

ROTHERHAM MBC

NARRATIVE REPORT 2018/19



Rotherham is a borough covering 110 square miles



Rotherham's population of 263,400 mostly live in urban



Rotherham has 50,900 childrer aged 0-15 and 26,100 young people aged 16-2



The population is ageing, with 66,400 people



22,800 are aged over 75 and 6,000 over 85 with an additional 550 over 85s expected by 2021

Rotherham has a diverse community which included over 20,000 people from minority ethnic groups (8.1%) in 2011. The largest communities are Pakistani/Kashmiri and Slovak/Czech Roma. It is also made up of many towns, villages and suburbs which form a wide range of geographic communities.

The borough benefits from a vibrant voluntary and community sector (VCS), comprising almost 1,400 organisations with 3,600 staff and around 49,000 volunteer roles.

It is estimated that the paid VCS workforce contributes £99m to the economy per annum and that volunteers provide approximately 85,000 hours of time per week. Rotherham lost 14,000 jobs between 2007 and 2012, but job numbers have now reached 99,000 - above pre-recession levels. There are 7,115 enterprises in Rotherham, with the figure increasing by 29% over the last five years.



Average Attainment 8 score and the Progress 8 score for key stage 4 pupils (aged 16) are both slightly below the national average and the attainment of children from poorer families is considerably lower



a good level of development at the early years foundation stage (up to age 5) is above the national average and third highest in the region



in the form of country and urban parks, nature reserves, woodlands and playing fields. Although used well in some areas, others offer an often untapped resource within communities



In the town centre, award

with new developments
Induding Forge Island, university
campus, market and interchange
redevelopments, and new
riverside housing

Narrative Report 2018/19

Background

The Accounts and Audit (England) Regulations 2015 introduced requirements for local authorities to produce and publish a narrative report in respect of each financial year and comment on its financial performance and economy, efficiency and effectiveness in its use of resources over the financial year. The narrative report, which replaces the explanatory foreword in the Statement of Accounts, needs to be published along with the financial statements/Statement of Accounts and the Annual Governance Statement, and has to be prepared in accordance with the CIPFA Code of Practice on Local Authority Accounting. This requires that there should be a narrative report to accompany the financial statements and that this should be based on the information contained in the annual Statement of Accounts.

Introduction

This Narrative Report summarises what Rotherham Metropolitan Borough Council (RMBC) spent in 2018/19, how it was spent and what has been achieved in line with the Council's priorities and specific improvement agenda. It provides a narrative context to the accounts by presenting a clear and simple summary of the Council's financial position and performance for the year and its prospects for future years.

The Narrative Report has been produced by the Council to better inform residents about how and where money is spent by the Council in the current specific context of its work towards strengthening its governance arrangements, improving the value for money of the services it provides and how it demonstrates leadership for local communities.

The Narrative Report sets out the Council's behaviours, values and standards for how it will conduct itself and sets out some of the key governance, operational and financial challenges it continues to face and seek to address in order to ensure it can operate in an open, accessible and transparent way.

Governance

The Council is in a far better place than when it started its improvement journey following the publication in February 2015 of a Corporate Governance Inspection (CGI) report which led to central Government issuing legislative directions to appoint a team of Commissioners to take overall executive decision-making at the Council.

In response to the report, the Council implemented an improvement strategy and as a result continues to make improvements to its services:

- The Children's and Young People's services were rated as 'good' by Ofsted,
- Rotherham continues to be the fastest growing economy in Yorkshire, and
- The final Independent Health Check stated that the pace of improvement across the Council had increased beyond the Government's expectations.

As a result of the improvements made, Government intervention ceased on 31st March 2019 and Council services have returned to democratic control.

About Rotherham

Rotherham Metropolitan Borough covers 110 square miles, featuring a wide range of urban, suburban and rural environments with 70% being open countryside. One of four South Yorkshire districts, Rotherham is centrally placed within the Sheffield City Region. The Borough has a growing population of 260,800 which is also ageing, with almost one in four aged over 60 years. The population has become increasingly diverse, with one person in 12 (8.1% in the 2011 Census) belonging to a minority ethnic group (though this remains lower than the national average of around 13%).

Rotherham has a proud industrial heritage based on coal and steel but these have declined over recent decades and the Borough has undergone a transition to a more modern economy.

Large scale job losses affected Rotherham during the last economic downturn but the employment rate is rising again. A little over 100,000 jobs are now based in Rotherham and 44,000 people travel to workplaces outside the Borough.

Rotherham has excellent transport links to the rest of the country with easy access to the M1 & M18 motorways, a rail network (including four stations within the Borough) and bus services. There are five airports within 50 miles, including Robin Hood airport which is less than 20 miles away. Rotherham offers a good quality of life combined with a relatively low cost of living.

Despite a range of positive developments and opportunities the legacy of previous industrial decline continues to cause issues across Rotherham, which the Council continues to prioritise. Rotherham is ranked the 52nd most deprived district in England, mainly as a result of: poor health, worklessness and low levels of adult qualifications (this is despite very positive performance in terms of attainment in Rotherham's schools).

Vision and Priorities

The Council Plan published in 2017 sets out the Council's vision which is:

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

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

To this end the Council has set out four priorities or vision themes:

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

This is underpinned by a corporate commitment to provide value for money, customer-focused services, make the best use of the resources available to us, be outward looking and work effectively with partners; as part of demonstrating that RMBC is 'a modern, efficient council' in line with the above vision.

Delivering the vision and priorities

During the period 2011/12 to 2018/19 the Council has made ongoing savings of £177m in response to the Government's austerity measures which have resulted in substantial reductions to local authority funding. The Council's Medium Term Financial Strategy identified a funding gap of £30m over the period 2019/20 and 2020/21. In setting its budget for 2019/20, the Council set out proposals for a balanced two-year budget. In doing so, £24m of budget savings have been identified, which, together with further efficiencies and recently announced additional funding, have all contributed to bridge the funding gap. In responding to the cross cutting theme of being a 'modern and efficient Council', the Council will continue to examine service change and improvement work across the Council. One of the key drivers to this will be the Customer Services and Digital Programme, which consists of a number of business cases and projects including the implementation of underlying technology required by the programme, service redesign and projects to deliver digital solutions and efficiencies across the Council.

Whilst the Council is becoming smaller in size, it is focused on being bigger in influence. This means a changing role for the Council involving stronger civic leadership, greater collaboration with and integrating and sharing services with other public sector organisations.

The Council recognises that it needs to build on individual and community assets to enable people to live more independently, for longer, with the support of their family, social networks and local neighbourhood resources. This also means the Council needs a clearer focus and prioritisation of resources – in some cases stopping doing some of what it has traditionally done before.

Each Directorate has developed its own service plans to support delivery of the refreshed Council Plan for 2019/20 as well as the Medium Term Financial Strategy. A focus on continuous improvement, early intervention, cross-directorate working, implementing good practice and raising standards runs through all these service business plans.

Partnership working is also recognised across all services as being essential to the future of the Borough; combining knowledge, ideas, expertise and resources to deliver tangible improvements, deliver efficiencies and economies of scale, and strengthen local communities.

Working in partnership

The Council is one of a number of organisations - including major public bodies (such as: the Police, Health Agencies, education and the Fire and Rescue service), local businesses and the voluntary and community sector - working together as "The Rotherham Together

Partnership" to deliver improvements for local people and communities by combining their knowhow and resources.

The Partnership has launched the Rotherham Plan 2025: a new perspective, which sets out a framework for its collective efforts to create a Borough that is better for everyone who wants to live, work, invest or visit here. It sets out some of the big projects, or "game changers", that partners will be focusing on until 2025:

- Building strong communities where everyone feels connected and able to actively participate, benefitting them and their communities:
- Raising skills levels and increasing employment opportunities, removing the barriers to good quality, sustainable employment for local people:
- **Integrating health and social care** to deliver joined up services for our residents that are easy to access:
- Building on the assets that make Rotherham a place to be proud of: and
- Creating a vibrant town centre where people want to visit, shop and socialise.

Rotherham's Plan 2025 forms part of a bigger picture which includes a number of partnership boards and less formal bodies that are developing plans and delivering activity in the Borough.

The Council's Performance Management Framework and Service Plans

The Council's Performance Management Framework outlines the authority's performance management principles which are:

- Honesty and Transparency;
- Timeliness:
- Working together; and
- Council-wide responsibility.

In addition to these principles, the Council's Performance Framework is a critical means by which the Council can make use of performance information to challenge its effectiveness and work to improve services and make them more customer focussed. The Framework is structured around a continuous improvement and performance management cycle and aims to provide an overview of the Council's performance management arrangements at every level of the organisation.

The Framework is a key tool in ensuring that all staff and councillors understand how their individual contributions are critical in enabling the entire organisation to deliver effective services, continuous improvement and value for money for the people of Rotherham.

Service Plans are a vital part of the Performance Management Framework, in addition to the over-arching Council Plan, they set out what the Council needs to deliver, focus on and improve; as well as how this will be achieved. The Framework provides the critical 'golden thread' to ensure that the Council is working effectively together, across all services, to achieve its strategic priorities.

The Council Plan 2017-2020 sets out the Council's overall vision and includes indicators and measures that will demonstrate its delivery. Quarterly reports on Council performance were presented to the Cabinet during 2018/19. At the end of the fourth and final quarter (January to March 2019) 34 measures had either met or had exceeded the target set in the Council Plan. This represents 58% of the total number of measures where data is available or where targets have been set. The direction of travel is positive for 33 (52.4%) of the indicators measured in the final quarter.

Some of the Council's key achievements in 2018/19 were:

- Period of government intervention formally came to an end in March 2019, as confirmed by the Secretaries of State for Housing, Communities and Local Government; Department for Education
- Adopted new neighbourhood working arrangements, including co-located Council staff and local policing teams, to tackle anti-social behaviour and community protection under one roof in Rawmarsh, Maltby and Central
- An Ofsted Focussed Visit took place in March 2019, reviewing the permanence planning arrangements for looked after children concluded that LAC in Rotherham are receiving a "Strong service" that has "Significantly improved"
- Implemented new waste and recycling services across Rotherham to time and budget, with the new waste and recycling services now being delivered to over 110,000 households
- Building Stronger Communities 25 projects delivered through the Controlling Migration Fund programme to tackle cohesion and around 400 pupils and students attended a special event to learn about the 'harms of hate'
- Town Centre Masterplan developments Muse appointed as the Council's development partner for the leisure development on Forge Island, new University Centre Rotherham (UCR) opened and Rotherham Interchange reopened following £12m refurbishment
- Rotherham's £4.4 billion economy announced as still among the fastest growing in the north
- Successful management with partners of 'Winter Pressures' supporting people's independence skills and timely discharge from hospital – 90 fewer people supported in residential/nursing care as more living at home.

Financial performance for the year

Included alongside this report is the Council's annual Statement of Accounts. The Statement of Accounts summarises the Council's financial performance during the year ended 31st March 2019 and shows its overall financial position at the end of that period. By law, all local authorities must produce a Statement of Accounts every year. They contain all the financial statements and disclosure notes required by statute and have been prepared in accordance with the Code of Practice on Local Authority Accounting for

2018/19 together with guidance notes as published by the Chartered Institute of Public Finance and Accountancy ('CIPFA').

The key sections included in the Statement of Accounts are:

Statement of Responsibilities

This sets out the respective responsibilities of the Council and the Strategic Director of Finance and Customer Services.

Comprehensive Income and Expenditure Statement

This account summarises the revenue costs of providing all Council services and the income and resources received in financing the expenditure.

Movement in Reserves Statement

This statement shows the movement during the year of the different reserves held by the Council.

Balance Sheet

The Balance Sheet includes information on the Council's non-current and current assets, short term and long term liabilities and the balances at its disposal at the reporting date.

Cash Flow Statement

This statement provides a summary of the flow of cash into and out of the Council for revenue and capital purposes.

Notes to the Core Financial Statements

These notes expand on important points shown in the Core Statements and provide further explanation of movements and balances.

Housing Revenue Account (HRA)

This account reflects the statutory obligation under the Local Government and Housing Act 1989 to show separately the financial transactions relating to the provision of local Council housing.

Collection Fund Statement

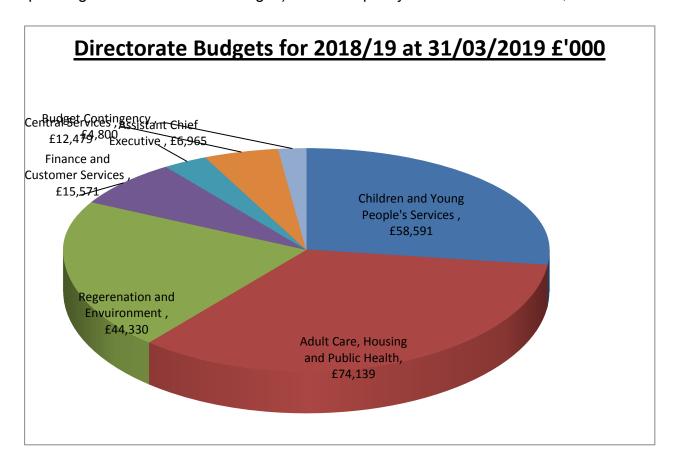
This statement summarises the transactions of Rotherham as a Billing Authority in relation to National Non-Domestic Rates and Council Tax and also illustrates the way in which income has been distributed to major precepting authorities (i.e. South Yorkshire Fire and Rescue and the Police and Crime Commissioner).

Revenue & Capital Expenditure Outturns

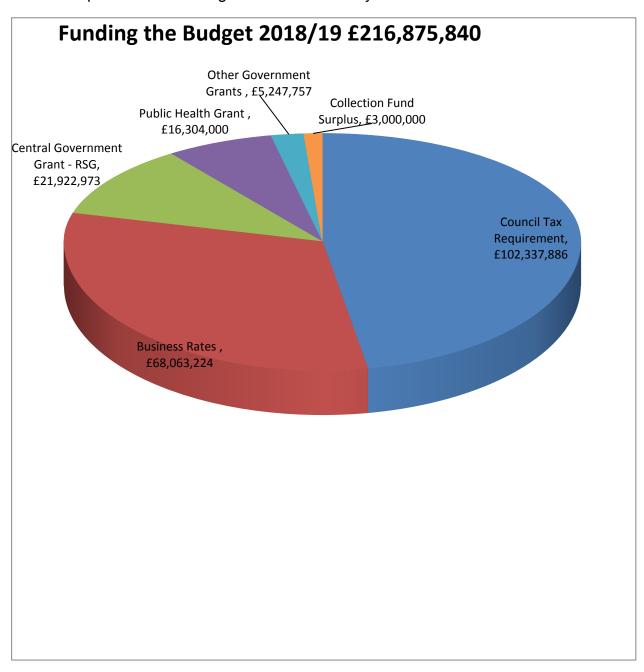
A summary of the Council's revenue and capital outturns for 2018/19 is included in the following paragraphs. Further details were reported to Cabinet on the 8th July 2019. The agenda for this meeting can be accessed through the Council & Democracy page of the Council's website.

Revenue expenditure overview

Revenue expenditure covers the day-to-day running costs of the Council's services. The net revenue budget for 2018/19 was £216.876m (after taking account of income from specific grants and fees and charges) and was split by Directorate as follows;



The net expenditure was budgeted to be funded by:



Revenue Outturn

General Fund Services

The Council set an original revenue budget for General Fund services (excluding schools) of £216.875m as outlined above, together with planned use of £5.2m corporate reserves as part of a £10m budget risk contingency. Total expenditure on services was £226.477m which is an overspend of £9.602m against service budgets. However, actions taken during the year to mitigate these additional service costs, including use of earmarked reserves, utilisation of capital receipts flexibility and additional grant funding received inyear, resulted in these additional costs being covered and there was also a reduced call on the planned use of corporate reserves, using £2.017m of the £5.2m set aside. The balance of £3.183m is available to support the budget in later years.

The principal reasons for the net £9.602m overspend on services are:

- A £4.661m overspend within the Adult Care, Housing and Public Health Directorate predominantly due to: increased demand for services particularly in respect of residential and nursing care budgets across all client groups, the rising cost of care packages and delays in the delivery of savings plans;
- An overspend of £15.646m on Children and Young People's Services, which is largely due to demand for services outstripping budget capacity. The increase in the number of Looked After Children has also placed significant pressure on Legal Services within the Finance and Customer Services Directorate;
- A £0.102m underspend on Regeneration and Environment Services. There were significant pressures as a result of delays in the delivery of savings, continuing additional demand for Home to School Transport, loss of contracts in the catering service and void units within the market. Management action was taken to mitigate these, which included restricting services to only essential spend and vacancy control;
- A £0.971m underspend within the Council's Finance & Customer Services and Assistant Chief Executive's Directorates, predominantly due to the additional income from the recovery of Housing Benefit overpayments and vacancy control;
- A £4.848m underspend in Council-wide Services, mostly arising from: savings from
 Treasury Management activity, reviews of PFI funding and payment profiles,
 business rates relief grant income and the finalisation of inflation funding
 requirements.
- Use of the budgeted risk contingency of £4.784m

Schools' Outturn

In addition to General Fund balances and reserves the Council also holds £3.369m relating to School Delegated Budgets. As can be seen below, this represents an increase of £1.968m on the previous year.

2017/18		2018/19
£m		£m
1.401	Unspent Schools' Budgets	3.369m

Housing Revenue Account Income and Expenditure Account

For 2018/19, the Income and Expenditure Account shows a surplus on the provision of HRA services of £3.996m. This is adjusted for items which are charged to the HRA under normal accounting practice but which are disregarded in determining the amount to be met by rent payers. These adjustments amounted to £15.092m and led to an overall deficit of £10.968m for 2018/19 which is principally due to an increase in the revenue funding of capital costs resulting from an increased capital programme offset by a decrease in the provision for bad debts and an increase in income.

The balance on the HRA at the end of 2018/19 was £26.539m. Under self-financing, all the risks of managing housing rest with the Council. This means that the Council needs to maintain a higher level of HRA reserves in order to fund all expenditure relating to the management and maintenance of housing stock and mitigate any potential risks the Council now faces. These risks include the costs of impairment/revaluation of non-dwellings which is a real charge to the HRA and welfare reform which brings additional risk of lower income collection and increased costs of collection.

Reserves

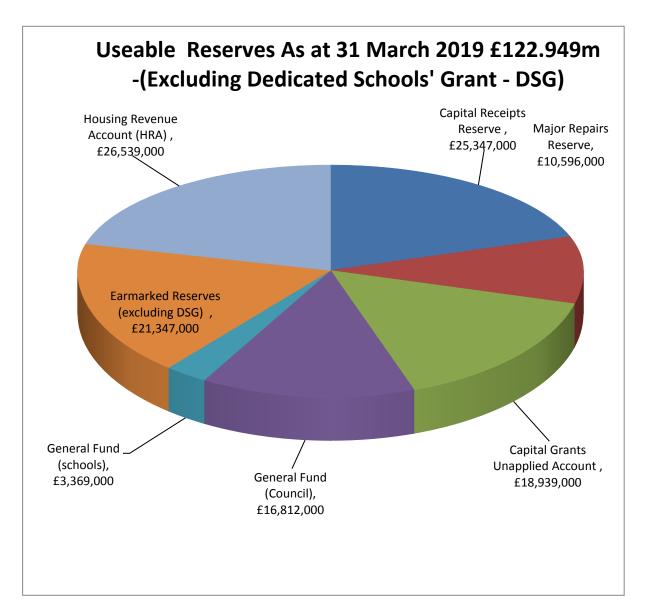
The Council manages its funds between two categories of reserves: usable reserves and unusable reserves.

Usable reserves are funds that the Council has set aside to provide services, subject to the need to maintain a prudent level of reserves and any statutory limitations on their use (e.g. the Capital Receipts Reserve may only be used to fund capital spend or repay debt, and cannot be used to support revenue spending directly).

Unusable reserves are funds that cannot be used to provide services or used for day to day running costs. The unusable reserves hold funds that have 'unrealised gains or losses'. For example, the Council has assets such as land and buildings whose value changes over time, so these funds can only be 'unlocked' and turned into usable funds if the assets are sold.

As at 31st March 2019, the Council held £122.949m of usable reserves (excluding Dedicated Schools Grant). Included within this balance are capital reserves of £54.882m, which can only be used to finance capital expenditure or repay debt. They cannot be used to support revenue spending directly. There is currently a deficit balance on the Dedicated Schools Grant, which in accordance with Government policy, can be carried forward, with the deficit to be addressed in future years. The Children and Young People's Service has developed a recovery plan to clear the deficit over the next few years. The plan is subject to Government approval.

This leaves £68.067m of revenue reserves and balances. However, most of these are ring–fenced (HRA and school balances) or are earmarked for specific purposes.



The uncommitted General Fund balance of £16.812m is considered to be a reasonable level of reserves to protect the Council against unforeseen events and the realisation of contingent liabilities.

A breakdown of the in-year movement on each of the usable reserves can be found in the Movement in Reserves Statement.

Capital Expenditure Overview

Capital spending is generally defined as expenditure on the purchase, improvement or enhancement of assets, the benefit of which impacts for longer than the year in which the expenditure was incurred.

Total capital expenditure in 2018/19 amounted to £91.643m and is analysed by Directorate as follows:

Directorate/Service	
Children & Young People Services	7.427
Adult Care & Housing:	
- Housing Revenue Account	43.258
- Housing General Fund	3.329
Adult Social Services	0.992
Regeneration & Environment	
Finance & Customer Services	4.562
Total	91.643

The capital expenditure was financed as follows:

	2018/19
	£m
Borrowing	20.701
Major Repairs Allowance (MRA)	19.665
Grants & Other Contributions	23.293
Capital Receipts	10.162
Internal Funds (e.g. Reserves, etc.)	17.822
Total	91.643

Major items of capital expenditure incurred are as follows:

	2018/19
	£m
Non Housing:	
Carriageway Resurfacing	4.937
Unclassified Roads	2.472
Pavement Improvements	1.005
Crinoline Bridge Repairs	1.090
Waste Management Bins and Waste Management Vehicles	5.383
Wath Primary School	1.250
Rother Valley Country Park – Caravan Park	4.530
Grounds Maintenance Equipment	1.022
Housing Investment Programme:	
Housing Conversions / Improvements	2.473
Replacement of Central Heating Systems	2.251
Voids Programme	2.797
Refurbishment of Council Housing Stock	8.758
Adaptations	1.997
Housing Site Clusters for the development of mixed tenure properties	16.922
Bellows Rawmarsh	3.906
Furnished Homes	1.324

Treasury Management & Prudential Indicators

A summary of the Council's borrowing activities for 2018/19 is shown below. Further details of the Council's Treasury Management activities and prudential indicators will be reported to the Cabinet Meeting on the 8th July 2019. The agenda for this meeting can be accessed through the Council & Democracy page of the Council's website.

The Council's borrowing activities are summarised as follows:

2017/18 £m	Long Term Borrowing	2018/19 £m
447.007	Balance as at 1 April	419.701
	Plus:	
0.000	New long-term borrowing	0.000
(27.306)	Re-classified as temporary borrowing (repayable in the following financial year)	(12.313)
419.701	Balance as at 31 March	407.388

2017/18 £m	Short Term Borrowing	2018/19 £m
52.299	Balance as at 1 April	145.306
	Plus:	
118.000	New temporary borrowing	167.000
27.306	Re-classified from long-term borrowing	12.313
197.605		324.619
(30.000)	Repayments in the year	(118.000)
(22.299)	Repayment of prior year's reclassified long-term borrowing	(27.306)
	Plus accrued interest	3.766
145.306	Balance as at 31 March	183.079

Balance Sheet

The *Balance Sheet* presents the Council's financial position, i.e. its net resources at the financial year end. The balance sheet is composed of two main balancing parts i.e. its net assets and its total reserves. The net assets part shows the assets of the Council would have control of after settling all its liabilities. The balance of these assets and liabilities is then shown as being attributable to the various reserves of the Council.

Key Changes in Accounting Policy

The Council's Financial Statements are prepared in accordance with International Financial Reporting Standards ('IFRS') and the CIPFA Code of Practice on Local Authority Accounting for 2018/19. The accounting policies adopted by the Council are compliant with IFRS and have been applied in preparing the financial statements and the comparative information.

The key change for 2018/19 has been in respect of International Financial Reporting Standard 9 which is considered to be primarily a re-classification exercise of financial instruments. Given the Council's low risk investment strategy, the impact is minimal.

There have been no Accounting Policy changes for 2018/19, however it should be noted that under the Accounts and Audit Regulations 2015, since 2017/18 local authorities are required to publish their unaudited accounts by 31st May, a month earlier than the previous regulations, whilst the Audited Financial Statements require publication by 31st July, this being two months earlier than previous requirements.

Risks and Opportunities

Delivery of the agreed budget over the next two years presents a significant financial challenge for the Council, having regard to the current spending levels in social care services, which are not sustainable beyond 2018/19. It is essential that the cost reductions and budget savings now agreed are delivered and delivered within the timescales set within the budget. The Council's MTFS to 2021/22 will be kept under review and updated as necessary following the release of future local authority funding information from the Government which is expected in Autumn 2019 through the Spending Review, Fair Funding Review and Review of the Business Rates Retention Scheme.

A proportion of the budget options proposed for 2019/20 and 2020/21 require a significant shift in the way some services are currently delivered. Plans are in place to ensure that delivery of savings is managed and monitored, with regular reports to elected Members on progress against the agreed saving targets.

The cross-cutting theme, "to be a modern and efficient Council", also remains valid and applies to all service change and improvement work across the Council. The Customer Services and Digital Programme is one of the key drivers of this theme alongside the specific work being carried out in the Social Care Services.

Financial Outlook

The ongoing financial challenges faced by the Council are similar to those of other local authorities, these being: reductions in Government funding, increased demand for social care services as a result of a growing population and the impact of inflation. This budget challenge means that the Council must be responsible in its budget setting approach: giving precedence to investment and savings proposals that best contribute to the Council's priorities and the needs of Rotherham's residents, and that ensure that best value is demonstrated across the breadth of Council services. This means a changing role for the Council. Stronger civic leadership, greater collaboration, integration and shared services with other public organisations are all progressing and will continue to do so. The financial challenge also means a new approach that builds on individual and community assets to enable people to live more independently, for longer, with the support of their family, social networks and local neighbourhood resources. It also means a clear focus and prioritisation of resource – and in some cases stopping doing things that the Council has traditionally done before

By the end of the decade, the Council will have made over £200m of savings since 2011, reduced its headcount by approximately 1,800 staff (over 1,000 full time equivalent posts),

whilst minimising the Council Tax burden on households as much as possible when real term incomes for Rotherham residents have not been increasing.

In the last two years, the Council has changed the way in which it works with other agencies in order to implement these changes. Despite the unprecedented financial pressures, the Council will have to focus on delivering better services, focussed on the priorities set by the public.

The Council continues however to face significant financial pressures going forward, particularly in respect of social care for both adults and children. The Council has updated its Medium Term Financial strategy and made budget proposals for both the 2019/20 and 2020/21 financial years, including proposals to bridge the £30m funding gap which was identified over this period, which were approved by Council in February 2019.

It is also important to underline the spending level of the Council despite funding cuts. With a current proposed revenue budget of £221m in 2019/20 together with proposed capital expenditure of £103m, the Council will remain a key lever for growth and investment in Rotherham and the wider Sheffield City Region. The recently agreed Sheffield City Region Devolution deal which will initially run until 2022 will also provide opportunities to support housing, transport and skills training across the region and within the Borough.

The challenge is to ensure the sustainability of the Council to deliver services and deliver against the Council's stated priorities. This means making carefully considered investment and savings decisions through to 2022 and in some cases making real cuts and reductions in service provision. This budget strategy is set against the particular demand pressures and cost challenges facing Rotherham. Residents are living longer, but with more long term health conditions and the numbers of Looked After Children is continuing to increase, which are stretching already squeezed health and social care budgets

Signed

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Date