

Public Report Cabinet

Committee Name and Date of Committee Meeting

Cabinet - 17 October 2022

Report Title

Housing Related Support Pathway - proposal for future commissioning

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

Strategic Director Approving Submission of the Report

Ian Spicer, Strategic Director of Adult Care, Housing and Public Health

Report Author(s)

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Ward(s) Affected

Borough-Wide

Report Summary

This report sets out the recommendations for the future of Housing Related Support Services (HRS). Housing Related Support Services are non-statutory services that support people experiencing homelessness or at risk of becoming homeless to live independently in the community. It is designed to complement the Council's offer to alleviate and prevent homelessness.

The aim is to implement a single pathway of support for adults who struggle to live independently and maintain a stable housing situation. The report proposes a change to the current model, moving away from a set number of services for people with defined needs to one where resource can be more quickly accessed to meet needs, especially around complexity and where service capacity can be better utilised.

There will be an agreed overarching service specification, co-designed with the market. The premise of this will be that all commissioned services will have the ability to support anyone at risk of homelessness irrespective of compounding or complex issues, in a person-centred way. This will be used to procure a group of experienced and skilled service providers that are able to provide support and accommodation either on a block basis of multiple units or as individual packages of support. The system will allow for changes in need and demand, allowing the Council to access quality places. It will also allow quick access to the market, in the form of good quality and contractually compliant providers to maximise future short-term grant funding opportunities.

Recommendations

- 1. That Cabinet approves the remodelling of existing Adult Housing Related Support services to create one single pathway which will support a 'no wrong door' approach into services.
- 2. That Cabinet approves the procurement of the pathway using a 5 year Flexible Purchasing System which will be reviewed to ensure it remains fits for purpose and a progress report prepared for Cabinet

Appendices

Appendix 1 Key Findings from Snapshot Audit (April 2022)

Appendix 2 Equality Screening Assessment

Appendix 3 Equality Analysis

Appendix 4 Carbon Impact Assessment

Background Papers

Rotherham Side by Side Review of Housing Related Support, Cabinet and Commissioners' Decision-Making Meeting – 16th October 2017

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

Council Approval Required

No

Exempt from the Press and Public

No

Housing Related Support Pathway- proposal for future commissioning

1. Background

- 1.1 Housing Related Support (HRS) services are non-statutory services that offer personalised support to individuals to prevent homelessness. The services generally fall into two categories: support for people who are homeless, to resettle into their new home and community to reduce risk of repeat homelessness and support for people who are at risk of losing their home, to maintain their home and continue to live independently. This is achieved by using the following service models:
 - Accommodation based services short-term accommodation with support available on-site or through a visiting service. Housing Benefit/Rental income funds the accommodation with HRS funding the support element.
 - Floating support temporary visiting support delivered in a person's home or community location to support setting up a home or prevent homelessness, with tenancies not linked to support.
- 1.2 The last time Cabinet reviewed the whole HRS provision was in 2017 (see Rotherham Side by Side Review of Housing Related Support Cabinet Report 2017, in background papers), when services were streamlined into four pathways: Complex Needs, Vulnerable Adults, Younger People and Domestic Abuse.
- 1.3 The Domestic Abuse services were recommissioned in 2021 and 2022 and integrated into the Council's Domestic Abuse Strategy. The services ring-fenced for Younger People (aged 16-25) are also not in scope for this report as these services will be aligned to the provision commissioned by CYPS commissioning. This report therefore focuses on the remaining adult pathways, namely the Vulnerable Adults Pathway and Complex Needs.
- 1.4 The individual contracts that are commissioned within the original pathways are detailed in the table below (excluding the Domestic Abuse Contracts which were re-procured in 2021 and 2022):

Provision (and provider)	Type of Support	Available units/ households	Annual Contract Value	Client Group /Household type
Floating Support (Action Housing)	Floating Support in people's home anywhere across borough	110 (NB. Contract is supplemented with 26 dispersed properties, therefore availability for floating is 84)	£186,500	Any household type with a need to prevent homelessness or resettle after period of homelessness

Floating	Floating	110 (NB.	£186,500	Any household
Support (SYHA)	Support in people's home	Contract is supplemented with 8 dispersed properties,		type with a need to prevent homelessness
	anywhere across borough	therefore availability for floating is 102)		or resettle after period of homelessness
Dispersed Interim Accommod ation (SYHA)	Dispersed accommod ation (2/3 bed) with floating support	32	£80,000	Homeless couples or families with dependents
Elliott Court (Action Housing)	Self- contained Accommod ation with on-site support	15	£170,000	Single people who are homeless
Elliott House (Action Housing)	Self- contained Accommod ation with on-site support	15	£100,000	Single people with Mental ill health (often accompanied by homelessness)
Browning Court (SYHA)	Self- contained accommod ation with on-site support	10	£145,861	Single people with Mental ill health
Young Persons (16-25) Support Service (Roundabo ut)	Mixture of emergency accommod ation, supported accommod ation and floating support	85	£525,000	Young People (16-24), who are homeless or at risk of homelessness
Fleming Gardens (YWCA)	Accommod ation with onsite support plus dispersed accommod ation with floating support	27	£117,775	Young Parents (16-25) – including pregnant women

Young Parents Floating Support (YWCA)	Floating Support in own home	20	£76,500	Young Parents (16-25) – including pregnant women
Housing First	Provision of accommod ation in the community with intensive floating support	25 (NB. Additional x10 units obtained through temporary funding, see table below 1.3)	£166,992	People with entrenched homelessness or a history of rough sleeping with high level of complexities and chaotic lives

1.5 There have been opportunities in recent years for the Council to obtain short-term funding from central government grants, some of which have been used to develop innovative services and interventions alongside HRS providers. These services have delivered successful outcomes and added some much-needed provision into the system, but the funding streams are finite and the services do not fit within the existing defined pathways. See below for a breakdown of existing additional service provision:

Provision (and funding stream)	Type of Support	Available units/ households	Annual Contract value	Client Group /Household type
Indigo (SYHA) – COVID Recovery Funding, ends March 2023	Floating Support	50	£365,704	Households of any type, experiencing homelessness and residing in temporary accommodation
Housing First (SYHA) - COVID Recovery Funding, ends March 2023	Provision of accommo dation in the communit y with intensive floating support	10 (in addition to 25 commissione d)	£62,197	People with entrenched homelessness, history of rough sleeping with high level of complexities and chaotic lives (determined through chaos index)
Emergency Accommodation (Target Housing) – Rough Sleepers Initiative	Accommo dation with on site support (up to 6	8	£171,078	Single people who are rough sleeping or at immediate risk of rough sleeping

Funding, ends March 2025	weeks) – hostel			
Indigo Next Steps – Rough Sleepers Initiative Funding, gradual reduction up to March 2024	Accommo dation with floating support – self contained	10	£40,00 (reducing each year)	Single people who are homeless with a history of rough sleeping or at risk of rough sleeping (originally funded through the governments Next Steps Accommodation Programme)

- 1.6 In addition to the services listed above there is a contract with South Yorkshire Housing Association to provide accommodation and support at Burns Court. This does not form part of the four pathways and is ring fenced as specialist support for people with diagnosed Mental Health issues, leaving hospital or residential mental health services. The annual value of this service is £136,762 and is part funded by the South Yorkshire Integrated Care Board. Browning Court, which is detailed in the table above (1.4), whilst in the Vulnerable Adults Pathway, operates in exactly the same way as Burns Court. In both these instances the provider owns the property and is responsible for both the Housing Management and Support Services.
- 1.7 In order to retain provision for those with severe and enduring mental health problems, namely Burns and Browning Court, these facilities are not recommended to be included in the Housing Related Support pathway. Use of these services is part of the mental health pathway, and these are in effect ring fenced resources for that purpose.

2. Key Issues

2.1 Single Housing Related Support Pathway

Analysis has been undertaken by officers of the needs of people accessing the service, this has included feedback from providers, contract monitoring tools, feedback from stakeholders and a 'snapshot' audit undertaken in April 2022 (see Appendix 1).

2.2 Whilst the October 2017 Cabinet paper describing the 'Side by Side review' went some way to breaking down silos within provision by removing specific cohorts, there still remains some limitations around eligibility within services and perceptions across stakeholders that have resulted in some providers retaining specialisms. For example, the audit showed noticeable differences between the two 'Vulnerable Adult Pathway' floating support services, with one provider supporting a significantly higher proportion of people with a history of offending behaviour and people with drug or alcohol misuse issues, there was also a notable difference in the referral routes into the two services.

- 2.3 A single pathway will enable providers to work with individuals, irrespective of what 'cohort' they fall under at the time of accessing support and recognises that people can be both vulnerable and complex, or neither, to varying degrees throughout their lives.
- 2.4 As can be seen in the tables above (1.4 and 1.5), within the three current pathways (excluding Domestic Abuse), there are thirteen different services each with its own eligibility criteria and thresholds to offering support. Data collected from the recent audit undertaken in April 2022 (Appendix 1) and feedback from providers indicates that referrals are duplicated to several providers, there is no system coordination and inappropriate referrals create blockages in the system. Removing the specified cohorts from the system will allow all adults with a need for housing related support to access the first available provider.
- 2.5 The needs analysis has also shown that the presenting needs of people requiring support and the housing market have changed since the creation of the four pathways for the Housing Related Support service offer in Rotherham in 2017. There is a need to commission high quality places that can be accessed rapidly and address, in many cases, complex need for greater volumes of people without a single defining characteristic. People needing support no longer fit into single cohort definitions and providers have become highly skilled in working with all people in a personalised way to achieve their desired outcomes.
- 2.6 Data from the Council's Homeless Team also indicates a steady increase in complexity of need of people presenting as homeless over the last three years. People are increasingly presenting with mental health concerns, often caused by difficult situations and where debt, alcohol and drugs compound these difficulties. There is the opportunity to harness the expertise that the market has developed to co-design a service specification that allows providers to work with individuals to tackle root causes of homelessness, irrespective of presenting primary need. An example would be to adopt the trauma-informed principles used successfully in the Housing First services.
- 2.7 Services listed in table 1.5 (above), that are temporary services, have adopted an individual, personalised approach, rather than cohort defined, to achieve successful outcomes. The temporary nature of these contracts means there will be gaps in the system when this funding ends, for adults who do not fit into the defined Vulnerable Adults or Complex Needs pathways. A single HRS pathway provides an opportunity to incorporate the support offered by the short-term funded services into the whole HRS offer.
- 2.8 A single Housing Related Support pathway will mean the support available is consistent across all providers. To ensure equality of access and service provision, and to negate the risk of refused or inappropriate referrals, all providers will have the ability to work with service users with complex needs in a way that is personalised, incorporating strengths and risks.

2.9 Establishing a Flexible Purchasing System for Adults

Services that were set up as a result of short-term funding have achieved some successful outcomes for people experiencing homelessness. This has exposed potential gaps in current provision that were not necessarily apparent in 2017 when the services were last reviewed. Much of this provision has been shaped around people who were rough sleeping or whose situation was compounded by the pandemic. A flexible solution to shaping service provision would be beneficial to allow for changes in future demand.

- 2.10 A Flexible Purchasing System gives the Council the ability to directly access the market where demand increases or changes as the route for new entrants to the FPS is always open (or is open at frequent intervals, as relevant to the circumstances). The benefit of using this method is that the provider market can act quickly to meet the Council's demand whilst remaining compliant for procurement purposes.
- 2.11 The potential for Government Funding to be made available to assist with homelessness or prevention is likely to continue. Whilst providers have stepped up to support with developing short-term solutions, the Council's access to the market is limited and current contracts do not always allow the degree of flexibility that is needed.

2.12 Young People's Housing Related Support Provision

Children and Young People's Services commissioned, a Flexible Purchasing System (FPS), for accommodation and support for young people leaving care and looked after children, aged 16 – 25 that went live in 2021. The Children and Young People's FPS is due to run for an indicative ten years. Children and Young People's Services are undertaking work with partners to implement the new Department for Education National Standards across unregulated provision, which will be applicable to the current HRS services in the Young People's pathway.

- 2.13 The current providers of Housing Related Support services for young people (adults) are also on the Children and Young People's Services FPS, providing accommodation and support services for the younger population. The service provided to young people is the same irrespective of the referral route (i.e. through the Children and Young People's Services or Adults). It is crucial that this provision remains ring-fenced for vulnerable younger people and aligns to the existing specification and quality framework within Children and Young People's Services.
- 2.14 There are young people using the services in the HRS pathway who also fit the criteria of the Children and Young People's Services funded service. There are also young people using the services who are not known to Children and Young People's Services but with similar needs and complex issues.

2.15 Mental Health Supported Accommodation

People accessing the current mental health accommodation at Burns and Browning Courts, are referred through statutory mental health services. The desired outcomes for these customers are to re-settle back into the community and live independently. This demonstrates a need for these services to be more aligned to the mental health community service model as 'step down provision'. This does not neatly align to the principles of Housing Related Support regarding homelessness prevention.

- 2.16 The provision at Burns Court, which is partially funded by the South Yorkshire Integrated Care Board, sits independently of the four pathways however, Browning Court offers the same service. There is an opportunity to align these services and undertake co-production with the provider, South Yorkshire Housing Association, to shape provision to improve choice for customers within the mental health community service model.
- 2.17 The contracts at both Burns Court and Browning Court are long standing and the provider owns the buildings and is responsible for the Housing Management and Support available. This poses a risk to contract management.
- 2.18 These services will be remodelled and removed from the scope of HRS and into the mental health service offer.

3. Options considered and recommended proposal

- 3.1 Option 1 Recommended option To develop a single pathway for Housing Related Support Services, to support all those with support needs irrespective of complexities and root cause of homelessness. This approach will ensure no one misses out on services through falling between cohort and eligibility definitions.
- 3.2 To support the delivery of the pathway, design and procure, via competitive procurement, a pool of HRS providers that can work with all people to support and enable independent living, including all levels and complexities of need.
- 3.3 To establish a Flexible Purchasing System to procure a group of providers, through a competitive tender process, incorporating Social Value. The Flexible Purchasing System will provide the Council with full access to the market including new entrants as they arise, providing they meet the Council's criteria. This will give the Council the greatest chance of maximising opportunities through additional and unforeseen funding.
- 3.4 A Service Specification for this core provision and eligibility for the FPS will be co-designed with the market and people with lived experience of HRS services. It will incorporate good practice gained through providers' experience and learning from recent delivery. A key feature of the overarching specification requirements will be a focus on personal outcomes, shifting away from heavily specified models, and prescribed hours of service delivery expected per person using the service. Tools such as the Warwick-Edinburgh outcomes star will be used to capture evidence of personal outcome attainment.

- 3.5 The Flexible Purchasing System will allow for providers to opt in for different levels and types of support as follows:
 - Short-term emergency accommodation-based support
 - Accommodation-based support
 - Floating Support (Resettlement or Prevention)
- 3.6 For the accommodation-based support, commissioners will engage with the Council's Housing Options service to assess demand and resource available. Demand can then be met from any available provider on the framework on the basis of either individual need or as multiple units.
- 3.7 For floating support services, the FPS will be used for individual packages of support or, where required, blocks of multiple units, with the pathways into these services developed alongside partners.
- The HRS pathway will align with the principles of access with Housing and adapt to any future changes within Housing Options, ensuring services work together to adopt a 'no wrong door' approach for customers.
- 3.9 Due to the specialism of the Mental Health provision at Burns and Browning Court and the route to services as a step-down service, it is recommended that these services are remodelled to ensure that they fit the to the mental health pathway. The provider (South Yorkshire Housing Association) has engaged in the co-production work for Mental Health provision.
- 3.10 The Housing Related Support services commissioned for Younger People will be integrated into the framework that is already established for Children and Younger Peoples services. The existing Flexible Purchasing System has mechanisms in place that will enable this transition, ensuring continuation of services.

3.11 **Option 2**

To maintain the current pathways and re-procure existing services, with refreshed specifications. This will result in a gap in service provision, that is currently being delivered by temporary funded services for people who do not fit into the existing pathways. Whilst there is a likelihood of future government funding, it is not possible to predict the terms or timescales of such funding. To develop an additional pathway, separately to existing provision, to fill this gap would be too costly. It is therefore preferable to develop a system whereby services are able to support any individuals with a need, focussing on outcomes rather than pre-determined numbers.

3.12 **Option 3**

A further option would be to break down the service provision into specialisms and procuring services specific to cohort types, as was the model prior to 2017. To make this model viable for the market, there would be a requirement to provide additional funding, reversing the cost savings made in 2017. This option

is discounted based on the overwhelming evidence showing complexity of need of people requiring support. This option would present a risk of people falling between the cracks where there needs do not fit into a defined cohort. It is also recognised that in splitting the budget to smaller cohort groups it would make some services untenable within the allocated budget.

3.13 Option 4

The new HRS pathway could also be achieved through the procurement of a traditional Framework Contract, which would be limited to a defined number of providers. This option has been discounted as a framework closes without the ability to add new providers as needed when demand changes. Procuring on a block contract basis has also been explored and discounted for the same reasons.

4. Consultation on proposal

- 4.1 Through the contract management process and snapshot survey, HRS providers have fed back that they find their current contract terms restrictive and that this does not allow them the space or flexibility to best meet the needs of adults with complex needs.
- 4.2 Providers that are active on the Children and Young People's FPS have stated that the service that they deliver to customers do not differ depending on the contract or funding route.
- 4.3 A working group has been set up across providers of Floating Support Services, this includes the in-house Council Tenancy Support Service and the Young People's floating support provider. The group has highlighted that as individual providers working in silos, they often support people who may have received a similar service from another HRS provider and have concerns around a 'revolving door' for some people moving between provision. The group also found that some referrers will refer to more than one provider, using the multiple referral forms and processes in place, this uses a lot of resource for both referrers and providers.
- 4.4 Feedback has been sought from officers within Housing Options, who have said they would like more information and clarity around which provision they are able to refer to and the expectations and general contract terms for services in order to make informed referrals.
- 4.5 Officers responsible for the HRS services commissioning have supported the consultation process for the Homelessness Prevention & Rough Sleeper Strategy Refresh and will incorporate any findings into the design of HRS services.
- 4.6 Providers have been consulted around the proposals and invited to provide written feedback. This has identified that providers would want to continue to be consulted on the size of the lots to be commissioned through the FPS and how the competence of newly appointed providers with be assured.

- 4.7 Providers have also been invited to form a working group to design the specification, which will include assurances around competence in delivering the service. The Council will work with the wider provider market to co-produce an overarching service specification, harnessing expertise developed by the market in achieving positive outcomes for people using the services. The sizes of multiple blocks of provision will be agreed with all stakeholders and will consider providers' ability to meet demand.
- 4.8 Some benefits of the proposals that providers have identified include; 'fluid and amendable to fit the needs as and when for clients', 'quicker processes', 'longer contracts', 'bespoke services for the right client'.
- 4.9 User feedback and experience is collected by providers annually and shared with officers as part of the contract management process. The Council will also collect feedback from people using the services to identify areas of good practice for inclusion in the service specification and criteria and build in regular feedback loops into the new delivery model.
- 4.10 The provider market and people who have experience of using services will be invited to be involved in a co-production working group to define and shape the service specification and outcomes for the services. The working group will be established subject to Cabinet approval in October 2022 and will produce the specification for publication by March 2023.

5. Timetable and Accountability for Implementing this Decision

5.1	Activity	Target date	Accountable
	Approval of HRS pathways and Framework via Flexible Purchasing System at Cabinet	October 2022	Cabinet
	Establish co-production working group with market and internal partners (include experts by experience if able)	October 2022	Strategic Commissioning
	Produce overarching service specification and deliverables (outcomes, KPIs)	March 2023	Strategic Commissioning
	Implement Stakeholder Strategy to inform and promote pathway and referral process	March 2023 -2023 July	Strategic Commissioning/ Communications Officer
	Agree the HRS pathway with key partners	March 2023	Strategic Commissioning/ Housing
	Publish Application to establish the FPS	March 2023	Procurement/Strategic Commissioning
	FPS live and ongoing applications managed	October 2023 and onwards	Procurement
	FPS Contract Start	October 2023	

6. Financial and Procurement Advice and Implications

6.1 The services described in this report would be defined in the Public Contracts Regulations 2015 ("the Regulations" as amended) as Social and Other Specific Services ("SOSS").

The establishment of the Flexible Purchasing System (Pseudo Dynamic Purchasing System) under the Light Touch Regime and any ongoing procurement activity via the system will be carried out in compliance with the Council's Financial and Procurement Procedure Rules and Public Contract Regulations (as amended).

6.2 The current revenue budget for the Housing Related Support pathways within the scope of this report is £1.755m. This budget has been fixed since 2017 and none of the HRS providers have received an inflationary uplift, due to rising inflation and cost of living pressures, there will need to be consideration within the Councils Medium Term Financial Strategy 2023/24 (MTFS) to enable uplifts to be provided in line with agreed levels within MTFS. There are no direct financial implications contained within the recommendations of this report.

Providers accepted on the Flexible Purchasing System are not guaranteed work and any contracts procured through the new framework will be funded from within existing revenue budgets.

7. Legal Advice and Implications

- 7.1 The services described in this report fall within the light touch regime under the Public Contracts Regulations 2015. Accordingly, the Council has considerable flexibility in designing a procurement route, as long as the Council meets requirements of transparency and equal treatment of operators.
- 7.2 A flexible purchasing system as described in this report would comply with procurement law, and the Council's Contract Procedure Rules.
- 7.3 Officers may consult with Legal Services in relation to the preparation of necessary documentation, including the rules of the flexible purchasing system and other relevant contractual documentation.

8. Human Resources Advice and Implications

8.1 There are no identified direct human resource issues for the Council as all HRS services are externally commissioned.

9. Implications for Children and Young People and Vulnerable Adults

9.1 Opportunities have been identified to align Housing Related Support provision for those aged 16-25, commissioned by the Adults, Housing and Public Health Directorate more closely with Children's and Young People's commissioned services. This alignment will reduce duplication of services and instances of young people moving between services in an unplanned way. It will allow a more planned approach for young people to 'move on' within the pathways and reduce

the risk of people falling between the cracks. This can be achieved by aligning the services using the same contract mechanism, whilst maintaining the budgets within respective directorates.

10. Equalities and Human Rights Advice and Implications

10.1 An Equality Analysis has been conducted in line with the Council's procedures (Appendix 2 and Appendix 3). There are no further Equalities and Human Rights Implications identified outside of the Equality Analysis documentation.

11. Implications for CO2 Emissions and Climate Change

11.1 There are no anticipated implications for CO2 Emissions and Climate Change, as detailed in the Carbon Impact Assessment (Appendix 4)

12. Implications for Partners

12.1 Providers of HRS services need to be considered as partners to ensure the model and specification is achievable. Engagement with providers and the wider market will be achieved through a co-production approach.

13. Risks and Mitigation

- 13.1 With a Flexible Purchasing System, there is a risk of no guarantee of work from the Council for providers. This could mean providers are unable to obtain enough work for the contract to be financially viable. As part of the procurement process due diligence will be undertaken to ensure providers appointed to the FPS are not solely reliant on the contract. Providers will be fully aware of the FPS models and implications. Whilst the Council cannot guarantee numbers of units, as the model intends to be flexible, it will continue to use the Market Position Statement as a tool to show indicative demand and will offer contracts in multiple units to assist providers in their business and finance planning. At the start of the framework contract, officers from Adult Care and Housing will work together to assess demand and available budget and will then access the market through the FPS to deliver volumes.
- 13.2 Providers are also not obliged to pick up contracts on the FPS, to mitigate the risk of this happening the specification will be co-designed with the market to ensure the model is attractive and deliverable. There will also be a thorough cost analysis enabling a viable price for support, which will be developed alongside the market. It should also be noted that with current block arrangements, providers are still able to refuse referrals.
- 13.3 The ending of temporary funding will inevitably reduce the available resource and in turn number of people supported, the HRS new model will allow for flexible service delivery for providers to work with higher demand. The FPS will allow for utilisation of unexpected funding sources. However, there is still a risk to provision due to reduced funding levels.
- 13.4 Although the Young People's services have cross over with Children and Young People's Services, there remain many vulnerable young people accessing these

services who are not known to Children's Social Care. It is crucial these services continue whilst system reviews are undertaken. Officers have implemented a robust contract management process to ensure the continuous delivery of high-quality services through this period.

14. Accountable Officers

Nathan Atkinson, Assistant Director, Strategic Commissioning, Adult Care, Housing and Public Health

Approvals obtained on behalf of Statutory Officers: -

	Named Officer	Date
Chief Executive	Sharon Kemp	03/10/22
Strategic Director of Finance & Customer Services (S.151 Officer)	Judith Badger	29/09/22
Assistant Director, Legal Services (Monitoring Officer)	Phillip Horsfield	29/09/22

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