out-commuters work in Sheffield (24,700; 22 per cent of residents in employment); a further one in five work in Barnsley or Doncaster (10,800; 10 per cent of residents in employment); and a similar proportion travel to outside the SCR for work (9,500; 8 per cent of residents in employment).

**Table 2.3: Commuting in-flows to and out-flows from Rotherham, 16-64 year olds in employment, 2015-2017**

|                        | <b>In-flow<br/>from</b> | <b>Out-<br/>flow to</b> | <b>Net</b>     |
|------------------------|-------------------------|-------------------------|----------------|
| Barnsley               | 9,400                   | 5,000                   | 4,400          |
| Doncaster              | 6,800                   | 5,800                   | 900            |
| Sheffield              | 13,100                  | 24,700                  | -11,500        |
| Other SCR <sup>5</sup> | 2,000                   | 3,500                   | -1,500         |
| Outside SCR            | 3,500                   | 9,500                   | -6,000         |
| <b>Total</b>           | <b>34,800</b>           | <b>48,500</b>           | <b>-13,700</b> |

Source: Annual Population Survey

<sup>4</sup> There are small differences in the data for the same time period if the APS data available from NOMIS and the raw data available via Secure Access are compared. This is due to weighting procedures for annual and pooled data. Consistency has been aimed throughout the report by reporting figures from one data source within each section. Sometimes there will be small differences across sections in absolute numbers or percentages depending on which source they are reported from.

<sup>5</sup> Sheffield City Region consists of nine local authorities: the four within the combined authority (Sheffield, Doncaster, Rotherham and Barnsley), and Chesterfield, North East Derbyshire, Bolsover, Derbyshire Dales and Bassetlaw

Table 2.4: Commuting in-flows and out-flows for districts within Sheffield City Region, 16-64 year olds in employment, 2015-2017

|                              | In-flow       |                         | Out-flow       |                           | Net-Commuting  |
|------------------------------|---------------|-------------------------|----------------|---------------------------|----------------|
|                              | Number        | as % of workers in area | Number         | as % of residents in work |                |
| North East Derbyshire        | 7,900         | 36                      | 31,900         | 70                        | -24,100        |
| Bolsover                     | 13,800        | 55                      | 23,600         | 68                        | -9,800         |
| <b>Rotherham</b>             | <b>34,800</b> | <b>35</b>               | <b>48,500</b>  | <b>43</b>                 | <b>-13,700</b> |
| Barnsley                     | 20,300        | 23                      | 43,100         | 39                        | -22,800        |
| Chesterfield                 | 27,200        | 49                      | 16,200         | 37                        | 11,000         |
| Derbyshire Dales             | 16,900        | 45                      | 11,800         | 36                        | 5,200          |
| Bassetlaw                    | 18,400        | 36                      | 13,900         | 30                        | 4,500          |
| Doncaster                    | 31,100        | 25                      | 39,200         | 30                        | -8,100         |
| Sheffield                    | 74,300        | 26                      | 51,900         | 20                        | 22,400         |
| <b>Combined Authority</b>    | <b>66,000</b> |                         | <b>88,300</b>  |                           | <b>-22,300</b> |
| <b>Sheffield City Region</b> | <b>74,700</b> |                         | <b>110,100</b> |                           | <b>-35,400</b> |

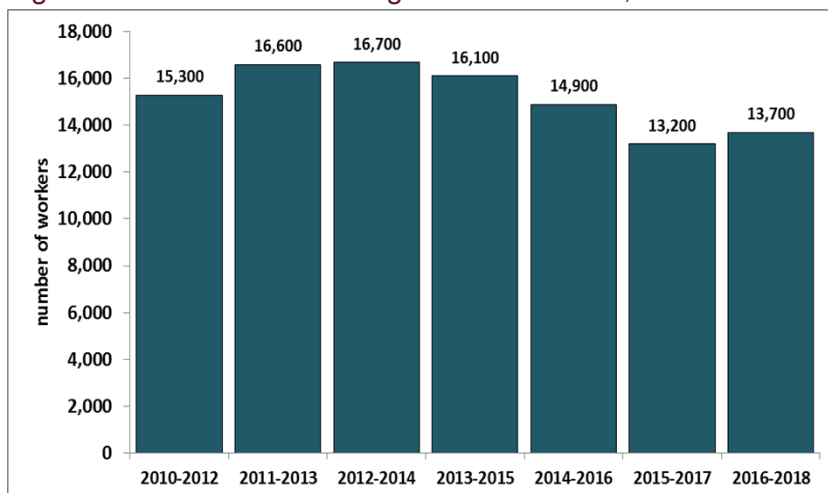
Source: Annual Population Survey

Table 2.4 compares the side of commuting flows as a proportion of jobs in the area (in-flows) or residents in employment (out-flows) for all districts within SCR. With the exception of North East Derbyshire and Bolsover, which have exceptionally high rates of out-commuting due to their geographic location and urban/rural nature<sup>6</sup>, Rotherham has the highest rate of commuting out-flows compared to the remaining districts within the SCR (43 per cent of all residents in work). Rotherham also has a notably higher rate of in-commuters taking local jobs than the other districts within the combined authority (35 per cent in Rotherham and between 23 to 26 per cent in Sheffield, Barnsley and Doncaster). Potentially this could be an indication of mismatch in the characteristics of the supply and demand for labour in the area or potentially a skills mismatch in residents compared to the work available locally.

The patterns for in-commuting and out-commuting are complex. Figure 2.2 indicates that net-commuting flows for Rotherham have also been gradually decreasing over time. There were on average 15,300 net out-commuters between 2010 and 2012 and this had fallen to 13,700 between 2015 and 2017. This change in net commuting patterns may be a product of fluctuations in commuting in-flows, out-flows or both. Declining net-commuting may reflect changes in labour force participation amongst residents; their characteristics and human capital - including skills, qualifications and their ability to compete for jobs locally or further afield; or the demand for labour in surrounding areas.

<sup>6</sup> North East Derbyshire forms a ring around three sides of Chesterfield and is also adjacent to Sheffield's boundary leading to large commuting flows to these areas for job opportunities. These two districts are the destination for work for two-thirds of the out-commuters (21,400 out of 31,900 out commuters). Bolsover has a relatively small population (2017=79,100) and is relatively rural (nearly half of the population). Residents travel to surrounding districts for job opportunities; 60 per cent of these out-commuters (23,600) work outside the Sheffield City Region.

Figure 2.2: Net out-commuting from Rotherham, 2010/2012 to 2015/2017



Source: Annual Population Survey

### Job density

As the complex commuting patterns show, jobs created in the district so not necessarily go to residents in the area. In this light, improvement in skills and educational attainment amongst residents will not necessarily translate into more of them filling jobs within the area in competition with candidates from elsewhere. To begin to consider the relationship between these factors, Table 2.5 provides the number of jobs in each SCR local authority area per working age resident (jobs density), alongside the share of jobs within each district filled by local residents and the local resident employment rate.

Table 2.5: Jobs density and residents employed in the area, 2015-2017

|                              | Jobs Density | Live and work in district, as % of employed residents | Resident employment rate |
|------------------------------|--------------|---|--------------------------|
| Derbyshire Dales             | 0.94         | 64  | 82                       |
| Chesterfield                 | 0.84         | 63  | 71                       |
| Bassetlaw                    | 0.80         | 70  | 70                       |
| Sheffield                    | 0.77         | 80  | 69                       |
| Doncaster                    | 0.67         | 70  | 71                       |
| <b>Rotherham</b>             | <b>0.63</b>  | <b>57</b>   | <b>70</b>                |
| Barnsley                     | 0.53         | 61  | 72                       |
| Bolsover                     | 0.53         | 32  | 73                       |
| North East Derbyshire        | 0.38         | 30  | 79                       |
| <b>Combined Authority</b>    | <b>0.65</b>  | <b>86</b>   | <b>74</b>                |
| <b>Sheffield City Region</b> | <b>0.68</b>  | <b>87</b>   | <b>75</b>                |

Source: Annual Population Survey

Job density is a measure of how many jobs there are in an area relative to the size of the potential workforce in that area (the number of working age residents). DWP has previously



used these as a way of investigating the ratio of labour supply and demand in a given locality. So, in Rotherham the figure of 0.63 indicates that there are 63 jobs for every 100 working age residents; this is on par with the ratio seen in the Combined Authority (0.65) and not much lower than that seen across the city region (0.68). The table indicates that there is not a straightforward relationship between the concentration of jobs in each local area and the local employment rate. No correlation exists ( $R=0.01$ ) between the two variables<sup>7</sup> across SCR, albeit this is based on a small sample of the nine districts within SCR. A combination of factors including the strength of aggregate labour demand in the wider functional labour market; the types of jobs and levels of pay available; and local residents having the skills and qualifications to compete for jobs available may all be more important factors in determining the overall employment rate amongst residents.

There is, however, a strong relationship between the job density in the local area and the proportion of residents in employment who also have a workplace within the district ( $R=0.72$ ). So, on average, as the number of jobs relative to the size of the population increases locally, then a higher proportion of working age residents fill these jobs. Increasing the number of local jobs available and supporting residents to be equipped to compete for these jobs should benefit both local residents and local employers.

Table 2.5 also highlights that Rotherham's employment rate is amongst the lowest in the City Region. The following chapter therefore looks at trends in employment and economic activity in Rotherham over time to understand the reasons which might underpin these economic indicators.

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<sup>7</sup>This also held when tested against an employment rate excluding economically inactive students from the denominator ( $R=0.10$ ).

# Labour market characteristics of the workforce in Rotherham

## Introduction

First indications from Chapter 2 are that Rotherham has a relatively low employment rate compared to many of the other districts within Sheffield City Region (SCR) and the prevailing national rate. It is important, therefore, to get behind this headline indicator to understand the factors contributing to the local employment rate amongst residents. This chapter looks at the trends in labour market participation, employment, skills and qualifications relative to the wider region. The analysis in this section is based on the Annual Population Survey (APS). Due to sampling variability in the APS, three year averages are used to provide more robust estimates at a local level.

## Employment rate

Table 3.1 provides an overview of the employment rate in Rotherham alongside the other districts in the Combined Authority (CA). The employment rate in 2016-2018 in Rotherham (71.8 per cent for 16-64 year olds) is 2.6 percentage points below the national benchmark. However, the historically high national rate is buoyed up the strong economic performance in much of southern Britain where the South East, East and South West regions all currently have employment rates of between 77.7 and 78.7 per cent; many of the districts within these regions have employment rates of over 80 per cent.

At first glance the employment rate in Rotherham (71.8 per cent) is higher than in the CA (70.7 per cent) and Sheffield (69.7 per cent), and on a par with the average for the whole of SCR (71.9 per cent). However, this needs to be considered in the light of the impact that large numbers of economically inactive students has on local employment rates in large university cities like Sheffield. The two universities have over 60,000 students between them equivalent to one in six of the working age population. This also has the knock-on effect of lowering the employment rates for the CA and SCR.

Table 3.1 therefore provides an alternative employment rate that excludes the economically inactive students to remove the distortion that they make on the benchmark areas. In Rotherham the alternative employment rate is 74.8 per cent which is now lower than Sheffield (76.3 per cent), the CA (75.2 per cent) and SCR (75.9 per cent). The gap between Rotherham and national benchmarks increases to 4.2 percentage points once students have been taken into account.

Table 3.1: Employment rate in Rotherham, 2016-2018

|                           | Residents<br>aged 16-64 in<br>employment<br>2016-18 | Employment rate, 2016-18 |                                     |            |
|---------------------------|---|--------------------------|-------------------------------------|------------|
|                           |   | all 16-64<br>year olds   | excl. econ.<br>inactive<br>students | difference |
| Doncaster                 | 134,200   | 71.9                     | 75.2                                | 3.2        |
| <b>Rotherham</b>          | <b>114,100</b>                                      | <b>71.8</b>              | <b>74.8</b>                         | <b>3.1</b> |
| Barnsley                  | 108,600   | 70.8                     | 73.4                                | 2.6        |
| Sheffield                 | 260,400   | 69.7                     | 76.3                                | 6.6        |
| <b>Combined Authority</b> | <b>617,300</b>                                      | <b>70.7</b>              | <b>75.2</b>                         | <b>4.5</b> |
| Sheffield City Region     | 828,900   | 71.9                     | 75.9                                | 4.1        |
| Yorkshire and the Humber  | 2,459,800   | 72.9                     | 77.4                                | 4.5        |
| <b>Great Britain</b>      | <b>29,683,900</b>                                   | <b>74.4</b>              | <b>79.0</b>                         | <b>4.6</b> |

Source: Annual Population Survey

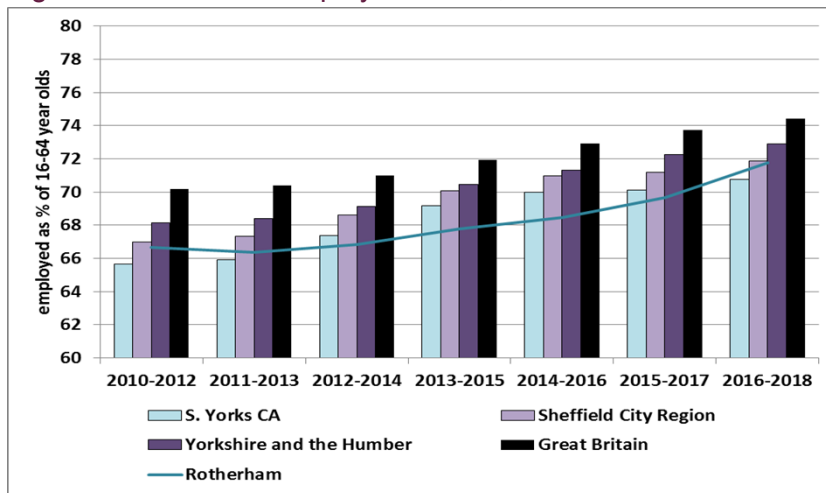
The employment rate in Rotherham for all 16-64 year old residents has been improving over time and at a faster rate than seen nationally (Table 3.2). This has narrowed the gap between the Rotherham and the national employment rates from consistently above four percentage points for all of the time periods since 2011-2013 to 2.6 percentage points in 2016-2018 (Figure 3.1).

Table 3.2: Employment rate in Rotherham, 2010-2012 to 2016-2018

|                           | Employment rate, all 16-64 year olds |             |            |
|---------------------------|--------------------------------------|-------------|------------|
|                           | 2010-2012                            | 2016-2018   | Difference |
| Doncaster                 | 65.6                                 | 71.9        | 6.4        |
| <b>Rotherham</b>          | <b>66.7</b>                          | <b>71.8</b> | <b>5.1</b> |
| Barnsley                  | 65.9                                 | 70.8        | 4.9        |
| Sheffield                 | 65.1                                 | 69.7        | 4.6        |
| <b>Combined Authority</b> | <b>65.6</b>                          | <b>70.7</b> | <b>5.1</b> |
| Sheffield City Region     | 67.0                                 | 71.9        | 4.9        |
| Yorkshire and Humber      | 68.2                                 | 72.9        | 4.7        |
| <b>Great Britain</b>      | <b>70.2</b>                          | <b>74.4</b> | <b>4.2</b> |

Source: Annual Population Survey

Figure 3.1: Resident employment rate, 2010/2012 to 2016/2018



Source: Annual Population Survey

Whereas the resident employment rate has improved faster in Rotherham than nationally this has not been the case for the growth in the number residents in employment (Table 3.3). By 2016-2018, an additional 5,900 residents were in employment compared to 2010-2012. This increase of 5.5 per cent lagged behind the growth seen in the CA (9.3 per cent), in SCR (7.8 per cent) and nationally (7.9 per cent).

Table 3.3: Employment growth in Rotherham, 2010-2012 to 2016-2018

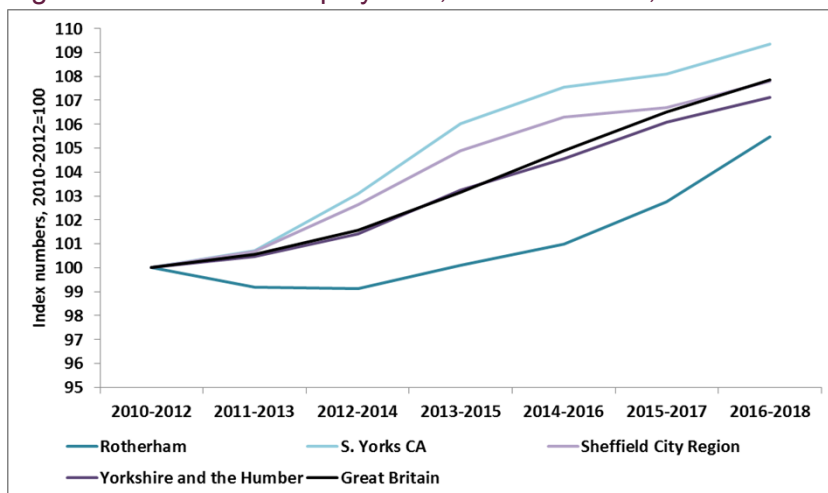
|                           | Residents in Employment |                   | Change between 2010-2012 to 2016-2018 |            |
|---------------------------|-------------------------|-------------------|---------------------------------------|------------|
|                           | 2010-2012               | 2016-2018         | Number                                | Percentage |
| Barnsley                  | 97,000                  | 108,600           | 11,600                                | 12.0       |
| Sheffield                 | 234,700                 | 260,400           | 25,700                                | 11.0       |
| Doncaster                 | 124,800                 | 134,200           | 9,400                                 | 7.5        |
| <b>Rotherham</b>          | <b>108,200</b>          | <b>114,100</b>    | <b>5,900</b>                          | <b>5.5</b> |
| <b>Combined Authority</b> | <b>564,600</b>          | <b>617,300</b>    | <b>52,700</b>                         | <b>9.3</b> |
| Sheffield City Region     | 768,900                 | 828,900           | 60,000                                | 7.8        |
| Yorkshire and Humber      | 2,296,500               | 2,459,800         | 163,300                               | 7.1        |
| <b>Great Britain</b>      | <b>27,522,100</b>       | <b>29,683,900</b> | <b>2,161,800</b>                      | <b>7.9</b> |

Source: Annual Population Survey

Figure 3.2 shows that this weaker than average employment growth amongst Rotherham residents was due to a contraction in employment in the first half of the period but a much stronger performance in the latter part of the period.

As discussed in Chapter 2, the labour market dynamics in an area are underpinned by complex commuting patterns. Rotherham is a net exporter of 13,700 commuters to districts within the SCR and further afield. Only 57 per cent of residents in employment actually have a workplace within the district and the remaining 43 per cent work elsewhere. Just over a third (35 per cent) of all workers in the district live elsewhere.

Figure 3.2: Resident employment, index numbers, 2010/2012 to 2016/2018



Source: Annual Population Survey

Table 3.4 shows that the number of workers with jobs in Rotherham increased by 7,600 (8.2 per cent) between 2010-2012 and 2016-2018. This was more rapid than the growth in resident employment over the period (5.5 per cent). It was also faster than the national rate of growth (7.9 per cent) and that seen in the CA (6.7 per cent) or in the SCR (6.9 per cent).

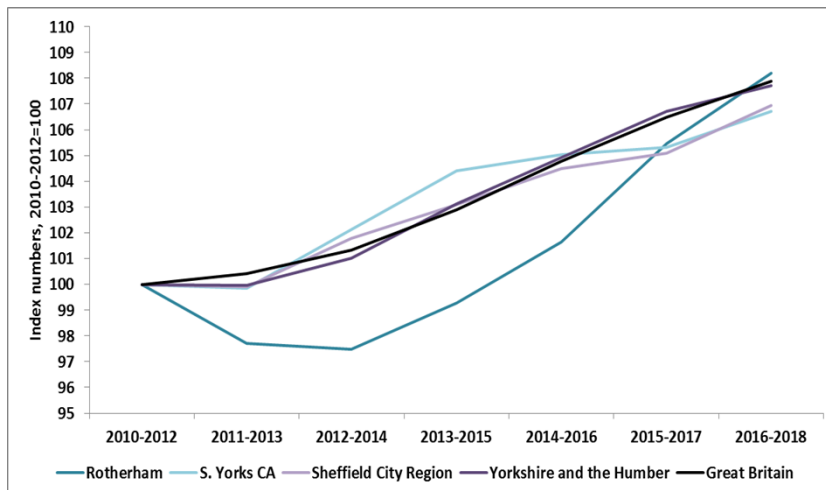
Table 3.4: Growth in the number of workers with a workplace in Rotherham, 2010-2012 to 2016-2018

|                           | Workers in area   |                   | Change between 2010-2012 to 2016-2018 |            |
|---------------------------|-------------------|-------------------|---------------------------------------|------------|
|                           | 2010-2012         | 2016-2018         | Number                                | Percentage |
| Sheffield                 | 260,400           | 287,100           | 26,700                                | 10.3       |
| <b>Rotherham</b>          | <b>92,900</b>     | <b>100,500</b>    | <b>7,600</b>                          | <b>8.2</b> |
| Doncaster                 | 123,200           | 125,300           | 2,100                                 | 1.7        |
| Barnsley                  | 80,300            | 81,200            | 900                                   | 1.2        |
| <b>Combined Authority</b> | <b>556,800</b>    | <b>594,200</b>    | <b>37,400</b>                         | <b>6.7</b> |
| Sheffield City Region     | 738,300           | 789,600           | 51,200                                | 6.9        |
| Yorkshire and the Humber  | 2,273,100         | 2,448,700         | 175,500                               | 7.7        |
| <b>Great Britain</b>      | <b>27,289,200</b> | <b>29,437,000</b> | <b>2,147,800</b>                      | <b>7.9</b> |

Source: Annual Population Survey

Figure 3.3 shows a similar trajectory of growth in workers in Rotherham as depicted in the earlier chart for the trend in resident employment. The workforce contracted in the first part of the period, recovered post 2012-2014, with more rapid growth post 2014-2016, and out-performing the benchmarks post 2015-2017.

Figure 3.3: Growth in the number of workers with a workplace in Rotherham, index numbers, 2010/2012 to 2016/2018



Source: Annual Population Survey

## Economic activity

It can be seen from the figures above that labour supply as well as demand impact on employment rates. The more people who participate in the workforce the greater potential there is to increase the local employment rate. Labour market participation is measured as the number of people who are economically active: i.e., those who are employed or unemployed.

Table 3.5: Economic activity rates in Rotherham, 2010-2012 to 2016-2018

|                           | Economic activity rate |             |                         |
|---------------------------|------------------------|-------------|-------------------------|
|                           | 2010-2012              | 2016-2018   | percentage point change |
| Doncaster                 | 74.0                   | 76.8        | 2.9                     |
| <b>Rotherham</b>          | <b>74.7</b>            | <b>76.3</b> | <b>1.6</b>              |
| Barnsley                  | 73.0                   | 75.5        | 2.4                     |
| Sheffield                 | 72.0                   | 74.7        | 2.7                     |
| <b>Combined Authority</b> | <b>73.1</b>            | <b>75.6</b> | <b>2.5</b>              |
| Sheffield City Region     | 74.1                   | 76.2        | 2.1                     |
| Yorkshire and the Humber  | 75.1                   | 76.9        | 1.8                     |
| <b>Great Britain</b>      | <b>76.3</b>            | <b>78.1</b> | <b>1.8</b>              |

Source: Annual Population Survey

Table 3.5 indicates that 76.3 per cent of Rotherham residents were economically active in 2016-2018. Whilst this is below the national average (78.1 per cent) it is higher than both the CA (75.6 per cent) and SCR (76.2 per cent). As previously shown, the figures for Sheffield (and other university cities), and consequently the CA and SCR, are distorted to some extent due to the impact of large numbers of economically inactive university students who live in Sheffield (Table 3.6). This is not generally seen as a 'negative' form of economic inactivity. It is not that these are inactive residents who are not participating in the workforce because they lack aspirations to work or face barriers to work, but primarily because they are delaying their entry to the workforce while they enhance their skills and qualifications.

Table 3.6: Economic activity rate in Rotherham excluding students, 2016-2018

|                           | Economic activity rate, 2016-2018 |   |            |
|---------------------------|-----------------------------------|---|------------|
|                           | all 16-64<br>year                 | excl. eco.<br>inactive<br>students olds | difference |
| Sheffield                 | 74.7                              | 81.7                                    | 2.8        |
| Doncaster                 | 76.8                              | 80.3                                    | 3.5        |
| <b>Rotherham</b>          | <b>76.3</b>                       | <b>79.5</b>                             | <b>3.3</b> |
| Barnsley                  | 75.5                              | 78.3                                    | 7.0        |
| <b>Combined Authority</b> | <b>75.6</b>                       | <b>80.4</b>                             | <b>4.8</b> |
| Sheffield City Region     | 76.2                              | 80.5                                    | 4.3        |
| Yorkshire and the Humber  | 76.9                              | 81.7                                    | 4.8        |
| <b>Great Britain</b>      | <b>78.1</b>                       | <b>82.9</b>                             | <b>4.8</b> |

Source: Annual Population Survey

Table 3.5 also shows that there has been an increase in economic activity rates of 1.6 percentage points in Rotherham since 2010-2012. This is slightly below the increase in the national economic activity rate but the rate of increase in Rotherham has generally lagged behind all the areas presented in the table.

Table 3.7 presents the change in the number of economically active people between 2010-2012 and 2016-2018. This shows that the number remains virtually unchanged over the period. The rise in economic activity rates is therefore a product of a shrinking denominator (the working age population) rather than a substantive increase in the number (more economically active people).

The trend over time in the three year averages for economic activity rates is shown in Figure 3.4. There is a notable upturn at the end of the time series for Rotherham which echoes that seen earlier in the resident employment rate and deserves further investigation. A smoothed time series utilising averaged four quarterly annual files between 2010 and 2018 has also been produced (Figure 3.5)<sup>8</sup>. This shows that whilst the national rate for economic activity increases steadily over time, at a local authority district level there is a degree of fluctuation over the period. This does not seem to be wholly attributable to sampling variability given the nature of the patterns across individual authorities in the CA. Again the upturn at the end of the series for Rotherham is notable. Potentially, this shows a relatively recent improvement in the number of people participating in the workforce. The recent fall in economic inactivity at a national level has also been commented on by the Learning and

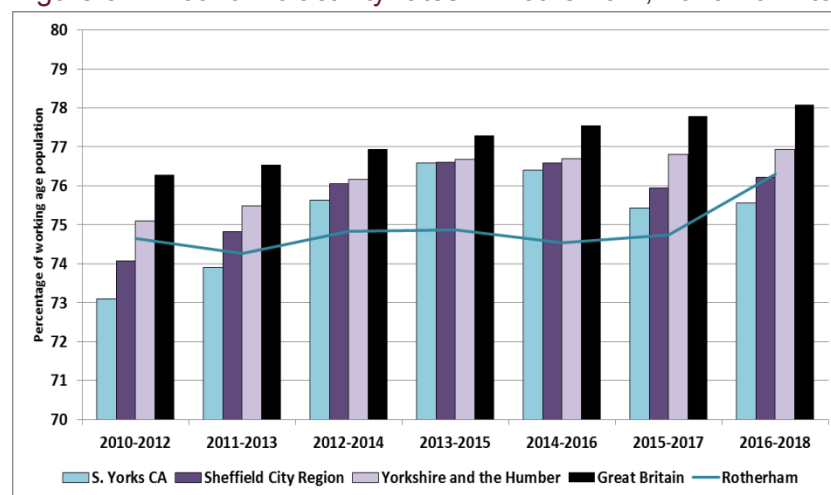
<sup>8</sup> For example, the data point for Q1 2010 consists of the average of rates for 4 annual files: Apr 2009-Mar 2010, Jul 2009-Jun 2010, Oct 2009-Sep 2010 and Jan 2010-Dec 2010. The next data point drops the first file and includes the next.

Table 3.7: Economically active in Rotherham, 2010-2012 to 2016-2018

|                           | Economically Active |                   | Change between 2010-2012 to 2016-2018 |            |
|---------------------------|---------------------|-------------------|---------------------------------------|------------|
|                           | 2010-2012           | 2016-2018         | Number                                | Percentage |
| Barnsley                  | 107,500             | 115,800           | 8,400                                 | 7.8        |
| Sheffield                 | 259,300             | 278,900           | 19,600                                | 7.6        |
| Doncaster                 | 140,800             | 143,300           | 2,500                                 | 1.8        |
| <b>Rotherham</b>          | <b>121,100</b>      | <b>121,400</b>    | <b>200</b>                            | <b>0.2</b> |
| <b>Combined Authority</b> | <b>628,700</b>      | <b>659,400</b>    | <b>30,700</b>                         | <b>4.9</b> |
| Sheffield City Region     | 850,300             | 879,000           | 28,700                                | 3.4        |
| Yorkshire and the Humber  | 2,530,700           | 2,596,800         | 66,100                                | 2.6        |
| <b>Great Britain</b>      | <b>29,917,400</b>   | <b>31,159,000</b> | <b>1,241,700</b>                      | <b>4.2</b> |

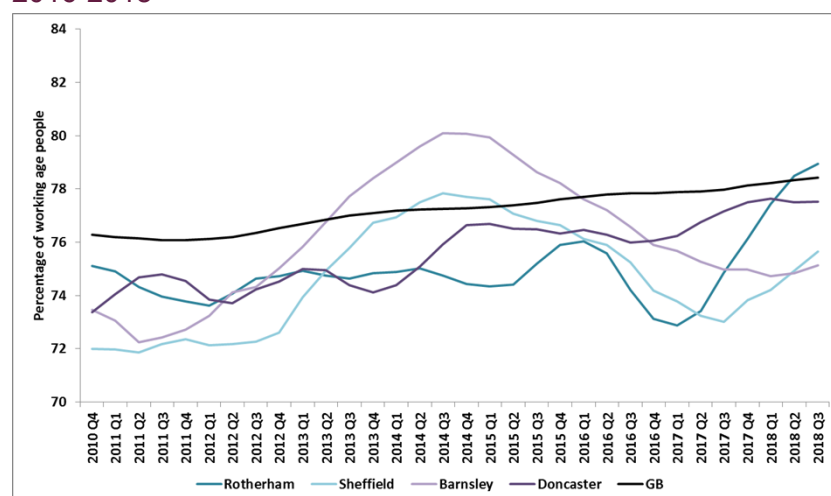
Source: Annual Population Survey

Figure 3.4: Economic activity rates in Rotherham, 2010-2012 to 2016-2018



Source: Annual Population Survey

Figure 3.5: Smoothed time series of economic activity rates in Rotherham, 2010-2012 to 2016-2018



Source: Annual Population Survey



Work Institute in their commentary of the most recent release of ONS labour market statistics<sup>9</sup>.

The following chapter examines recent trends in unemployment in Rotherham and the barriers to work that individuals may face. The extent to which economic activity varies across particular groups of residents is also examined including for women, by age and for ethnic minority groups.

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<sup>9</sup> Learning and Work Institute (2019) [Labour market LIVE from Learning and Work Institute](#), 22 January 2019

## 4

# Unemployment in Rotherham

## Introduction

The previous chapters have shown that labour market participation amongst working age residents in Rotherham is rising, as is employment. However, depending on the strength of labour demand in and around Rotherham, an increase in labour supply can result in unemployment for some if there are not enough jobs to go around. Alternatively, even as employment opportunities increase unemployment amongst residents can still exist if there is a skills mismatch between the types of jobs available and the ability of the local workforce to compete for these jobs.

The types of work or wage levels available can also contribute to certain groups within the potential labour force, for example women with childcare responsibilities or childcare costs, feeling deterred from actively participating in the workforce. For other groups, such as full-time students or those looking after a family or children, being economically inactive is often not due to barriers to work but a pro-active choice. It is important to understand the trends and characteristics of both the unemployed and economically inactive so that local initiatives can focus on those who want to participate in the workforce. By enhancing their skills and qualifications they may be better placed to compete for the jobs available or improve the quality of jobs they can access.

APS and LFS data contains a range of variables that tells us about some of the barriers that sub-groups of the population might face when trying to gain a job. Unfortunately, some of these variables around skills, barriers to work and job search are only available on the quarterly LFS data rather than the annual APS data files. This means that information on factors of interest is not readily available at a local level. However, whilst the numbers of particular groups vary by place, for example the size of the local ethnic minority population, the characteristics of these sub-groups are often similar across different locations. Where local data is not available an exploration of the data for England as a whole is used to highlight the common barriers faced.

## Measuring unemployment

There are a number of different ways of measuring unemployment at a local scale. The first classifies people as **ILO unemployed** if they are not in work and are actively searching for and available for work. This is the government's preferred measure of unemployment and is

not dependent on an individual's benefit's status. Enhanced local authority based data is available from NOMIS via modelled ILO unemployment data which is sourced from the APS.

Second, there is an official **Claimant Count** of those who are on unemployment related benefits. Historically this was based on those on Unemployment Benefit and since 1996 includes those claiming Jobseeker's Allowance (JSA). Since 2013, Universal Credit<sup>10</sup> (UC) has gradually been introduced across the country. Over time, this means that an increasing proportion of unemployment related benefit claimants are claiming UC. Whilst the number of UC claimants was relatively small initially, since 2016 full service UC has been rolled out to the majority of new claimants across the entire county. Rotherham moved over to the full service UC in mid-July 2018. For a full discussion of the implications for claimants and employment services in Rotherham see Beatty and Povey (2018)<sup>11</sup>. Between May 2013 and March 2015, the Claimant Count includes all out of work Universal Credit claimants as well as all JSA claimants. Since April 2015, the Claimant Count was amended to include those who are on UC and required to search for work and be available for work, as well as JSA claimants.

A broader group of claimants will be expected to search for work under the UC rules. For example, partners of claimants or people required to look for additional work because they work too few hours or their earnings are below a specified pay threshold. This means that the number of people included within the Claimant Count series is higher than would have been otherwise, even if labour market conditions remain unchanged.

Subsequently, the Office for National Statistics (ONS) has stated that the Claimant Count is no longer a reliable economic indicator. To address this issue the ONS have released a new **Alternative Claimant Count** of the number of people claiming unemployment related benefits. This third unemployment measure counts how many people would have been on UC or JSA and searching for work if the full UC system had been in place since 2013 and captures the broader range of people UC now covers. ONS states that this is a more consistent local measure of unemployed claimants over time and gives a better indication of labour market change.

Figure 4.1 presents each of these three measures over time for Rotherham. The numbers unemployed are expressed as a percentage of working age people in the area. These show that unemployment has fallen on all three measures between 2013 and 2018. The Alternative Claimant Count is consistently higher than the Claimant Count as it includes a wider group of people who would be expected to search for work. By early 2017, this measure is very much in line with the ILO unemployment rate.

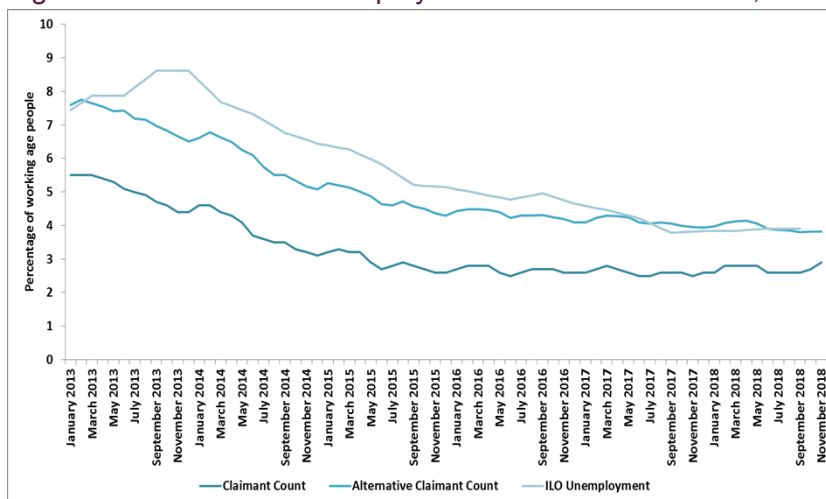
By September 2018 the Alternative Claimant Count is 3.8 per cent of the working age population, ILO unemployment rate stands at 3.9 per cent and the Claimant Count stands at 2.6 per cent (Table 4.1). The number of people on the Claimant Count more than halved between 2013 and 2018 (-52.9 per cent decrease; 4,690 fewer) and this was a greater decline than seen nationally (40.4 per cent).

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<sup>10</sup> UC is replacing six main income-related working age benefits including: income related-JSA, income related ESA, Income Support, Housing Benefit, Child Tax Credits and Working Tax Credits.

<sup>11</sup> See Beatty, C. and Povey, L. (2018) [Universal Credit in Rotherham: A transition to full service](#)

Figure 4.1: Alternative unemployment rates in Rotherham, 2013-2018



Sources: DWP, ONS

Table 4.1: Alternative unemployment measures, 2013-2018

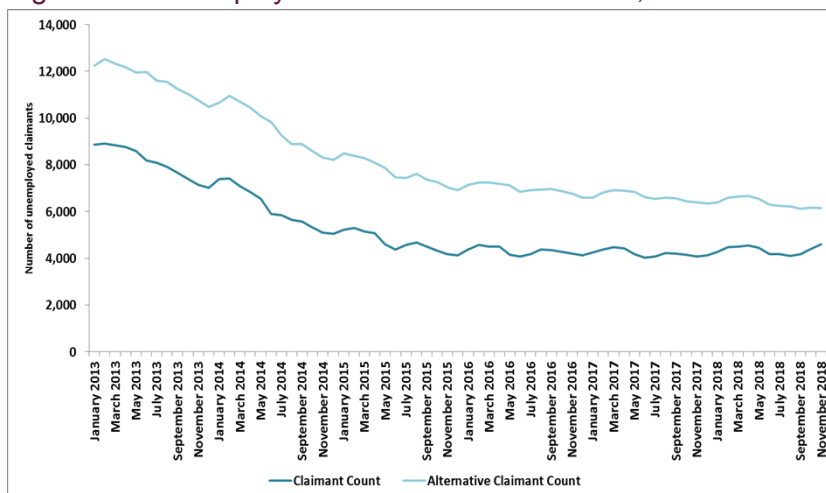
|                            | January<br>2013  | September<br>2018 | Change             | Percentage<br>change |
|----------------------------|------------------|-------------------|--------------------|----------------------|
| <b>Rotherham</b>           |                  |                   |                    |                      |
| ILO unemployed             | 12,700<br>7.9    | 6,300<br>3.9      | -6,400<br>-4.0     | -50.4                |
| Alternative Claimant Count | 12,250<br>7.6    | 6,130<br>3.8      | -6,120<br>-3.8     | -50.0                |
| Claimant Count             | 8,860<br>5.5     | 4,180<br>2.6      | -4,690<br>-2.9     | -52.9                |
| <b>Great Britain</b>       |                  |                   |                    |                      |
| ILO unemployed             | 2,446,200<br>6.2 | 1,366,800<br>3.4  | -1,079,400<br>-2.8 | -44.1                |
| Alternative Claimant Count | 2,121,810<br>5.3 | 1,201,780<br>3.0  | -920,030<br>-2.4   | -43.4                |
| Claimant Count             | 1,515,850<br>3.8 | 903,920<br>2.2    | -611,930<br>-1.6   | -40.4                |

NB: ILO unemployment is for annual file April 2012-March 2013

Sources: DWP, ONS

The impact of the full roll out of UC in Rotherham (mid-July 2017) is only just beginning to be seen in the later stages of the time series (Figure 4.2). After a period of stability, the Claimant Count began to rise after July 2018 as the number of people expected to search for work increased as wider groups of claimants began to be affected by conditionality. Between July 2018 and December 2018 the Claimant Count rose by 435 people from 2.6 to 3.0 per cent of working age people. Potentially, this may eventually impact on the number of people who are also recorded as economically active.

Figure 4.2: Unemployed claimants in Rotherham, 2013



Sources: DWP, ONS

The Alternative Claimant Count comprises of three groups. JSA claimants, UC claimants searching for work and 'additional' (Table 4.2). Given that Rotherham has only recently moved over to the full service UC a higher proportion of claimants are still within the JSA system (30 per cent) than is seen nationally (26 per cent).

Table 4.2: Alternative Claimant Count, November 2018

|                                     | Rotherham    |                     | Great Britain    |                     |
|-------------------------------------|--------------|---------------------|------------------|---------------------|
|                                     | Number       | Percentage of total | Number           | Percentage of total |
| Jobseeker's Allowance               | 1,870        | 30                  | 316,130          | 26                  |
| Universal Credit Searching for Work | 2,310        | 38                  | 517,440          | 43                  |
| Additional                          | 1,980        | 32                  | 365,610          | 30                  |
| <b>Total</b>                        | <b>6,150</b> | <b>100</b>          | <b>1,199,190</b> | <b>100</b>          |

Sources: DWP

A third of the DWP Alternative Claimant Count is a group classified as 'additional'. These are people who would not have been not subject to sanctioning under the old JSA system if they didn't look for work, but would be under the Universal Credit system. The 'additional' include:

- People in working families who claimed in-work Housing Benefit but were not in work themselves
- Parents who are low-paid but aren't the main carer
- Carers where the person cared for has not proved beyond reasonable doubt to DWP (through the PIP benefit test) that personal care is required.

## Characteristics of unemployed claimants

The LFS data asks respondents about their benefits status job search activities, aspirations to work and barriers to work. The sample sizes are too small to consider claimant groups for Rotherham but national level data provides a good indication of the likely characteristics of claimants. The July-September 2015 LFS data (before the roll out of full service UC) indicates that JSA claimants aged 18-64 in Britain are:

- More likely to live in the social rented sector (SRS) compared to the age group as a whole (55 per cent and 16 per cent respectively);
- Just over one in five live in the private rented sector; 21 per cent compared to 19 per cent of all 18-64 year olds;
- The main method of job search for claimants was to look at situations vacant columns in newspapers etc (41 per cent) and via the Job Centre (16 per cent); however, 19 per cent had not looked in the last four weeks.

Nationally, nearly one in five JSA claimants aged 18-64 can be considered as economically inactive given that they were either not seeking or available for work. These fall into three groups: actively seeking work but unavailable (4 per cent); not seeking for work but would like work (6 per cent) or not seeking work and would not like work (9 per cent).

For those JSA claimants not seeking work, nearly half said this was because they were long-term sick or disabled and over a quarter said it was because they were looking after a family. This gives clear insights as to potential extra support which may be required for some JSA claimants to help get them back into work: improving health and access to affordable childcare.

If this pattern was replicated within the JSA claimants in Rotherham then approximately 150 JSA claimants may not be looking for work due to long-term sickness or disablement and a further 75 claimants due to caring responsibilities. If these characteristics are seen amongst the wider Alternative Claimant Count then these figures would rise to 450 and 230 respectively.

### *Poor health as a barrier to work for unemployed claimants*

Long-term ill health and disability is common place amongst JSA claimants nationally and this is likely to be the case for equivalent group amongst UC claimants looking for work. Nearly half have a health problem lasting over a year and this is double the rate seen amongst those in employment (Table 4.3). Long-term health problems are even more prevalent amongst those who have been JSA claimants for over a year (56 per cent) and is even more extensive amongst JSA claimants aged over 50 years old (70 per cent).

The LFS also gives us insights as to the type of long-term health problems claimants report. The most prevalent main health problem for JSA claimants is depression/bad nerves with 11 per cent of all claimants saying this is their main long-term health problem. This is more than five times the rate seen amongst those in employment and for this group the most common main health problem is chest or breathing problems (three per cent of all employed).

**Table 4.3: JSA claimants with health problems lasting more than a year, aged 18-64, Great Britain, July - September 2015**

|   | Per cent of employed | Per cent of JSA claimants |                   |            |          |
|---|----------------------|---------------------------|-------------------|------------|----------|
|   |                      | All                       | Duration 1+ years | Aged 18-24 | Aged 50+ |
| <b>Health problem lasting over a year:</b>        |                      |                           |                   |            |          |
| all with a health problem over a year             | 24                   | 48                        | 56                | 29         | 70       |
| which affects kind of work can                    | 8                    | 33                        | 42                | 18         | 52       |
| which affects amount work can do                  | 6                    | 28                        | 33                | 17         | 45       |
| <b>Main health problem lasting over a year:</b>   |                      |                           |                   |            |          |
| Depression, bad nerves                            | 2                    | 11                        | 12                | 9          | 9        |
| Mental illness, phobia, panics, nervous disorders | -                    | 2                         | 3                 | 3          | -        |
| Severe or specific learning difficulties          | -                    | 1                         | 1                 | -          | 1        |
| <b>Any health problems lasting over a year</b>    |                      |                           |                   |            |          |
| Depression, bad nerves                            | 4                    | 20                        | 21                | 14         | 25       |
| Mental illness, phobia, panics, nervous disorders | 1                    | 7                         | 8                 | 5          | 5        |
| Severe or specific learning difficulties          | 1                    | 4                         | 4                 | 4          | 2        |

Source: LFS

Respondents could state more than one long-term health problem if they had one and when all health problems are considered, not just the main one, the proportion of JSA claimants stating depression or bad nerves rises to one in five claimants compared to just one in twenty five people in employment.

#### *Skills and qualifications as a barrier to work for JSA claimants*

Table 4.4 shows clearly that unemployed benefit claimants are far more likely than the employed to have no formal qualifications: one in five compared to one in twenty. This lack of qualifications rises to one in four of JSA claimants who are long-term unemployed. JSA claimants are also far less likely to have a degree or qualification gained from higher education than those in employment: 17 per cent compared to 43 per cent.

Whilst no variables are available on basic literacy and numeracy levels, the LFS does ask respondents about their use of the internet. The vast majority of those in work and on JSA have used the internet in the last three months. However, it is noticeable that eight per cent of JSA claimants have not, rising to 10 per cent of the long-term unemployed and 14 per cent of claimants aged over 50 (of whom 12 per cent said they had never used the internet).

JSA claimants' previous employment is also far more likely to have been in a low skill job than the occupation structure<sup>12</sup> of those in employment. Some 45 per cent of those in employment are in high skill jobs whereas only 13 per cent of JSA claimants were previously in a high skill job, falling to six per cent amongst the long-term unemployed. Conversely, compared to 28 per cent of people in employment working in a low skill job, for JSA

<sup>12</sup> The groupings are based on the allocation SOC codes on the same basis as the ILO allocation of ISCO categories to high, medium and low skill jobs. High skill includes SOC1-3: Managers, Directors, Senior Officials/Professional Occupations/Associate professional and technical; Medium Skill includes SOC4,5,8: Admin/skilled trade/process and plant operatives and Low Skill includes SOC 6,7,9: Caring, Leisure, other services/Sales and Customer Services/Elementary occupations.

claimants the comparable figure for their previous job is 58 per cent, rising 64 per cent of the long-term unemployed and 78 per cent of JSA claimants aged under 25.

**Table 4.4: Skills and qualifications of JSA claimants aged 18-64, Great Britain, July - September 2015**

|  |                      | Per cent of JSA claimants |                   |            |            |
|--|----------------------|---------------------------|-------------------|------------|------------|
|  | Per cent of employed | All                       | Duration 1+ years | Aged 18-24 | Aged 50+   |
| <b>Highest qualification</b>                   |                      |                           |                   |            |            |
| Degree or higher education                     | 43                   | 17                        | 10                | 10         | 18         |
| GCE A level or equivalent                      | 23                   | 17                        | 15                | 22         | 17         |
| GCSE grades A*-C or equivalent                 | 19                   | 29                        | 26                | 38         | 25         |
| Other qualification                            | 8                    | 17                        | 22                | 16         | 18         |
| No qualification                               | 5                    | 19                        | 25                | 12         | 22         |
| Don't know                                     | 1                    | 1                         | 1                 | 3          | 0          |
| <b>Total</b>                                   | <b>100</b>           | <b>100</b>                | <b>100</b>        | <b>100</b> | <b>100</b> |
| <b>Internet skills</b>                         |                      |                           |                   |            |            |
| Used the internet within the last 3 months     | 98                   | 92                        | 90                | 97         | 86         |
| Used the internet but not within last 3 months | 1                    | 3                         | 3                 | 3          | 2          |
| Never used the internet                        | 1                    | 5                         | 7                 | 0          | 12         |
| <b>Total</b>                                   | <b>100</b>           | <b>100</b>                | <b>100</b>        | <b>100</b> | <b>100</b> |
| <b>Skill level of current/last job</b>         |                      |                           |                   |            |            |
| High skill                                     | 45                   | 13                        | 6                 | 3          | 25         |
| Middle skill                                   | 28                   | 29                        | 31                | 19         | 29         |
| Low skill                                      | 28                   | 58                        | 64                | 78         | 46         |
| <b>Total</b>                                   | <b>100</b>           | <b>100</b>                | <b>100</b>        | <b>100</b> | <b>100</b> |

Source: LFS

JSA claimants may face other barriers to work including having English as their second language (ESOL). Again sample sizes meant it was not possible to look specifically at residents in Rotherham but the characteristics of unemployed claimants in Britain within the LFS are used as a proxy.

Table 4.5 shows a similar proportion of ESOL amongst JSA claimants in Britain as those in employment. However, language difficulties amongst the ESOL employed group are far less of an issue than for the claimant unemployed. Just 8 per cent of the ESOL employed group have language difficulties in education and 14 per cent find this causes them problems in finding or keeping a job. These figures rise to more than one in five JSA ESOL claimants in respect to causing problems in education and over a third when it comes to causing problems in finding or keeping a job.

Overall, JSA claimants face significant and multiple disadvantage in the workforce. Their lack of qualifications, skills, poor health and caring responsibilities are all likely to make it more difficult for them to compete for available jobs. These issues are likely to be even more entrenched the longer they are unemployed.



**Table 4.5: English as a second language, JSA claimants aged 18-64, Great Britain, July - September 2015**

|   | Per cent of |               |
|---|-------------|---------------|
|   | Employed    | JSA claimants |
| <b>English as a second language (ESOL)</b>                        | 10          | 10            |
| <i>Percentage of ESOL</i>   |             |               |
| Language difficulties cause problems in education?                | 8           | 22            |
| Language difficulties cause problems in finding or keeping a job? | 14          | 36            |

Source: LFS

# Economic inactivity in Rotherham

## Introduction

Chapter 3 indicates that the economic activity rate in Rotherham over time has lagged behind the national rate. The economic activity rate has been improving since 2017 and the 3 year average for 2016-2018 is 76.3 per cent compared to the national rate over this period of 78.1 per cent. If the last three annual APS data files in 2018 from NOMIS<sup>13</sup> for Rotherham are considered then all indicate the local economic activity rate is above 79 per cent (average 79.4 per cent). This compares to an average of 78.4 for Britain over the same three data points. The figures for Rotherham do need to be treated with some degree of caution as there is a greater degree of sampling variability if any one time period is used<sup>14</sup> and the annual files will have overlapping quarterly samples underpinning them. Time will tell if this upward trend seen in Rotherham is consolidated over time. If the trend holds then the economic activity rate in Rotherham may now have surpassed the national average.

It is also important to understand the characteristics of the economically inactive as well as the unemployed. Some residents maybe economically inactive through choice - perhaps to look after a family or be a full-time student - but for others it may not be through choice but because they face barriers to actively participating in the labour force. These residents may benefit from further opportunities and support to enhance their skills and qualifications in order to make them more competitive in the workforce.

The analysis below is taken from secure access APS pooled data for three years from 2015-2017. The data file covers all English local authorities and so this is used as a benchmark rather than Great Britain. It can be seen that economic activity rates for Rotherham and England for 2015-2017 are both in line with the figures from the 2016-2018 above.

## Reasons for economic inactivity

Table 5.1 provides a breakdown of the reasons why working age people in Rotherham are economically inactive. The vast majority of economically inactive people of working age are not seeking work (23 per cent). This is only slightly higher than seen nationally (21 per cent).

<sup>13</sup>Apr 2017-Mar 2018, Jul 2017-Jun 2018, Oct 2017-Sep 2018

<sup>14</sup>For Rotherham +/- 2.7 percentage points; for GB +/- 0.2 percentage points

Table 5.1: Reasons for economic inactivity in Rotherham, 16-64 year olds, 2015-2017

|                       |  | Rotherham      | SCR            | Y&H              | England           |
|-----------------------|--|----------------|----------------|------------------|-------------------|
| Economically Active   | Employee                                   | 63             | 62             | 64               | 64                |
|                       | Self-employed                              | 10             | 9              | 9                | 11                |
|                       | ILO Unemployed                             | 4              | 5              | 4                | 4                 |
|                       | <b><i>Economically active: Total</i></b>   | <b>76</b>      | <b>76</b>      | <b>77</b>        | <b>78</b>         |
| Economically Inactive | <b>Seeking employment</b>                  | <b>1</b>       | <b>1</b>       | <b>1</b>         | <b>1</b>          |
|                       | <b>Not seeking employment</b>              | <b>23</b>      | <b>23</b>      | <b>22</b>        | <b>21</b>         |
|                       | Not seeking - student                      | 3              | 7              | 6                | 6                 |
|                       | Not seeking - looking after home or family | 6              | 6              | 6                | 5                 |
|                       | Not seeking - temporary sick/injured       | 1              | 0              | 0                | 0                 |
|                       | Not seeking - long-term sick or disabled   | 6              | 6              | 5                | 5                 |
|                       | Not seeking - does need a job              | 1              | 1              | 1                | 1                 |
|                       | Not seeking - retired                      | 3              | 3              | 3                | 3                 |
|                       | Not seeking - other reason                 | 3              | 2              | 1                | 2                 |
|                       | <b><i>Economically Inactive: total</i></b> | <b>24</b>      | <b>24</b>      | <b>23</b>        | <b>22</b>         |
| <b>Total</b>          |  | <b>100</b>     | <b>100</b>     | <b>100</b>       | <b>100</b>        |
| <b>Total N</b>        |  | <b>159,000</b> | <b>719,400</b> | <b>3,374,100</b> | <b>34,518,100</b> |

Source: Annual Population Survey

The two most common reasons for being economically inactive in Rotherham are looking after a home or family (6 per cent of working age people) or being long-term sick or disabled (6 per cent). There are fewer students in Rotherham than the wider benchmarks but this would be expected due to not being a University town.

At first glance, the figures for working age Rotherham residents as a whole on these measures are in line with the wider city region and national benchmarks. Table 5.2 disaggregates the data further by age. There are very similar patterns of economic activity and inactivity amongst the majority the 25-49 year olds in Rotherham as seen in the other benchmark areas. This age group accounts for just over half the entire working age population. There are subtle differences between Rotherham and the other areas for the younger and older age groups which are summarised here.

#### *Young people age 16 to 24 years old*

- 16-24 years old residents in Rotherham have a higher economic activity rate than the regional benchmark areas and nationally; 66 per cent, 62 per cent and 61 per cent respectively.
- This translates into higher employment rates for this age group in Rotherham than nationally; 57 per cent and 53 per cent respectively.
- A lower proportion of 16-24 year olds are economically inactive than nationally; 34 per cent compared to 39 per cent.
- Treble the national rate of 16-24 year olds are long term-sick or disabled in Rotherham; 6 per cent compared to 2 per cent.

Table 5.2: Economic inactivity in Rotherham by age, 16-64 year olds, 2015-2017

|                          |  | Age group        |                   |                   |
|--------------------------|--|------------------|-------------------|-------------------|
|                          |  | 16-24            | 25-49             | 50-64             |
| Rotherham                | Employed                                   | 57               | 81                | 66                |
|                          | ILO Unemployed                             | 9                | 4                 | 3                 |
|                          | <b><i>Economically active: total</i></b>   | <b>66</b>        | <b>85</b>         | <b>69</b>         |
|                          | Looking after family/home                  | 6                | 7                 | 5                 |
|                          | Long-term sick or disabled*                | 6                | 5                 | 11                |
|                          | Other                                      | 22               | 3                 | 16                |
|                          | <b><i>Economically inactive: total</i></b> | <b>34</b>        | <b>15</b>         | <b>31</b>         |
|                          | <b>Total</b>                               | <b>100</b>       | <b>100</b>        | <b>100</b>        |
|                          | <b>Total N</b>                             | <b>28,100</b>    | <b>82,700</b>     | <b>48,200</b>     |
| Sheffield City Region    | Employed                                   | 52               | 80                | 69                |
|                          | ILO Unemployed                             | 10               | 4                 | 3                 |
|                          | <b><i>Economically active: total</i></b>   | <b>62</b>        | <b>84</b>         | <b>72</b>         |
|                          | Looking after family/home                  | 4                | 8                 | 5                 |
|                          | Long-term sick or disabled*                | 2                | 5                 | 11                |
|                          | Other                                      | 32               | 3                 | 13                |
|                          | <b><i>Economically inactive: total</i></b> | <b>38</b>        | <b>16</b>         | <b>28</b>         |
|                          | <b>Total</b>                               | <b>100</b>       | <b>100</b>        | <b>100</b>        |
|                          | <b>Total N</b>                             | <b>149,000</b>   | <b>368,000</b>    | <b>202,400</b>    |
| Yorkshire and Humberside | Employed                                   | 53               | 82                | 70                |
|                          | ILO Unemployed                             | 9                | 3                 | 2                 |
|                          | <b><i>Economically active: total</i></b>   | <b>62</b>        | <b>86</b>         | <b>72</b>         |
|                          | Looking after family/home                  | 4                | 7                 | 4                 |
|                          | Long-term sick or disabled*                | 2                | 5                 | 9                 |
|                          | Other                                      | 32               | 2                 | 14                |
|                          | <b><i>Economically inactive: total</i></b> | <b>38</b>        | <b>14</b>         | <b>28</b>         |
|                          | <b>Total</b>                               | <b>100</b>       | <b>100</b>        | <b>100</b>        |
|                          | <b>Total N</b>                             | <b>639,400</b>   | <b>1,725,600</b>  | <b>1,009,200</b>  |
| England                  | Employed                                   | 53               | 83                | 71                |
|                          | ILO Unemployed                             | 8                | 3                 | 2                 |
|                          | <b><i>Economically active: total</i></b>   | <b>61</b>        | <b>87</b>         | <b>73</b>         |
|                          | Looking after family/home                  | 3                | 7                 | 4                 |
|                          | Long-term sick or disabled*                | 2                | 4                 | 9                 |
|                          | Other                                      | 34               | 3                 | 14                |
|                          | <b><i>Economically inactive: total</i></b> | <b>39</b>        | <b>13</b>         | <b>27</b>         |
|                          | <b>Total</b>                               | <b>100</b>       | <b>100</b>        | <b>100</b>        |
|                          | <b>Total N</b>                             | <b>6,023,915</b> | <b>18,385,725</b> | <b>10,108,441</b> |

\*includes small number of people in the temporary sick or injured category

Source: Annual Population Survey

- Double the national rate of 16-24 year olds in Rotherham stay at home to look after a home or a family; 6 per cent compared to 3 per cent; these are predominantly women.
- Those classified as 'other' economically inactive is much lower in Rotherham (22 per cent) compared to nationally (34 per cent); this catch all 'other' group in this table includes students.

In Rotherham, 20 per cent of all economically inactive 16-24 year olds are students. This is lower than seen in SCR, and Yorkshire and Humberside (both 29 per cent), and England (31 per cent). This difference may in part reflect the higher number of students in University cities in the wider region. However, it may also reflect education and training routes for 16-18 year olds. Chapter 6 explores apprenticeship data and NEETS data further to explore this issue.

#### *Older people aged 50-64 years old*

- 50-64 years old residents in Rotherham have a lower economic activity rate than the regional benchmark areas and nationally; 69 per cent, 72 per cent and 73 per cent respectively.
- This translates into lower employment rates for this age group in Rotherham than nationally; 66 per cent and 71 per cent respectively.
- A higher proportion of 50-64 year olds are economically inactive than nationally; 31 per cent compared to 27 per cent.
- A slightly higher proportion of 50-64 year olds are long-term sick or disabled in Rotherham than nationally; 11 per cent compared to 9 per cent.
- Early retirees account for a similar proportion of economically inactive 50-64 year olds in all areas - between 10 per cent (England and SCR) and 11 per cent (Rotherham, and Yorkshire and Humberside).

#### **Economic inactivity by gender**

Table 5.3 explores differences in labour market participation by gender. Economic activity rates amongst men in Rotherham are in line with the national picture with both at 83 per cent of the male working age population. There are some differences in the reasons for economic inactivity amongst men compared to the national picture. There are fewer students and more men are classified as long-term sick or disabled (8 per cent compared to 5 per cent nationally). The trend in claimants on long-term incapacity benefits are also considered later in this chapter.

The rate of labour market participation amongst women (70 per cent) is a little lower than the national average (73 per cent) or the region (72 per cent). This is explained by a slightly higher proportion of women in Rotherham staying at home to look after a family or home (12 per cent compared to 10 per cent nationally) and slightly more women in the 'other' inactive category (16 per cent in Rotherham compared to 13 per cent nationally). It is not possible to break down this group further at the level of the local authority but this group includes people who may be early retirees, those who do not need a job or are classified as 'other', for example, they may be a full-time carer for another relative.

Table 5.3: Economic inactivity Rotherham residents by reason, 16-64 year olds, 2015-2017

|                                    | Rotherham     |               | SCR            |                | Y&H              |                  | England           |                   |
|------------------------------------|---------------|---------------|----------------|----------------|------------------|------------------|-------------------|-------------------|
|                                    | Male          | Female        | Male           | Female         | Male             | Female           | Male              | Female            |
| Employee                           | 64            | 61            | 62             | 62             | 64               | 63               | 65                | 62                |
| Self-employed                      | 14            | 5             | 13             | 5              | 13               | 6                | 14                | 7                 |
| ILO Unemployed                     | 5             | 3             | 5              | 4              | 5                | 4                | 4                 | 3                 |
| <b>Economically active: total</b>  | <b>83</b>     | <b>70</b>     | <b>80</b>      | <b>71</b>      | <b>82</b>        | <b>72</b>        | <b>83</b>         | <b>73</b>         |
| Student                            | 3             | 4             | 8              | 6              | 6                | 6                | 6                 | 6                 |
| Looking after home or family       | N/A           | 12            | N/A            | 11             | N/A              | 10               | N/A               | 10                |
| Long-term sick or disabled*        | 8             | 6             | 6              | 6              | 6                | 5                | 5                 | 5                 |
| Retired                            | 3             | 4             | 2              | 3              | 3                | 4                | 2                 | 4                 |
| Other                              | 3             | 16            | 3              | 14             | 3                | 13               | 3                 | 13                |
| <b>Economically inactive total</b> | <b>17</b>     | <b>30</b>     | <b>20</b>      | <b>29</b>      | <b>18</b>        | <b>28</b>        | <b>17</b>         | <b>27</b>         |
| <b>Total</b>                       | <b>100</b>    | <b>100</b>    | <b>100</b>     | <b>100</b>     | <b>100</b>       | <b>100</b>       | <b>100</b>        | <b>100</b>        |
| <b>Total N</b>                     | <b>79,700</b> | <b>79,300</b> | <b>361,000</b> | <b>358,400</b> | <b>1,681,600</b> | <b>1,692,500</b> | <b>17,175,500</b> | <b>1,7342,500</b> |

Source: Annual Population Survey

\* includes small number of people in the temporary sick or injured category

Table 5.4 presents the differences in the composition of the economically inactive group in Rotherham relative to the benchmarks by expressing each reason for inactivity as a percentage of the economically inactive as a whole. The table highlights the lower proportion of students in Rotherham compared to nationally; the higher proportion of men who are inactive due to ill health; and the slightly high proportion of women who are looking after a home or family.

**Table 5.4: Reasons for economic inactivity, Rotherham, economically inactive 16-64 year olds, 2015-2017**

|   | <b>Rotherham</b> | <b>Combined Authority</b> | <b>England</b> |
|---|------------------|---------------------------|----------------|
| <b>All economically inactive 16-64 year olds</b>    |                  |                           |                |
| Students  | 17               | 23                        | 27             |
| Looking after family/home                           | 28               | 26                        | 26             |
| Long-term sick or disabled*                         | 30               | 29                        | 23             |
| Retired   | 13               | 12                        | 13             |
| Other   | 13               | 10                        | 11             |
| <b>Total</b>  | <b>100</b>       | <b>100</b>                | <b>100</b>     |
| <b>Economically inactive 16-64 year old males</b>   |                  |                           |                |
| Students  | 23               | 32                        | 36             |
| Long-term sick or disabled*                         | 42               | 38                        | 30             |
| Retired   | 15               | 13                        | 14             |
| Other**   | 21               | 16                        | 20             |
| <b>Total</b>  | <b>100</b>       | <b>100</b>                | <b>100</b>     |
| <b>Economically inactive 16-64 year old females</b> |                  |                           |                |
| Students  | 13               | 17                        | 21             |
| Looking after family/home                           | 41               | 39                        | 37             |
| Long-term sick or disabled*                         | 23               | 23                        | 19             |
| Retired   | 11               | 11                        | 13             |
| Other   | 12               | 10                        | 10             |
| <b>Total</b>  | <b>100</b>       | <b>100</b>                | <b>100</b>     |

\* includes small number of people in the temporary sick or injured category

\*\* includes a small number of men who are inactive due to looking after family/home

Source: Annual Population Survey

### **Economic inactivity for ethnic minority groups**

Whilst the 2011 Census shows that the non-white population in Rotherham is relatively small compared to England as a whole (6 per cent versus 15 per cent) it is worth considering the extent to which some ethnic groups may be more marginalised in the workforce than others. The biggest BAME community in Rotherham are Asian; 4 per cent compared to 8 per cent nationally. However, there are some notable differences in the composition of this group locally compared to nationally which need to be borne in mind when interpreting the data.

In 2011, nearly three quarters (72 per cent) of the Asian population in Rotherham are of Pakistani heritage, a further 1 per cent are Bangladeshi and 9 per cent are Indian. In England as a whole, the ethnic mix within the Asian community is very different with only

approximately one in four being Pakistani (27 per cent), 11 per cent are Bangladeshi and 34 per cent are Indian. The population composition in the CA and SCR are somewhere in between with just over half of the Asian community being either Pakistani or Bangladeshi with (56 per cent and 54 per cent respectively), and approximately one in six of Indian origin (14 per cent and 16 per cent respectively).

These differences in population composition are important to understand when interpreting local economic activity data against benchmarks by summary categories such as 'Asian' or ethnic minorities as a whole. This is because there are notable differences in economic activity patterns within as well as between ethnic groups. For example, the three year average of APS data from 2015-2017 shows that 20 per cent of whites aged 16-64 are economically inactive compared to 30 per cent of ethnic minority 16-64 year olds (Table 5.5). But, whereas economic inactivity rates amongst Indians are very similar whites (23 per cent versus 20 per cent), the economic inactivity rate for working age residents of Pakistani or Bangladeshi origin is much higher at 39 per cent. These differences are also reflected in national employment rates by ethnic groups.

The composition of the Rotherham population therefore means that there is likely to be a gap between local summary data for ethnic minorities as a whole and the regional or national benchmarks, even when all other things are equal. If possible, it is therefore more appropriate to consider the differences in the economic activity patterns for the white and Pakistani/Bangladeshi populations for Rotherham versus benchmark areas.

**Table 5.5: Economic inactivity and employment rates by ethnic groups, England, 16-64 year olds, 2015-2017**

|                       | Percentage of 16-64 year olds |           |
|-----------------------|-------------------------------|-----------|
|                       | Economically inactive         | Employed  |
| White                 | 20                            | 76        |
| Ethnic minority       | 30                            | 64        |
| Indian                | 23                            | 73        |
| Pakistani/Bangladeshi | 39                            | 54        |
| <b>All</b>            | <b>22</b>                     | <b>74</b> |

Source: Annual Population Survey

Table 5.6 gives details of economic inactivity for main ethnic groups and gender in both Rotherham and England. Given the uneven nature of labour market growth and demand for labour across the regions it is to be expected that employment and economic activity rates in Rotherham will be lower than the national average. The England benchmark contains the South East, East and South West regions many parts of which have been operating at full-employment for some time. This has the effect of raising both employment and economic activity rates for England as a whole. However, there are some important differences in economic inactivity rates for 16-64 year olds that are worth note:



Table 5.6: Economic inactivity and employment rates by ethnic groups, Rotherham, 16-64 year olds, 2015-2017

|                              | Rotherham |                 |                       | England   |                 |                       |
|------------------------------|-----------|-----------------|-----------------------|-----------|-----------------|-----------------------|
|                              | White     | Ethnic minority | Pakistani/Bangladeshi | White     | Ethnic minority | Pakistani/Bangladeshi |
| <b>All 16-64 year olds</b>   |           |                 |                       |           |                 |                       |
| <b>Economically Active</b>   | <b>77</b> | <b>62</b>       | <b>55</b>             | <b>80</b> | <b>70</b>       | <b>61</b>             |
| In employment                | 72        | 58              | 53                    | 76        | 64              | 54                    |
| ILO Unemployed               | 5         | 4               | 2                     | 3         | 6               | 7                     |
| <b>Economically Inactive</b> | <b>23</b> | <b>38</b>       | <b>45</b>             | <b>20</b> | <b>30</b>       | <b>39</b>             |
| <b>Males aged 16-64</b>      |           |                 |                       |           |                 |                       |
| <b>Economically Active</b>   | <b>83</b> | <b>77</b>       | <b>69</b>             | <b>84</b> | <b>79</b>       | <b>78</b>             |
| In employment                | 77        | 72              | 68                    | 81        | 73              | 71                    |
| ILO Unemployed               | 5         | 5               | 2                     | 4         | 6               | 7                     |
| <b>Economically Inactive</b> | <b>17</b> | <b>23</b>       | <b>31</b>             | <b>16</b> | <b>21</b>       | <b>22</b>             |
| <b>Females aged 16-64</b>    |           |                 |                       |           |                 |                       |
| <b>Economically Active</b>   | <b>71</b> | <b>43</b>       | <b>38</b>             | <b>75</b> | <b>61</b>       | <b>42</b>             |
| In employment                | 67        | 41              | 34                    | 72        | 56              | 36                    |
| ILO Unemployed               | 4         | 2               | 3                     | 3         | 6               | 6                     |
| <b>Economically Inactive</b> | <b>29</b> | <b>58</b>       | <b>62</b>             | <b>25</b> | <b>39</b>       | <b>58</b>             |

Source: Annual Population Survey

- Rotherham economic inactivity rates are only slightly higher than the national average (24 per cent and 22 per cent respectively, Table 5.1).
- The gap is slightly wider amongst the white population; 23 per cent in Rotherham and 20 per cent in England.
- Economic inactivity rates amongst the Pakistani/Bangladeshi population in England are almost double those for whites (39 per cent compared to 20 per cent) and a similar ratio is seen in Rotherham (45 per cent compared to 23 per cent).
- The Pakistani/Bangladeshi economic inactivity rate in Rotherham is six percentage points higher than nationally.
- The economic inactivity rate of white men in Rotherham is similar to that seen nationally (17 per cent versus 16 per cent).
- Amongst Pakistani/Bangladeshi men there is a more notable difference in economic inactivity rates; 31 per cent in Rotherham compared to 22 per cent in England.

Traditionally, women have had higher economic inactivity rates than men often due to childcare responsibilities. Economic activity rates have steadily increased for women since the 1980s as more women continue to work whilst having small children or return to work after a period out of the labour market to raise children. In England, 27 per cent of working age women are economically inactive some 10 percentage point higher than men of the

same age. In Rotherham, this figure rises to 30 per cent whereas the figure for men remains on a par with the national figure of 17 per cent.

One part of the explanation for this may be the ethnic composition of the working age population as patterns of economic activity differ significantly by ethnic groups. For some groups there are more traditional expectations for women to stay at home when they have children and this is the normative family behaviour. For others, larger family sizes may mean that childcare costs outweigh the income that can be earned and so this may also contribute to economic inactivity. Table 5.6 shows that for working age women:

- In Rotherham, 62 per cent of Pakistani/Bangladeshi women are economically inactive, four percentage points higher than in England (58 per cent).
- The economic inactivity rate of white women in Rotherham is also four percentage points higher than in England; 29 per cent and 25 per cent respectively.
- The employment rate for Rotherham Pakistani/Bangladeshi women who participate in the workforce is very similar to that seen nationally; 34 per cent and 36 per cent respectively.
- As with white men, the employment rate for white women in Rotherham lags behind the comparable group in England by a greater extent than the gap seen for Pakistani/Bangladeshi women; the employment rate for white women in Rotherham is 67 per cent compared to 72 per cent in England.

**Table 5.7: Economically inactive who want a job, Rotherham, 16-64 year olds, 2015-2017**

|   | Rotherham | Combined Authority | England |
|---|-----------|--------------------|---------|
| <b>All economically inactive aged 16-64</b>         |           |                    |         |
| Who want a job                                      | 26        | 27                 | 24      |
| Who do not want a job                               | 74        | 73                 | 76      |
| <b>All economically inactive males aged 16-64</b>   |           |                    |         |
| Who want a job                                      | 30        | 28                 | 26      |
| Who do not want a job                               | 69        | 72                 | 74      |
| <b>All economically inactive females aged 16-64</b> |           |                    |         |
| Who want a job                                      | 23        | 26                 | 22      |
| Who do not want a job                               | 77        | 74                 | 78      |

Source: Annual Population Survey

Table 5.7 explores the extent to which economically inactive working age people in Rotherham are not participating in the workforce through choice because they do not want a job. The differences across areas are relatively subtle as the vast majority of economically inactive people across all areas and sub-groups of the population do not want a job. In Rotherham 26 per cent would like a job and this is only slightly higher than the national figure of 24 per cent. This rises to 30 per cent of males and the gap with the national picture also increases to 4 percentage points. For women the difference between Rotherham and the national benchmark is negligible; 23 per cent and 22 per cent respectively. Unfortunately

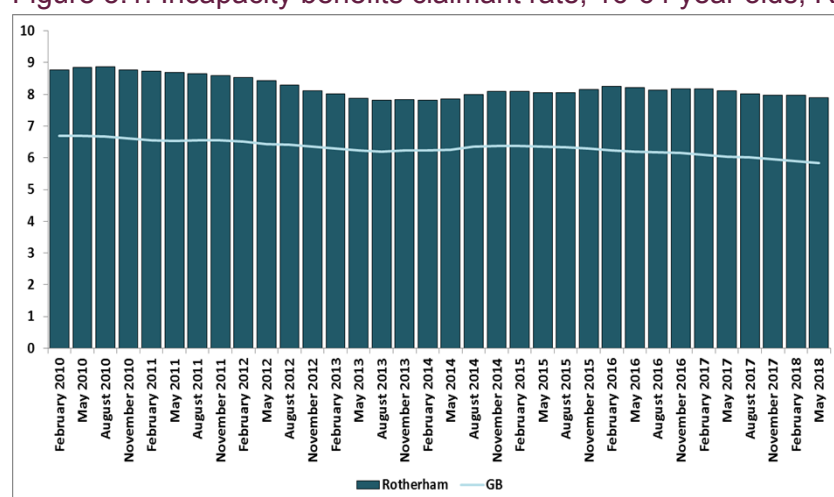
it is not possible to run this analysis split by gender and ethnicity given the small sample sizes involved.

### Economic inactivity due to long-term sickness or disability

Six per cent of all working age people in Rotherham are economically inactive because of long-term sickness or disability, slightly higher than the national rate of five per cent. This compares to four per cent of working age people being ILO unemployed in both Rotherham and England (Table 5.1). There were 4,180 people claiming unemployment-related benefits (JSA or UC search for work) in Rotherham at September 2018 equivalent to 2.6 per cent of working age population or a national rate of 2.2 per cent (see Table 4.1 earlier).

People claiming out-of-work benefits for reasons of ill-health are far more numerous. In Britain 2,357,000 working age people claimed incapacity benefits<sup>15</sup> in May 2018 equivalent to 5.8 per cent of the working age population. This compares with a rate of 7.9 per cent in Rotherham at the same point of time or 12,750 people. Even though the incapacity benefits rate has been declining in recent years (Figure 5.1) it is still substantially higher than the local unemployment rate. This poses a significant challenge for Rotherham and many other older industrial towns in northern Britain if both economic activity rates and employment rates are to be improved further.

Figure 5.1: Incapacity benefits claimant rate, 16-64 year olds, Rotherham, 2010-2018



Source: DWP

### Skills and qualifications as a barrier to work for ESA claimants

Ill health and disability, although a substantial problem, is not the only barrier that incapacity benefits claimants face as significant employability issues exist amongst the group. It is not possible to run the following table for Rotherham claimants due to sample sizes, but the likelihood is that the characteristics of claimants in Britain are transferable to the nature of claimants in local areas.

<sup>15</sup> Incapacity benefits include individuals claiming Employment and Support Allowance, Incapacity Benefit or Severe Disablement Allowance, and households with at least one individual claiming Universal Credit Limited Capability to Work.

Table 5.8 shows clearly that ESA claimants in Britain are more likely to have poor skills or qualifications relative to other groups. Over a quarter of ESA claimants have no formal qualifications compared to one in five JSA claimants and one in twenty of those in employment. ESA claimants who are closer to the labour market (either those looking for or available for work or with a duration under one year) are more similar to the profile seen amongst JSA claimants.

Table 5.8: Skills and qualifications of JSA claimants aged 18-64, Great Britain, July - September 2015

|  |                           | Per cent of ESA claimants |              |                  |                               |
|--|---------------------------|---------------------------|--------------|------------------|-------------------------------|
|  | Per cent of JSA claimants | All                       | Not with DLA | Duration <1 year | Looking or available for work |
| <b>Highest qualification</b>                   |                           |                           |              |                  |                               |
| Degree or higher education                     | 17                        | 15                        | 14           | 17               | 19                            |
| GCE A level or equivalent                      | 17                        | 17                        | 18           | 25               | 21                            |
| GCSE grades A*-C or equivalent                 | 29                        | 25                        | 27           | 35               | 29                            |
| Other qualification                            | 17                        | 14                        | 14           | 9                | 14                            |
| No qualification                               | 19                        | 27                        | 26           | 13               | 18                            |
| Don't know                                     | 1                         | 1                         | 1            | 0                | 0                             |
| <b>Total</b>                                   | <b>100</b>                | <b>100</b>                | <b>100</b>   | <b>100</b>       | <b>100</b>                    |
| <b>Internet skills</b>                         |                           |                           |              |                  |                               |
| Used the internet within the last 3 months     | 92                        | 80                        | 80           | 91               | 90                            |
| Used the internet but not within last 3 months | 3                         | 6                         | 5            | 4                | 5                             |
| Never used the internet                        | 5                         | 14                        | 15           | 5                | 5                             |
| <b>Total</b>                                   | <b>100</b>                | <b>100</b>                | <b>100</b>   | <b>100</b>       | <b>100</b>                    |
| <b>Skill level of current/last job</b>         |                           |                           |              |                  |                               |
| High skill                                     | 13                        | 16                        | 15           | 20               | 11                            |
| Middle skill                                   | 29                        | 34                        | 35           | 24               | 33                            |
| Low skill                                      | 58                        | 50                        | 51           | 56               | 56                            |
| <b>Total</b>                                   | <b>100</b>                | <b>100</b>                | <b>100</b>   | <b>100</b>       | <b>100</b>                    |

Source: LFS

There is also a higher proportion of ESA than JSA claimants who have never used the internet (14 per cent compared to five per cent). Again those ESA claimants closer to the labour market are more similar to JSA claimants on this indicator.

As with JSA claimants, previous employment for ESA claimants is far more likely to have been in a low skill job (50 per cent) than the current job of those in employment (28 per cent). However, this is slightly less than the 58 per cent recorded for JSA claimants. ESA claimants who have been on this benefit for less than a year are more likely to have previously held a high skilled job (20 per cent) but this is still less than half the level seen amongst those in employment (45 per cent).

Table 5.9 indicates that having English as a second language is less prevalent amongst ESA claimants (6 per cent) than amongst either JSA claimants or the employed (both 10 per cent). However, ESOL ESA claimants compared to those in employment are more likely to

have had language difficulties in education (27 per cent of ESOL ESA) and in finding or keeping a job (28 per cent of ESOL ESA).

Table 5.9: English as a second language, ESA claimants aged 18-64, Great Britain, July - September 2015

|   | Per cent of |               |               |
|---|-------------|---------------|---------------|
|   | Employed    | JSA claimants | ESA claimants |
| <b>English as a second language (ESOL)</b>                | 10          | 10            | 6             |
| <i>Percentage of ESOL for whom language difficulties:</i> |             |               |               |
| caused problems in education                              | 8           | 22            | 27            |
| caused problems in finding or keeping a job               | 14          | 36            | 28            |

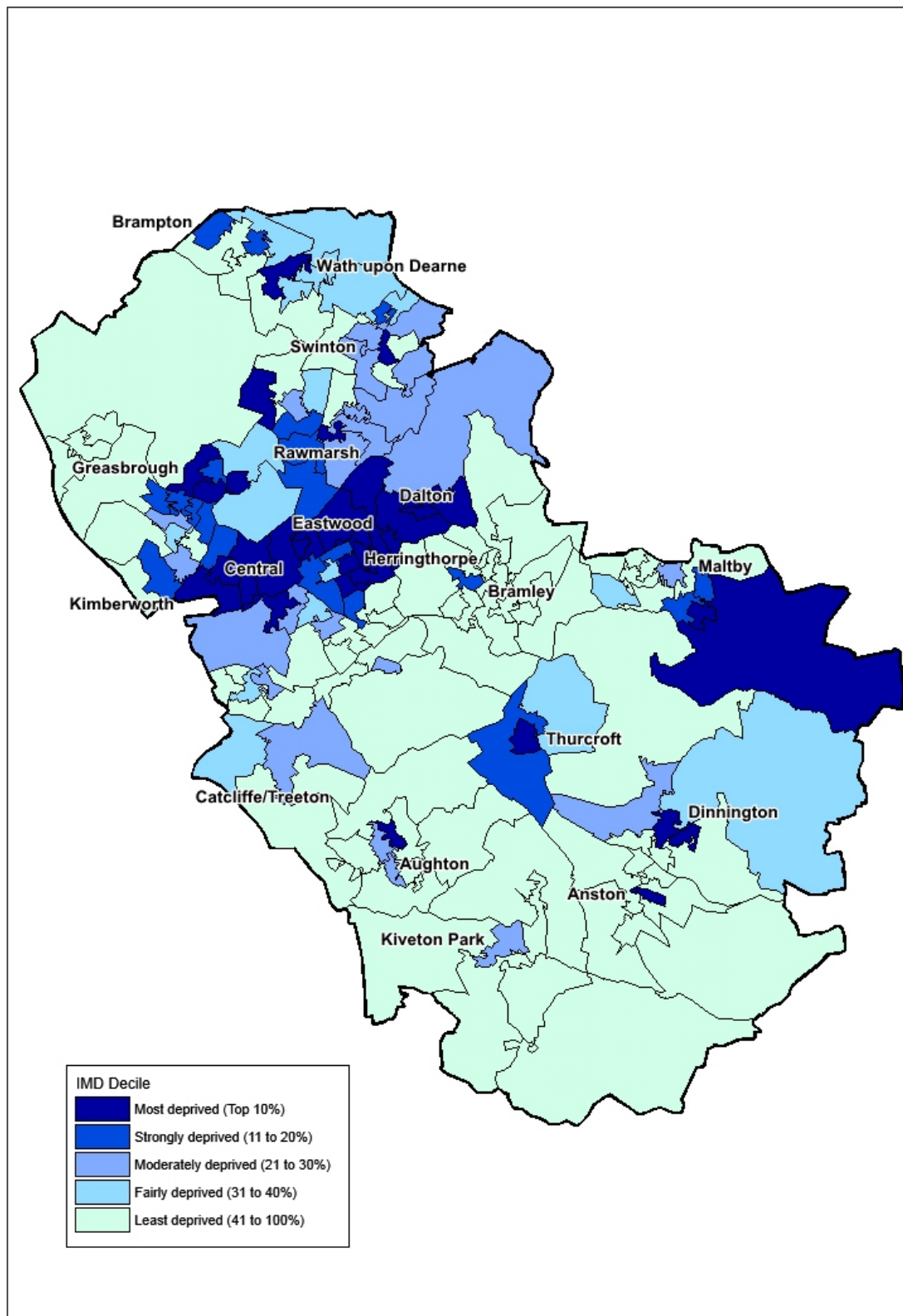
Source: LFS

The profile of ESA claimants shows that they have extensive barriers to work. Poor health and multiple health problems are the most significant of their issues, but they also have significant employability issues also including poor qualifications and long durations out-of-work.

### Distribution of disadvantaged groups in Rotherham

This report has focused on data for Rotherham as a whole relative to wider local and national benchmarks. In reality, residential segregation means that people who face multiple disadvantage in the workforce are often concentrated in particular neighbourhoods. Figure 5.2 maps the latest 2015 Index of Multiple Deprivation for LSOAs in Rotherham to give an indication of the areas and schools which may benefit from additional support for training, skills, careers advice and education initiatives.

Figure 5.2: Index of Multiple Deprivation 2015, Rotherham



Source: CLG Index of Multiple Deprivation 2015

# Young people and apprenticeships

## Introduction

Children of school age (4 -18 years old) are the primary target group for national education policy. This primarily focuses on reaching national specified educational attainment goals at key stages of a child's journey through school. At the end of year 11 this is assessed via SATs and primarily through GCSE exams when a child is 16. At this point, post-16 education policy broadens out to cover both vocational skills and training as well as academic qualifications such as A' Levels. Children have to remain in compulsory training or education until they are 18.

Post-16 training or education may take the form of full-time education in a school or a Further Education college, by taking up an apprenticeship or traineeship<sup>16</sup>, or by spending 20 hours or more a week working or volunteering while in part-time education or training. Many young people continue with formal post-18 education and training by entering University or taking up an apprenticeship.

There has been an increasing recognition by the Government that post-16 training and skills options need to be reformed to provide a skilled workforce. The post-16 vocational and technical training system needs to meet the demands of businesses in a rapidly changing economy in-order to enhance productivity. This will contribute to improving social mobility, enhancing prosperity and security, and supporting young people to gain the skills that they need to enter the world of skilled work and move into fulfilling careers.

Since 2010, there have been a series of Government commissioned reviews and action plans to address these issues. These include the Wolf Report (2011)<sup>17</sup> which provides a review of vocational education, the Richard Review of Apprenticeships (2012)<sup>18</sup>, the Post-16 Skills Plan (2016)<sup>19</sup>, and most recently the T Level Action Plan 2018<sup>20</sup>.

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<sup>16</sup> A traineeship is an education and training programme with work experience designed to help young people aged 16 to 24 to become 'work ready'. It is aimed at young people who don't yet have the appropriate skills or experience to secure an apprenticeship or employment. Traineeships provide the essential work preparation training, English, maths and work experience.

<sup>17</sup>Wolf, A (2011) [Review of Vocational Education: The Wolf Report](#). London: Department for Education.

<sup>18</sup> Richard, D. (2012) [The Richard Review of Apprenticeships](#). London: School for Startups.

<sup>19</sup> Department of Business Innovations & Skills and Department for Education (2016) [Post-16 Skills Plan](#). London: Department for Education.

<sup>20</sup> Department for Education (2018) [T Level Action Plan 2018](#). London: Department for Education.



The T-Level Action Plan acknowledges that a world-class system of technical education is needed. This will help young people to better equip themselves to enter the world of work with the skills they need to get on in life. Technical education needs to support young people to gain the skills they need to move into fulfilling careers and progress through their working life. This system will not only help improve skill levels amongst young people but it will contribute towards improving social mobility and enhancing national productivity.

### Not in education, employment or training (NEETS)

Local authorities have a duty to track and support young people in their education and training activities. They are required to identify those not participating in education, training or employment at the ages of 16-17. The data below shows the number and proportion of 16 and 17 year olds recorded as in education or training in Rotherham. It also estimates the proportion and number of 16- and 17-year-olds who are recorded as 'NEET' or whose activity is 'not known'.

Table 6.1:16-17 year olds in education and training in Rotherham, March 2018

|   | Rotherham    | England          |
|---|--------------|------------------|
| <b>Total number of 16 and 17 year olds</b>          | <b>6,040</b> | <b>1,136,320</b> |
| <b>Total in education or training</b>               | <b>92.3</b>  | <b>92.0</b>      |
| Full-time education or training                     | 77.4         | 83.8             |
| Apprenticeship                                      | 7.7          | 5.9              |
| Work based learning                                 | 4.7          | 1.2              |
| Part-time education                                 | 0.0          | 0.1              |
| Employment combined with study                      | 2.5          | 0.7              |
| Other   | 0.1          | 0.2              |
| Percentage point change in year<br>(March to March) | 0.2          | -0.1             |
| Current activity not known                          | 2.0          | 2.8              |

Source: Department for Education

Table 6.1 shows that there are just over 6,000 16 and 17 year olds in Rotherham and 92.3 per cent of them are in education or training. This is slightly above the national average for England of 92 per cent. Rotherham has also improved its position on this indicator over the year to March 2018; up by 0.2 percentage points compared to a fall nationally of 0.1 percentage points.

There are some notable differences in Rotherham compared to the national picture in terms of education and training destinations of 16 and 17 year olds. In Rotherham in 2018, 77.4 per cent are in full-time education or training compared to 83.8 per cent nationally. Conversely, 16 and 17 year olds are more likely to be in vocational training with 7.7 per cent in Apprenticeships, 4.7 per cent in work based learning and 2.5 per cent in employment combined with study. The comparative figures for England are lower at 5.9 per cent, 1.2 per cent and 0.7 per cent respectively.



Table 6.2: 16-17 year olds in education and training in Rotherham by ethnicity, March 2018

|           | Rotherham | England |
|-----------|-----------|---------|
| Jun 2016  | 91.1      | 91.0    |
| Dec 2016  | 92.6      | 91.4    |
| Mar 2017  | 92.1      | 92.1    |
| June 2017 | 91.3      | 91.4    |
| Dec 2017  | 91.1      | 91.3    |
| Jan 2018  | 92.4      | 92.1    |
| Feb 2018  | 92.8      | 92.2    |
| Mar 2018  | 92.3      | 92.0    |

Source: Department for Education

Table 6.2 shows that the proportion of 16 and 17 year olds recorded as being in full-time education and training has improved over time. In Rotherham, the increase of 1.2 percentage points between 2016 and 2018 was slightly greater than the 1 per cent improvement seen nationally.

Table 6.3: 16-17 year olds in education and training in Rotherham by ethnicity, March 2018

|                        | Rotherham                             |  | England                               |  |
|------------------------|---------------------------------------|--|---------------------------------------|--|
|                        | Number of 16/17 year olds known to LA | Percentage of 16-17 year olds participating in education or training | Number of 16/17 year olds known to LA | Percentage of 16-17 year olds participating in education or training |
| White                  | 5,280                                 | 91.9   | 771,210                               | 91.2   |
| Mixed race             | 90                                    | 97.8   | 50,030                                | 91.8   |
| Black or black British | 60                                    | 94.8   | 51,850                                | 94.9   |
| Asian or Asian British | 370                                   | 97.3   | 99,950                                | 96.4   |
| Chinese                | 10                                    | 100.0  | 3,880                                 | 97.8   |
| Other                  | 40                                    | 95.5   | 17,800                                | 93.6   |
| <b>All</b>             | <b>6,040</b>                          | <b>92.3</b>  | <b>1,136,320</b>                      | <b>92.0</b>  |

Source: Department for Education

Table 6.3 indicates that participation rates vary by ethnicity and the lowest rates are seen amongst white young people; 91.9 per cent in Rotherham compared to 91.2 per cent nationally. In Rotherham the highest rates are seen amongst mixed race 16-17 year olds (97.8) and Asians (97.3 per cent). With the exception of those classified as Black or Black British, the participation rates for all other ethnic groups in Rotherham are higher than for their national counterparts.

## Overview of the apprenticeship system

The apprenticeship system in England has undergone a number of significant changes over the past 25 years. The Modern Apprenticeship scheme was introduced in 1994 and originally it was primarily aimed at 18-19 year olds. Apprenticeships offered people an opportunity to have paid work while working towards an NVQ level 3 qualification.

In 2004, the system underwent significant modifications. Level 2 apprenticeships were introduced and the upper age limit was removed to allow over 25 year olds to take up

apprenticeships. Young Apprenticeships and Pre-Apprenticeships were also introduced for 14-16 year olds to provide work placements and an 'Entry to Employment' programme for young people not yet ready or able to enter an Apprenticeship. Higher level apprenticeships were introduced in 2006 and Degree Apprenticeships were introduced in 2015 (Table 6.4).

**Table 6.4 Apprenticeship levels**

|              | <b>Level</b> | <b>Equivalent education level</b> |
|--------------|--------------|-----------------------------------|
| Intermediate | 2            | 5 GCSE passes                     |
| Advanced     | 3            | 2 A Level passes                  |
| Higher       | 4,5,6 and 7  | Foundation degree or above        |
| Degree       | 6 and 7      | Bachelor's or master's degree     |

The Government commissioned the Leitch Review of Skills<sup>21</sup> in 2004 which was completed in 2006. The aim was to identify the UK's "*optimal skills mix in 2020 to maximise economic growth, productivity and social justice, and to consider the policy implications of achieving the level of change required*". Recommendations included increasing the number of apprenticeships in the UK to 500,000 per year by 2020. The *Apprenticeships, Skills, Children and Learning Act 2009* also introduced a duty to provide an apprenticeship place to all qualified 16 to 19 year olds who wanted one.

Further initiatives were introduced between 2010 and 2015 to increase the number of apprenticeships available: Train to Gain, the Plan for Growth, and the Skills System Reform Plan which included incentive payments to small employers.

In May 2017, a major change to the funding model was implemented with the introduction of the Apprenticeship Levy. All employers with a pay bill over £3 million per year are expected to pay the levy which is set at 0.5 per cent of the value of their wages bill, minus an allowance of £15,000 per financial year. Employers subject to the levy pay their apprenticeship training costs from the funds generated and the government tops up these funds by 10 per cent. Employers not subject to the levy generally pay 10 per cent of cost of training with the government contributing the remaining 90 per cent<sup>22</sup>. For a full description of the impact of changes to the system on national trends in Apprenticeships see the House of Commons Library briefing on Apprenticeship Statistics<sup>23</sup>.

In 2017/18, there were 2,010 Apprenticeship starts in Rotherham. In the wake of the apprenticeship levy being introduced in May 2017, the numbers of apprenticeships began to fall substantially from the final quarter of 2016/17 (Table 6.5). Between 2015/16 and 2017/18, the rate of decline in Apprenticeships in Rotherham was even more rapid than that seen nationally; 1,190 fewer starts in Rotherham equivalent to a decrease of 39 per cent compared to England with a decline of 26 per cent.

The level of Apprenticeship taken has also changed in the wake of the funding changes.

<sup>21</sup> HMRC (2016) [Leitch Review of Skills: Prosperity for all in the global economy - world class skills](#) . London: TSO.

<sup>22</sup> A full description of the apprenticeship levy and the changes to the system over time is available in: House of Commons Library (2019) [Apprenticeships and Skills Policy in England](#), Briefing Paper Number 03052, January 2019.

<sup>23</sup> House of Commons Library (2019) [Apprentice Statistics: England](#), Briefing Paper 06113, January 2019.

Table 6.5: Apprenticeships in Rotherham by level, 2014/2015 to 2017/2018

|                             | 2014/2015      | 2015/2016      | 2016/2017      | 2017/2018      |
|-----------------------------|----------------|----------------|----------------|----------------|
| <b>Rotherham</b>            |                |                |                |                |
| Intermediate Apprenticeship | 1,990          | 2,040          | 1,700          | 850            |
| Advanced Apprenticeship     | 1,100          | 1,090          | 1,180          | 900            |
| Higher Apprenticeship       | 110            | 160            | 240            | 260            |
| <b>Totals</b>               | <b>3,200</b>   | <b>3,290</b>   | <b>3,120</b>   | <b>2,010</b>   |
| Intermediate Apprenticeship | 62.2           | 62.0           | 54.5           | 42.3           |
| Advanced Apprenticeship     | 34.4           | 33.1           | 37.8           | 44.8           |
| Higher Apprenticeship       | 3.4            | 4.9            | 7.7            | 12.9           |
| <b>Totals</b>               | <b>100.0</b>   | <b>100.0</b>   | <b>100.0</b>   | <b>100.0</b>   |
| <b>England</b>              |                |                |                |                |
| Intermediate Apprenticeship | 298,280        | 291,330        | 260,650        | 161,390        |
| Advanced Apprenticeship     | 181,760        | 190,870        | 197,660        | 166,220        |
| Higher Apprenticeship       | 19,770         | 27,160         | 36,570         | 48,150         |
| <b>Totals</b>               | <b>499,890</b> | <b>509,360</b> | <b>494,880</b> | <b>375,760</b> |
| Intermediate Apprenticeship | 59.7           | 57.2           | 52.7           | 43.0           |
| Advanced Apprenticeship     | 36.4           | 37.5           | 39.9           | 44.2           |
| Higher Apprenticeship       | 4.0            | 5.3            | 7.4            | 12.8           |
| <b>Total</b>                | <b>100.0</b>   | <b>100.0</b>   | <b>100.0</b>   | <b>100.0</b>   |

Source: Department for Education

Until 2015/16 over 60 per cent of Apprenticeships in Rotherham were at an Intermediate level which was slightly higher than the rate seen in England. As the new system was introduced in 2016/17 the biggest decline in starts was at this level. Between 2015/16 and 2017/18, the number of Intermediate starts fell more rapidly in Rotherham than nationally; by 58 per cent and 45 per cent respectively.

The profile of Apprenticeships has gradually been shifting towards proportionally more at an Advanced or Higher level. The number of Higher Apprenticeships increased by 63 per cent in Rotherham between 2015/16 and 2017/18 compared to 77 per cent in England. They now account for 12.9 per cent of all Apprenticeships and this is on par with the national picture.

Table 6.6 shows that there has been a decline in Apprenticeships starts for all age groups but this has been particularly stark amongst those aged over 25. Between 2015/16 and 2017/18, the number of starts in Rotherham for those aged over 25 year olds fell by 43 per cent in compared to 31 per cent nationally. The over 25 age group now account for 38.8 per cent of all starts in Rotherham and a further third are aged under 19. Nationally, the number of starts for those aged between 19 and 24 fell to its lowest level since 2009/10. National figures also show that the number of women starting Apprenticeships in England has been higher than men for every year since 2010/11; in 2016/17, 54 per cent were by women and 46 per cent by men.

Table 6.6: Apprenticeships in Rotherham by age, 2014/2015 to 2017/2018

|                  | 2014/2015      | 2015/2016      | 2016/2017      | 2017/2018      |
|------------------|----------------|----------------|----------------|----------------|
| <b>Rotherham</b> |                |                |                |                |
| Under 19         | 930            | 980            | 880            | 680            |
| 19-24            | 980            | 940            | 800            | 550            |
| 25+              | 1,290          | 1,380          | 1,450          | 780            |
| <b>Totals</b>    | <b>3,200</b>   | <b>3,300</b>   | <b>3,130</b>   | <b>2,010</b>   |
| Under 19         | 29.1           | 29.8           | 28.2           | 33.8           |
| 19-24            | 30.6           | 28.6           | 25.6           | 27.4           |
| 25+              | 40.3           | 41.9           | 46.5           | 38.8           |
| <b>Totals</b>    | <b>100.0</b>   | <b>100.3</b>   | <b>100.3</b>   | <b>100.0</b>   |
| <b>England</b>   |                |                |                |                |
| Under 19         | 125,850        | 131,420        | 122,750        | 106,570        |
| 19-24            | 160,180        | 153,860        | 142,190        | 113,710        |
| 25+              | 213,860        | 224,090        | 229,940        | 155,480        |
| <b>Totals</b>    | <b>499,890</b> | <b>509,370</b> | <b>494,880</b> | <b>375,760</b> |
| Under 19         | 25.2           | 25.8           | 24.8           | 28.4           |
| 19-24            | 32.0           | 30.2           | 28.7           | 30.3           |
| 25+              | 42.8           | 44.0           | 46.5           | 41.4           |
| <b>Totals</b>    | <b>100.0</b>   | <b>100.0</b>   | <b>100.0</b>   | <b>100.0</b>   |

Source: Department for Education

The majority of apprenticeship starts were in the service sectors (Table 6.7). In Rotherham four subject areas account for 84.1 per cent of all starts in 2017/18: Health, Public Services and Care; Business, Administration and Law; Retail & Commercial Enterprise; and Engineering and Manufacturing Technologies. This replicates the pattern seen nationally where 83.2 per cent of all starts being in these sectors.

Table 6.8 shows the decline in Apprenticeship starts for these main sectors. The 41 per cent decrease in Rotherham between 2015/16 and 2017/18 was more rapid than the 29 per cent nationally. The pattern was more mixed within the group: Health, Public Services and Care showed a slower rate of decline than nationally; Engineering and Manufacturing was similar to the national average; but Apprenticeships in Business, Administration and Law as well as Retail shrunk by a far greater extent than nationally.

Table 6.7: Apprenticeships in Rotherham by sector, 2014/2015 to 2017/2018

|  | 2014/15      | 2015/16      | 2016/17      | 2017/18      |
|--|--------------|--------------|--------------|--------------|
| Agriculture, Horticulture and Animal Care        | 40           | 40           | 30           | 30           |
| Arts, Media and Publishing                       | 10           | 20           | 10           | 10           |
| Business, Administration and Law                 | 1,180        | 1,100        | 960          | 560          |
| Construction, Planning and the Built Environment | 120          | 170          | 130          | 150          |
| Education and Training                           | 60           | 60           | 70           | 40           |
| Engineering and Manufacturing Technologies       | 550          | 620          | 560          | 440          |
| Health, Public Services and Care                 | 540          | 560          | 700          | 430          |
| Information and Communication Technology         | 60           | 70           | 60           | 60           |
| Leisure, Travel and Tourism                      | 60           | 90           | 90           | 50           |
| Retail and Commercial Enterprise                 | 570          | 570          | 510          | 260          |
| Science and Mathematics                          | 0            | 0            | 0            | 0            |
| <b>Totals</b>                                    | <b>3,200</b> | <b>3,290</b> | <b>3,120</b> | <b>2,010</b> |
| <b>Percentages</b>                               |              |              |              |              |
| Agriculture, Horticulture and Animal Care        | 1.3          | 1.2          | 1.0          | 1.5          |
| Arts, Media and Publishing                       | 0.3          | 0.6          | 0.3          | 0.5          |
| Business, Administration and Law                 | 36.9         | 33.4         | 30.8         | 27.9         |
| Construction, Planning and the Built Environment | 3.8          | 5.2          | 4.2          | 7.5          |
| Education and Training                           | 1.9          | 1.8          | 2.2          | 2.0          |
| Engineering and Manufacturing Technologies       | 17.2         | 18.8         | 17.9         | 21.9         |
| Health, Public Services and Care                 | 16.9         | 17.0         | 22.4         | 21.4         |
| Information and Communication Technology         | 1.9          | 2.1          | 1.9          | 3.0          |
| Leisure, Travel and Tourism                      | 1.9          | 2.7          | 2.9          | 2.5          |
| Retail and Commercial Enterprise                 | 17.8         | 17.3         | 16.3         | 12.9         |
| Science and Mathematics                          | 0.0          | 0.0          | 0.0          | 0.0          |
| <b>Totals</b>                                    | <b>100.0</b> | <b>100.0</b> | <b>100.0</b> | <b>100.0</b> |

Source: Department for Education

Table 6.8: Change in Apprenticeships starts in Rotherham by main sectors, 2015/2016 to 2017/2018

|  | Percentage change<br>2015/16 to 2017/18 |            |
|--|---|------------|
|  | Rotherham                               | England    |
| Business, Administration and Law           | -49                                     | -22        |
| Engineering and Manufacturing Technologies | -29                                     | -25        |
| Health, Public Services and Care           | -23                                     | -33        |
| Retail and Commercial Enterprise           | -54                                     | -36        |
| <b>Main sectors</b>                        | <b>-41</b>                              | <b>29</b>  |
| <b>All sectors</b>                         | <b>-39</b>                              | <b>-26</b> |

Source: Department for Education

# Skills, qualifications and jobs

## Introduction

This chapter further develops our analysis of the Rotherham economy by examining a range of data related to basic skills, vocational qualifications, occupational structure, the sectoral composition of local workplaces and the employment they support, geographical variations in sectoral employment change, and the level of weekly earnings for those in full-time work.

## Educational attainment

There is wide acceptance that high levels of literacy and numeracy are a prerequisite for successful participation and progression in the labour market. A key indicator of such levels is the extent to which school pupils at the end of their statutory period of education have achieved grades above a specified threshold in English and Mathematics. Up to the 2015/16 academic year the Department for Education set these as A\* to C grades at GCSE (or equivalent). With the change in grading system for 2016/17 this was changed to standard 9 to 4 grades. The two ranges are held to be commensurate with each other, and can therefore be compared over time.

Table 7.1 shows that the 2016/17 figure for Rotherham is roughly in line with the national (English) and Combined Authority area averages. However, it is below achievement levels for the wider LEP area and the Yorkshire and Humber region. Over the four years for which statistics are available there has also been a small decrease in the percentage of pupils reaching the specified grades. This is in contrast to all other Boroughs in the Combined Authority, the LEP and regional and national averages. Indeed, from recording the highest achievement of the four South Yorkshire Boroughs in 2013/14 (and above sub-regional, regional and national averages), Rotherham most recent figure places it third behind Barnsley and Sheffield with respect to Key Stage 4 achievement.

While this relative deterioration undoubtedly provides grounds for concern, the reasons behind it are less clear. One factor may be the extent of demographic change affecting the Borough (see Chapter 2), especially the composition of its school age cohorts. For example, in-migration of young people whose first language is not English is likely to have an impact, suggesting that some measure of improvement from their starting point would be more appropriate than results of a one-off test. Unfortunately such an indicator does not exist at present.

Table 7.1: Pupils achieving specified grades at Key Stage 4

|                           | Number of pupils achieving grades |                | Percentage of pupils |             | Percentage point change |
|---------------------------|-----------------------------------|----------------|----------------------|-------------|-------------------------|
|                           | 2013-2014                         | 2016-2017      | 2013-2014            | 2016-2017   | 2013-2017               |
| Barnsley                  | 1,160                             | 1,260          | 48.7                 | 59.7        | 11.0                    |
| Sheffield                 | 3,050                             | 3,030          | 56.2                 | 59.5        | 3.3                     |
| <b>Rotherham</b>          | <b>2,040</b>                      | <b>1,790</b>   | <b>60.5</b>          | <b>59.0</b> | <b>-1.5</b>             |
| Doncaster                 | 1,780                             | 1,750          | 52.8                 | 58.4        | 5.6                     |
| <b>Combined Authority</b> | <b>8,030</b>                      | <b>7,820</b>   | <b>55.2</b>          | <b>59.2</b> | <b>4.0</b>              |
| Sheffield City Region LEP | N/A                               | N/A            | 56.8                 | 62.5        | 5.7                     |
| Yorkshire and Humber      | 32,100                            | 32,860         | 56.2                 | 61.8        | 5.6                     |
| <b>England</b>            | <b>343,310</b>                    | <b>347,300</b> | <b>55.5</b>          | <b>59.1</b> | <b>3.6</b>              |

Source: Department for Education GCSE (Key Stage 4) Statistics

Note: Specified grades are A\*-C in English and Mathematics at GCSE and equivalent 2013/14 to 2015/16; and standard 9-4 passes in English and Maths GCSEs 2016/17.

## Vocational qualifications

Rotherham also compares rather unfavourably with regard to the extent to which working age residents have vocational qualifications. As Table 7.2 demonstrates, whilst the percentage holding National Vocational Qualifications (NVQ) at Level 2 and above witnessed a marginal increase between 2010 and 2017, in relative terms the Borough has fallen back to fourth place with respect to the other three Combined Authority areas. Moreover, there has even been a small decrease from the 67 per cent figure reached in 2014-2016, further widening the gap with sub-regional, regional and national averages.

Table 7.2: Working age population qualified at NVQ2 or above

|                           | Number of adults aged 16-64 |                   | Percentage of working age population |             | Percentage change |
|---------------------------|-----------------------------|-------------------|--------------------------------------|-------------|-------------------|
|                           | 2010-2012                   | 2015-2017         | 2010-2012                            | 2015-2017   | 2010-2017         |
| Sheffield                 | 250,400                     | 278,600           | 69.4                                 | 74.9        | 11.3              |
| Barnsley                  | 89,700                      | 105,300           | 61.3                                 | 69.0        | 17.4              |
| Doncaster                 | 121,300                     | 126,900           | 64.0                                 | 68.2        | 4.6               |
| <b>Rotherham</b>          | <b>100,700</b>              | <b>104,100</b>    | <b>62.2</b>                          | <b>65.6</b> | <b>3.4</b>        |
| <b>Combined Authority</b> | <b>562,000</b>              | <b>614,900</b>    | <b>65.5</b>                          | <b>70.7</b> | <b>9.4</b>        |
| Sheffield City Region LEP | 758,100                     | 815,800           | 66.2                                 | 71.0        | 7.6               |
| Yorkshire and Humber      | 2,224,300                   | 2,378,300         | 66.3                                 | 70.7        | 6.9               |
| <b>Great Britain</b>      | <b>27,189,900</b>           | <b>29,470,700</b> | <b>69.5</b>                          | <b>74.2</b> | <b>8.4</b>        |

Source: Annual Population Survey

Again this relative worsening of Rotherham's position in terms of skills levels is a matter for concern, especially given the desire to attract better quality employment to the area on the one hand, and the extent to which residents rely on out-commuting to access employment

on the other. The latter implies the ability to compete with candidates from other areas, a process in which possession of an appropriate level of skills (denoted by achievement of appropriate qualifications) is crucial. As with educational attainment the precise reasons for the divergent trajectory of Rotherham on this indicator are not fully understood, but it is likely that selective in- and out-migration will have played an important role.

## Businesses and workplaces

Table 7.3 reveals that since the post-2008 financial crisis there has been a strong upsurge in local workplaces in the Borough, roughly in line with the rest of the sub-region, but somewhat greater than the wider region and Great Britain as a whole. The rate of increase in Rotherham between 2010 and 2017 has been second only to Doncaster within the Combined Authority, and has been higher than regional and national averages. However, in terms of representation per head of population the figure remains relatively low in comparison to benchmark areas, and the gap has remained much the same. Thus, the increase is likely to assist in boosting the local economy not least in fostering improved access to local employment opportunities for residents. However, this may not be on a sufficient scale to reduce the need for a substantial proportion to commute to work in places outside the Borough.

Table 7.3: Workplaces

|                           | Number of local units |                  | Local units per 1,000 population |           | Percentage change |
|---------------------------|-----------------------|------------------|----------------------------------|-----------|-------------------|
|                           | 2010-2012             | 2015-2017        | 2010-2012                        | 2015-2017 | 2010-2017         |
| Doncaster                 | 7,900                 | 10,500           | 26                               | 34        | 32.9              |
| <b>Rotherham</b>          | <b>6,400</b>          | <b>7,900</b>     | <b>25</b>                        | <b>30</b> | <b>23.4</b>       |
| Barnsley                  | 5,900                 | 7,000            | 26                               | 29        | 18.6              |
| Sheffield                 | 15,600                | 18,200           | 28                               | 32        | 16.7              |
| <b>Combined Authority</b> | <b>35,900</b>         | <b>43,600</b>    | <b>27</b>                        | <b>31</b> | <b>21.4</b>       |
| Sheffield City Region     | 53,100                | 63,800           | 29                               | 34        | 20.2              |
| Yorkshire and Humber      | 176,700               | 206,800          | 33                               | 38        | 17.0              |
| <b>Great Britain</b>      | <b>2,383,600</b>      | <b>2,843,000</b> | <b>39</b>                        | <b>45</b> | <b>19.3</b>       |

Source: UK Business Counts

In broad sectoral terms all types of activity have shared in this workplace growth, as Table 7.4 attests. However, some spheres have forged ahead much more quickly than others, with business services, construction and hospitality having increases of between a quarter and a half over the eight year period. Distribution and logistics has also seen workplace growth of almost a fifth, but this lower rate has meant that its overall share has declined very slightly. The lowest increases have been in primary activities (agriculture and quarrying), manufacturing and public services, all of which have consequently suffered a decrease in overall share.



Table 7.4: Sectoral breakdown of local workplaces in Rotherham

|                          | Number of local units |              | Sectoral share (as percentage of total) |              | Percentage change |
|--------------------------|-----------------------|--------------|---|--------------|-------------------|
|                          | 2010-2012             | 2016-2018    | 2010-2012                               | 2016-2018    | 2010-2018         |
| Primary activities       | 210                   | 225          | 2.9                                     | 2.6          | 7.1               |
| Manufacturing            | 605                   | 635          | 8.5                                     | 7.2          | 5.0               |
| Construction             | 900                   | 1,215        | 12.6                                    | 13.8         | 35.0              |
| Distribution & logistics | 1,905                 | 2,265        | 26.6                                    | 25.8         | 18.9              |
| Hospitality & catering   | 425                   | 545          | 5.9                                     | 6.2          | 28.2              |
| Business services        | 1,560                 | 2,305        | 21.8                                    | 26.2         | 47.8              |
| Public services          | 1,545                 | 1,595        | 21.6                                    | 18.2         | 3.2               |
| <b>Total</b>             | <b>7,150</b>          | <b>8,785</b> | <b>100.0</b>                            | <b>100.0</b> | <b>22.9</b>       |

Source: UK Business Counts

### Workplace employment

One expectation of the increase in the number of workplaces in Rotherham since 2010 might be a corresponding growth in employment<sup>24</sup>. As Table 7.5 indicates this has indeed occurred, albeit at a much slower rate (6 per cent compared to 23 per cent). This implies that, while the Borough is continuing to make a gradual recovery from the post-2008 recession, the growth that it is experiencing is relatively lean, with employers able to operate with fewer staff. The trends have also varied by sector, with business services, hospitality and catering and construction all witnessing above average employment growth, and manufacturing industry managing to hold its own. The number of public sector workers also increased in line with the Borough average in spite of the continued policy of financial austerity. These new jobs were predominantly concentrated in health services.

Table 7.5: Sectoral breakdown of workplace employment, Rotherham, 2010-2017

|                          | Number in employment |                | Sectoral share ( of total) |              | Percentage change |
|--------------------------|----------------------|----------------|----------------------------|--------------|-------------------|
|                          | 2010-2011            | 2015-2017      | 2010-2011                  | 2015-2017    | 2010-2017         |
| Primary activities       | 2,550                | 2,050          | 2.6                        | 2.0          | -19.6             |
| Manufacturing            | 13,350               | 13,350         | 13.6                       | 12.8         | 0.0               |
| Construction             | 6,650                | 7,350          | 6.8                        | 7.0          | 10.5              |
| Distribution & logistics | 20,750               | 20,150         | 21.1                       | 19.3         | -2.9              |
| Hospitality & catering   | 5,050                | 6,000          | 5.1                        | 5.7          | 18.8              |
| Business services        | 17,300               | 20,700         | 17.6                       | 19.8         | 19.7              |
| Public services          | 32,700               | 34,850         | 33.2                       | 33.4         | 6.6               |
| <b>Total</b>             | <b>98,350</b>        | <b>104,450</b> | <b>100.0</b>               | <b>100.0</b> | <b>6.2</b>        |

Source: ONS Business Register Employment Survey

<sup>24</sup> The figures on workplace employment in this section are based on BRES data and differ in how the APS counts employment. BRES records returns from business on the number of employees and single traders. APS is a self-reported figure which also includes all self-employed.

Table 7.6: Recent employment change by sector, Rotherham, 2015-2017

|                          | Number in employment |                | Change      |
|--------------------------|----------------------|----------------|-------------|
|                          | 2015                 | 2017           | 2015-2017   |
| Primary activities       | 1,900                | 2,200          | 15.8        |
| Manufacturing            | 14,000               | 14,000         | 0.0         |
| Construction             | 7,000                | 8,000          | 14.3        |
| Distribution & logistics | 19,750               | 20,750         | 5.1         |
| Hospitality & catering   | 6,000                | 6,000          | 0.0         |
| Business services        | 20,450               | 20,700         | 1.2         |
| Public services          | 34,500               | 31,500         | -8.7        |
| <b>Total</b>             | <b>103,600</b>       | <b>103,150</b> | <b>-0.4</b> |

Source: ONS Business Register Employment Survey

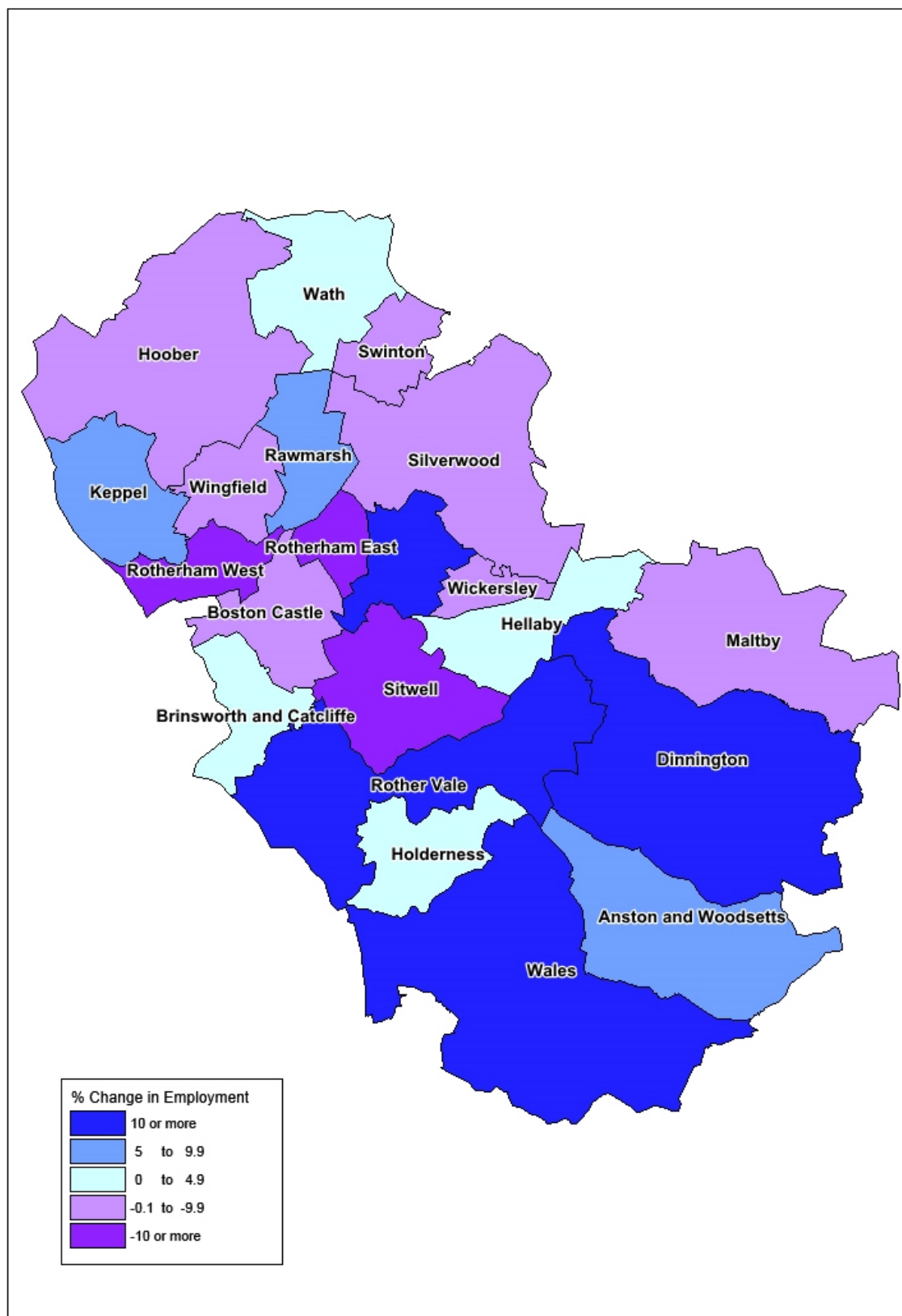
However, the figures on more recent employment trends suggest that the recovery may be faltering, with a marginal decrease in employment across the Borough between 2015 and 2017 (see Table 7.6). This is entirely due to the drop in jobs in public services, although business services, hospitality and manufacturing were all relatively static too. However, the numbers are single grossed-up estimates rather than three-year averages, and hence need to be treated with some caution. The relatively short time period also militates against drawing any definitive conclusions from these trends.

This pattern of recent change has varied considerably across the different parts of Rotherham Borough, with some areas experiencing employment growth and others job loss. Overall, a rough north/south divide emerges, albeit with some exceptions, with wards like Anston and Woodsetts, Dinnington and Rother Vale seeing increases of 5 per cent or more. Whilst places like the town centre, Silverwood, Swinton and Wingfield have all suffered losses (see Figure 4.1).

When broken down by sector the patterns of gain and loss become more varied. Thus, in terms of manufacturing Swinton and Wath in the north have shared employment growth with Brinsworth and Catcliffe, Holderness, Rother Vale and Wales in the south (see Figure 4.2). The biggest loser has been a cluster of eight wards in the centre of the Borough. For distribution and logistics and public sector services (Figures 4.3 and 4.4) the patterns are more disparate, although most of the big gains have again been in the south.

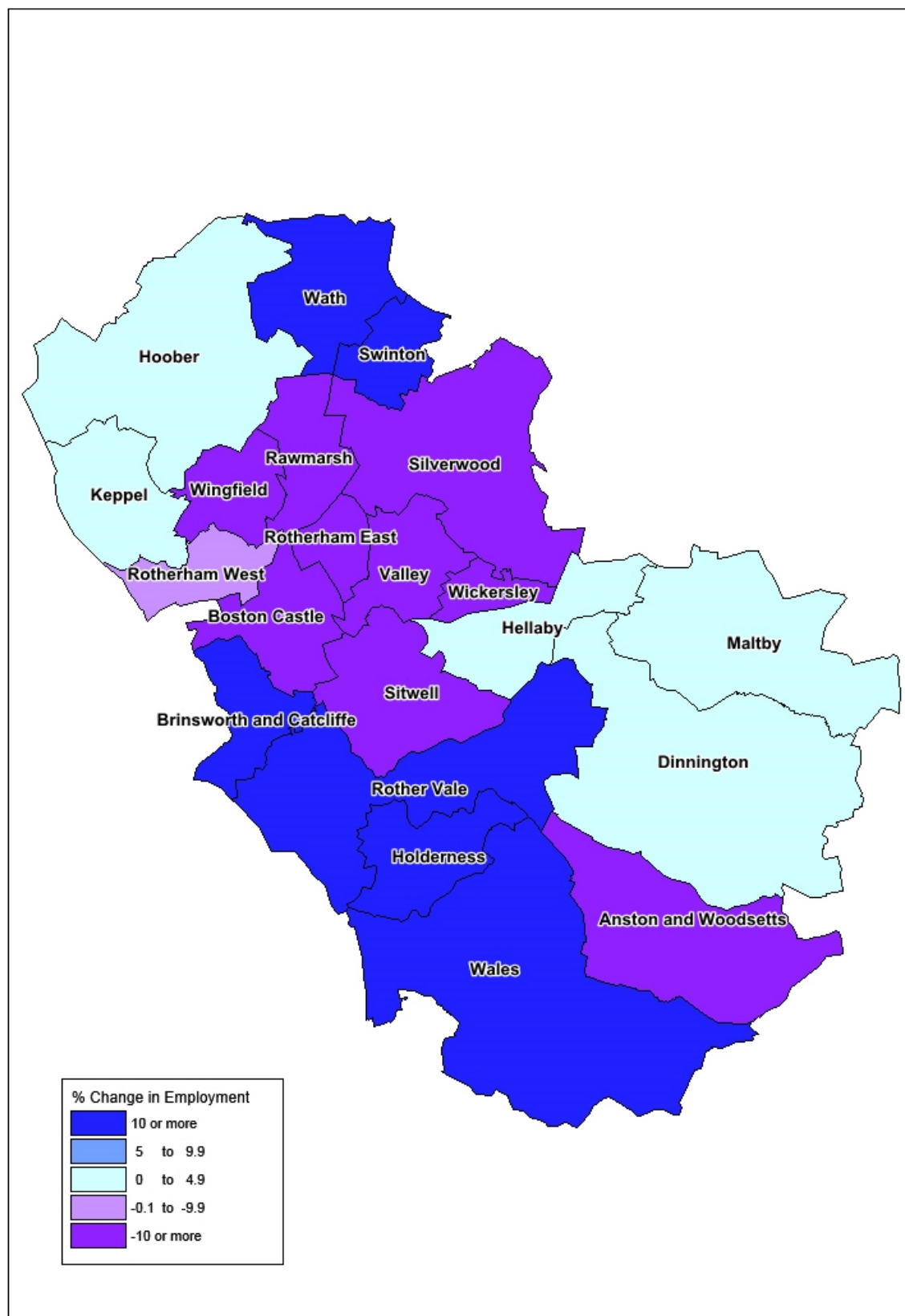
As far as public sector services are concerned, as Figure 4.5 not surprisingly indicates the majority of wards have undergone employment loss, particularly in the north of the Borough (with the sole exception of Rawmarsh). In contrast, four wards in the south (Anston and Woodsetts, Dinnington, Rother Vale and Wales) have experienced job gains in this sphere.

Figure 7.1: Workplace Employment Change by Ward: All Sectors, 2015-2017



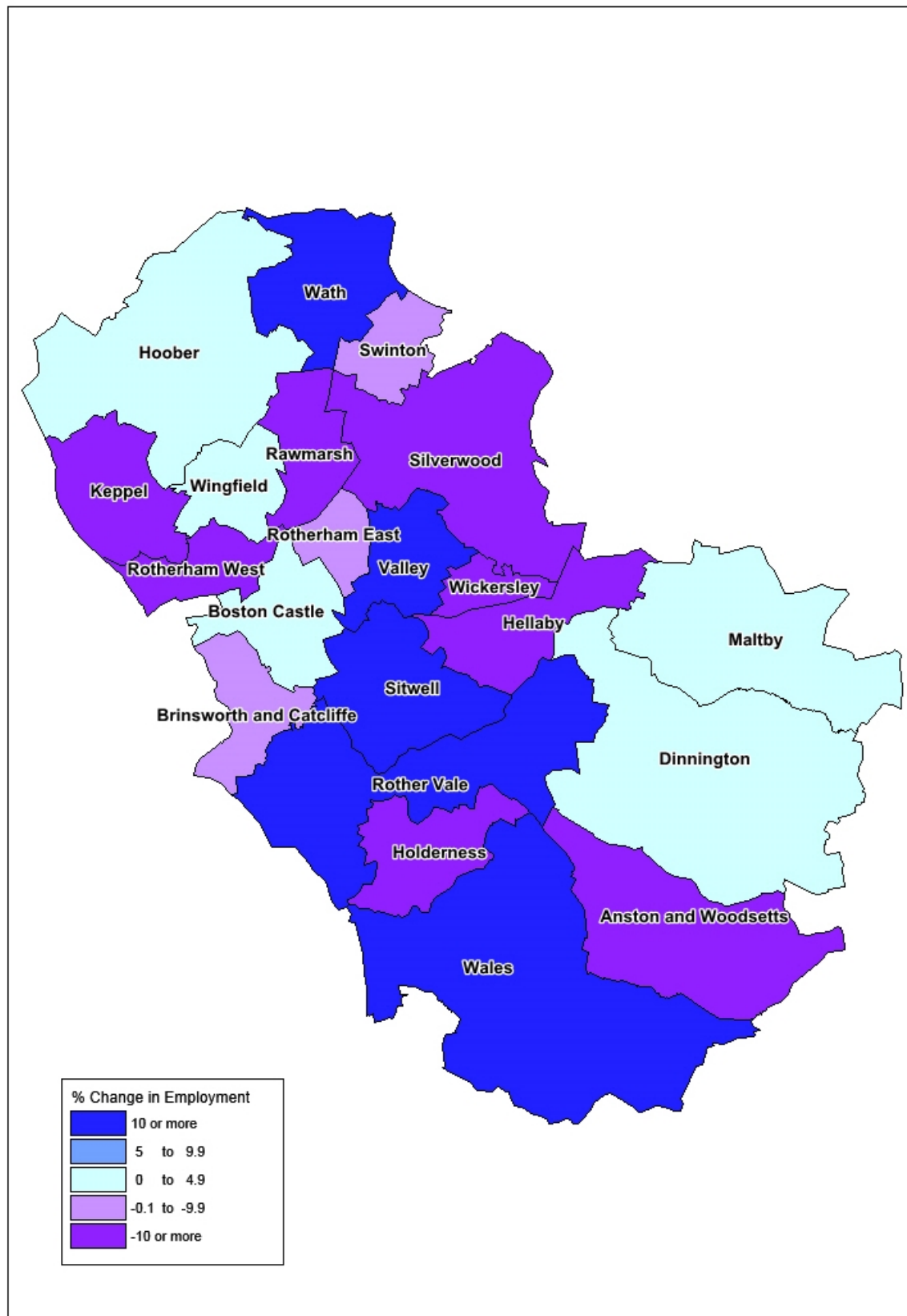
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Figure 7.2: Workplace Employment Change by Ward: Manufacturing, 2015-2017



Source: ONS Business Register Employment Survey  
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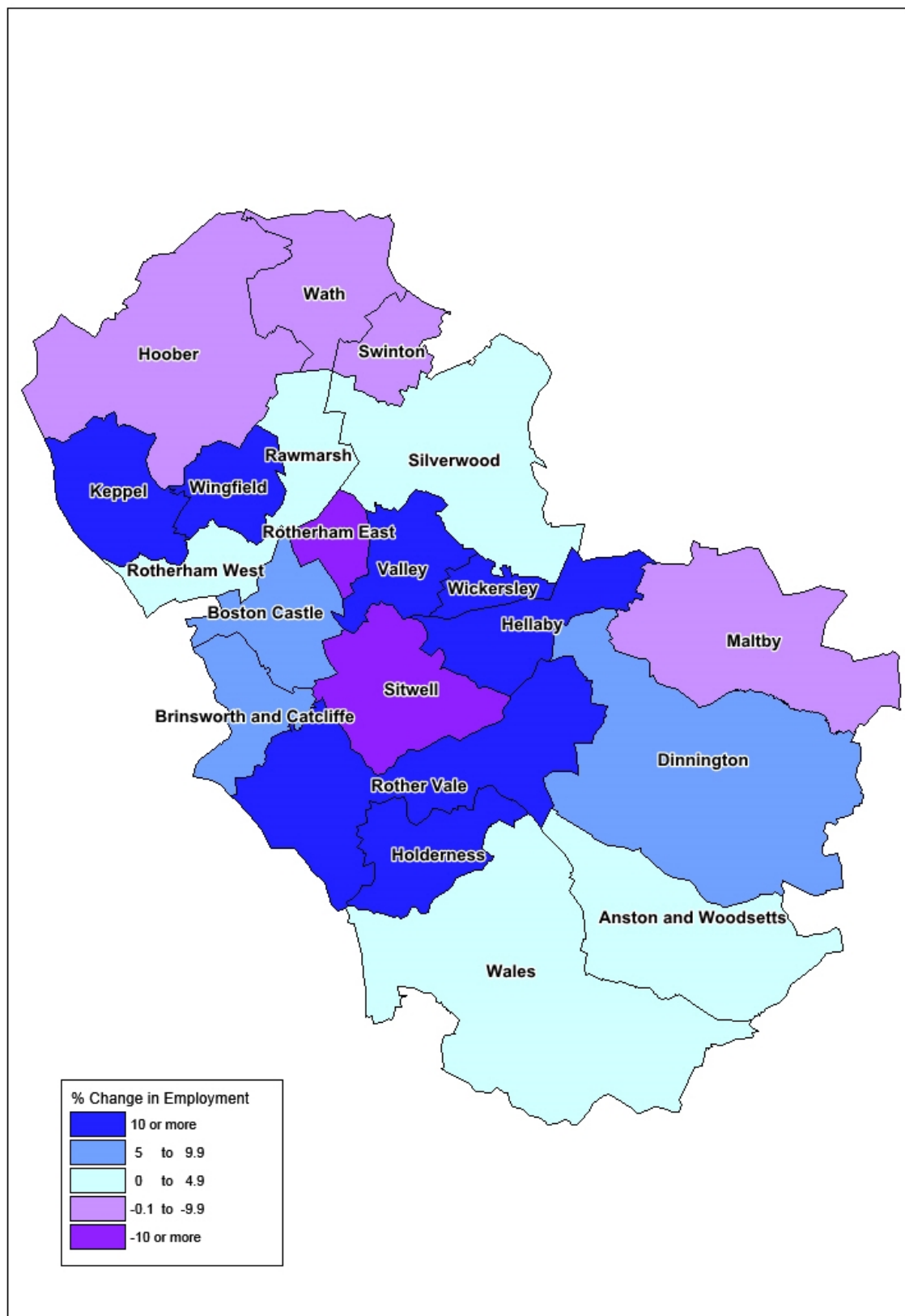
Figure 7.3: Workplace Employment Change by Ward: Distribution and Logistics, 2015-2017



Source: ONS Business Register Employment Survey

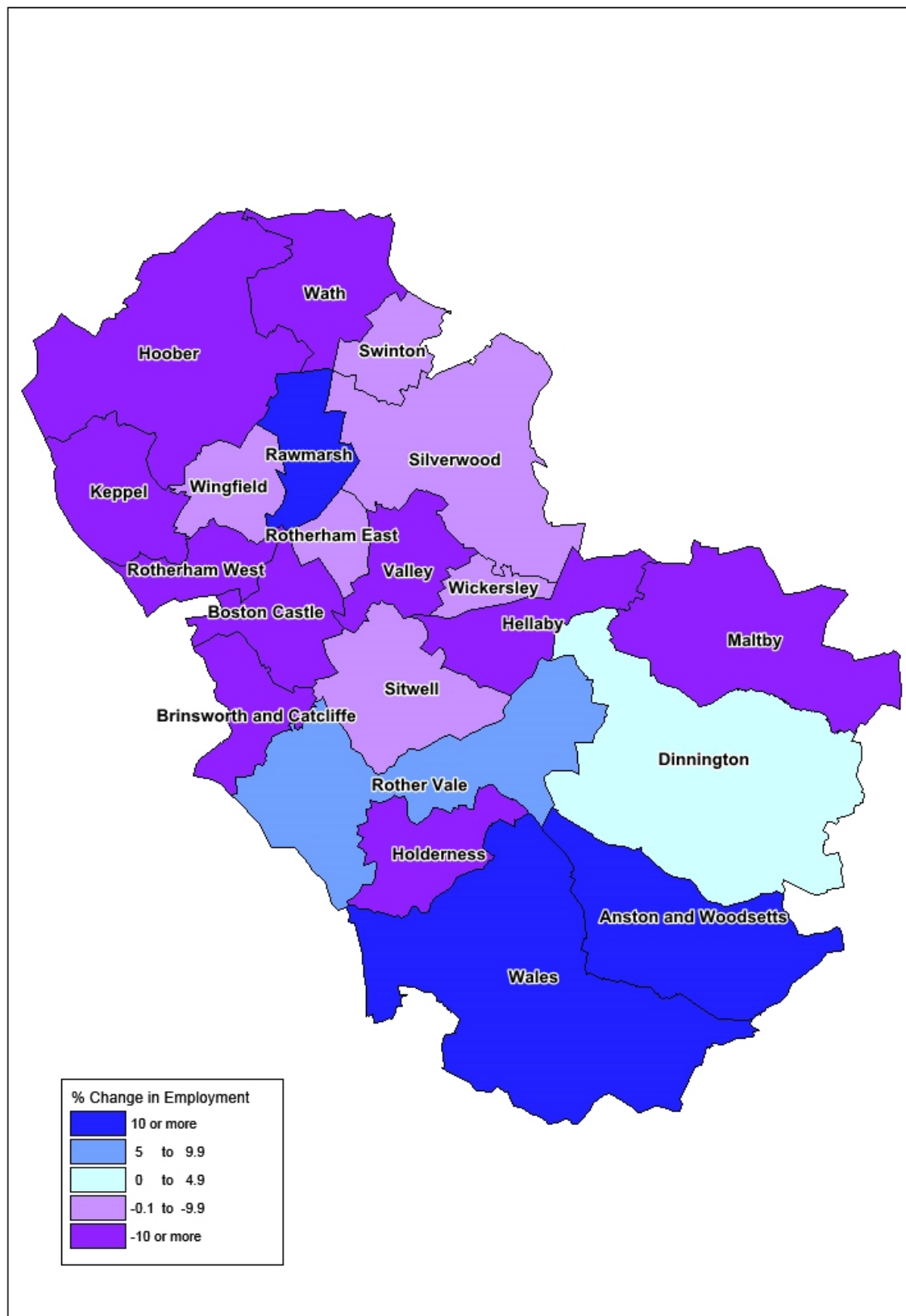
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Figure 7.4: Workplace Employment Change by Ward: Private Sector Services, 2015-2017



Source: ONS Business Register Employment Survey  
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Fig 7.5: Workplace Employment Change by Ward: Public Sector Services, 2015-2017



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## Employment quality

Here employment quality is assessed according to two surrogate indicators, namely resident employment in higher level occupations at the top end, and workplace employment in low pay sectors at the bottom. 'Higher level' occupations are defined as Standard Occupational Classification (SOC) groups 1, 2 and 3, covering managerial, professional and technical posts. 'Low pay' sectors are defined as those Standard Industrial Classification (SIC) categories covering retail, hospitality and catering, administrative and support service activities and residential care activities'.

Table 7.7 shows that in relative terms Rotherham's position on this indicator improved marginally between 2010 and 2018, with a 13 per cent increase in the number employed. This meant that the Borough moved from last to third position in the Combined Authority pecking order on this score. However, although the rate of increase was above that for the Sheffield City Region LEP area, and roughly in line with South Yorkshire and regional figures, it still lagged behind its neighbours Barnsley and Sheffield, as well as being below the national average. Thus, although the figure is moving in the right direction in relation to the ambitions for more Rotherham residents to move into better quality jobs, the gap with benchmark areas has only reduced very slightly, if at all.

**Table 7.7: Resident employment in higher level occupations**

|                           | Number in employment |                   | Employed workforce |             | Percentage change |
|---------------------------|----------------------|-------------------|--------------------|-------------|-------------------|
|                           | 2010-2012            | 2016-2018         | 2010-2012          | 2016-2018   | 2010-2018         |
| Barnsley                  | 33,100               | 38,900            | 33.5               | 34.9        | 18                |
| Sheffield                 | 102,500              | 117,400           | 42.8               | 44.2        | 15                |
| <b>Rotherham</b>          | <b>35,400</b>        | <b>40,000</b>     | <b>32.2</b>        | <b>34.3</b> | <b>13</b>         |
| Doncaster                 | 42,500               | 46,000            | 33.4               | 33.0        | 8                 |
| <b>Combined Authority</b> | <b>213,600</b>       | <b>242,300</b>    | <b>37.1</b>        | <b>38.3</b> | 13                |
| Sheffield City Region     | 297,000              | 325,900           | <b>37.8</b>        | <b>38.2</b> | 10                |
| Yorkshire and Humber      | 903,800              | 1,026,900         | 38.4               | 40.3        | 14                |
| <b>Great Britain</b>      | <b>12,139,900</b>    | <b>13,952,700</b> | <b>42.8</b>        | <b>45.2</b> | 15                |

Source: Annual Population Survey

Employment in 'low pay' sectors within the Rotherham area has increased by almost 10 per cent over the 2010-2012 to 2015-2017 period (see Table 7.8). This was in line with Combined Authority and national averages, but below the figures for the LEP and the wider region. It means that the contribution of these sectors to local employment remained at around a third of the total, and only just above regional and national figures. This placed it similarly in third place amongst the South Yorkshire Boroughs on this indicator.



Table 7.8: Workplace employment in 'low pay' sectors

|                           | Number in employment |                   | Employed workforce |             | Percentage Change |
|---------------------------|----------------------|-------------------|--------------------|-------------|-------------------|
|                           | 2010-2012            | 2015-2017         | 2010-2012          | 2015-2017   | 2010-2017         |
| Sheffield                 | 75,500               | 82,800            | 30.8               | 31.9        | 9.7               |
| Barnsley                  | 22,100               | 25,600            | 30.3               | 32.4        | 15.8              |
| <b>Rotherham</b>          | <b>32,200</b>        | <b>35,300</b>     | <b>33.2</b>        | <b>34.1</b> | <b>9.6</b>        |
| Doncaster                 | 38,800               | 42,800            | 34.5               | 34.5        | 10.3              |
| <b>Combined Authority</b> | <b>169,700</b>       | <b>186,300</b>    | <b>32.1</b>        | <b>32.9</b> | <b>9.8</b>        |
| Sheffield City Region     | 228,000              | 252,700           | 32.4               | 34.0        | 10.8              |
| Yorkshire and Humber      | 735,700              | 823,700           | 33.3               | 33.8        | 12.0              |
| <b>Great Britain</b>      | <b>9,261,000</b>     | <b>10,178,300</b> | <b>33.3</b>        | <b>33.8</b> | <b>9.9</b>        |

Source: Business Register Employee Survey

## Earnings

Two measures are used to assess patterns and trends in earnings from paid work. The first is the median gross weekly figure (i.e., before deductions for tax and National Insurance). This indicates the numerical mid-point of the distribution, and is thus not affected by any extreme outlier values at the top or bottom of the range. The second measure is the maximum amount earned by those in the lowest paid quintile (or 20 per cent) of those covered by the survey. This provides an indication of the disparity between those with the worst remuneration and those in the middle. Both measures relate to full-time workers, selected to give an idea of the weekly income the main or sole breadwinner of a household might expect to receive.

Table 7.9: Median gross weekly earnings for full-time workers

|                           | Median earnings (£) |            | Gap to GB average (£) |           | Percentage change |
|---------------------------|---------------------|------------|-----------------------|-----------|-------------------|
|                           | 2010-2012           | 2016-2018  | 2010-2012             | 2016-2018 | 2010-2018         |
| Sheffield                 | 380                 | 419        | 25                    | 31        | 10.3              |
| <b>Rotherham</b>          | <b>355</b>          | <b>396</b> | <b>50</b>             | <b>54</b> | <b>11.5</b>       |
| Doncaster                 | 363                 | 391        | 42                    | 59        | 7.7               |
| Barnsley                  | 366                 | 388        | 39                    | 62        | 6.0               |
| <b>Combined Authority</b> | <b>370</b>          | <b>406</b> | <b>35</b>             | <b>44</b> | <b>9.7</b>        |
| Sheffield City Region     | 368                 | 400        | 37                    | 50        | 8.7               |
| Yorkshire and Humber      | 374                 | 411        | 31                    | 39        | 9.9               |
| <b>Great Britain</b>      | <b>405</b>          | <b>450</b> | <b>--</b>             | <b>--</b> | <b>11.1</b>       |

Source: ONS Annual Survey of Hours and Earnings

Table 7.9 illustrates that between 2010 and 2018 Rotherham fared better than the other Combined Authority areas and its benchmarks in terms of median earnings, with the highest rate of increase. This moved it from last to second place in the South Yorkshire list, although it still fell some way behind the LEP, regional and national averages. Indeed, the disparity with the Great Britain figure actually increased, as was the case for all four Boroughs, albeit on a relatively marginal scale. In spite of the improvement, therefore, and in common with its neighbours Barnsley and Doncaster, Rotherham remains what can be considered a 'low pay' labour market.

In terms of the earnings levels of the lowest paid 20 per cent, Rotherham started and finished at the foot of the South Yorkshire list, in spite of a slightly stronger increase between 2010 and 2018 compared to the other three Boroughs (see Table 7.10). That said, its growth fell a little short of the increase recorded across the wider region, as well as that for Great Britain. This meant that the gap with the national average went up from £20 to £24, further underlining the Borough's position as a 'low pay' area.

Table 7.10: Gross weekly earnings for full-time workers in lowest income group

|                           | Weekly earnings (£) |            | Gap to GB average (£) |           | Percentage change |
|---------------------------|---------------------|------------|-----------------------|-----------|-------------------|
|                           | 2010-2012           | 2016-2018  | 2010-2012             | 2016-2018 | 2010-2018         |
| Barnsley                  | 200                 | 227        | 8                     | 11        | 13.5              |
| Sheffield                 | 194                 | 217        | 14                    | 21        | 11.9              |
| Doncaster                 | 191                 | 217        | 17                    | 21        | 13.6              |
| <b>Rotherham</b>          | <b>188</b>          | <b>214</b> | <b>20</b>             | <b>24</b> | <b>13.8</b>       |
| <b>Combined Authority</b> | <b>193</b>          | <b>218</b> | <b>15</b>             | <b>20</b> | <b>13.0</b>       |
| Sheffield City Region LEP | 197                 | 217        | 11                    | 21        | 10.2              |
| Yorkshire and Humber      | 194                 | 223        | 14                    | 15        | 14.9              |
| <b>Great Britain</b>      | <b>208</b>          | <b>238</b> | <b>--</b>             | <b>--</b> | <b>14.4</b>       |

Source: ONS Annual Survey of Hours and Earnings

Table 7.11: Ratio between median and lowest paid gross weekly earnings

|                           | Median/Low pay ratio |             |
|---------------------------|----------------------|-------------|
|                           | 2010-2012            | 2016-2018   |
| Sheffield                 | 1.96                 | 1.93        |
| <b>Rotherham</b>          | <b>1.89</b>          | <b>1.85</b> |
| Doncaster                 | 1.90                 | 1.80        |
| Barnsley                  | 1.83                 | 1.71        |
| <b>Combined Authority</b> | <b>1.92</b>          | <b>1.86</b> |
| Sheffield City Region LEP | 1.87                 | 1.84        |
| Yorkshire and Humber      | 1.93                 | 1.84        |
| <b>Great Britain</b>      | <b>1.95</b>          | <b>1.89</b> |

Source: ONS Annual Survey of Hours and Earnings

At the same time, there has been a marginal improvement in the pay received by the lowest paid relative to those in the middle, with the ratio between median and lowest earnings decreasing in all areas (see Table 4.11). However, this is likely to stem more from general wage stagnation for those on rates above the National Minimum Wage, rather than any step change away from low paid (and often precarious) work.

## Summary

The previous chapters have shown that patterns of labour market participation vary substantially across sub-groups of the population in Rotherham. Taking a straightforward overview of the resident working age population as a whole hides the complexities of the supply and demand for labour in the area. Not least the analysis indicates that labour markets operate at higher spatial levels than local authority boundaries. A third of jobs in Rotherham are filled by workers from outside the area and only just over a half of residents in employment have a workplace within the district. Rotherham subsequently exports workers to job opportunities not just in the wider Combined Authority or City Region but also further afield.

The analysis shows that Rotherham lags behind national trends on many of the indicators - economic activity rates, employment rates, unemployment rates, incapacity benefits rates and wages. That said, many of the indicators are moving in the right direction and in many cases have narrowed the gap between the local and the national picture. To some extent, the continued lower employment and participation rates observed in Rotherham are to be expected as the national average is buoyed by the inclusion of the much of Southern England which has been at or near levels of full employment for a considerable time. The dominance of high GVA industries such as Finance also skews the national benchmark towards higher skilled jobs and wages.

The analysis of sub-groups shows that whilst lower rates of labour market participation exist amongst ethnic minority groups these are not substantively different than seen amongst comparable groups elsewhere. Where there are differences by ethnicity and gender it is men not women of Pakistani or Bangladeshi heritage that have notably different patterns of labour market participation than those seen nationally. This does not translate into lower employment rates for these men which are similar to the national picture. However, it does switch the balance towards a lower proportion of men of Pakistani or Bangladeshi heritage who are actively seeking work and defined as ILO unemployed, and how many of them are not seeing work and are therefore defined as economically inactive. The men in this latter group are also more likely to say they want a job than this group nationally.

There is a more mixed picture on skills and qualifications amongst residents in Rotherham. The proportion of pupils achieving an A\*-C in English and Mathematics at GCSE is on par with the national average. However, whilst improvements were made in the wider local and national benchmark areas, Rotherham deteriorated slightly over time. Only two thirds of working age residents in Rotherham are qualified at NVQ2 level or above. Rotherham continues to lag behind the other districts in the Combined Authority on this indicator and compares poorly with the national benchmark which stands at three quarters of the working

age population. The improvement on this indicator for Rotherham over time was also far less than that seen in the Combined Authority. The change in the funding system for Apprenticeships has also had a negative impact on the number of people taking up training opportunities. Whilst this is a national trend, the impact in Rotherham and especially amongst over 25 year olds has been starker.

Equipping the local population with appropriate higher level skills and qualifications therefore enables residents to not only compete for the job opportunities on their doorstep but also those further afield. This will enhance the local economy and support growth in the wider Sheffield City Region. Improving the skills base of the workforce will not only benefit local residents but it will also support local businesses to expand. Enhanced pay levels that residents will be able to command in higher skilled jobs will also translate into higher disposable incomes which in turn will strengthen the local economy.



# Appendix 1: Data sources

**Annual Population Survey** - NOMIS and UK Data Service

**Annual Survey of Earnings and Hours** - NOMIS

**Apprenticeship data** - Department of Education

**Business Register Employee Survey** - NOMIS

**2011 Census** - NOMIS

**DWP Working Age Benefits data** - NOMIS

**Labour Force Survey** - UK Data Service

**Mid-Year Population Estimates** - NOMIS

**Migration Indicators Suite** - ONS

**NEETs data** - Department of Education

**NOMIS** - ONS Official Labour Market Statistics

**Stat-Xplore** - DWP benefits data

**UK Data Service:**

Office for National Statistics, Social Survey Division. (2018). Annual Population Survey 2004-17: *Secure Access*. [data collection]. 13 Edition. UK Data Service: SN 6721, <http://doi.org/10.5255/UKDA-SN-6721-12>

Northern Ireland Statistics and Research Agency, Central Survey Unit, Office for National Statistics, Social Survey Division. (2017). *Quarterly Labour Force Survey, July - September, 2015*. [data collection]. 5th Edition. UK Data Service. SN: 7842, <http://doi.org/10.5255/UKDA-SN-7842-5>

**Universal Credit Data** - Stat-Xplore



## Initial Equality Screening Assessment

As a public authority we need to ensure that all our strategies, policies, service and functions, both current and proposed have given proper consideration to equality and diversity.

A **screening** process can help judge relevance and provide a record of both the process and decision. Screening should be a short, sharp exercise that determines relevance for all new and revised strategies, policies, services and functions.

Completed at the earliest opportunity it will help to determine:

- the relevance of proposals and decisions to equality and diversity
- whether or not equality and diversity is being/has already been considered, and
- whether or not it is necessary to carry out an equality analysis.

|                                     |  |
|-------------------------------------|--|
| <b>Directorate:</b><br>R&E          | <b>Service area:</b><br>Planning, Regeneration and Transport |
| <b>Lead person:</b><br>Simeon Leach | <b>Contact number:</b><br>01709 (8)23828                     |

### 1. Title:

Is this a:

☒ **Strategy / Policy**
☐ **Service / Function**
☐ **Other**

**If other, please specify**

### 2. Please provide a brief description of what you are screening

The Strategy is an RTP document which links to the existing Rotherham Economic Growth Plan, to provide a framework for delivery of employment and skills activity over the next 5 years. This is essential to provide a suitably enterprising and skilled local workforce to drive forward the sustainable long-term growth of the Rotherham economy and allow it to compete in an increasingly global economy.



### 3. Relevance to equality and diversity

All the Council's strategies/policies, services/functions affect service users, employees or the wider community – borough wide or more local. These will also have a greater/lesser relevance to equality and diversity.

The following questions will help you to identify how relevant your proposals are.

When considering these questions think about age, carers, disability, gender reassignment, race, religion or belief, sex, sexual orientation and any other relevant characteristics (for example socio-economic status, social class, income, unemployment, residential location or family background and education or skills levels).

| Questions   | Yes | No |
|---|-----|----|
| Could the proposal have implications regarding the accessibility of services to the whole or wider community?<br><i>(Be mindful that this is not just about numbers. A potential to affect a small number of people in a significant way is as important)</i> | X   |    |
| Could the proposal affect service users?<br><i>(Be mindful that this is not just about numbers. A potential to affect a small number of people in a significant way is as important)</i>  | X   |    |
| Has there been or is there likely to be an impact on an individual or group with protected characteristics?<br><i>(Consider potential discrimination, harassment or victimisation of individuals with protected characteristics)</i>                          | X   |    |
| Have there been or likely to be any public concerns regarding the proposal?<br><i>(It is important that the Council is transparent and consultation is carried out with members of the public to help mitigate future challenge)</i>                          |     | X  |
| Could the proposal affect how the Council's services, commissioning or procurement activities are organised, provided, located and by whom?<br><i>(If the answer is yes you may wish to seek advice from commissioning or procurement)</i>                    |     | X  |
| Could the proposal affect the Council's workforce or employment practices?<br><i>(If the answer is yes you may wish to seek advice from your HR business partner)</i>   |     | X  |

If you have answered no to all the questions above, please explain the reason

The support for apprenticeships which the Strategy supports, might have an impact on how the Council uses the apprenticeship levy and how it supports apprenticeships in the future.

If you have answered **no** to all the questions above please complete **sections 5 and 6**.

If you have answered **yes** to any of the above please complete **section 4**.

#### 4. Considering the impact on equality and diversity

If you have not already done so, the impact on equality and diversity should be considered within your proposals prior to carrying out an **Equality Analysis**.

Considering equality and diversity will help to eliminate unlawful discrimination, harassment and victimisation and take active steps to create a discrimination free society by meeting a group or individual's needs and encouraging participation.

Please provide specific details for all three areas below and use the prompts for guidance.

- **How have you considered equality and diversity?**

*(think about the scope of the proposal, who is likely to be affected, equality related information, gaps in information and plans to address, consultation and engagement activities (taken place or planned) with those likely to be affected)*

- SHU undertook consultation with a range of partners from public, private and vol/comm sectors to provide information for the Plan.
- The RTP Board discussed the Plan at its meeting on 16/01/19 and approved it on 17/04/19.
- It has been taken to SLT, CYPS DLT, SLT/Cabinet and Improving Places Select Commission (20.12.18) for discussion/input
- Meeting with RNN (01.02.19) to discuss Adult Community Learning and how the Plan can assist in taking it into the more deprived communities, specifically Roma, who are proving very hard to engage.

- **Key findings**

*(think about any potential positive and negative impact on different equality characteristics, potential to promote strong and positive relationships between groups, potential to bring groups/communities into increased contact with each other, perception that the proposal could benefit one group at the expense of another)*

The Employment & Skills Plan will help to remove barriers to employment for Rotherham residents, as well as providing Rotherham businesses with a suitably skilled and qualified workforce to allow them to invest and grow.

- Race/ethnicity (BME and non-BME communities including Refugees and Asylum Seekers, Gypsies and Travellers etc.) – a focus on including the Roma community in the Adult Community Learning provision provided by RNN
- Sex (male, female)
- Disability (using the Social Model of Disability – see Glossary) – Embedding support such as the Working Win project within the employment and skills support offer available to local residents
- Age - The Strategy considers the needs of both older and young people, for example

the 6% of 16-24 year olds in Rotherham are long-term sick or disabled, compared to only 2% nationally.

SHU have provided a wide range of information/data on inequalities within the Rotherham employment market this includes:-

Links between ill health and economic inactivity

- 70% of JSA claimants aged 50+ have a long term health problem

Links between low/no qualifications and economic inactivity

- 1 in 5 benefit claimants have no qualifications, compared to 1 in 20 of those in employment

High local economic inactivity for certain groups

- 6% of 16-24 year olds are long-term sick or disabled, 3 times the national average.
- A higher proportion of Rotherham 50-64 year olds are economically inactive than nationally; 31% compared to 27%.
- The rate of labour market participation amongst women (70%) lower than the national average (73%) and the region (72%).
- 20% of whites aged 16-64 are economically inactive compared to 39% of working age residents of Pakistani or Bangladeshi origin.

Language skills can have a major effect on gaining/retaining employment

- 36% of ESOL JSA claimants find that language difficulties cause problems in finding and/or keeping a job

## - **Actions**

*(think about how you will promote positive impact and remove/reduce negative impact)*

The Rotherham Employment and Skills Plan has two main priorities

- Effective partnership working between businesses, education providers and other key partners to provide a skills system that supports long-term sustainable economic growth and builds aspiration in the Rotherham workforce
- All local people can access employment that is stable and decently paid, with opportunities to gain skills and progress, enabling them to plan confidently for the future

These priorities are underpinned by a range of themes covering the identified issues and needs regarding employment and skills in Rotherham. This then leads into an Action Plan, which set out the actions needs and the organisation/individual responsible for them, in order to tackle these issues and improve the employability chances of Rotherham residents.

A full set of statistics and targets are being prepared, which will be monitoring on a regular basis by the Employment and Skills sub-group of the Business Growth Board. A

major focus of this monitoring will be on those hardest to reach groups, with stretching targets to engage them fully in accessing training and/or employment

The Strategy will look in depth at the issue of carers in employment and how we can work with their caring duties and the benefits they receive for these.

By increasing the economic activity rates and engagement with employment /training for the most hard to reach groups and residents of the most deprived areas, this will improve their economic outlook and contribute to community cohesion.

**Race** – There is a major deficit in the employment in the employment rates for the Pakistani and Bangladeshi communities , compared to the rest of the borough. This is true for both males and females, although economic inactivity rate for women is exceptionally high at 66%

**Gender** - Men living in the most deprived areas of the borough, will live on average 11 years less than those in the least deprived. Provide the opportunity for long-term quality employment will play a major in tackling this problem.

**Younger people** – The Strategy will help ensure that young people are aware of the full range of career options available to them and are supported to help chose the one most suitable to them, be this higher education, apprenticeships or even self-employment.

|   |                                 |
|---|---------------------------------|
| Date to scope and plan your Equality Analysis:                          | On-going                        |
| Date to complete your Equality Analysis:                                | 30 <sup>th</sup> September 2019 |
| Lead person for your Equality Analysis<br>(Include name and job title): | Simeon Leach                    |

## 5. Governance, ownership and approval

Please state here who has approved the actions and outcomes of the screening:

| Name          | Job title    | Date                      |
|---------------|--------------|---------------------------|
| Tim O'Connell | Head of RiDO | 15 <sup>th</sup> May 2019 |
|               |              |                           |
|               |              |                           |

## 6. Publishing

This screening document will act as evidence that due regard to equality and diversity has been given.

If this screening relates to a **Cabinet, key delegated officer decision, Council, other committee or a significant operational decision** a copy of the completed document

should be attached as an appendix and published alongside the relevant report.

A copy of **all** screenings should also be sent to [equality@rotherham.gov.uk](mailto:equality@rotherham.gov.uk) For record keeping purposes it will be kept on file and also published on the Council's Equality and Diversity Internet page.

|  |   |
|--|---|
| <b>Date screening completed</b>  |   |
| <b>If relates to a Cabinet, key delegated officer decision, Council, other committee or a significant operational decision – report date and date sent for publication</b> | Cabinet report – 10 <sup>th</sup> June 2019 |
| <b>Date screening sent to Performance, Intelligence and Improvement</b><br><a href="mailto:equality@rotherham.gov.uk">equality@rotherham.gov.uk</a>                        |   |

**Committee Name and Date of Committee Meeting**

Cabinet – 10 June 2019

**Report Title**

Adoption of a Sex Establishment Licensing Policy

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

Yes

**Strategic Director Approving Submission of the Report**

Paul Woodcock, Strategic Director of Regeneration and Environment

**Report Author(s)**

Tom Smith, Assistant Director, Community Safety and Street Scene  
01709 822902 or tom.smith@rotherham.gov.uk

**Ward(s) Affected**

Borough-Wide

**Report Summary**

Following public consultation, the Council passed a resolution on 22<sup>nd</sup> May to adopt powers to regulate sex establishments across Rotherham from 1<sup>st</sup> July 2019. The adoption by Council of Schedule 3 of the Local Government (Miscellaneous Provisions) Act 1982, now allows the Council to set a clear Policy.

The proposed Policy will cover all sexual entertainment venues, sex cinemas and sex shops. If adopted, the Policy will allow the Local Authority to better regulate Sex Establishments, taking account of the views of residents, including the appropriate number and localities for such establishments and the establishment of welfare conditions for those working within such establishments.

In December 2018, Council authorised a public consultation be undertaken to understand the views of local communities in respect of the Council adopting these powers and setting a Policy. The consultation began on 19th December 2018 and ended on 20th February 2019.

Based on the feedback from public consultation this report proposes the adoption of a Sex Establishments Policy, to be effective from 1<sup>st</sup> July 2019.

Whilst the Council would still be required to consider applications when they arise, the Policy proposes that the appropriate number of Sex Entertainment Venues and Sex Cinemas in each Ward of the Borough is nil.

## **Recommendations**

1. That the Cabinet notes and has due regard to the attached reports including the Equality Analysis and the consultation document appended to this report.
2. That the proposed Sex Establishment Licensing Policy be adopted (see Appendix 2), including: proposed limits on the numbers of Sex Establishments in localities of the Borough and the types of areas where Sex Establishments would/would not be deemed appropriate; to be effective from 1<sup>st</sup> July 2019.
3. That the charging arrangements for the licensing of Sex Establishments, to be effective from 1<sup>st</sup> July 2019, be approved.

## **List of Appendices Included**

Appendix 1 Local Government (Miscellaneous Provisions) Act 1982 Considerations  
Appendix 2 Proposed Sex Establishments Licensing Policy  
Appendix 3 Equality Analysis

## **Background Papers**

Cabinet Report - [Consultation on the Adoption of Schedule 3 of the Local Government \(Miscellaneous Provisions\) Act 1982 and a Rotherham Sex Establishment Licensing Policy](#), 19<sup>th</sup> November 2018

Council Resolution - [Consultation on the Adoption of Schedule 3 of the Local Government \(Miscellaneous Provisions\) Act 1982 and a Rotherham Sex Establishment Licensing Policy](#), 5<sup>th</sup> December 2018

Cabinet Report – [Adoption of Schedule 3 of the Local Government \(Miscellaneous Provisions\) Act](#), 18<sup>th</sup> March 2019

Council Resolution - Adoption of Schedule 3 of the Local Government (Miscellaneous Provisions) Act, 22<sup>nd</sup> May 2019

[Home Office Guidance, Sexual Entertainment Venues](#) – March 2010

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

Licensing Board – 24 September 2018

## **Council Approval Required**

No

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

No

## **Adoption of a Sex Establishment Licensing Policy**

### **1. Background**

- 1.1 Schedule 3 of the Local Government (Miscellaneous Provisions) Act 1982 ('the 1982 Act') was amended by Section 27 of the Policing and Crime Act 2009, which classified lap dancing clubs and similar establishments, as 'sexual entertainment venues' within the definition of 'sex establishments' found in the 1982 Act.
- 1.2 The definition of 'sex establishment' within the 1982 Act already included 'sex cinemas' and 'sex shops', which the Council already licences within the specific provisions. The amendments to Schedule 3 of the 1982 Act, added 'sexual entertainment venues' to the meaning of 'sex establishments' within the 1982 Act.
- 1.3 This amendment is only available to Councils where the provisions are formally adopted. Home Office guidance highlights that public consultation on the adoption of the powers is not statutorily required but that it is good practice to seek public views.
- 1.4 Currently, premises where lap dancing or similar activity takes place in Rotherham are licensed and regulated under the Licensing Act 2003. This arrangement does not provide for appropriate regulation of these premises and activities, or for attachment of appropriate conditions to licences, given that the available conditions under the Licensing Act 2003 are not specific to 'sex establishments'.
- 1.5 In December 2018, the Council authorised a public consultation to be undertaken to understand the views of residents, and other interested parties in respect of the Council adopting these powers. The subsequent consultation began on 19th December 2018 and ended on 20th February 2019.
- 1.6 Following the public consultation a report to Cabinet in March 2019 recommended that Cabinet recommend to Council to pass a resolution to adopt powers contained within Schedule 3 of the Local Government (Miscellaneous Provisions) Act 1982 (as amended). Council passed a resolution on 22nd May 2019 to adopt the powers with effect from 1st July 2019, giving the Council the Powers to adopt a formal Sex Establishments Policy.

### **2. Key Issues**

#### **Schedule 3 to the Local Government (Miscellaneous Provisions) Act 1982**

- 2.1 The majority of venues providing lap dancing, table dancing or other similar striptease entertainment currently need hold only premises licences, with music and dancing issued under the Licensing Act 2003, to operate lawfully. The premises licence only requires them to be subject to the four licensing objectives which are:
  - The prevention of crime and disorder



- Public safety
- The prevention of public nuisance and
- The protection of children from harm.

2.2 The Policing and Crime Act 2009 amendments and guidance, extended the meaning of 'sex establishment' within the 1982 Act, which previously only covered sex cinemas and sex shops, to include 'sexual entertainment venues' such as:

- Lap dancing
- Pole dancing
- Table dancing
- Strip shows
- Peep shows and
- Live sex shows

2.3 The provisions in the 2009 Act also include annual applications for sex establishment licences; grants, renewals and transfer of licences; variations and revocation of licenses; refusal of applications; and powers to make standard conditions.

2.4 The 1982 Act sets out mandatory grounds for the refusal of applications, making it clear that a licence must not be granted in prescribed circumstances. Additionally, a Council may choose to refuse a licence on discretionary grounds under specified circumstances. Detail in relation to the considerations can be found at Appendix 1.

### **Sex Establishment Licensing Policy**

2.5 Whilst the powers in Appendix 1 can be applied without a formal Policy being in place, Home Office guidance establishes that it is reasonable and potentially useful to future applicants for the Council to develop a Policy for the Licensing of Sex Establishments. This provides clarity to applicants, in advance of application that certain areas are, or are not, considered appropriate locations for sex establishments or that a particular number of sex establishments might be assumed to be allowed in certain locality areas. On balance (see section 3 below), officers therefore recommend that a formal Policy be adopted.

2.6 The proposed Sex Establishment Licensing Policy will apply to premises falling into the following categories:

- sexual entertainment venues
- sex shops
- sex cinemas

2.7 In developing the proposed Policy, Officers have taken account of the Council's corporate strategies and priorities as represented by Rotherham's Council Plan, Children and Young People's Plan, the Rotherham Safeguarding Adults Board Strategy and the Safer Rother Partnership Plan, of the legal context, and public consultation (see section 4) in determining its policy in this regard. A

description of the consultation and its outcomes is provided within section 3 of the proposed Policy in Appendix 2.

### **Appropriate Localities**

- 2.8 There is provision within the Act which enables the Council to impose a numerical control on the number of sex establishments in a particular locality. The control applies not only to the number of sex establishments overall, but also to the number of each kind of premises.
- 2.9 The Council's proposed Sex Establishment Licensing Policy identifies defined areas that would not be appropriate locations for sex establishments, or where sex establishments would not fit in with the character of such areas.
- 2.10 The proposed Policy is that there is a presumption against licensing sexual entertainment venues or sex cinemas in any of the following areas:
- A residential area;
  - A rural area, including for example where an industrial unit may already be located;
  - Rotherham town centre;
  - Built up areas like other town and village centres in the borough;
  - An industrial area.
- 2.11 In relation to Sex Shops, the proposed Policy is that there is a presumption against licensing Sex Shops in any of these types of areas, with the exception of Industrial Areas.
- 2.12 Furthermore, the proposed Policy sets out that there is a presumption against licensing any sex establishments (sexual entertainment venues, sex cinemas or sex shops) in proximity to any of the following sensitive locations:
- People's homes,
  - Premises used by charities,
  - Offices and other workplaces,
  - Places of worship,
  - Parks and play areas,
  - Family leisure facilities such as cinemas, theatres and concert halls,
  - Women's refuge facilities,
  - Youth facilities,
  - Places used for celebration or commemoration,
  - Schools and other education establishments,
  - Cultural leisure facilities such as libraries and museums,
  - Historic buildings,
  - Civic and other public buildings, or
  - Retail shopping areas.

### **Number of Sex Establishments**

- 2.13 The Council may refuse a licence on the grounds that the number of licences of that type is equal to or exceeds the number which the authority considers is appropriate for that locality. Nil may be an "appropriate number" where the

character of the area is considered to be unsuitable for the siting of a sex establishment.

- 2.14 In considering each of Rotherham's Wards, Officers have considered if there are any localities which would fall outside of the areas and locations described in 2.11 and 2.13 above. Whilst the Council would still be required to consider applications when they arise, on the basis of this consideration, there is no locality in the Borough where it would be appropriate for a Sexual Entertainment Venue or Sex Cinema to be located. Accordingly, the Policy proposes that the appropriate number of Sexual Entertainment Venues and Sex Cinemas in each Ward of the Borough is nil.
- 2.15 Cabinet are requested to be mindful that, although the proposed policy has a presumption towards the non-registration of Sexual Entertainment Venues and Sex Cinemas within the Borough, it would not be lawful for the Council to fetter its discretion in this matter. An application for a licence for any Sex Establishment will be formally considered and the appropriate decision made set against the Sex Establishment Licensing Policy. The facts of each individual application will be fully considered before any decision is made.
- 2.16 The Policy does not propose a limit on numbers in each locality in relation to Sex Shops. These applications will be dealt with on a case by case basis.

### **Worker Rights**

- 2.17 In addition to safeguards around safety and welfare, it essential that, where sexual entertainment venues are licensed, workers are protected from exploitation. The proposed Policy will therefore require that sex establishments have clear policies and codes of conduct in place, to protect staff and the interests of customers. These include:
- A workers' welfare policy including clear guidance as to the process for workers to report any concerns anonymously to the manager of the venue, and/or the Licensing Authority (a 'whistleblowing policy').
  - A code of conduct for workers on the premises.
  - A code of conduct for customers.
  - A pricing policy.
- 2.18 The appropriate proposed standard conditions will be applied to all sex establishment licences issued by Rotherham Metropolitan Borough Council. The Council does however reserve the right to amend these conditions or attach additional conditions as appropriate to individual applications.

### **Charging Arrangements**

- 2.19 The adoption of Schedule 3 requires the formal setting of a fee for the licensing of Sexual Entertainment Venues under the Sex Establishments Licensing Policy. The current fee for the licensing of Sex Establishments is £7,560 and the Council proposes to set the fee at this same level for any Sexual Entertainment Venues for the 2019/20 financial year.

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

- 3.1 **Option 1:** the Council does not adopt the proposed Sex Establishment Licensing Policy. The Council has adopted the powers contained within Schedule 3 of the Local Government (Miscellaneous Provisions) Act 1982 (as amended), and sex establishments can therefore be licensed using the powers under this Act. Appendix 1 sets out the basis on which those powers may be applied without a Policy being in place.
- 3.2 The lack of a clear Policy would mean lack of clarity for both applicants, and for Licensing Committee, in terms of the determination of licences. This could potentially mean a lack of consistency in determining licenses and potential unnecessary legal challenge to decisions.
- 3.3 **Option 2:** the Council adopts the proposed Sex Establishment Licensing Policy. The adoption of the policy would enable the Council to more robustly respond to ensure that the licensing of sex establishments is considered, taking account of the views of residents, including the appropriate number and localities for such establishments and the establishment of welfare conditions for those working within such establishments.
- 3.4 A Policy would give clarity to both applicants and Licensing Committee in determining applications.
- 3.5 It is clear that the current regulatory position is not satisfactory in enabling the Council to properly regulate sex establishments across the Borough. Option 2 is therefore the preferred option.

### **4. Consultation on proposal**

- 4.1 Home Office guidance details that, whilst public consultation on the adoption of the powers is not statutorily required, it is good practice to seek the public's views on the matter.
- 4.2 The Council undertook full public consultation about the adoption of Schedule 3 of the Local Government (Miscellaneous Provisions) Act 1982 as amended by the Policing and Crime Act 2009, and proposals for a Sex Establishment Licensing Policy between 19th December 2018 and 20th February 2019. The consultation involved (amongst others) the general public, statutory authorities, the users and managers of those sensitive locations identified, religious groups, community and voluntary groups, residents living near to premises, workers within the industry and their representatives, as well as industry representatives.
- 4.3 A description of the consultation and its outcomes is provided within section 3 of the proposed Policy in Appendix 2.
- 4.4 The Council's Licensing Board was consulted in relation to the proposed adoption of the amended Schedule 3 of the 1982 Act and on a draft Sex

Establishment Licensing Policy on 24th September 2018. The feedback from Licensing Board has been considered as part of the consultation on the adoption of Schedule 3 of the 1982 Act and on a Sex Establishment Policy.

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

- 5.1 The Council has adopted the powers contained within Schedule 3 of the Local Government (Miscellaneous Provisions) Act 1982 (as amended), and sex establishments can therefore be licensed using the powers under this Act. The powers have been adopted with effect from 1<sup>st</sup> July 2019.
- 5.2 Should Cabinet agree to adopt the proposed Sex Establishment Licensing Policy, which supports the application of these powers, the Policy will be therefore be effective from 1<sup>st</sup> July 2019.
- 5.3 In line with Home Office guidance, the proposed Policy includes a requirement that a transitional period of twelve months, from the effective date, is allowed to ensure the compliance of existing licence holders (see section 7).

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

- 6.1 Schedule 3 to the 1982 Act states that the application for grant, renewal, variation or transfer of a sex establishment licence shall pay a reasonable fee determined by the appropriate authority.
- 6.2 The current annual fee for a new sex establishment licence is £7,560. If Schedule 3 is adopted this would potentially bring one other establishment, currently in the Borough, in to this charging regime.
- 6.3 In the event that the new provisions are adopted, a costings exercise will be carried out after twelve months, to establish appropriate application fees on a full cost recovery basis in line with Central Government guidelines.
- 6.4 There are no anticipated procurement implications as a result of the proposals within this report.

## **7. Legal Advice and Implications**

- 7.1 The resolution to adopt the amended Schedule 3 of the Local Government (Miscellaneous Provisions) Act 1982 is to be effective from the 1 July 2019. A transitional period then commences and lasts for 12 months from the first appointed day. The process that follows is set out below.
- 7.2 To allow time to comply with the new regime, existing operators, who immediately before the first appointed day, hold a premises licence issued under the 2003 Licensing Act, which allows the licensee to lawfully use premises as a sexual entertainment venue will be allowed to continue to provide relevant entertainment until either the third appointed day (which falls twelve months after the first appointed day) or until such time as any application they have submitted is determined.

- 7.3 New operators (who do not hold relevant 2003 Act premises licences) who wish to use premises as sexual entertainment venues after the first appointed day will not be able to use those premises until they have been granted a sexual entertainment venue licence.
- 7.4 After the second appointed day (which falls six months after the first appointed day) the local authority must consider all applications received since the first appointed day, together. New applications granted will then take immediate effect. Licences granted to existing operators come into effect on the third appointed day.
- 7.5 Applications made after the second appointed day shall be considered when they are made but only once all applications made before the second appointed day have been determined.
- 7.6 An informed policy will ensure consistency and transparency in relation to all applications received and minimise the risks in relation to any legal challenge around the application process. Depending upon the result of an application, each applicant has the right of appeal to the Magistrates Court. A policy will provide guidance in relation to the application and decision making process, which in turn should serve to minimise the potential for any challenge.
- 7.7 The content of the Sex Establishments Policy has been formulated taking account of the representations contained in the consultation document as well as the appropriate legislation, statutory guidance and council policies.

## **8. Human Resources Advice and Implications**

- 8.1 The application of the Policy will be undertaken utilising resources within the existing Licensing Team. The Licence fee is set on the basis of the resources required to administer the Policy. There are therefore no Human Resources implications of this report.

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

- 9.1 A failure to effectively regulate sex establishments may expose children and young people to psychological harm as a result of coming into contact with activities that are intended for adults only.
- 9.2 In addition, vulnerable adults may be exploited by the practices of sex entertainment venues (in particular) and therefore it is essential that such premises are appropriately regulated in order to ensure that vulnerable people are not exposed to physical, emotional and psychological harm.
- 9.3 It is considered that the adoption of the Sex Establishment Licensing Policy will allow for the effective regulation of sex establishments in Rotherham and mitigate the risk of harm that is presented to children, young people and vulnerable adults.

## 10. Equalities and Human Rights Advice and Implications

10.1 A full Equality Impact Assessment (EIA) has been undertaken in support of this report, and the proposals outlined within it (see Appendix 3). The EIA has been reviewed and updated following the public consultation.

## 11. Implications for Partners

11.1 There are no implications anticipated for partners or other Directorates.

## 12. Risks and Mitigation

12.1 Failure to implement the adoptive legislation and Policy, presents a continuing risks to children and vulnerable adults.

12.2 Failure to address sex establishments effectively with the best available regulatory tools, presents a risk of reputational damage to the Council.

## 13. Accountable Officer(s)

Tom Smith, Assistant Director, Community Safety and Street Scene

Approvals obtained on behalf of:-

|   | Named Officer     | Date                        |
|---|-------------------|-----------------------------|
| Chief Executive   |                   | Click here to enter a date. |
| Strategic Director of Finance & Customer Services (S.151 Officer) | Judith Badger     | 22/05/19                    |
| Head of Legal Services (Monitoring Officer)                       | Bal Nahal         | 23/05/19                    |
| Assistant Director of Human Resources (if appropriate)            | John Crutchley    | 07/05/19                    |
| Head of Procurement (if appropriate)                              | Karen Middlebrook | 30/04/19                    |

*Report Author:* Tom Smith, Assistant Director, Community Safety and Street Scene  
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This report is published on the Council's [website](#).

## **Appendix 1: Local Government (Miscellaneous Provisions) Act 1982 Considerations**

- 1.1 Schedule 3 of the Local Government (Miscellaneous Provisions) Act 1982 provides local licensing authorities with adoptive licensing provisions for sex establishments, comprising the categories of sex shops and sex cinemas.
- 1.2 The majority of venues providing lap dancing, table dancing or other similar striptease entertainment currently need hold only premises licences with music and dancing issued under the 2003 Act to operate lawfully. Applications for premises licence under the 2003 Act are subject only to considerations relevant to the four licensing objectives being:
  - The prevention of crime and disorder
  - Public safety
  - The prevention of public nuisance and
  - The protection of children from harm.
- 1.3 Paragraph 2A of Schedule 3 as inserted by Section 27 of the Policing and Crime Act 2009 defines the newly created category of 'sexual entertainment venue' as "any premises at which relevant entertainment is provided before a live audience for the financial gain of the organiser or the entertainer". The meaning of 'relevant entertainment' is "any live performance or live display of nudity which is of such a nature that, ignoring financial gain, it must be reasonably be assumed to be provided solely or principally for the purpose of sexually stimulating any member of an audience (whether by verbal or other means)".
- 1.4 Guidance produced by the Home Office provides that while local authorities should judge each case on its merits, the definition of relevant entertainment would be expected to apply to the following forms of entertainment as they are commonly understood:
  - Lap dancing
  - Pole dancing
  - Table dancing
  - Strip shows
  - Peep shows and
  - Live sex shows
- 1.5 The guidance emphasises that although reference is made to "live display of nudity" the mere fact that there is a display of nudity does not mean that a sex establishment licence will necessarily be required. For example, if the display forms part of a drama or dance performance in a theatre, in most cases it cannot reasonably be assumed to be provided 'solely or principally for the purpose of sexually stimulating any member of the audience'.



- 1.6 Schedule 3 sets out the definition of a 'display of nudity'. In the case of a woman, it means exposure of her nipples, pubic area, genitals or anus and, in the case of a man, it means exposure of his pubic area, genitals or anus.
- 1.7 The provisions do include some clarifications and exemptions. Spontaneous displays of nudity or a lap dance by a customer or guest will not result in the premises being classified as a sexual entertainment venue. Furthermore, paragraph 2A(3) of Schedule 3 sets out those premises that are not sexual entertainment venues. These are:
- Sex shops and sex cinemas (which fall into other categories under the 1982 Act);
  - Premises which provide relevant entertainment on an infrequent basis. These are defined as where:
    - No relevant entertainment has been provided on more than 11 occasions within a 12 month period;
    - No such occasion has begun within a period of one month beginning with the end of the previous occasions; and
    - No such occasion has lasted longer than 24 hours.
- 1.8 Premises which provide relevant entertainment on an occasional basis will continue to be regulated by the 2003 Act. Premises which provide relevant entertainment on a regular basis will require a licence under the 1982 Act and, in all probability, a further licence under the 2003 Act should alcohol or late night refreshment sales be intended, but they will no longer be able to operate only under a 2003 Act licence alone.

#### Application process

- 1.9 Schedule 3 of the 1982 Act outlines the application process for a sex establishment licence, and provides details of the circumstances that merit (or may merit) refusal of an application for a licence.
- 1.10 Applications for a licence should be made in writing and should provide all details as set out in the 1982 Act and the Council's Sex Establishment Licensing Policy.
- 1.11 In addition, the application process will require:
- The payment of a reasonable fee;
  - Public advertisement of applications by way of a notice exhibited at the premises for a period of 21 days and a notice published in a local newspaper;
  - Written objections to be lodged relevant to the ground for refusal of a licence; and
  - Public hearing of the application and any objection(s) to the application.
- 1.12 The 1982 Act sets out mandatory grounds for the refusal of an application and makes it clear that a licence must not be granted:

- To a person under the age of 18;
- To a person who is for the time being disqualified due to the person having had a previous licence revoked in the area of the appropriate authority within the last 12 months;
- To a person, other than a body corporate, who is not resident in an EEA State or was not resident throughout the period of six months immediately preceding the date when the application was made; or
- To a body corporate which is not incorporated in an EEA state; or
- To a person who has, within a period of 12 months immediately preceding the date when the application was made, been refused the grant or renewal of a licence for the premises, vehicle, vessel or stall in respect of which the application is made, unless the refusal has been reversed on appeal.

1.13 Additionally, a Council may choose to refuse licence on discretionary grounds where:

- The applicant is unsuitable to hold the licence by reason of having been convicted of an offence or for any other reason;
- If the licence were to be granted, renewed or transferred the business to which it relates would be managed by or carried on for the benefit of a person, other than the applicant, who would be refused the grant, renewal or transfer of such a licence if he made the application himself;
- The number of sex establishments, or of sex establishments of a particular kind, in the relevant locality at the time the application is determined is equal to or exceeds the number which the authority consider is appropriate for that locality;
- That the grant of the licence would be inappropriate, having regard:
  - To the character of the area or the relevant locality, or
  - To the use to which any premises in the vicinity are put, or
  - To the layout, character or condition of the premises, vehicle, vessel or stall in respect of which the application is made.

#### Locality

1.14 A local licensing authority may refuse applications on grounds related to an assessment of the 'relevant locality'. The Home Office guidance establishes that it is reasonable and potentially useful to future applicants for a local authority to decide in advance of receiving applications that certain areas are, or are not, appropriate locations for sex establishments or a particular number of sex establishments.

1.15 Nil may be an "appropriate number" where the character of the area is considered to be unsuitable for the siting of a sex establishment.

1.16 The locations will be specifically referenced during the public consultation period that will take place as part of the adoption process. The views of respondents will be taken in account when considering the appropriateness of these locations for inclusion in the policy.

- 1.17 When considering a particular application case law has indicated that the relevant locality does not have to be a clearly pre-defined area nor are local authorities required to be able to define its precise boundaries.
- 1.18 Therefore, while a local authority is not prevented from defining the exact area of the relevant locality, it is equally free to conclude that it simply refers to the area which surrounds the premises specified in the application and does not require further definition.
- 1.19 Nevertheless a local authority's view of what constitutes a locality could be open to challenge if they took a completely unreasonable view of the area covered, and therefore it would be appropriate for the licensing authority to confirm the their interpretation of the term "relevant locality" on a case by case basis.
- 1.20 Case law also indicates that a relevant locality cannot be an entire local authority area or an entire town or city.
- 1.21 Once the appropriate authority has determined the relevant locality, it should seek to make an assessment of the 'character' of the relevant locality and how many, if any, sex establishments, or sex establishments of a particular kind, it considers appropriate for that relevant locality. 3.38 Section 27 amends paragraph 12(3)(c) of Schedule 3 to allow local authorities to determine an appropriate number of sex establishments of a particular kind. In practice, this means that the appropriate authority may, for example, decide that a particular locality is suitable for a sex shop but is not suitable for a sexual entertainment venue or vice versa.
- 1.22 Case law has defined that a 'relevant locality' cannot be an entire local authority area or entire city or town. All applications must be considered upon their own merits.

#### Conditions

- 1.23 When granting licence to a sex establishment, a local authority is able to impose terms, conditions and restrictions on that licence. These conditions are intended to protect the general public, customers, performers and the local environment.

**Rotherham MBC**  
**SEX ESTABLISHMENT LICENSING POLICY**  
**June 2019**

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## 1. Introduction

- 1.1. Schedule 3 of the Local Government (Miscellaneous Provisions) Act 1982, as amended by the Policing and Crime Act 2009, provides for local authorities to adopt a policy and standard conditions relating to the regulation of:
  - sexual entertainment venues
  - sex shops
  - sex cinemas
- 1.2. Rotherham Borough Council (the Council) adopted the provisions of Schedule 3 of the Local Government (Miscellaneous Provisions) Act 1982 as amended by the Policing and Crime Act 2009 on 22<sup>nd</sup> May 2019, with effect from 1<sup>st</sup> July 2019.
- 1.3. This policy sets out the Councils approach to the regulation of the premises detailed in paragraph 1.1 above under the provisions of the 1982 Act.
- 1.4. This policy should be read with reference to the statutory Statement of Licensing Policy published under the Licensing Act 2003.
- 1.5. A review of this policy will commence one year after its introduction. It will be then be reviewed on a three yearly basis.
- 1.6. Interpretations can be found at Appendix A.

## 2. Purpose and Scope

- 2.1. This policy is concerned with the regulation of sex establishments as defined by the Local Government (Miscellaneous Provisions) Act 1982 as amended by the Policing and Crime Act 2009 (the Act), namely
  - sexual entertainment venues;
  - sex shops; and
  - sex cinemas
- 2.2. The full legal definition of a sexual entertainment venue, sex cinema and sex shop can be found within sections 2, 2A, 3 and 4 of the Act.
- 2.3. The aim of this policy is to ensure that sex establishments operate within the authority area in a safe, fair and discreet manner, and do not negatively affect residents, visitors to the area or the character, or economic development of the Borough. The policy is written taking into account the principles laid out within Rotherham's Children and Young People's Plan (2016 to 2019), the Rotherham Safeguarding Adults Board Strategy (2016 to 2019) and the Safer Rother Partnership Plan (2018-21).
- 2.4. The Council is mindful of the possible concerns of the local community and that there may be conflict between the wishes of an applicant in respect of a licence and those who object to such applications. The aim of this policy is to provide guidance for prospective applicants, existing licence holders, those who may wish to object to an application and Members of the Licensing Committee when making a determination on an application.
- 2.5. The Policy also identifies the relevant localities where sex establishments would not be considered appropriate, and the number of sex establishments that the Council considers appropriate in a particular locality. The Policy also sets standard conditions to address advertising and the external appearance of premises, crime and disorder safeguards, and staff welfare issues.
- 2.6. While each application will be dealt with on its own merits, this policy gives prospective applicants an early indication as to whether their application is likely to be granted or not and creates a presumption that any application for a sex establishment outside of the town centre area and any application for a sex entertainment venue in the town centre area will normally be refused. It also provides prospective applicants with details of what is expected of them should an application be made.
- 2.7. The Council will impose conditions where necessary to promote responsible licensed activity and will use effective enforcement to address premises where there are problems, in partnership with key agencies and bodies such as:
  - South Yorkshire Police
  - South Yorkshire Fire & Rescue Service
  - Safer Rotherham Partnership

- 2.8. The Council will keep the policy under constant review and make such revisions it considers appropriate, in the light of new or amended legislation.

### 3. Public Consultation

- 3.1. The Council undertook full public consultation about the adoption of Schedule 3 of the Local Government (Miscellaneous Provisions) Act 1982 as amended by the Policing and Crime Act 2009, and proposals for a Sex Establishments Licensing Policy between 19th December 2018 and 20th February 2019. The consultation involved (amongst others) the general public, statutory authorities, the users and managers of those sensitive locations identified, religious groups, community and voluntary groups, residents living near to premises, workers within the industry and their representatives, as well as industry representatives.
- 3.2. 422 responses were received in total. Two-thirds (68%) of respondents were residents of the Borough (289 respondents), with the remainder being: individuals living outside of the Borough (86 respondents), business owners (15 respondents), workers in the industry (7 respondents), Religious organisations (8 respondents), Charitable groups (7 respondents), and Women's groups (16 respondents).
- 3.3. The consultation asked residents about the adoption of a Sex Establishments Policy, and about the localities where it would not be appropriate for each type of such establishments to be located. The following results reference the percentage of the people that responded to the question. The highest figure is highlighted. Where there are two higher results within a percentage point, both are highlighted. Please note all percentages are rounded up.

#### Adoption of a Sex Establishments Policy

|   | All Respondents         |                               | Rotherham Residents     |                               |
|---|-------------------------|-------------------------------|-------------------------|-------------------------------|
|   | Agree or Strongly Agree | Disagree or Strongly Disagree | Agree or Strongly Agree | Disagree or Strongly Disagree |
| The Council should adopt a specific policy to regulate and licence sex establishments | <b>77%</b>              | 17%                           | <b>75%</b>              | 19%                           |

- 3.4. 77% of respondents agreed or strongly agreed that the Council should adopt a policy to regulate and licence Sex Establishments. 75% of residents of the Borough agreed or strongly agreed. Whilst 53% of businesses agreed that a policy should be adopted 30% disagreed or strongly disagreed. Of those working in the industry 43% agreed or strongly agreed, and 29% disagreed or strongly disagreed.



## Sexual Entertainment Venues – Appropriate Localities

|  |   | All Respondents         |                               | Rotherham Residents     |                               |
|--|---|-------------------------|-------------------------------|-------------------------|-------------------------------|
|  |   | Agree or Strongly Agree | Disagree or Strongly Disagree | Agree or Strongly Agree | Disagree or Strongly Disagree |
| It would not be acceptable to locate a lap dancing, pole dancing or similar club in: | A residential area  | <b>75%</b>              | 19%                           | <b>71%</b>              | 23%                           |
|  | A rural area, including for example where an industrial unit may already be located | <b>58%</b>              | 28%                           | <b>47%</b>              | 35%                           |
|  | Rotherham town centre   | <b>66%</b>              | 28%                           | <b>59%</b>              | 34%                           |
|  | Built up areas like other town and village centres in the borough                   | <b>69%</b>              | 24%                           | <b>64%</b>              | 28%                           |
|  | An industrial area  | <b>55%</b>              | 29%                           | <b>44%</b>              | 36%                           |
| It would not be acceptable to have a lap dancing club in any locality in Rotherham   |   | <b>62%</b>              | 32%                           | <b>54%</b>              | 38%                           |

- 3.5. A clear majority of respondents agreed or strongly agreed that it would not be acceptable to locate a sexual entertainment venue in any of the types of locality described. This ranged from 75% of respondents agreeing or strongly agreeing that a residential area would not be appropriate, to 55% of respondents agreeing or strongly agreeing that an industrial area would not be appropriate. There was some variation in terms of particular respondents, e.g. workers in the industry responded broadly disagreed that any of the areas would be inappropriate for a sexual entertainment venue, whereas religious organisations, charitable and women's groups strongly agreed that sexual entertainment venues should not be located in any of the identified areas.
- 3.6. A majority of respondents (62%) and of residents (54%) agreed or strongly agreed that it would not be acceptable to have a lap dancing club in any locality in Rotherham.

## Sexual Entertainment Venues – Sensitive Locations

|   |   | All Respondents         |                               | Rotherham Residents     |                               |
|---|---|-------------------------|-------------------------------|-------------------------|-------------------------------|
|   |   | Agree or Strongly Agree | Disagree or Strongly Disagree | Agree or Strongly Agree | Disagree or Strongly Disagree |
| It would not be acceptable to locate a lap dancing, pole dancing or similar club near to: | People's homes  | <b>84%</b>              | 10%                           | <b>82%</b>              | 12%                           |
|   | Premises used by charities  | <b>74%</b>              | 14%                           | <b>70%</b>              | 16%                           |
|   | Office and other workplaces   | <b>69%</b>              | 18%                           | <b>61%</b>              | 22%                           |
|   | Places of worship   | <b>78%</b>              | 14%                           | <b>73%</b>              | 17%                           |
|   | Parks and play areas  | <b>86%</b>              | 9%                            | <b>84%</b>              | 11%                           |
|   | Family leisure facilities such as cinemas, theatres and concert halls | <b>81%</b>              | 13%                           | <b>78%</b>              | 15%                           |
|   | Women's refuge facilities   | <b>80%</b>              | 11%                           | <b>77%</b>              | 13%                           |
|   | Youth facilities  | <b>83%</b>              | 9%                            | <b>81%</b>              | 11%                           |
|   | Places used for celebration or commemoration                          | <b>75%</b>              | 13%                           | <b>71%</b>              | 15%                           |
|   | Schools and other education establishments                            | <b>85%</b>              | 8%                            | <b>83%</b>              | 10%                           |
|   | Cultural leisure facilities such as libraries and museums             | <b>75%</b>              | 15%                           | <b>70%</b>              | 18%                           |
|   | Historic buildings  | <b>67%</b>              | 19%                           | <b>60%</b>              | 23%                           |
|   | Civic and other public buildings                                      | <b>70%</b>              | 20%                           | <b>63%</b>              | 23%                           |
|   | Retail shopping areas   | <b>72%</b>              | 17%                           | <b>67%</b>              | 19%                           |

3.7. The majority of respondents agreed or strongly disagreed that sexual entertainment venues should not be located near to any of the identified sensitive locations. This ranged from over 85% of respondents agreeing or strongly agreeing that sexual entertainment venues should not be located near to Parks or Play areas, or schools, to 67% agreeing or strongly agreeing that they should not be located close to historic buildings. These results are mirrored in those of residents. Whilst a lower proportion of businesses agreed or

strongly agreed, the majority agreed or strongly agreed that it would not be appropriate for sexual entertainment venues to be located near to any sensitive locations, other than near to religious establishments (where 47% agreed or strongly agreed, and 20% disagreed or strongly disagreed).

### Sex Cinemas – Appropriate Localities

|   |   | All Respondents         |                               | Rotherham Residents     |                               |
|---|---|-------------------------|-------------------------------|-------------------------|-------------------------------|
|   |   | Agree or Strongly Agree | Disagree or Strongly Disagree | Agree or Strongly Agree | Disagree or Strongly Disagree |
| It would not be acceptable to locate a sex cinema in:                   | A residential area  | <b>86%</b>              | 9%                            | <b>83%</b>              | 12%                           |
|   | A rural area, including for example where an industrial unit may already be located | <b>64%</b>              | 23%                           | <b>55%</b>              | 30%                           |
|   | Rotherham town centre   | <b>69%</b>              | 22%                           | <b>62%</b>              | 25%                           |
|   | Built up areas like other town and village centres in the borough                   | <b>78%</b>              | 15%                           | <b>75%</b>              | 17%                           |
|   | An industrial area  | <b>60%</b>              | 25%                           | <b>50%</b>              | 32%                           |
| It would not be acceptable to locate a sex cinema anywhere in Rotherham |   | <b>66%</b>              | 27%                           | <b>57%</b>              | 33%                           |

- 3.8. The majority of respondents in all categories, aside from workers in the industry, agreed or strongly agreed that Sex Cinemas should not be located in any of the localities described. 66% of respondents agreed or strongly agreed that it would not be appropriate to locate a Sex Cinema in any locality in Rotherham.

## Sex Cinemas – Sensitive Locations

|  |   | All Respondents         |                               | Rotherham Residents     |                               |
|--|---|-------------------------|-------------------------------|-------------------------|-------------------------------|
|  |   | Agree or Strongly Agree | Disagree or Strongly Disagree | Agree or Strongly Agree | Disagree or Strongly Disagree |
| It would not be acceptable to locate a sex cinema near to: | People's homes  | <b>84%</b>              | 9%                            | <b>82%</b>              | 12%                           |
|  | Premises used by charities  | <b>76%</b>              | 13%                           | <b>72%</b>              | 16%                           |
|  | Office and other workplaces   | <b>71%</b>              | 17%                           | <b>65%</b>              | 20%                           |
|  | Places of worship   | <b>78%</b>              | 13%                           | <b>73%</b>              | 15%                           |
|  | Parks and play areas  | <b>88%</b>              | 7%                            | <b>86%</b>              | 9%                            |
|  | Family leisure facilities such as cinemas, theatres and concert halls | <b>81%</b>              | 12%                           | <b>78%</b>              | 15%                           |
|  | Women's refuge facilities   | <b>80%</b>              | 11%                           | <b>76%</b>              | 13%                           |
|  | Youth facilities  | <b>85%</b>              | 8%                            | <b>83%</b>              | 11%                           |
|  | Places used for celebration or commemoration                          | <b>75%</b>              | 12%                           | <b>72%</b>              | 14%                           |
|  | Schools and other education establishments                            | <b>86%</b>              | 8%                            | <b>85%</b>              | 10%                           |
|  | Cultural leisure facilities such as libraries and museums             | <b>75%</b>              | 14%                           | <b>71%</b>              | 17%                           |
|  | Historic buildings  | <b>69%</b>              | 16%                           | <b>62%</b>              | 19%                           |
|  | Civic and other public buildings                                      | <b>70%</b>              | 17%                           | <b>64%</b>              | 20%                           |
|  | Retail shopping areas   | <b>74%</b>              | 16%                           | <b>70%</b>              | 19%                           |

3.9. The results of the consultation around sensitive locations for sex cinemas broadly mirrored those of sexual entertainment venues.

## Sex Shops – Appropriate Localities

|   |   | All Respondents         |                               | Rotherham Residents     |                               |
|---|---|-------------------------|-------------------------------|-------------------------|-------------------------------|
|   |   | Agree or Strongly Agree | Disagree or Strongly Disagree | Agree or Strongly Agree | Disagree or Strongly Disagree |
| It would not be acceptable to locate a sex shop in:                   | A residential area  | <b>83%</b>              | 10%                           | <b>80%</b>              | 12%                           |
|   | A rural area, including for example where an industrial unit may already be located | <b>58%</b>              | 26%                           | <b>49%</b>              | 32%                           |
|   | Rotherham town centre   | <b>64%</b>              | 24%                           | <b>57%</b>              | 29%                           |
|   | Built up areas like other town and village centres in the borough                   | <b>71%</b>              | 18%                           | <b>65%</b>              | 20%                           |
|   | An industrial area  | <b>51%</b>              | 30%                           | 39%                     | 37%                           |
| It would not be acceptable to locate a sex shop anywhere in Rotherham |   | <b>55%</b>              | 32%                           | <b>46%</b>              | 39%                           |

3.10. All respondents agreed or strongly agreed that it would not be appropriate to locate a sex shop in a residential area, or a town or village centre. However, responses in terms of industrial areas were less equivocal, with 51% of respondents agreeing or strongly agreeing, and 39% of residents agreeing or strongly agreeing.

3.11. 55% of respondents and 46% of residents agreed or strongly agreed that sex shops should not be located anywhere in Rotherham.

## Sex Shops – Sensitive Locations

|  |   | All Respondents         |                               | Rotherham Residents     |                               |
|--|---|-------------------------|-------------------------------|-------------------------|-------------------------------|
|  |   | Agree or Strongly Agree | Disagree or Strongly Disagree | Agree or Strongly Agree | Disagree or Strongly Disagree |
| It would not be acceptable to locate a sex shop near to: | People's homes  | <b>82%</b>              | 10%                           | <b>79%</b>              | 11%                           |
|  | Premises used by charities  | <b>72%</b>              | 16%                           | <b>67%</b>              | 19%                           |
|  | Office and other workplaces   | <b>66%</b>              | 20%                           | <b>58%</b>              | 24%                           |
|  | Places of worship   | <b>75%</b>              | 14%                           | <b>71%</b>              | 16%                           |
|  | Parks and play areas  | <b>85%</b>              | 9%                            | <b>82%</b>              | 10%                           |
|  | Family leisure facilities such as cinemas, theatres and concert halls | <b>79%</b>              | 12%                           | <b>76%</b>              | 14%                           |
|  | Women's refuge facilities   | <b>77%</b>              | 12%                           | <b>73%</b>              | 15%                           |
|  | Youth facilities  | <b>83%</b>              | 9%                            | <b>80%</b>              | 11%                           |
|  | Places used for celebration or commemoration                          | <b>74%</b>              | 14%                           | <b>70%</b>              | 16%                           |
|  | Schools and other education establishments                            | <b>86%</b>              | 8%                            | <b>84%</b>              | 10%                           |
|  | Cultural leisure facilities such as libraries and museums             | <b>73%</b>              | 15%                           | <b>67%</b>              | 18%                           |
|  | Historic buildings  | <b>66%</b>              | 18%                           | <b>58%</b>              | 22%                           |
|  | Civic and other public buildings                                      | <b>67%</b>              | 19%                           | <b>60%</b>              | 22%                           |
|  | Retail shopping areas   | <b>68%</b>              | 19%                           | <b>61%</b>              | 23%                           |

3.12. When asked about sensitive locations, responses were remarkably similar to those for sexual entertainment venues and sex cinemas. The majority of respondents (and the subset of residents) agreed or strongly agreed that sex shops should not be located near to any of the sensitive locations identified.

## Workers' Rights

|   | All Respondents         |                               | Rotherham Residents     |                               |
|---|-------------------------|-------------------------------|-------------------------|-------------------------------|
|   | Agree or Strongly Agree | Disagree or Strongly Disagree | Agree or Strongly Agree | Disagree or Strongly Disagree |
| The Council should set conditions that protect the health and welfare of workers within the sexual entertainment venue industry | <b>84%</b>              | 9%                            | <b>82%</b>              | 10%                           |

3.13. There was strong support across all respondents that the Council should set conditions that protect the health and welfare of workers within sexual entertainment venues.

3.14. A full analysis of the consultation results is available on request.

## 4. General Principles

4.1. In determining licensing applications the Council will treat each application on an individual basis, on its own merits, taking into account this policy, the guidance issued by the Home Office and the Act.

4.2. A decision to refuse the licence application will not be made on moral grounds or that the establishment may cause offence.

### Mandatory grounds for the refusal of an application

4.3. Mandatory grounds for the refusal of an application for a sex establishment are that the applicant:

- is under the age of 18;
- is for the time being disqualified from holding a sex establishment licence;
- is not a body corporate, and is not resident or has not been resident in an EEA state for six months immediately preceding the date of the application;
- is a body corporate which is not incorporated in an EEA state;
- has in the period of 12 months preceding the date of the application been refused the grant or renewal of a licence for the premises, vehicle, vessel, or stall in respect of which the application is made, unless the refusal has been reversed on appeal.

Discretionary grounds for the refusal of an application

4.4. Discretionary ground for the refusal of an application for a sex establishment are that:

- the applicant is unsuitable to hold a licence by reason of having been convicted of an offence or for any other reason;
- if the licence were to be granted, the business to which it relates would be managed by or carried on for the benefit of a person, other than the applicant, who would be refused the grant of such a licence if he made the application himself;
- the number of sex establishments, or sex establishment of a particular kind, in the relevant locality at the time the application is made is equal to or exceeds the number which the authority consider is appropriate for that locality. Nil may be an “appropriate number” where the character of the area is considered to be unsuitable for the siting of a sex establishment.
- granting of a licence would be inappropriate, having regard:
  - to the character of the relevant locality;
  - to the use to which any premises in the vicinity are put;
  - to the layout, character or condition of the premises, vehicle, vessel or stall in respect of which the application is made.

Suitability of applicant

4.5. When considering the suitability of the applicant to hold a licence the Council will take into account such matters as it considers to be relevant including but not limited to whether the applicant:

- is honest;
- is qualified by experience to run the type of sex establishment in question;
- has a clear understanding of the conditions that may be attached to the licence;
- has no unspent conviction of a nature that deem him/her unsuitable, for example (but not limited to) theft, drug offences, sexual offences, violent offences, or prostitution;
- a management structure is in place which delivers compliance with the operating conditions, e.g. through managerial competence, presence, a credible management structure, enforcement of rules internally, a viable business plan and policies for welfare of dancer / performers / workers;
- will act in the best interests of dancer / performers / workers, e.g. the facilities they enjoy, how they are protected and how and by who their physical and psychological welfare is monitored;
- can be relied upon to protect the public, e.g. transparent charging, freedom from solicitation;
- can show a track record of management of compliant premises, or that he/she will employ individuals who have such a track record.



- 4.6. The Council will require the applicant to identify the proposed manager or beneficiary of the business (along with any changes in the manager or beneficiary once the licence is issued). In considering the suitability of these persons the Council will apply the principles at 4.5 of this policy.

Appropriate numbers and localities

- 4.7. There is provision within the Act which enables the Council to impose a numerical control on the number of sex establishments in a particular locality. The control applies not only to the number of sex establishments overall, but also to the number of each kind of premises.
- 4.8. The Council may refuse a licence on the grounds that the number of licences of that type is equal to or exceeds the number which the authority considers is appropriate for that locality. Nil may be an “appropriate number” where the character of the area is considered to be unsuitable for the siting of a sex establishment.
- 4.9. The Council has taken account of its own corporate strategies and priorities as represented by Rotherham’s Council Plan, Children and Young People’s Plan, the Rotherham Safeguarding Adults Board Strategy and the Safer Rother Partnership Plan, of the legal context, and public consultation in determining its policy in this regard.

**Sexual Entertainment Venues**

- 4.10. It is the Council’s belief that Sexual Entertainment Venues are not in-keeping with a culturally rich and diverse Borough. In particular Sexual Entertainment Venues tend not to be inclusive, appeal only to a narrow sector of the community and are unlikely to enhance the cultural or child friendly reputation of the Borough.
- 4.11. The council has had due regard to the need to advance equality of opportunity between men and women, under its Public Sector Equality Duty. It considers that the presence of Sexual Entertainment Venues in any locality of Rotherham will not advance the equality of opportunity of women workers or residents. The council therefore believes that, on balance, in gender equality terms, its policy is both supportable and correct.
- 4.12. The consultation showed that a majority of all respondents and of Rotherham residents considered that Sexual Entertainment Venues would not be appropriate in:
- A residential area;
  - A rural area, including for example where an industrial unit may already be located;
  - Rotherham town centre;
  - Built up areas like other town and village centres in the borough.
- 4.13. A majority of all respondents (55%) considered that Sexual Entertainment Venues would not be appropriate in an industrial area, with 46% of Rotherham residents agreeing or strongly agreeing. 36% of residents disagreed or strongly disagreed that industrial areas would not be appropriate locations for Sexual Entertainment Venues.

4.14. However, a significant majority of respondents (62%) agreed or strongly agreed that it would not be acceptable to have a lap dancing club in any locality in Rotherham. The Council's Policy is therefore that there is a presumption against licensing sexual entertainment venues in any of these types of areas.

4.15. In addition the consultation revealed that a significant majority of all respondents and Rotherham residents consider that Sexual Entertainment Venues are inappropriate in the vicinity of:

- People's homes,
- Premises used by charities,
- Offices and other workplaces,
- Places of worship,
- Parks and play areas,
- Family leisure facilities such as cinemas, theatres and concert halls,
- Women's refuge facilities,
- Youth facilities,
- Places used for celebration or commemoration,
- Schools and other education establishments,
- Cultural leisure facilities such as libraries and museums,
- Historic buildings,
- Civic and other public buildings, or
- Retail shopping areas.

4.16. The Council's Policy is therefore that there is a presumption against licensing Sexual Entertainment Venues in proximity to any of these sensitive locations.

4.17. In considering each of its Ward areas the Council has considered if there are any localities which would fall outside of the areas and locations described in 4.12, 4.13 and 4.15 above. Whilst the Council would still be required to consider applications when they arise, on the basis of this assessment, it is therefore the Council's Policy that there is no locality in the Borough where it would be appropriate for Sex Entertainment Venues to be located. Accordingly the appropriate number of Sexual Entertainment Venues in each Ward of the Borough is nil.

### **Sex Cinemas**

4.18. The consultation showed that a majority of all respondents and Rotherham residents considered that Sex Cinemas would not be appropriate in:

- A residential area;
- A rural area, including for example where an industrial unit may already be located;
- Rotherham town centre;
- Built up areas like other town and village centres in the borough;
- An industrial area.

4.19. A majority of respondents (66%) and of Rotherham residents (57%) agreed or strongly agreed that it would not be acceptable to have a Sex Cinema in any locality in Rotherham. The Council's Policy is therefore that there is a presumption against licensing Sex Cinemas in any of these types of areas.

4.20. In addition the consultation revealed that a significant majority of respondents and Rotherham residents consider that Sex Cinemas are inappropriate in the vicinity of:

- People's homes,
- Premises used by charities,
- Offices and other workplaces,
- Places of worship,
- Parks and play areas,
- Family leisure facilities such as cinemas, theatres and concert halls,
- Women's refuge facilities,
- Youth facilities,
- Places used for celebration or commemoration,
- Schools and other education establishments,
- Cultural leisure facilities such as libraries and museums,
- Historic buildings,
- Civic and other public buildings, or
- Retail shopping areas.

4.21. The Council's Policy is therefore that there is a presumption against licensing Sex Cinemas in proximity to any of these sensitive locations.

4.22. In considering each of its Wards the Council has considered if there are any localities which would fall outside of the areas and locations described in 4.18 and 4.20 above. Whilst the Council would still be required to consider applications when they arise, on the basis of this assessment, it is therefore the Council's Policy that there is no locality in the Borough where it would be appropriate for a Sex Cinema to be located. Accordingly the appropriate number of Sex Cinemas in each Ward of the Borough is nil.

## **Sex Shops**

4.23. The consultation showed that a majority of respondents and Rotherham residents considered that Sex Shops would not be appropriate in:

- A residential area;
- A rural area, including for example where an industrial unit may already be located;
- Rotherham town centre;
- Built up areas like other town and village centres in the borough.

4.24. Whilst a majority of all respondents (51%) considered that Sex Shops would not be appropriate in an industrial area, only 39% of Rotherham residents agreed or strongly agreed. Almost the same proportion (37%) of residents disagreed or strongly disagreed that industrial areas would not be appropriate locations for Sex Shops. There is not therefore clear support for a presumption against Sex Shops in Industrial Areas.

4.25. A majority of all respondents (55%) agreed or strongly agreed that it would not be acceptable to have a Sex Shop in any locality in Rotherham, but a minority of Rotherham residents (46%) agreed or strongly agreed that it would not be acceptable to have a Sex Shop in any locality in Rotherham. Again, there is therefore not clear support for a presumption against Sex Shops in any part of Rotherham.

4.26. Given this, the Council's Policy is therefore that there is a presumption against licensing Sex Shops in any of these types of areas, aside from Industrial Areas.

4.27. In addition the consultation revealed that a majority of residents in Rotherham consider that Sex Shops are inappropriate in the vicinity of:

- People's homes,
- Premises used by charities,
- Offices and other workplaces,
- Places of worship,
- Parks and play areas,
- Family leisure facilities such as cinemas, theatres and concert halls,
- Women's refuge facilities,
- Youth facilities,
- Places used for celebration or commemoration,
- Schools and other education establishments,
- Cultural leisure facilities such as libraries and museums,
- Historic buildings,

- Civic and other public buildings, or
- Retail shopping areas.

4.28. The Council's Policy is therefore that there is a presumption against licensing Sex Shops in proximity to any of these sensitive locations.

4.29. The council has not determined a limit on numbers in each locality in relation to Sex Shops. These applications will be dealt with on a case by case basis, on the basis of the above criteria.

#### Links to other Legislation

4.30. The Council will consider and have regards to the following legislation when applications are determined:

**a) Crime and Disorder Act 1998**

The Crime and Disorder Act 1998 places a duty on the council to exercise its functions with due regard to:

- Crime and disorder in its area (including anti-social and other behaviour adversely affecting the local environment;
- The misuse of drugs, alcohol and other substances.
- Re-offending in its area.

The council will have particular regard to the likely effect of the determination of licence applications on these issues and the need to do all that is reasonable can to prevent them.

**b) Equality Act 2010**

Under the Equality Act 2010, people are not allowed to discriminate, harass or victimise anyone because of the following 'protected characteristics':

- Age
- Disability
- Gender reassignment
- Marriage and civil partnership
- Pregnancy and maternity
- Race
- Religion and belief
- Sex
- Sexual orientation

The Equality Act includes a Public Sector Equality Duty. This says we must show 'due regard' to:

- eliminating discrimination, harassment and victimisation advancing equality of opportunity;
- fostering good relations between people who share a protected characteristic;
- fostering good relations between people who have a protected characteristic and those who don't.

The council is aware that sex establishments tend to be predominantly marketed to men

and that the licensing of these establishments must not encourage discrimination against women especially in regard to women who work at the premises, women who may wish to visit the premises or women who are using the area for other purposes but who may feel intimidated by the presence of such premises.

Due regard will therefore be given to the determination of licences and the attaching of conditions to ensure the Council delivers on the Public Sector Equality Duty.

**c) Human Rights Act 1998**

The European Convention on Human Rights makes it unlawful for a public authority to act in a way that is incompatible with a Convention right. The council will have particular regard to the following relevant provisions of the European Convention on Human Rights:

- Article 6 that in determination of civil rights and obligations everyone is entitled to a fair and public hearing within a reasonable time by an independent and impartial tribunal established by law.
- Article 8 that everyone has the right to respect for his home and private life.
- Article 10 that everyone has the right to freedom of expression.
- Article 1 of the first protocol that every person is entitled to the peaceful enjoyment of his or her possessions, including for example a licence.

**d) The Provision of Services Regulations 2009**

The Provision of Services Regulations 2009 implements the European Services Directive. These regulations ensure that any refusal of a licence is:

- non-discriminatory in regard to nationality,
- necessary for reasons of public policy, public security, public health or the protection of the environment, and
- proportionate with regard to the objective pursued by the legislation.

The council will consider these three issues in relation to the refusal of licence applications.

**e) Any other relevant current or future legislation.**

Planning

4.31. The use of premises is subject to planning control. Such use will require planning permission or must otherwise be lawful under planning legislation. Planning permission is generally required for the establishment of new premises or the change of use of premises.

4.32. In general, all premises which are the subject of an application, should have the benefit of planning permission, or be deemed permitted development. The onus will be on the applicant to demonstrate that planning permission has been granted or that the premises have the benefit of permitted development rights.

4.33. In addition, all new developments and premises which have been subject to works that require an application covered by Building Regulations should have building control approval in the form of a Building Regulations Completion Certificate. The onuses will be on the applicant to demonstrate that any such works have been approved by a building control body.

- 4.34. Any decision on a licence application will not consider whether any decision to grant or refuse planning permission or building consent was lawful and correct.

#### Advertising

- 4.35. As part of the standard conditions attached to licences there is a requirement that all advertising and the external appearance of the premises must be approved by the Council (see Appendix B - Standard Conditions). Any unsolicited written, visual or auditory advertisement material, posters, signage or window display must not be of a sexually explicit or suggestive nature, will not contain images or text of a sexually explicit, obscene or offensive nature, or be of a detriment to the amenity or character of the local vicinity, and must be approved by the Council in writing. This approval will be sought at a sub-committee hearing. Applicants will be entitled to attend the hearing. Please contact the Licensing Section for further information on how to submit changes to advertising material and external appearance.

#### Staff Training

- 4.36. The Council requires that all persons employed on licensed premises are trained and made aware of their responsibilities in relation to the Act, especially the offences under the Act, and the conditions of the licence.
- 4.37. Licensed premises will be required to document training undertaken by staff. Such records will be kept for a minimum of one year and will be made available for inspection on request by an authorised officer or the police.

#### Prohibition on the practice of fining

- 4.38. The Council is aware that in some sexual entertainment venues it is the usual practice of some businesses to fine dancer / performers for misdemeanours such as chewing gum, wearing inappropriate clothing or being late for a shift. The practice of fining can lead to an air of mistrust and resentment in the work place. More importantly the Council is aware that in a majority of cases of fining that have been noted in premises the (predominantly male) management fine female dancer / performers; however they do not fine bar staff or door staff.
- 4.39. Therefore, for reasons of gender inequality, a standard condition has been imposed on all new and renewed licences to prohibit the practice of fining.

#### Whistleblowing Policy

- 4.40. The Council is aware of the potential for workers within sexual entertainment venues to lack the confidence to report any breaches of licensing conditions or other issues to management or the Licensing Authority.
- 4.41. Therefore a standard condition has been imposed requiring a code of conduct to be in

place that clearly sets out the process for workers to report any concerns anonymously to the manager of the venue, and/or the Licensing Authority (a 'whistleblowing policy').

### Exemptions

4.42. Under the Act there is an exemption for sexual entertainment venues for premises which provide relevant entertainment on an infrequent basis. These are defined as premises where –

- no relevant entertainment has been provided on no more than 11 occasions within a 12 month period;
- no such occasion has begun within a period of one month beginning with the end of the previous occasions; and
- no such occasion has lasted longer than 24 hours
- other premises or types of performances or displays exempted by an order of the Secretary of State.

4.43. This exemption does not apply to sex shops or sex cinemas.

## **5. Application procedure**

5.1. Applications must be made to the Council in the form prescribed, which is available from the Licensing Section.

5.2. The applicants / operators suitability will be checked before a licence is granted. The suitability of the applicant/operator is important to ensure that the interests of the public are protected. The Council will use the methods detailed below to ensure that the proposed licence holder and operator:

- is honest
- has a clear understanding of the conditions that may be attached to the licence
- has a suitable business plan which will deliver compliance of the standard conditions
- has no unspent convictions of a nature that deem him/her unsuitable, for example (but not limited to) theft, drug offences, sexual offences, violent offences, or prostitution

5.3. Applicant / operator suitability checks may be achieved by the following means:

- application form
- criminal record check
- personal interview
- information and/or intelligence relating to any previous licenses held
- accreditation

5.4. On receipt of the application it will be sent to South Yorkshire Police who may conduct a check. Applicants/operators will be asked, as a minimum, to provide basic Disclosure and Barring Service checks, to support their application. This may be supplemented by attendance at an interview if deemed appropriate.



- 5.5. Applications for sexual entertainment venue or sex establishment licences will also show that there are clear policies and codes of conduct in place, to protect staff and the interests of customers, in relation to a:
- workers' welfare policy including clear guidance as to the process for workers to report any concerns anonymously to the manager of the venue, and/or the Licensing Authority (a 'whistleblowing policy').
  - code of conduct for workers on the premises.
  - code of conduct for customers.
  - pricing policy.
- 5.6. These criteria will be taken into account when the Council determine the licence. Non-compliance with one or more of the criteria will not necessarily exclude the operator from holding a licence, providing the applicant is able to prove to the Council that the interest of the public is protected.
- 5.7. Checks/enquiries may also be made with regard to the operator's company structure, to ensure that the operator is not working on behalf of an individual or company that would not be granted a licence in their own right.
- 5.8. These checks/enquiries may be made via South Yorkshire Police, Companies House, personal interview or applicants may be asked to provide business records.

#### Fees

- 5.9. The fee must be submitted as part of the application. The fee is based on the recovery of costs incurred by the Council in determining the application.

#### Plans

- 5.10. The applicant must submit an appropriate number of plans / diagrams that will allow the identification of:
- the locality of the premises and the proximity of any sensitive premises,
  - the external footprint of the premises,
  - the internal layout of the premises (to include areas where licensable activity will take place, staff areas, changing rooms, welfare facilities, means of access and egress, etc.)

#### Notices

- 5.11. It is a legal requirement that the applicant must advertise the application in the following ways:
- publish an advertisement in a local newspaper within 7 days of the application being submitted to the Council
  - display a notice of the application on or near the premises for 21 consecutive days
  - send a copy of the notice of application to the Chief Officer of Police for South

Yorkshire within 7 days of the application being submitted to the Council

- 5.12. Proof that the applicant has advertised the application fully will be required. The Council recommends as a minimum that the occupiers of any nearby properties are notified of the details of any proposed applications in relation to a premises. All new applications will be publicised on the Council's website.

#### Objections

- 5.13. Anyone can object to an application for a sex establishment. Objection should be received by the Council no later than 28 days after the date that the application was received by the Council. Objections can be on any matter but should not be based on moral grounds/values. Appropriate weight will be given to objections which relate to the purpose of the legislation which is the control of sex establishments.
- 5.14. The Council will notify the applicant in writing of the general terms of any objection it receives within the 28 days of the application. Objectors will, however, remain anonymous and efforts will be made to redact the contents of the objections so the objector's identity remains anonymous. If the objectors wish for their details to be released to the applicant they should make this clear in their objection.

#### Hearings - decision making process

- 5.15. It is the Council's practice to provide notice of committees and sub-committee hearings to all interested parties (applicants and objectors) five days before the hearing as laid down in the Local Government Act 1972. This notice will provide the date and time of the hearing, the procedure for the hearing, and will require the addressee to confirm their attendance and the attendance of any witnesses they may wish to call. The hearing will take place in public except where the public interest requires otherwise.
- 5.16. In determining licence applications under the Act the Council will take into consideration the application before it, any objections received as well as local knowledge including local issues and cultural sensitivities.
- 5.17. The decision to refuse or revoke a licence can be made by the Licensing Board, sub-committee or Officers. Any decision to refuse or revoke a licence will be accompanied by clear reasons for the decision.
- 5.18. Where possible a decision will be given verbally at the sub-committee hearing, with the written reasons to follow in due course. However in exceptional circumstances the sub-committee may defer the decision in order to allow further consideration of the case and in such circumstances the decision and reasons will be issued in writing to all parties.

#### Conditions

- 5.19. The Council will impose standard conditions on all licences. However, if deemed necessary, the Council may add to, change or replace the standard conditions with

conditions that are relevant to the application. The standard conditions can be found at Appendix B.

5.20. Through the standard conditions the Council seeks to ensure that sex establishments are well managed and supervised, restrict sexual entertainment activities and the manner in which they are permitted to be provided, protect performers and workers, protect customers and control the impact that the premises has in relation to the general public and locality.

5.21. Any change to the standard conditions will be applied to licences at the time of renewal when all conditions are reviewed.

5.22. Where it is considered appropriate the Council may attach conditions, in addition to the standard conditions, to a licence in the individual circumstances of an application.

#### Right of appeal

5.23. Only the applicant has the right to appeal the Council's decision to the Magistrate's Court and only on limited grounds, within 21 days of written reasons of decision. There is no right to appeal for objectors or statutory authorities. Further information can be found at Section 27 of the Act.

#### Term of licence

5.24. A sex establishment licence shall remain in force for a maximum period of one year. The authority may grant a shorter licence period if it thinks fit. A licence may be brought to an early end by being surrendered or revoked.

#### Renewal / transfer

5.25. The process for applying for a renewal or transfer of the licence is the same as when applying for a new licence.

5.26. Applications for the renewal of a licence must be made prior to the date of expiry. The licence is deemed to continue until the application is withdrawn by the applicant or determined by the licensing authority.

5.27. The previous conduct / history of an applicant / licence holder (insofar as it relates to licensable activities or the impact thereon) will be taken into consideration when assessing a renewal or transfer application.

#### Variation

5.28. A licence holder can apply to vary the terms, conditions or restrictions of a licence at any time. The 1982 Act does not set out procedural requirements in relation to variations, therefore it has been decided that the variation application process in Rotherham will be the same as the grant application process; with the exception that a plan of the premises

need not be provided (unless the variation relates to structural alterations).

### Revocation

- 5.29. The Council may revoke the sex establishment licence if information is received in relation to either the mandatory grounds, detailed at paragraph 4.3, or the first two of the discretionary grounds, details at paragraph 4.4.
- 5.30. Should the Council consider revocation of the licence to be appropriate, the licensee will be given an opportunity to appear before and be heard by the Licensing Board or Sub-Committee.
- 5.31. The licensee will be given a statement in writing of the reasons for revocation within seven days of the requirement being made.
- 5.32. The revocation will take effect once the appeal period referred to in section 5.24 above has expired, or if an appeal is lodged after the determination or abandonment of the appeal.

### Waiver

- 5.33. Provisions within the Act allow licensing authorities to waive the need for a licence. Should the Council decide that a licence would be unreasonable or inappropriate, it may waive the need for a licence, for example in the case of a medical book shop, sex clinic, in border line cases, to correct errors or for minor or temporary events.
- 5.34. The Council would only waive the need for a licence where activity is low risk and/or temporary. However, a waiver will not be considered in the cases where a licence is reasonable and appropriate or where there is public interest.
- 5.35. The application for a waiver uses the same form as an application for a new licence, this should be accompanied by a letter which describes the circumstances under which the need for a licence should be waived. There is no requirement to advertise the application. There is a fee. Applicants should contact the Licensing Section before making their application.
- 5.36. The decision to waive the need for a licence will be taken at a licensing sub-committee hearing and a Notice of Waiver will be issued in due course.
- 5.37. Unsuccessful applications for waivers will be notified accordingly and provision will be made for them to make a formal application for a sex establishment licence.

## Interpretations

**Advertisement** means any word, letter, image, model, sign, placard, board, notice, device or representation, whether illuminated or not, in the nature of and employed wholly or partly for the purposes of, advertisement or announcement.

**Authorised officer** means an officer employed by Rotherham Metropolitan Borough Council and authorised by the Council to act in accordance with provisions of the Local Government (Miscellaneous Provisions) Act 1982.

**The Council** means Rotherham Metropolitan Borough Council.

**Display of nudity** means:

- (a) in the case of a woman, exposure of her nipples, pubic area, genitals or anus; and
- (b) in the case of a man, exposure of his pubic area, genitals or anus.

**Dancer / performer** means dancer / performer, entertainment, performer, or other such person employed, or otherwise, to provide relevant entertainment.

**Licence** means any sex establishment licence that the Council can grant under the Local Government (Miscellaneous Provisions) Act 1982.

**Licensee** means the holder of a sex establishment licence.

**Licensed area** means the part of the premises marked on the plan where licensable activities are to take place.

**Premises** includes any vehicle, vessel or stall but does not include any private dwelling to which the public is not admitted.

**Relevant entertainment** means any live performance or any live display of nudity which is of such a nature that, ignoring financial gain, it must reasonably be assumed to be provided solely or principally for the purpose of sexually stimulating any member of the audience (whether by verbal or other means).

**Responsible person** means the person nominated by the licensee who has personal responsibility for and be present on the premises whilst the premises is open to the public. This may be the manager or the relief manager.

**Sex shop** means any premises, vehicle, vessel or stall used for a business which consists to a significant degree of selling, hiring, exchanging, lending, displaying or demonstrating sex articles or other things intended for use in the connection with, or for the purpose of stimulating or encouraging sexual activity.

**Sexual entertainment venue** means any premises at which relevant entertainment is provided before a live audience, directly or indirectly for the financial gain of the organiser (i.e. a person who is responsible for organisation of management of the entertainment or the premises).

**Standard conditions** will mean any terms, conditions or restrictions contained or referred to in the schedule to a licence granted under Schedule 3, but does not include any private dwelling to which the public is not admitted.

**Unsolicited** (in relation to advertising) means any material that is unasked for, not looked for or unsought, i.e. newspaper advertising, flyers, posters, radio advertisements, television advertising, advertising hoardings etc.

**Vehicle** means a vehicle intended or adapted for use on roads.

**Worker** means any individual that works on or at the premises whether on a paid or unpaid basis. It includes management, bar staff, security personnel, dancers, performers and any other person that is involved in the operation of the premises during the period when licensable activity is taking place, including those who are self-employed.

**Standard Conditions****Sexual Entertainment Venues****General**

1. In accordance with Home Office guidance, where a condition conflicts with a condition in a Licensing Act 2003 premises licence, the more onerous applies.
2. Unless stated otherwise, the licence hereby granted will remain in force for one year from the date on the licence, after which it will cease to be in effect unless an application for renewal is submitted in the manner prescribed by the Council.
3. The licence may be revoked by the Council if at any time the holder is convicted of an offence of using the licensed premises, or other premises for which a similar licence has been granted, other than in accordance with the terms, conditions or restrictions of the licence or is convicted of any offence under any enactment defined in paragraph 1 of Schedule 3 to the Local Government (Miscellaneous Provisions) Act 1982 as amended.
4. In the event of a conflict between these conditions and any special conditions contained in a licence relating to a sex establishment the special conditions shall prevail.
5. The name of the premises must be approved by the Council in writing. Any change to the name of the premises must be approved by the Council in writing.

**Exhibition of the licence**

6. The licence or a certified copy must be prominently displayed at all times so as to be readily and easily seen by all persons using the premises and all authorised officers. A copy of the conditions attached to the licence must be kept on the premises and be available for inspection by an authorised officer of the Council.

**Hours of opening**

7. Except with the written consent of the Council, the premises will only open to the public during the following hours:

|           |               |          |               |
|-----------|---------------|----------|---------------|
| Monday    | 21:00 – 00:00 | Friday   | 21:00 – 01:00 |
| Tuesday   | 21:00 – 00:00 | Saturday | 21:00 – 01:00 |
| Wednesday | 21:00 – 00:00 | Sunday   | 21:00 – 01:00 |
| Thursday  | 21:00 – 00:00 |          |               |

**Conduct of the premises**

8. Relevant entertainment will only be performed by the dancer / performer. There must be no audience participation.
9. Dancer / performers will only perform on the stage area, or in booths / areas for VIPs as identified on the plan attached.
10. Any performance will be restricted to dancing and the removal of clothes. There will not be any other form of sexual activity or stimulation which, for the avoidance of doubt, includes

kissing.

11. Sex toys must not be used and penetration of the genital area by any means must not take place.
12. Dancer / performers shall re-dress at the conclusion of the performance.
13. Customers will not be permitted to throw money at the dancer / performers.
14. No customers shall be admitted to the premises or allowed to remain on the premises if they appear to be intoxicated or unruly.
15. No person shall take any photographs, videos or other similar recordings (including mobile phones and video streaming) of the authorised relevant entertainment.
16. Performers must never be alone in the company of a customer except in an area open to the public within the premises.
17. The licensee is to ensure a sufficient number of staff are employed ('floor supervisors') inside the premises whilst sexual entertainment is provided to supervise the performers and customers.
18. Performers must not perform a nude table dance unless in a supervised area or within five metres of a floor supervisor.
19. Performers are never to be in the company of a customer except in an area open to the public within the premises (excluding the toilets).
20. Notices must be clearly displayed on each table, each bar and at the entrance to the premises stating:
  - (1) there is no physical contact between customers and performers;
  - (2) a minimum distance of 300 millimetres must be maintained between performers and customers;
21. Performers must not:
  - (1) climb on furniture provided for patrons
  - (2) simulate sex acts
  - (3) remain in a state of undress once they have completed their act.
22. Performers shall at all times wear a non-transparent G-string or similar piece of clothing on the appropriate part of the body, and at no time will it reveal any part of their genitalia or anus.
23. The licensee must ensure that during the performance of a table dance:
  - (1) customers must be seated in an upright position against the back of the booth or seat with their hands by their sides before a dancer can start a table dance;
  - (2) customers must remain seated during the entire performance of the dance;
  - (3) for the purpose of restraint only, performers may only touch a customer above the customers chest with their hands only;
  - (4) performers must not sit or straddle the customer;
  - (5) performers must not place their feet on the seats.



24. The licensee must ensure that during performances to which this licence relates:

- (1) performers may not perform any act that clearly simulates any sexual act;
- (2) performers may not intentionally touch a customer any time during the performance unless absolutely accidentally or due to a third party;
- (3) performers may not use inappropriate, suggestive or sexually graphic language at any time;
- (4) performers must never intentionally touch the genitals or breasts of another dancer or to knowingly permit another dancer to intentionally touch their genitals or breast;
- (5) performers must not engage in communications that could be deemed as acts of prostitution or solicitation, even if the performer has no intention of carrying out the act;
- (6) performers only perform nude or semi-nude dancing (of any description) within areas specified by the Council.

25. The licensee must ensure that during performances to which the licence relates:

- (1) customers may not dance at any time except in areas specifically designated by the Council as being separate from areas for sexual entertainment;
- (2) customers must remain appropriately clothed at all times.

### External appearance

26. There will be a notice displayed inside each entrance or doorway to the premises, clearly visible on entering the premises, which states the following words and no others:

**STRICTLY NO ADMITTANCE TO PERSONS UNDER 18 YEARS OF AGE**

This premises operates a Challenge 25 policy.  
Persons who appear to be under the age of 25 will be required to show proof of age.

27. The external appearance of the premises must be approved by the Council in writing. Any change to the external appearance must be approved by the Council. The operator must advise of any change in writing including a drawing of the existing and proposed street elevation. This must be approved by the Council in writing before work is undertaken.
28. Access to the licensed area of the premises should be through a lobby area which is constructed in such a way that the inside of the licensed premises where relevant entertainment takes place is not visible to passing members of the public when the doors of the premises are opened.
29. Windows and opening to the premises, other than entrances, shall be obscured in a manner and with such material approved by the Council. Door entrances shall also be obscured by blinds or material approved by the Council so as to prevent any member of the public from seeing through to the premises whilst relevant entertainment is taking place.
30. External signage will only be illuminated, and moveable signs will only be displayed, during times that the premises is open and licensable activities are taking place.

### Advertising

31. Any unsolicited written, visual or auditory advertisement material, posters, signage or window display must not be of a sexually explicit or suggestive nature, will not contain

images or text of a sexually explicit, obscene or offensive nature, or be of a detriment to the amenity or character of the local vicinity, and must be approved by the Council in writing.

32. Staff employed or subcontracted by the premises will not verbally or otherwise promote, tout or advertise the premises, except by way of flyers. Staff employed or subcontracted by the premises will not direct potential customers to transport connected with the premises.
33. The distribution of flyers will only be permitted in such a way where it does not cause public offence. Therefore, the distribution of flyers is only permitted between the hours of 9.00pm and 12.30am. The licensee will remove any leaflets/flyers from the highway within a 100 metre radius of the premises by 5.00am. Flyers must not be distributed by and to persons under the age of 18 years.

### **Layout of the premises**

34. Access to ground floor premises may only be through two or more doors placed consecutively, so arranged that when a person enters or leaves the premises the interior of the premises is not recognisable to persons outside the premises. The first set of entry doors must be fitted with a device to provide for their automatic closure and such a device shall be maintained in good working order.
35. No access will be permitted through the premises to any other adjoining or adjacent premises except in the case of an emergency.
36. No alterations (including temporary alterations) will be made to the structure and installations on the premises, without the prior written consent of the Council. This condition will not require notice to be given in respect of routine maintenance works. Where there is any doubt the licensee should seek advice from the Council.
37. Where works necessitate the premises being closed for a long period of time, the premises shall not reopen for the purpose of the licence, until the licensee has been notified in writing by the Council of the satisfactory completion of the work.
38. All parts of the premises shall be well maintained and kept in a clean condition to the satisfaction of the Council.

### **Management of the premises**

39. Where the licensee is a body corporate, or an un-incorporated body, any change of director, company secretary or other person responsible for the management of the body will be notified in writing to the Council within 14 days of such change. Such details as the Council may require in respect of the change of personnel will be furnished within 14 days of a request in writing from the Council.
40. The licensee, or a responsible person nominated by him/her in writing for the purpose of managing the venue ("the manager") will have personal responsibility for and be present on the premises whilst relevant entertainment is being performed. Any such nomination will be produced on demand to an authorised officer of the Council or the police.

41. The licensee will ensure that any person nominated by him/her under the above:
  - a) has been provided with a copy of the conditions relating to the premises and is fully conversant with them; and
  - b) is in possession of a written nomination referred to about at all times when they are in charge of the premises.
42. Where the licensee, director, company secretary, or responsible person nominated for the purpose of managing the venue ("the manager"), is charged with, or convicted of, an offence, they must, as soon as practicable after the charge or conviction, inform the Council of the charge or conviction, giving details of the nature and date of the charge or conviction, and any conditions or sentence imposed.
43. The licensee will retain control over all parts of the premises and will not let, licence or part with possession of any part of the premises. The Council must be notified immediately in the event that any part of the premises affected by the termination of a lease or other event affecting the licensee's control of the premises.
44. The licensee will ensure that the public is not admitted to any part or parts of the premises that has not been approved by the Council.
45. No person under the age of 18 will be admitted to the premises.
46. The licensee will operate a Challenge 25 age verification policy. People who appear to be under the age of 25 will be required to show proof of ID prior to admittance. A notice to this effect, in accordance with condition 18 will be displayed on the premises.
47. The licence holder will not employ any person under the age of 18 in any capacity.
48. The licensee will comply with all statutory provisions and any regulations made hereunder.
49. The licensee will provide, for approval in writing of both the police and the licensing authority, a code of practice for the dancer / performers. This code must be given to all dancer / performers and displayed in staff areas. This code must be made available upon request to both the police and authorised officers.
50. The licensee will provide, for approval in writing of both the police and the licensing authority, a code of conduct for customers, this must be printed in a manner which is clear and easy to read during normal operation of the premises. This code must be prominently displayed at each entrance to the premises, at the entrance to any private dance areas and in suitable locations within the licensed premises, such locations to be agreed with the Council, such as at bars.
51. Price lists for both drinks and sexual entertainment will be clearly displayed at each entrance to the premises, at each bar and at each table.
52. Suitable and sufficient training will be provided to all staff including the nominated responsible person. The training will be recorded and the training records must be made available upon request to both the police and authorised officers.
53. The name of the person responsible for the management of the premises, whether the licensee or manager, shall be displayed in a conspicuous position within the premises throughout the period during which he/she is responsible for its conduct.

## Safety and security

54. A colour digital CCTV system will be maintained and operational at the premises at all times when licensable activities are being carried out and at any other times when member of the public are present on the premises.
55. The CCTV system will cover all areas of the premises occupied by the public under the terms of the licence, including corridors, stairways, each dance booth and VIP areas (excluding within toilets and changing rooms). The CCTV system will cover the main entrances and external areas of the premises occupied by the public, for example queuing areas, beer gardens, smoking areas and car parks.
56. The locations of CCTV cameras are identified on the site plan of the premises. No amendments to the locations of the cameras will be made without prior consultation with South Yorkshire Police and the Council.
57. The CCTV system will be of a satisfactory resolution quality which will enable the identification of persons and activities, and other fine details such as vehicle registration number plates.
58. Recorded CCTV images will be maintained and stored for a continuous period of 28 days. The CCTV equipment shall have constant time/date generation which must be checked on a daily basis for accuracy.
59. Where CCTV is recorded onto a hard drive system, any DVDs subsequently produced will be in a format so it can be played back on a standard DVD player.
60. The nominated person ("the manager") must be trained in the use of any such CCTV equipment and be able to produce CCTV images to the police or Licensing Authority.
61. CCTV footage will be controlled and kept in a secure environment to prevent tampering and unauthorised viewing.
62. The data controller, under the Data Protection Act 1998, who is responsible for any CCTV images captured on cameras on the premises will, on the lawful request of the police or an authorised officer of the Council, cause any required footage to be downloaded immediately, or where this is not possible, as soon as reasonably practicable, and supplied to the requesting officer. Where the CCTV images are not supplied at the time of the request being made the data controller will ensure that they are secured to prevent any overwriting.
63. A minimum of two Security Industry Authority registered door staff (numbers to be subject to police and licensing authority approval) will be present on the premises during the performance of relevant entertainment.
64. An incident log shall be kept at the premises, and made available on request to the Licensing Authority or the Police, which will record the following:
  - a) all crimes reported to the venue;
  - b) all ejections of patrons;
  - c) any complaints received;
  - d) any incidents of disorder;
  - e) seizures of drugs or offensive weapons;

- f) any faults in the CCTV system or searching equipment or scanning equipment;
  - g) any refusal of the sale of alcohol;
  - h) any visit by a relevant authority or emergency service;
  - i) any breach of licence conditions reported by a Performer
65. The licensee will ensure that a fire safety risk assessment is carried out in connection with the premises, and is retained on the premises at all times and available for inspection by an authorised officer or a member of the Fire Authority.
66. The licensee will maintain good order in the premises at all times, and ensure that persons entering or leaving the licensed premises conduct themselves in an orderly manner and do not in any way cause annoyance to residents in the vicinity and persons passing by.

**Worker welfare (see Appendix A for interpretation of the term “worker”)**

67. Dancer / performers will be aged 18 years or over.
68. Before a dancer / performer is permitted to work on the premises the licensee will ensure that the dancer / performer:
- a) has not been convicted of theft, drug offences, sexual offences, violent offences, or prostitution
  - b) has the right to work in the UK

The licensee will keep records of the checks, including copies of any documentation such as a basic disclosure, passport, visa, driving licence or national insurance number provided by the dancer / performer.

69. All premises that provide relevant entertainment will provide dancer / performers with copies of the following documents:
- a) A copy of the conditions attached to the Sex Establishment Licence;
  - b) Details of any other conditions applied by management of the premises;
  - c) A copy of the code of practice for dancer / performers;
  - d) A copy of the code of conduct for customers;
  - e) Workers' welfare policy including clear guidance as to the process for workers to report any concerns anonymously to the manager of the venue, and/or the Licensing Authority (a 'whistleblowing policy').
  - f) Price lists for drinks and sexual entertainment.

The licensee must ensure that a record is kept of the provision of these documents, and that the record is signed and dated by the dancer / performer.

70. Dancer / performers will be provided with separate secure dressing rooms, facilities to secure valuables and proper sanitation facilities. No person other than performers and authorised staff will be allowed in or near the dressing rooms, therefore safe and controlled access will be maintained at all times. The documents detailed in condition 69 will be displayed in the dressing rooms.
71. There will be at least one female member of staff authorised to be responsible for the safety and welfare of the dancer / performers. This staff member must be on the premises at all times when licensable activities are taking place.
72. All booths and VIP areas used for private dances must be visible to supervision and must

not have closing doors, or curtains.

73. All booths and VIP areas used for private dances must be directly supervised by either a SIA registered door supervisor, or a member of staff who has direct contact with a SIA registered door supervisor working on the premises at all times the booths/areas are in use. Direct supervision does not include remote supervision by CCTV.
74. Dancer / performers will only be present in the licensed area in a state of nudity when they are performing on stage or providing a private dance.
75. Any person on the premises who can be observed from outside the premises will be properly and decently dressed.
76. The practice of fining is prohibited.
77. Customers and staff must not be allowed to interact while using the smoking area, and where possible a separate smoking area should be provided for staff. Dancer / performers must be covered up at all times with knee length robes or coats whilst using the smoking areas.
78. Throughout the lap or table dance customers will remain seated and fully clothed, with their hands clearly visible, either resting on the arms of the chair/sofa or on the seat cushion, or customers must be asked to sit on their hands.
79. If a dancer / performer is invited to have a drink with a customer, the dancer / performer will remain fully clothed during this period. Dancers / performers will not be paid commission on the sale of beverages.
80. On leaving the premises dancers / performers will be escorted to their transport by a SIA registered door supervisor.
81. Individual records shall be kept at the premises of the real names, stage names and addresses of all dancers / performers working at the premises. The record will include either a copy of their birth certificate, current passport, EU driving licence or national identity card and shall be made immediately available for inspection by the Police and/or the Licensing Authority upon request.
82. The licence holder must not for any reason discriminate against current or prospective workers. This will include age, race, physical ability or affiliation with any organisation.

### **Vessels, vehicles and stalls**

83. In the case of licensed premises that are a vessel, vehicle or stall, the licensee shall not move the vessel, vehicle or stall from the location specified in the licence unless 28 days written notice is given to the Council of such intended removal. The Council may require the licensee to lodge such written application as it may deem appropriate and pay such a fee as it may deem reasonable in respect of such application.
84. The requirements of condition 83 will not apply to a vessel, vehicle or stall habitually operating from a fixed location, which is regularly moved, whether under its own propulsion or otherwise, from another place for storage purposes. This place must be specified in the licence and must not be used for the purposes for which the licence is granted and any other location than that specified in the licence.

85. Vehicles must not be used for personal solicitation, touting or advertising.

**Variation of conditions**

86. The Council may, at the time of grant or renewal of the licence, waive, modify or vary these conditions or impose additional conditions as appropriate.
87. The licensee may apply to the Council to vary any of the terms of the licence.
88. Applications to vary conditions of the licence must be advertised by the licensee in the same manner as the application for the grant, renewal or transfer of the licence.

## **Standard Conditions**

### **Sex Cinemas**

#### **General**

1. Unless stated otherwise, the licence hereby granted will remain in force for one year from the date on the licence, after which it will cease to be in effect unless an application for renewal is submitted in the manner prescribed by the Council.
2. The licence may be revoked by the Council if at any time the holder is convicted of an offence of using the licensed premises, or other premises for which a similar licence has been granted, other than in accordance with the terms, conditions or restrictions of the licence or is convicted of any offence under any enactment defined in paragraph 1 of Schedule 3 to the Local Government (Miscellaneous Provisions) Act 1982 as amended.
3. In the event of a conflict between these conditions and any special conditions contained in a licence relating to a sex establishment the special conditions shall prevail.
4. The name of the premises must be approved by the Council in writing. Any change to the name of the premises must be approved by the Council in writing.

#### **Exhibition of the licence**

5. The licence or a certified copy shall be prominently displayed at all times so as to be readily and easily seen by all persons using the premises and all authorised officers. A copy of the conditions attached to the licence shall be kept on the premises and be available for inspection by an authorised officer of the Council.

#### **Hours of opening**

6. Except with the written consent of the Council, the premises will only open to the public during the hours specified in the licence.

#### **Conduct of the premises**

7. The premises will be conducted primarily for the purpose of the exhibition of films.
8. The licensee, or any other person concerned in the conduct or management of the premises, will only obtain custom by means of personal solicitation or touting from the premises in such a way that it does not cause concern to the public or the licensing authority. All literature used will not contain images or text of a sexually explicit, obscene or offensive nature.
9. No part of the premises will be used by prostitutes.

#### **External appearance**

10. There will be a notice displayed inside each entrance or doorway to the premises, clearly visible on entering the premises, which states the following words and no others:



|   |
|---|
| <b>STRICTLY NO ADMITTANCE TO PERSONS UNDER 18 YEARS OF AGE</b>  |
| <p>This premises operates a Challenge 25 policy.<br/> Persons who appear to be under the age of 25 will be required to show proof of age.</p> |

11. The external appearance of the premises must be approved by the Council in writing. Any change to the external appearance must be approved by the Council. The operator must advise of any change in writing including a drawing of the existing and proposed street elevation. This must be approved by the Council before work is undertaken.
12. The frontage of the licensed premises will be of such a nature that the inside of the licensed premises are not visible and the contents of the licensed premises should not be visible when the doors of the licensed premises is open.
13. There will be no illuminated or protruding signs fixed to the premises and no signs placed outside the premises.

### **Advertising**

14. Any unsolicited written, visual or auditory advertisement material, posters, signage or window display must not be of a sexually explicit or suggestive nature, will not contain images or text of a sexually explicit, obscene or offensive nature, or be of a detriment to the amenity or character of the local vicinity, and must be approved by the Council in writing.
15. The distribution of flyers will only be permitted in such a way where it does not cause public offence. Flyers must not be distributed by and to persons under the age of 18 years.

### **Layout of the premises**

16. Access to ground floor premises may only be through two or more doors placed consecutively, so arranged that when a person enters or leaves the premises the interior of the premises is not recognisable to persons outside the premises. The first set of entry doors must be fitted with a device to provide for their automatic closure and such a device shall be maintained in good working order.
17. No access will be permitted through the premises to any other adjoining or adjacent premises except in the case of an emergency.
18. No alterations (including temporary alterations) will be made to the structure and installations on the premises, without the prior written consent of the Council. This condition will not require notice to be given in respect of routine maintenance works. Where there is any doubt the licensee should seek advice from the Council.

### **Management of the premises**

24. Where the licensee is a body corporate, or an un-incorporated body, any change of director, company secretary or other person responsible for the management of the body will be notified in writing to the Council within 14 days of such change. Such details as the Council may require in respect of the change of personnel will be furnished within 14 days of a request in writing from the Council.

25. The licensee, or a responsible person nominated by him/her in writing for the purpose of managing the venue ("the manager") will have personal responsibility for and be present on the premises whilst the premises are open to the public. Any such nomination will be produced on demand to an authorised officer of the Council or the police.
26. The licensee will ensure that any person nominated by him/her under the above:
  - a) has been provided with a copy of the conditions relating to the premises and is fully conversant with them; and
  - b) is in possession of a written nomination referred to about at all times when they are in charge of the premises.
27. Where the licensee, director, company secretary, or responsible person nominated for the purpose of managing the venue ("the manager"), is convicted of an offence, they must, as soon as practicable after the conviction, inform the Council of the conviction giving details of the nature and date of the conviction, and any sentence imposed.
28. The licensee will retain control over all parts of the premises and will not let, licence or part with possession of any part of the premises. The Council must be notified immediately in the event that any part of the premises affected by the termination of a lease or other event affecting the licensee's control of the premises.
29. The licensee will ensure that the public is not admitted to any part or parts of the premises that has not been approved by the Council.
30. The holder of the licence will keep a record of all workers who are asked to work on the premises which will include their full name, date of birth, current and previous address and any convictions recorded against that person (subject to the Rehabilitation of Offenders Act 1984).
31. An authorised and certified copy of the full personal record or a record of an individual will be produced on demand to an authorised officer of the Council or the police.
32. No person under the age of 18 will be admitted to the premises.
33. The licensee will operate a Challenge 25 age verification policy. People who appear to be under the age of 25 will be required to show proof of ID prior to admittance. A notice to this effect, in accordance with condition 18 will be displayed on the premises.
34. The licence holder will not employ any person under the age of 18 in any capacity.
35. The licence holder must notify the Council immediately should there be any changes to the management or operation of the premises.

### **Safety and security**

36. A colour digital CCTV system will be maintained and operational at the premises at all times when licensable activities are being carried out and at any other times when member of the public are present on the premises.
37. The CCTV system will cover all areas of the premises occupied by the public under the terms of the licence, including corridors and stairways. The CCTV system will cover the main entrances and external areas of the premises occupied by the public, for example queuing areas, smoking areas and car parks.

38. The locations of CCTV cameras are identified on the site plan of the premises. No amendments to the locations of the cameras will be made without prior consultation with South Yorkshire Police and the Council.
39. The CCTV system will be of a satisfactory resolution quality which will enable the identification of persons and activities, and other fine details such as vehicle registration number plates.
40. Recorded CCTV images will be maintained and stored for a continuous period of 28 days. The CCTV equipment shall have constant time/date generation which must be checked on a daily basis for accuracy.
41. Where CCTV is recorded onto a hard drive system, any DVDs subsequently produced will be in a format so it can be played back on a standard DVD player.
42. The nominated person ("the manager") must be trained in the use of any such CCTV equipment and be able to produce CCTV images to the police or Licensing Authority.
43. CCTV footage will be controlled and kept in a secure environment to prevent tampering and unauthorised viewing.
44. The data controller, under the Data Protection Act 1998, who is responsible for any CCTV images captured on cameras on the premises will, on the lawful request of the police or an authorised officer of the Council, cause any required footage to be downloaded immediately, or where this is not possible, as soon as reasonably practicable, and supplied to the requesting officer. Where the CCTV images are not supplied at the time of the request being made the data controller will ensure that they are secured to prevent any overwriting.
45. Regular checks will be carried out in the auditorium(s) when screenings are taking place.
46. A refusals/incident/accident register will be maintained and shall record all refusals relating to alcohol, access to the premises and all incidents or accidents.
47. The licensee will ensure that a fire safety risk assessment is carried out in connection with the premises, and is retained on the premises at all times and available for inspection by an authorised officer or a member of the Fire Authority.
48. The licensee will maintain good order in the premises at all times, and ensure that persons entering or leaving the licensed premises conduct themselves in an orderly manner and do not in any way cause annoyance to residents in the vicinity and persons passing by.

### **Vessels, vehicles and stalls**

49. In the case of licensed premises that are a vessel, vehicle or stall, the licensee shall not move the vessel, vehicle or stall from the location specified in the licence unless 28 days written notice is given to the Council of such intended removal. The Council may require the licensee to lodge such written application as it may deem appropriate and pay such a fee as it may deem reasonable in respect of such application.
50. The requirements of condition 48 will not apply to a vessel, vehicle or stall habitually operating from a fixed location, which is regularly moved, whether under its own propulsion or otherwise, from another place for storage purposes. This place must be specified in the licence and must not be used for the purposes for which the licence is granted and any other location than that specified in the licence.

51. Vehicles must not be used for personal solicitation, touting or advertising.

**Variation of conditions**

52. The Council may, at the time of grant or renewal of the licence, waive, modify or vary these conditions or impose additional conditions as appropriate.
53. The licensee may apply to the Council to vary any of the terms of the licence.
54. Applications to vary conditions of the licence must be advertised by the licensee in the same manner as the application for the grant, renewal or transfer of the licence.

## Standard Conditions

### **Sex Shops**

#### **General**

1. Unless stated otherwise, the licence hereby granted will remain in force for one year from the date on the licence, after which it will cease to be in effect unless an application for renewal is submitted in the manner prescribed by the Council.
2. The licence may be revoked by the Council if at any time the holder is convicted of an offence of using the licensed premises, or other premises for which a similar licence has been granted, other than in accordance with the terms, conditions or restrictions of the licence or is convicted of any offence under any enactment defined in paragraph 1 of Schedule 3 to the Local Government (Miscellaneous Provisions) Act 1982 as amended.
3. In the event of a conflict between these conditions and any special conditions contained in a licence relating to a sex establishment the special conditions shall prevail.
4. The name of the premises must be approved by the Council in writing. Any change to the name of the premises must be approved by the Council in writing.

#### **Exhibition of the licence**

5. The licence or a certified copy shall be prominently displayed at all times so as to be readily and easily seen by all persons using the premises and all authorised officers. A copy of the conditions attached to the licence shall be kept on the premises and be available for inspection by an authorised officer of the Council.

#### **Hours of opening**

6. Except with the written consent of the Council, the premises will only open to the public during the following hours:

|           |               |          |               |
|-----------|---------------|----------|---------------|
| Monday    | 09:00 – 20:00 | Friday   | 09:00 – 20:00 |
| Tuesday   | 09:00 – 20:00 | Saturday | 09:00 – 20:00 |
| Wednesday | 09:00 – 20:00 | Sunday   | 12:00 – 20:00 |
| Thursday  | 09:00 – 20:00 |          |               |

#### **Conduct of the premises**

7. The premises will be conducted primarily for the purpose of the sale or hire of goods by retail.
8. The licensee, or any other person concerned in the conduct or management of the premises, will only obtain custom by means of personal solicitation or touting from the premises in such a way that it does not cause concern to the public or the licensing authority. All literature used will not contain images or text of a sexually explicit, obscene or offensive nature.

9. No part of the premises will be used by prostitutes.
10. All sex articles or other items displayed for sale, hire, exchange or loan within the premises will be clearly marked to show the price being charged.
11. All printed material offered for sale, hire, exchange or loan will be available for inspection prior to purchase and a notice to this effect will be displayed in a conspicuous position within the premises.
12. No film, DVD or video recording (or computer game) will be exhibited, sold or supplied unless it has been passed by the British Board of Film Classification and bears a certificate to that effect.
13. No moving picture will be provided on display at the licensed premises unless it is that of advertising videos on a loop system or allowing a prospective purchaser a short preview of films upon request, being no longer than 3 minutes in length.
14. Items offered for sale, hire, exchange or used in any promotion/advertising must not contravene any current legislation i.e. Section 12 Video Recordings Act 1984 (as amended).

### External appearance

15. There will be a notice displayed inside each entrance or doorway to the premises, clearly visible on entering the premises, which states the following words and no others:

**STRICTLY NO ADMITTANCE TO PERSONS UNDER 18 YEARS OF AGE**

This premises operates a Challenge 25 policy.  
Persons who appear to be under the age of 25 will be required to show proof of age.

16. The external appearance of the premises must be approved by the Council in writing. Any change to the external appearance must be approved by the Council. The operator must advise of any change in writing including a drawing of the existing and proposed street elevation. This must be approved by the Council in writing before work is undertaken.
17. The frontage of the licensed premises will be of such a nature that the inside of the licensed premises are not visible and the contents of the licensed premises should not be visible when the doors of the licensed premises is open.
18. There will be no illuminated or protruding signs fixed to the premises and no signs placed outside the premises on the public highway.

### Advertising

19. Any unsolicited written, visual or auditory advertisement material, posters, signage or window display must not be of a sexually explicit or suggestive nature, will not contain images or text of a sexually explicit, obscene or offensive nature, or be of a detriment to the amenity or character of the local vicinity, and must be approved by the Council in writing.
20. The distribution of flyers will only be permitted in such a way where it does not cause public offence. Flyers must not be distributed by and to persons under the age of 18 years.

### **Layout of the premises**

21. Access to ground floor premises may only be through two or more doors placed consecutively, so arranged that when a person enters or leaves the premises the interior of the premises is not recognisable to persons outside the premises. The first set of entry doors must be fitted with a device to provide for their automatic closure and such a device shall be maintained in good working order.
22. No access will be permitted through the premises to any other adjoining or adjacent premises except in the case of an emergency.
23. No alterations (including temporary alterations) will be made to the structure and installations on the premises, without the prior written consent of the Council. This condition will not require notice to be given in respect of routine maintenance works. Where there is any doubt the licensee should seek advice from the Council.

### **Management of the premises**

24. Where the licensee is a body corporate, or an un-incorporated body, any change of director, company secretary or other person responsible for the management of the body will be notified in writing to the Council within 14 days of such change. Such details as the Council may require in respect of the change of personnel will be furnished within 14 days of a request in writing from the Council.
25. The licensee, or a responsible person nominated by him/her in writing for the purpose of managing the venue ("the manager") will have personal responsibility for and be present on the premises whilst the premises are open to the public. Any such nomination will be produced on demand to an authorised officer of the Council or the police.
26. The licensee will ensure that any person nominated by him/her under the above:
  - a) has been provided with a copy of the conditions relating to the premises and is fully conversant with them; and
  - b) is in possession of a written nomination referred to about at all times when they are in charge of the premises.
27. Where the licensee, director, company secretary, or responsible person nominated for the purpose of managing the venue ("the manager"), is convicted of an offence, they must, as soon as practicable after the conviction, inform the Council of the conviction giving details of the nature and date of the conviction, and any sentence imposed.
28. The licensee will retain control over all parts of the premises and will not let, licence or part with possession of any part of the premises. The Council must be notified immediately in the event that any part of the premises affected by the termination of a lease or other event affecting the licensee's control of the premises.
29. The licensee will ensure that the public is not admitted to any part or parts of the premises that has not been approved by the Council.
30. The holder of the licence will keep a record of all workers who are asked to work on the premises which will include their full name, date of birth, current and previous address and any convictions recorded against that person (subject to the Rehabilitation of Offenders Act 1984).

31. An authorised and certified copy of the full personal record or a record of an individual will be produced on demand to an authorised officer of the Council or the police.
32. No person under the age of 18 will be admitted to the premises.
33. The licensee will operate a Challenge 25 age verification policy. People who appear to be under the age of 25 will be required to show proof of ID prior to admittance. A notice to this effect, in accordance with condition 18 will be displayed on the premises.
34. The licence holder will not employ any person under the age of 18 in any capacity.

### **Vessels, vehicles and stalls**

35. In the case of licensed premises that are a vessel, vehicle or stall, the licensee shall not move the vessel, vehicle or stall from the location specified in the licence unless 28 days written notice is given to the Council of such intended removal. The Council may require the licensee to lodge such written application as it may deem appropriate and pay such a fee as it may deem reasonable in respect of such application.
36. The requirements of condition 35 will not apply to a vessel, vehicle or stall habitually operating from a fixed location, which is regularly moved, whether under its own propulsion or otherwise, from another place for storage purposes. This place must be specified in the licence and must not be used for the purposes for which the licence is granted and any other location than that specified in the licence.
37. Vehicles must not be used for personal solicitation, touting or advertising.

### **Variation of conditions**

38. The Council may, at the time of grant or renewal of the licence, waive, modify or vary these conditions or impose additional conditions as appropriate.
39. The licensee may apply to the Council to vary any of the terms of the licence.
40. Applications to vary conditions of the licence must be advertised by the licensee in the same manner as the application for the grant, renewal or transfer of the licence.



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

|  |  |
|--|--|
| <p><b>Under the Equality Act 2010 Protected characteristics</b> are Age, Disability, Sex, Gender Reassignment, Race, Religion or Belief, Sexual Orientation, Civil Partnerships and Marriage, Pregnancy and Maternity. Page 6 of guidance. Other areas to note see guidance appendix 1.</p>  |  |
| <p><b>Name of policy, service or function. If a policy, list any associated policies:</b></p>  | <p>Sex Establishments Licensing Policy</p>                             |
| <p><b>Name of service and Directorate</b></p>  | <p>Community Safety and Street Scene, Regeneration and Environment</p> |
| <p><b>Lead manager</b></p>   | <p>Tom Smith</p>   |
| <p><b>Date of Equality Analysis (EA)</b></p>   | <p>February to May 2019</p>  |
| <p><b>Names of those involved in the EA (Should include at least two other people)</b></p>   | <p>Tom Smith, Lewis Coates</p>   |
| <p><b>Aim/Scope</b> (who the Policy /Service affects and intended outcomes if known)</p> <p>Any sex shop or sex cinema located within the Borough of Rotherham requires a licence from the Council issued under Schedule 3 of the Local Government (Miscellaneous Provisions) Act 1982 ('the 1982 Act'). Such premises are referred to in the 1982 Act as 'sex establishments'.</p> <p>At the present time, all premises in Rotherham that provide lap dancing or similar activity require a premises licence issued under the Licensing Act 2003 rather than being licensed as 'sex establishments'.</p> <p>Although the Licensing Act 2003 provides local authorities with the ability to regulate establishments where lap dancing or similar entertainment takes place, this legislation did not give communities sufficient powers to control where lap dancing clubs and the like, were established. Similarly, Councils were not provided with sufficient powers in relation to the regulation of such premises, such as the requirement for sex establishments to apply for an annual licence with appropriate conditions being attached.</p> <p>The Policing and Crime Act 2009 came into effect in April 2010 and reclassified lap dancing clubs and similar as 'sexual entertainment venues', adding these to the category of 'sex establishment' within the 1982 Act. These provisions allow local authorities to consider and determine applications on potentially wider grounds than is permitted under the Licensing Act 2003, and allows local people a greater say over the regulation of sex establishments in their area.</p> <p>Importantly, the amendments to the 1982 Act allows local authorities to set a policy in relation to the licensing of sex establishments that sets out the Council's approach to the licensing of these premises, including the setting of conditions, restrictions on locations and limits on the number and type of sex establishments within the area.</p> <p>However, the amendments to the 1982 Act only apply where they are adopted by local authorities.</p> |  |

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This Equality Impact Assessment (EIA) seeks to address any identified equality and diversity issues of the adoption of Schedule 3 of the 1982 Act, and of the adoption of a Sex Establishments Licensing Policy by Cabinet in May 2019.

The adoption of the Policy will affect two existing Sex Establishments (one Sex Shop and one Sexual Entertainment Venue) in Rotherham.

The Policy will allow the Local Authority to better regulate Sex Establishments, taking account of the views of residents, including the appropriate number and localities for such establishments and the establishment of welfare conditions for those working within such establishments.

It will ensure that the Local Authority takes account of its Public Sector Equality duty in licensing such establishments.

**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?**

A full public consultation on adoption of schedule 3 of the 1982 Act and a proposed Sex Establishments Policy was undertaken between 19th December 2018 and 20th February 2019. Responses were received from a broad cross-section of stakeholders.

422 responses were received in total. Two-thirds (68%) of respondents were residents of the Borough (289 respondents), with the remainder being: individuals living outside of the Borough (86 respondents), business owners (15 respondents), workers in the industry (7 respondents), Religious organisations (8 respondents), Charitable groups (7 respondents), and Women's groups (16 respondents).

It should be noted that, whilst many people and groups object to Sex Establishments on moral grounds, Home Office Statutory Guidance (based on case law) is clear that objections to Sex Establishments on these grounds should not be considered by Local Authorities. Any Policy set must therefore be on the basis of the appropriateness in terms of the number of such establishments in a particular locality, the appropriateness in terms of the character of the locality, or the use to which any premises in the vicinity are put. In any given area, the Local Authority can decide that nil is the appropriate number of premises based on impact on the character or amenity of a local area.

The consultation was therefore constructed to elicit responses related to these issues of impact on the character and amenity of local areas, rather than on moral issues.

In assessing the impact of the Policy (and Sex Establishments more generally) on the Borough, the Council has also taken account of its own corporate strategies and priorities as represented by Rotherham's Council Plan, Children and Young People's Plan, the Rotherham Safeguarding Adults Board Strategy and the Safer Rother Partnership Plan.

The Council has also considered its proposed Sex Establishment Licensing Policy in the context of its Public Sector Equality Duty as set out in the Equality Act 2010.

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|  |  |
|--|--|
| <b>Engagement undertaken with customers. (date and group(s) consulted and key findings)</b> See page 7 of guidance step 3                                    | Engagement undertaken as part of the above consultation. |
| <b>Engagement undertaken with staff about the implications on service users (date and group(s) consulted and key findings)</b> See page 7 of guidance step 3 | Engagement undertaken as part of the above consultation. |

**The Analysis**

**How do you think the Policy/Service meets the needs of different communities and groups?** Protected characteristics of Age, Disability, Sex, Gender Reassignment, Race, Religion or Belief, Sexual Orientation, 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. This list is not exhaustive - see guidance appendix 1 **and** page 8 of guidance step 4

The proposed Sex Establishments Licensing Policy clearly sets out how public consultation has been taken account of in setting Policy. There is clear and unequivocal public support for the regulation of Sex Establishments and for the setting of a Policy that ensures Sex Establishments can only operate in places where they will not impact on the amenity or character of the locality.

It is the Council's belief that Sexual Entertainment Venues are not in-keeping with a culturally rich and diverse Borough. In particular Sexual Entertainment Venues tend not to be inclusive, appeal only to a narrow sector of the community (generally male) and are unlikely to enhance the cultural or child friendly reputation of the Borough.

The council has had due regard to the need to advance equality of opportunity between men and women, under its Public Sector Equality Duty. It considers that the presence of Sexual Entertainment Venues in any locality of Rotherham will not advance the equality of opportunity of women workers or residents. It is considered that Sexual Entertainment Venues lead to the sexual objectification of women and therefore are not in-keeping with the principles of Equality.

Feedback has also been received that Sexual Entertainment Venues in particular impact on their local vicinity, in terms of the use of such areas by women in particular. Examples of harassment of women in public spaces in the vicinity of sexual entertainment venues have been reported.

From recent inspections of Sexual Entertainment Venues there is evidence that working practices, such as fining, or a lack of management of activities, could be leading to an exploitation of workers. For example, there is evidence that workers will, if not managed effectively, go beyond the licensed conditions in place, in order to make more money from customers. Feedback from the consultation, from women's groups, and from a small

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number of women who used to work in the industry, adds further weight to these arguments.

It should be noted that, by and large, responses from women currently working in the industry, and from the industry itself, did not however reflect this position.

A number of respondents reflected that the regulation of such establishments could impact negatively on workers financially, as they would not be able to find alternative work at equivalent rates of pay. Support for workers who are affected in this way is being considered.

There is less evidence that there are any specific equality issues associated with Sex Shops.

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

See page 8 of guidance step 4 and 5

**Does your Policy/Service present any problems or barriers to communities or Group?** Identify by protected characteristics **Does the Service/Policy provide any improvements/remove barriers?** Identify by protected characteristics

The Council's proposed Sex Establishment Licensing Policy, identifies defined areas that would not be appropriate locations for sex establishments, or would not fit in with the character of such areas. For this reason the proposed policy is deemed likely to have a positive impact upon local communities, younger people and children, and faith groups.

In terms of gender, the proposed policy is likely to have a positive impact by helping to protect women living or working in or visiting the vicinity of sex establishments by diminishing the impact that sexual entertainment venues (SEVs) are permitted to have on their surroundings, e.g. through limiting their numbers and controlling the external appearance, advertising and solicitation associated with such premises.

It should be noted again, that any decision to refuse a licence application cannot be made on moral grounds or that the establishment may cause offence. The Policy has therefore taken account of this principle when seeking to address concerns raised by different communities or groups.

The proposed Policy will therefore deliver a positive benefit to different communities and groups.

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

It is assessed that the proposed policy could have positive implications for community relations, in that it will restrict sex establishments to those areas where it is deemed there would be no negative impact on the character or amenity of particular communities.

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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** - See page 9 of guidance step 6 and 7

**Time Period .....**

Manager: Tom Smith    Service Area: Community Safety and Street Scene    Tel: 01709 822902

**Title of Equality Analysis:**

If the analysis is done at the right time, i.e. early before decisions are made, changes should be built in before the policy or change is signed off. This will remove the need for remedial actions. Where this is achieved, the only action required will be to monitor the impact of the policy/service/change on communities or groups according to their protected characteristic.

List all the Actions and Equality Targets identified

| Action/Target  |               | State Protected Characteristics as listed below | Target date (MM/YY) |
|--|---------------|---|---------------------|
| To monitor the impact of the Policy on communities and groups with protected characteristics and include any actions at the point of periodic review of the Policy |               | A, D, S, GR, RE, RoB, SO, PM, CPM, C            | Ongoing             |
|  |               |   |                     |
|  |               |   |                     |
|  |               |   |                     |
|  |               |   |                     |
|  |               |   |                     |
| Name Of Director who approved Plan   | Paul Woodcock | Date 20 <sup>th</sup> May 2019                  |                     |

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

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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<br>equality analysis | Key findings | Future actions |
|--------------------------------|--------------|----------------|
|--------------------------------|--------------|----------------|

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| Completed<br>equality analysis  | Key findings   | Future actions  |
|---|--|---|
| <p>Directorate: Regeneration and Environment</p> <p>Function, policy or proposal name: Sex Establishments Licensing Policy</p> <p>Function or policy status: New (new, changing or existing)</p> <p>Name of lead officer completing the assessment:</p> <p>Tom Smith</p> <p>Date of assessment: 9<sup>th</sup> May 2019</p> | <p>It is found that the Council's proposed Sex Establishment Licensing Policy will have positive effect in dealing with Equality related impacts from such establishments.</p> <p>The Policy defines areas that would not be appropriate locations for sex establishments, or would not fit in with the character of such areas and for this reason the proposed policy is deemed likely to have a positive impact upon local communities, younger people and children, and faith groups.</p> <p>In terms of gender, the proposed policy is likely to have a positive impact by helping to protect women living or working in or visiting the vicinity of sex establishments by diminishing the impact that sexual entertainment venues (SEVs) are permitted to have on their surroundings, e.g. through limiting their numbers and controlling the external appearance, advertising and solicitation associated with such premises.</p> | <p>To monitor the impact of the Policy on communities and groups with protected characteristics and include any actions at the point of periodic review of the Policy</p> |



**Committee Name and Date of Committee Meeting**

Cabinet – 10 June 2019

**Report Title**

Proposal for a Public Space Protection Order in the Fitzwilliam Road area.

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

No, but it has been included on the Forward Plan

**Strategic Director Approving Submission of the Report**

Paul Woodcock, Strategic Director of Regeneration and Environment

**Report Author(s)**

Sam Barstow, Head of Community Safety, Resilience and Emergency Planning  
Sam.barstow@rotherham.gov.uk

**Ward(s) Affected**

Rotherham East

**Report Summary**

Following the decision by Cabinet on the 18<sup>th</sup> March 2019, the Council launched a targeted consultation in relation to a proposed Public Space Protection Order for the Fitzwilliam Road area. The draft order published proposed a range of conditions as detailed within the body of the report.

This report details the process and summarises the responses received during the consultation. It makes recommendations based upon the views expressed.

**Recommendations**

1. That approval be given to the implementation of a Public Space Protection Order on the boundaries as shown as draft in Appendix 1, for the maximum three year period.
2. That the specific conditions recommended in section 7 and captured within the draft Order at Appendix 1 be approved and adopted.
3. That the action to pilot a 'Tidy Garden Scheme' in relation to waste in gardens be noted.

**List of Appendices Included**

Appendix 1 Draft Order  
Appendix 2 Consultation Analysis  
Appendix 3 Equality Impact Assessment

**Background Papers**

None

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

Overview and Scrutiny Management Board – 05 June 2019

**Council Approval Required**

No

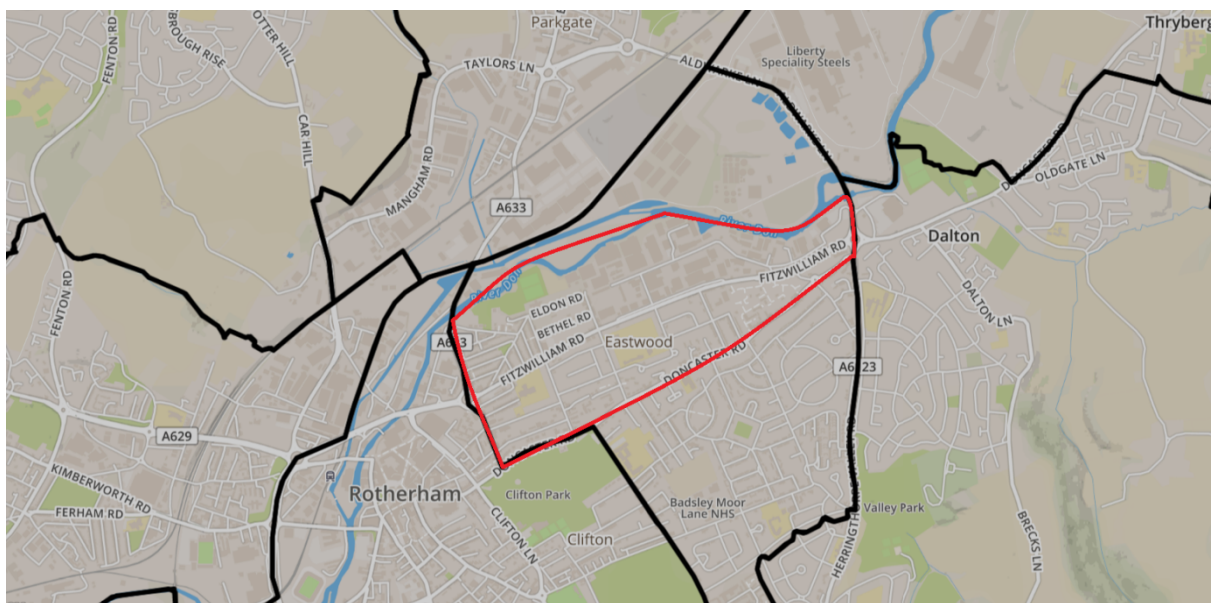
**Exempt from the Press and Public**

No

## Proposal for a Public Space Protection Order in the Fitzwilliam Road area.

### 4. Background

- 4.1 Powers introduced by the Anti-Social Behaviour, Crime and Policing Act 2014 created the provision for local authorities to implement Public Space Protection Orders (PSPOs). These orders are designed to address anti-social behaviour in local areas and are therefore adaptable to meet local need. They allow prohibitions or requirements to be made at a local level, in response to complaints from a range of sources, including the public, business and local Councillors. The breach of a prohibition or requirement, contained within a PSPO, becomes a criminal offence and offenders are then liable to a Fixed Penalty Notice or prosecution through the Magistrates court.
- 4.2 On the 18<sup>th</sup> March Cabinet considered a detailed report in relation to a proposal to consult on a draft Public Space Protection Order for the Fitzwilliam Road area of Rotherham. The area proposed is outlined in red below:



- 4.3 In order to make a decision to progress to consultation, the Council was required to be satisfied, on reasonable grounds, that the activity or behaviour concerned, that is being carried out, or is likely to be carried out, in a public space:
- has had, or is likely to have, a detrimental effect on the quality of life of those in the locality;
  - is, or is likely to be, persistent or continuing in nature;
  - is, or is likely to be, unreasonable; and
  - justifies the restrictions imposed.

- 4.4 The consultation process is a legal requirement within the ASB, Crime and Policing Act 2014<sup>1</sup> and is supported by Statutory Guidance<sup>2</sup>. The guidance requires that consultation is specifically undertaken with the Chief Officer of Police and the Office of the Police and Crime Commissioner. It also requires the Council consult with whatever community representatives they think appropriate and strongly recommends open and public consultation. All of these requirements and recommendations have been met.

## 5. Consultation Process

- 5.1 In order to consult the Council specifically targeted local residents, community groups, businesses and partner agencies working in the area. In relation to partners, the consultation included the following;

- Chief Officer of Police
- Police and Crime Commissioner
- South Yorkshire Fire and Rescue
- Rotherfed
- Rotherham Ethnic Minority Alliance
- Clifton Learning Partnership

- 5.2 The Council utilised various networks including: Landlord networks through Selective Licensing, Neighbourhood Teams, the Safer Rotherham Partnership and those aligned to Controlling Migration Funding. All organisations received an email outlining the proposal and methods of responding to the consultation.

- 5.3 The consultation was supported by traditional paper-based surveys, an online survey, and a number of engagement events which are detailed below. Given that a high proportion of the community is understood to be Slovak speakers, the paper forms were also made available in Slovak. A leaflet and poster was developed and made available in local community venues and businesses. Social media posts were also shared regularly throughout the period.

- 5.4 In order to support engagement with local residents, the Council attended more than 20 events and engagement activities, which were advertised through leaflets in the community with delivery supported by partner agencies, Councillors and local 'Street Champion' volunteers. They included:

- Clifton Learning Partnership Community Café;
- Chat and Play;
- Eastwood Primary Breakfast Club/Coffee mornings;
- Neighbourhood Watch
- Specific drop-in events at community locations, including Clifton Learning Partnership and Unity Centre;
- Door to door engagement of local businesses by Council officers;

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<sup>1</sup> Anti-Social Behaviour Crime and Policing Act 2014 -

<http://www.legislation.gov.uk/ukpga/2014/12/contents/enacted>

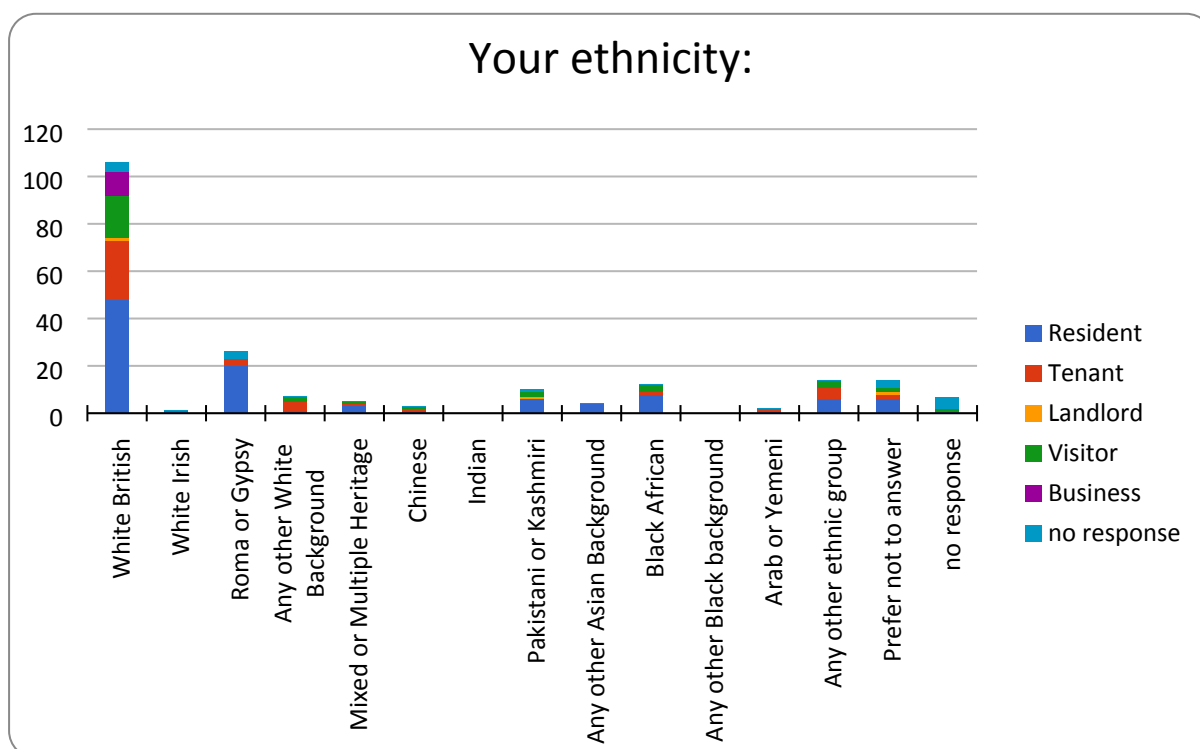
<sup>2</sup> Statutory Guidance – Anti-Social Behaviour Crime and Policing Act -

[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/679712/2017-12-13\\_ASB\\_Revised\\_Statutory\\_Guidance\\_V2.1\\_Final.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/679712/2017-12-13_ASB_Revised_Statutory_Guidance_V2.1_Final.pdf)

- Two public engagement events at the local Aldi supermarket.

## 6. Consultation Responses

- 6.1 The public consultation ran from 2<sup>nd</sup> April 2019 to 5<sup>th</sup> May 2019 and elicited 211 responses. 60% of responses were received using the paper-based survey form, with the remainder (40%) being received through the online survey. A basic analysis is attached at Appendix 2 and the full analysis is available on request.
- 6.2 One of the specific aims of the consultation, identified through the initial Equality Impact Assessment, was to ensure a broad engagement from all parts of the community. The chart below shows the ethnicity of respondents:



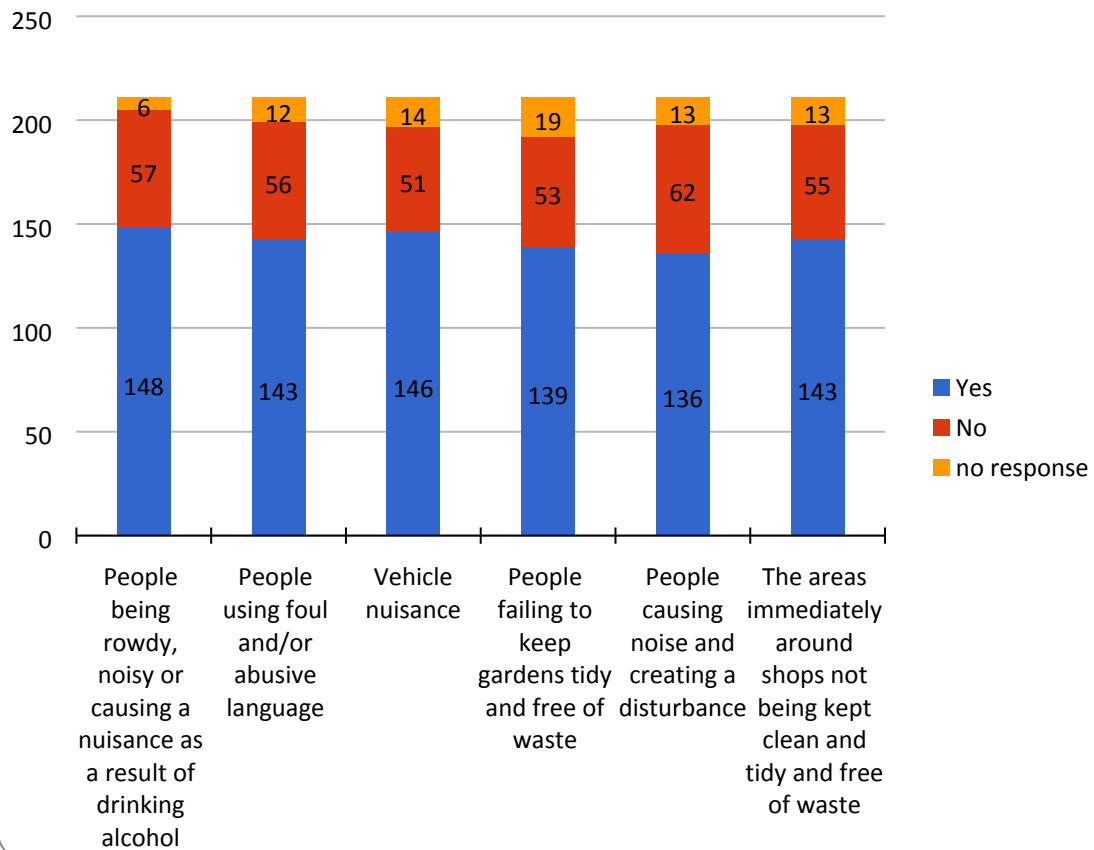
- 6.3 39% of respondents identified as ethnicities other than 'White British' or 'White Irish', and 10% of people did not record their ethnicity. 12% of respondents identified as 'Roma or Gypsy'. It should be noted that 5% of respondents wrote 'Slovak' or 'Slovakia' on the form but either did not identify their ethnicity, or identified as either 'any other White Background' or 'any other Ethnic Group'. A further 4% of respondents filled in a paper form printed in the Slovak language, but either did not identify their ethnicity, or identified as either 'any other White Background' or 'any other Ethnic Group'.
- 6.4 Over 20% of respondents therefore either identified as 'Roma or Gypsy' or 'Slovak/Slovakian', or filled in a form in the Slovak language. 18% of the total responses received were elicited from a survey form that had been made available in Slovak.

- 6.5 The consultation also sought to focus on gathering views from people who live or work in the area. The map below gives an indication of the concentration of responses based on the postcodes provided:



- 6.6 Overall 73.93% of respondents thought a PSPO would help to tackle anti-social behaviour. 70.75% of residents were supportive and 81.4% of tenants. Landlords were least supportive, with 66.67% not supporting, although this is based on only three responses from landlords. 90% of the nine businesses that responded supported the proposed order.
- 6.7 Whilst there were differences in the level of respondents from different ethnicities who thought a PSPO would help to tackle anti-social behaviour, 67% of respondents who identified as ethnicities other than 'White British' or 'White Irish' were supportive of the proposal. 84% of respondents who identified as 'White British' or 'White Irish' were supportive.
- 6.8 The survey asked respondents whether they had been affected by particular types of Anti-Social Behaviour in the Fitzwilliam Road area. The chart below shows the response rate to each individual type of concern, each of which is linked to a condition within the draft order:

### Have you been affected by any of the following types of Anti-Social Behaviour in the Fitzwilliam Road area?

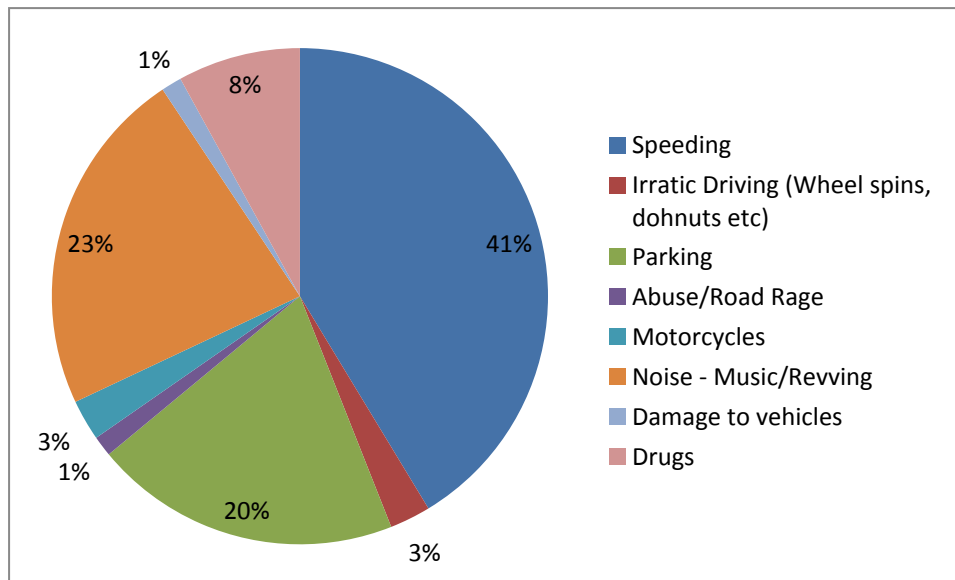


6.9 As can be seen, more people have been affected by issues such as 'People being rowdy, noisy or causing a nuisance as a result of drinking alcohol', vehicle nuisance and the areas around shops not being kept clean and tidy and free of waste, with 70.14%, 69.19% and 67.77% respectively. Whilst in all areas at least 64% of respondents said they had been affected by each issue, the following areas were the least frequent:

- People causing noise and creating a disturbance 64.45%
- Failing to keep gardens tidy and free of waste 65.88%
- People using foul and/or abusive language 67.77%

6.10 The third question asked respondents if they agreed that a PSPO would help to tackle each individual issue. Again all proposed conditions received support, with the lowest gaining around 69% support. Restrictions on noise that is likely to cause a disturbance, vehicle nuisance and for business to maintain a tidy curtilage received the most support, with 71.56%, 74.88% and 74.41% respectively. Requirements around tidy gardens received the least support, although 69.19% of respondents still supported this proposal.

6.11 In relation to vehicle nuisance, respondents were asked to specify the nature of the nuisance they had experienced. As this required a space for 'free-text' the responses have been manually analysed and popular issues counted in particular categories. There were 80 responses however some contained references to multiple issues, which is what the analysis has focussed on. As can be seen from the pie chart below, by far the most significant reference was to speeding vehicles (41% of references), followed by noise (23% of references) and parking (20%).



## 7. Partner Responses

7.1 Formal responses were received from both the Chief Officer of Police, alongside the Police and Crime Commissioner. Both responded positively, with the Police expressing a desire to work in partnership to apply the Order, and noting the partnership approach in development of the Order.

7.2 Responses have also been received from the following organisations:

- Clifton Learning Partnership (CLP)
- Rotherham Ethnic Minority Alliance (REMA)
- Rush House
- Target Housing
- Roma Forum
- YMCA White Rose

7.3 Of the responses received from community organisations, views were mixed in relation to support or otherwise for the PSPO.



- 7.4 One of the key points raised by community groups is that enforcement alone will not change behaviours; engagement and education are the only long term sustainable solutions. Concerns have also been raised that the PSPO will not address the issue that community members have raised as their greatest concern: drug use and drug dealing. Whilst it is the case, that a PSPO cannot address problems with drug use and drug dealing, given the consultation feedback, officers will now develop a specific multi-agency plan to address drug use/supply in Eastwood.
- 7.5 Concern has also been highlighted in relation to prohibition 4.ii “Behaving in such a way or using language that causes, or is likely to cause, harassment, alarm or distress to another person”. It is suggested that interpretation of this condition is subjective and there are many examples of language that may alarm or distress another but do not meet the threshold of being abusive or foul.
- 7.6 Community organisations also raise concerns about the level of poverty within the defined area and how targeting these residents with Fixed Penalty Notices will exacerbate existing economic hardship. They also raise concerns regarding language barriers and cultural differences within this area and how this could impact on residents who are already vulnerable. Capacity to enforce is also highlighted as a concern.
- 7.7 Officers have also engaged with community members through any relevant forums or community groups, with a particular focus on relevant protected characteristics such as race and age. Within these sessions concern was raised that the proposal is targeting the Roma community and their culture, particularly in relation to noise as respondents from the Roma community expressed that they are “...a naturally loud community”. Concerns were also raised over the consumption of alcohol in public places as many residents don’t have gardens and therefore socialise on doorsteps/parks. Again affordability in relation to fines was discussed; with residents noting many are already living in poverty and asked if alternatives to fines could be explored.

## **8. Resources**

- 8.1 In developing the recommendation in relation to the proposed PSPO, significant consideration has been given to the resources available to enforce the Order and the benefits of a PSPO over any existing powers. In assessing the impact of a potential PSPO, it is important to be clear that the implementation of such an order does not in itself bring about any additional resources to the area.
- 8.2 Both the Police and the Council recognise the current pressures on resources relating to enforcement activity. In general terms, there is a dedicated Police Constable and two Police Community Support Officers supporting the area. In terms of Council resources, a Warden is currently dedicated to the area, alongside an Enforcement Officer. However, these resources are generally driven by demand and therefore not often available for general patrol work. If the order is approved for implementation, it will therefore be important to communicate that, whilst no additional resources are available, the order will provide Officers with the ability to target behaviours early, before becoming

more serious issues of anti-social behaviour or criminal offences, which may take additional time to resolve. Additionally, as within the town centre, the PSPO provides a means for identification of individuals who repeatedly cause a nuisance and supports robust evidence gathering processes, which allow further action to be taken in the form of alternative orders, such as injunctions or Criminal Behaviour Orders. In the most extreme of cases, such as criminal behaviour orders, breaches of conditions can result in a prison sentence.

- 8.3 In some cases, there are a range of alternative powers available, which are detailed in section 7 below in the column titled 'Other Relevant Legislation'. Careful consideration has been given to any existing powers against any additional benefit the powers contained within the proposed PSPO would provide and again this is detailed in the table in section 7 below.

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

- 9.1 Whilst consideration has been given to not implementing a proposed Public Space Protection Order, given the levels of support from the public consultation, this has been discounted.
- 9.2 It is important to note that the evidential basis in terms of the levels of issues suffered was established in the report to Cabinet on the 18<sup>th</sup> March 2019. Whilst the picture has improved as a result of the efforts by partners working the local area over a sustained period, Eastwood still suffers high levels of Crime and Anti-Social Behaviour in comparison to many other wards across the Borough.
- 9.3 There has been concern raised in relation to an individual's capacity to pay fines. Consideration will be given to individual circumstances where appropriate however the general expectation will be payment in full within the required time period. The impact however should be monitored carefully post implementation and impacts reported as a part of the recommend review in sec 9.3. This could allow offenders the opportunity to discharge liability for the offence through restorative approaches and community payback, a reduced fee for early repayment or other similar measures.
- 9.4 Following a review of the feedback, it is recommended that a PSPO be implemented on the boundaries suggested in Appendix 1.
- 9.5 Recommendations in relation to individual conditions can be found in the table overleaf.
- 9.6 It is further recommended the Cabinet note the action to pilot a 'Tidy Garden Scheme' in relation to waste in gardens.

| Condition   | Other Relevant Legislation  | Rationale   | Benefit   | Recommendation |
|---|---|---|---|----------------|
| Prohibited from Consuming alcohol in public, other than on licensed premises or at a licensed event   | None  | This was the issue most likely to affect people in the area overall. With those describing themselves as residents more likely to have been affected by issues they associated with alcohol, alongside businesses. Overall, 71.56% of respondents supported this condition.   | Preventing the consumption of alcohol in the street may prevent issues of crime and anti-social behaviour which may occur as a result of consumption of said alcohol in a public place.<br><br>The PSPO would give authorised officers the power to request alcohol is surrendered and the power to issue an FPN if the individual refuses.   | Proceed        |
| Prohibited from Behaving in such a way or using language that causes, or is likely to cause, harassment, alarm or distress to another person. | Public Order Act 1986, specifically section 4A and 5 provide for the offences of Causing Intentional Harassment Alarm or Distress <i>and</i> Using Threatening, Abusive or Insulting Behaviour. The Act requires intent to be demonstrated or threats to be present but does allow Police Officers to act in some circumstances.<br><br>The ASB Crime and | This condition is applied within the Town Centre PSPO and the Public Order Act gives a basis for legal interpretation. Use of a PSPO could allow additional officers with the ability to act, such as those officers authorised by the Council and Police Community Support Officers (PCSOs).<br><br>The consultation again showed support for this condition, with 68.89% of respondents believing a PSPO would help. Again levels were slightly higher amongst residents. | Current Public Order Legislation carries a high threshold due to the need for officers to determine <i>intention</i> to cause harassment alarm or distress. This legislation is also only enforceable by Police Constables.<br><br>The PSPO would give Council Officers and PCSOs additional powers and will lower the threshold in relation to the requirement for <i>intention</i> to be evidenced. It is clear that whilst there may not be intent, an individual behaviour and use of language can still have a | Proceed        |

| Condition  | Other Relevant Legislation  | Rationale  | Benefit   | Recommendation          |
|--|---|--|---|-------------------------|
|  | <p>policing Act 2014 provide powers to address persistent offenders such as community protection notices.</p>   | <p>Consideration has been given to Article 10 of the Human Rights Act and it is noted that a precedent exists in law through the Public Order Act as referenced. Detailed guidance will be established for officers in order to ensure transparency and consistency in enforcement practices.</p>  | <p>detrimental effect on the quality of life in an area and this is what the proposal seeks to address.</p>   |                         |
| <p>Prohibited from Using a vehicle in such a manner that is likely to impact on the quality of life of those in the locality</p> | <p>Road Traffic Act 1991 provides for offences in relation to dangerous driving. Road Traffic Regulation Act 1984 provides for the offence of speeding.</p> <p>Environmental Protection Act 1990, references to noise as per the below however this does not provide for moving vehicles.</p> | <p>69.19% of respondents stated they had been affected by issues relating to vehicles. Specific comments were requested within this section in relation to the type of issues. Quite clearly the predominant issues are speeding and parking. Neither of which can be tackled by the use of a PSPO. The next most likely issue was noise, which could be addressed by the noise provisions recommended below in the case of static vehicles not subject to Road Traffic regulations.</p> | <p>No additional benefits identified in relation to speeding, erratic driving or parking, where powers already exist. Potential benefits in relation to noise issues identified are detailed again the proposed condition relating to noise.</p> <p>The feedback as a result of the consultation however will still need to be addressed. In relation to speeding, officers will seek to engage with community champions to deliver a community speedwatch. Officers will also seek further assurances from the Police in respect of planned activity to challenge speeding issues in the area. The issues in</p> | <p>Does Not Proceed</p> |

| Condition  | Other Relevant Legislation   | Rationale   | Benefit  | Recommendation                       |
|--|--|---|--|--------------------------------------|
|  |  |   | relation to parking have been passed to the relevant department to consider any additional support that can be provided.   |                                      |
| Prohibited from Causing or creating noise that is likely to have an impact on the quality of life of those in the locality | <p>The Environmental Protection Act 1990 provides local authorities a legal duty to investigate complaints about potential statutory nuisances – including noise - and to take action to remedy them if they are found to be substantiated.</p> <p>Other powers contained within the ASB Crime and Policing Act 2014 can be applied to individuals whose behaviour is persistent</p> | <p>64.45% of respondents said they had been affected by this issue. Whilst still a majority of respondents affected, this represented the smallest positive indication. Never the less 71.56% of respondents agreed that a PSPO would help to tackle the issue.</p> <p>Whilst there is a provision for tackling statutory noise nuisance, this applies to premises emitting noise and only some circumstances on the street such as stationary vehicles, machinery or equipment emitting noise. The restrictions mean that other types of noise in public spaces are not covered by the Act and therefore a PSPO may provide added benefit. The PSPO would also allow both Police and Council officers powers to address a range of on street</p> | <p>There are currently no legal provisions in place for on-street noise which does not relate to a stationary vehicle, amplified music or machinery. The PSPO would therefore provide a power for both the Council and Police to deal with behaviour that creates unreasonable noise in the street.</p> <p>Where no clear power exists, these issues can often fall between agencies meaning there is unlikely to be a satisfactory response to any complaints received.</p> | Proceed but limited to public spaces |

| Condition                          | Other Relevant Legislation                       | Rationale  | Benefit  | Recommendation                    |
|------------------------------------|--|--|--|-----------------------------------|
|                                    |  | <p>noise. This does not however increase the resource and nor should the power be used to curtail reasonable behaviours.</p> <p>In the cases of premises emitting noise, it may conflict with article 8 of the Human Rights Act to apply powers which restrict an individual's liberties within their home and may constitute government interference in one's private life. Statutory nuisance is built around persistence, which protects against interference with article 8. It is important to note that 'persistence' can be interpreted in different ways dependent upon the impact. For example, a loud party causing a significant impact can be immediately acted upon. Lower level noise may only be considered persistent after a protracted period of impact.</p> |  |                                   |
| All occupiers of properties or, in | Environmental Protection Act 1990 again provides | There are a wide variety of enforcement powers available   | It is likely that limited additional benefit will be brought, particularly | Does not proceed in relation to a |

| Condition   | Other Relevant Legislation  | Rationale  | Benefit   | Recommendation   |
|---|---|--|---|--|
| the case of vacant properties the Landlords/Owner, are required to maintain their gardens, driveways and any other outdoor space free from litter, waste, furniture, kitchen appliances or any other items which could be considered waste; | <p>a legal duty to investigate complaints about potential statutory nuisances – including accumulations - and to take action to remedy them if they are found to be substantiated. These must however be prejudicial to health or constitutes a nuisance.</p> <p>Prevention of Damage by Pests Act 1949 requires local authorities to control mice and rats and provides powers to local authorities to require landowners to take action to keep land free from mice and rats, which can include the clearance of litter</p> <p>The ASB Crime and policing Act 2014 provide powers to address persistent offenders such as community protection notices.</p> | <p>to address and prevent this issue, which in many cases are beneficial in comparison to the use of a PSPO power as they can in many cases legally prevent the recurrence of the issue. In the main the issues identified in the regard relate to large items of waste or significant amounts of waste. In such circumstance, to use a power that would not provide the best outcome (e.g. removal of the waste and a penalty) may conflict with the Councils enforcement policy.</p> <p>Additionally, following consultation with the Council's legal team, this condition cannot be applied through use of the order as a person's garden cannot be considered a public space under this part of the legislation. The detailed guidance states a public space is <i>'wide and includes any place to which the public or any section of the public has access, on payment or</i></p> | <p>in light of the significant level of current enforcement activity, which has seen the numbers of interventions in this area increasing over the previous year. Since March of this year, around 200 enforcement visits have taken place, with over 70 informal enforcement actions and over 20 formal legal notices.</p> <p>There is however clearly a need to do more to seek to prevent the recurrence of this issue and it is therefore proposed, as an alternative, that the Council seek to pilot a 'Tidy Garden' scheme in this area, alongside others. A scheme of this type would seek to provide clear and concise information about the expectations around garden spaces, and positive activity to support well-kept gardens, alongside continuing to improve the enforcement response.</p> | <p>PSPO condition.</p> <p>However, pilot a tidy garden scheme.</p> |

| Condition   | Other Relevant Legislation   | Rationale  | Benefit  | Recommendation |
|---|--|--|--|----------------|
|   |  | <i>otherwise, as of right or by virtue of express or implied permission, for example a shopping centre', this is not thought to apply to a private premise.</i>  |  |                |
| In this area all business will ensure the publicly accessible curtilage of their business premise is maintained in a clean and tidy condition, free from litter and general rubbish | The Environmental Protection Act provides reactive power to address businesses that cause an issue in relation to waste disposal and additional provisions exist for the enforcement of trade waste regulations. The PSPO however would place a proactive duty on all businesses in the area, for which there is no current legal requirement. | <p>67.77% of respondents reported being affected by this issue. Similarly high level of support from respondents for implementing this condition at 74.41%, the second highest positive response rate.</p> <p>As opposed to considerations in relation to waste in gardens, this would seek to place a proactive requirement on all businesses to address accumulations of small waste from potentially a variety of sources. It is important to note that in such cases the business is unlikely to be responsible for dropping or leaving any waste (likely to be customers) however the waste will often be linked to individual businesses, such as takeaways.</p> | <p>Current powers are responsive only and can be applied where a business premise is found to be causing an issue due to their management of waste within and around the public areas of their business.</p> <p>This provides a power that is quick and easy to apply and furthermore sets a clear expectation in the area that businesses proactively manage waste/litter issues.</p> | Proceed        |



| Condition | Other Relevant Legislation | Rationale  | Benefit | Recommendation |
|-----------|----------------------------|--|---------|----------------|
|           |                            | <p>Detailed guidance will need to be prepared for officers in this regard, as with all other conditions, and information will need to be shared in a structured way with business in the area before enforcement action is taken.</p> <p>It is important to note that due to the definition in relation to public space, this requirement will only apply to areas where the public have access. This may be implied access or access where payment is required. It would not include secure areas to the rear of business where the public are explicitly not allowed access.</p> |         |                |

## **10. Consultation on proposal**

- 10.1 The consultation process has been detailed within the body of this report and has been delivered in line with the legal recommendations.

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

- 11.1 Signage locations have been identified and contact made with the supplier. Draft guidance has been developed in order to ensure that officers are ready to mobilise subject to the decision of Cabinet members. An estimated two weeks would be required to allow for the printing and distribution of ticket books to allow authorised officers to issue FPNs. This would also allow for a period of communication with those living, working or visiting the area.
- 11.2 The Council will seek to work with the Police to ensure effective operational role out, within the resources currently available. Progress in relation to enforcement will be reported between partners on a weekly basis and regular data will be provided to the Cabinet Member for Waste, Roads and Community Safety.
- 11.3 The Head of Community Safety and Regulatory services will be accountable for implementation. A review one year post implementation is recommended and the order will last for a maximum of three years.

## **12. Financial and Procurement Advice and Implications**

- 12.1 The cost of this consultation exercise has been contained within existing approved revenue budgets.
- 12.2 The proposed enforcement activities will be managed with existing staffing resources, within existing approved revenue budgets.

## **13. Legal Advice and Implications**

- 13.1 The purpose of introducing a PSPO is to deal with a particular nuisance or problem in a specific area that is detrimental to the local community's quality of life, by imposing conditions on the use of that area which apply to everyone. Given that the orders can restrict what people can do and how they behave in public spaces, it is important that the restrictions imposed are focused on specific behaviours and are proportionate to the detrimental effect that the behaviour is causing or can cause, and are necessary to prevent it from continuing, occurring or recurring.
- 13.2 A PSPO can only be imposed if it passes the legal test. The Council needs to be satisfied on reasonable grounds that the activity or behaviour concerned, carried out, or likely to be carried out, in a public space:
- has had, or is likely to have, a detrimental effect on the quality of life of those in the locality;
  - is, or is likely to be, persistent or continuing in nature;
  - is, or is likely to be, unreasonable; and
  - Justifies the restrictions imposed.

There must be clear evidence of the specific behaviour being targeted to enable the Council to satisfy the above legal test.

- 13.3 The Council should consider the potential wider impact of any PSPO and ensure that it is a reasonable and proportionate response to the anti-social behaviour evidenced.
- 13.4 The Anti-Social Behaviour, Crime and Policing Act 2014 and the associated statutory guidance, requires the Council to consult with key stakeholders. The statutory guidance also strongly recommends that the Council engages in an open and public consultation to give the user of the public space the opportunity to comment on whether the proposed restriction(s) are appropriate, proportionate or needed at all. The Council should also ensure that specific groups likely to have a particular interest are consulted.
- 13.5 Before any PSPO is made, the Council must publish the draft order in accordance with the Anti-Social Behaviour, Crime and Policing Act 2014 (Publication of Public Spaces Protection Order (Regulations) 2014 and ensure that the draft order is available on the website.
- 13.6 Once any PSPO is made it should be published in accordance with the Regulations and must:
- identify the activities having the detrimental effect;
  - explain the potential sanctions available on breach; and
  - Specify the period for which the order has effect.
- 13.7 It is important that the Council comply with all the relevant legislation and statutory guidance to ensure that any PSPO introduced is legally enforceable and to reduce the capability of any potential legal challenge, either in relation to the decision to introduce the PSPO or in relation to any enforcement in respect of the restrictions attached to the order.
- 13.8 The decision to introduce a PSPO and the provisions of the PSPO must be informed by the consultation responses. All responses must be fully considered, in order to minimise any potential legal challenge in respect of the order.

#### **14. Human Resources Implications**

- 14.1 There are no HR implications arising from this report.

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

- 15.1 Children and young people below the age of 18 are not subject to enforcement under the PSPO.
- 15.2 Vulnerable adults could be impacted through enforcement of the order. Guidance issued to officers will ensure appropriate consideration of any vulnerability.

## 16. Equalities and Human Rights Advice and Implications

- 16.1 Human rights implications have been considered in the formulation of recommendations in relation to individual conditions.
- 16.2 A full equality impact assessment is attached as Appendix 3.

## 17. Implications for Partners

- 17.1 Council Officers and Police Officers/ Police Community Support Officers can enforce the order and therefore consideration has been given jointly by the Council and the Police. The Police have also formally responded to the consultation as a statutory partner.
- 17.2 Wider partners have been engaged in considering whether to implement an order and their views are captured within the body of the report.

## 18. Risks and Mitigation

- 18.1 The risk of creating an order is that expectations are set that the issues will disappear however, there are no additional resources to implement the order and therefore challenges will continue. The order does however provide more powers relevant to issues in the local area and may therefore help to set standards and allow those standards to be upheld. In mitigation, every effort will be made around effective implementation and what it might mean to victims, complainants and residents.

## 19. Accountable Officer(s)

Sam Barstow, Head of Service

Tom Smith, Assistant Director Community Safety and Street Scene

Approvals obtained on behalf of:-

|  | Named Officer  | Date                        |
|--|----------------|-----------------------------|
| Chief Executive  | Sharon Kemp    | 23/05/19                    |
| Strategic Director of Finance & Customer Services<br>(S.151 Officer) | Judith Badger  | 22/05/19                    |
| Head of Legal Services (Monitoring Officer)                          | Bal Nahal      | 22/05/19                    |
| Assistant Director of Human Resources (if appropriate)               |                | Click here to enter a date. |
| Head of Human Resources (if appropriate)                             | John Crutchley | 02/05/19                    |

*Report Author:*

*Sam Barstow, Head of Community Safety, Resilience and Emergency Planning*

*Sam.barstow@rotherham.gov.uk*

This report is published on the Council's [website](#).

APPENDIX 1                      Rotherham Metropolitan Borough  
Council Public Space Protection  
Order (Fitzwilliam Road)

Notice is hereby given that Rotherham Metropolitan Borough Council ('The Council') in exercise of its powers under the Anti-Social Behaviour, Crime and Policing Act 2014 ('the Act'), being satisfied that the conditions laid out with Section 59 are met, make the following order:

1. This order relates to the land described in Paragraph 1 of the Schedule below and defined by the red border on the plan attached to this Order ('the restricted area'), being a public place in the Council's area to which the Act applies:
2. The order may be cited as the Rotherham Metropolitan Borough Council Public Space Protection Order (Fitzwilliam Road) and shall come into force on a date to be confirmed, subject to consultation and final agreement, for a maximum period of three years
3. The following activities have caused, or are likely to cause, a detrimental effect on the quality of life of those in the locality;
  - a. Acting in a drunken manner, which may include being loud, intimidating or incapable
  - b. Using loud, foul or abusive language
  - c. Shouting, screaming or acting in a generally rowdy and inconsiderate manner
  - d. The accumulation of waste and general litter around business premises in the area
4. The effect of this order is to prohibit the following activities within the prescribed area, (as shown within the first map at appendix A).
  - a In this area any person who carries out acts from which they are prohibited, commits an offence, namely;
    - i. Consuming alcohol other than on licensed premises or at a licensed event
    - ii. Behaving in such a way or using language that causes, or is likely to cause, harassment, alarm or distress to another person.
    - iii. Causing noise (in public places) that is likely to have a detrimental impact on a person(s) quality of life

- a) A person guilty of an offence under conditions a (ii) – (iii) above, under section 67 of the Act is liable on summary conviction to a fine not exceeding level 3 on the standard scale (£2000) or a fixed penalty notice at a maximum of £100.
  - b) A person guilty of an offence under condition (i) is guilty of an offence if they fail to comply with the request of an authorised officer to surrender any sealed or unsealed containers of alcohol in their possession and under Section 63 and is liable on summary conviction to a fine not exceeding level 2 on the standard scale (£500) or a fixed penalty notice at a maximum of £100.
- 5. The effect of this order is to require all relevant persons undertake the following activities within the prescribed area
  - ii In this area all business will ensure the publicly accessible curtilage of their business premise, alongside any immediately adjacent footway, verges or other publicly accessible space, is maintained in a clean and tidy condition, free from litter and general rubbish
    - a) A person guilty of an offence under conditions (i) – (ii) above, under section 67 of the Act is liable on summary conviction to a fine not exceeding level 3 on the standard scale (£2000) or a fixed penalty notice at a maximum of £100.
- 6. The Council is satisfied that the conditions laid out within Sections 59, 63, 64 and 72 of the Act have been satisfied and that it is in all circumstances expedient to make this order to reduce the detrimental effect, or likely effect, in the Restricted Area, that the behaviours outlined have or were likely to cause. The effect or likely effect of these activities is of a persistent or continuing nature.
- 7. The restrictions in paragraph 4 apply to all persons and at all times.

**APPEAL**

Interested persons can challenge the validity of the order on two grounds: that the Council did not have the power to make the order, or to include particular prohibitions or requirements; or that one of the requirements of the legislation, for instance consultation, has not been complied with.

Interested parties may lodge an appeal to the High Court within 6 weeks of this order being made.

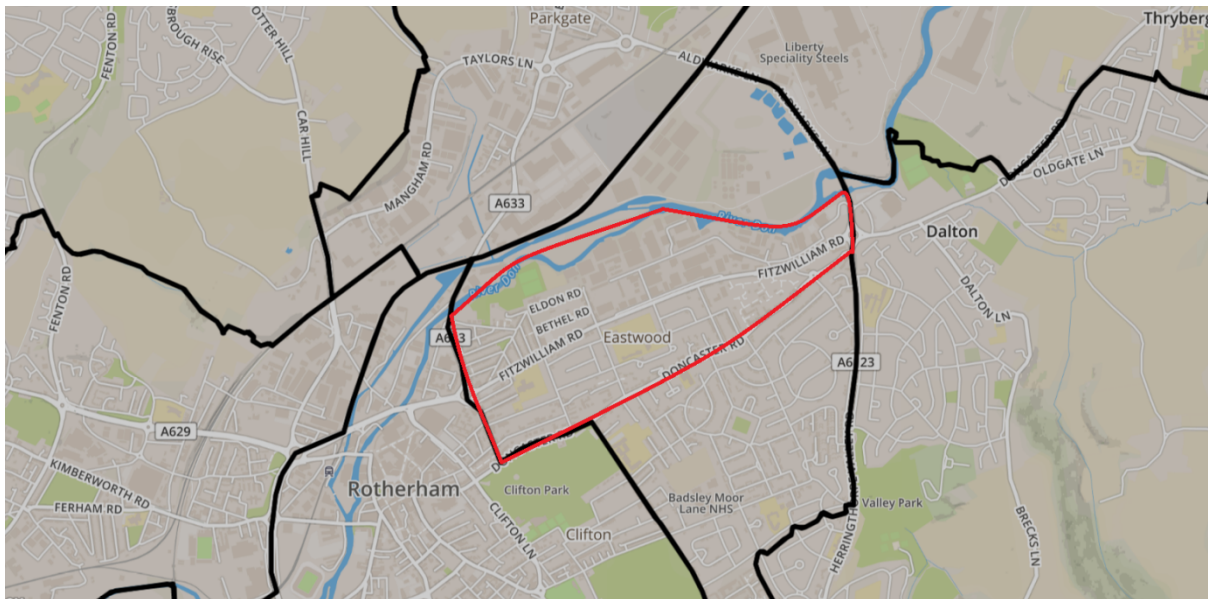
Order Made By Cabinet

Dated.....

DRAFT

Appendix A – The Restricted Area – Outlined in Red

Bordered by the River Don, Doncaster Road, St Anne's Road and Alderwake Lane





| Form data as of: 211 forms submitted  |  |             | All responses |         | Resident |         |        |         |
|---|--|-------------|---------------|---------|----------|---------|--------|---------|
| Page  | Question   | Answers     | #             | %       | # group  | % group | % all  | # group |
| <a href="#">P1. About you</a>   | Q1. Are you:                                     | Resident    | 106           | 50.24%  | 106      | 100.00% | 50.24% |         |
|   |  | Tenant      | 43            | 20.38%  |          |         |        | 43      |
|   |  | Landlord    | 3             | 1.42%   |          |         |        |         |
|   |  | Visitor     | 33            | 15.64%  |          |         |        |         |
|   |  | Business    | 10            | 4.74%   |          |         |        |         |
|   |  | no response | 16            | 7.58%   |          |         |        |         |
|   |  | Total       | 211           | 100.00% | 106      | 100.00% | 50.24% | 43      |
| <a href="#">P2. Tackling antisocial behaviour</a>   | Q1. Do you think the PSPO will help tackle anti- | Yes         | 156           | 73.93%  | 75       | 70.75%  | 35.55% | 35      |
|   |  | No          | 49            | 23.22%  | 28       | 26.42%  | 13.27% | 8       |
|   |  | no response | 6             | 2.84%   | 3        | 2.83%   | 1.42%  |         |
|   |  | Total       | 211           | 100.00% | 106      | 100.00% | 50.24% | 43      |
| <a href="#">P3. Have you been affected by any of the following types of Anti-Social Behaviour in the Fitzwilliam Road area?</a> | Q1. People being rowdy, noisy or                 | Yes         | 148           | 70.14%  | 81       | 76.42%  | 38.39% | 30      |
|   |  | No          | 57            | 27.01%  | 25       | 23.58%  | 11.85% | 12      |
|   |  | no response | 6             | 2.84%   |          |         |        | 1       |
|   |  | Total       | 211           | 100.00% | 106      | 100.00% | 50.24% | 43      |
|   | Q2. People using foul and/or abusive             | Yes         | 143           | 67.77%  | 81       | 76.42%  | 38.39% | 25      |
|   |  | No          | 56            | 26.54%  | 22       | 20.75%  | 10.43% | 17      |
|   |  | no response | 12            | 5.69%   | 3        | 2.83%   | 1.42%  | 1       |
|   |  | Total       | 211           | 100.00% | 106      | 100.00% | 50.24% | 43      |
|   | Q3. Vehicle nuisance                             | Yes         | 146           | 69.19%  | 79       | 74.53%  | 37.44% | 31      |
|   |  | No          | 51            | 24.17%  | 23       | 21.70%  | 10.90% | 11      |
|   |  | no response | 14            | 6.64%   | 4        | 3.77%   | 1.90%  | 1       |
|   |  | Total       | 211           | 100.00% | 106      | 100.00% | 50.24% | 43      |
|   | Q4. People failing to keep gardens               | Yes         | 139           | 65.88%  | 76       | 71.70%  | 36.02% | 28      |
|   |  | No          | 53            | 25.12%  | 24       | 22.64%  | 11.37% | 12      |
|   |  | no response | 19            | 9.00%   | 6        | 5.66%   | 2.84%  | 3       |
|   |  | Total       | 211           | 100.00% | 106      | 100.00% | 50.24% | 43      |
|   | Q5. People causing noise and creating a          | Yes         | 136           | 64.45%  | 72       | 67.92%  | 34.12% | 29      |
|   |  | No          | 62            | 29.38%  | 28       | 26.42%  | 13.27% | 14      |
|   |  | no response | 13            | 6.16%   | 6        | 5.66%   | 2.84%  |         |
|   |  | Total       | 211           | 100.00% | 106      | 100.00% | 50.24% | 43      |
|   | Q6. The areas immediately around                 | Yes         | 143           | 67.77%  | 76       | 71.70%  | 36.02% | 27      |
|   |  | No          | 55            | 26.07%  | 25       | 23.58%  | 11.85% | 16      |
|   |  | no response | 13            | 6.16%   | 5        | 4.72%   | 2.37%  |         |
|   |  | Total       | 211           | 100.00% | 106      | 100.00% | 50.24% | 43      |
|   | Q1. Restrictions on alcohol consumption          | Yes         | 151           | 71.56%  | 70       | 66.04%  | 33.18% | 36      |
|   |  | No          | 47            | 22.27%  | 27       | 25.47%  | 12.80% | 7       |
|   |  | no response | 13            | 6.16%   | 9        | 8.49%   | 4.27%  |         |
|   |  | Total       | 211           | 100.00% | 106      | 100.00% | 50.24% | 43      |
|   | Q2. Restrictio                                   | Yes         | 149           | 70.62%  | 74       | 69.81%  | 35.07% | 34      |
|   |  | No          | 47            | 22.27%  | 24       | 22.64%  | 11.37% | 7       |

|   |   |                            |            |                |            |                |               |           |
|---|---|----------------------------|------------|----------------|------------|----------------|---------------|-----------|
| P5. For each of the following, do you agree that a PSPO would help to improve the area? | on the use of foul and                        | <i>no response</i>         | 15         | 7.11%          | 8          | 7.55%          | 3.79%         | 2         |
|   |   | <b>Total</b>               | <b>211</b> | <b>100.00%</b> | <b>106</b> | <b>100.00%</b> | <b>50.24%</b> | <b>43</b> |
|   | abusive language                              | Yes                        | 158        | 74.88%         | 75         | 70.75%         | 35.55%        | 37        |
|   | Vehicle nuisance                              | No                         | 41         | 19.43%         | 25         | 23.58%         | 11.85%        | 5         |
|   |   | <i>no response</i>         | 12         | 5.69%          | 6          | 5.66%          | 2.84%         | 1         |
|   |   | <b>Total</b>               | <b>211</b> | <b>100.00%</b> | <b>106</b> | <b>100.00%</b> | <b>50.24%</b> | <b>43</b> |
|   | Q4. Requirements around tidy                  | Yes                        | 146        | 69.19%         | 68         | 64.15%         | 32.23%        | 37        |
|   |   | No                         | 44         | 20.85%         | 26         | 24.53%         | 12.32%        | 4         |
|   |   | <i>no response</i>         | 21         | 9.95%          | 12         | 11.32%         | 5.69%         | 2         |
|   |   | <b>Total</b>               | <b>211</b> | <b>100.00%</b> | <b>106</b> | <b>100.00%</b> | <b>50.24%</b> | <b>43</b> |
|   | Q5. Noise that is likely to cause a disturban | Yes                        | 151        | 71.56%         | 75         | 70.75%         | 35.55%        | 34        |
|   |   | No                         | 44         | 20.85%         | 26         | 24.53%         | 12.32%        | 5         |
|   |   | <i>no response</i>         | 16         | 7.58%          | 5          | 4.72%          | 2.37%         | 4         |
|   |   | <b>Total</b>               | <b>211</b> | <b>100.00%</b> | <b>106</b> | <b>100.00%</b> | <b>50.24%</b> | <b>43</b> |
|   | Q6. Requirement for businesses to             | Yes                        | 157        | 74.41%         | 71         | 66.98%         | 33.65%        | 40        |
|   |   | No                         | 36         | 17.06%         | 24         | 22.64%         | 11.37%        | 2         |
|   |   | <i>no response</i>         | 18         | 8.53%          | 11         | 10.38%         | 5.21%         | 1         |
|   |   | <b>Total</b>               | <b>211</b> | <b>100.00%</b> | <b>106</b> | <b>100.00%</b> | <b>50.24%</b> | <b>43</b> |
| P7. Equalities  | Q1. Your age                                  | Under 16                   |            |                |            |                |               |           |
|   |   | 16 to 25                   | 19         | 9.00%          | 10         | 9.43%          | 4.74%         | 3         |
|   |   | 26 to 59                   | 146        | 69.19%         | 75         | 70.75%         | 35.55%        | 28        |
|   |   | 60 or over                 | 39         | 18.48%         | 20         | 18.87%         | 9.48%         | 12        |
|   |   | <i>no response</i>         | 7          | 3.32%          | 1          | 0.94%          | 0.47%         |           |
|   |   | <b>Total</b>               | <b>211</b> | <b>100.00%</b> | <b>106</b> | <b>100.00%</b> | <b>50.24%</b> | <b>43</b> |
|   |   | White British              | 106        | 50.24%         | 48         | 45.28%         | 22.75%        | 25        |
|   |   | White Irish                | 1          | 0.47%          | 1          | 0.94%          | 0.47%         |           |
|   |   | Roma or Gypsy              | 26         | 12.32%         | 20         | 18.87%         | 9.48%         | 3         |
|   |   | Any other White Background | 7          | 3.32%          | 1          | 0.94%          | 0.47%         | 4         |
|   |   | Mixed or Multiple Heritage | 5          | 2.37%          | 3          | 2.83%          | 1.42%         | 1         |
|   |   | Chinese                    | 3          | 1.42%          | 1          | 0.94%          | 0.47%         | 1         |
|   |   | Indian                     |            |                |            |                |               |           |
|   |   | Pakistani or Kashmiri      | 10         | 4.74%          | 6          | 5.66%          | 2.84%         |           |

|  |                    |                            |            |                |            |                |               |           |
|--|--------------------|----------------------------|------------|----------------|------------|----------------|---------------|-----------|
|  | Q2. Your ethnicity | Any other Asian Background | 4          | 1.90%          | 4          | 3.77%          | 1.90%         |           |
|  |                    | Black African              | 12         | 5.69%          | 8          | 7.55%          | 3.79%         | 1         |
|  |                    | Any other Black background |            |                |            |                |               |           |
|  |                    | Arab or Yemeni             | 2          | 0.95%          | 1          | 0.94%          | 0.47%         | 1         |
|  |                    | Any other ethnic group     | 14         | 6.64%          | 6          | 5.66%          | 2.84%         | 5         |
|  |                    | Prefer not to answer       | 14         | 6.64%          | 6          | 5.66%          | 2.84%         | 2         |
|  |                    | <i>no response</i>         | 7          | 3.32%          | 1          | 0.94%          | 0.47%         |           |
|  |                    | <b>Total</b>               | <b>211</b> | <b>100.00%</b> | <b>106</b> | <b>100.00%</b> | <b>50.24%</b> | <b>43</b> |

| Tenant  |        | Landlord |         |       | Visitor |         |        |         |
|---------|--------|----------|---------|-------|---------|---------|--------|---------|
| % group | % all  | # group  | % group | % all | # group | % group | % all  | # group |
|         |        |          |         |       |         |         |        |         |
| 100.00% | 20.38% |          |         |       |         |         |        |         |
|         |        | 3        | 100.00% | 1.42% |         |         |        |         |
|         |        |          |         |       | 33      | 100.00% | 15.64% |         |
|         |        |          |         |       |         |         |        | 10      |
|         |        |          |         |       |         |         |        |         |
| 100.00% | 20.38% | 3        | 100.00% | 1.42% | 33      | 100.00% | 15.64% | 10      |
| 81.40%  | 16.59% | 1        | 33.33%  | 0.47% | 26      | 78.79%  | 12.32% | 9       |
| 18.60%  | 3.79%  | 2        | 66.67%  | 0.95% | 7       | 21.21%  | 3.32%  | 1       |
|         |        |          |         |       |         |         |        |         |
| 100.00% | 20.38% | 3        | 100.00% | 1.42% | 33      | 100.00% | 15.64% | 10      |
| 69.77%  | 14.22% | 2        | 66.67%  | 0.95% | 17      | 51.52%  | 8.06%  | 7       |
| 27.91%  | 5.69%  | 1        | 33.33%  | 0.47% | 14      | 42.42%  | 6.64%  | 3       |
| 2.33%   | 0.47%  |          |         |       | 2       | 6.06%   | 0.95%  |         |
| 100.00% | 20.38% | 3        | 100.00% | 1.42% | 33      | 100.00% | 15.64% | 10      |
| 58.14%  | 11.85% | 3        | 100.00% | 1.42% | 16      | 48.48%  | 7.58%  | 9       |
| 39.53%  | 8.06%  |          |         |       | 13      | 39.39%  | 6.16%  | 1       |
| 2.33%   | 0.47%  |          |         |       | 4       | 12.12%  | 1.90%  |         |
| 100.00% | 20.38% | 3        | 100.00% | 1.42% | 33      | 100.00% | 15.64% | 10      |
| 72.09%  | 14.69% | 1        | 33.33%  | 0.47% | 18      | 54.55%  | 8.53%  | 7       |
| 25.58%  | 5.21%  | 1        | 33.33%  | 0.47% | 11      | 33.33%  | 5.21%  | 2       |
| 2.33%   | 0.47%  | 1        | 33.33%  | 0.47% | 4       | 12.12%  | 1.90%  | 1       |
| 100.00% | 20.38% | 3        | 100.00% | 1.42% | 33      | 100.00% | 15.64% | 10      |
| 65.12%  | 13.27% | 1        | 33.33%  | 0.47% | 18      | 54.55%  | 8.53%  | 7       |
| 27.91%  | 5.69%  | 1        | 33.33%  | 0.47% | 10      | 30.30%  | 4.74%  | 3       |
| 6.98%   | 1.42%  | 1        | 33.33%  | 0.47% | 5       | 15.15%  | 2.37%  |         |
| 100.00% | 20.38% | 3        | 100.00% | 1.42% | 33      | 100.00% | 15.64% | 10      |
| 67.44%  | 13.74% | 1        | 33.33%  | 0.47% | 17      | 51.52%  | 8.06%  | 7       |
| 32.56%  | 6.64%  | 2        | 66.67%  | 0.95% | 12      | 36.36%  | 5.69%  | 3       |
|         |        |          |         |       | 4       | 12.12%  | 1.90%  |         |
| 100.00% | 20.38% | 3        | 100.00% | 1.42% | 33      | 100.00% | 15.64% | 10      |
| 62.79%  | 12.80% | 1        | 33.33%  | 0.47% | 22      | 66.67%  | 10.43% | 9       |
| 37.21%  | 7.58%  | 2        | 66.67%  | 0.95% | 8       | 24.24%  | 3.79%  | 1       |
|         |        |          |         |       | 3       | 9.09%   | 1.42%  |         |
| 100.00% | 20.38% | 3        | 100.00% | 1.42% | 33      | 100.00% | 15.64% | 10      |
| 83.72%  | 17.06% | 1        | 33.33%  | 0.47% | 27      | 81.82%  | 12.80% | 7       |
| 16.28%  | 3.32%  | 2        | 66.67%  | 0.95% | 5       | 15.15%  | 2.37%  | 3       |
|         |        |          |         |       | 1       | 3.03%   | 0.47%  |         |
| 100.00% | 20.38% | 3        | 100.00% | 1.42% | 33      | 100.00% | 15.64% | 10      |
| 79.07%  | 16.11% | 1        | 33.33%  | 0.47% | 24      | 72.73%  | 11.37% | 7       |
| 16.28%  | 3.32%  | 2        | 66.67%  | 0.95% | 8       | 24.24%  | 3.79%  | 3       |

|                |               |          |                |              |           |                |               |           |
|----------------|---------------|----------|----------------|--------------|-----------|----------------|---------------|-----------|
| 4.65%          | 0.95%         |          |                |              | 1         | 3.03%          | 0.47%         |           |
| <b>100.00%</b> | <b>20.38%</b> | <b>3</b> | <b>100.00%</b> | <b>1.42%</b> | <b>33</b> | <b>100.00%</b> | <b>15.64%</b> | <b>10</b> |
| 86.05%         | 17.54%        | 1        | 33.33%         | 0.47%        | 26        | 78.79%         | 12.32%        | 9         |
| 11.63%         | 2.37%         | 2        | 66.67%         | 0.95%        | 5         | 15.15%         | 2.37%         | 1         |
| 2.33%          | 0.47%         |          |                |              | 2         | 6.06%          | 0.95%         |           |
| <b>100.00%</b> | <b>20.38%</b> | <b>3</b> | <b>100.00%</b> | <b>1.42%</b> | <b>33</b> | <b>100.00%</b> | <b>15.64%</b> | <b>10</b> |
| 86.05%         | 17.54%        |          |                |              | 25        | 75.76%         | 11.85%        | 8         |
| 9.30%          | 1.90%         | 2        | 66.67%         | 0.95%        | 6         | 18.18%         | 2.84%         | 2         |
| 4.65%          | 0.95%         | 1        | 33.33%         | 0.47%        | 2         | 6.06%          | 0.95%         |           |
| <b>100.00%</b> | <b>20.38%</b> | <b>3</b> | <b>100.00%</b> | <b>1.42%</b> | <b>33</b> | <b>100.00%</b> | <b>15.64%</b> | <b>10</b> |
| 79.07%         | 16.11%        | 1        | 33.33%         | 0.47%        | 24        | 72.73%         | 11.37%        | 6         |
| 11.63%         | 2.37%         | 2        | 66.67%         | 0.95%        | 5         | 15.15%         | 2.37%         | 4         |
| 9.30%          | 1.90%         |          |                |              | 4         | 12.12%         | 1.90%         |           |
| <b>100.00%</b> | <b>20.38%</b> | <b>3</b> | <b>100.00%</b> | <b>1.42%</b> | <b>33</b> | <b>100.00%</b> | <b>15.64%</b> | <b>10</b> |
| 93.02%         | 18.96%        |          |                |              | 28        | 84.85%         | 13.27%        | 8         |
| 4.65%          | 0.95%         | 3        | 100.00%        | 1.42%        | 3         | 9.09%          | 1.42%         | 2         |
| 2.33%          | 0.47%         |          |                |              | 2         | 6.06%          | 0.95%         |           |
| <b>100.00%</b> | <b>20.38%</b> | <b>3</b> | <b>100.00%</b> | <b>1.42%</b> | <b>33</b> | <b>100.00%</b> | <b>15.64%</b> | <b>10</b> |
|                |               |          |                |              |           |                |               |           |
| 6.98%          | 1.42%         |          |                |              | 3         | 9.09%          | 1.42%         | 1         |
| 65.12%         | 13.27%        | 2        | 66.67%         | 0.95%        | 23        | 69.70%         | 10.90%        | 9         |
| 27.91%         | 5.69%         |          |                |              | 6         | 18.18%         | 2.84%         |           |
|                |               | 1        | 33.33%         | 0.47%        | 1         | 3.03%          | 0.47%         |           |
| <b>100.00%</b> | <b>20.38%</b> | <b>3</b> | <b>100.00%</b> | <b>1.42%</b> | <b>33</b> | <b>100.00%</b> | <b>15.64%</b> | <b>10</b> |
| 58.14%         | 11.85%        | 1        | 33.33%         | 0.47%        | 18        | 54.55%         | 8.53%         | 10        |
|                |               |          |                |              |           |                |               |           |
| 6.98%          | 1.42%         |          |                |              |           |                |               |           |
| 9.30%          | 1.90%         |          |                |              | 2         | 6.06%          | 0.95%         |           |
| 2.33%          | 0.47%         |          |                |              | 1         | 3.03%          | 0.47%         |           |
| 2.33%          | 0.47%         |          |                |              | 1         | 3.03%          | 0.47%         |           |
|                |               |          |                |              |           |                |               |           |
|                |               | 1        | 33.33%         | 0.47%        | 2         | 6.06%          | 0.95%         |           |

|         |        |   |         |       |    |         |        |    |
|---------|--------|---|---------|-------|----|---------|--------|----|
|         |        |   |         |       |    |         |        |    |
| 2.33%   | 0.47%  |   |         |       | 3  | 9.09%   | 1.42%  |    |
|         |        |   |         |       |    |         |        |    |
| 2.33%   | 0.47%  |   |         |       |    |         |        |    |
| 11.63%  | 2.37%  |   |         |       | 3  | 9.09%   | 1.42%  |    |
| 4.65%   | 0.95%  | 1 | 33.33%  | 0.47% | 2  | 6.06%   | 0.95%  |    |
|         |        |   |         |       | 1  | 3.03%   | 0.47%  |    |
| 100.00% | 20.38% | 3 | 100.00% | 1.42% | 33 | 100.00% | 15.64% | 10 |

| Business       |              | no response |                |              |
|----------------|--------------|-------------|----------------|--------------|
| % group        | % all        | # group     | % group        | % all        |
|                |              |             |                |              |
|                |              |             |                |              |
|                |              |             |                |              |
|                |              |             |                |              |
| 100.00%        | 4.74%        |             |                |              |
|                |              | 16          | 100.00%        | 7.58%        |
| <b>100.00%</b> | <b>4.74%</b> | <b>16</b>   | <b>100.00%</b> | <b>7.58%</b> |
| 90.00%         | 4.27%        | 10          | 62.50%         | 4.74%        |
| 10.00%         | 0.47%        | 3           | 18.75%         | 1.42%        |
|                |              | 3           | 18.75%         | 1.42%        |
| <b>100.00%</b> | <b>4.74%</b> | <b>16</b>   | <b>100.00%</b> | <b>7.58%</b> |
| 70.00%         | 3.32%        | 11          | 68.75%         | 5.21%        |
| 30.00%         | 1.42%        | 2           | 12.50%         | 0.95%        |
|                |              | 3           | 18.75%         | 1.42%        |
| <b>100.00%</b> | <b>4.74%</b> | <b>16</b>   | <b>100.00%</b> | <b>7.58%</b> |
| 90.00%         | 4.27%        | 9           | 56.25%         | 4.27%        |
| 10.00%         | 0.47%        | 3           | 18.75%         | 1.42%        |
|                |              | 4           | 25.00%         | 1.90%        |
| <b>100.00%</b> | <b>4.74%</b> | <b>16</b>   | <b>100.00%</b> | <b>7.58%</b> |
| 70.00%         | 3.32%        | 10          | 62.50%         | 4.74%        |
| 20.00%         | 0.95%        | 3           | 18.75%         | 1.42%        |
| 10.00%         | 0.47%        | 3           | 18.75%         | 1.42%        |
| <b>100.00%</b> | <b>4.74%</b> | <b>16</b>   | <b>100.00%</b> | <b>7.58%</b> |
| 70.00%         | 3.32%        | 9           | 56.25%         | 4.27%        |
| 30.00%         | 1.42%        | 3           | 18.75%         | 1.42%        |
|                |              | 4           | 25.00%         | 1.90%        |
| <b>100.00%</b> | <b>4.74%</b> | <b>16</b>   | <b>100.00%</b> | <b>7.58%</b> |
| 70.00%         | 3.32%        | 10          | 62.50%         | 4.74%        |
| 30.00%         | 1.42%        | 3           | 18.75%         | 1.42%        |
|                |              | 3           | 18.75%         | 1.42%        |
| <b>100.00%</b> | <b>4.74%</b> | <b>16</b>   | <b>100.00%</b> | <b>7.58%</b> |
| 90.00%         | 4.27%        | 8           | 50.00%         | 3.79%        |
| 10.00%         | 0.47%        | 3           | 18.75%         | 1.42%        |
|                |              | 5           | 31.25%         | 2.37%        |
| <b>100.00%</b> | <b>4.74%</b> | <b>16</b>   | <b>100.00%</b> | <b>7.58%</b> |
| 70.00%         | 3.32%        | 10          | 62.50%         | 4.74%        |
| 30.00%         | 1.42%        | 3           | 18.75%         | 1.42%        |
|                |              | 3           | 18.75%         | 1.42%        |
| <b>100.00%</b> | <b>4.74%</b> | <b>16</b>   | <b>100.00%</b> | <b>7.58%</b> |
| 70.00%         | 3.32%        | 9           | 56.25%         | 4.27%        |
| 30.00%         | 1.42%        | 3           | 18.75%         | 1.42%        |

|                |              |           |                |              |
|----------------|--------------|-----------|----------------|--------------|
|                |              | 4         | 25.00%         | 1.90%        |
| <b>100.00%</b> | <b>4.74%</b> | <b>16</b> | <b>100.00%</b> | <b>7.58%</b> |
| 90.00%         | 4.27%        | 10        | 62.50%         | 4.74%        |
| 10.00%         | 0.47%        | 3         | 18.75%         | 1.42%        |
|                |              | 3         | 18.75%         | 1.42%        |
| <b>100.00%</b> | <b>4.74%</b> | <b>16</b> | <b>100.00%</b> | <b>7.58%</b> |
| 80.00%         | 3.79%        | 8         | 50.00%         | 3.79%        |
| 20.00%         | 0.95%        | 4         | 25.00%         | 1.90%        |
|                |              | 4         | 25.00%         | 1.90%        |
| <b>100.00%</b> | <b>4.74%</b> | <b>16</b> | <b>100.00%</b> | <b>7.58%</b> |
| 60.00%         | 2.84%        | 11        | 68.75%         | 5.21%        |
| 40.00%         | 1.90%        | 2         | 12.50%         | 0.95%        |
|                |              | 3         | 18.75%         | 1.42%        |
| <b>100.00%</b> | <b>4.74%</b> | <b>16</b> | <b>100.00%</b> | <b>7.58%</b> |
| 80.00%         | 3.79%        | 10        | 62.50%         | 4.74%        |
| 20.00%         | 0.95%        | 2         | 12.50%         | 0.95%        |
|                |              | 4         | 25.00%         | 1.90%        |
| <b>100.00%</b> | <b>4.74%</b> | <b>16</b> | <b>100.00%</b> | <b>7.58%</b> |
|                |              |           |                |              |
| 10.00%         | 0.47%        | 2         | 12.50%         | 0.95%        |
| 90.00%         | 4.27%        | 9         | 56.25%         | 4.27%        |
|                |              | 1         | 6.25%          | 0.47%        |
|                |              | 4         | 25.00%         | 1.90%        |
| <b>100.00%</b> | <b>4.74%</b> | <b>16</b> | <b>100.00%</b> | <b>7.58%</b> |
| 100.00%        | 4.74%        | 4         | 25.00%         | 1.90%        |
|                |              |           |                |              |
|                |              | 3         | 18.75%         | 1.42%        |
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|                |              |           |                |              |
|                |              | 1         | 6.25%          | 0.47%        |



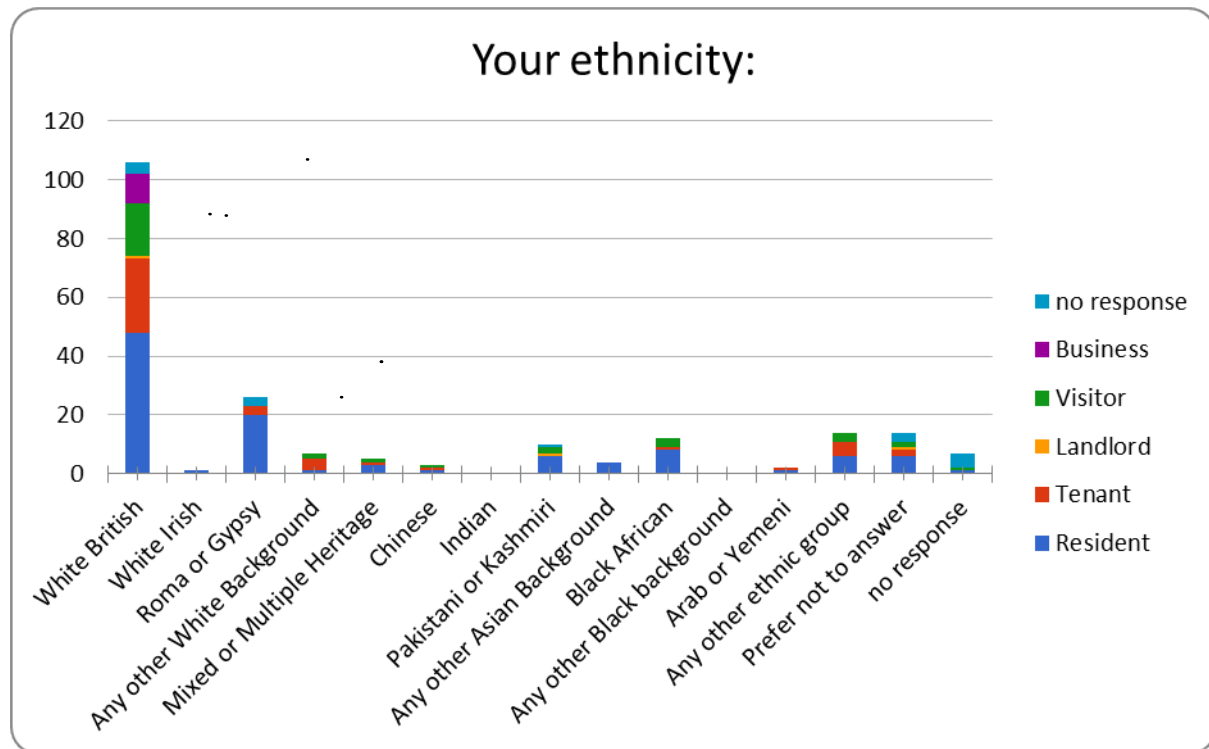
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|         |       | 3  | 18.75%  | 1.42% |
|         |       | 5  | 31.25%  | 2.37% |
| 100.00% | 4.74% | 16 | 100.00% | 7.58% |

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| <p><b>Under the Equality Act 2010 Protected characteristics</b> are Age, Disability, Sex, Gender Reassignment, Race, Religion or Belief, Sexual Orientation, Civil Partnerships and Marriage, Pregnancy and Maternity. Page 6 of guidance. Other areas to note see guidance appendix 1</p>   |   |
| <p><b>Name of policy, service or function. If a policy, list any associated policies:</b></p>  | <p><b>Public Space Protection Order (PSPO) – Fitzwilliam Road, Rotherham East</b></p>     |
| <p><b>Name of service and Directorate</b></p>  | <p>Community Safety and Street Scene – Regeneration and Environment</p>                   |
| <p><b>Lead manager</b></p>   | <p>Sam Barstow – Head of Service, Community Safety, Resilience and Emergency Planning</p> |
| <p><b>Date of Equality Analysis (EA)</b></p>   | <p>7<sup>th</sup> May 2019</p>  |
| <p><b>Names of those involved in the EA (Should include at least two other people)</b></p>   | <p>Helen Thorpe<br/>Sam Barstow<br/>Influenced by consultation respondents</p>            |
| <p><b>Aim/Scope</b> (who the Policy /Service affects and intended outcomes if known) See page 7 of guidance step 1</p> <p>Proposed PSPO covering Fitzwilliam Road and surrounding area to address ASB issues.</p> <p>The aim is to address activities which have impacted negatively on the quality of life of people who live and work in the area outlined by prohibiting or requiring certain activities/behaviour and giving additional enforcement powers to address them.</p> <p>The PSPO is intended to support the objectives of the Eastwood Deal, particularly around the reduction of anti-social behaviour, crime and environmental issues.</p>  |   |
| <p><b>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?</b> See page 7 of guidance step 2</p> <p>The area proposed is diverse with a high BME population, access to translation services was required - consultation/engagement has been carried out with various local community organisations who have translators working within them.</p> <p>Further work within the community to better understand their concerns, worries and fears has been done through a thorough consultation including drop ins, surgeries in local supermarket and direct contact with organisations already working with groups of residents. This has been supplemented through direct work with resident groups and representative organisations.</p> <p>Equality information has been gathered through the consultation process so there is an</p> |   |

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understanding of the issues faced by different sectors of the community. The below details the ethnic breakdown of respondents to the public consultation.



Young people have been consulted via YMCA White Rose at My Place and in partnership with local community organisations who are already engaging with a high number of young people.

Officers have also attended Roma Forum to address their specific concerns. It has been agreed to continue working with them to ensure they are informed throughout the process and understand the implications.

The area is within the Rotherham East ward. The Rotherham Central Neighbourhood Profile states Rotherham East:

- Is the most deprived ward in Rotherham (with Eastwood identified as the most deprived part of the ward)
- Has the second highest BME population in Rotherham
- Is a hotspot for ASB (Nuisance, Personal and Environmental)
- Recorded crime and ASB is well above the borough average
- Residents from Rotherham East specifically cited drug and alcohol usage and drug-dealing as key issues

**Engagement undertaken with customers. (date and group(s) consulted and key findings)** See page 7 of guidance step 3

Consultation has been undertaken with key stakeholders and relevant community groups identified. Implementation of a Public Spaces Protection Order requires public consultation as set out in the Anti-Social Behaviour Crime and Policing Act 2014. It is important for the consultation to be both accessible and engaging with those likely to be affected by the order (positively

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|   | <p>and negatively).</p> <p>The consultation recorded age/sex/ethnicity in order to ensure that the consultation met the requirements of the initial equality impact assessment.</p>  |
| <p><b>Engagement undertaken with staff about the implications on service users (date and group(s) consulted and key findings)</b> See page 7 of guidance step 3</p> | <p>Consultation has been undertaken with key stakeholders and relevant community groups identified. The Council has utilised various networks including Landlord networks through Selective Licensing, Neighbourhood Teams, the Safer Rotherham Partnership and those aligned to Controlling Migration Funding. All known local and relevant organisations have received an email outlining the proposal and methods of responding to the consultation.</p> <p>The consultation has been supported by an online consultation and various engagement events which will be detailed below. A leaflet and poster has also been developed and made available in local community venues and businesses. Social media posts have been shared regularly throughout the period. Due to the size of the area, estimated to be around 6,300 residents in 2017 (according to the Office for National Statistics), with a total of around 2,500 properties in the area, a written consultation to all residents was not practical. In order to support engagement with local residents, the Council has attended in excess of 20 events including Community Café, Chat and Play, Neighbourhood Watch and specific Drop In events, advertised through leaflets in the community with assisted delivery by partner agencies, Councillors and local Street Champion volunteers. Time has also been spent in local businesses and speaking to shoppers at local supermarkets.</p> <p>RMBC staff and partners working in the area have discussed the implications in the Eastwood Officers Group. In relation to partners, the following organisations were invited to give a formal response:</p> <ul style="list-style-type: none"> <li>• Chief Officer of Police (T/Chief Superintendent Steve Chapman)</li> <li>• Police and Crime Commissioner</li> <li>• South Yorkshire Fire and Rescue (Group Manager Steve Adams)</li> <li>• Rotherfed</li> <li>• Rotherham Ethnic Minority Alliance</li> <li>• Clifton Learning Partnership</li> <li>• Rotherham East Ward Cllrs</li> </ul> |

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| <b>The Analysis</b>  |  |
| <p><b>How do you think the Policy/Service meets the needs of different communities and groups?</b> Protected characteristics of Age, Disability, Sex, Gender Reassignment, Race, Religion or Belief, Sexual Orientation, 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. This list is not exhaustive - see guidance appendix 1 <b>and</b> page 8 of guidance step 4</p> <p>The proposed restrictions are anticipated to impact positively on people living within the boundary of the PSPO – reductions in ASB have been seen in Town Centre following the implementation of a PSPO in that area.</p> <p>In analysing the results of the consultation, it is clear that individuals of all ethnicities and ages had experienced varying issues of anti-social behaviour linked to the proposals within the PSPO. Whilst the levels of support varied, showing mixed responses and diverse opinions, no significant negative trends in responses were identified.,</p> <p>Whilst support for the order varied to some extent as noted above, the proportions likely to be affected remained significant. This does suggest that despite being affected, people may still be nervous about how the powers would be used and whether it could be effectively resourced to have the desired impact.</p> <p>There is clearly a need to continue to offer support and information to the community about the powers and how they may be used. This should not stop following the decision as to whether to create the order and on-going engagement will continue</p> |  |
| <p><b>Analysis of the actual or likely effect of the Policy or Service:</b><br/>See page 8 of guidance step 4 and 5</p> <p><b>Does your Policy/Service present any problems or barriers to communities or Group?</b> Identify by protected characteristics <b>Does the Service/Policy provide any improvements/remove barriers?</b> Identify by protected characteristics</p> <p>Improvements<br/>The Town Centre PSPO has seen a reduction in ASB and crime in the area so there is likely to be a reduction in the proposed area too<br/>There has been no evidence of minorities being adversely affected by the Town Centre PSPO</p> <p><b>What affect will the Policy/Service have on community relations?</b> Identify by protected characteristics</p> <p>As stated above – Concerns have been raised on the impact this will have on an area which already has high levels of poverty and a vulnerable population. If implemented, further work within the community to better understand their concerns, worries and fears and inform them of the details can be undertaken through community organisations working with the identified groups. This will enable us to address the concerns whilst looking to foster better relationships within the community itself and promote community cohesion.</p>   |  |

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(CDDPPSSF)**

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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** - See page 9 of guidance step 6 and 7

**Time Period June 2019 – June 2020 (recommended review date)**

Manager: Helen Thorpe..... Service Area:...Community Safety..... Tel:.....

**Title of Equality Analysis: PSPO Proposal – Fitzwilliam Road Area**

If the analysis is done at the right time, i.e. early before decisions are made, changes should be built in before the policy or change is signed off. This will remove the need for remedial actions. Where this is achieved, the only action required will be to monitor the impact of the policy/service/change on communities or groups according to their protected characteristic.

List all the Actions and Equality Targets identified

| Action/Target   |           | State Protected Characteristics as listed below | Target date (MM/YY) |
|---|-----------|---|---------------------|
| <b>Ensure community understands the implications if PSPO is implemented</b> <ul style="list-style-type: none"> <li>Community organisations with translators working within them can help to inform harder to reach members of the community (CLP/REMA/E.V.Primary).</li> <li>Information can be produced in other languages – CLP can translate</li> <li>Signage would need to be pictorial for non-English speakers</li> </ul> |           | RE  | May 2019            |
| <b>Work with local groups to monitor the PSPO and the community reaction</b> <ul style="list-style-type: none"> <li>Attend Roma Forum on implementation and at regular intervals thereafter</li> <li>Continue to work alongside YMCA White Rose to ensure young people understand the order and monitor their response to it</li> <li>Work with existing organisations to monitor the impact on the community</li> </ul>        |           | RE  | 2019                |
|   |           |   |                     |
| Name Of Director who approved Plan  | Tom Smith | Date:   |                     |

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

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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>Directorate: Regen and Environment</p> <p>Function, policy or proposal name: Public Space Protection Order - Fitzwilliam</p> <p>Function or policy status:<br/>Name of lead officer completing the assessment: Sam Barstow</p> <p>.....</p> <p>Date of assessment: 08/05/19</p> | <p>The proposed restrictions are anticipated to impact positively on people living within the boundary of the PSPO</p> | <p>Ensure community is informed at implementation</p> <p>Attend future Roma Forum meetings to discuss implementation, should the Council decide to do so</p> <p>Attend YMCA White Rose to discuss implementation, should the Council decide to do so</p> <p>Work alongside community organisations to monitor any adverse impact</p> <p>Monitoring through local community groups/organisations.</p> |