



# Gloucestershire

COUNTY COUNCIL

## **CABINET**

**9.30 am**

**on**


**Wednesday**

**11 November 2015**

**MEETING PAPERS ATTACHED**

***Please note the earlier start time for the meeting***



<b>Cabinet</b>	
<b>Wednesday 11 November 2015</b>	
<b>Cabinet Suite - Shire Hall, Gloucester</b>	
<b>AGENDA</b>	

<b>Item</b>	<b>Discussion</b>	<b>Portfolio</b>
<b>1</b>	<b>Apologies</b> To note any apologies for absence.	Leader of Council
<b>2</b>	<b>Minutes</b> (Pages 1 - 12) To confirm the minutes of the meeting held on 30 September 2015 (minutes attached).	Leader of Council
<b>3</b>	<b>Declarations of Interest</b> To note any declarations of interest.	Leader of Council
<b>4</b>	<b>Questions at Cabinet Meetings</b> To answer any written and/or oral questions from a County Councillor, (or anyone living or working in the county, or anyone who is affected by the work of the County Council), about matters which relate to any item on the agenda for this meeting. Up to 30 minutes is allowed for this item.  <b>The closing date for the receipt of written questions is 4.00 pm on Thursday 5 November 2015.</b>  <b>Please send questions to the Chief Executive marked for the attention of Jo Moore (email: <a href="mailto:jo.moore@gloucestershire.gov.uk">jo.moore@gloucestershire.gov.uk</a>)</b>  An oral question may be asked by a member of the public if notice of the question is given by the questioner to the person presiding at the meeting, or the Chief Executive's representative, at least 30 minutes prior to the start of the meeting.	Leader of Council

	<p>Depending on the nature of the questions, it may not be possible to provide a comprehensive answer at the meeting, in which case a written answer will be provided as soon as reasonably possible after the meeting.</p> <p>Questions received and proposed responses do not accompany this agenda but will be circulated prior to the meeting.</p>	
	<b>Overview and Scrutiny Reports</b>	
<b>5</b>	<p><b>Overview and Scrutiny Task Group Report</b> (Pages 13 - 26)</p> <p>To consider recommendations from the Recruitment and Retention of Social Workers Scrutiny Task Group. Chairman of the Task Group, Cllr Tracy Millard, to present the report.</p>	Cllr Tracy Millard
	<b>Key Decisions</b>	
<b>6</b>	<p><b>Gloucestershire's Draft Local Transport Plan Consultation</b> (Pages 27 - 38)</p> <p>To seek approval to commence public consultation on the Gloucestershire Draft Local Transport Plan 2015-2031.</p> <p>Due to the size of the document pack for this item, hard copies of the pack will be available on a request basis only. In addition to reference copies at the meeting itself, the full document can be viewed on the council website at the following link:-</p> <p><a href="http://glostext.gloucestershire.gov.uk/documents/b11254/Gloucestershires%20Draft%20Local%20Transport%20Plan%20Consultation%20Wednesday%2011-Nov-2015%2010.00%20Cabinet.pdf?T=9">http://glostext.gloucestershire.gov.uk/documents/b11254/Gloucestershires%20Draft%20Local%20Transport%20Plan%20Consultation%20Wednesday%2011-Nov-2015%2010.00%20Cabinet.pdf?T=9</a></p>	Fire, Planning and Infrastructure
<b>7</b>	<p><b>Electronic Call Monitoring for Domiciliary Care Services</b> (Pages 39 - 50)</p> <p>To seek approval to introduce Electronic Call Monitoring (ECM) across all externally commissioned domiciliary care services.</p>	Older People
	<b>Key Decisions (Part Exempt)</b>	
<b>8</b>	<p><b>Financial Monitoring Report 2015-16</b> (Pages 51 - 64)</p> <p>To provide an update on the year-end forecast for the 2015-16 Revenue and Capital Budgets, and make any consequential decisions.</p>	Finance and Change

	<p><b>Please note:</b></p> <p>Please note that this report contains exempt and non-exempt information. If Cabinet wish to discuss the exempt information, consideration should first be given to whether the public should be excluded from the meeting by passing the following resolution:</p> <p><i>In accordance with Regulation 4(2)(b) of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012, the public to be excluded from the meeting for this item of business because it is likely that, if members of the public were present, there would be disclosure to them of exempt information, and the public interest in withholding this information outweighs the public interest in disclosing the information to the public.</i></p> <p><b>The reason for the information being private is because:</b></p> <p><i>'the relevant information relates to the financial or business affairs of any particular person (including the Authority holding that information (Paragraph 3, of Schedule 12A of the Local Government Act 1972)'</i></p>	
--	--	--

## CABINET

Cllr Mark Hawthorne, Cllr Ray Theodoulou, Cllr Dorcas Binns, Cllr Andrew Gravells, Cllr Paul McLain, Cllr Vernon Smith, Cllr Kathy Williams and Cllr Will Windsor-Clive

## NOTES

1. **DECLARATIONS OF INTEREST** – Members requiring advice or clarification about whether to make a declaration of interest are invited to contact the Monitoring Officer (Jane Burns ☎01452 328472 /fax: 425149 e-mail: [jane.burns@gloucestershire.gov.uk](mailto:jane.burns@gloucestershire.gov.uk)) prior to the start of the meeting.
2. **INSPECTION OF PAPERS AND GENERAL QUERIES** - If you wish to inspect minutes or reports relating to any item on this agenda or have any other general queries about the meeting, please contact: Jo Moore, Senior Democratic Services Adviser ☎:01452 324196/fax: 425240/e-mail: [jo.moore@gloucestershire.gov.uk](mailto:jo.moore@gloucestershire.gov.uk)
3. **DEFINITION OF A KEY DECISION** - A 'Key Decision' is one that is, if implemented, is likely to
  - Result in significant additional expenditure or savings to the value of £500,000 or more, or
  - Be significant in terms of its effect on communities in two or more electoral divisions.

- 
4. **GENERAL ARRANGEMENTS** - Members are required to sign the attendance list.
  5. **PHOTOGRAPHY, FILMING AND AUDIO RECORDING OF COUNCIL MEETINGS** is permitted subject to the Local Government Access to Information provisions. Please contact Democratic Services (01452 324202) to make the necessary arrangements ahead of the meeting. If you are a member of the public and do not wish to be photographed or filmed please inform the Democratic Services Officer on duty at the meeting.

**EVACUATION PROCEDURE** - in the event of the fire alarms sounding during the meeting please leave as directed in a calm and orderly manner and go to the assembly point located **outside the main entrance to Shire Hall in Westgate Street**. Please remain there and await further instructions.



MINUTES of the meeting of the Cabinet

Held on Wednesday 30 September 2015

**PETER BUNGARD  
CHIEF EXECUTIVE**

<b>CABINET MINUTES</b>	<b>Gloucestershire County Council</b>
<b>30 September 2015</b>	

## **PRESENT**

Cllr Mark Hawthorne	- Leader of Council
Cllr Ray Theodoulou	- Cabinet Member for Finance and Change
Cllr Dorcas Binns	- Older People
Cllr Andrew Gravells	- Public Health and Communities
Cllr Paul McLain	- Children & Young People and Strategic Commissioning
Cllr Kathy Williams	- Long-term Care
Cllr Will Windsor-Clive	- Fire, Planning and Infrastructure

### **1. Apologies**

Apologies were received from Cllr Vernon Smith, Cabinet Member for Highways and Flood.

### **2. Minutes**

The minutes of the meeting held on 22 July 2015 were agreed and signed as an accurate record of that meeting.

### **3. Declarations of Interest**

No declarations of interest were made at the meeting.

### **4. Questions at Cabinet Meetings**

Please refer to the following link to view the responses to the public and member questions submitted for consideration at the meeting.

<http://glostext.gloucestershire.gov.uk/documents/b11184/Cabinet%20Questions%20and%20Responses%20Wednesday%2030-Sep-2015%2010.00%20Cabinet.pdf?T=9>

A total of 31 member questions were submitted for consideration, for which the following supplementary questions were asked at the meeting. No public supplementary questions were asked at the meeting.



**Question 1:** Cllr Jeremy Hilton

Is it not the case that the incinerator project has been 'high risk' ever since you signed the contract before obtaining planning permission?

**Response by:** Cllr Ray Theodoulou - Cabinet Member for Finance and Change

Yes. As a major project, with major setbacks throughout the various stages of the contract, the project remains high risk.

**Question 2:** Cllr Jeremy Hilton

Could you please provide me with a written breakdown of the additional costs that have been incurred because of the delay in obtaining planning permission? Could the costs to Stroud District Council appear as separate costs.

**Response by:** Cllr Ray Theodoulou - Cabinet Member for Finance and Change

The costs are not yet available - I will make them available when they are produced.

**Question 3:** Cllr Jeremy Hilton

If the incinerator is operational by 2019, when will Hempsted Tip stop taking waste for landfill? Hempsted Tip is poorly managed and heavily congested – when will Gloucester get a new recycling centre? Waste disposal at Hempsted is in chaos and unsafe.

**Response by:** Cllr Ray Theodoulou - Cabinet Member for Finance and Change

I agree – it's a mess. The council is looking to closed Hempsted Tip. I don't know the date of closure, but will write to you when the information is available..

**Question 4:** Cllr Jeremy Hilton

This is not additional revenue raising powers - business rates are set by government. Don't you agree, real devolution can only come about if this council obtains new tax revenue powers?

**Response by:** Cllr Mark Hawthorne – Leader of Council

Business rates is a complex issue – there are winners and losers. This is a complicated debate, nationally. A business rates uplift results from increased economic activity. If we invest, we should see the benefits of business rates investment at a local level.

**Question 5:** Cllr Jeremy Hilton

Thank you for your answer. I agree with you and shall hold you to this. But, will you buckle under pressure from Whitehall? Say no, no, no.

**Response by:** Cllr Mark Hawthorne – Leader of Council

Absolutely, I will say no. Other council leaders agree, an elected mayor model is not appropriate for Gloucestershire. I do not believe Martin Surl will gain any favours from stating the opposite.

**Question 6:** Cllr Jeremy Hilton

The creation of a new level of bureaucracy in a combined authority seems incredible, especially when much of what is included in the bids could be done already. Would it not be more beneficial, much simpler to devolve additional powers to Gloucestershire County Council? Would it be better to have a simpler line of responsibility?

**Response by:** Cllr Mark Hawthorne – Leader of Council

I believe my colleagues in Cheltenham might disagree with this. I think Cllr Hilton may have misunderstood what is meant by a combined authority. A combined authority could be described as a vehicle that can pass down powers to Gloucestershire, and we can pass on to others, locally .... it doesn't just stop here. This is not just a Conservative Party solution... it was introduced during the last parliament with the support of Liberal Democrats.

**Question 7:** Cllr Jeremy Hilton

Gloucestershire's Police and Crime Commissioner has expressed an interest in taking over the fire service. Have you told him in no uncertain terms that the answer is no?

**Response by:** Cllr Mark Hawthorne – Leader of Council

Yes.

**Question 8:** Cllr Jeremy Hilton

The proposals currently being consulted on could allow for a hostile takeover of the fire service by the Police Crime Commissioner. Could you please ensure our submission has total support, with 100 per cent by in from all parties, and sign off by full council? I believe it would be far stronger if all groups signed off the submission.

**Response by:** Cllr Will Windsor Clive – Cabinet Member for Fire, Planning and Infrastructure

Open to all, I urge everyone to respond to the consultation document. It has been suggested many times that all parties meet with the Chief Fire Officer to discuss our response. We both agree with our feelings on this issue, but I don't feel it requires full council sign off. I will, however, speak to the Leader about this suggestion.

**Question 9:** Cllr Jeremy Hilton

It is alarming that the overspend in adult services is snowballing, now at £7.1 million, and not the £3.4 million reported in July 2015. What are you doing to bring your budget back into balance?

**Response by:** Cllr Ray Theodoulou - Cabinet Member for Finance and Change

Providing care for elderly and young people is a difficult and complex issue. Adult care, in part, needs to be reviewed by the government, for which we are awaiting government proposals. It is a very difficult task, but we are working as hard as we can. We can't guarantee this position will change, but we will try our best to reduce some of the costs to the council and, at the same time, provide the services required.

**Question 10:** Cllr Paul Hodgkinson

Can you clarify what is happening in respect of the Air Balloon road traffic improvements/A417 Missing Link? We have been told work will commence in 2020. However, according to the LEP, (Local Enterprise Partnership), Highways England have not identified a date in its current programme of works. This appears to be a contradiction, resulting in much confusion. When, and how, will we see the published detailed timetable of works for the A417 Missing Link Solution?

**Response by:** Cllr Will Windsor Clive – Cabinet Member for Fire, Planning and Infrastructure

This is a very complex project. Nothing has changed since 2014. I will, however, get you a timetable of works of when the decisions are due to be made. As a major project, there is always a danger of slippage with the planning process.

**Cllr Mark Hawthorne** – Leader of Council clarified that the statement made by the LEP was different to the statement that had been made at a meeting involving the six Gloucestershire MP's, Highways England and the Secretary of State, where it had been confirmed the works on the A417 Missing Link Solution was expected to commence in 2020.

**Question 11:** Cllr Paul Hodgkinson

Highways England state that it is committed to working with Gloucestershire County Council to investigate 'whether' a deliverable to the problems on the A417 Missing Link can be found. This leaves the door open for the government to make no commitment. What will you do to ensure the government commits to the A417 Missing Link Solution.

**Response by:** Cllr Will Windsor Clive – Cabinet Member for Fire, Planning and Infrastructure

The leader and I will be lobbying at all stages. Highways England has to explore all options before making a commitment. We are fairly confident Highways England will make a commitment, but only when it has explored all options.

**Question 12:** Cllr Paul Hodgkinson

The results of the summer Cotswold bus service consultation in July were shared at the end of the consultation. As a local member, I have not seen the results, nor has the public seen them. Is this acceptable?

**Response by:** Cllr Will Windsor Clive – Cabinet Member for Fire, Planning and Infrastructure

The consultation refers to changes to commercial bus services – not those subsidised by Gloucestershire County Council. I did not make the decision. The consultation report has been published - I will send a copy to you.

**Question 13:** Cllr Paul Hodgkinson

You state you did not make a decision – why not? Why did you not feel it incumbent for you to make a final decision? Surely you should have challenged this?

**Response by:** Cllr Will Windsor Clive – Cabinet Member for Fire, Planning and Infrastructure

The decision relates to commercial changes by Stagecoach – not us. If this is your view, you are welcome to lobby Stagecoach.

**Cllr Mark Hawthorne:** Leader of Council confirmed that the council did not make this decision. He informed members that he had contacted Stagecoach personally and continued to lobby on the matter.

**Question 14:** Cllr Lesley Williams

Part of me is concerned Post 16 students will be able to maintain their education, but without financial support. Could you please keep me informed how many students require discretionary subsidised support – I would like as much information on this issue as possible.

**Response by:** Cllr Paul McLain - Cabinet Member for Children and Young People and Strategic Commissioning

Yes.

**Questions 18 and 19:** Cllr Lesley Williams

Could you please keep me informed about the performance of these areas?

**Response by:** Cllr Dorcas Binns - Cabinet Member for Older People

Yes.

**Question 20:** Cllr Lesley Williams

I am pleased to see a change in the new national living wage. Could you keep me informed on how this will affect the council?

**Response by:** Cllr Ray Theodoulou - Cabinet Member for Finance and Change

Yes.

**Questions 22 to 24:** Cllr Paul McMahon

I look forward to the outcomes of the consultation.

**Question 28:** Cllr Jeremy Hilton

Do you think it is right, when we have made substantial savings over the last few years, to be asked to make further cuts of between 25 and 40 per cent? I think this is too much. What are you going to do to lobby government to avoid making savings of this amount.

**Response by:** Cllr Mark Hawthorne: Leader of Council

We continue to work with the LGA, (Local Government Association) and County Council Network to highlight demand pressures, particularly those in adult social care and child protection. At the moment, we don't know what cuts will need to be made. We will have to wait until the Government's Comprehensive Spending announcement in November before we can make a decision.

**Question 29:** Cllr Jeremy Hilton

Surely you have ideas on how you are going to make £16 million worth of savings? Could you share this information with us today and where we are going to make the savings from to allow us to scrutinise the information.

**Response by:** Cllr Mark Hawthorne: Leader of Council

It would be non-sensical to publish a budget prior to knowing the financial settlement for Gloucestershire. This is a very complex process and would be extremely premature to make any announcements at this stage. This is ultimately a decision for council, for which processes are in place to consult with group leaders and scrutiny committees. I will await to hear what the Liberal Democrat alternative budget will be.

**Question 30:** Cllr Jeremy Hilton

Do you agree the national living wage should be classified as a new burden on local government, and that this council should be fully compensated by central government for this impact?

**Response by:** Cllr Mark Hawthorne: Leader of Council

Yes – and this is the LGA's (Local Government Association) position. We expect the mechanism to be agreed as part of the Comprehensive Spending Review.

**Question 31:** Cllr Jeremy Hilton

Are you considering to freeze the council tax rate for 2015/16?

**Response by:** Cllr Mark Hawthorne: Leader of Council

This is a matter for full council – the council tax freeze grant will be considered by council in February 2016. I will be interested to hear the Liberal Democrat response.

During the meeting Cllr Paul McMahon expressed disappointment at not receiving responses to some of the questions asked at cabinet meetings. Cllr Mark Hawthorne suggested circulating outstanding supplementary questions to cabinet members after the meeting, with a deadline on when the responses should be provided.

**5. Post 16 Home to School Transport for Young People Accessing Mainstream Education**

Cllr Paul McLain, Cabinet Member for Children and Young People and Strategic Commissioning sought approval to consult on removing automatic discretionary financial assistance towards providing travel support for Post 16 Students accessing mainstream education.

Cllr McLain informed members that the council currently offered a financial subsidy for home to school transport, but that the number of eligible young people applying for the subsidy was falling, with only 3 per cent (389) of post 16 students receiving subsidised transport assistance.

If approved, the consultation to run from 12 October 2015 to 15 January 2016. The results of the consultation, and ultimate cabinet decision, (with or without amendment), to be phased in from September 2016, allowing those already in receipt of support to remain unaffected. The proposed change will bring Gloucestershire in line with other neighbouring authorities.

Cllr McLain stated that the proposal was not anticipated to impact on Post 16 young people with special educational needs and disabilities, as the council had already agreed to revise the approach for this group by personalising travel arrangements to meet individual need through the Education, Health and Care Plan.

The consultation to consider whether there could be an impact on access to education for any other students, and explore how this could be mitigated in light of the consultation feedback.

Having considered all of the information in the published report, the reasons for the recommendations, and the published due regard statement,

***CABINET RESOLVED to:***

*Consult on the proposal to revise the Post 16 Home to School Travel Assistance Policy for students accessing mainstream education, as set out in Paragraph 3 of the published report.*

**6. Strategic Performance Monitoring Report 2015/16 - Quarter 1**

Cabinet considered a strategic overview of the council's performance during the first quarter of the 2015/16 financial year.

In presenting the report, Leader of Council, Cllr Mark Hawthorne invited individual cabinet members to comment on their areas of responsibility.

Cllr Andrew Gravells, Cabinet Member for Public Health and Communities, informed the meeting that 'Stoptober' had begun on 1 October 2015. He also spoke about the council's commitment to the Gloucestershire Stop Smoking Service, (operated by Gloucestershire Care Services NHS Trust on the council's behalf). Elaborating on the huge contribution giving up smoking can make towards improving an individual's health and wellbeing, Cllr Gravells outlined some of the county's achievements in helping people give up smoking, including the success of the multi award winning 'Stop Smoking Shop' in Gloucester, recognised as being one of the most successful in the UK to stop smoking, with an outstanding 81 per cent four week quit rate, (30 per cent higher than the national average). Cllr Gravells urged all members to support the work of the Gloucestershire Stop Smoking Service.

Having considered all of the information, including known proposals and reasons for the recommendations,

***CABINET RESOLVED to:***

- 1) Endorse the performance report*
- 2) Note the progress made in tracking council priority outcomes, and*
- 3) Support the actions being taken to address any areas of concern.*

**7. Council Strategy and Medium Term Financial Strategy (2016/17 to 2018/19)**

Cllr Ray Theodoulou, Cabinet Member for Finance and Change, outlined the proposals from which the council intended to review the Council Strategy and Medium Term Financial Strategy (MTFS) for the period 2016/17 to 2018/19.

Cllr Theodoulou informed members that the current forecast stated that the total non ring fenced funding available in 2016/17 would facilitate a budget level in the order of £379.08 million, some £16 million lower in cash terms than the 2015/16 budget. In addition to addressing funding reductions, the MTFS and detailed annual budgets would also need to fund unavoidable cost increases, with a current forecast of £15 million required in 2016/17 for additional unavoidable cost increases, such as contractual inflation, pay inflation, changes in the national insurance system, demand costs relating to the care and protection of vulnerable children and adults, and increased waste tonnages.

The overall savings requirement, (excluding any additional unfunded costs relating to the national living wage), that would be required to balance the budget over the three year period from 2016/17 to 2018/19 was currently forecast in the order of £81 million.

The Draft Financial Settlement, MTFS and Council Strategy Report will be considered by Cabinet at its meeting in December, with a detailed review of the budget proposals in January 2016.

Having considered all of the information in the published report, including the reasons for the recommendations, Cabinet,

**RESOLVED** to: -

*Agree the proposed process for reviewing and developing the Council Strategy and the three year Medium Term Financial Strategy covering the period 2016/17 to 2018/19.*

## **8. Financial Monitoring Report 2015/16**

Cllr Ray Theodoulou, Cabinet Member for Finance and Change, gave an update on the council's key financial issues, including the year-end forecast for the council's 2015/16 Revenue and Capital Budgets.

Cllr Theodoulou informed members that the current forecast of the year end revenue position, based on actual expenditure at the end of July 2015, and forecasts made in August 2015, reported an overspend of £3.8 million, 0.9 per cent of the net budget. The key areas of over-spend related to Adult Services, with a forecast over-spend of £3.8 million (2.5 per cent of the budget), and Children and Families with a forecast over-spend of £2.8 million (2.8 per cent of the budget). Another major issue to impact on the budget overspend, and not yet reflected in the forecast, will be the impact of the introduction of the national living wage.

The capital budget position reported a small forecast underspend.

Having considered all of the information in the published report, including the reasons for the recommendations, Cabinet,



**RESOLVED to: -**

- 1) *Note the forecast revenue year end position as at the end of July 2015 for the 2015/16 financial year of a net £3.8 million overspend, and the mitigating actions being taken.*
- 2) *Note the forecast capital year end position of a small underspend of £50,000 for 2015/16, and the actions being taken to arrive at this position.*
- 3) *Agree the following changes to the capital programme: -*
  - *A new capital scheme to provide 2 additional classrooms at Mickleton Primary School, financed from £0.42 million of Section 106 developer contributions;*
  - *A new capital scheme for £25,000 to provide the Fire and Rescue Service with key equipment, to be funded from capital receipts;*
  - *A new capital scheme for the Quayside Project, to be fully funded from £4.13 million of Growth Hub Capital Grant;*
  - *A new capital scheme to invest in capital works to the Rural Estate in 2015/16 totalling £0.55 million, all of which will be funded from capital receipts.*
- 4) *Note the update regarding the Gloucestershire Business Rates Pool.*

**9. Schedule of Disposals**

Councillor Ray Theodoulou, Cabinet Member for Finance and Change, sought to approve the proposed Schedule of Disposals put forward to meet the council's 'Meeting the Challenge' 2 Capital Receipt Target of £50 million, covering the period 2015/16 to 2017/18.

In line with the Policy for the Disposal of Property, and having considered all of the information, including known proposals and reasons for the recommendations,

**CABINET RESOLVED to: -**

- 1) *Confirm that those sites described at Appendix A (Exempt), and which had previously been declared surplus to requirement by Cabinet in February 2015, and not yet disposed of, continued to be declared surplus to requirements, and*
- 2) *Declare that the sites listed on the proposed Schedule of Disposals at Appendix B (Exempt), were surplus to the Council's land and property requirements, and*

*In relation to both schedules,*

*Minutes subject to their acceptance as a correct record at the next meeting*

- 3) *Delegate authority to the Property Strategy Lead to dispose of these sites in consultation with the Cabinet Member for Finance and Change.*

Members were advised that, had Cabinet wished to discuss the contents of the exempt information at the meeting, (Appendices A and B), consideration would have had to have been given to whether the press and public should be excluded from the meeting in accordance with Regulation 4(2)(b) of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012.

No references were made to the exempt information relating to this item.

**Leader of Council**

Meeting concluded at 11.05 am

## RECRUITMENT AND RETENTION OF CHILDREN'S SOCIAL WORKERS

### SCRUTINY TASK GROUP

#### 1. INTRODUCTION

- 1.1 Scrutiny members requested a task group to look to diagnose some of the challenges in retaining children's social workers, to test the robustness of the current recruitment and retention strategy and to make recommendations on actions that should be taken to improve.
- 1.2 There is a great deal of work being undertaken nationally with many local authorities facing similar challenges. Members have looked to understand this national context and consider best practice and how it could be applied in Gloucestershire.
- 1.3 For the 2015/16 budget, Safeguarding staff costs within Children and Families and Referral and Assessment teams are forecast to over-spend by £0.9 million (13.6% of budget). This is a continuing trend from 2014/15 and is due to the use of agency staff to cover staff vacancies, maternity leave, long-term sickness and increasingly to support the increased workload within teams and where there are newly qualified workers.
- 1.4 The Local Government Association and Public Service People Manager's Association released a member guide on recruiting and retaining qualified social workers. This guide has been used to help the task group assess and understand the challenges faced by social workers and has provided case studies to further develop members' thinking on this issue.

#### 1.5 Membership of the task group

Councillors David Brown, Tim Harman, Richard Leppington, Tracy Millard, (Chair) and Lesley Williams.

#### 1.6 Who did the task group speak to?

- Commissioning Director: Children and Families/ Director of Children's Services
- Operations Director – Children's Safeguarding
- Principal Social workers
- Team Managers
- Social workers on the ground

- Prospects
- Human Resources
- Local Government Association
- Principal Social Worker, Essex County Council
- Strategic Lead for ICT
- Families First

## **2. BACKGROUND**

- 2.1 The issues around recruitment and retention of children’s social workers can not be viewed in isolation; they must be considered within the context of the wider children’s safeguarding model in Gloucestershire and the picture nationally. With this in mind, members have sought to understand the workflow arrangements within Children, Young People and Families Services, recognising that issues in any team can have an impact on the workload further along this pathway.
- 2.2 Without qualified and experienced social workers, we are unable to build a safe and responsive service. Currently Gloucestershire is holding a number of vacancies across a number of teams, particularly in Gloucester. Costs in this area were high due to the employment of agency workers in order to meet the demands of increased referrals.
- 2.3 Members note the introduction of the Gloucester Pod approach and Multi-Agency Safeguarding hub (MASH).
- 2.4 There are a number of strands of activity being undertaken in Gloucestershire with regards to recruitment including revamping the website, streamlining the process to include a single point of access, and writing to previous employees to attract quality staff back to the County Council. Members welcomed the strands of work taking place in this area.
- 2.5 With regards to retention, members understood that a health check and exit interviews had been carried out to help the authority understand the needs of social workers and uncover some of the reasons why social workers might leave the service. Members considered this intelligence alongside their own evidence gathering.

### **3. FINDINGS**

- 3.1 Members have spoken to a variety of individuals and partners throughout this process, but most importantly they have met with social workers to understand what they believe to be the most significant issues. Members have then focussed their findings on particular points that they believe can help to alleviate some of the pressure on our social workers and therefore improve retention.
- 3.2 Alleviating issues around the recruitment of social workers is trickier, particularly when aspiring to recruit more experienced social workers, which is a challenge nationally. Members have made recommendations that look to give the Council the best chance in this environment, but consideration must be given to how to make best use of our newly qualified social workers who make up much of this pool of potential employees. Newly qualified social workers are an excellent resource and bring many positives to the organisation. A strong learning and development programme can help develop these social workers, appropriate staffing models can help provide resilience and a positive and vibrant environment with competitive pay and rewards can help retain them.
- 3.3 As stated in the LGA guide, these represent the steps that can be taken to achieve greater stability and individual career satisfaction and in turn achieve more positive outcomes for children and families. When speaking to social workers in Gloucestershire, their thoughts echoed these five key themes.

#### **3.4 Workload**

- 3.4.1 Perhaps the most significant theme identified in the comments made, not only by social workers, but by all the individuals and organisations approached, is in relation to caseloads. The Council has an aspiration to reduce caseloads for experienced social workers to 16 by April 2016 and to reduce caseloads for newly qualified workers (NQSWs) to 9. Anecdotal evidence suggests that at the moment caseloads in some areas can be as much as 30-35 and for NQSWs at around 20. Illness and staff vacancies only increase this pressure. It was suggested that caseloads at this higher end severely impact the level of service being provided.
- 3.4.2 There is no quick fix to managing caseloads per social worker. With recruitment continuing to be a challenge nationally, it is not just a simple case of recruiting social workers to reduce caseloads. In addition, this does not get to the heart of the issue as to why there are these numbers of cases and

additional recruitment alone does not ensure that we are providing the best response to the children who need it.

3.4.3 Developments nationally and high profile media cases has had the effect of creating fear and risk averseness across the public sector with regards to children. High workloads for social workers can often be viewed as a result of them having to manage the anxieties of other professionals who are reluctant to carry appropriate risk. It is important that the right tools are in place to allow professionals to make the right choices when it comes to assessing this risk.

3.4.4 Members recognise the importance of investing in 'early help'. This is vital in engaging with young people at a stage before they require specialist support. In theory, this could help to reduce caseloads further in the system and help to make future savings where solutions are more cost effective, as well as benefitting the young people involved. This is very much a long term strategy.

**The task group recommends that Cabinet continue to make early help and early intervention a priority and that the level of investment reflects this.**

3.4.5 Where teams have high caseloads it is important that they are able to work as flexibly as possible in order to maximise their time and allow them the autonomy to manage their workloads appropriately. This requires a working environment that is conducive to that approach. Social workers in various parts of the county do not have the same consistency of facilities, with Gloucester offices in particular being flagged up as having a poor location and issues around parking. Plans are in place to consolidate staff within Shire Hall and maximise capital receipts by selling peripheral buildings. This is an approach that makes sense, but consideration needs to be given to the future location of social worker teams taking account of their unique requirements.

**The task group recommends that discussions are held between senior staff in Children's Services and Property Services to ensure that the needs of social workers are taken into account as arrangements are made to relocate staff, particularly around office accommodation and parking. Any changes need to be communicated effectively.**

3.4.6 To ensure that social workers are able to maximise their time effectively it is vital that our ICT systems are fit for purpose. The task group recognise that the Worksmart programme is underway to replace our current ICT devices with solutions that better meet the needs of the organisation. This programme should address many of the concerns of social workers regarding the speed and reliability of the equipment they are using. Communication of the changes

taking place in this area are generally carried out through updates on Staffnet and through third and fourth tier managers for them to cascade down. Those teams who find themselves busy with high workloads might not have the opportunity to pick up these messages and that there needs to be a conscious effort to engage with these staff better.

- 3.4.7 Members understand that many social workers would like to have remote access to the Council network in order to allow them to work flexibly. This approach should be available to all; currently it is up to team managers to sign off the business needs and associated costs and this does not appear to be applied consistently. Members understand that there is a need to balance the costs of providing remote access against the benefits, as well as to take into account the potential dangers of this 24 hour access on work life balance. It was suggested that restrictions could be put in place to ensure that where appropriate remote access could be switched off at certain times. This seems like a solution worth exploring further.

**The task group recommends that meetings are arranged between social workers and their team manager to discuss their needs with regards to remote access to the Council's ICT network.**

- 3.4.8 New technology is increasingly being used to help improve the service we provide and the use of interactive websites and apps can be a tool used by Children's Services to engage with families. If the appropriate technology such as a smart phone or tablet is not available to the team then it is difficult for them to demonstrate the facility to service users; there is currently a reliance on individuals using their own devices. When developing these new initiatives, it is important that there is early engagement with ICT in order to help facilitate the process.

### **3.5 Staffing**

- 3.5.1 Some teams have historically had high numbers of vacancies that put more pressure on social workers. It is newly qualified social workers who apply for the posts, as opposed to more experienced individuals, and so teams such as Gloucester have a high ratio of NQSWs. In addition, there are high numbers of agency workers to fill the vacancies despite the higher cost they come with and the pressure this places on budgets.
- 3.5.2 Some qualified social workers work for the Council in a non-social worker role. Given the lack of experience currently in the service, efforts should be made to encourage them back into the profession. It was suggested that for those experienced social workers who had been out of the profession for a while

there might be a fear that they would return to high caseloads straight away. There should be an integration process where caseloads are managed and capped in a similar way to social workers in their assessed and supported year in employment (ASYE).

**The task group recommends that a ‘re-integration programme’ is put in place to encourage and support qualified social workers to return to the service.**

- 3.5.3 Members understand that recruitment is underway for a ‘Development of Social Care Recruitment Co-ordinator’ to oversee recruitment of agency workers and to maintain oversight of levels of experience.
- 3.5.4 The aim over the long term has to be to reduce the amount of agency workers in teams. This will depend on the success of recruiting new social workers to fill the current vacancies and improved retention of existing workers. For our ASYE workers it is important to support them in their first year and members have suggested that there would be benefit in there being greater link up across teams for ASYEs so they can receive that peer support.
- 3.5.5 There is a piece of work needed to understand how staffing should be allocated across teams if all vacancies were filled. There is a question here as to how many social workers are required and in what areas? It is important that we understand where the areas of highest need are in Gloucestershire and develop a model which addresses that need. This should be the starting point for any allocation of staffing.

**The task group recommends that an exercise is undertaken to look at the whole children’s safeguarding service and map the number of social workers required in the County and where they should be best allocated.**

- 3.5.6 The task group notes that the Council currently employs 33 agency provided social workers (around 17% of frontline social workers) with the cost to the authority from April to September for agency staff at around £746,000. This includes cover for maternity/sickness leave and a need to ensure sufficient experienced workers across teams as well as cover for vacancies.

The task group believes that it is important to identify opportunities to ‘invest to save’. The current use of agency workers in the service is putting increased pressure on a budget which will only become tighter as funding from central government is reduced over the coming years. The complexity of the issues and challenges in projecting demand and need into the future means that it is not possible to guarantee that investment in this area will result in savings in



the coming years, but members do believe that a lack of further investment will lead to a failure to avoid escalating costs in the future.

The use of agency staff and caseload levels in some teams is not sustainable over the long term, so there is an argument that further recruitment of staff (building on recent success in appointing social workers) can help to reduce the reliance on agency workers and should reduce caseloads. There is unlikely to ever be a complete move away from agency workers, but additional capacity should help to improve practice and begin to address other cost pressures. A phased introduction of additional resource year on year would help to ensure that the service has the staffing to meet increased demand.

**With a view to ‘cost avoidance’, the task group recommends that there is further investment in the Children and Families revenue budget to increase capacity through the recruitment of social workers. The level of investment is to be determined but the task group believes it should be sufficient to have a demonstrable impact over a four year period and therefore needs to be in the range between £2m and £6m.**

**The task group requests that through the MTFS process officers are requested to develop options which demonstrate how an investment in children’s social care could**

- a) Reduce the costs associated with agency workers**
- b) Reduce caseloads to manageable levels**
- c) Cap current trends of rising cost and need**
- d) Begin to address cost pressures across the budget area**

**The task group is further concerned that any budget proposals do not result in a reduction in the quality of service delivery.**

**The task group will reconvene in January 2016 to consider the proposals as part of the budget scrutiny process.**

3.5.7 Members understand the role the website plays in being the focal point for the recruitment of children’s social workers. It is important that this website is regularly updated to ensure that it continues to attract interest and does not become tired and out of date. In addition, consideration should be given to how visible the website is on search engines. It may be that some investment in this area would be worthwhile considering its importance in our recruitment strategy.

**The task group recommends that the website is regularly updated and that Cabinet explore the option of further investment to ensure its increased visibility on search engines.**

### **3.6 Morale**

- 3.6.1 Social workers are focussed on doing a good job, often under difficult conditions. The perception of social workers nationally has been damaged; attention from the media, MPs and even local members has contributed to negativity around the profession. Concerns were expressed to members about assumptions being made that it is 'the social worker's fault'. If social workers can look across at other professions and think they can get the same, or better, pay with less stress and negativity then it is not surprising that some may consider a change. It is passion for the job that keeps social workers in the profession and this must be valued and protected.
- 3.6.2 Members want to highlight the good work that social workers do and demonstrate how highly they value them. The task group feel that the council should ensure that there are regular events that celebrate the work of social workers. As well as demonstrating how highly valued our existing work force is, it will help promote the role to a wider audience and help with our recruitment.

**The task group recommends that regular events are arranged to celebrate the role of the social worker.**

- 3.6.3 There are a mixture of things that allow a social worker to feel valued, such as pay, training and secondment opportunities and positivity in the media. In addition to these, the right environment must be cultivated that allows for a high level of support and a culture that doesn't look to just place blame.
- 3.6.4 Social workers discussed how senior managers were accessible and showed that they cared with an open door policy. There was some variation across teams but, in the main, social workers spoke highly of the support in place from managers. Some teams talked about the benefit of team away days and informal events that helped team building and to develop a positive atmosphere to work in. Other teams suggested that they did not have these same arrangements and it is important that this inconsistency is addressed.
- 3.6.5 Some teams have clearly built up strong relationships and social workers feel valued. Where there have been regular changes to the team, with different managers and high numbers of agency workers, it is difficult to develop those same relationships.
- 3.6.6 Given that social workers work in a highly stressful environment, it is important that mental health support is in place. They should have access to support from line managers, supervisors and their peers, with opportunities for informal discussion and more formal counselling services. Members understand that social workers build up their own emotional resilience, but it is

important that in doing so they don't entirely lose that natural emotional reaction that makes them so good at their jobs.

- 3.6.7 Clinical and reflective supervision was cited as something which social workers felt would help them. Some expressed concern that there might be an assumption that social workers are 'just able to cope, regardless'. Team managers suggested that sometimes there was a stigma attached to a referral to occupational health; social workers did not want to be seen as 'not coping'.

**The task group recommends that the opportunity for 'clinical and reflective supervision' is embedded within social worker practice.**

- 3.6.8 For those that take time out with mental health issues, there needs to be the right processes in place to support them on their return. Anecdotally members have heard differences in the way in which those with mental health issues were supported on their return to work to those returning from a physical injury. Those returning from a physical injury had reduced caseloads, where it was suggested that those returning from mental health issues were quickly returned to a high level of caseloads and felt like there were questions around their capability to do the job. While this may be isolated issues with individual and unique factors that members are not aware of, it re-enforces the importance of their being parity in the support provided for those with mental health issues and those with physical issues.

**The task group recommends that more is done to support those returning to social work after a period of ill health and that mental health issues are given parity with physical issues.**

### **3.7 Learning and Development**

- 3.7.1 A large part of social workers feeling valued is the access to continuing professional development. When looking to retain workers, it is important that they can see a clear pathway to progress within the service and develop their craft. Some social workers expressed concern that when looking to achieve further qualifications, there was no reduction of caseloads or increased support provided. It is important that the routes for further development are clearly signposted and that support is provided for those who seek to develop.

**The task group recommends that a flexible approach is taken in supporting career development including a possible reduction in caseloads for those social worker undertaking further qualifications.**

- 3.7.2 Members understand that work is being carried out to produce a more robust training and development programme. This will include a mixture of in-house workshops and the buying in of specialist support when required. Members welcome this move and feel that a formalised approach will help to ensure all social workers know the opportunities available to them. It is important that in organising our staffing structure consideration is given to provide opportunities for staff to progress and develop while still working within day to day practice.
- 3.7.3 The task group wish to emphasise the importance of secondment opportunities to allow flexibility for social workers to move to other areas within the service to vary their career and develop a wider range of expertise. Some social workers indicated that they had looked at other teams where there were vacancies and wanted to try through secondment before making the move. They were nervous about making the move to another team and finding that they did not like the work, but then feeling that they could not return to their own team without 'losing face'. It is important that our approach is flexible enough to ensure that individuals do not find themselves restricted and looking to neighbouring authorities when things do not work out.
- 3.7.4 When it comes to secondment opportunities, members feel it is important that this is discussed as part of the appraisal process each year and that a conscious effort is made to accommodate requests. Members recognise that it is important to ensure that posts are filled within teams and that the pressure of workloads can make it difficult to release workers. Despite this, a release to secondment is better than losing the social worker permanently because their requests have not been carefully considered and all options haven't been explored.

**The task group recommends that secondment opportunities be identified as part of the appraisal process each year. All options should be explored to ensure we are as flexible as possible when dealing with requests.**

- 3.7.5 It is important that there are strong placements and links with universities so that social workers beginning their careers understand at the earliest stage possible the realities of the job. Essex Council has invested heavily in their academy, recognising the importance of developing this market. Aside from any discussion around investing in this area, it is important to make the best use of the resources available to us.

**The task group recommends that the Council formalises arrangements with universities to develop an 'academy' approach, learning from the best practice of Essex Council.**

3.7.6 Members have noted the role of the Family Support Worker and suggested that this role could act as a starting point for those that wish to develop further. This would allow the individual to gain experience and would provide an ideal 'testing' ground for those who need to develop confidence and ensure that this is an environment they wish to work in.

### **3.8 Pay and Rewards**

3.8.1 Individuals do not get into social work for the pay; social workers are passionate about their work and fully understand that it is not a '9-5' job. Despite this, while it is not the only factor (or even the main factor) that prompts social workers to leave posts, the influence of pay varies for those social workers starting the profession and choosing where to work, and experienced social workers moving between jobs.

3.8.2 Pay is often seen as a sign of how much the role is valued. Where neighbouring authorities are offering greater pay and incentives such as 'golden hellos' it can make it difficult to attract staff and can say something about the way we value our social workers. Despite this, there is no sense in entering a bidding war for social workers, this does not benefit any authority and can create tension. Other authorities have developed a memorandum of understanding with their neighbours to ensure that there is some stability and this might be something worth exploring.

3.8.3 Where there are areas of greater turnover, typically in areas of intense demand and high need, it may be sensible to pay a premium. A more flexible and free movement of staff would allow social workers to take on this role for a specified period of time at a higher rate of pay. This would allow them the benefit of experience and pay rewards without the danger of 'burn-out' or disillusionment with the service.

3.8.4 It is important that our pay remains competitive and that the benefits of working in Gloucestershire are communicated appropriately. Members welcome the development of the website and the work being carried out around recruitment currently and it is important that this continues to ensure we are not left behind.

**Cabinet ensures that social worker pay in Gloucestershire remains competitive with neighbouring authorities and that the option of a memorandum of understanding with neighbouring authorities is explored.**

3.8.5 Agency workers arriving on more money can create tension within teams. The grass is not always greener though, with more travelling and higher caseloads, so some agency workers are returning to fixed employment.

3.8.6 Where additional pay and rewards are offered for new recruits, this needs to be balanced against rewards for those who have been in post for a while. This does not have to be in the form of big financial payments, it could be as simple as extra leave, vouchers and discounts from partners, or team away days.

**The task group recommends that Cabinet explores the options available to provide a sustainable package of incentives for long serving staff.**

3.8.7 Of course, with high workloads and pressure on teams, the taking of annual leave can become an issue. Social workers are doing far more than their 37 hours and some are having difficulty claiming that time back. Social workers must be encouraged to take their leave and any culture which encourages social workers to work longer and longer hours must be changed. Team managers must be more pro-active in checking leave and discussing work load issues with social workers who are not taking sufficient days off.

#### **4. RECOMMENDATIONS**

4.1 The task group recognises the excellent work that many social workers perform day in and day out and have been enthused by the passion and dedication they have seen throughout this process. There is not one simple factor that can help alleviate workloads in this area, or resolve the national issues around recruitment of experienced social workers. Members have, however, identified a number of areas where existing good practice can be built upon to ensure that the environment social workers work in is better and that it encourages social workers to enjoy long and successful careers in Gloucestershire.

**The task group recommends that:**

- a) **That Cabinet continue to make early help and early intervention a priority going forward and that the level of investment reflects this. Any changes need to be communicated effectively.**

- b) Meetings are arranged between social workers and their team manager to discuss their needs with regards to remote access to the Council's ICT network.**
- c) A 're-integration programme' is put in place to encourage and support qualified social workers to return to the service.**
- d) An exercise is undertaken to look at the whole children's safeguarding service and map the number of social workers required in the County and where they should be best allocated.**
- e) There is further investment in the Children and Families revenue budget to increase capacity through the recruitment of social workers. The level of investment is to be determined but the task group believes it should be sufficient to have a demonstrable impact over a four year period and therefore needs to be in the range between £2m and £6m.**

**The task group requests that through the MTFS process officers are requested to develop options which demonstrate how an investment in children's social care could**

- i. Reduce the costs associated with agency workers**
- ii. Reduce caseloads to manageable levels**
- iii. Cap current trends of rising cost and need**
- iv. Begin to address cost pressures across the budget area**

**The task group is further concerned that any budget proposals do not result in a reduction in the quality of service delivery.**

**The task group will reconvene in January 2016 to consider the proposals as part of the budget scrutiny process.**

- f) The website is regularly updated and that Cabinet explore the option of further investment to ensure its increased visibility on search engines.**
- g) That regular events are arranged to celebrate the role of the social worker.**
- h) The opportunity for 'clinical and reflective supervision' is embedded within social worker practice.**
- i) More is done to support those returning to social work after a period of ill health and that mental health issues are given parity with physical**

**issues.**

- j) A flexible approach is taken in supporting career development including a possible reduction in caseloads for those social worker undertaking further qualifications.**
- k) Secondment opportunities be identified as part of the appraisal process each year. All options should be explored to ensure we are as flexible as possible when dealing with requests.**
- l) The Council formalises arrangements with universities to develop an 'academy' approach, learning from the best practice of Essex Council.**
- m) Cabinet ensures that social worker pay in Gloucestershire remains competitive with neighbouring authorities and that the option of a memorandum of understanding with neighbouring authorities is explored.**
- n) Cabinet explores the options available to provide a sustainable package of incentives for long serving staff.**



# Agenda Item 6

## GLOUCESTERSHIRE'S DRAFT LOCAL TRANSPORT PLAN CONSULTATION

<b>Cabinet Date</b>	11 November 2015
<b>Fire, Planning and Infrastructure</b>	Cllr Will Windsor-Clive
<b>Key Decision</b>	Yes
<b>Background Documents</b>	<p>Gloucestershire's Local Transport Plan (LTP) was adopted in 2011 and can be viewed here: <a href="http://www.gloucestershire.gov.uk/extra/ltp3">http://www.gloucestershire.gov.uk/extra/ltp3</a></p> <p>In February 2013 Council approved the decision to delay the review of Local Transport Plan. The decision to delaying the review can be viewed here (item 22): <a href="http://glostext.gloucestershire.gov.uk/ieListDocuments.aspx?CId=333&amp;MID=7429">http://glostext.gloucestershire.gov.uk/ieListDocuments.aspx?CId=333&amp;MID=7429</a></p> <p>An evidence base review was undertaken in 2014 and can be viewed here: <a href="http://www.gloucestershire.gov.uk/ltp3">http://www.gloucestershire.gov.uk/ltp3</a></p> <p>The LTP consultation document was consulted on for six weeks between 16<sup>th</sup> February and 27<sup>th</sup> March 2015. It can be viewed here: <a href="http://www.gloucestershire.gov.uk/CHttpHandler.ashx?id=62921&amp;p=0">http://www.gloucestershire.gov.uk/CHttpHandler.ashx?id=62921&amp;p=0</a></p> <p>A consultation response report was produced following the previous round of consultation. It can be viewed here: <a href="http://www.gloucestershire.gov.uk/CHttpHandler.ashx?id=63954&amp;p=0">http://www.gloucestershire.gov.uk/CHttpHandler.ashx?id=63954&amp;p=0</a></p>
<b>Location/Contact for inspection of Background Documents</b>	Please contact Ben Watts ( <a href="mailto:ben.watts@gloucestershire.gov.uk">ben.watts@gloucestershire.gov.uk</a> ) with any questions regarding the documents above.
<b>Main Consultees</b>	<p>Three previous rounds of stakeholder engagement have taken place to inform the Local Transport Plan review. Main consultees were County Councillors, District Councillors, Parish Councillors, neighbouring authorities, Transport Operators, Transport Interest Groups, Environmental Groups and Gloucestershire County Council (GCC) Officers.</p> <ul style="list-style-type: none"> <li>• A Local Transport Plan Issues Stakeholder event was held in July 2014. A brief questionnaire was circulated at that event which encouraged feedback on the existing Local Transport Plan document, and any issues or schemes that may need to be considered through the review process. 27 representations were received.</li> </ul>

	<ul style="list-style-type: none"> <li>• During October and November 2014 eight consultation workshops were held at locations throughout the County. 160 stakeholders attended representing 105 different organisations.</li> <li>• An LTP Consultation document was consulted on for six weeks from 16<sup>th</sup> February to the 27<sup>th</sup> March 2015. 86 representations were received from a variety of local stakeholders.</li> </ul>
<b>Planned Dates</b>	An 11 week public consultation on the Draft Local Transport Plan, using the consultation material in Appendix A is planned between 20 <sup>th</sup> November 2015 and 5 <sup>th</sup> February 2016.
<b>Divisional Councillor</b>	All
<b>Officer</b>	Ben Watts, Senior Planning Officer <a href="mailto:ben.watts@gloucestershire.gov.uk">ben.watts@gloucestershire.gov.uk</a>
<b>Purpose of Report</b>	To seek Cabinet approval to commence the public consultation on the Draft Local Transport Plan 2015-2031.
<b>Recommendations</b>	That Cabinet:  <i>Approves the Draft Local Transport Plan for an eleven week public consultation, using the material in Appendix A, between 20<sup>th</sup> November 2015 and 5<sup>th</sup> February 2016.</i>
<b>Reasons for recommendations</b>	Cabinet approval will allow GCC to seek the views of all stakeholders as well as the general public, thus ensuring transparency, engagement and buy in for the Local Transport Plan.
<b>Resource Implications</b>	The costs of the Local Transport Plan consultation will be covered by existing budgets within the Strategic Infrastructure Team in Commissioning.

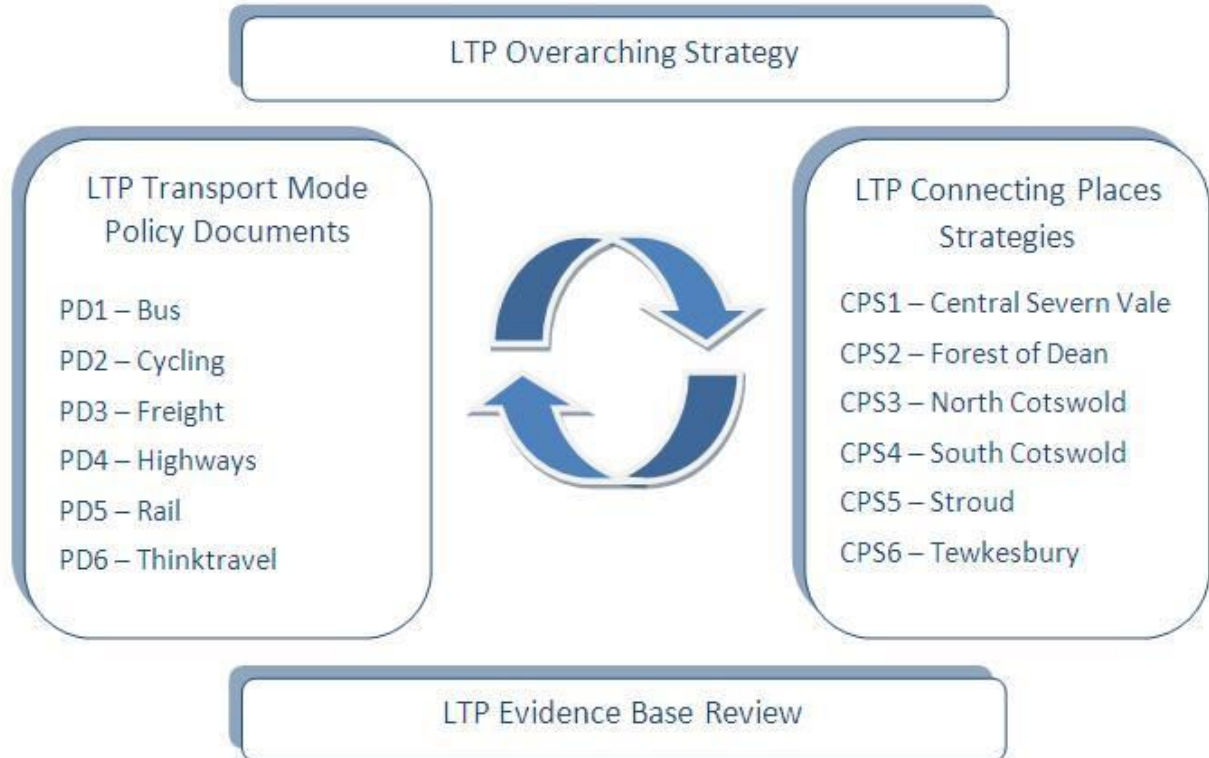
## MAIN REPORT CONTENTS

### 1. Background

- 1.1. The current Local Transport Plan (LTP3), adopted and published by the County Council in 2011, proposes full reviews in 2013/14 and 2018/19. However, there is currently no statutory requirement about the timing of these reviews and the Department for Transport Guidance on Local Transport Plans states that “(...) local transport authorities may replace their plans as they see fit”. In February 2013, Full Council approved the decision to delay the review of LTP by one year to March 2015.
- 1.2. Since the adoption of the current LTP, government has fundamentally altered the way transport funding will be allocated. Funding for Highways maintenance and part of the Integrated Transport funding will continue to be awarded to the Council directly. But all other funding associated with local major schemes will now be allocated through the Local Growth Deal. Based on the Strategic Economic Plan (SEP), the Gloucestershire Growth Deal secured £21.6 Million for new transport schemes and £23.9 million for pre-committed transport improvements in Gloucestershire between 2014 and 2021.
- 1.3. Despite these changes it remains a statutory requirement under the Local Transport Act 2008 for Local Authorities to have a LTP to outline their long-term transport strategy. It is therefore essential that Gloucestershire’s LTP is updated to support delivery of the SEP, the emerging Local Plans and, where possible, maximise the opportunity for further levels of investment as they come available for transport within the county. It also enhances the ability for County Council officers to successfully negotiate with developers to secure infrastructure associated with emerging developments.
- 1.4. It is proposed to formally consult the public on the attached Draft LTP between 20th November 2015 and 5<sup>th</sup> February 2016. This will allow officers to finalise the document during February / March 2016 with the aim to seek Cabinet approval of the final document in April 2016 and Full Council approval to adopt the Local Transport Plan in June 2016.
- 1.5. In summary the Draft LTP will include the following elements:
  - 1.5.1 The **LTP Overarching Strategy** which outlines the long-term vision (2015 to 2031) and objectives for transport within Gloucestershire; it also identifies scheme priorities and monitoring arrangements.
  - 1.5.2 There are six individual **LTP Connecting Places Strategies**. Each strategy characterises the distinctive transport issues affecting that area of Gloucestershire. They identify the challenges faced over the next 15 years and propose transport schemes for that area to support the delivery of LTP outcomes.
  - 1.5.3 There are six individual **LTP Transport Mode Policy Documents**. Each document outlines the GCC approach to manage different parts of the transport network. They identify a number of different issues before outlining the policy and expected outcome of delivering the policy. These documents all link back to delivering the LTP objectives identified in the LTP Overarching strategy demonstrating an integrated approach to transport network management.

1.5.4 Figure A illustrates this relationship between the LTP documents. The LTP Evidence Base will not be consulted on as this document was used to inform the other documents and was completed in March 2014.

**Figure A – New multi-document structure of LTP**



1.5.5 The **LTP Scheme list**: The scheme priorities included have been subject to an appraisal process based on European Union best practice. Every scheme identified has been included on the basis of need and compliance with delivering the LTP outcomes and does not reflect a commitment by the County Council for funding. The scheme priorities are listed in no particular order and the phasing is indicative. Delivery of the schemes will be subject to the availability of funding opportunities as they arise.

1.5.6 The Strategy also identifies schemes that had previously been identified within the adopted LTP, which are no longer considered necessary or deliverable within the LTP plan period. **These schemes are proposed to be removed from the highways declaration list.** These are:

- **Lechlade-on-Thames Bypass.** It is very unlikely that funding will be attracted to deliver this scheme during the plan period. An alternative traffic management scheme is now identified for Lechlade to manage traffic flows using Thames Street / High Street.
- **Cycle access improvements linking Gloucester with Churcham – Longhope Maisemore- Hartpury Highnam-Newent.** This historic strategic cycle scheme is not considered deliverable during the plan period. The focus will now be on alternative targeted schemes which deliver the same outcomes (i.e. addressing barriers in the existing cycle network).
- **Freight Consolidation Centre, Cheltenham and Gloucester.** With no formal site identified this is no longer viewed as a Council priority. The concept of the scheme as

part of a wider town centre management plan is strong, but it should be left to private enterprise to promote this scheme.

- **Highway improvements to A436 corridor between the Air Balloon roundabout and A40.** This scheme is proposed to be removed until such time as the outcome of the final A417 Missing Link scheme is known. An alternative scheme may then be identified if the need for improvements can be demonstrated once a preferred Missing Link scheme has been identified.
- **Cheltenham Northern Relief Road sections 1B2 and 4D.** These schemes are proposed to be removed as they are not considered deliverable during the plan period. Instead, the focus will be to deliver improvements to the Cheltenham road network, as well as a package of cycle improvements in the town.
- **Tutnalls Street Link, Lydney.** This scheme was initially proposed as part of a wider package of improvements which would link to the proposed Newerne Link. The approved alignment for the Newerne Link was altered in 2008 to connect to Albert Street rather than Highfield Road. A consequence of this was that the Tutnalls Street Link scheme no longer connected to the revised alignment and is no longer necessary.

## 2. Options

- 2.1. It would be an option not to consult on the Draft LTP. However, there have been a number of changes to the LTP since its previous consultation including the incorporation of the recommendations from a series of transport studies.
- 2.2. It is general practice, as part of good decision making, that a local authority would re-consult on significant changes to any provisions previously consulted upon. This ensures that members of the public have the opportunity to comment on the proposals as amended.
- 2.3. Due to the number of changes from the LTP Consultation Document legal advice is to undertake a further public consultation on the Draft LTP.

## 3. Risk Assessment

- 3.1. Any reputational risk for the County Council through the LTP Review process had been mitigated by documenting and publishing outputs from previous rounds of consultation thereby ensuring transparency during the decision making process.
- 3.2. Considerable risk may exist in relation to the specific schemes proposed in the LTP. These will be managed individually for each scheme. An overall LTP scheme risk register is presented monthly to the County Council's LTP Management Board.

## 4. Officer Advice

- 4.1. It is advised that Cabinet resolves to approve the consultation material set out in Appendix A and gives approval to undertake the 11 week public consultation exercise planned between 20th November 2015 and 5th February 2016. This will allow the County Council to seek the views of all stakeholders, thus ensuring transparency, engagement and buy in for the draft LTP.

## **5. Equalities considerations**

5.1. A Due Regard Statement has been completed.

5.2. A summary of the main transport issues affecting protected groups is provided below:

- Age, disability and gender are the 3 protected groups most affected by transport issues. We have sought to understand this as fully as possible and to support measures which address the possible adverse impacts on these groups in relation to transport.
- Public transport service provision and community transport schemes are positive for disabled and older people in particular. They are more likely to experience mobility difficulties and Life Limiting Illness which may restrict travel independence and access to the labour market, health services and other amenities.
- Investment in walking and cycling infrastructure will on the whole advantage many protected groups. In particular, children, younger people and older people make proportionately more pedestrian trips than the wider population. This active travel will also be beneficial in terms of helping to reduce health inequalities experienced by some of these groups.
- Improvements to road safety and security for pedestrians, cyclists and public transport users will realise positive impacts for protected groups as they tend to be over-represented in terms of accidents and their fear of crime. Improvements to driver road safety and speed management will safeguard both drivers and vulnerable road users.
- For Gloucestershire to grow as a modern economically and socially successful county an effective, sustainable transport network should allow everyone to conveniently access employment, education, shops, leisure, health care and other essential services.

## **6. Consultation feedback**

6.1. LTP Issues Consultation (July 2014)

6.1.1. A LTP Issues Stakeholder event was held in July 2014. A questionnaire was circulated at that event which encouraged feedback on the existing LTP document, and any issues or schemes that may need to be considered through the review process.

6.1.2. 27 representations were received with over half of the responses being from Councillors or Parish Councils, the majority representing communities within the Cotswold District. The representations received provided a clear indication of the perceived purpose of the LTP, including: 'Its role in tackling traffic congestion in Gloucestershire's city, towns and villages'. 24% of representations indicated that the LTP should provide clearer guidance on how it will support the local community. To address this issue the revised LTP Strategy will be produced in an accessible format linked to improving the quality of place by providing clear scheme priorities and supporting the delivery of other strategies. This will be captured through the new 'Connecting Places Strategies' (CPS).



- 6.1.3. For more information on the outcomes of the Stage 2 - LTP Issues Consultation a Consultation summary report has been produced and can be viewed here:  
<http://www.gloucestershire.gov.uk/ltp3>.
- 6.2. LTP Stakeholder Consultation (October and November 2014)
- 6.2.1. During October and November 2014 eight consultation workshops were held at locations throughout the County. Stakeholders were invited to attend, including all County, District and Parish Councillors, transport operators, neighbouring local authorities, and organisations representing vulnerable people. 160 stakeholders attended representing 105 different organisations. The majority of these who attended were either County or District Councillors or representatives of Parish and Town Councils. A number of transport operators also attended including Stagecoach and First Great Western.
- 6.2.2. For more information on the outcomes of the Stage 3 - LTP Stakeholder Consultation a Consultation summary report has been produced and can be viewed here:  
<http://www.gloucestershire.gov.uk/ltp3>.
- 6.2.3. Each session was interactive with stakeholders given the opportunity to discuss their existing 'issues' with transport before being invited to share their 'ideas'. This was considered in the context of the local CPS areas, before countywide and out of county travel was considered. 803 issues were raised and 712 ideas were generated and feedback on the workshops has been very positive. Outputs from these sessions have informed the development of the LTP Consultation document.
- 6.3 LTP Public Consultation (February to March 2015)
- 6.3.1 A LTP Consultation Document was publically consulted on from the 16<sup>th</sup> February to the 27<sup>th</sup> March 2015. Representations were received from 86 individuals or organisations. The broad messages from the public consultation include issues around:
- The importance of understanding the needs of all transport users;
  - The diversity of transport challenge and opportunity across the county;
  - The role of transport as an enabler for economic growth whilst managing congestion and journey time reliability.
  - The need to seek mitigation measures to maintain a functioning transport network which offset the projected increase in transport demand derived from planned development.
  - The priority for delivering a safe and sustainable transport system, integrating all modes, within the financial limits that exist.
- 6.3.2 For more information on the outcomes of the Stage 4 - LTP Public Consultation a consultation response report has been produced and can be viewed here:  
<http://www.gloucestershire.gov.uk/ltp3>.
- 6.2.3 The response report was structured around the consultation questions asked. It provided a summary of the representations made and how the County Council planned to respond to them within the updated LTP.

## **7. Performance Management/Follow-up**

- 7.1 The LTP will be a living document, and will be updated and amended to reflect changes in policy, funding or implementation at a local and national level. As a strategic policy document the LTP will be adopted at a full County Council meeting.
- 7.2 Updates to the LTP will be agreed through discussions with the relevant Lead Cabinet Member. Where updates are significant, approval will be sought from the County Council's Cabinet. Where the decision to amend the strategy is considered to have a significant impact on a local community, local stakeholders will have an opportunity to comment through a targeted local consultation process.
- 7.3 Major reviews of LTP will be undertaken periodically and linked to changes in local and national transport policy. At officer level, the LTP strategy will be overseen by the LTP Management Board, comprising of those Managers responsible for the delivery of the individual elements of LTP strategy. This Board will be chaired by the Commissioning Director responsible for Highways and Transportation.
- 7.4 LTP Implementation Reports will be produced annually to document scheme delivery, changes in policies and performance against the LTP monitoring indicators. All documents will be published on the GCC website and a document management system used. Figure B outlines the performance indicators used to assess the impacts of the LTP.



**Figure B – LTP monitoring indicators**

<b>Ref</b>	<b>Indicator and Target</b>
LTP PI-1	Journey time reliability on primary strategic routes – Ensure average journey times are maintained to 2015/16 levels
LTP PI-2	Number of peak hour vehicle journeys – restrict growth in the number of peak hour vehicle journeys on local access routes
LTP PI-3	Reduction in the inappropriate freight travel – To maintain the % of HGV traffic on inappropriate roads use to less than 5%
LTP PI-4	Highway condition - Maintain the percentage of principal road network requiring maintenance at or below 4%
LTP PI-5	Maintain the percentage of non-principal classified road network where maintenance should be considered at or below 9%
LTP PI-6	Maintain the length of strategic road network with deficient friction (skid resistance) to at or below 20%
LTP PI-7	Increase use of rail – Increase the number of rail ticket sales from railway stations located within Gloucestershire
LTP PI-8	Increase use of cycling – Increase the number of cycle users at sites across the County
LTP PI-9	Increase use of bus – Increase number of bus passenger journeys
LTP PI-10	Maintain bus passenger access – Maintain level of Access to GP services and facilities by public transport within 45 minutes
LTP PI-11	Decrease reliance on bus subsidy – Increase the percentage of bus passengers on commercially provided public transport
LTP PI-12	Reduce the number of highway casualties - Indicators for the Road Safety Framework (DfT), Killed and Seriously Injured Casualties
LTP PI-13	Reduce the number of child highway casualties - Indicators for the Road Safety Framework (DfT), Killed and Seriously Injured child Casualties
LTP PI-14	Improve Air Quality – reduce the number of Air Quality Management Areas in the county
LTP PI-15	Carbon emissions – Restrain transport derived carbon emissions levels to 2015/16 levels by monitoring levels on seven key corridors

<b>Report Title</b>	<b>Gloucestershire's Draft Local Transport Plan Consultation</b>
<b>Statutory Authority</b>	Transport Acts, in particular the Transport Act 2008, the Localism Act 2011 and the Town and Country Planning Act 1990.
<b>Relevant County Council policy</b>	Gloucestershire's adopted Third Local Transport Plan (LTP3)
<b>Resource Implications</b>	The costs of the Local Transport Plan review will be covered by existing budgets within the Strategic Infrastructure Team in Commissioning.
<b>Sustainability checklist:</b>	
<b>Partnerships</b>	Delivery of the LTP will depend on partnerships with the health service, public transport operators, third sector voluntary organisation, LEP, Highways England, Network Rail and other stakeholders involved in the management of the transport network and services.
<b>Decision Making and Involvement</b>	The Draft LTP review process has been discussed with the Lead Cabinet member for Fire, Planning and Infrastructure on a monthly basis.
<b>Economy and Employment</b>	Supporting sustainable economic growth is a key consideration of the LTP, as reflected in the emerging LTP Review objective to "Support sustainable economic growth". LTP policies will aim to limit congestion and support sustainable development.
<b>Caring for people</b>	This is addressed in the emerging LTP Review objective to "Improve community health and well being"
<b>Built Environment</b>	This is addressed in the emerging LTP Review objective to "Conserve the environment". However, limited impact on the built environment is expected, mainly through changes to the existing transport network as a result of specific schemes. Such impacts would be considered as part of the individual scheme design.
<b>Natural Environment' including Ecology (Biodiversity)</b>	The Strategic Environmental Assessment of the current LTP is going to be reviewed and will be available prior to the LTP Review's adoption.
<b>Education and Information</b>	This is addressed in the emerging LTP Review objective to "Enable community connectivity"
<b>Tackling Climate Change</b>	The policies and strategies outlined within the Draft LTP will have a positive impact on reducing the County's Carbon Emissions.  The policies and strategies outlined within the Draft LTP will improve network resilience to impacts of climate change.
<b>Due Regard Statement</b>	Has a Due Regard Statement been completed? Yes

	<p>Yes – considerations included in main body of report</p> <p>A copy of the full Due Regard Statement can be accessed on GLOSTEXT via  <a href="http://glostext.gloucestershire.gov.uk/uuCoverPage.aspx?bcr=1">http://glostext.gloucestershire.gov.uk/uuCoverPage.aspx?bcr=1</a></p> <p>Alternatively a hard copy is available for inspection from Jo Moore, Democratic Services Unit, e-mail:  <a href="mailto:jo.moore@gloucestershire.gov.uk">jo.moore@gloucestershire.gov.uk</a>.</p>
<p><b>Human rights Implications</b></p>	<p>It is not envisaged that the Draft LTP will have any significant human rights implications.</p>
<p><b>Consultation Arrangements</b></p>	<p>Subject to Cabinet approval an 11 week public consultation on the Draft LTP is planned between 20th November 2015 and 5<sup>th</sup> February 2016.</p>

This page is intentionally left blank

# Agenda Item 7

## ELECTRONIC CALL MONITORING (ECM) FOR DOMICILIARY CARE SERVICES

<b>Cabinet</b>	11 November 2015
<b>Older People</b>	Cllr Dorcas Binns
<b>Key Decision</b>	Yes
<b>Background Documents</b>	Cabinet Report - Disability Services Electronic Call Monitoring (September 2013) Cabinet Report - Domiciliary Care (June 2015)
<b>Location/Contact for inspection of Background Documents</b>	<a href="http://www.glostext.gloucestershire.gov.uk">www.glostext.gloucestershire.gov.uk</a>
<b>Main Consultees</b>	Domiciliary Care Providers (current and wider market) Internal GCC & GCS staff Officers of Gloucestershire Clinical Commissioning Group
<b>Planned Dates</b>	January 2016 – Start Provider Focus Group and Pre-Implementation Group February/March 2016 – Start provider Training April 2016 – Implementation for providers operating in the urban zones. May 2016 - Implementation for providers operating in the rural zones
<b>Divisional Councillor</b>	All
<b>Officer</b>	Margaret Willcox Commissioning Director: Adults and DASS 01452 328468 <a href="mailto:margaret.willcox@gloucestershire.gov.uk">margaret.willcox@gloucestershire.gov.uk</a>

<p><b>Purpose of Report</b></p>	<p>This report is presented in order to seek approval to introduce Electronic Call Monitoring (ECM), a record of contact time between service user and care professional, across all externally commissioned domiciliary care services.</p> <p>This will involve purchasing a number of seven year system user licences from the company known as Care Monitoring 2000 (CM2000) which will enable the council to monitor calls made by service providers under the council's proposed new domiciliary care contract.</p> <p>If approved, the purchase of the system user licences shall be made under an ESPO Procurement Framework in accordance with the rules thereof and the Public Contracts Regulations 2015 and the proposed new licences will use the existing CM2000 system procured by Disability Services in 2014.</p>
<p><b>Recommendations</b></p>	<p>That Cabinet:</p> <ol style="list-style-type: none"> <li>1) <i>Approves the introduction of Electronic Call Monitoring across externally commissioned domiciliary care services in Gloucestershire.</i></li> <li>2) <i>Authorises the Commissioning Director: Adults and DASS to conduct separate contract negotiations under the ESPO Framework (in accordance with the rules of that framework and the Public Contracts Regulations 2015) to purchase provider licences from CM2000 for a 7 year term. This will enable external domiciliary care service providers and internal GCC staff to use the Electronic Call Monitoring System for the purposes of recording actual support worker visit detail within the domiciliary care contract.</i></li> </ol>
<p><b>Reasons for recommendations</b></p>	<p>The council can be certain that services are being delivered to better safeguard vulnerable service users by providing visibility of all activity undertaken.</p> <p>Quality indicators within the new domiciliary care contract will be introduced to provide information on punctuality and support worker continuity.</p> <p>The council will move to a system where it only pays for services received on all new and existing contracts, rather than current practice of paying commissioned hours. This process will reflect the payment terms required to meet council's statutory obligations.</p> <p>There will be a complete audit trail in place for all new and existing contracts from the point of commissioning to the point of payment.</p> <p>Electronic invoices will cut down on paper invoicing and provide a full audit trail of payments and potential opportunities for back office efficiencies.</p>

	<p>CM2000 have over the last 10 years developed their product and currently work with 36 Local Authorities, this gives confidence around system and processes that are robust, and that have a proven track record of producing average savings in the region of 4% - 7% per year.</p>
<p><b>Resource Implications</b></p>	<p>The cost of implementing an Electronic Call Monitoring system (over a 7 year period) is estimated at £851k. This is broken down into one-off set up costs of £63k and recurring annual costs of up to £112k (dependent on the number of service users).</p> <p>Two additional ECM Information Officers will be required to monitor the additional information that will be produced under the proposed new licences, at a cost of approximately £60k per annum. It is expected that savings from posts currently placed within the existing back office functions could be re-deployed to offset this cost.</p> <p>Throughout the life of the contract it is expected to make on-going efficiency savings of between 4% - 7% per year, in excess of costs associated with additional resources, system and internal system administration.</p>

## MAIN REPORT CONTENTS

### 1. Background

- 1.1 The current domiciliary care contract is being re-tendered through autumn 2015 and will be awarded from April 2016. The new contract will give the council an opportunity to extend the scope of the existing Electronic Call Monitoring (ECM) system which is currently used to monitor disability services, so that it will also monitor services provided under the new domiciliary care contract.
- 1.2 Current spend across care at home services is circa £18m per year, including circa £3m of services commissioned on behalf of the Gloucestershire Clinical Commissioning Group (GCCG). Services are currently delivered by 13 contracted framework providers plus an additional 70+ spot purchase providers.
- 1.3 At any one time, there are around 1,600 service users receiving domiciliary care, which equates to almost 20,000 hours per week, via services that are either directly commissioned by the council or through individual budgets.
- 1.4 At the present time the council pays for the number of service hours it has commissioned rather than the actual number of service hours delivered by the provider.
- 1.5 It is recognised that some providers have difficulty delivering the number of service hours they have been commissioned to provide, and currently there is no way to accurately capture any under (or over) delivery of service hours. An Electronic Call Monitoring (ECM) system is a way of identifying actual under delivery and ensuring payments to providers reflect this.
- 1.6 The current use of the existing ECM system by the council in disability services has been shown to work effectively and provide additional benefits to the council and service users by:
  - 1.6.1 Supporting the council in making efficiency savings by paying only for the care actually delivered, rather than hours that have been commissioned. The Disabilities ECM project and its preceding pilot schemes have clearly demonstrated that the overall level of commissioned hours usually exceeds the number of hours that are actually provided.
  - 1.6.2 Providing immediate safeguarding benefits through real time visibility that service users receive the care that is commissioned.
  - 1.6.3 Supporting quality of service improvements through greater visibility of carer continuity, punctuality and visit compliance.
  - 1.6.4 Ensuring the care detailed in the service users' care plans is being delivered.



## 2. Services within the scope of this proposal

- 2.1 The proposed purchase of the provider licences will also permit the council to monitor existing domiciliary care delivered through framework and spot purchased contracts commissioned by the council, including 24 hour provision.
- 2.2 In addition to older people, it is anticipated that services will continue to be delivered to people under 65 years of age, mostly those with physical disability, for whom this is the agreed appropriate service response.
- 2.3 Electronic Call Monitoring is to be introduced to cover home based care. This will allow the council to exercise greater control over costs of care delivered as well as supporting the monitoring of working practices including consistency of carer and timeliness of visits.

## 3. Options

### 3.1 **Option 1 - Continue existing processes for commissioning, monitoring and invoicing for domiciliary care services.**

#### 3.1.1 Advantages

- No implementation of new process, no training requirements for providers.
- Service providers will not have to alter their existing, long-established pattern of working and invoicing.
- Service users will not have to come to terms with the minor change of working practice for support staff.

#### 3.1.2 Disadvantages/Risks

- No effective 'real time' monitoring of the level and type of support being delivered to service users.
- No effective means of highlighting in 'real time' where visits have not taken place on time or where visits have been missed.
- No efficiency savings because of payment on commissioned rather than actual support delivery.
- No efficiency savings through the automation of the council back office functions.
- Reduced ability to measure inputs against related outcomes.

- Reduced ability to more effectively manage aspects of safeguarding and carer continuity.
- Commissioning and Finance processes will remain more onerous and paper driven than would be possible using the electronic system.
- Continuation of a reconciliation process with numerous outstanding invoice queries awaiting resolution with some bridging two financial years

### 3.1.3 Costs

- There are no additional costs associated with this option. However, efficiencies will be lost if this option is chosen.

## 3.2 **Option 2 - Full roll out of ECM across all externally commissioned domiciliary care services**

### 3.2.1 Advantages

- An easily accessible audit trail of all care delivered within the new domiciliary care contracts.
- Providers will be paid on the basis of actual support delivery data rather than the value of work commissioned. The council should realise efficiency savings throughout the life of this contract.
- Providers would be paid automatically using actual delivery data, via an interface directly between ERIC and SAP, reducing the volume of paperwork both for the council and providers leading to reduced administration costs for both parties.
- The implementation of ECM would enable an audit of all services to ensure providers are delivering in line with the most recent support plan – the disability ECM pilots raised a number of instances where several providers had out of date support information and were delivering care contrary to the latest support plans which had been in place for over 12 months, and we would anticipate this being replicated in older people services.
- It will be mandatory<sup>1</sup> for providers to utilise an electronic scheduling system of their choice and interface this software with the ECM system. This scheduling software enables providers to most effectively plan visit schedules and routes. It will enable real-time alerts to be set for those visits that are

---

<sup>1</sup> Exceptions will be made for some providers operating in the rural zones where it is not commercially viable to implement this software.

critical for service users e.g. medication visits, and are overdue. It allows providers to dispense with time-sheets as well as other back office functions should they wish.

- Provides effective lone working safeguards to ensure workers who support people with more complex needs remain safe.
- ECM supports personal budgets enabling service users and their family to be reassured there is full transparency of care delivered and they receive the care they are paying for.
- The appointment of the ECM Officers will enable robust partnership working so that any implementation issues are resolved and a high level of contract compliance is achieved.

### 3.2.2 Disadvantages/Risks

- Implementing ECM will involve business and cultural change, IT configuration and resource. There are risks when delivering this type of project, but they can be mitigated by using an effective implementation programme. The Disabilities ECM project has managed a successful implementation programme and lessons learned in that process will be transferred to this project.
- ECM may be perceived by support workers to be adding extra tasks to their workload. However, the time taken to log in and out is very brief (less than 8 seconds) and with proper communication and training, this perception can be addressed. The Disabilities ECM project has proven this to be the case.

### 3.2.3 Costs

- The overall 7 year cost is for the provider licences for which authorisation is sought under this Cabinet report and is estimated to be £851k. This is broken down into one-off set up costs of £63k and recurring annual costs to a maximum of £112k (dependent on the number of service users), providing a cost neutral position through expected efficiency savings within the first 3 years.
- The expected savings would fund the total on-going cost of the ECM system, and deliver a surplus cashable efficiency, whilst providing benefits to on-going service improvement and safeguarding.
- Two ECM Information Officers will be required to monitor the information produced by the ECM system, the intention is to cover the costs of these

posts (£60k) from internal redeployment. The posts will initially sit alongside the Disability ECM Officer within the current Disability Commissioning Team

### **3.3 Risk Assessment**

- The commitment of providers – both existing and potential – will be important in having an ECM system that is both effective and efficient. Ongoing engagement with providers is a key part of the proposed model.
- The absence of this commitment from providers would challenge the system delivery and may not result in the savings or outcomes that we need to achieve. This risk will be mitigated by the investment in two Electronic Call Monitoring Officers, and the proposed four GCC Commissioning Contract Officers who will be working with the providers and the market.

## **4 Officer Advice**

It is recommended that Cabinet approves Option 2 because:

- the full roll out of Electronic Call Monitoring to externally commissioned domiciliary care services in 2016-17 will maximise available efficiencies and provide a solid audit trail of support delivered.
- it will improve the quality of the service by providing the council with information on missed visits, continuity of support worker etc.
- it will allow the council to utilise the current interface specification between the existing ECM system and both the council's Adult Social Care System (ERIC) and financial system (SAP) in order that commissioning, monitoring, invoicing and charging are transformed from manual processing (delivering further potential savings not quantified) to automatic processing.

## **5 Equalities considerations**

- The equalities considerations for ECM have been incorporated within the Due Regard Statement written for the overall Domiciliary Care Contract and submitted to Cabinet in June 2015, this has been reviewed in light of this new decision and no new material impact has been identified.

## **5 Consultation**

- Consultation regarding ECM has been included in the main domiciliary care contract consultations with providers. The detail of this was presented to Cabinet in June 2015.
- Following Cabinet agreement, further consultation, in association with GCC's Consultation Team, will take place with providers and service users.
- Following Cabinet agreement, the communication work with providers will be primarily through a Provider Focus Group to engage and promote active involvement in the implementation process.

## **6 Performance Management/Follow-up**

- The new domiciliary care contracts include a dedicated Electronic Call Monitoring schedule detailing the expectations of providers. This schedule sets out clear Key Performance Indicators (KPIs) by which providers will be monitored, these include but are not limited to, system compliance, carer continuity and carer punctuality.
- The performance management of the domiciliary care contracts will be undertaken by 2 Electronic Call Monitoring Officers, and the 4 proposed Commissioning Contract Officers who will ensure contract compliance of providers. Monitoring and inspection programmes will be in place to ensure financial contract compliance.
- The newly appointed ECM Officers will be responsible for the day to day administration of the system and system compliance monitoring as well as providing support to the dedicated contract managers (Commissioning Officers).

<b>Report Title</b>	<b>Electronic Call Monitoring for Domiciliary Care Services</b>
<b>Statutory Authority</b>	Care Act 2014
<b>Relevant County Council policy</b>	Growing Older in Gloucestershire
<b>Resource Implications</b>	<p>Implementation of an Electronic Call Monitoring system (over a 7 year period) is estimated at £851k. This is broken down into one-off set up costs of £63k and recurring annual costs to a maximum of £112k (dependent on the number of Service Users).</p> <p>Two ECM Information Officers will be required to monitor the information produced at a cost of approximately £60k per annum. It is expected that savings from posts currently placed within the Care Invoice Team can be used to offset this cost.</p> <p>Within the life of the contract it is expected to yield an efficiency saving of between 5% - 7% per year based on data from the Disabilities ECM project, other Local Authority performance data and Internal Audit reviews.</p>
<b>Sustainability checklist:</b>	
Partnerships	<p>Joint Commissioning Partnership Executive and Board  Better Care Fund Forum  Gloucestershire Care Providers Association</p>
Decision Making and Involvement	Joint Commissioning Partnership Executive and Board (JCPE)
Economy and Employment	The proposed model supports the development of improved working conditions through lone working safeguards for people employed as carers.
Caring for people	The proposed model will focus on achieving people receive the support commissioned for them, whilst enabling people to remain in their own neighbourhoods and communities. Consistency of Support Worker can be monitored and missed visits flagged.
Social Value	N/A
Built Environment	N/A

Natural Environment' including Ecology (Biodiversity)	N/A
Education and Information	Better information will be available to both Providers and Commissioners on commissioned services.
<b>Tackling Climate Change</b>	Carbon Emissions Implications? Neutral Vulnerable to climate change? No
<b>Due Regard Statement</b>	Has a Due Regard Statement been completed? Yes Yes - considerations included in main body of report  A copy of the full Due Regard Statement can be accessed on GLOSTEXT via <a href="http://glostext.gloucestershire.gov.uk/uuCoverPage.aspx?bcr=1">http://glostext.gloucestershire.gov.uk/uuCoverPage.aspx?bcr=1</a>  Alternatively a hard copy is available for inspection from Jo Moore, Democratic Services Unit, e-mail: <a href="mailto:jo.moore@gloucestershire.gov.uk">jo.moore@gloucestershire.gov.uk</a> .
<b>Human rights Implications</b>	N/A
<b>Consultation Arrangements</b>	Following Cabinet agreement, further consultation, in association with GCC's Consultation Team, will take place with providers and service users.  Further communication work with providers will be primarily through a Provider Focus Group to engage and promote active involvement in the implementation process.

This page is intentionally left blank



# Agenda Item 8

## FINANCIAL MONITORING REPORT: 2015/16

<b>Cabinet Date</b>	11 <sup>th</sup> November 2015
<b>Finance and Change</b>	Cllr Ray Theodoulou - Deputy Leader and Cabinet Member for Finance & Change
<b>Key Decision</b>	Yes
<b>Background Documents</b>	MTFS to 18 <sup>th</sup> February 2015 County Council Finance Monitoring Reports to 22 <sup>nd</sup> July 2015 and 30 <sup>th</sup> September Cabinet
<b>Main Consultees</b>	Cabinet Members, OSMC, COMT and Budget Managers.
<b>Planned Dates</b>	Not Applicable
<b>Divisional Councillor</b>	County Wide
<b>Officers</b>	Jo Walker, Strategic Finance Director (01452) 328469 <a href="mailto:joanna.walker@gloucestershire.gov.uk">joanna.walker@gloucestershire.gov.uk</a>  Mark Spilsbury, Head of Financial Management, (01452) 328920 <a href="mailto:mark.spilsbury@gloucestershire.gov.uk">mark.spilsbury@gloucestershire.gov.uk</a>
<b>Purpose of Report</b>	To provide an update on the year-end forecast for the 2015/16 Revenue and Capital Budgets.
<b>Recommendations</b>	That the Cabinet: <ol style="list-style-type: none"> <li>1. <i>Notes the forecast revenue year end position as at the end of August 2015 for the 2015/16 financial year of a net £3.9 million over-spend, and mitigating actions being taken.</i></li> <li>2. <i>Notes the forecast capital year end position of a £4.9 million under-spend for 2015/16, and recognises that this is the result of slippage in capital projects and that the total capital programme budget remains unchanged.</i></li> <li>3. <i>Agrees a revenue contribution to capital from the Business Support Services budget of £0.15 million to support the Archives capital project, which is largely funded from the Heritage Lottery Fund.</i></li> <li>4. <i>Agrees £0.3 million of approved capital grant funding be transferred to the Thrupp Primary School project.</i></li> <li>5. <i>Approves a £17 million one-off financial contribution to the residual waste project, funded from revenue reserves to mitigate the cost of delay in the annual revenue budget for the project over 25 years.</i></li> </ol>

	<i>6. Authorises the Director of Communities and Infrastructure to agree and sign the deed of variation restatement of the residual waste contract.</i>
<b>Reasons for recommendations</b>	To note the current in year positions relating to the revenue and capital budgets and to seek approval for changes in relation to each.
<b>Resource Implications</b>	These are detailed within the report.

## Section A: Revenue Outturn 2015/16: Forecast Position

1. The current forecast of the year end revenue position, based on actual expenditure at the end of September 2015 and forecasts made in October 2015, is an over-spend of £3.9 million, 0.9% of the net budget.
2. Details of the forecast year end position, analysed by service area, is provided in the table below and the narrative that follows.

Service Area	2015/16 Budget	Forecast Outturn	Forecast Variance	Variance %	Forecast Variance Previously reported	Change in variance
	£000	£000	£000	%	£000	£000
Adults	149,260	153,550	4,290	2.9%	3,762	528
Public Health	24,934	24,934	0	0.0%	0	0
Children & Families	99,599	102,221	2,622	2.6%	2,805	-183
Communities & Infrastructure	89,070	89,070	0	0.0%	-91	91
Business Support Services	25,212	24,921	-291	-1.2%	-113	-178
Support Services Recharges	-25,212	-25,212	0	0.0%	0	0
<b>Total for Services</b>	<b>362,863</b>	<b>369,484</b>	<b>6,621</b>	<b>1.8%</b>	<b>6,363</b>	<b>258</b>
Technical & Cross Cutting	57,571	54,824	-2,747	-4.8%	-2,570	-177
<b>Total</b>	<b>420,434</b>	<b>424,308</b>	<b>3,874</b>	<b>0.9%</b>	<b>3,793</b>	<b>81</b>

3. The main reasons for the forecast revenue outturn positions, together with the actions being taken to address these positions, are as follows:

### **Adults**

The current forecast outturn position for the Adults budget is an over-spend of £4.3 million, as summarised below. This figure is after allowing for the draw down from the Adults earmarked reserve of it's full balance of £1.7 million, and use of Better Care Fund/ Care Act budget (£3.0 million) to offset the overspend. The forecast is dependent on the increase in commitments being stabilised, and on the effective delivery of a significant level of MtC2 savings and other cost reductions to address the underlying over-spend brought forward from 2014/15, and hence is subject to ongoing risks. The forecast over-spend has increased by £0.5 million from the £3.8 million over-spend forecast reported in September.

The key variances now forecast are:

- Services to Adults with Learning Disabilities: £0.4m over-spend
- Older People and Adults with Physical Disabilities: £8.0m over-spend
- Mental Health Services: £0.7m over-spend
- Community Equipment and Telecare : £0.8m over-spend
- Other budgets (principally staffing) £0.6m under-spend

This gives the following position:

Total over-spend	£9.3 million
Less draw down from reserve	(£1.7 million)
Less Care Act funding	(£1.5 million)
Less Better Care Fund	(£1.5 million)
Less DCLG funding (replacing Independent Living Fund)	(£0.3 million)
<b>Net over-spend</b>	<b>£4.3 million</b>

With regard to services to Older People and Adults with Physical Disabilities (OP/PD), the forecast over-spend has increased from £7.1 million reported in September to £8.0 million now forecast due to an increase in commitments and under delivery of savings plans.

From 1st August the management of assessment and support planning, decision making on individual cases, and responsibility for managing the OP/ PD External Care budgets transferred back from Gloucestershire Care Services to the Council.

We are currently undertaking a review of the use of respite care and services to carers, both of which appear to be disproportionate to previous demand. It is also evident that the need for domiciliary care exceeds the availability and this may be contributing to the financial pressure, as well as the ongoing demand from hospital discharges.

Under the new arrangements the fortnightly financial monitoring meetings are chaired by the newly appointed Head of Social Care.

The aim of these meetings is for the new Locality-based managers, with advice from finance colleagues, to take collective action to bring spending down, including steps required to achieve savings under MtC2.

Early indications suggest we still have room for improvement in respect of timely data entries which is largely due to a lack of administrative capacity in Gloucestershire Care Services. This process is being very tightly managed by the Director of Operations and the DASS with support from colleagues in finance and performance. Governance arrangements require feedback through the Single Programme Board to ASMT and the Transformation Board.

Although OP/PD external care commitments remained largely static in the first ten weeks of the financial year, for the year commitments have increased by around £2.4 million. The current forecast of £8.0 million reflects this increase, and also includes under-delivery against the presumed savings profile needed to bring the budget back into balance for 2015/16. This continues to be due to slippage on reassessment work, attributed to an increased level of vacancies within teams, but also, significantly, a reduced level in confidence that savings can be delivered in other key areas during this financial year.

To address this, action has been taken regarding the filling of vacancies and opportunities for bringing in staff in the short term are being explored. However until the effectiveness of these actions, and other actions designed to bring the budget into balance are confirmed, it is prudent to forecast an over-spend of £8.0 million in this area.

With regard to services for Adults with Learning Disabilities, although only a small over-spend is currently forecast, this is again dependent on the delivery of MtC2 savings and again contains a number of risks.

In terms of the savings plan in this area, it is expected that the overall target will be achieved in-year. It should be noted that a number of the savings plans have been subject to implementation delays and the Brandon Trust block contract savings are offsetting these in-year shortfalls. Also, there continue to be risks around the capacity in support planning to carry out assessments and negotiations with partners over packages of care and the level of joint funding contributions. In the long term all savings plans should be achieved.

Other risks relate to Ordinary Residence (OR) issues which, as previously reported, result in a general pressure from other local authorities for GCC to pick up responsibility for clients who move into Gloucestershire. The new Care Act 2014 contains several provisions regarding OR and gives firm guidance. It was anticipated that in future this should alleviate many of the OR issues experienced in recent years. However, there are still likely to be additional pressures for cases already existing prior to the introduction of the Act and how the Act will be implemented is still not fully clear.

For Mental Health services, which are jointly commissioned on our behalf by the Gloucestershire Clinical Commissioning Group (CCG) (from 2gether NHS Trust- 2G), a £0.7 million over-spend is forecast.

Discussions continue between representatives from GCC, 2G and the CCG within the Short Life Working Group , to address both budgetary and contractual issues.

Community Equipment and Telecare budgets are forecast to be over-spent by £0.8 million due to an increased staffing establishment and equipment purchases, following expansion of the service to support the OPPD External Care Single Programme.

Other budgets are forecast to under-spend by £0.6 million, largely due to staffing savings.

### ***Public Health***

A breakeven position is currently being reported for Public Health, which takes account of the Public Health Grant statutory guidance requiring any under-spends to be carried forward as a reserve.

A consultation issued with regard to a proposed in-year reduction in the Public Health Grant identified the Government's preferred option would result in a £1.55 million reduction to the Grant (6.2% cut) in 2015/16. No outcome to the consultation has been published to date, but the current year end forecast assumes that the in year budget reduction of £1.55 million will be funded from the Public Health Reserve leaving an uncommitted balance of £0.3 million.

In Year there is forecast to be a £2.1 million under-spend in the public health budget, primarily due to in-year uncommitted funds, lower activity than budgeted for on FP10s and substance misuse as well as a online counselling project not going ahead. This under-spend will be transferred to the Public Health reserve, as required, to achieve the balanced budget position.

### ***Children & Families***

The current forecast of the year-end revenue position as at October 2015 for non-Dedicated Schools Grant (DSG) funded services is an over-spend position of £2.62 million (2.62% of budget) compared to the previous forecast of £2.8 million. This figure is after allowing for the draw down from the Vulnerable Children's earmarked reserve of its full balance of £1.65 million. The decrease in the over-spend is due to under-spends in adoption, supporting people, transport, children's activity grant, overheads and the release of part of a contingency for activity increases in youth support.

There has been a sustained increase in children coming into care (September 2015 542 cases compared to April 2014 479) which has caused significant pressures on children's services and in particular against the external agency placement and safeguarding budgets resulting in the over-spend. This, combined with the national shortage of skilled, experienced social workers this, has resulted in high agency staffing costs. A financial recovery plan to reduce costs is in place for external agency

placements and managers have reviewed every high cost placement to drive down the spend on the most expensive provision. Although savings of £1m have been achieved, this has been offset by new cases costing an equivalent amount. A recruitment and retention strategy is in place in respect of social workers and 40 new staff (mainly newly qualified) were recruited over the summer. The report of the Scrutiny Task group into these issues will helpfully inform the longer term strategy.

The major variances for non-DSG services, with summary explanations are as follows:

Within Children in Care the external placement budget is forecasting a £4.03 million over-spend (41.3% above budget). This forecast reflects the volume of residential placements and the complexity of these cases and also includes a contingency for new cases of £0.25 million. A financial recovery plan to reduce costs is in place with robust challenge of all high cost placements to ensure all levels of placement support are appropriate. In-house fostering services are forecasting an over-spend of £0.26 million against allowances due to the number of placements being provided.

Safeguarding staff costs within Children and Families and Referral and Assessment teams are forecast to over-spend by £1.37 million (21.1% of budget); this includes a contingency of £0.2 million for additional agency staff. This is a continuing trend from 2014/15 and is due to the use of agency staff to cover for staff vacancies, maternity leave, long-term sickness and increasingly to support high workloads within teams and where there are newly qualified workers. Section 17 and discretionary payments for children in care are forecasting to be over-spent by £0.29 million (90.1% of the budget). A recruitment campaign is ongoing to increase recruitment of permanent social workers as well as a review of caseloads and the use of innovative approaches to improving services and working conditions.

Under-spends to offset the cost pressures include adoption services where income of £0.5 million is forecast due to GCC assessed families adopting children from other authorities and access services forecasting an under-spend by £0.27 million due to home to school transport expenditure and staff vacancy savings. A review of commitments with Supporting People and children's activity grant have resulted in a projected £0.22 million under-spend and there is a further under-spend of £0.26 million which relates to variances against corporate overhead budgets and the release of a contingency. Disabled Children and Young People continue to report an under-spend of £0.44 million due to commitments against residential units and care packages.

#### Dedicated Schools Grant (DSG) position

DSG funded services are forecast to be under-spent by £4.24 million which includes uncommitted balances brought forward from 2014/15 of £4.5 million. Independent special school fees and recoument budgets are forecasting to over-spend by £0.5 million due to high numbers of young people requiring specialised education provision. There are a number of smaller under-spends totalling £0.24 million across the service area. The use of balances and future commitments are in the process of being discussed at Schools Forum.



## ***Community and Infrastructure***

The current forecast outturn position for Community & Infrastructure is a nil variance, compared to a £0.1 million forecast underspend previously reported. Monitoring figures continue to indicate an overall underspend position but due to some unquantifiable factors within Highways, including the Bus Review slippage and uncertainty on the final 2014/15 position on the Amey contract, it is prudent to report a breakeven position until there is more clarity around these pressures.

The major variances within service areas are as follows:

Gloucestershire Highways are reporting a breakeven position based on spend to date and profiled spend going forward.

Health Watch continues to forecast a £0.2 million under-spend. This is due to income from third parties and the actual grant received exceeding the indicative allocation when contracts were tendered. This indicates a favourable variance long term.

Registration Service is forecasting a £0.4 million under-spend due to an increase in the income forecast for certificates and ceremony bookings.

It is possible that there will be an under delivery of £0.3 million of savings from the Customer Programme during the year, and this position is included within the overall forecast for Community and Infrastructure. This is offset by £0.1 million of staff underspend within Commissioning.

Waste is currently reporting a balanced position. There have been the usual month to month variations in the first two quarters with residual waste and dry recycling through Household Recycling Centres (HRCs), both above forecast but with lower garden waste volumes due to a cooler summer. The total tonnage accepted through HRCs is close to prediction but with the much higher cost of landfilling residual waste compared to composting green waste the HRC budget is currently 3.4% above budget. The cost of this forecast variance up to end of August (£141,000) is largely balanced by kerbside residual currently being 0.6% lower than budget (£111,000) and a net positive movement on more minor budget lines. In view of this a breakeven position for Waste is being reported whilst the situation continues to be monitored closely.

### ***Residual Waste Project***

In September 2012 Cabinet approved the award of a contract for the treatment of residual waste to its waste Public Private Partnership contractor, Urbaser Balfour Beatty (UBB) to design, build, finance and operate an energy from waste (EfW) facility at Javelin Park, near Gloucester. On 22 February 2013, the Council achieved financial and commercial close with UBB, with the construction programme planned to commence in the summer of 2013.



The planning application was rejected by the Council's planning committee and then subsequently called in by the Secretary of State for Communities and Local Government (the SoS). The Project received planning permission from the SoS in January 2015 which became a Satisfactory Planning Permission in July 2015 when the Judicial Review challenge by Stroud District Council was rejected.

The contract anticipated the risk of delay and provided two mechanisms for addressing it. First, there is a cost indexation arrangement to handle the inevitable delay between February 2013 and construction start, plus a further mechanism called the RPP (revised project plan) for delays exceeding 2 years. The RPP process required UBB to set out a revised timeline and the cost implications thereof. The facility is now scheduled to come into service in 2019 instead of 2016.

This delay has resulted in increased project cost; price indexation of the capital equipment and additional financing costs. The revised project cost is outlined in Annex 1. There is an opportunity to make a one-off revenue contribution to the project, funded from reserves to mitigate the cost of delay. This will provide the council with better value for money (the approach is equivalent to reducing one's mortgage repayments, by making a lump sum contribution). It is therefore proposed that a one-off revenue financial contribution of £17m, funded from the capital fund be contributed to the project. This is in addition to the £13m approved in 2012, which is being funded from the Strategic Waste Reserve. The capital fund currently stands at £17.7 million and the waste reserve at £15.57 million.

Throughout the RPP process the project team has been supported by external specialist advisers, such as Ridge (Quantity Surveyors), RPS (Technical), E&Y (Financial) and Eversheds (Legal) to ensure that the RPP represents value for money and the timeline is deliverable.

There has been no significant change to the risk allocation of the contract. Minor changes to the contract as a result of the revision of the timeline and cost profile will be incorporated within a deed of variation, which will need to be signed by the Director of Communities and Infrastructure in December.

The project benefits are summarised as follows;

- The contract remains value for money and is expected to generate savings in excess of £150 million over its life.
- The EfW solution forms an integral part of the integrated waste management operation for Gloucestershire. It is part of the Councils aim to reduce, reuse and recycle 70% of Gloucestershire's waste. It also protects the Council from the rising cost of landfill and energy prices, diverting over 92% of residual waste from landfill which would avoid the production of methane (a greenhouse gas over 20 times more powerful than carbon dioxide).

- The EfW solution reduces the effects of climate change, significantly reducing the CO2 emissions, by over 400,000 tonnes, when compared to continuing to landfill residual waste. Electricity will be generated (equivalent to that required to power 25,000 homes) which would provide the council with a renewable and price-stable source of electricity. Any electricity surplus beyond GCC requirements would be sold to the grid.
- Work continues to understand the market for potential users to utilise the heat generated from the facility and the Council has received funding from DECC in respect of this.
- Incinerator bottom ash, a by-product of the process, would be reprocessed and used in roads and housing, reducing the need for quarrying. Metals would be recycled.
- About 300 new jobs would be created in construction and around 40 jobs over the period of the service of 25 years. There would also be apprenticeship opportunities during construction and operation and there will be a guaranteed interview for jobs at the facility for Gloucestershire residents meeting the person specification.

Given the project benefits it is recommended that Cabinet approves the request to delegate the signing of the deed of variation restatement of the residual waste contract to the Director of Communities and Infrastructure, and approves a £17 million one-off financial contribution to the project, funded from revenue reserves to mitigate the annual revenue costs of waste over the life of the project.

### ***Business Support Services***

The forecast outturn position for Business Support Services is an under-spend of £0.3 million (1.2% of budget). This reflects ongoing vacancy savings and a recommendation that a revenue contribution to capital of £0.15 million be made to support the Heritage Lottery Funded For the Record Archives project.

### ***Technical and Corporate budgets***

The forecast outturn position for Technical and Corporate budgets is a £2.7 million under-spend (5.8% of budget). This is mainly due to £1.8 million additional funding notified since the 2015/16 budget was approved, as previously reported to Cabinet; a £0.6 million over achievement of income against the interest credits budget, reflecting increased returns for longer term investments with other local authorities, and higher investment balances being made available following earlier receipt of government grants. A £0.2 million under-spend is also forecast on the carbon reduction programme budget and a £0.1 million under-spend on external audit fees.

## Section B: Capital Expenditure

### Current Spend 2015/16

4. The capital budget for 2015/16 is £83.3 million, whilst the actual spend against the capital programme as at end of September 2015 is £23.8 million.

The nature of capital investment means that spend tends to be lower during the first phase of a scheme with the majority of spend occurring once the construction phase begins. This means that for new schemes the majority of spend will occur towards the end of the financial year.

### Forecast Outturn Position 2015/16

5. The forecast outturn position for 2015/16 is £78.4 million, which gives an under- spend position of £4.9 million, although the total approved scheme budgets remain unchanged and will be spent in order to complete each scheme.

Details of the forecast year end position, analysed by service area, and key factors considered in producing this forecast position, are provided in the table below and the narrative that follows.

<b>CAPITAL EXPENDITURE 2015/16</b>					
<b>Service Area</b>	<b>Reprofiled Budget 2015/16</b>	<b>Current Year Spend 2015/16</b>	<b>% Current Year Spend against Reprofiled Budget</b>	<b>Forecast Outturn 2015/16</b>	<b>Forecast Year-end Variance</b>
	<b>£000</b>	<b>£000</b>	<b>%</b>	<b>£000</b>	<b>£000</b>
<b>Capital Receipts Works Before Sale</b>	0	0	0	0	0
<b>Adults</b>	1,938	213	11	1,742	-196
<b>Children &amp; Families</b>	28,718	13,637	47	27,810	-908
<b>Other:</b>					
Infrastructure	37,273	7,595	20	37,273	0
Business Support Services	13,702	1,825	13	10,038	-3,664
Libraries & Archives	569	127	22	402	-167
Safety	1,098	363	33	1,098	0
<b>Total</b>	<b>83,298</b>	<b>23,760</b>	<b>29</b>	<b>78,363</b>	<b>-4,935</b>

### Adults

The Adults capital programme is forecast to spend £1.74 million in 2015/16 against the budget of £1.94 million, due to unavoidable slippage in the GIS project.

### Children & Families

The Children & Families capital programme is forecast to spend £27.81million in 2015/16 against the budget of £28.72 million, which is due to predicted slippage of £0.91 million across a number of schemes.

### Other

#### *Infrastructure*

Current monitoring indicates that Highways infrastructure will spend in excess of the 2015/16 budget, which is mainly due to differences between early estimates and final design estimates increasing costs on many schemes and changes in central government funding streams (where integrated transport funds previously used for structural maintenance have transferred to the LEP) leading to a more restrained capital budget. Officers are working to manage the programme to stay within budget and the forecast for year end is that spend will be in line with budget, although this may lead to some scheme deferrals. A decision will need to be made as to whether the programme is reduced or alternative funding is found.

#### *Libraries & Archives*

Libraries Capital programme is forecast to spend £0.40 million against the budget of £0.57 million due to slippage across a number of schemes.

#### *Business Support Services*

The AMPS capital programme forecast has slipped by £4.0 million, mainly due to delays associated with the MTFs Shire Hall Refurbishment Programme and the Blackfriars & Quays Re-development. The total budget requirement for the whole life of each scheme remains the same.

ICT is forecast to spend £0.3 million higher than approved budget in 2015/16, due to unforeseen hardware costs and associated licences relating to a SAP server upgrade for £0.08 million and a Server replacement and refresh for £0.22 million.

### ***Changes to the Capital Programme***

At present there is an approved scheme in the Children & Families capital programme to replace 3 life-expired demountable classrooms at Thrupp Primary School. The current budget is £0.3 million. More detailed feasibility planning has indicated that the cost of replacing the buildings, with the difficult constraints of the site, is likely to be nearer £0.6m. These buildings are critical to the operation of the school and have reached the end of their useful life.

It is recommended that £0.3 million of approved capital grant funding be transferred to the Thrupp Primary School project by taking £0.15 million from a £0.75 million budget for kitchen upgrades, as alternative funding for kitchens has been identified from capitalised revenue funding, and £0.15 million from the temporary buildings replacement budget.

This page is intentionally left blank