## AGENDA

<table>
<thead>
<tr>
<th>Item</th>
<th>Discussion</th>
<th>Portfolio</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Apologies</td>
<td>Leader of Council</td>
</tr>
<tr>
<td></td>
<td>To note any apologies for absence.</td>
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<tr>
<td>2</td>
<td>Minutes (Pages 1 - 12)</td>
<td>Leader of Council</td>
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<tr>
<td></td>
<td>To confirm the minutes of the meeting held on 13 March 2019 (minutes attached).</td>
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<tr>
<td>3</td>
<td>Declarations of Interest</td>
<td>Leader of Council</td>
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<td></td>
<td>To declare any pecuniary or personal interests relating to items on the agenda.</td>
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<td>Please see the information at note (1) at the end of the agenda</td>
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<td>4</td>
<td>Questions at Cabinet Meetings</td>
<td>Leader of Council</td>
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<td>Up to 30 minutes is allowed for this item.</td>
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<td><strong>Written questions</strong></td>
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<td>To answer any written questions from a County Councillor, (or any person living or working in the county, or is affected by the work of the County Council), about any matter which relates to any item (excluding scrutiny items) on the agenda for the meeting.</td>
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<td><strong>The closing date for the receipt of questions is 4.00 pm on Tuesday 16 April 2019</strong></td>
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<td>Please submit any questions to <a href="mailto:jo.moore@gloucestershire.gov.uk">jo.moore@gloucestershire.gov.uk</a></td>
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24 April 2019
A written answer will be provided for each question and presented to the questioner and to Cabinet Members in advance of the meeting. The questions and answers will be taken as read at the meeting and need not be read out. At the discretion of the Leader of Council, each questioner in attendance at the meeting will be allowed to ask one supplementary question in response to the answer given to the original question.

A copy of the questions and answers circulated at the meeting will be attached to the signed copy of the minutes of the meeting.

**Urgent questions**

An urgent written question may be asked by a member of the public about any item on the Cabinet agenda for that meeting which the Chairperson considers could not have been reasonably submitted by the deadline for the receipt of written questions, provided he or she gives notice of the question to the Chief Executive by 12 noon on the day before the meeting.

### Scrutiny Task Group Reports

#### 5

**Scrutiny Task Group Report - Biodiversity** (Pages 13 - 24)

To consider the final report (including recommendations) of the Biodiversity Scrutiny Task Group.

The report will be presented by Cllr Rachel Smith.

#### 6

**Scrutiny Task Group Report - Examining the Culture of Gloucestershire Fire and Rescue Service** (Pages 25 - 32)

To consider the final report (including recommendations) of the ‘Examining the Culture of Gloucestershire Fire and Rescue Service’ Scrutiny Task Group.

The report will be presented by Cllr Jeremy Hilton.

### Key Decisions

#### 7

**Financial Monitoring Report 2018/19** (Pages 33 - 48)

To consider an update on the year-end forecast for the 2018/19 County Council’s Revenue and Capital Budgets

Finance and Change
<table>
<thead>
<tr>
<th></th>
<th><strong>Corporate Asset Management Plan 2019-2024</strong> (Pages 49 - 102)</th>
<th>Finance and Change</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>To approve the Council’s Corporate Asset Management Plan 2019-24</td>
<td></td>
</tr>
<tr>
<td>9</td>
<td><strong>Community and Adult Skills Programmes 2019-2020</strong> (Pages 103 - 110)</td>
<td>Economy, Skills and Growth</td>
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<td></td>
<td>To seek approval of a funding agreement with the Education and Skills Funding Agency (ESFA) for the purpose of funding the delivery of Community Learning and Adult Skills Programmes during the 2019-2020 academic year.</td>
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<td>10</td>
<td><strong>Children and Families Capital Programme Update</strong> (Pages 111 - 122)</td>
<td>Economy, Skills and Growth</td>
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<td>To approve changes to the Children &amp; Families Capital Programme.</td>
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</tr>
<tr>
<td>11</td>
<td><strong>Gloucestershire’s Sufficiency Strategy - Semi-Independent Project</strong> (Pages 123 - 136)</td>
<td>Children and Young People</td>
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<td></td>
<td>To consider proposals for the use of Trevone House for services to children and young people.</td>
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</tbody>
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Cabinet
Cllr Mark Hawthorne MBE, Cllr Ray Theodoulou, Cllr Richard Boyles, Cllr Tim Harman, Cllr Nigel Moor, Cllr David Norman MBE, Cllr Vernon Smith, Cllr Lynden Stowe, Cllr Kathy Williams and Cllr Roger Wilson

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) 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
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 meeting of the Cabinet

Held on WEDNESDAY 13 MARCH 2019

PETER BUNGARD
CHIEF EXECUTIVE
CABINET MINUTES

13 March 2019

Present:

Cllr Mark Hawthorne MBE  Leader of the Council
Cllr Ray Theodoulou      Finance and Change
Cllr Richard Boyles      Children and Young People
Cllr Tim Harman          Public Health and Communities
Cllr Nigel Moor          Fire, Planning and Infrastructure
Cllr Vernon Smith        Highways and Flood
Cllr Lynden Stowe        Economy, Skills and Growth
Cllr Roger Wilson        Adult Social Care Commissioning

1. Apologies

Apologies were received from Cabinet Member Cllr Dave Norman (Cabinet Member for Public Protection, Parking and Libraries) and Cllr Kathy Williams (Cabinet Member for Adult Social Care (Delivery)).

2. Minutes

The minutes of the meeting held on 30 January 2019 were confirmed and agreed as a correct record of that meeting.

3. Declarations of Interest

No declarations of interest were made at the meeting.

4. Questions at Cabinet Meetings

A total of 12 (member) questions were submitted for consideration prior to the meeting.

Please refer to the link below to view the responses to the questions: -
The following supplementary questions were asked at the meeting.

**Question 1:** Cllr Colin Hay

**Agenda item 5: Financial Monitoring Report**

**Children and Families (Point 20)**

Cllr Hay asked the cabinet member to provide budget details on the funding spent on delivering the council’s youth support services over the past 10 years.

**Response by:** Cllr Richard Boyles (Cabinet Member for Children and Young People)

Cllr Boyles explained the difficulty in providing this information but agreed to speak with officers to answer the question more fully.

**Question 2:** Cllr Colin Hay

**Agenda item 5: Financial Monitoring Report**

**Children and Families (Point 24)**

In response to the comment that other authorities were experiencing the same recruitment and retention difficulties as Gloucestershire, Cllr Hay asked if this meant there was no agreement on the setting the salaries of permanent social worker staff and if the cabinet member could foresee a change in this position before 20 March 2019.

**Response by:** Cllr Richard Boyles (Cabinet Member for Children and Young People)

Cllr Boyles confirmed there was an agreement and that the salaries of this and other authorities were constantly scanned and would be taken back to the South West Recruitment and Retention Group meeting on 20 March 2019. Other factors would be considered, not just pay, in the council’s approach to supporting social workers. The council would also be developing its own bespoke Academy to build on the work of the South West cohort.
Question 3: Cllr Colin Hay

Agenda item 5: Financial Monitoring Report

Children and Families (Point 27)

Cllr Hay asked what advice had been given to the Schools Forum by council officers?

Response by: Cllr Richard Boyles (Cabinet Member for Children and Young People)

Cllr Boyles confirmed that the advice to the Schools Forum was on public record and could be viewed in the minutes for that meeting.

Question 4: Cllr Colin Hay

Agenda item 5: Financial Monitoring Report

Children and Families (Point 27)

Cllr Hay questioned the advice given at the Schools Forum meeting and asked if the cabinet member thought the recommendation to change from 'one in 75' to '1 in 40' would damage education standards and if the change had been agreed by all schools?

Response by: Cllr Richard Boyles (Cabinet Member for Children and Young People)

Cllr Boyles confirmed that the council had consulted with all schools and that the change to 1 in 40 had been approved by the Schools Forum. He explained that the council continued to try to support the most exceptional schools in the county. Acknowledging the difficulties changes in funding presented to schools the cabinet member reaffirmed the council's lobbying of MP's and officers lobbying of government to obtain the best deal for Gloucestershire Schools.

Question 6: Cllr Paul Hodgkinson

Agenda item 7: Cost Pressures and Continued Support for Subsidised Public Transport Contracts

Cllr Hodgkinson referred to the £1m reduction in the council's funding of public transport since 2015 and asked how the cabinet member felt personally about the reduction?

Response by: Cllr Nigel Moor (Cabinet Member for Environment and Planning)
Cllr Moor referred to the council's £223k investment in public transport provision and acknowledged the impact of inflation on funding. The council remained proactive at looking at the subsidy policy and continued to work with public transport providers to maintain services.

**Question 7: Cllr Paul Hodgkinson**

**Agenda item 7: Cost Pressures and Continued Support for Subsidised Public Transport Contracts**

Referring to reduced funding towards public transport during the past 5 years, Cllr Hodgkinson questioned whether the cabinet member (with responsibility for climate change) considered the provision of local bus services a critical tool in reducing the county's carbon omissions?

**Response by: Cllr Nigel Moor (Cabinet Member for Environment and Planning)**

Cllr Moor clarified that investment in public transport provision was one of the tools at work at the county council in addressing the impact of climate change. The council also continued to look at the non-met areas of the county and was pleased with the county's reduction in carbon emissions. Cllr Moor also referred to the significant growth in public transport provision in the Cheltenham area.

**Question 8: Cllr Paul Hodgkinson**

**Agenda item 7: Cost Pressures and Continued Support for Subsidised Public Transport Contracts**

Cllr Hodgkinson referred to the year on year population increase of Gloucestershire over the past 4 years and questioned whether the number of people using public transport was in correlation to the reduction in funding?

**Response by: Cllr Nigel Moor (Cabinet Member for Environment and Planning)**

Cllr Moor explained that there was a whole sector of social factors that needed to be taken into consideration. It was, however, reassuring to see the increase in the number of people using public transport in Cheltenham.

**Question 9: Cllr Paul Hodgkinson**

**Agenda item 7: Cost Pressures and Continued Support for Subsidised Public Transport Contracts**

Cllr Hodgkinson questioned the future of the reduced bus service from Northleach to Bourton and the impact on the community.

**Response by: Cllr Nigel Moor (Cabinet Member for Environment and Planning)**
Cllr Moor confirmed that Section 106 contributions had been used to retain the Northleach to Bourton service and that the council continued to work with the service provider to support this investment. A decision on the future of the bus service had yet to be made but every effort would be made to retain a regular service.

**Question 10:** Cllr Paul Hodgkinson

**Agenda item 7: Cost Pressures and Continued Support for Subsidised Public Transport Contracts**

Cllr Hodgkinson expressed concern about the impact the decision to reduce services was having on the number of passengers reliant on the service. Cllr Hodgkinson described the relationship as a 'catch 22 situation' and asked what the cabinet member was going to do to prevent the number of passengers using public transport declining due to reduced service provision.

**Response by:** Cllr Nigel Moor (Cabinet Member for Environment and Planning)

Cllr Moor felt this was an exaggeration of the position and that the issues to be considered were operational issues. The council continued to look at such issues and had commissioned work to improve the situation. One area of work the council was focussing on was investing in community transport provision to fill any gaps in commercial service delivery.

**Question 12:** Cllr Lesley Williams

**Agenda item 7: Cost Pressures and Continued Support for Subsidised Public Transport Contracts**

Cllr Williams enquired about the decision to appoint TAS Consultancy to undertake a review of bus service provision in Gloucestershire. Cllr Williams also asked why the council had not commissioned local universities to undertake the review.

**Response by:** Cllr Nigel Moor (Cabinet Member for Environment and Planning)

Cllr Moor advised members that TAS Consultancy was very experienced in this area of work and in working with commercial operators. The review would provide real insight into bus service provision for Gloucestershire. Reflecting on the reduction in the number of bus companies operating across the county or willing to compete with large company operators, Cllr Moor stated this would be an area to be considered by the work undertaken during the review.

5. **Financial Monitoring Report 2018-19**

Cllr Ray Theodoulou, Cabinet Member for Finance and Change, gave an update on the year forecast for the Council’s Revenue and Capital Budgets 2018-19 for the year ending 31 March 2019. The update was based on actual figures to the end of
January 2019 and forecast outturn calculations to the end of the 2018-19 financial year.

Forecasting a year end deficit of £400k, Cllr Theodoulou confirmed this had been an improvement on the previous month, where the forecast had been £500k. Advising members of a number of significant drawn downs and transfers proposed to offset in-year variances against budget, Cllr Theodoulou explained that the proposals were required to address some of the ongoing challenges this and other councils continued to experience.

Members were advised that, delivery of Adult Care Services had resulted in a balanced year end budget, upheld from the transfer of funds from a variety of funding allocations and reserves. Adult Care Service reserves stood at £4.5m.

The Children and Families Budget continued to deteriorate, with a forecast year end deficit of £8.61m, (after transfers of £2.6m). Additional grant funding of £1.35m, (announced in December 2018 to support children with special educational needs), plus ongoing discussions with the Schools Forum to bring the Dedicated Schools Grant into balance, would attempt to alleviate some of financial pressures in this area. The Dedicated Schools Grant currently reported a net overspend of £1.54m.

Urgent efforts were being made to respond to the increasing number of children in care and to contain and reduce the costs of external placements.

Cllr Theodoulou reported underspends in other areas and funds held in allocated budgets (£1.5m), which would enable the council to manage the deficit within the forecast revenue account. Looking forward, the challenges to the Adult and Children’s Budgets continued to present difficulties in meeting projected budget forecasts whilst maintaining good levels of service.

Savings in the revenue account were reported at £12.8m against a planned target of £18.6m, (68% achievement against target).

The Capital Account was reported as being in a healthy position, showing an in-year slippage of £1.2m (approximately 1.5% of the annual programme).

Cllr Theodoulou referred to the detailed recommendations included within the report, including the transfer movements proposed at recommendations 5 to 8.

Having considered all of the information, including known proposals, alternative options and reasons for recommendations, Cabinet noted the report and,

**RESOLVED to:**

1. Note the forecast revenue year end position as at the end of January 2019 for the 2018/19 financial year of a net £0.406 million overspend. This represents a £0.551 million improvement on the previous position reported to Cabinet on 30 January 2019;
2. Approve the drawing down of £0.43 million from the Vulnerable People’s Reserve to Children’s Services to offset significant in-year variances on external placement budgets;

3. Note the forecast overspend in the Dedicated Schools Grant (DSG) of £5.19 million in 2018/19, which reduces to £1.54 million after adjusting for the £2.3 million of uncommitted DSG balances brought forward and the £1.35 million additional funds announced in December 2018 to support children with special educational needs; and also endorses on-going discussions with the Schools Forum to agree actions to bring DSG back into balance;

4. Note the forecast capital year end position as at the end of January 2019 of £98.350 million against the current budget of £100.001 million – in year slippage of £1.651 million;

5. Approve the addition of £0.045 million to the Children & Families Capital Budget funded by a revenue contribution;

6. Approve the addition of £1.187 million to the Highway Capital Budget funded from a variety of sources as outlined in the body of the decision report;

7. Approve the addition of £0.004 million to the Waste Capital programme funded by a revenue receipt; and

8. Approve the reduction of £0.019 million contribution to the AMPS capital budget as detailed in the body of the published decision report.

6. **Dynamic Purchasing System - Children and Young People**

Cllr Richard Boyles, Cabinet Member for Children and Young People, sought approval of a new partnership arrangement with West Sussex County Council to allow Gloucestershire County Council (GCC) to participate in the West Sussex Dynamic Purchasing System (DPS) for the commissioning of day and residential education placements for children and young people with additional needs. The current contract was due to expire on 31 March 2019.

Cllr Boyles informed members that the West Sussex DPS had been developed using knowledge and experience gathered over the previous five years. He reported that the council had utilised a DPS with West Sussex Council since March 2014, an arrangement that had benefited the council by allowing it to shape the market and enable providers to diversify and amend offers on the framework in response to need.

The new DPS agreement involved eight councils, with a proposal to run for an initial 3-year period, with the option to extend for a further period of not more than 4 years. The total forecast spend, (should the contract be extended to the full 4 year period), was anticipated at £100 million.
Cllr Boyles confirmed that the council had developed a Sufficiency Strategy to run alongside the agreement. Built into the proposal were 12 monthly annual reviews; (to advise Cabinet of progress).

Drawing attention to the due regard statement accompanying the decision, Cllr Boyles proposed Cabinet approve Option A of the proposed options. Having considered all of the information, including known proposals, alternative options and reasons for recommendations, Cabinet noted the report and,

RESOLVED to: -

1. Authorise the Director of Education to execute a Partnership Agreement with West Sussex County Council (WSCC) under which Gloucestershire County Council shall be entitled to join WSCC’s Dynamic Purchasing System (DPS) for Children’s Placements and Other Support Services (CPOSS) for the purpose of commissioning day and residential education placements for children and young people (0-25) with additional needs. The proposed Partnership Agreement shall continue for an initial period of 3 years commencing 1st April 2019 and include an option to extend such term by a further period of not more than 4 years (expiring no later than 31st March 2026);

2. Authorise the Head of Services for Children with Additional Needs:

(a) To utilise the West Sussex County Council CPOSS DPS in order to commission and award contracts thereunder for the delivery of day and residential education placements for Children and Young People (0-25) with additional needs as offering the Council best value for money for delivery of the services in accordance with the DPS requirements the period described in paragraph 1.

(b) To report back to Cabinet at the end of each 12-month period throughout the period described in Paragraph 1 above in order to provide details of the aggregate value of contracts awarded using the West Sussex County Council CPOSS DPS in that period and cumulatively together with authority to enter into higher value individual contracts over £500K to be awarded within the subsequent 12-month period.

7. Cost pressures and Continued Support for Subsidised Public Transport Contracts

Cllr Nigel Moor, Cabinet Member for Environment and Planning, sought to delegate authority to the Lead Commissioner for Community Infrastructure to review, procure and award the council’s transport contracts. The decision included the proposal to review public transport cost increases and inflation, bus subsidies and the competitiveness of the local bus market.

Cllr Moor referred to the questions asked earlier in the meeting and stated how he shared members’ concerns about ongoing cost pressures relating to public transport.
Cllr Moor confirmed that the council currently spent £3 million a year on public transport services for people living in less populated areas to access essential services such as; travelling to work; school; shops or health appointments. Such services would not otherwise be provided commercially due to them serving less populated and rural areas or operating at quieter times of the day, including weekends.

Cllr Moor stated that during the past year, the council had witnessed contract tender prices incurring increases averaging 35%. To continue to support communities dependent on public transport, it had been agreed at the council budget meeting in February 2019 to invest an extra £223,000 in the public transport budget for 2019/20 to offset some of the increase. Investment had also been made in providing external support to review the council’s contracting processes and better understand pressures from a bus operator perspective.

Referring to the due regard statement relating to the decision, Cllr Moor drew attention to the high proportion of older and disabled users of subsidised bus services and stated that it was important that they were not socially or economically excluded by any changes that might be considered. He confirmed it was his intention to consult with these sectors of the community, along with other bus users and listen carefully to their views before considering any changes.

To provide public transport to those in most need, Cllr Moor explained it would be necessary to review the council’s subsidy policies and to consider the performance of bus routes, whilst ensuring the council stayed within budget. Should any changes to bus routes or policy be considered, officers would be required to make recommendations to Cllr Moor (as the appropriate lead cabinet member) or to Cabinet to make the decision.

Responding to a question asked earlier in the meeting, Cllr Moor advised that he did not think the proposed review of services was best suited to local universities, but that it would be better undertaken by a company selected as specialist consultants “at the pulse of the business market”. In considering the wide range of issues that would need to be considered, it was important to have the ability to challenge.

Leader of the Council, Cllr Mark Hawthorne, believed there had not been a huge reduction in the number of bus services the council provided. Any changes had been made in an attempt to reduce duplicate commercial services running in parallel with community operated services. It was noted that there had been a good response to the services provided by the community transport services team, for which the Leader and the Cllr Moor conveyed their appreciation.

Responding to the suggestion that the council engage with district councils on the issue was noted.

Having considered all of the information, including known proposals, alternative options and reasons for the recommendations, Cabinet noted the report and,
RESOLVED to: -

Delegate authority to the Lead Commissioner for Community Infrastructure, in consultation with the Cabinet Member for Environment & Planning to

1) Review, consult, procure and award, where necessary, transport contracts; and

2) Review mechanisms for contract inflation, bus subsidies and the competitiveness of the local bus market, and report back with recommendations.

8. Schedule of Proposed Disposals

Cllr Ray Theodoulou, Cabinet Member for Finance and Change, asked Cabinet to approve two proposed Schedule of Disposals: -

i. Sites not yet disposed of but surplus to requirements - Appendix A (Exempt information)

ii. New proposals recommended by the Property Board as being surplus to requirements - Appendix B (Exempt information)

Approval of the schedules and declaration of the sites as surplus to requirement were proposed to deliver Meeting the Challenge 3 capital receipt targets. (The council's Asset Management and Property Services are currently working towards achieving a three year Meeting the Challenge 3 capital receipt target of £33 million for the period 2018/19 to 2020/21).

Capital receipts received and sales agreed at the time of the meeting for 2018/19 totalled £7.978 million.

Having considered all of the information, including known proposals and the reasons for the recommendations, Cabinet noted the report and, in line with the council's Policy for the Disposal of Property:

RESOLVED in line with the Policy for the Disposal of Property, to:

1) Confirm that those sites described at Appendix A (Exempt) and had previously been declared surplus by Cabinet in January 2018, (and not yet disposed of), continue to be declared surplus to requirements; and

2) Declare the sites listed on the proposed Schedule of Disposals Appendix B (Exempt) surplus to the Council’s land and property requirements,

and in relation to both of these schedules, delegate authority to the Head of Property Services to dispose of the sites in consultation with the Cabinet Member for Finance and Change.
Prior to the discussion, members were advised that, should Cabinet wish to discuss the contents of the exempt information reported at Appendix A and Appendix B of the decision report, consideration would need to be given as 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.

Cabinet agreed to consider the item without reference to the exempt information.

**Announcement from Cllr Ray Theodoulou**

Deputy Leader and Cabinet Member for Finance and Change, Cllr Ray Theodoulou, announced he would be standing down from the council’s Cabinet in May 2019.

Having completed 14 years in post, Cllr Theodoulou is the longest serving cabinet member, having taken on the role in 2005. Cllr Theodoulou was first elected in 2001 and will continue to represent the people of East Cotswolds as their local county councillor, and to chair the Pensions Committee.

Cabinet Member Cllr Lynden Stowe will take on responsibility for the council’s finances from May 2019. A new Deputy Leader to be announced at a later date.

Leader of the Council, Cllr Mark Hawthorne, and Cabinet colleagues, thanked Cllr Theodoulou for his commitment and dedication to his role as cabinet member.

**Leader of Council**

Meeting concluded at 10.35 am
1. INTRODUCTION

1.1. In June 2018 a motion was unanimously carried at Gloucestershire County Council’s (GCC) Full Council meeting to set up a working group to look at protecting and encouraging biodiversity in Gloucestershire. The ambitions of the task group were as follows:

- Work with districts, towns and parishes to develop highways management systems that protect and support biodiversity in Gloucestershire.
- Embed action points into highway management contracts which give contractors clear instructions and communicate expectations. For example, the pro-active management of registered conservation verges and careful monitoring of pesticides.
- Look at best practice examples, picking out some key options for trial in Gloucestershire to consider their effectiveness, both from an environmental and cost point of view.

1.2. MEMBERSHIP

Councillors Rachel Smith, Lesley Williams, Paul Hodgkinson, Suzanne Williams, Shaun Parsons and Terry Hale.

Councillor Rachel Smith was appointed as chair.

1.3. MEETINGS

At the first meeting of the group, it was decided that the final objective was to set up a public workshop to explore biodiversity in Gloucestershire with other local authorities and ecological groups.

Members met with officers from GCC to understand what the Council already practised to promote biodiversity and to scope what form the workshop would take.

Members agreed that the main focus of the task group’s work should be the management of road verges (grass cutting).

2. BACKGROUND

2.1. At the Council meeting in June, it was noted that in 1935 almost 40% of the Cotswolds landscape was covered with wildflower-rich grassland. Since then, unimproved grassland sites have fallen to just 1.5% of the area of the Cotswolds.
It was further noted that:

- That thousands of species are at risk of extinction due to habitat loss.
- That the loss of biodiversity is having serious consequences for the resilience of ecosystem functions on which our communities and countryside depend.
- With the loss of lowland meadows and pastures across the UK, grassy road verges in particular offer vital refuges for plants and wildflowers.

2.2. GCC officers advised members that grass cutting falls under the highways maintenance contract. This contract is currently held with Amey but is due to move to Ringway in April this year. In the new contract, Ringway have made a commitment to bring together operational experience and access to international best practise and innovation to robustly manage environmental aspects and introduce forward-thinking initiatives.

2.3. As part of the Council’s statutory duty to conserve biodiversity under the Natural Environment & Rural Communities Act 2006, a ‘Gloucestershire Highways & Biodiversity Guidance’ has already been produced but needed some updating.

The objectives of this are as follows:

- To raise awareness of biodiversity matters affecting highways work;
- to ensure highway activities operate within wildlife law;
- to reduce the extra costs and delays from not identifying biodiversity issues at the earliest appropriate stage; and
- to set out practical and realistic activities that will contribute to the protection and enhancement of biodiversity.

2.4. Officers advised that grass cutting by the Council is primarily carried out for safety reasons on the highway which includes; visibility at junctions and bends, preventing traffic signs and bollards becoming obscured and to provide safe refuge. In addition, management allows the control of brushwood and scrub as well as preventing the spread of noxious weeds and reducing fire risk.

2.5. Verges are currently cut annually in May with a 1.2 metre swathe and will include all visibility swathes. Visibility areas then receive a second cut later in the year (usually September/October), depending on growing conditions.

2.6. GCC is partnered with some district, borough, town and parish councils who undertake their own grass cutting, often for aesthetic reasons.

2.7. GCC and Gloucestershire Wildlife Trust (GWT) coordinate efforts to identify and protect verges, but only for significant wildlife/community value in the County. Some roadside verges are of botanical significance, supporting remnant wildflower assemblages as well as habitat for butterflies and bees; some of which are nationally scarce. Verges, although mainly grassland, also provide hedgerow and ditch habitats which support other declining species.
2.8. There are currently 108 Designated Conservation Road verges.

3. BIODIVERSITY WORKSHOP

3.1. On 12 January 2019, the task group held a ‘Biodiversity Workshop’ at GCC to which they invited a selection of local parishes, district councils and ecological groups. The aim of which was to assist the task group in producing recommendations to help the Council better protect and support biodiversity in Gloucestershire and if possible, also save costs in managing verges.

3.2. Attendees were as follows:

- Cllr Lesley Williams (chair) – GCC
- Cllr Suzanne Williams – GCC
- Cllr Paul Hodgkinson – GCC
- Cllr Terry Hale – GCC
- Cllr Shaun Parsons – GCC
- Bob Skillern – Area Highways Manager at GCC
- Gary Kennison – Principal Ecologist at GCC
- Dr Gareth Parry – Gloucestershire Wildlife Trust
- Elin Tattersall – Gloucestershire Rural Community Council
- Cllr Robert Scott – Maisemore Parish Council
- Cathy Beeching – Environment Agency
- Mark Connelly – Cotswold Conservation Board
- Mike Dando – Stroud Town Council
- Val Bourne – Cold Aston
- Diana Ray – Living Green
- Jo Kirby – Cold Aston
- Roger Jones – Cold Aston
- Kate Petty – Plantlife
- Ben McCarthy – Plantlife
- Jenny Phelps – Farming & Wildlife advisory group
- Charlotte Marshall – Farming & Wildlife advisory group
- Dr Phil Sterling – Butterfly Conservation (Ex-Dorset County Council)
- Giles Nicholson – Dorset County Council
- Rik Rolfe – Bioscience team at the University of Gloucestershire
- Cllr Andrew Cooley – Maisemore Parish Council
- Cllr Chris McFarling – Forest of Dean District Council

3.3. The workshop agenda was split into 3 key areas. Each section contained presentations from selected attendees, which were followed by a question and answer sessions.

3.4. SECTION 1: VERGE MANAGEMENT FOR BIODIVERSITY NOW AND ASPIRATIONS FOR THE FUTURE

3.4.1. This section addressed the question; ‘Where are we now’?
3.4.2. First, GCC’s Highways Manager explained the role of the highways authority for biodiversity, followed by the Principal Ecologist who gave an overview of the Council’s current biodiversity policy, both as outlined in section 2.

3.4.3. Second, the GWT followed to further explained the Council’s legal duty to protect biodiversity, why there is a reluctance from the public to engage and started to explore the question, ‘what could we do better’.

3.4.4. GWT informed the group that the UK is one of the most nature-depleted countries in the world, and there are lots of components involved in making this better, such as:
- a more efficient use of resources and use of sustainable energy in relation to transport and infrastructure;
- promoting active travel; and
- embedding green infrastructure into thinking and planning for future development and regeneration.

3.4.5. A link was explored between highways and a broader public benefit. GWT suggested that biodiverse verges can significantly increase walking and cycling rates. Whilst verge trees can improve air quality, capture carbon and cool urban areas.

3.5. DISCUSSION POINTS

3.5.1. There was a discussion about the timing of cuttings. It was suggested that cutting in May is too late into spring and that this can harm the growth of wildflowers. Most attendees agreed that the later the cut the better, a July/August cut could lead to less of a need for a second cut which may lead to a financial saving. The point was made however that there needs to be a balance with safety needs and maybe a cut in March/April followed by a late summer cut, only for the safety areas, could be a good compromise.

3.5.2. Fewer cuts per year will not only be a cost saving for the Council but it allows biodiversity to flourish and can encourage up to 50x the number of butterflies to certain areas.

3.5.3. Attendees commended the nationally recognised register of designated conservation road verges but highlighted that out of 3300 miles of highway in Gloucestershire, the 108 registered sites only covered about 1% which is clearly a very small percentage. There will be many high quality verges in the county still to be assessed.

3.5.4. Many highlighted this issue of communicating protected verges to subcontractors. There have been many experiences of contractors not knowing they’re in a protected area and cutting anyway. The ‘BLUE’ campaign was raised; the ‘BLUE’ heart is now recognised nationally as the symbol for rewilding Britain and could be used as a logo on site to show protected verges and trial areas.
3.5.5. GCC advised that the recognised ‘wildlife verges’ are managed differently to the rest of the network. The default position is to not manage the verge but some cutting at the right time is actually required for most species of interest.

3.5.6. The issue of ‘cut and collect’ was discussed at length. If cuttings aren’t collected after the verge is cut, the remaining arisings’ rot and the nutrients get recycled into the verge. This results in the grass growing taller and shading out many of the smaller, less common wildflowers.

3.5.7. The reason cuttings aren’t currently removed by GCC contractors is due to the associated increase in cost, time and effort, but the advantage for biodiversity can be incredible. It was confirmed by GCC that this is a process they want to look at; the main issue is balancing the physical ability to cover the whole network within the allocated time period. GCC are currently carrying out a trial in Andoversford to monitor the cut and collect process.

3.5.8. All in attendance appreciated the benefit of delegating verge management to parish/town councils but also noted the very low numbers of areas taking this responsibility on, currently only around 40 out of 250 parishes. The point was made that there usually needs to be a keen interest in biodiversity for the delegation to happen.

3.5.9. The Farming & Wildlife Advisory Group emphasised the need for improved local synergy with farmers and local authorities. The management of water should not be underestimated alongside improving biodiversity.

3.5.10. Roadside ditches themselves if managed well and sensitively can be of value to biodiversity as well as perform important drainage functions for the road and surrounding land. For example, allowing surface water to run off into and off from verges, grips and ditches.

3.5.11. GCC advised that they rely on the public notifying if grips and ditches need maintaining and this may be another positive of delegation to more local authorities.

3.6. OUTCOMES TO CONSIDER:

3.6.1. The timing of cuttings;

3.6.2. how we can encourage/promote more engagement from parish/town councils to manage their own verges;

3.6.3. how to highlight protected verges to contractors;

3.6.4. how to effectively communicate biodiversity actions to the public, which is critical to enhance understanding and appreciation; and
3.6.5. the issue of collecting cuttings on verges which can reduce future growth of vigorous grasses and save costs in addition to conserving wildflowers and butterflies etc.

3.7. SECTION 2: WHAT ARE WE DOING NOW TO TRY AND MAKE THINGS BETTER FOR BIODIVERSITY ON VERGES

3.7.1. This section addressed the question, ‘Where do we want to get to?’

3.7.2. First, Cold Aston Parish Council gave a presentation about action they have taken in their local area. Cold Aston is an excellent example of delegated responsibility for verges.

The following information was shared:
- Individuals involved in Cold Aston have over 20 years of interest and experience in this area.
- They carried out botanical surveys of the verges to identify the different flowers and grasses and worked with the Parish Council to get two verge areas registered officially for Conservation Verge Status.
- The team generally keep an eye on what’s happening, including keeping in contact with mowing contractors – but again reinforced the issue of miscommunications with contractors.
- On the issue of when to cut verges; the team stressed that it’s all about timing. Verges should be allowed to seed in as many years as possible, cutting only in September allows the seeds to flourish and only poor visibility areas should need two cuts.
- The importance of positive public messaging that this isn’t an impossible task; several years of good management can make a huge difference for biodiversity.

3.7.3. Second, Plantlife gave a presentation on their ‘The Good Verge Guide’, which formed the basis of the original motion to Council back in June.

The following information was shared:
- Plantlife is a British conservation charity working nationally and internationally to save threatened wild flowers, plants and fungi. The team are keen to offer any support and help they can to local authorities in tackling this issue.
- The status quo isn’t working. The quality of road verge is decreasing and the managing costs are increasing – a ‘lose / lose’ scenario.
- They are currently running a campaign, ‘Save Nature on our Road Verges’ which they have seen a huge public appetite for, including 350 constituents from Gloucestershire. The campaign is focused on promoting & celebrating good management where it occurs.
- The charity’s ‘The Good Verge Guide’ was created to give a different approach on verge management. It explores basic principles all authorities can implement for significant improvements.
- The four main principles of the guide are; (annual) management is essential on 'most verges' (there are some animal and plant species that will not survive cutting every year); grow, flower, seed, mow and remove the cuttings where possible.
- The timing of cuts was further explored and the following advice was given:
  - Early cutting dates reduce floral diversity over time. It gives no opportunity to set seed and encourages vigorous growth of robust species.
  - Late cutting dates also reduce floral diversity over time. It can cause a thick 'thatch' build up which covers open soil.
  - No clearance of cut vegetation can also cause a thick 'thatch' to build up which suppresses seedlings and increases nutrient levels so only tall grasses benefit.
  - No cutting can be even worse. Species composition changes after only 1 year and correct management helps to maximise species diversity. Not cutting can lead to incredibly expensive and complicated management 5 to 10 years later.
- They will be releasing a new RV technical guide in spring 2019 which explores best practise for highways engineers and contractors as well as innovative road verge management.

3.8. **DISCUSSION POINTS**

3.8.1. A point was made that in order to gain community support, physically planting different, more 'attractive' flowers to the verges could increase the aesthetic appeal to the public.

3.8.2. It was suggested that volunteers can be a good source of help when collecting cuttings, but this was disputed as machinery could cover a lot more in a day than a person. It was reiterated that collecting cuttings is doable but the Council needs to consider time and budget constraints.

3.8.3. Plantlife advised that information on the best machinery and tools to hire/buy for cut and collect will be available in their new technical guidance.

3.8.4. It became clear to the attendees that cost is always found as a barrier in these circumstances. It was suggested that for local authorities, the best way forward is to create an economic case for verge management. If it can be shown there will be a saving to the public purse by a) investing for the long-term with equipment etc., and b) through a reduction of service; it is more likely to be considered.

3.9. **OUTCOMES TO CONSIDER**

3.9.1. The new ‘Plantlife’ technical guidance due spring 2019;
3.9.2. investment into ‘cut and collect’ machinery to make savings in the long-term; and

3.9.3. creating an economic case for changing the verge management strategy.

3.10. SECTION 3: THINGS THAT COULD BE DONE TO HELP US TO IMPROVE BIODIVERSITY ON LOCAL VERGES.

3.10.1. This section addressed the question: How do we get there?

3.10.2. The workshop received a presentation from Dorset County Council’s (DCC) current and previous ecologists. DCC are well known for their new, ambitious and creative approach to biodiversity management.

3.10.3. The Council representatives outlined their ‘journey’ as follows:

- DCC had many drivers for reviewing their biodiversity strategy, which included, budget reductions, pressure to reduce their carbon footprint and an increase in complaints due to budget/service reductions.
- In 2014 they adopted the Policy on Highway Vegetation Management which set out:
  - a long-term strategy of reducing soil fertility;
  - injection of additional resources;
  - improving communication and community engagement; and
  - reforming operational and contractual arrangements.
- By 2017/18, the Council saw a 15% saving to their budget (from £927k 2014/15 to £785k).
- Their team noted one of the main problems with how local authorities currently view verge management is basing success on achieving output.
- For example, if a contract states that ‘X’ number of cuts must be completed per year, the success of that contract is measured on completion of that number. When what should be offered, is an outcome based model e.g. has the contractor helped to improve biodiversity and reduce the number of cuts needed during this period.
- It was explained that the four main components that control grass growth are: water, light, temperature and soil nutrients. The only one of these that can be controlled is the fertility of the soil.
- It was suggested therefore, that if local authorities switch to using poor/sub-standard soils in landscaping on verges; this would reduce the amount of grass that grows in the first place and thus reduces management needs. Grass growth would be controlled by design not maintenance.
- Infertile soils also happen to be the best for wildflowers to thrive in, and in time verges can become rich in wildlife.
- Reference was made to the Weymouth Relief Road constructed in 2009. The ecological team requested minimal top soil for this project and instead laid wildflower seed within a chalk and limestone design. They let nature do the rest and the result was fantastic.
- In addition the team requested public access for the project to encourage walkers and cyclists.
- The benefits for DCC of taking a different approach for the Relief Road included multiple green infrastructure benefits, a cost saving of £270k from no topsoil and verge management costs are <£500/yr.
- A final point was made that there are alternatives to mechanical mowers to maintain wild verges e.g. sheep.

3.10.4. The second part of their presentation outlined their new approach in practice:
- Business cases were produced to enable investment in cut and collect machines. DCC have now purchased ‘Grillo’ ride-on mowers.
- Their new practice is ‘disposal on-site’ which means once the verge has been mowed, the machine will reverse into a bramble patch or hedge line, and dispose of the cuttings out of normal sight.
- The green waste therefore remains on the verge but all in one place. If the cutting is in an urban area, cuttings are sometimes deposited into a trailer for removal.
- The presenters confirmed they have received fewer complaints as the public see a tidier result.
- They highlighted that litter is also picked up alongside the cuttings, meaning the process of clearing litter on verges has become quicker and cheaper. It also makes the process safer for staff as all litter is in one place, away from the highway.
- An example was referenced of when they invested a small amount of capital into an accident black spot area. The verge had grown out of control and was very difficult to manage. They removed the soil, replaced with chalk and now very low growing species have replaced the grass and thus maintenance costs have decreased.

3.11. DISCUSSION POINTS

3.11.1. In response to questioning, DCC have experienced no issues with the disposal onsite method since they started 2 years ago. They informed the group that the cuttings left in one space tend to rot down to almost nothing and there have been records of grass snakes using the ‘waste’ for breeding.
3.11.2. It was highlighted that the gold standard of verge cut and collect would be to then turn the cuttings into biogas, potentially an aspiration for the future.

3.11.3. It was confirmed DCC took legal advice on waste management due to the new disposal on site method and because the cuttings aren’t actually leaving the verge, they don’t count as waste.

3.11.4. It was queried that if new machines were purchased by the county, would this discourage parish/town participation.

3.11.5. It was advised that the machines purchased by DCC only work on wider, flat verges. There needs to be more investment in additional machinery to be able to do narrow, steeper verges. They confirmed this is their aspiration.

3.12. OUTCOMES TO CONSIDER

3.12.1. Requesting a percentage of the budget on major highways projects to be allocated for green infrastructure;

3.12.2. alternatives to using fertile top soil which saves money;

3.12.3. changing the wording of highways maintenance contracts to infer an outcome rather than output based success; and

3.12.4. consider a business case for investment in cut-and-collect machinery;

4. RECOMMENDATIONS

In response to the above evidence gathering, the task group have concluded to make the following:

Points to note

4.1. To highlight the importance of not littering. If verges are full of litter, it is very difficult for biodiversity to thrive. It causes a hazard to plant flourishment, animal safety and the environment as a whole through pollutants.

4.2. As the task group terms of reference committed to look at the use of pesticides, to highlight GCC’s current position:

‘Gloucestershire County Council use glyphosate to treat noxious weeds and also it may be used when we are undertaking surfacing treatment work to prevent weed germination under a new surface. The spraying programme uses glyphosate, but this is not part of our cyclical programme, and only occurs if County Councillors specifically request it to be funded from their Highways local allocation.’
Recommendations to Gloucestershire Highways

4.3. To allocate a sufficient and appropriate budget from within the total costings of every major highways project to protect and enhance green infrastructure, bearing in mind our commitment to the Green Infrastructure Pledge.

Timescale: Immediately

4.4. To undertake to create a business case for allowing a greater collection of grass cuttings whilst managing verges through the purchase of suitable machinery.

Timescale: To feedback by 1st July

4.5. To commit to using low fertility treatments as an alternative to top soil, where this involves no extra cost.

Members learnt in the workshop that using alternatives such as chalk, limestone or even sand have the potential to save time and money, both on creation and during future management. Not only do low-fertility treatments reduce grass growth but they also allow wildflowers to thrive.

Timescale: Immediately

4.6. To commit to reviewing the ‘Plantlife’ technical guidance when available, to incorporate any practical points into the verge management strategy where possible and feed this back to members.

Timescale: Technical guidance due spring 2019

4.7. To consider the best way to mark and identify protected verges ‘on the ground’ as well as updating the electronic register.

There were examples given during the workshop where sub-contractors managing the verges have accidently cut on a protected verge. Examples such as marking the beginning and end of a protected verge with a white post were highlighted.

Timescale: To feedback by 1st July

4.8. To feedback to Ringway, as the new term maintenance contractors, the Council’s view of taking a flexible approach when it comes to the timing and frequency of verge cuts.

The group agreed that the later the cut into the growing season (generally April to early July), the more likely it is to cause a disadvantage to flora, flowering and
seeding. It was noted however that road safety must be the governing factor when considering timing/frequency of cuts throughout the year.

Timescale: Immediately

4.9. To write to Highways England to feedback the recommendations and findings of this report.

Timescale: Immediately

4.10. To encourage better engagement with parish/town council’s regarding the delegation of verge management and awareness of biodiversity.

The group acknowledge that this engagement could also come from members within their own parish/town Council’s. Therefore, there would be a request to officers to produce a short information sheet covering the following, for all members to distribute as they wish within their areas:

- How GCC can support parish/town council’s to take responsibility for their own verge management.
- Awareness of biodiversity e.g. examples of recommendations from this report and exemplar cases such as Cold Aston Parish Council.
- Litter picking and herbicides use policies.

Cllr Rachel Smith (Chair)
Cllr Lesley Williams
Cllr Paul Hodgkinson
Cllr Suzanne Williams
Cllr Shaun Parsons
Cllr Terry Hale
Examining the Culture of Gloucestershire Fire and Rescue Service

Scrutiny Task Group

Final Report

1. Introduction

The ambitions for the task group were as follows:

- To explore the current culture within the Fire and Rescue service (to understand its behaviours, attitudes, values and beliefs) and recommend changes to improve it.

- To ensure that GFRS is fair and transparent in its relationships with others and its working practices (including procurement) and establish how the service can be more robustly scrutinised to ensure any issues relating to governance or culture do not reoccur.

- To propose ways in which GFRS can move forward as a county council fire and rescue service, working in collaboration with other council and blue light services.

- To consider any issues relevant to the work of the task group that arise from the report presented to Audit and Governance Committee into the sale of a fire service vehicle.

2. Background

2.1 In June 2018, the Chief Fire Officer resigned acknowledging ‘poor judgment’ by not recognising the significance of his personal interest in acquiring a fire service vehicle, where the disposal process had been overseen by himself. This was the result of a whistleblowing allegation that has led to the commencement of an extensive investigation carried out by Internal Audit at the County Council including a review of relevant polices, practices, systems and processes. Progress updates against any actions identified through these reviews will be provided to Audit and Governance Committee.

2.2 Following the resignation of the Chief Fire Officer, a number of additional whistleblowing allegations were received which detailed other governance issues and concerns around the culture within the Fire and Rescue Service.

2.3 Scrutiny members agreed to set up a task group to support the work being carried out with a specific focus on the culture of Gloucestershire Fire and
Rescue Service. This group would be supported by Jon McGinty as Managing Director/Commissioning Director and Mandy Quayle Head of Human Resources. Those officers helped to support members in their inquiry and provided evidence that has helped to formulate this report.

2.4 Membership of the task group: Councillors Iain Dobie, Kate Haigh, Jeremy Hilton (Chair), Stephen Hirst, Shaun Parsons, John Payne, Will Windsor Clive.

2.5 The task group have met with the following:

- Acting Chief Fire Officer
- Cabinet Member for Public Protection, Parking and Libraries
- Commissioning Director
- Head of Human Resources
- Consultant on GFRS Culture Review
- Leader of Council
- Chief Executive
- Trade Unions (invitations sent, meeting did not happen)
- Internal Audit

2.6 The Cabinet Member has been undertaking a series of visits across Fire and Rescue Service stations in order to improve visibility and ensure that there was clarity as to the mechanisms in place for raising concerns. Cllr Hilton (Chair) has joined the Cabinet Member on some of these visits to get a sense from the ground of the issues.

3. Context

3.1 Gloucestershire Fire and Rescue Service has been held up as an efficient and well performing service.

3.2 There is a national discussion around the future role of firefighters to reflect a movement away from being a purely responsive service to a preventative one. The role of a firefighter is therefore changing and this had been the subject of union discussions and in places resistance.

3.3 Gloucestershire Fire and Rescue Service is on a change programme looking to move the service forward. This leads to the service focusing on prevention and further integration with areas such as adult social care. This is against a backdrop of initiatives to improve gender balance and to introduce more modern working practices.

3.4 Members have explored the effects of that change programme, and how it was handled, on employees. Where members have examined events leading
to the departure of the Chief Fire Officer, it has been to better understand if those events were representative of wider cultural issues.

4. **Review of culture**

4.1 Members questioned officers and representatives on the series of events that had led to the Chief Fire Officer leaving the service. It is understood that a criminal investigation into his actions is ongoing and that audit activity is continuing. The task group note that the whistleblowing procedure was used and was effective in enabling issues to be raised.

4.2 The task group understood that a review of culture had been undertaken in July 2016 and that a stock-take was carried out early 2018. Members used these reports as a starting point to understand how the culture in the service had developed over a number of years. The consultant undertaking that review was invited to speak to the group and he provided his thoughts on the emerging issues. This evidence, was used alongside the staff surveys, the current audit work and whistleblowing process. The task group decided that further surveying or canvassing of Fire and Rescue Service employees would be counter productive, recognising that there may be a degree of fatigue around this type of engagement.

4.3 It is recognised that the former Chief Fire Officer was enacting a large amount of change within the Fire and Rescue Service over a short period of time. There was a sense of urgency around the change with the impression given that over previous years the service had not moved forward at an appropriate speed. The consultant was brought in by the former Chief Fire Officer in order to carry out a health check of the culture of the service and advise how to help bring along those staff feeling disengaged with the change programme.

4.4 At that stage the service was seen as being five years behind the social care preventative agenda and the Chief’s approach had been to accelerate this quickly. It was suggested that the approach adopted had been quite directive and that the review was an opportunity to ‘draw breath’.

4.5 The report in 2016 was received by the then Chief Fire Officer at the same time as staff at a meeting with over 200 people. A commitment was given by the Chief to address the issues identified within the report together.

4.6 All staff remained committed to the goal of protecting the public and while the majority of staff accepted the new roles required of them, some were struggling with a sense of disenfranchisement and frustration. There was perceived to be a growing divide between staff and their managers. It was suggested that this sense of alienation was most keenly felt by whole-time firefighters.
4.7 The Executive Summary of the report outlined: ‘We often heard accusations of a “bullying culture” by management. However whilst we were provided with many examples of poor and clumsy management we encountered few specific cases of bullying and it appeared that more often managers were simply dealing with sensitive cases in an un-empathetic way. Just when careful and nuanced management was needed the imposition of a procedural approach often made matters worse.’

4.8 Members of the task group expressed some concern about an over reliance on the use of temporary promotions within the Fire and Rescue Service. Internal Audit are looking into the detail of this matter.

4.9 The report suggested that the communication of change had been unstructured and inconsistent and this was the focus of a lot of disenchantment from employees. Issues had been identified about the way in which middle ranking officers were equipped to handle the change programme within the service. Many middle managers themselves felt excluded from the decisions they had to enact.

4.10 In 2018 when the stock-take was being carried out, there was a sense that the former Chief’s patience had run out and was more directive and intolerant. The communication was more organised but was ‘preachy’.

4.11 While training had been provided to middle ranking officers, they did not always have the experience and skill set to communicate and manage this change. Some work had been carried out on developing leadership values and behaviours and there was an employee engagement network in place which had led the stock-take.

4.12 It was suggested that by early 2018 there was a core of people who had gone backwards with regards to their feelings about the change and that they were becoming increasingly alienated and cynical about the leadership. The report outlined that there was a sizeable group that had changed their views little in the 18 month period and were unconvinced by change and were hurt that their concerns seemed to be unacknowledged.

4.13 While the direction of travel for the service being driven by the then Chief Fire Officer has been a very forward thinking and modern one, the leadership style was more akin to an old fashioned command and control approach.

4.14 In addition to the information provided through the review, members noted that the quantity and content of the allegations raised through the whistleblowing process further suggested an organisation that was fractured.

4.15 Aside from the divisions created during the change programme, it was felt that the actions of the then Chief Fire Officer evidenced a culture of interpreting
guidance and policies for the best possible gain. Assurances have been given that the situation in the service has been stabilised. The start of the audit process and the strengthened governance in the form of Director-level oversight was seen by members as a good first step.

5. Supporting change

5.1 Members recognise that the service has undergone a significant period of change. At the start of that change programme there was some support provided through a consultant who had the skills and expertise in cultural change. It was suggested that when that individual had left, the skills and capacity to support the change was lacking. As the Service has been more greatly integrated with the County Council it was now receiving some support from HR, but it is questionable whether in this instance the Fire and Rescue Service truly took advantage of any support that might have been available, or whether a true shared and comprehensive service had been achieved. Recognising these points, the task group emphasises the importance of ensuring that the County Council uses its resources effectively in order to provide HR support for the change programme that is underway.

5.2 While morale within the service has obviously been affected by recent events, there is no evidence to suggest it is at ‘rock bottom’. Firefighters are keen to stress that the actions of one individual are not representative of the measure of the organisation. In terms of the cultural divisions there has been an acknowledgement of a clumsy management style and of a perception that senior officers were ‘saying one thing, but doing another’.

5.3 A new Chief Fire Officer has been appointed who has been in post since February 2019. This is an opportunity to help enact cultural change from the very top of the organisation and to provide a fresh look at the service.

5.4 Members felt that Senior Officers had perhaps not envisaged the size and extent of the change when starting the change programme or overseeing additional responsibilities. With that in mind Members were keen to ensure that the Chief Fire Officer has the ability and support to focus on the task at hand. The task group recognises the benefit of the Chief Fire Officer having a wider role within the County Council. It helped to attract high quality candidates to the role and ensures that there is real integration with services including adult social care and a more joined up public protection service. However, it is important that those wider responsibilities as part of the senior management of the Council do not impinge on the Chief Fire Officer role. The task group asks that this is a key consideration during discussions with the new Chief Fire Officer to ensure the right balance.
5.5 The Commissioning Director gave information to the Task Group gleaned from interviews he had conducted with a number of other Senior Managers and Chief Fire Officers from other County Councils with embedded Fire and Rescue Services, about the degree of integration and collaborative working that was taking place elsewhere in the country. Among key points raised by most, if not all, of these interviews were:

- There appeared to be greater integration and reliance on county council back office services (HR, communications, IT, Finance and Property) to provide a broad range of support services to those respective Fire and Rescue Services than appears to be the case in Gloucestershire.

- A single set of values applying to County Council and the Fire and Rescue Service staff within this.

- Most had successfully integrated their Fire and Rescue Service within a wide range of public protection and related County Council services, such as Trading Standards, Civil Protection and Resilience. In some instances, this was only at a principal officer level (e.g. Chief Fire Officer managing a range of Public Protection services), in others there was greater integration throughout staffing structures. Some had taken integration even further with commissioning functions (e.g. the Fire Service being involved in/responsible for commissioning drug and alcohol abuse protective support services)

- Gloucestershire still appears to be a sector leader in its approach to preventative activity and integration with social care.

- Several examples of good collaboration with other blue light services even whilst Fire was embedded within and closely integrated with County Council functions (e.g. sharing local stations and property, Fire Responder roles co-funded by County, Police and Ambulance).

6. Governance

6.1 Members understand that the Chief Fire Officer has a scheduled one to one meeting with the Chief Executive every month and regular catch-ups through Senior Officer meetings. Members queried the role of the previous Commissioning Director. It was explained that the Chief Fire Officer reported directly to the Chief Executive, but that the Director had commissioning ownership of the Integrated Risk Management Plan. Other than that, there had not been a formalised working relationship with the Commissioning Director. ‘Triangulation arrangements’ therefore were limited between the Chief Executive, Chief Fire Officer and Commissioning Director, potentially
restricting any ‘sense check’ of the messages being escalated upwards from the service. The task group understand that with the new arrangements in place, the relationship with the Commissioning Director has been strengthened and that this triangulation approach was now robust.

6.2 Members emphasised the importance of appropriate financial controls being put in place. The Audit work was focusing on ensuring that these protocols and policies were in place and that they were being consistently followed throughout the organisation.

6.3 The task group has discussed the role of elected members in providing support and scrutiny to the Fire and Rescue Service. It was recognised that there was frustration from some members around the amount of scrutiny being carried out by the Environment and Communities Scrutiny Committee which had responsibility for this service area had not been able to give public protection the focus it needs as a vital part of the County Council’s ambitions. The task group felt that there was now a need to revisit the arrangements for scrutinising the service to ensure it had greater prominence.

6.4 The task group feel that there needs to be greater member ownership of the change programme and support provided to the Cabinet Member. In speaking to the Cabinet Member it was suggested that some kind of oversight board be provided with political representation to monitor progress of the programme. If the Cabinet Member set up a Cabinet Panel then this could be moved forward fairly quickly.

7. **Summary of Recommendations**

The task group has made a series of recommendations to support the extensive work that is being carried out:

A. Explore whether the Fire and Rescue Service can adopt a more integrated model of back office support service, such as HR, IT, Property, Communications and Finance. In particular, whether a stronger business partner model might provide the service with greater access to skills and expertise to help the service manage its change programme. The HR leadership at the County Council should possess the necessary expertise to enable it to play a leading role in culture change within GFRS.

B. Redefine the role of the Chief Fire Officer within the County Council to reflect the positive integration of services but not overload the role during such a vital time of change.
C. Gloucestershire Fire and Rescue Service should adopt the County Council values. This will reflect that the service is part of the County Council with a shared culture.

D. Ask the current Scrutiny Review to consider the most appropriate way of strengthening scrutiny of the Fire and Rescue Service.

E. The task group has suggested that Cllr Dave Norman as Cabinet Member responsible for Public Protection set up a Cabinet Panel to ensure oversight of the current change programme within the Fire and Rescue Service. (it is noted that this could include cross party membership.)

8. Next steps

8.1 This report has highlighted the current position of the service, identified the progress that has already been made, and detailed the continuing work being carried out to ensure that the Fire and Rescue Service is best equipped to meet its changing role. This includes a cultural shift that will take time and will need to be handled carefully and with the right support.

8.2 The task group note that the establishment of a Cabinet Panel will provide the oversight of the change programme within the Fire and Rescue Service. The Scrutiny Review will provide recommendations on scrutiny going forward including scrutiny of the Fire and Rescue Service. In addition, the task group recognises that the Internal Audit compliance reviews will continue and will be reported through the Audit and Governance Committee.

Cllr Jeremy Hilton
Chair of GFRS Scrutiny Task Group
## FINANCIAL MONITORING REPORT: 2018/19

<table>
<thead>
<tr>
<th><strong>Cabinet Date</strong></th>
<th>24 April 2019</th>
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<tbody>
<tr>
<td><strong>Finance and Change</strong></td>
<td>Cllr Ray Theodoulou</td>
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<tr>
<td><strong>Key Decision</strong></td>
<td>Yes</td>
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<tr>
<td><strong>Other Documents</strong></td>
<td>MTFS Report to 14th February 2018 County Council, and Financial Monitoring Reports to Cabinet 10th October 2018, 19th December 2018, 30th January 2019, 13th March 2019</td>
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<td><strong>Main Consultees</strong></td>
<td>Corporate Management Team, Senior Officers, Cabinet Members.</td>
</tr>
<tr>
<td><strong>Planned Dates</strong></td>
<td>Not applicable</td>
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<tr>
<td><strong>Divisional Councillor</strong></td>
<td>County Wide</td>
</tr>
</tbody>
</table>
| **Officers** | Paul Blacker, Acting Director of Finance (01452) 328999 paul.blacker@gloucestershire.gov.uk  
Jayne Fuller, Corporate Finance Manager (01452) 328926 jayne.fuller@gloucestershire.gov.uk |
| **Purpose of Report** | To provide an update on the year-end forecast for the 2018/19 County Council’s Revenue and Capital Budgets |
| **Key Recommendations** | That the Cabinet:  
1. Notes the forecast revenue year end position as at the end of February 2019 for the 2018/19 financial year is a balanced position. This represents a £0.406 million improvement on the previous position reported to Cabinet on 13th March 2019.  
2. Approves that the slippage in year on IRIS in 2018/19, currently standing at £0.3 million, is transferred as revenue contribution to capital to support the capital refurbishment of Trevone House.  
3. Notes the forecast overspend in the Dedicated Schools Grant (DSG) of £4.89 million in 2018/19, which reduces to £1.24 million after adjusting for the £2.3 million of uncommitted DSG balances brought forward and the £1.35 million additional funds announced in December 2018 to support children with special educational needs; and also endorses on going discussions with the Schools Forum to agree actions to bring DSG back into balance.  
4. Notes the forecast capital year end position as at the end of February 2019 of £97.786 million against the current budget of £100.504 million – in year slippage of £2.718 million. |
<table>
<thead>
<tr>
<th>Resource Implications</th>
<th>These are detailed within the report</th>
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5. Approves the addition of £0.025 million to the Adults capital budget funded by a revenue contribution.

6. Approves the addition of £0.074 million to the Highway Capital budget funded from a variety of sources as outlined in the body of the report.

7. Approves the addition of £0.121 million to the ICT Capital budget funded by a revenue contribution from the Adults Contact Centre budget.
Revenue Expenditure 2018/19

A. Revenue Forecast Outturn Position 2018/19

1. The current forecast of the year end revenue position against the revenue budget of £418.081 million, based on actual expenditure at the end of February 2019 and forecasts made in March 2019, is a balanced position. This represents a £0.406 million improvement on the position previously reported to Cabinet.

2. Details of the forecast year end position, analysed by service area, is provided in the table below and the narrative that follows.

<table>
<thead>
<tr>
<th>Service Area</th>
<th>2018/19 Budget</th>
<th>Additional Budget from BRR Pilot</th>
<th>Revised 2018/19 Budget</th>
<th>Forecast Outturn Position</th>
<th>Variance %</th>
<th>Forecast Outturn Variance</th>
<th>Forecast Variance Previously reported</th>
<th>Change in variance</th>
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<td>Total for Services</td>
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Directorate Breakdown for Cabinet Report - Position as at the end of February 2019
Adult Social Care

3. Adult Social Care is reporting a balanced position. This forecast position is inclusive of £1.902 million Additional Social Care "Winter Pressures" funding allocation (the balance of £0.628 million has been agreed for joint or Gloucestershire CCG activity). The position also includes using £0.400 million of the unallocated Business Rate Retention funding for Adults with the balance of £0.400 million transferred to reserves.

4. The £1.581 million Adult Social Care Support Grant is also included in this position. This is temporary funding in 2018/19. At the beginning of the year ASMT agreed to allocate £1.237 million to support the LD budget, with the balance of £0.344 million offsetting the overall position.

5. In addition, Adult Care reserves currently stand at £4.592 million, though it should be noted that only £1.654 million of this total is held purely as a Vulnerable Adults Reserve. The balance is specifically set aside for new Ordinary Residence cases and additional commitments relating to the National Living Wage and the Care Act.

6. MTFS savings targets for all client groups are integrated under the Adult Single Programme (ASP) and monitored through Weekly Governance meetings and the ASP Board.

7. LD External Care is projecting a £1.414 million overspend. The overspend assumes the majority of the 2018/19 savings target will be found (£4.449 million compared to a target of £6.622 million) with £4.444 million being banked to date. The overspend relates to unachieved LD savings, increased demand and increased complexity of some cases. The overspend also assumes that the £2.839 million held as a contingency budget for outstanding rate change payments will be required in full, although a major piece of work is near completion to validate this position.

8. OP and PD External Care is projecting a £2.492 million overspend. The overspend assumes delivery of the majority of the 2018/19 savings targets. Savings of £4.605 million against the target of £5.750 million are included within the forecast and £3.610 million has been banked to date. The overspend mainly relates to increased care needs for existing cases and to voids / other additional costs relating to homes run by a major provider.

9. Mental Health is forecasting an overspend of £0.837 million net of unallocated MTFS funding held by the Lead Commissioner and £0.212 million uncommitted MTFS AMHPS funding. The overspend mainly relates to cases with increasing complexity and therefore higher unit costs.
10. The overall Community Equipment and Telecare position includes an underspend of £0.029 million within Telecare services. Community Equipment services are reported as on-line net of previously agreed (and non-recurring) funding from the Disabled Facilities Grant.

11. Other Services include all staffing budgets for Adult Social Care, as well as budgets for a number of specific contracts. The forecasts for these services net to a £2.495 million underspend including;

- £1.054 million overspends: LD in-house services (£0.365 million); LD Assessment, Support Planning and Management teams (£0.133 million), £0.170 million savings not achievable this year for the Pre-placement Contract (PPC), £0.107 million on Community Meals, £0.101 million on short term care packages set up under the Improved Better Care Fund, and unfunded contract costs for the Electronic Call Monitoring system (£0.177 million).

- £2.190 million significant service underspends: £1.089 million OP/PD Integrated Social Care Management (ISCM), largely due to vacancies and the addition of “Winter Pressures” funding to offset additional demand, £0.295 million Brokerage (posts covered by “Winter Pressures” funding and also vacancies), £0.136 million relating to the Contact Centre, (leavers and vacancy slippage, offset by the telephone system Revenue Contribution to Capital Outlay (RCCO) referred to in Recommendation 6 above ), £0.111 million on the advocacy contract; £0.240 million unallocated government grant; £0.159 million in-house demographic growth currently not included in team budgets, and £0.160 million LD other commissioned services, relating to uncommitted Building Better Lives Development (BBLD) fund and employment service budgets.

- The Care Act contingency surplus (£0.808 million) is now also forecast as uncommitted and is supporting the underlying position ahead of finalising the work on rate changes payments as detailed above.

- A number of smaller service variances (under £0.100 million) netting to a £0.551 million underspend.

12. Unallocated budgets are reported as underspent by £2.219 million.

This variance includes £1.475 million surplus on permanent funding, relating to £0.398 million uncommitted BCF funding, £0.465 million unallocated MTFS fee
inflation/ NLW funding, £0.367 million of ASC Levy held to support pressures emerging from the use of temporary funding (e.g. relating to the Additional Improved Better Care Fund) and £0.245 million of unallocated Adults permanent budget.

The balance of £0.744 million relates to the uncommitted Adult Social Care Support Grant and Business Rates Reserve pilot. As noted above this is temporary funding.

**Prevention and Wellbeing**

13. Services within this area include Public Health, Supporting People and a number of smaller budgets covering the prevention hub team and grants.

14. The current forecast of the year end revenue position is an under-spend of £0.07 million and is due to staff vacancies earlier in the year within the prevention hub team and slippage on an Evolving Communities project.

15. Public Health is reporting a balanced position. Services are funded by a ring-fenced grant, which if unspent is required to be carried forward in a specific reserve. The in-year forecast for Public Health is an under-spend of £0.47 million due to the delay in the development of a new service within healthy lifestyles and lower dispensing costs due to activity related to substance misuse prevention, smoking cessation and health checks. These variances offset the higher dispensing costs in sexual health and a cost pressure for a substance misuse drug treatment. The under-spend will be transferred to the Public Health reserve at year end.

16. Supporting People is reporting a breakeven position but this is based on the assumption that the previous year’s MTC2 savings linked to Mental Health services will be covered by in-year savings or reserves.

17. Gloucestershire has been selected by the MHLG as an early adopter of the Rapid Rehousing Pathway and in 2018/19 it has been allocated a grant of £0.243 million. Through our strong local relationships with community organisations we will use this funding to rapidly deliver new services to reduce rough sleeping, increase the sustainment of tenancy outcomes and increase the evidence base for the effectiveness of the Somewhere Safe to Stay model.

**Children & Families**

18. The current forecast of the year end revenue position as at March 2019 for non-DSG funded services is an over-spend of £9.01 million (8.49% of budget). The gross over-spend is £12.04 million, which is reduced to £9.01 million by using the £2.6 million one-off income from the business rates retention pilot and £0.43 million from the vulnerable people’s reserve. The increase in the
over-spend of £0.4 million is due to unexpected late legal fee bills and increases in support package and agency staff costs within youth services.

19. At the end of February 2019 children in care numbers were 707 compared to 549 at the end of March 2016 and although nationally the trend is increasing (circa 3% p.a.) other factors will include the improvement in social work practice through catching up on drift and delay in casework. The number of children in care continues to cause significant pressures on children’s services and in particular against the external placement and safeguarding staff budgets resulting in the over-spend.

20. As part of the 2018/19 budget, additional investment of £7.6 million was approved for external placements. This investment was based on a maximum number of 280 external placements with a unit cost of £61,600 per annum using an 80:20 fostering to residential weighting. The current forecast over-spend against the external placement budget of £7.08 million (41% above budget) is due to a higher number of external placements than anticipated, within which the number of residential and supported living placements has increased in both absolute and proportionate terms. Many of the residential and supported living placements are required to meet the needs of highly complex children resulting in a current average unit cost of £94,400 per annum. There are currently 311 external placements, of which 82 are residential. The forecast has decreased this month by £0.1 million. Contingencies currently total £0.2 million for new cases in-year allowing for additional placements to replace existing care commitments or allowing for higher number of placements.

21. In addition to this young peoples support are forecasting a £1.08 million over-spend due to a number of complex cases and the additional cost of agency staff covering vacancies.

22. The Director of Children’s Service’s is leading a review of all high cost placements on a regular basis as part of the wider improvement work on permanence planning. The aim is to reduce the cost of external placements where appropriate, given the higher unit costs outlined above, ensure decisions around placement change and permanence are executed in timely child centred manner, and ultimately bring down the forecast over-spend. It is estimated that these reviews will result in approximately £1 million of cost avoidance in 2018/19 and the current estimates identify that this has been achieved to date. Improving social care practice to divert children from care at an earlier point and achieve permanence at the earliest opportunity will reduce costs in the longer term. An additional £6.2 million, approved as part of the MTFS, will fund the higher activity and costs of provision of external placements in 2019/20.

23. Safeguarding staffing budgets have received £4.01 million of investment through the MTFS in 2018/19 to reduce caseloads and improve practice within
teams. In-year additional funding of £1.45 million has been approved to increase pay and allowances for social workers but recruitment of social workers especially experienced staff continues to be a challenge. Agency staff have continued to cover staff vacancies or where caseloads remain high, resulting in a forecast overspend of £3.18 million. To address this position for 2019/20, changes are being made to improve processes for recruitment as well as put in place more effective advertising. The increase in child protection cases has resulted in additional Child Protection chairs being employed on a temporarily basis resulting in a £0.33 million over-spend.

24. A higher level of activity is also causing an over-spend of £0.89 million in section 17 and discretionary payments for foster carers. New procedures have been put in place to review all significant payments and ensure consistency across teams. Additionally, a resource panel will be put in place to gate-keep significant section 17 expenditure.

25. There are a number of offsetting variances which include services for children with disabilities that are forecast to under-spend by £0.24 million due to lower costs in the residential unit and staff vacancies in the field work teams. Adoption, child arrangement and special guardianship orders are forecast to under-spend by £0.2 million due to lower than expected number of allowances and orders being made. Also, in-year uncommitted contingencies of £0.19 million have been released to offset the on-going cost pressures in social care budgets.

26. The delay in the development of the IRIS residential element has resulted in an under-spend which is forecast to be £0.3 million to date; this has not been declared in the current forecast figures due to the current review of residential provision as part of the sufficiency strategy. The review has proposed the development of Trevone House for supported living (see detailed report elsewhere on this agenda) to provide accommodation for a number of young people who need intensive support. It is therefore proposed that the slippage in year on IRIS in 2018/19 is transferred as revenue contribution to capital to support the capital refurbishment of the property.

**Dedicated Schools Grant (DSG) position**

27. Dedicated Schools Grant (DSG) funded services are forecast to be over-spent by £4.89 million in 2018/19, a decrease of £0.3 million due to the forecast for top up payments in special schools. The announcement in December 2018 by the DFE of additional funds due to the national pressure on high needs has reduced the over-spend by £1.35 million and balances brought forward of £2.3 million reduce the net over-spend to £1.24 million against the ring-fenced grant.

28. As reported last year the cost pressures are in the High Needs Block (forecast over-spend for the block £5.86 million) with over-spends against Independent
Special Schools (£1.1 million), special school places (£1 million), top ups for alternative provision services (£1.58 million) and other schools (£2.11 million), all caused by increases to activity and reflects the national picture. Early years budgets are under-spending by £0.54 million due to a lower take up of free nursery entitlement payments.

29. The High Needs Programme is focussing on addressing this financial pressure and the additional funding announced by the DFE for 2018/19 and 2019/20 will ease some of the pressure but not all if expenditure continues at this level in 2019/20. The specialist commissioning team has been working to reduce the cost of placements where appropriate and savings of over £0.8 million are forecast to be achieved this year. Also, changes to funding arrangements are currently being discussed with the Schools Forum to bring the DSG back into balance. Any potential over-spend in future years which could not be addressed through the DSG ring-fenced grant may result in a future financial risk to the Council. This reflects an emerging national picture, around which lobbying continues, for additional funding and flexibility to move funding between DSG blocks.

Communities & Infrastructure

30. Communities and Infrastructure current forecast is a £0.013 million underspend (0.004% of the budget).

31. Highways Commissioning are reporting a breakeven position. There are still anticipated overspends due to additional pothole repair works to recover the network following the severe winter, as well as the revised contract arrangements with Amey during the last year of the contract. There are also some additional revenue costs associated with demobilisation of the Amey contract and pre-mobilisation of the new highways contractor. These issues are covered by additional Pothole funding, capitalisation and a mobilisation reserve.

32. It is proposed to increase in the Highways Capital budget by £0.074 million funded by £0.060 million of Highways Local revenue contributions and £0.014 million of Developer and Parish contributions.

33. The Integrated Transport budget is reporting a £0.074 million overspend position due to long term bus contracts being awarded which include inflationary corrections in the new tender prices. A report on future cost pressures was considered by Cabinet on 13th March 2019.

34. Registrar’s are reporting an over recovery of £0.218 million of income based on current estimates.

35. Strategic Infrastructure are forecasting a £0.138 million overspend. This is due to an imbalance of Planning Application fees and officer time spent on applications. Increased staff resource in Transport Planning required to manage the additional workload associated with emerging major transport
schemes such as the west Cheltenham Cyber Business Park and M5 J10 and additional scanning costs due to the office move of the Heritage function.

36. A letter has been received from Homes England confirming a Housing Infrastructure Fund support plan award for £0.150m revenue grant to help fund the business case for M5 Jct 10. We are expecting to receive the funds before the end of the financial year 2018-19.

37. The Fire and Rescue Service, Waste, Libraries, Trading Standards and Coroners have small variances which come to a minor overspend of £0.006 million.

**Business Support Services**

38. The forecast outturn for Business Support Services overall is an underspend of £0.425 million (1.5% of budget). This forecast underspend on Support Services is primarily as a result of vacancies.

39. The Business Support Services position includes a £0.100 million contribution to the Children & Families capital budget funded by a contribution from the AMPS revenue budget in respect of School kitchen refurbishment, as included in the Children & Families Capital Programme Update report presented to Cabinet elsewhere on this agenda.

40. Within Business Support Services, the Strategy & Challenge function is forecasting a balanced position which reflects careful management of expenditure and a one off surplus of income from traded services. The pressures arising from continuing increasing demands arising from childcare legal proceedings and the additional costs arising from the need to use locum staff to cover continuing vacancies remain. The re-tendering of capital works for Archives due to contractor issues is being closely monitored to avoid any unnecessary increases in the cost of works. The costs of extraordinary legal child protection cases will be funded corporately.

**Technical and Cross Cutting**

41. The forecast outturn position for Technical and Corporate budgets is a £8.51 million underspend (19.1% of budget) from £7.62 million previously reported, the main reasons are:-

42. Positive interest rate credits on balances are forecasting to achieve an over recovery of income of £3.5 million above budget reflecting better diversification of investments and longer term deposits and additional income following the Bank of England base rate change.

43. The 2018/19 budget included an MtC2 savings contingency; this was approved by Council to reflect the high risk nature of some of the savings
programmes in demand led areas in 2018/19. Given the difficulties in achieving savings across some services as outlined in this report the full £1.6 million contingency has been released to support the overall budget.

44. There has been a re-tendering of the insurance contracts, which has resulted in a favourable forecast underspend of £0.182 million on the corporate insurance budget.

45. As part of the provisional Finance Settlement on 13th December it was announced that the Council will receive funding of £1.144m relating to the surplus generated on the 2018/19 Business Rate Levy Account held by Central Government. This money is un-ringfenced funding and it is therefore proposed to use it to partially offset the overall overspend forecast in the current financial year.

46. In addition a further £0.885 million is expected in respect of Business Rate relief section 31 reconciliation grants for 2017-18.

47. There is also a favourable variance forecast underspend on a number of corporate budgets totalling £1.194 million.

B. Capital Expenditure

Current Spend 2018/19

48. The capital budget for 2018/19 is £100.504 million, an increase of £0.503 million since last reported to Cabinet due additional approval granted at March Cabinet. Actual spend against the capital programme as at end of February 2019 is £75.164 million.

Budget and Capital Forecast Outturn Position 2018/19

49. The forecast outturn position for 2018/19 against current year budgets is £97.786 million, showing forecast slippage of £2.718 million.
##Capital Expenditure 2018/19

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<th>Service Area</th>
<th>Reprofiled Budget 2018/19</th>
<th>Current Year Spend 2018/19</th>
<th>% Current Year Spend against Reprofiled Budget</th>
<th>Forecast Outturn 2018/19</th>
<th>Forecast Year-end Variance</th>
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<tbody>
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<td><strong>Capital Receipts</strong></td>
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###Adults Capital Programme

50. Adult’s schemes are forecast to spend £7,762 million in 2018/19, against a current budget of £8,281 million, forecasting a slippage of £0.519 million, as previously reported to Cabinet.

###Children and Families Capital Programme

51. Children and Families schemes are forecast to spend £24,098 million in 2018/19, against a current budget of £24,114 million, forecasting minor slippage of £0.016 million.

###Highways Capital Programme

52. Highways schemes are forecast to spend £51,054 million in 2018/19, against a current budget of £51.398 million, forecasting slippage of £0.344 million. The key areas include;

53. Structural maintenance schemes are forecasting in year slippage of £0.657 million, the carriageway maintenance programme is anticipated to over deliver by £628k using extra funding received from central government but this is offset by £941k slippage in street lighting. This principally relates to the LED conversion contract where 365 more lanterns than originally planned are being delivered. It had been hoped that these would have been done by year end but this hasn’t been the case. Other overspends relate to footways where Amey have been unable to undertake two projects and traffic Signals where disruption caused by
a gas leak and delays to the Metz Way project have prevented three schemes being implemented.

54. The Integrated Transport schemes are forecasting slippage of £0.181 million in 2018/19. As anticipated a number of schemes have been unable to be completed by year end.

55. Large Integrated Transport Schemes including Growth Fund schemes are forecasting to exceed current budgets by £0.595 million. This is principally due to an early start to the design of the Cyber Park Highways scheme where we are awaiting approval of £3.3M LEP funding. It is possible that contractual claims at Metz Way and Cinderford Spine Road may cause overspends but we are currently challenging these claims.

**Strategic Infrastructure Capital Programme**

56. Strategic Infrastructure schemes are forecast to spend £1.924 million in 2018/19, against a current budget of £1.984 million, forecasting slippage of £0.060 million. The £0.019 million forecast overspend against the Saturn Transport Modelling reported in December has been reduced to £0.003 million as project delivery will be completed in April rather than March. The £0.063 million slippage relates to Flood Alleviation schemes where European funding (ESIF) influences the scheduling and a number of property level resilience schemes for which homeowner uptake is currently in negotiation.

**Libraries Capital Programme**

57. Libraries schemes are forecast to spend £0.719 million in 2018/19, against a current budget of £0.752 million, forecasting an in year underspend of £0.033 million. £0.013 million of this relates to reduced refurbishments costs and will release funding for additional works in the next financial year. The remaining £0.020 million is slippage on the Growth Hub project where testing has delayed roll-out until the new financial year.

**Waste Capital Programme**

58. Waste schemes are forecast to spend £0.670 million in 2018/19, against a current budget of £0.625 million, forecasting an over-spend of £0.045 million. This is as a result of works at the Hempsted HRC being completed earlier than anticipated, approved budget is already available to fund this spend.

**Fire & Rescue Capital Programme**

59. Fire & Rescue schemes are forecast to spend £0.645 million in 2018/19, against a current budget of £1.027 million, forecasting slippage of £0.382 million. £0.300 million is due to Personal Protection Equipment scheme taking longer than anticipated to process and £0.083 million is due to a combination of a lower costs against the Appliance and Equipment schemes and a slight slippage on the BA project and Light Fleet vehicles.
AMPS Capital Programme

60. AMPS schemes are forecast to spend £8.117 million in 2018/19, against a current budget of £8.265 million, forecasting slippage of £0.148 million. Key slippage is due to changes within service areas, (including service remodelling) which have resulted in delays to AMPS capital projects.

ICT Capital Programme

61. ICT schemes are forecast to spend £1.780 million in 2018/19, against a current budget of £2.327 million, resulting in forecast slippage of £0.547 million. This relates to delays in delivery of a number of schemes. The two schemes reporting the largest slippage are £0.129 million on the 'Email messaging phase 2' scheme where milestone payments have slipped over the end of the financial year due to resourcing issues. Also £0.228 million on the WAN replacement project, the new WAN Invitation to tender has undergone extensive review based on evolving business requirements and reflecting new market offerings. Meetings have been scheduled with Commercial Services and specialist external resources to determine the new procurement strategy, we hope to procure and implement beginning early in the new financial year.

BSC Capital Programme

62. BSC schemes are forecast to spend £0.002 million in 2018/19, against a current budget of £0.282 million, resulting in forecast slippage of £0.280 million. This is mainly as a result of the detailed specification for the invoice scanning and document storage system taking longer than expected to finalise and, hence, delaying the start of the procurement process. There are still final decisions that have to be taken on the requirements. However, these should be taken reasonably soon and, allied with recent decisions on the middleware and SAP enhancements projects, should result in expenditure starting to come through in the first half of 2019/20.

Archives Capital Programme

63. Archives schemes are forecast to spend £0.771 million in 2018/19, against a current budget of £1.155 million, resulting in forecast slippage of £0.384 million. There have been unavoidable delays to the For the Record Archive project which means the spend will roll over in to the next financial year.

Information Management Capital Programme

64. The overall Information management programme is within budget. However, Information Management schemes are forecasting to spend £0.024 million, against a current budget of £0.005 million, reporting an in year overspend of £0.019 million. There has been accelerated delivery of the Information Asset
Register Database scheme which has been completed by Sopra Steria earlier than anticipated; approved budget is available to finance this at year end.

Customer Capital Programme

65. Customer schemes are forecast to spend £0.252 million in 2018/19, against a current budget of £0.294 million, resulting in forecast slippage of £0.042 million. This is due to delays in the delivery of technical infrastructure requirements but the project is due to complete in April 19.

Changes to the Capital Programme in 2018/19 and future years

Adults

66. It is proposed that Cabinet support an increase of £0.025 million in the Adults capital budget for works at GIS, funded by a contribution from the Adults revenue budget approved by Cabinet in June 2017.

Children and Families

67. Details of a proposed increase of £2.657 million to the Children and Families Capital Programme, funded by £0.907 million government grant, £1.593 million developer s106 contributions and £0.157 million revenue contributions, are included in the Children & Families Capital Programme Update report presented to Cabinet elsewhere on this agenda.

Highways

68. It is proposed that Cabinet support an increase of £0.074 million in the Highways capital budget, funded by the following additional resources;

- £0.060 million of Highways Locals revenue contributions identified to part fund structural maintenance schemes which have been agreed with individual Councillors.
- £0.014 million Developer and Parish contributions towards smaller Integrated Transport schemes

ICT

69. It is proposed that Cabinet support an increase of £0.121 million in the ICT capital budget for an upgrade of the Contact Centre telephone system, funded by a revenue contribution to capital outlay from the Adults Contact Centre revenue.

Overall Change to Capital Programme

70. As a result of the above changes the overall capital programme will increase by £2.877 million, £0.381 million of which is anticipated to be spent during the current financial year.
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Cabinet Date | 24 April 2019
---|---
Finance and Change | Cllr Ray Theodoulou
Key Decision | Yes

Background Documents
- Policy for Disposal of Property 2012
- Property Acquisition Policy 2017
- Rural Estate Strategic Estate Plan 2016
- Clear Desk Policy
- Medium Term Financial Strategy Approved by County Council on 14th February 2019

Location/Contact for inspection of Background Documents
Through the above links to the County Council’s website

Main Consultees
Lead Cabinet Member, Officers from across Gloucestershire County Council, partner organisations

Planned Dates
Implementation with effect from 1st May 2019

Divisional Councillor
County Wide

Officer
Neil Corbett, Head of Property Services
01452 328813 Email: neil.corbett@gloucestershire.gov.uk

Purpose of Report
To approve the Council’s Corporate Asset Management Plan 2019-24

Recommendations
That Cabinet approve the Corporate Asset Management Plan 2019–24 and delegates authority to the Head of Property Services to implement the Plan

Reasons for recommendations
The new Plan will enable the Council:

1. To plan and manage property as a corporate resource for the benefit of the Council and the people it serves.
2. To use our knowledge of the estate and of our services to provide the right property to meet current needs and to anticipate, respond and be flexible to future demands.
3. To support agile working and to promote ‘Work Smarter’ initiatives.
4. To manage and maintain property effectively, efficiently and sustainably.
5. To optimise financial return and commercial opportunities and to use land and buildings to stimulate development and growth.
6. To promote joint working where it will provide benefit for service delivery and in securing efficiencies.

<table>
<thead>
<tr>
<th>Resource Implications</th>
</tr>
</thead>
<tbody>
<tr>
<td>The overall management of the asset planning process will be undertaken within the existing budget framework by re-prioritizing existing work to create capacity.</td>
</tr>
<tr>
<td>Countywide Asset Value Portfolio of Land and Buildings including GCC Voluntary Aided &amp; Voluntary Controlled schools £750M</td>
</tr>
<tr>
<td>Meeting the Challenge 3 capital receipt target of £33m</td>
</tr>
<tr>
<td>Annual Maintenance Budget for Corporate estate of £1.185M</td>
</tr>
</tbody>
</table>

Property Plan

The resource implications for the priority actions set out in the Implementation Plan will be considered and evaluated as project plans are developed.
1. Background

The County Council last produced an Asset Management Plan in 2010. The content of the Plan was heavily prescribed by government guidance and while it was a step forward, it was designed to provide a comprehensive picture of its property asset base and performance. The new Plan provides an overview of our land and property estate together with our main priorities for managing and developing that estate to fully support the council’s goals and contribute to the achievement of the policy objectives.

2. Advantages Derived From Improved Corporate Asset Management

Corporate asset management planning in the local authority context is the means by which the organisation plans and manages its property resources to best support the delivery of both corporate and service aims and objectives. The benefits of a formal corporate asset management process are:

- A more transparent and clear decision making process with respect to the overall capital programme.
- Formalising the process of reviewing and rationalising property creating the impetus for better use of our existing property.
- An improved ability to respond to any opportunities offered to the Council through having clearly identified Council property and accommodation needs into the future.

3. Management Arrangements

The Council proposes to strengthen existing asset management planning arrangements through:

- Publishing an Annual Asset Review. This plan will include the following key elements:
  - A description of the Council’s current arrangements for funding the property aspects of the Capital Programme.
  - An overview of the Council’s property portfolio and its condition.
  - An implementation plan which sets out both the corporate and service property priorities for a minimum of the next 3 years.
  - This rolling 3-year plan will create the framework for ensuring that services plan their property requirements effectively within a corporate context and ensure that the Council can maximise the efficient use its property assets.
  - Strengthening Member involvement in Asset Management Planning. The proposal is for the Corporate Asset Management Plan to be reviewed and re-approved on a 5 year basis by Cabinet. The Plan will also be available for Scrutiny to examine. In addition, significant projects within the Plan will be subject to individual Cabinet approval.
4. Statement of Existing Portfolio

The County Council’s property asset base extends across all the Council’s service areas from schools to farm tenancies, to office buildings and day centres. Its effective use is key in supporting both the delivery and improvement of services to the citizens of Gloucestershire.

The Council currently collects and collates a range of information relating to the property asset. This includes information about the maintenance backlog, energy and water usage data which is being collected to enable the identification of properties which require improvement so as to reduce consumption. From the data the Council is able to keep track of the maintenance backlog and in particular identify those buildings for which there is ‘Priority 1’ work outstanding (i.e. maintenance which requires immediate attention in order to overcome health and safety or other serious problems) and those premises which have disproportionately large energy consumption.

Information about suitability of property for service delivery is sought through consultation with directorates and service areas. This enables the Council to identify where potential problems lie and to consider solutions as part of the asset management process.

5. Future Property and Property Services Needs

Service areas are currently finalising their strategies, some but not all of the service property requirements have been identified so far. These include the requirement for a new school in Cheltenham by 2021; the re-provision and refurbishment of existing locality hubs. In addition, the Council has identified a number of key issues which need to be addressed if we are to make the best use of our property. These include, developing a comprehensive accommodation strategy and undertaking strategic reviews of all properties. An outline of the asset management plan priorities as currently identified is set out in the tables in Appendix A.

6. Implementation Plans and Programmes

Over the next few months officers will do further work to develop the action plan to ensure that it meets both Council needs and that the relevant project plans and timelines take into account resource implications.

7. Risk Assessment

There are a number of key risks to the Council which will arise as the Council implements the Plan. These specifically relate to:

- Resources. There is a possibility that as detailed project plans are developed that there could be a mismatch between short-term investment and long term cost savings. This risk will be managed through developing detailed options appraisals against which the Council will be able to make sound business decisions.

- The impact of partners and agencies. The ability to plan future property use is often dependent on partner plans or opportunities to take advantage of development proposals e.g. the GFirst LEP, NHS STP etc. Historically the Council has had limited influence on the decisions and timescales in these circumstances. This risk
will be difficult to mitigate. However, the Council is an active member of One Gloucestershire and in close communication with partners. The Council will continue its strategy of taking a proactive role to ensure that opportunities are exploited as they arise.

- Decisions about future property needs are necessarily determined by service plans. In addition, there are long lead in times for property decisions to be realised and put in place. Therefore, the Council’s ability to plan effectively for the future asset base will be determined by the quality of service planning and how far ahead the Council can plan services. The proposed management arrangements will improve corporate awareness of the need to plan for property requirements and provide a clear corporate decision making process.

8. Officer Advice

Officers recommend that Cabinet approves the 2019-24 Corporate Asset Management as set out in Appendix A.

9. Equalities considerations

In recommending any changes to Council land and property requirements, Officers across the Council continue to pay due regard to the impact on protected groups. Some sites that may become surplus to requirements due to changing plans for office accommodation used by the Council, and where these buildings are currently occupied by our employees, or those of our partners, the impact of the closure of the building and the relocation of their place of work will be taken into consideration. Information on the impact will be gathered through the collection of data concerning the individual members of staff who will need to be relocated. Where required, due regard will be paid to the needs of staff to ensure that any issues relating to the new workplace are considered (e.g., specific chair requirements, disabled parking spaces etc) in order to mitigate any negative impact. Where buildings have been providing a service those users have been catered for in other buildings.

10. Consultation feedback

Consultation on developing a Corporate Asset Management Plan has predominantly been with service directorates. There will be substantial consultation with appropriate bodies as plans develop.

11. Performance Management/Follow-up

Performance indicators which are intended to monitor the effectiveness of local authority asset management are already in place and a number of new national indicators are being proposed. The Council’s Plan will be monitored against those indicators and use the Council’s project planning arrangements to effectively manage projects set out in the Action Plan.
<table>
<thead>
<tr>
<th>Report Title</th>
<th>2019-24 Corporate Asset Management Plan</th>
</tr>
</thead>
<tbody>
<tr>
<td>Statutory Authority</td>
<td>S.123 of the Local Government Act 1972</td>
</tr>
<tr>
<td>Relevant County Council policy</td>
<td>Policy for the Disposal of Property 2012</td>
</tr>
<tr>
<td></td>
<td>Property Acquisition Policy 2017</td>
</tr>
<tr>
<td>Resource Implications</td>
<td>The overall management of the asset planning process will be undertaken within the existing budget framework by re-prioritising existing work to create capacity. The resource implications for the priority actions set out in the Implementation Plan will be considered and evaluated as project plans are developed. Approval for each of these projects including the cost/benefit proposals will be subject to Member approval as required. Such plans will also be subject of the Council’s project management arrangements.</td>
</tr>
<tr>
<td>Sustainability checklist:</td>
<td></td>
</tr>
<tr>
<td>Partnerships</td>
<td>One Gloucestershire Estate</td>
</tr>
<tr>
<td>Decision Making and Involvement</td>
<td>District, Borough and City Councils within Gloucestershire</td>
</tr>
<tr>
<td>Economy and Employment</td>
<td>The disposal of sites may enable the development of employment opportunities through the potential future use of some sites. There may be some disposals which arise from changing practices in delivering care; these are managed by the service area who will also manage any impact.</td>
</tr>
<tr>
<td>Caring for people</td>
<td></td>
</tr>
<tr>
<td>Social Value</td>
<td>Social value seeks to maximise the additional social, economic and environmental benefits to the local area by procuring goods and services above and beyond the benefits of merely the goods and services themselves.</td>
</tr>
<tr>
<td>Built Environment</td>
<td>There may be some sites which are appropriate for development, which will follow all associated planning rules and processes, including consultation.</td>
</tr>
<tr>
<td>Natural Environment including Ecology</td>
<td>N/A</td>
</tr>
<tr>
<td>(Biodiversity)</td>
<td></td>
</tr>
<tr>
<td>Education and Information</td>
<td>N/A</td>
</tr>
</tbody>
</table>
| **Tackling Climate Change** | Carbon Emissions Implications? Neutral  
Vulnerable to climate change? No |
|----------------------------|--------------------------------------|
| **Due Regard Statement**   | Has a Due Regard Statement been completed? No  
Alternatively a hard copy is available for inspection from Jo Moore, Democratic Services Unit, e-mail: jo.moore@gloucestershire.gov.uk. |
| **Human rights Implications** | N/A |
| **Consultation Arrangements** | Ongoing in relation to each Development disposal |
Gloucestershire County Council
2019 – 2024 Corporate Asset Management Plan
<table>
<thead>
<tr>
<th>Contents</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>Introduction</td>
<td>1</td>
</tr>
<tr>
<td>Our Ambition</td>
<td>3</td>
</tr>
<tr>
<td>Our Objectives</td>
<td>3</td>
</tr>
<tr>
<td>Countywide Ambitions</td>
<td>4</td>
</tr>
<tr>
<td>One Gloucestershire – One Public Estate</td>
<td>4</td>
</tr>
<tr>
<td>Asset Management &amp; Property Services</td>
<td>5</td>
</tr>
<tr>
<td>Our Land and Buildings</td>
<td>5</td>
</tr>
<tr>
<td>Our Investments and Achievements</td>
<td>6</td>
</tr>
<tr>
<td>Our Budgets</td>
<td>11</td>
</tr>
<tr>
<td>Major Property Initiatives within the Medium Term will include</td>
<td>13</td>
</tr>
<tr>
<td>Our Asset Management &amp; Property Service (AMPS)</td>
<td>16</td>
</tr>
<tr>
<td>Working With Our Services</td>
<td>21</td>
</tr>
<tr>
<td>Our Objectives and Priority Actions</td>
<td>25</td>
</tr>
<tr>
<td>Implementation and Action Plan</td>
<td>36</td>
</tr>
<tr>
<td>Appendix 1 - Asset Management Action Plan</td>
<td>37</td>
</tr>
</tbody>
</table>
Corporate Asset Management Strategy

Introduction

Gloucestershire County Council provides services to more than 600,000 residents across a mainly rural county which attracts an increasingly ageing population. Our challenge is to ensure the most vulnerable and isolated people in our county have the support they need and stay connected with our services.

The Council Strategy 2019-2022 reinforces our commitment to providing excellent value for money and services that make a real difference for local people. However, we are increasingly focussed on what sort of county we want for the future and how we can work with communities and partners to bring about aspirational change.
Gloucestershire County Council’s vision for improved quality of life for people and communities will be achieved and underpinned by adopting these values and behaviours in all that we do:

- **Accountability**: We do what we say we will
- **Integrity**: We are honest, fair and speak up
- **Empowerment**: We enable communities and colleagues to be the best we can
- **Respect**: We value and listen to each other
- **Excellence**: We continually improve through listening, learning and innovation.

Key challenges for the Council are Demographic change, inequalities and deprivation, Rural isolation and national Financial reforms, however there are opportunities to harness our economic potential as a growing county, the power of our communities, the readiness of our partnerships and relationships and the potential of digitisation to transform public services.

The Council has over 684 sites totalling in excess of 8,000 hectares with 651 buildings included within these sites. The CIPFA book valuation of the entire estate is in the order of £750M. These sites are integral to meeting these challenges and to the services that we deliver - the way we invest in them, deploy and manage them impacts on our ability to meet our corporate and service priorities.

This Corporate Asset Management Plan sits within an Asset Management Framework which responds to our corporate drivers, ambitions and priorities and provides an overview of our land and property estate together with our main priorities for managing and developing that estate over the next 5 years. The Strategy will be reviewed and amended annually through the Asset Management & Property Services Annual Business Plan to ensure our estate fully supports the council’s goals and contributes to the achievement of the objectives for property asset management.
This Corporate Asset Management Plan sets out the key objectives and supporting principles that will be adopted in the management of our estate. It is part of a suite of documents that comprise our Corporate Asset Management Plan 2019-2024:

- An Asset Management Strategy – principles, culture, objectives and how property asset management is delivered
- An Asset Management Action Plan – actions to be implemented

Reviewing and updating this suite of documents is vital to ensure they remain relevant and reflect changing corporate strategies and challenges during the lifetime of the plan.

Our Ambition

- Have a strategic approach to asset management based on an analysis of need to deliver strategic priorities, service needs and intended outcomes
- Manage the Council’s portfolio to ensure that sites are fit for purpose and provide value for money
- Maximising opportunities to share space to facilitate service integration, minimise running costs and generate capital receipts and to work with the community and voluntary sector to utilise the estate, where appropriate.

Our Objectives

To support the key strands of our ambition we have set out a number of policy objectives. These describe the Council’s commitment to property asset management and provide a strategic framework for achieving the benefits that can be delivered through the effective use of the portfolio.

1. **To plan and manage property as a corporate resource for the benefit of the Council and the people it serves.**
2. **To use our knowledge of the estate and of our services to provide the right property to meet current needs and to anticipate, respond and be flexible to future demands.**
3. **To support agile working and to promote ‘Worksmarter’ initiatives.**
4. **To manage and maintain property effectively, efficiently and sustainably.**
5. **To optimise financial return and commercial opportunities and to use land and buildings to stimulate development and growth.**
6. **To promote joint working where it will provide benefit for service delivery and in securing efficiencies.**
Countywide Multi-Agency Ambitions

County Council Priorities & Context

Corporate Asset Management Plan

- Leadership Gloucestershire LEP
- One Gloucestershire Integrated Care System
- Gloucestershire 2050
- One Public Estate

- Council Strategy 2019
- Medium Term Financial Strategy
- Service Plans: Current : future provision
- Asset Management Strategy: Asset overview, priorities and actions
- Asset Management Action Plan: Activities to deliver the Strategy
**Asset Management & Property Services - Our Land and Buildings**

The Council’s property portfolio (excluding our highway network) consists of over 684 sites totalling in excess of 8,000 hectares with 651 buildings included within these sites. The CIPFA book valuation of the entire estate is in the order of £750M, demonstrating what a considerable resource our buildings and land are, and why we need to carefully manage them.

By managing our sites correctly we are taking steps to reduce the wasting money in keeping buildings that are not fit for use or unnecessary. Equally each site has a value and if it is no longer required it may be sold to unlock that value and use the money elsewhere, including investing in new sites where required to provide spaces for future service delivery, or to maximise benefit to the people Gloucestershire.

Sites are fundamental to the efficient and effective operation of Council services – providing accommodation for staff, making services accessible to the local community, generating income and enabling development and service contributions by third parties. Financial and other pressures on the council’s resources will require all services to transform, be flexible, innovative and entrepreneurial and to develop operating models that are agile and able to respond to the changing context and customer’s needs. Our portfolio and individual sites will also need to adapt to support the council as it moves forward. Having a longer term Asset Management Strategy in place will ensure that property decisions are timely and plans are transparent.

There is a wide range of properties within our current portfolio. It comprises offices, day centres, elderly people homes, car parks, farms and farmland, depots, schools, sites leased to community organisations and premises used to generate a commercial income. The reason for holding these assets will vary and as a result we may need to measure their performance in different ways. Performance of each asset therefore must be linked to the strategic purpose for holding it.

The following table provides an overview of the extent of our property estate by asset type:

<table>
<thead>
<tr>
<th>Asset Type</th>
<th>Number of Sites in 2019</th>
<th>Asset Type</th>
<th>Number of Sites in 2019</th>
</tr>
</thead>
<tbody>
<tr>
<td>Schools – Primary (Infant &amp; Junior)</td>
<td>246 (54 Academy+ Free)</td>
<td>Travellers Sites</td>
<td>5</td>
</tr>
<tr>
<td>Schools – Secondary</td>
<td>40 (35 Academy + Free)</td>
<td>Archives</td>
<td>2</td>
</tr>
<tr>
<td>Schools - Special</td>
<td>11 (3 Academy)</td>
<td>Park &amp; Ride</td>
<td>2</td>
</tr>
<tr>
<td>Fire Stations</td>
<td>21 (4 PFI)</td>
<td>Coroners</td>
<td>1</td>
</tr>
<tr>
<td>Libraries</td>
<td>38 (7 Community)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Office Space Buildings</td>
<td>31</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Tenanted Farms</td>
<td>68</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Depots</td>
<td>7</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Some of our sites deliver front line services; others are used for indirect service provision or in supporting local communities. Some sites are held in order to retain market leverage or to influence development and place making. The Council also has a significant agricultural estate to support entry in to farming and for potential strategic requirements. We don’t just own sites for the sake of it, they need to have a purpose and we constantly need to be reviewing and challenging this.

**Our Investments and Achievements**

Over the last five years the Council has demonstrated a commitment to rationalising the estate ensuring it is fit for purpose and reflects the future strategy of the organisation. Some of our significant achievements are listed below.

**Shire Hall refurbishment**

In April 2015 funding of £4.13m was secured from central government and the GFirst LEP Gloucestershire Growth Deal 2015 to 2021 to prepare the Quayside and Blackfriars sites ready for redevelopment and to incorporate renewable energy generation into the proposals, helping the Shire Hall offices to become one of the most energy efficient buildings in central Gloucester. These offices are being fully refurbished to provide modern efficient office space in line with our Worksmarter and flexible working strategy.

**Improvements include:**

- Solar panels - incorporated into the new cladding and on the roof, providing independent electricity supply to significantly reduce our energy bills and carbon footprint.

- Open plan offices that will increase the efficiency of the space, allow cross ventilation of the building and support larger teams to colocate.
- The top floor of block 4 has been fully enclosed and insulated in order to reduce solar gain in hot weather and keep the heat in during the cold weather. It will now accommodate our strategic partner Gloucester City Council.

- Replacing existing windows as in many locations they are beyond repair, inefficient and letting wind and rain through.

- Local kitchen facilities will be provided in addition to the 'Spires' and 'Bearlands' cafes with the option to utilise it as a Conference Centre.

- New Wellbeing space including multi faith room, multi use studio, new cycling storage, showers and toilets.

- A new Boardroom and a suite of video conferencing meeting rooms.

- A new drop in hub on the ground floor to provide hotdesking facilities or short duration working environment.

- Extended access to the building in terms of hours of use and also accessibility.

All elements of the structure will be low maintenance to reduce the ongoing costs of maintaining and running it and access to and from the building will be improved. Some internal areas within the buildings have already been improved as part of the Worksmarter programme. The rest will be refurbished as part of the overall project and as each phase is completed staff will be relocated into new areas.
The new Barbican reception building is located on the site of the old magistrate’s court and is part of the multi-million pound investment in the refurbishment of the Shire Hall complex.

The new hub provides a fully accessible reception for disabled visitors and families, private rooms for confidential discussions and brings together Gloucester social care teams in one place.

The former magistrate’s court and police buildings were handed over by our strategic partners in 2016 and works were completed in January 2018.

The council relocated its current services based in Quayside House into the new building, connecting them with other services in Shire Hall.
Other significant achievements over the last five years:

<table>
<thead>
<tr>
<th>Co-location with partners</th>
<th>Revenue savings and income</th>
<th>Regeneration</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Bodies/Partners:</td>
<td>• The vacation and disposal of Sandford Park House (SPH). GCC AMPS have spent significant sums on maintaining the building. However, fundamentally the building was not suited for use as modern office space, being compartmentalised, poorly lit and poorly insulated.</td>
<td>• Creating a Local Development Order (LDO) to kick start the regeneration of the Blackfriars and Quayside area. Securing a grant of £4.13 million from central government and GFirst LEP Gloucestershire Growth Deal 2015 to 2021.</td>
</tr>
<tr>
<td>• Gloucestershire Care Services</td>
<td>• The total annual cost of the property to GCC was approx. £250,000, which included rent of £110,000 as well as utility charges and other property overheads.</td>
<td>• 295 student units were completed in September 2018 on the Blackfriars car park. Phase II consisting of a further 186 units, ancillary accommodation and a new pedestrian street has received planning permission.</td>
</tr>
<tr>
<td>• Gloucester City Council</td>
<td>• Rental income from co-location with partners is estimated at in excess of £0.5m</td>
<td>• Proposals are being taken forward for the provision of a new office building on the site of the former Quayside House. This will provide 2 GP surgeries, office space, a pharmacy and associated parking.</td>
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<tr>
<td>• MASH - Gloucestershire Police Constabulary</td>
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<td>• Ringway</td>
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<td>• Sopra Steria</td>
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<tr>
<td>• Western Adoption Services</td>
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<tr>
<td>• Properties:</td>
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<td>• Beeches Green</td>
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<td>• Cirencester Lewis Lane</td>
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<td>• County Offices Cheltenham</td>
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<td>• Dean House</td>
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<td>• Lydney Fire Station</td>
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<td>• Newent Library</td>
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<td>• North Gloucester Fire Station</td>
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<td>• Shire Hall</td>
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<tr>
<td>• Tewkesbury Borough Council</td>
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**Capital Receipts**

Disposals of over 200 surplus assets since 2011 generating £105m of capital receipts as part of the Meeting the Challenge programme (1 & 2). Phase 3 of the programme identifies a target of £33m between April 2018 and March 2021.

**Capital Projects**

Asset Management & Property Services has project managed circa £100m of capital spending on the Education portfolio including schools and early years over the last 5 years. This work has increased the number of available school places to children of preschool, primary and secondary ages.
Primary Schools
Complete demolition and rebuild to complex phased remodelling

- Northway Infant School: Complete replacement of condition expired 2 FE Infant school funded from Basic Need grant. Completed and handed over June 2016 in budget and to programme.
- Calton Primary School: 1FE expansion of existing 2FE Primary, increasing capacity to 3 FE. Funded from combination of basic need grant and S106. Successfully completed and handed over October 2016.
- St Whites Primary School: Complete replacement of condition expired school, 1.5FE with a 2FE core completed in Jan 2016.
- Watermore Primary School: 1FE replacement school completed Feb 2015.

Secondary Schools
Multi phased complex schemes working in the heart of busy, occupied schools

- Cleeve Secondary Academy: 1 FE Expansion of Secondary Academy funded from combination of S106 and capital contribution. Successfully completed and handed over July 2018, within budget and in advance of programme completion.
AMPS Traded Services

This branch of the service continues to grow and attract new customers. The creation of a buy back brochure offering three tiers of services has been instrumental in the success of the scheme. We provide 14,058 meals to 180 schools for 190 days of the year which is a 4.5% increase from 2017. The service also cleans 100 primary schools as part of the cleaning contracts (39% take up) and additional sites join each year.

Our Budgets

Like many other councils Gloucestershire is experiencing central government funding reductions in real terms and we need to make careful choices in where we prioritise the money we do spend. This is especially true in relation to property, as an expensive resource we need to ensure that every pound we spend is spent in the right way.

Revenue Budget

AMPS managed a revenue budget of circa £5.5M for 2018/19 to deliver the day to day running and managing of the Non Education estate. In 2019 AMPS will deliver a corporate estate capital programme of circa £23M and an Education Capital Programme of circa £46M with an annual target of £15M in capital receipts.

For the last 5 years AMPS has managed a budget of £1.1M per year for Corporate property maintenance, this budget has been spent on removing all Priority 1 – Urgent work that will prevent immediate closure of premises. The work undertaken to achieve this has concentrated on Roofs, Windows, Doors, Mechanical and Electrical Services. This budget has been maintained even though construction costs have risen sharply over the last 5 years, the BCIS All in TPI #101 data for Q1 2013-Q1 2018 indicated a rise in the region of 35%. The budget has been maintained at the historic figure even though it now includes all those properties which have returned to AMPS management through the continued implementation of the Corporate Landlord model.

Capital Programme

The capital strategy for 2019/20 gives a high-level overview of how capital expenditure, capital financing and treasury management activity contributes to the provision of local public services along with an overview of how associated risk is managed and the implications for future financial sustainability. The Medium Term Financial Strategy (MTFS) sets out the Council’s high-level funded plan for achieving its goals and priorities, balancing available financing and spending ambitions. It highlights the financial projections for financing, spending (revenue and capital), and reserves. The MTFS is prepared annually and covers the three year period 2018/19 to 2020/21.
Governance

Asset Management & Property Services work with services regularly then at annual service meetings in order to coproduce business cases that are then presented to Property Board for Capital Funding consideration. The Council’s project appraisal process will be the methodology employed to evaluate schemes included in the MTFS. Where projects are confirmed by the Property Board they are then included in the Forward Plan for the next round of the MTFS presented to Cabinet and considered by full Council for adoption.

The final capital programme is presented to Cabinet in January and to Council in February each year.

Asset disposals

When a site is no longer needed, it may be sold so that the proceeds, known as capital receipts, can be spent on new sites or to repay debt. The Council is currently also permitted to spend capital receipts on service transformation projects until 2021/22. Repayments of capital grants, loans and investments also generate capital receipts. The Council plans to receive £33m of capital receipts over the next 3 years.

Flexible Use of Capital Receipts

As part of the local government finance settlement for 2016/17 Central Government announced greater flexibility for council’s in how they make use of capital receipts. Councils were previously only allowed to use capital receipts for repaying debt or funding further capital spend. The rules now allow new capital receipts to be used to fund the revenue costs of transformation projects designed to generate ongoing revenue savings in the delivery of public services and /or to transform service delivery in a way that reduces costs or demand for services in the future. Plans for utilising capital receipts in this way need to be approved by County Council, incorporated in the Council’s Efficiency Statement, and progress reported on an annual basis to DCLG.
Major Property Initiatives within the Medium Term will include:

- **Blackfriars and Quayside Regeneration Programme**
  Continuing the work already in progress in this area, the Council and its partners are working to deliver a potential £65m Quayside development programme. Invest to save business cases have been developed and approved for the first two phases of the programme:
  - Phase 1 – Health and Office Hub
  - Phase 2 – 500 space car park
  - Phases 3 & 4 are being developed for a future scheme

- **Children and Young People Implementation Plan**
  Need to plan the service platform within the corporate vision of multi-agency and multi-service based property which can also provide agile working capacity.
  This will involve developing a plan for the development of property bases for the next 10 to 15 years following a review of current property and service metrics.
  A Review of Prospects estate needs to be undertaken to move towards less rented space and more freehold accommodation.

- **One Public Estate (OPE)**
  OPE is a national programme jointly run by the Cabinet Office Government Property Unit and the Local Government Association. The One Gloucestershire Estates Group has been established to draw up a joint Service and Assets Delivery Plan (SADP) together with our Health, Fire, Police, Borough and District partners to deliver the following outputs over the next 5 years;
500 new homes and 1000 new jobs through the identification of opportunity sites

£30.6m in capital receipts and £5.6m in revenue savings by reducing the size of the estate, eliminating significant maintenance liabilities

The group is empowered by their executive teams to drive the partnership forward successfully, working collaboratively with other partners by:

- sharing information about sites, their ownership, utilisation and future plans
- working together wherever possible and making resources available to do so and actively seeking opportunities to drive better value for money through collaboration

The ‘One Gloucestershire Estate’ Programme currently includes 4 key projects – funding for the Gloucester and Cheltenham Public Sector Hubs, Forest of Dean Partner Alignment and the Cotswold Regeneration and Blue Light Project. Unfunded projects being pursued through the OPE arrangements will be the review of service depots across the region.

- Gloucestershire School Places Strategy (SPSO 2018- 2023)

Between 2013 and 2017, the Office for National Statistics (ONS) estimates that the number of 0-19 year olds increased by approximately 3,865 in Gloucestershire, this compares to a 700 decline in the last period of 2010 to 2013 with the largest growth in the 5-10 age range currently in our primary schools. The greatest growth for this age range is seen in the Gloucester, Tewkesbury and Cheltenham areas.

The School Places Strategy examines the duties placed upon the Council by the Department for Education (DfE) and provides an analysis of current primary and secondary school provision. This will help key stakeholders and partners understand how school places are planned and developed over the next 5 years.

- New school for Cheltenham This strategic review indicated a shortfall of at least 120 Year 7 places by 2019 (4 forms of entry (FE), increasing to 6 FE by 2021/22 (equivalent to shortfall of 180 secondary school places)

- New 50 place social, emotional, mental health (SEMH) special school Site and scope to be identified
• Gloucestershire Joint Commissioning Partnership - Market Position Statement

This Market Position Statement (MPS) signals a commitment from Gloucestershire County Council (GCC) and NHS Gloucestershire Clinical Commissioning Group (GCCG) to transform our model of care and support to meet the needs of our adult population.

The new Strategy will reflect the emerging commissioning strategies for Older Peoples care homes, care at home and housing with care to ensure there is an adequate supply of care homes to meet future need.

• Joint Core Strategy

The Joint Core Strategy (JCS) is a partnership between Gloucester City Council, Cheltenham Borough Council, and Tewkesbury Borough Council and was adopted by the three local authorities in December 2017.

The JCS is a co-ordinated strategic development plan that sets out how the area will develop between 2011 and 2031 setting out strategic objectives for employment, housing and community sustainability.

The JCS will have a considerable effect on GCC in the large scale development of housing and consequential draw on services provided by the County Council such as education health and transport.
Our Asset Management & Property Service (AMPS)

AMPS provides a full estates and buildings function for the council under the Head of Property and his management team that provide the Strategic Management function for the AMPS Team.

<table>
<thead>
<tr>
<th>STRATEGIC PROPERTY</th>
<th>The Asset Management Planning Team</th>
<th>Responsible for providing the support to successfully develop, implement and update the Council's Asset Management Plan – focusing on challenging the use and performance of sites and on property reviews.</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Development Disposals Team</td>
<td>Specialises in securing capital receipts, promoting Council land through Local Plan Frameworks.</td>
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<tr>
<td></td>
<td>Estates Team</td>
<td>This team deals with valuations, leases, acquisitions and property management.</td>
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<td></td>
<td>Rural Team</td>
<td>Manages the Rural Estate providing opportunities to new entrants into the agricultural industry, supporting the rural community and its contribution towards national food production and the regional economy. Regular reviews identify opportunities for capital receipts and to consolidate lettings to improve farming sustainability. Parts of the estate are held strategically to support future housing and employment needs.</td>
</tr>
<tr>
<td>BUILDING SERVICES</td>
<td>Delivery Project Management/Engineering/Surveying</td>
<td>This team delivers the capital buildings and capital maintenance programmes and manages buildings related hazards (asbestos, legionellosis, flooding, radon, fire risk, etc). It is responsible for the collection and management of condition survey data and provides support services to premises with delegated responsibilities. Over the last 5 years this team has overseen over £100M in investment in the school estate.</td>
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<td></td>
<td>Delivery Contract Management</td>
<td>Specialist support to schools and the corporate estate for the provision of soft FM services including grounds maintenance, arboriculture, cleaning and schools catering.</td>
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<tr>
<td></td>
<td>Facilities Management</td>
<td>FM for corporate sites including Shire Hall. Provision of custodians, in house repairs and maintenance, post and utilities management.</td>
</tr>
<tr>
<td>BUSINESS UNIT</td>
<td>Property Information Unit</td>
<td>The asset database system is based around the Technology Forge system which currently has 670 registered users covering both sites and individual users. The success of the system depends critically on the data in the system being regularly updated to ensure that decisions are made on the most up-to-date position.</td>
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<tr>
<td></td>
<td>Projects Support Team</td>
<td>Provides technical programme support to large strategic projects including planning, programme management, communications and risk and financial management.</td>
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<tr>
<td></td>
<td>Business Support Team</td>
<td>Provides administrative and financial support to AMPS. Its key function is the Building Helpdesk and it is a central point of access for corporate compliance programmes and reactive maintenance calls.</td>
</tr>
</tbody>
</table>
Property Reviews

The case for reviews of certain properties, either geographical or service based, and scope for rationalisation continues to be explored, but now on a more focused basis. The corporate property review process and improved data collection lead to under-performing sites being identified and options considered for replacement, disposal, etc. As greater joining up with Services takes place, there will be a net reduction in sites held by the Council and, as a consequence, revenue expenditure. Disposals also continue to arise through the rationalisation of the Rural Estate and by pursuing planning led opportunities.

Planned Maintenance Programmes and Maintenance Strategy

A new Maintenance Strategy will be developed in 2019 which will outline the programme of how both capital and revenue maintenance is organised on the basis of meeting priority needs. As further up to date condition data is received, Members will receive reports on backlog, and targets for reduction/stabilisation will be linked to available funding;

Condition surveys of all properties the Council has an interest in are ongoing, with a new programme underway in 2019. These provide the basis for future planned maintenance programmes and for business cases for capital bids and disposals programmes. The data collected is fundamental to asset management decision making.

Annual premises liaison meetings take place with a representative from each establishment at which the capital maintenance programme of works and are discussed and those which are of a high enough priority are agreed. All school projects are now match funded by the Authority each contributing 50% of the scheme costs.

A clear framework for the identification, prioritisation and implementation of the Capital Maintenance Programme and other related programmes of work will be updated to form part of the Maintenance Strategy. This updated process will continue to be totally transparent and well understood by individual premises managers. Over the last 5 years the Surveying Team has overseen over £7M in strategic maintenance on the schools estate.

The risks to which the Council is likely to be exposed are considerable, particularly in the area of Corporate Manslaughter. Health and Safety related schemes are identified through a programme of risk assessments works are then prioritised and implemented.

Compliance with this legislation is reliant upon continued funding in this area.
Development of Property Care (Traded Service)

Property Care Services is the largest provider of estate solutions to Educational sites within Gloucestershire. The service continues to thrive and has expanded to suit the increasing demand.

The team offers three service packages – Gold, Silver and Bronze – covering reactive maintenance, planned preventive maintenance, major and minor alterations and refurbishments, together with operation and maintenance of services, plus other tailored services to over 80% of schools in the county.

Development of the Capital Programme

Potential capital schemes will only be progressed if referred to in the relevant Service Plan. Where necessary, schemes must also be the subject of an Equalities Impact Assessment. Schemes are expected to have been the subject of thorough option appraisal, cost assessment, whole life costing, and assessment of revenue implications. Sustainability, risk on deliverability, the extent to which the scheme is self-financing, and most important of all, the way in which the scheme meets corporate and service needs and objectives, must be addressed as these are the criteria on which schemes are scored.

The capital scheme assessment, scoring and prioritisation is over seen by the Property Board. Directorate representatives are invited to a sub group of the Board to provide more detail and clarity where needed, in order that the sub-group have enough information on which to assess and score the capital schemes and to make recommendations to the Board and onwards to Cabinet as part of the MTFS.
Management of the Capital Programme

All schemes in excess of £100,000 are subject to Group approval. Schemes in excess of £500,000 will be subject to Member approval. As a consequence, corporate ownership of capital schemes and client control of how a scheme develops has improved.

A process for reporting predicted overspend to Members as soon as possible is in place.

A project management system to track schemes as they travel through the process has been introduced using Technology Forge.

GCC has established design policies for consultants to work to as part of the Brief. These include sustainability, design quality, a Gloucestershire signature appearance, and guidance on sourcing of materials.

Framework Partnering

Asset Management and Property Services (AMPS) currently manage a range of Framework Agreements and a Dynamic Purchasing System (DPS) in order to support and enable the delivery of effective property related services across the County.

Both the major and the minor Frameworks have been in place since 2015, and come to an end during 2019. Extending the Frameworks is not an option, as they were set up with 4 year terms in each case in accordance with the Public Contract Regulations 2015 (PCR 2015).

The split of the current allocation since 2015 has been, Education £37m, Corporate £15m, Gloucester City £6m.

The current estimated spend across the minor maintenance works Framework is £3.4m to date, with an estimated spend of £4m by March 2019.

As a consequence of these frameworks coming to an end AMPS is currently conducting an EU compliant competitive tender for the award of a four year Framework agreement for the delivery of medium and large asset management and property related services/projects with an estimated total framework value of £95m over its term. The Framework has been divided into two Lots to procure services and projects valued at £150k and above.

AMPS is also conducting an EU compliant competitive tender to create a four year Framework agreement for the delivery of minor maintenance and property related services/projects with an estimated total value of £5m over its term. The Framework will be used to procure services and projects valued up to £15k to come in to effect in 2019.
Performance Management/Follow-up
The Frameworks will be managed in line with the Council's contract management procedures. A full category review is considered in 2 years from the start of the new Framework to assess performance, contract management and market feedback. This will inform the options appraisal and recommendations for the future.

Monitoring of major contractor performance will be through a set of pre agreed KPI's that will be reported at Partnering Framework, quarterly Core Group meetings.
Working with our Services

The appropriate use of sites in the right location can make the difference between good and poor service delivery. Working with services to understand their current and longer term requirements for sites and for space across the estate is an essential function of the Property team.

The Corporate Strategy 2019-2022 sets out the priorities for each of our service areas that are responsible for delivering the vision for the Council. The table below identifies where those priorities will have an effect on the policy objectives of this Asset Management Strategy:

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<tbody>
<tr>
<td>Make Gloucestershire a child-friendly county</td>
<td>Review the Families Plan (April 18) setting out needs for 3 years</td>
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<td>Increase the resilience of children &amp; families</td>
<td>Review OFSTED improvement plan</td>
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<td>Intervene effectively to keep vulnerable children safe</td>
<td>Development of Multi Agency Safeguarding Hub (MASH)</td>
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<td>Ensure that children in care and care leavers get the best possible opportunities</td>
<td>Development of Young People’s accommodation</td>
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<td><strong>Education &amp; Skills</strong></td>
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<tr>
<td>Make sure children have access to good quality schools</td>
<td>Schools Place Planning Reshape Education – develop school places and school improvement strategies</td>
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<tr>
<td>Help children and young people with additional needs to learn and succeed</td>
<td>Review the SEND Service Property Plan and the current estate</td>
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<tr>
<td>Develop skills for the future</td>
<td>Review the Prospects Service Property Plan and the current estate</td>
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<td><strong>Health, Care &amp; Prevention</strong></td>
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<td>Design an adult social care system that helps people stay independent and supports people with long-term needs</td>
<td>Make more use of community-based care and rely less on residential and nursing care</td>
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<td>Promote better mental health for all</td>
<td>Independent living requirements working with DC’s and HA’s Housing with Care Strategy and commissioning of appropriate housing</td>
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<tr>
<td>Help people of all ages to stay healthy and well</td>
<td>Asset Based approach using resources in communities</td>
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<tr>
<td>Join up health and care services</td>
<td>Joint Estates Strategy – NHS Sustainability and Transformation Plan</td>
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<tr>
<td>Communities &amp; Localities</td>
<td>Ensure that no community is left behind</td>
<td>‘One Gloucestershire ’ One Public Estate Area Based Reviews</td>
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<tr>
<td></td>
<td>Increase the resilience of local communities</td>
<td>Asset Based approach using resources in communities</td>
</tr>
<tr>
<td>Transport, Economy &amp; Infrastructure</td>
<td>Secure the benefits of high quality growth for local people and communities</td>
<td>‘One Gloucestershire ’ One Public Estate Area Based Reviews and look to use land the Council owns to create economic growth and employment opportunities</td>
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<td></td>
<td>Help business in Gloucestershire to thrive, grow and connect with the wider world</td>
<td>Support growth hubs/innovation labs/F2F/self-service/digital inclusion Fastershire</td>
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<tr>
<td>Highways</td>
<td>Invest in improving the county’s roads</td>
<td>Undertake a depot review to establish the most efficient way to deliver Highways Services.</td>
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<tr>
<td></td>
<td>Improve customer service and satisfaction</td>
<td>Undertake a depot review to establish the most efficient way to deliver Highways Services.</td>
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<tr>
<td></td>
<td>Get the most out of the shared public sector estate</td>
<td>One Gloucestershire ‘ One Public Estate Area Based Reviews and look to use land the Council owns to create economic growth and employment opportunities</td>
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<td>Transform services through digital innovation</td>
<td>Smarter Working and Agile Working Programmes and the Rollout ICT that will support flexible working and provide opportunities to reduce our office space</td>
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<td></td>
<td>Develop a future focussed workforce</td>
<td>Provide Strategic Asset Management Guidance to assist services to look to the future</td>
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Asset Management & Property Services meet regularly with Service leads to develop capital and maintenance strategies to reflect their ongoing property needs and help them strategically plan for changes in demand for services. These needs will be captured as part of Service Planning processes but property based solutions will be established as part of the Asset Management Planning process and property use decisions are the responsibility of the AMPS Team.

Since the adoption of the Corporate Landlord model by the Corporate Management Team in 2016, Asset Management & Property Services has worked with services to transfer day to day property responsibilities away from front line managers to allow them to concentrate on delivering services to the community.
Our Objectives and Priority Actions

In order to develop a more robust approach to strategic asset management we will deliver our policy objectives, focussing on an agreed set of priority actions/aims that underpin them.

Objective 1: To plan and manage property as a corporate resource for the benefit of the Council and the people it serves.

- Clear corporate decision making and accountability on all property matters
- Property budgets are managed corporately to prioritise investment needs
- Actively link key corporate strategies to opportunities within estate management
- Achieve an effective balance between corporate and service priorities
- Capital Projects are managed effectively based on business cases that deliver corporate and service objectives
- Consider property implications in all new commissions and contracts

Priority action 1.1: Property will be managed corporately ensuring an effective balance is maintained between priorities, use of budgets and governance

The concept of a Corporate Landlord (CL) approach is that the ownership of an asset and the responsibility for its management and maintenance is transferred from service areas into the corporate centre. The service area therefore becomes a corporate tenant and their priority is to plan and deliver their service to the best of their ability. The CL function is to ensure all services are adequately accommodated and to maintain and manage the estate, including acquisition, development and disposal of land and property.

Lack of clarity around these roles leads to duplication of resources, conflicts of interest, missed opportunities and poorly co-ordinated responses to issues.

Aims:

1. Fully define and confirm CL responsibilities and activities
2. Centralise all property related activity, including decision making and budget management, and to prepare service standards, agreements and guidance to ensure service needs are met
3. Ensure the function is reflected and embedded in the Council’s Governance arrangements including planning and contract renewal processes.
Priority action 1.2: We will review and refine our Capital Project Governance

The asset strategy and the capital investment programmes will be overseen by the Council’s current asset governance regime.

To be successfully included in the capital programme the scheme will generally need to:
- relate to the Corporate Asset Management Plan, Capital Strategy and departmental Integrated Service Performance Plans,
- following from the above it must therefore be supported by the departmental management team and the relevant scrutiny committee,
- demonstrate that it is considered the best solution after a full option appraisal process,
- confirm that professional advice has been sought where appropriate, in particular from Property Services or consultants for building schemes, to ensure that estimated costs are correct and that the scheme is deliverable.

Coordination and decision making relating to asset management will be made at the right level and stakeholders across the authority will understand their own roles within the overall structure. There will be consistency in the way asset decisions are made and recognition of corporate control of sites. Fundamental to this are the members of the Property Board and their roles are key to strategic coordination in order to demonstrate that property is a corporate resource.

Aims:

1. Complete the review of the council’s large frameworks
2. Ensure we have clearly defined responsibilities and delegations for property matters within the capital programme
Objective 2: To use our knowledge of the estate and of our services to provide the right property to meet current needs and to anticipate, respond and be flexible to future demands.

- Build relationships and working protocols with service providers to understand current needs and future aspirations
- Ensure that property is suitable and sufficient for service delivery
- Ensure property is secure, safe to use and fulfilling statutory requirements
- Challenge the use of sites and recommend disposal where appropriate
- Maintain and share with partners an accurate, current and comprehensive record of asset data to aid decision making

Priority action 2.1: We will work with our services to understand their longer term requirements

By working with services to identify their asset requirements for service delivery over the long term (up to 20 years if possible) sites held can be matched with that need in a way that is deliverable in the optimum timeframe and at an optimal cost.

This requires services to consider not just best practice in their service area, but next practice - to seek opportunities to improve outcomes and save money by reducing the future demand for sites where possible. Consideration of future demographics, target operating models, gap analysis of provision, pipeline projects and a range of options that could meet future demand will all help define future asset requirements.

We also need to keep under review the changing corporate and financial context in which we develop our asset strategy and on major programmes of work or initiatives where our sites may play a fundamental role, such as the One Public Estate programme.

Aims:

1. Develop protocols, roles and responsibilities for completing and reviewing service plans annually
2. Develop processes for linking and representing the Asset Strategy arrangements to major programmes of work and corporate initiatives

Priority action 2.2: We will set out protocols for prioritisation of projects

Our strategies for managing our sites well while we are responsible for them will highlight opportunities to improve current performance and our work with services is defining our future needs. Using these tools to match sites to future service demand we can create options that will meet that demand and create a long term plan for each asset we hold.
Aims:

1. Develop guidance on prioritisation of capital schemes that support the wider Asset Strategy objectives, examples are:
   - It reduces the demand for and cost of, service delivery.
   - The greatest positive impact on GCC’s performance.
   - It has a wider impact/multiplier effect/longer term benefit.
   - Ability to attract alternative funding streams.
   - Releases Office and other space.
   - Allows co-location and shared sites.
   - Income generating or reducing energy use.

2. Prioritise programmes of work and opportunities that combine projects with linked or similar outcomes.
Objective 3: To support agile working and to promote ‘Worksmarter’ initiatives.

- Adoption of new technologies for building management including Energy Management Systems and remote fire and security monitoring and response systems.
- Promote shared use of Council spaces rather than ‘ownership’ of spaces – all space is flexible and available
- Exploit opportunities to reduce and rationalise the amount of office space needed
- Adopt work anywhere technology including VOIP (telephony) systems, wireless network coverage and ICT support for off-site and remote working
- Build on the success of ‘Open +’ Independent Public access to unstaffed Library buildings

Priority action 3.1: We will define the next steps in Worksmarter programme

The Worksmarter approach is about flexibility as to where and when we work and how we use space and technology to find new and more effective ways of doing things. It recognises that working smarter is essential to the successful transformation of the organisation and contributes to efficiencies and the Council’s performance as well as supporting employees to achieve a positive work-life balance. The spaces we work in provide a vital catalyst to changing how we work.

Aims

1. Align AMPS systems and processes with the Worksmarter agenda/priorities
2. Provide guidance and leadership on agreed ways of working when managing the re-occupation of spaces (e.g. Shire Hall)
3. Create the right working environments, being explicit in the ‘Property offer’ for each Hub – Smarter Working practices available/Drop In facilities/Ours of Operation/Parking/ Conference Facilities/Video Conferencing/accessibility for visitors and staff/named property manager/Helpdesk support
Objective 4: To manage and maintain property effectively, efficiently and sustainably

- Manage the estate prudently and within budget constraints, adopting Corporate Landlord protocols
- Seek efficiencies in occupancy and utilisation, driving the Worksmarter initiative and promoting co-location and integration
- Monitor the cost of property activities and property performance to identify opportunities for improvement
- Ensure that property is as sustainable as possible in design, construction, operation and maintenance
- Reduce energy and water consumption and CO2 emissions and take opportunities to generate renewable energy where appropriate

Priority action 4.1: We will ensure our data is accurate and accessible for decision making

A complete set of asset data consists of:

- Core data on location, areas and tenure/use (asset register)
- Asset management data (condition/costs/income)
- Performance data including occupancy (baselines/benchmarks)
- Fit/suitability for current operations or purpose plus historic and planned works

Aims:

1. to implement processes and protocols to gather and update asset data in a more robust way and to identify data owners
2. to continue to cleanse and improve the quality and accessibility of the data held
3. to invest in the development of key systems and in the training of staff in their application

Priority action 4.2: We will fulfil our landlord duties in maintaining the current estate

It is vitally important that the Corporate Landlord looks after and is accountable for our sites. Our strategy is to ensure that our maintenance resources are prioritised to appropriate buildings where the money is needed most. We identify these priorities by conducting a targeted programme of condition surveys which aims to understand life cycle need over a 25 year period and by cross referencing this with the future plans for buildings.

Aims:
1. To survey and monitor our buildings ensuring they are safe and secure for the people who use them
2. To allocate funding to projects that will achieve the maximum positive impact, achieving an efficient balance between planned and reactive maintenance work
3. Achieving maximum efficiencies in the way we procure building maintenance work

**Priority action 4.3: We will measure and identify opportunities for performance improvement**

Making the right decisions and demonstrating that those decisions have a positive effect on the performance of our sites is important over the course of implementing a strategy.

Aims:

1. To use performance data to promote a culture of continuous challenge and improvement
2. Set out governance proposals for performance monitoring and reporting
3. Link improvement targets to work programmes/business cases
Objective 5: To optimise financial return and commercial opportunities and to use land and buildings to stimulate development and growth

- Use sites to stimulate regeneration and inward investment
- Identify and develop pipeline projects that will meet capital receipts targets and contribute to wider land development programmes
- Continue the programme of progressive rationalisation of the estate
- Develop acquisition and investment strategies to support growth plans at key sites
- Develop and manage the commercial portfolio effectively, balancing regeneration needs and income generation

Priority action 5.1: We will use key sites to support regeneration and growth

The use of sites to achieve longer term economic growth outcomes has a multiplier effect, over-riding the purely financial case of asset retention versus disposal. For example, ensuring that small businesses can start and grow is vital to a town’s long term sustainability and providing appropriate and affordable incubator spaces is an appropriate strategy to support this.

Aims:

1. To collaborate with economic development teams to review the evidence and identify the gaps in land/property provision that would stimulate additional growth across the county. Promote appropriate sites through emerging Local Plans, Local Development Frameworks and Joint Core Strategies.
2. Use business cases/options appraisal assess the maximum benefit any asset could provide to the council in both economic and financial terms

Priority action 5.2: We will continue the programme of progressive rationalisation of sites

There are two broad principles that apply to designing the future options for sites to deliver services:

- disaggregating services to be delivered in communities in smaller sites, such as for highways depots
- bringing services together into fewer but larger hubs to deliver services more effectively and consistently.
Aims:

1. Reinforcing the Corporate Landlord role in managing and reviewing these sites corporately
2. Reviewing Acquisition and disposal strategies (including CAT’s or short term options while property is held for longer term objectives)
3. Every asset has a reason for being held which dictates future levels of investment
4. To undertake an estate review on a District basis with a primary objective of identifying 6 district hubs (links to objective 3)

Priority action 5.3: We will develop and manage the commercial portfolio

A well-managed, balanced commercial property portfolio provides the opportunity to generate income at a greater level than traditional sources. This revenue can support service provision and the potential for the portfolio to appreciate in value make this a prudent strategy. Investment in a broader commercial estate can also ensure the County’s economic, social and environmental wellbeing over the longer term.

Aims

1. Develop an investment/commercial strategy
2. establish appropriate governance and management structures to deliver the strategy
Objective 6:  To promote joint working where it will provide benefit for service delivery and in securing efficiencies.

- Work with partners, communities and other agencies to promote co-location and joint service delivery
- Work with Districts and other agencies to identify opportunities to bring forward sites to meet strategic housing needs as set out in District Local Plans and the Joint Core Strategy.
- Establish protocols principles to simplify and standardise the approach to joint working
- Lead and drive the One Public Estate programme through ‘One Gloucestershire Estate’
- Support the objectives of the Integrated Care System and the joint estates strategy
- Work in partnership with our district councils, the Police and the NHS

Priority action 6.1: We will work with other agencies and partners to seek and promote co-location and joint service delivery

Initiatives such as the One Public Estate Programme seek to build trust and capacity to secure an effective and lasting partnership that delivers mutually beneficial outcomes.

Co-location benefits

- efficiencies from scale, reducing our costs;
- Services working together, focused around service users;
- shared experience/knowledge and practises; and,
- Re-enforcing corporate ownership of sites.

Aims:

1. Review/define Asset Management function, identifying lead contacts and opportunities for developing collaborative programmes.
2. Simplify and standardise approach to joint working (including charges and contracts)
3. To promote and facilitate the co-location of services and partners during all asset planning activities (especially as part of future modelling of services).
**Priority action 6.2: We will actively participate and support the One Gloucestershire Estate programme**

The programme has delivered many key projects to date and the council remains committed to its objectives.

Actions relating to OPE Funded Projects:

1. Cheltenham ABR: Public Selector Hub – Look to continue to rationalise our footprint in Cheltenham in agreement with our strategic partners

2. Gloucester ABR: Health Hub - Continue to explore the opportunity to develop a Health Hub on the site of the former Quayside House to incorporate two Health practices, Pharmacy, offices, ‘Changing Places facility ‘and parking as part of a much wider regeneration scheme for the Quayside site which could include residential, offices and larger parking facility.

3. Cotswold ABR: Cirencester Blue Light Hub and Town Centre Regeneration – Continue to support our strategic partners in their regeneration project for Cirencester Town centre and the potential of a ‘Blue Light Hub’

4. Forest of Dean ABR: Forest Hub – Take forward a review of estates owned by strategic partners and develop projects to bring forward housing, health and social care opportunities.

5. Countywide Depot sites review - Take forward a review of estates owned by strategic partners and explore opportunities to support a programme of improved service delivery.
Implementation and Action Plan

This Asset Management Strategy is designed to provide clear statements about how the Council’s property portfolio should be shaped and managed over the next 5 five years. It will be reviewed annually as part of the annual business planning and financial planning cycle to ensure it remains in alignment with the Council Strategy and changing circumstances.

The strategy sets out clear objectives for the estate and a number of priority actions for delivering change in both the Council's property portfolio and the way it is managed. A summary of these priorities is set out in the second component of the Corporate Asset Management Plan – the Asset Management Action Plan. The Action Plan details what is going to be implemented, when and by whom over the short term to deliver the strategy. It is a management and monitoring tool that will be used by the AMPS Team to ensure the objectives of the Asset Management Strategy will be delivered.
Appendix 1 – Asset Management Action Plan
Asset Management Action Plan

This Action Plan comprises three themes of activity:

- **Organisational Activity (ORG)** – actions to be taken to ensure that organisational and governance arrangements relating to Asset Management is robust and that roles/responsibilities/resources are identified/clear.
- **Strategic Activity (STRAT)** – areas of policy that need to be strengthened in respect of asset management.
- **Property Specific Activity (PROP)** – details of actions concerning assets such as disposals, acquisitions and investment (this is not intended to be an exhaustive list of projects).

The Action Plan forms part of the Asset Management Framework which responds to our corporate drivers, ambitions and priorities. It collates our objectives and priority actions from the Asset Management Strategy into a monitoring document with measurable outcomes over a three year period.

### Organisational Activity

<table>
<thead>
<tr>
<th>Ref.</th>
<th>Activity</th>
<th>AM Objective</th>
<th>Outcome</th>
<th>Key Milestones 2019/20</th>
<th>Key Milestones 2020/21</th>
<th>Key Milestones 2021/22</th>
<th>Owner</th>
<th>Resource/budget</th>
</tr>
</thead>
<tbody>
<tr>
<td>ORG1</td>
<td>Review and improve Corporate Landlord approach</td>
<td>To plan and manage property as a corporate resource</td>
<td>By 31st March 2020 clear corporate decision making and accountability in place with agreed service standards and guidance. Function is embedded in all governance and contract arrangements.</td>
<td>Review current Corporate Landlord arrangements in all property functions/service areas</td>
<td>Implement and integrate new Corporate Landlord arrangements in working practices</td>
<td>Monitor working arrangements and implement improvements based on performance</td>
<td>RB</td>
<td>Internal resources</td>
</tr>
<tr>
<td>ORG2</td>
<td>Review and improve Corporate Landlord approach</td>
<td>To plan and manage property as a corporate resource</td>
<td>By December</td>
<td>Set in place new</td>
<td>Monitor and</td>
<td></td>
<td>RB</td>
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<tr>
<td>ORG3</td>
<td>Review contractor frameworks</td>
<td>To manage and maintain property effectively</td>
<td>By May 2019 complete the review and procurement of contractor frameworks</td>
<td>Complete procurement and selection exercise for all Framework Lots</td>
<td>Monitor performance against agreed criteria</td>
<td>Produce and review KPIs on contractor performance and action as appropriate</td>
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<td>ORG4</td>
<td>Supporting regeneration and growth</td>
<td>To optimise financial return and commercial opportunities</td>
<td>By 31st March 2020 to have organisational arrangements in place to actively promote GCC land through emerging local plans, LDF’s, Joint Core Strategy, etc.</td>
<td>Review current arrangements within AMPS and in the business case/options appraisal processes for opportunities</td>
<td>Identify gaps in land/property provision that would stimulate growth and develop programmes/proposals to bridge gaps</td>
<td>Monitor and review performance and outcomes</td>
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<tr>
<td>ORG5</td>
<td>Standardise approach to joint working</td>
<td>To promote joint working where it will provide a benefit for service delivery and in securing efficiencies</td>
<td>By 31st March 2020 we will have clear operating protocols for leading on joint working initiatives and developing collaborative programmes</td>
<td>Identify lead contacts and responsibilities</td>
<td>Simplify and standardise approach including charges and contracts</td>
<td>Embed protocols in all facets of AMPS</td>
<td>Monitor and review working arrangements</td>
<td>FT</td>
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<tr>
<td>Ref.</td>
<td>Activity</td>
<td>AM Objective</td>
<td>Outcome</td>
<td>Key Milestones</td>
<td>Owner</td>
<td>Resource/budget</td>
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<tr>
<td>STRAT1</td>
<td>Develop Policies and processes for linking Asset Strategy to corporate and service plans</td>
<td>To use our knowledge of the estate and services to meet needs</td>
<td>By March 2020 to have set out policies for alignment of the Asset Strategy with annual service planning and the corporate planning cycle</td>
<td>Complete the appraisal of the current suite of AM policies and engagement processes</td>
<td>MP</td>
<td>E.g. Revenu e cost £.. Procure ment of ...</td>
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<td>Set out the approach and consult/agree with services</td>
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<td>Implement year one of service plan alignment with Asset Plans</td>
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<td>Monitor and review process and procedure</td>
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<tr>
<td>STRAT 2</td>
<td>Define the next steps in the agile working programme</td>
<td>To support agile working and to promote smarter working initiatives</td>
<td>By 31st March 2020 we will have set out the next steps in the smarter working programme and adapted working policies to support the programme</td>
<td>Linking with ICT and HR, review success of programme to date and assess next steps to achieve greater efficiencies</td>
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<td>Set out steps to embed the agile agenda in Managers/teams practices</td>
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<td>Adjust and adapt policies to enable next phase of the programme</td>
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<td></td>
<td>Implement policy and deliver business case</td>
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<td>Develop business cases for investment where necessary</td>
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<td>Carry out post occupancy reviews and reinforce messages as required</td>
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<tr>
<td>STRAT 3</td>
<td>Review acquisition and disposal policies</td>
<td>To optimise financial return and commercial opportunities</td>
<td>By March 2021 acquisition and disposal strategies will be aligned with programmes and plans for the estate setting out approach to be taken. Terms of reference for the Property Board to be reviewed and fine tuned in line with any changes to policies and strategies</td>
<td>Review current policies to ensure they are fit for purpose; reflect the ongoing rationalisation plans for the estate; complement other estate strategies. Refresh Property Board terms of reference and representation to reflect cross cutting nature of decision making</td>
<td>Establish criteria and protocols for review of policies and programmes by SMT</td>
<td>Review operation of Property Board to ensure its fitness for purpose as the Asset Strategy develops</td>
<td>NC</td>
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</tr>
<tr>
<td>STRAT 4</td>
<td>Develop an investment strategy</td>
<td>To optimise financial return and commercial opportunities</td>
<td>By 31st March 2021 to have a strategy approved by Cabinet and governance and management structures in place to deliver the strategy</td>
<td>Establish the level of investment required by GCC and that it ensures financial prudence Research and draft strategy for approval</td>
<td>Implement strategy and programme of activities to deliver</td>
<td>Monitor returns and adjust strategy accordingly</td>
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</table>
# Property Specific Activity

<table>
<thead>
<tr>
<th>Ref.</th>
<th>Activity</th>
<th>AM Objective</th>
<th>Outcome</th>
<th>Key Milestones</th>
<th>Owner</th>
<th>Resource/budget</th>
</tr>
</thead>
</table>
| PROP1 | Use performance data to challenge use of inefficient assets | To use our knowledge of the estate to meet needs and to respond to demands  
To manage and maintain property effectively, efficiently and sustainably | By 31st December 2019 to have re-assessed what performance measures are appropriate, what reporting is required and reviewed the estate against those measures | Undertake an appraisal of performance measures and how they are used and reported  
Assess Techforge capacity and capabilities | FT | Revenue cost £..  
Procurement of … |
| PROP2 | Improve property data collection and quality; archive and dispose of expired or non-relevant data | To manage and maintain property effectively, efficiently and sustainably | By 31st December 2019 to have a single set of up to date and relevant property data that is accessible and that is used for decision making | Undertake a review of current systems and cleanse/archive data held ensuring it is accurate and current  
Identify data owners and their responsibilities | KR | Monitor and review |
<p>| PROP3 | Maintenance programmes are developed using condition data and future use of property | To manage and maintain property effectively, efficiently and sustainably | By 2024 to have completed a 5 year rolling programme of condition surveys across the whole portfolio and to use this to inform planned maintenance programmes | Prioritise survey requirements and agree resources to carry out surveys | Data cleansing and archiving complete | (collection to disposal) Consider further developments and investment in property software | Ongoing surveys and set out plans for future repeat surveys/samples | RB |
|-------|---------------------------------------------------------------------------------|------------------------------------------------------------------|-------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------|
| PROP4 | Continue to collaborate with the One Public Estate programme | To promote joint working where it will provide a benefit for service delivery and in securing efficiencies | By 31st March 2020 to have actively contributed to the successful delivery of a number of OPE projects in accordance with the agreed programme | Undertake Area Based Portfolio Reviews for the 6 Districts and a Depot Review | Develop options, feasibilities and business case for the 6 Districts and Depots | | | FT |</p>
<table>
<thead>
<tr>
<th><strong>Background Documents</strong></th>
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<tbody>
<tr>
<td>• Due Regard Statement.</td>
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<table>
<thead>
<tr>
<th><strong>Location/Contact for inspection of Background Documents</strong></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Education &amp; Skills Funding Agency – Adult Education Budget Funding and Performance Management Rules 2018-19 -</td>
<td></td>
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<tr>
<td>Education &amp; Skills Funding Agency – Apprenticeship Funding and Performance Management Rules 2018-19 –</td>
<td></td>
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<tr>
<td>Draft Education &amp; Skills Funding Agency Adult Education Budget funding rules 2019-2020 –</td>
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<tr>
<td>Due Regard Statement –</td>
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<tr>
<td>Adult Learning Due Regard Statement 2019 to 2020 V3 of 04.03.19.docx</td>
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</tbody>
</table>

| **Main Consultees** | Education and Skills Funding Agency (ESFA), Adult Education sub-contracted Providers, Further Education Colleges. |

<table>
<thead>
<tr>
<th><strong>Planned Dates</strong></th>
<th>Consultation with the main consultees in April and May 2019.</th>
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<tbody>
<tr>
<td></td>
<td>Ongoing consultation with the ESFA.</td>
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</table>
### Purpose of Report

To seek Cabinet approval to:

- **a)** Enter into the funding agreement with the Education and Skills Funding Agency (ESFA) for the purpose of funding the delivery of Community Learning and Adult Skills Programmes during the 2019-2020 academic year; and

- **b)** To continue to award call-off contracts of varying lengths up to a maximum of 12 months (dependent on the type of course or piece of work, for the 2019-2020 academic year) for the provision of adult learning services under a framework agreement approved by Cabinet in April 2018 (which is valid for a further 3 years).

### Recommendations

That the Cabinet Member for Economy, Skills & Growth authorises the Director of Education to:

1. Enter into a funding agreement with the Education and Skills Funding Agency (ESFA) under which the council shall receive ESFA funding for the purpose of delivering Community Learning and Adult Skills Programmes for the 2019-2020 academic year;

2. To continue to award, during the academic year 2019-2020, a series of 12 month call-off contract(s) for the supply of learning to adult learners, utilising the ranking criteria, from the providers appointed under a four year contract framework agreement in 2018 (up to the value of £499,999 in respect of any single call-off contract). Individual call-off contracts whose values exceed £250,000 in value will be made in consultation with the relevant Cabinet Member. Any call-off contract with a value of £500,000 or more shall be the subject of a separate Cabinet decision.

### Reasons for recommendations

1. Without Education and Skills Funding Agency funding, the Adult Learning Commissioning and direct delivery service (Adult Education in Gloucestershire) would not be able to continue to deliver adult education in Gloucestershire in the 2019-2020 academic year, or procure the delivery of such services from third party providers. The council would need to manage the resulting costs of liabilities arising in respect of any redundancies in relation to the Council’s Adult Education staff.

2. Without Education and Skills Funding Agency (ESFA) funding the council would not be able to utilise such funding to contribute to developing skills in the local economy.

### Resource Implications

The costs of the Adult Education contracts will be met from the ESFA grant, totalling £2,270,323 for the 2019-2020 academic year.
A total of £1,770,324 will be allocated to Adult Education in Gloucestershire (direct delivery team) for skills and community learning courses and a total of £499,999 to the appointed sub-contracted providers for community learning courses under the contract framework agreement.
1. Background

1.1 Gloucestershire County Council has been receiving funding for Adult Education from the Education and Skills Funding Agency (ESFA), formerly the Learning and Skills Council, since April 2001. A contract is issued by the ESFA to the council for each academic year, with funding allocated for specific areas of provision.

1.2 For the 2019-2020 academic year the Education and Skills Funding Agency will require Gloucestershire County Council to enter into a Conditions of Funding Agreement for an amount of £2,270,323 that contains agreed delivery of learning for:

- Community Learning, (Non-accredited learning programmes primarily aimed at adults with low skills levels and economically disadvantaged learners).
- Adult Skills (Accredited learning utilised by the Adult Education service to improve English, Mathematics and Language Skills of adult learners).

1.3 The Conditions of Funding Agreement also requires organisations to register as an Education and Skills Funding Agency provider and comply with their requirements. These cover issues related to learner health and safety, equalities, quality standards, data collection and return and sub contracting arrangements. Gloucestershire County Council is fully compliant with all their requirements.

1.4 In order to meet the needs of learners across Gloucestershire and to make use of the expertise of partner organisations, the council’s Adult Education Service has sub-contracted its delivery of certain adult learning obligations arising from its funding agreement with the ESFA to such partner organisations.

1.5 During the 2019-2020 academic year funding from the ESFA will be used to deliver learning programmes to approximately 4,000 adults in Gloucestershire. At the current time, funding is primarily focussed on meeting the needs of low skilled and economically disadvantaged adults, enabling them to re-engage with education and to progress into vocational training, employment/self employment.

1.6 A framework for the provision of adult learning services was procured by GCC in 2018 for a 4 year term. For the academic year 2019-2020 it is proposed that training providers shall be awarded call-off contracts under this framework agreement. The framework has a minimum of 4 Lots for different curriculum areas (Lot 1- First Steps, Lot 2- Employability, Lot 3 – Adults with Learning Difficulties and/or Disabilities (ALDD) and Lot 4 – Adult Supported Internships) and a number of sub-contracted suppliers have been appointed to each of the four Lots. Call-off contract(s) can be awarded each year in a combination of ways that include being allocated according to course, set pieces of work or, annual agreements, dependent on the type of course/work being awarded, up to a maximum of 12 months per contract.
1.7 The framework agreement is intended to improve efficiency, effectiveness and quality of service. It is a flexible arrangement approved by Cabinet in April 2018 for awarding contracts for each academic year during a four year period. It is fully compliant with council guidelines and procurement regulations and it does not affect the annual ESFA funding arrangements.

2. Options

2.1 To authorise entering into funding agreement for Adult Education in Gloucestershire for the 2019-2020 academic year between Gloucestershire County Council and the Education and Skills Funding Agency (ESFA) and to engage in a procurement process for the delivery of adult learning by partner organisations.

2.2 To discontinue the Education and Skills Funding Agency Agreement. The resource implications of this would be:-

a) The Adult Learning Commissioning and Delivery Service would not be able to continue in the 2019-2020 academic year without funds available from the ESFA as there is no immediate or alternative source of funding available. The council would also be liable for any redundancy costs in relation to the Council’s Adult Education staff.

b) The council would not be able to utilise this funding to contribute to developing skills in the local economy.

c) There would be an impact on the lower skills base in the county and the reputation of the council as an enabler of economic growth and improving the life chances of citizens in the county.

3. Risk Assessment

3.1 The main risk in relation to this proposal arises from the possibility that the ESFA may withdraw its community learning and adult skills funding. This would result in:-

a) the council being unable to deliver adult learning programmes in the county; and

b) the council incurring liabilities in respect of redundancies in relation to the Council’s Adult Education staff as a consequence.

This risk is assessed as low because the Education and Skills Funding Agency is contractually committed to give twelve months’ notice of any significant changes to contract values and no notice has been issued at this time.

4. Officer Advice

4.1 Officer advice is that the council should enter into the 2019-2020 academic year funding agreement with the Education and Skills Funding Agency (ESFA) and to continue to award one year call-off contracts during the remaining three year framework agreement to the five appointed sub-contracted Providers to deliver adult learning in the county during the new academic year.
4.2 Entering into this funding agreement will have a positive impact on the skills base in the county. It will also help in taking more families out of poverty and will assist them by providing learning opportunities which will enable them to obtain qualifications and improve their chances of gaining employment. In addition, the funding will help provide and improve services to other priority learner groups in the county who face multiple challenges such as mental health issues, depression and who may have a lack of self esteem.

4.3 The risks associated with entering into the funding agreement for the 2019/2020 academic year are minimal given that the ESFA is required to provide 12 months notice of any significant change in funding.

5. Equalities considerations

5.1 The learning provision targets learners within the protected characteristic groups and actively seeks to improve outcomes. It sets targets to reach more adult learners as a proportion of all those taking part in learning than is represented in the wider community.

5.2 Local community providers and partner organisations are utilised in order to reach adults within the protected characteristics groups. There is access for learners to all areas of the curriculum, and the curriculum strategy does not differentiate, or discriminate between age groups, gender, race, sexual orientation, religion and / or belief, or any other protected characteristic (e.g. disability).

5.3 Cabinet Members should read and consider the Due Regard Statement in order to satisfy themselves as decision makers that due regard has been given.

6. Consultation feedback

6.1 During the implementation of the four year contract framework the Skills and Employment Commissioning Team consulted current sub-contracted Providers about the proposed curriculum and the funding arrangements for the 2019-2020 academic year. Providers are fully aware of the current curriculum requirements and that future ESFA funding cannot be guaranteed each academic year during the remainder of the three year framework which was procured in 2018.

7. Performance Management / Follow-up

7.1 Key targets and performance indicators have been agreed with each Provider and included in their contracts. A programme of regular contract performance reviews will be conducted with Providers to assess performance against targets, particularly in the areas of numbers and types of learner, target groups, guided learning hours and learner hours.

7.2 The contract is regularly monitored by the Education and Skills Funding Agency through data and funding returns, and contract performance review meetings are held with Providers as required throughout the year.
<table>
<thead>
<tr>
<th><strong>Report Title</strong></th>
<th>Community and Adult Skills Programmes 2019-2020.</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Statutory Authority</strong></td>
<td>N/A</td>
</tr>
<tr>
<td><strong>Relevant County Council policy</strong></td>
<td>N/A</td>
</tr>
<tr>
<td><strong>Resource Implications</strong></td>
<td>As in the body of the report.</td>
</tr>
<tr>
<td><strong>Sustainability checklist:</strong></td>
<td><strong>Partnerships</strong> - These include FE colleges, schools, and other community and voluntary organisations in Gloucestershire.</td>
</tr>
<tr>
<td></td>
<td><strong>Decision Making and Involvement</strong> - Community and voluntary group participation in Adult Education projects involving decision making.</td>
</tr>
<tr>
<td></td>
<td>Economy and Employment Employability and progression towards employment are embedded in learning opportunities.</td>
</tr>
<tr>
<td></td>
<td><strong>Caring for people</strong> - Adult Education aims to enable adults to improve their lives and those of their families, provides enhanced skills for employment and contributes to the quality of life of the communities in which they live.</td>
</tr>
<tr>
<td></td>
<td><strong>Social Value</strong> - Community Learning Courses have a wide social impact and are measured using responses to the Adult Education Learning Impact Survey and through work commissioned by the Adult Education Skills and Employment Commissioning team.</td>
</tr>
<tr>
<td></td>
<td><strong>Built Environment Natural Environment including Ecology (Biodiversity)</strong> - Adult Education supports courses that protect and support the natural environment.</td>
</tr>
<tr>
<td></td>
<td><strong>Education and Information</strong> – These are key elements of Adult Education and there are therefore fully embedded in the provision.</td>
</tr>
<tr>
<td><strong>Tackling Climate Change</strong></td>
<td>Carbon Emissions Implications? Neutral</td>
</tr>
<tr>
<td></td>
<td>Vulnerable to climate change? No</td>
</tr>
<tr>
<td><strong>Due Regard Statement</strong></td>
<td>Yes - considerations included in main body of report.</td>
</tr>
<tr>
<td></td>
<td>A copy of the full Due Regard Statement can be accessed on GLOSTEXT via</td>
</tr>
</tbody>
</table>
Alternatively a hard copy is available for inspection from Jo Moore, Democratic Services Unit, e-mail: jo.moore@gloucestershire.gov.uk.

<table>
<thead>
<tr>
<th>Human rights Implications</th>
<th>None</th>
</tr>
</thead>
</table>
| **Consultation Arrangements** | The Skills and Employment Commissioning Team have consulted current sub-contracted Providers about the proposed curriculum and associated funding for the 2019-2020 academic year.  
The Adult Education Service will be consulting interested providers to continue the process by which learning will be commissioned. These include FE colleges, schools, and other training, community and voluntary organisations.  
All new sub-contracting opportunities will be commissioned appropriately and according to council guidelines and procurement regulations. |
<table>
<thead>
<tr>
<th><strong>Cabinet Date</strong></th>
<th>24 April 2019</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Economy, Skills and Growth</strong></td>
<td>Cllr Lynden Stowe</td>
</tr>
<tr>
<td><strong>Key Decision</strong></td>
<td>Yes</td>
</tr>
<tr>
<td><strong>Background Documents</strong></td>
<td>Medium Term Financial Strategy (MTFS) - Council Budget 2018/19 &amp; 2019/20</td>
</tr>
</tbody>
</table>
| **Location/Contact for inspection of Background Documents** | Gareth Vine  
Tel: 01452 427547  
Gareth.vine@gloucestershire.gov.uk |
| **Main Consultees** | Officers from across Gloucestershire County Council |
| **Planned Dates** | Cabinet meeting 24.04.2019  
Updates to Cabinet on further changes to the programme as required. |
| **Divisional Councillors** | Councillor Iain Dobie, Councillor Mark Hawthorne, Councillor Keith Rippington, Councillor Ray Theodoulou, Councillor Loraine Patrick, Councillor Robert Vines, Councillor Kevin Cromwell, Councillor Lynden Stowe, Councillor Pam Tracey. |
| **Officer** | Clare Medland, Head of Commissioning for Learning  
Tel. 01452 328686,  
clare.medland@gloucestershire.gov.uk |
| **Purpose of Report** | To approve changes to the approved Children & Families Capital Programme. |
| **Recommendations** | To approve the changes to the Children & Families Capital Programme as set out in the report:  
1. The addition of £0.465 million to the approved scheme for the Leckhampton C of E Primary, funded from the approved Basic Need Provision.  
2. An addition of £0.907 million to the Specialist Provision Capital Fund  
3. An addition of £0.818 million developer s106 contribution for Severn Vale Academy to replace allocated basic need funding.  
4. An addition of £0.074 million developer s106 contributions for Thomas Keble School.  
5. An addition of £0.125 million developer s106 contributions for Farmors School. |
6. An addition of £0.285 million developer s106 contribution for Rednock School.
7. An addition of £0.216 million developer s106 contribution for Shurdington Primary to replace allocated basic need funding.
8. An addition of £0.008 million developer s106 contribution for Mitton Manor Pre School.
9. An addition of £0.043 million developer s106 contribution for Mickleton Primary School to replace allocated basic need funding.
10. An addition of £0.024 million developer s106 contribution for Hempsted Primary School to replace allocated basic need funding.
11. An addition of £0.057 million academy and school contributions for various projects.
12. An addition £0.100 million is added to the capital budget for school kitchen refurbishments.

<table>
<thead>
<tr>
<th>Reasons for recommendations</th>
<th>Full Council approved the Children &amp; Families Capital Programme for 2018/19 on 14th February 2018 and for 2019/20 on the 13th February 2019. This paper provides an update of individual schemes within these programmes.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Resource Implications</td>
<td>All proposed changes to the Children and Families Capital Programme are fully funded by capital grant, developer contributions and revenue contributions.</td>
</tr>
</tbody>
</table>
1. Background

Full Council approved the 2018/19 Childrens & Families Capital programme at its meeting on 14th February 2018 and the 2019/20 programme on 13th February 2019. This report provides the update to various changes to them.

2. Proposed changes to the approved capital programme

2.1. Leckhampton C of E Primary School

The 2018/19 Children and Families Capital Programme includes a £4.0m budget for Cheltenham Primary Provision to provide additional places to meet local demand. In November 2018 the Lead Cabinet Member for Economy Skills and Growth approved the expansion of Leckhampton C of E Primary by 1 form of entry from September 2019. An initial feasibility study estimated the cost of the scheme to provide the required additional accommodation at £3.5m. In December 2018, Cabinet approved £3.5m to be allocated from the £4.0m budget.

A detailed scheme has now been developed and designed with more detailed survey work undertaken. The scope of works has now increased to include not only the required accommodation but also to take into account site levels and drainage issues, together with proposed improvements for pedestrian and vehicular access to the site to help alleviate existing congestion issues which were a key issue raised during public consultation. The revised estimated cost for the scheme is now £3.965 million. It is therefore proposed to draw down £0.465 million from the approved Cheltenham Primary Provision budget to enable the scheme to be delivered.

2.2. Special Provision Capital Fund

The Council has received a grant of £2.404 million from the Department for Education Special Provision Capital Fund for investment in provision for pupils with special educational needs and disabilities. In December 2018 the DfE announced an additional allocation of £0.907 million, giving a total grant of £3.311 million. It is proposed that this additional funding is added to the Children & Families capital programme and will support the recommendations arising from the High Needs Programme. For further information please use link to High Needs Cabinet report.

2.3. Section 106 Developer contributions

Severn Vale School

There is currently a £5.070 million scheme in the approved capital programme for the expansion of Severn Vale School. The budget is funded by £3.270 million DfE grant and £1.800 million developer s106 contributions. A further £0.818 million developer s106 contribution is available from a housing development at Kingsway, Quedgeley which must be used towards the expansion of Severn Vale School. It was anticipated the additional S106 would be forthcoming so basic need grant was used to underwrite this to enable the scheme to be delivered. It is proposed that this contribution is used to replace basic need grant currently allocated to the scheme, thereby making the grant funding available to fund other capital projects.

Thomas Keble School

The Council has received £0.074 million developer s106 contributions in respect of housing developments at Bowbridge Wharf and Gainey’s Well in Stroud which must be used towards secondary education in Stroud. The pupils arising from these developments attend Thomas Keble and a scheme has been developed to expand the dining area to enable the school to cater for the
additional pupils. It is proposed that the funding is used towards improving the dining facilities at Thomas Keble School.

**Farmors School**

The Council has received £0.257 million developer s106 contributions in respect of a housing development at London Road, Fairford which must be used towards Farmors School. It is proposed that £0.125 million of this funding is used towards various capital works at Farmors School to provide additional capacity.

**Rednock School**

The Council has received a £0.201 million developer s106 contribution in respect of a development at Box Road, Cam. A final payment of £0.084 million due in June 2019. An options appraisal has been carried out and as Rednock School is the closest to the development and has taken the pupils arising from the housing it is proposed that the s106 funding is used to enhance the schools gymnasium. This will allow them to facilitate PE provision for the additional pupils and enable it to be fully accessible to disabled students.

**Shurdington Primary School**

There is a £1.505 million scheme in the approved capital programme to provide additional accommodation at Shurdington Primary School. The budget is currently funded by £0.339 million basic need grant, £1.161 million developer s106 contributions and £0.005 million school contribution. The Council has received a further £0.216 million developer s106 contribution from a housing development at Farm Lane, Leckhampton, which specifies that the funding is to be used towards Shurdington Primary School. It was anticipated the additional S106 would be forthcoming so basic need grant was used to underwrite this to enable the scheme to be delivered. It is proposed that this contribution is used to replace basic need grant currently allocated to the scheme, thereby making the grant funding available to fund other capital projects.

**Mitton Manor Pre-School**

The Council has received a £0.008 million developer s106 contribution in respect of a housing development North of Bredon Road, Tewkesbury which must be used towards Mitton Manor Pre-School. It is proposed that this funding is used to provide an outdoor learning area at Mitton Manor Pre-School.

**Mickleton Primary School**

There is a £0.673 million scheme in the approved capital programme to provide additional classrooms at Mickleton Primary School. The budget is currently funded by £0.135 million basic need grant and £0.538 million developer s106 contributions. The Council has received a further £0.043 million developer s106 contribution from a housing development at Broad Marston Road, Mickleton, which must be used towards Mickleton Primary School. It was anticipated the additional S106 would be forthcoming so basic need grant was used to underwrite this to enable the scheme to be delivered. It is proposed that this contribution is used to replace basic need grant currently allocated to the scheme, thereby making the grant funding available to fund other capital projects.

**Hempsted Primary School**

There is a £0.200 million scheme in the approved capital programme to provide access improvements at Hempsted Primary School. The budget is currently funded by £0.137 million s106 contributions, £0.038 million basic need grant and £0.025 million school contribution. The Council has received a further £0.024 million developer s106 contribution from a housing development at Newark Farm,
Hempsted, which must be used towards Hempsted Primary School. It is proposed that the s106 funding is used to replace basic need grant currently allocated to the scheme, thereby making this funding available to fund other capital projects.

2.4. Various Capital Projects

School Contributions

The Council has received contributions totalling £0.057 million from various schools and academies towards the capital maintenance programme and capital projects. It is proposed that this funding is added to the capital programme.

School Kitchen Refurbishments

It is proposed that £0.100 million is added to the capital budget for school kitchen refurbishments funded by a revenue contribution from Asset Management and Property Services.

2.5. Overall Change to Capital Programme

As a result of the above changes the Children & Families Capital Programme will increase by £2.657 million.

2.6. Capital Spend 2018/19

The Children and Families capital schemes are forecast to spend approximately £24.099 million in 2018/19. A summary and details of the latest spend profile can be found in Appendix A.

3. Risk Assessment

Risk of overspend will be reduced by effective management of the programme and suppliers by the GCC Asset Management and Property Services and will be overseen by the Head of Commissioning for Learning.

4. Equalities considerations

Individual schemes will be subject to user audit so that their impacts on all groups of society, including those with a protected characteristic(s), are assessed and mitigated where appropriate.
Appendix A

CHILDREN & FAMILIES CAPITAL PROGRAMME 2018/19

Summary Position as at 28th February 2019

<table>
<thead>
<tr>
<th></th>
<th>Revised Budget 2018</th>
<th>Latest Forecast 2018</th>
<th>Latest Spend to date 2018</th>
<th>% Spend against Budget</th>
</tr>
</thead>
<tbody>
<tr>
<td>General</td>
<td>20,414</td>
<td>20,348</td>
<td>18,500</td>
<td>91</td>
</tr>
<tr>
<td>Suitability</td>
<td>2,104</td>
<td>2,065</td>
<td>1,659</td>
<td>79</td>
</tr>
<tr>
<td>Capital Maintenance</td>
<td>1,615</td>
<td>1,686</td>
<td>1,389</td>
<td>86</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>24,133</strong></td>
<td><strong>24,099</strong></td>
<td><strong>21,548</strong></td>
<td><strong>89</strong></td>
</tr>
</tbody>
</table>
## CHILDREN & FAMILIES CAPITAL PROGRAMME 2018/19

**Budget Monitoring Report as at 28th February 2019**

<table>
<thead>
<tr>
<th>Scheme</th>
<th>Budget--2018</th>
<th>Forecast--2018</th>
<th>Spend--2018</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>General Programme</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Alderman Knight sufficiency</td>
<td>31,083</td>
<td>31,083</td>
<td>203</td>
</tr>
<tr>
<td>The Ridge Academy temporary classroom</td>
<td>92,000</td>
<td>92,402</td>
<td>89,563</td>
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<tr>
<td>Bettridge sufficiency</td>
<td>31,407</td>
<td>31,407</td>
<td>30,727</td>
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<tr>
<td>Paternoster, replace temps</td>
<td>1,375,263</td>
<td>1,375,263</td>
<td>1,334,746</td>
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<tr>
<td>The Shrubberies kitchen upgrade</td>
<td>6,000</td>
<td>6,000</td>
<td>1,424</td>
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<td>SEND Support in mainstream schools</td>
<td>100,000</td>
<td>50,000</td>
<td>0</td>
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<tr>
<td>High Needs Specialist Provision</td>
<td>268,000</td>
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<td>0</td>
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<tr>
<td>Cleeve School 1FE expansion</td>
<td>2,150,000</td>
<td>2,200,000</td>
<td>2,203,658</td>
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<tr>
<td>Beaufort School 1FE expansion</td>
<td>1,180,000</td>
<td>1,270,000</td>
<td>1,260,511</td>
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<tr>
<td>Chipping Campden School 6th Form/PES</td>
<td>349,251</td>
<td>558,693</td>
<td>558,693</td>
</tr>
<tr>
<td>Farmors School, s106 adaptations</td>
<td>8,456</td>
<td>8,456</td>
<td>133,132</td>
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<tr>
<td>Pittville School, increase capacity</td>
<td>48,000</td>
<td>50,000</td>
<td>49,654</td>
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<tr>
<td>Severn Vale School 1FE expansion</td>
<td>1,800,000</td>
<td>2,400,000</td>
<td>2,347,115</td>
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<tr>
<td>Cotswold School, 6th Form Accommodation</td>
<td>80,383</td>
<td>80,383</td>
<td>79,967</td>
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<td>Maidenhill School, kitchen refurbishment</td>
<td>4,092</td>
<td>4,092</td>
<td>4,092</td>
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<tr>
<td>Winchcombe School first aid room</td>
<td>272</td>
<td>272</td>
<td>272</td>
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<tr>
<td>Barnwood Park School enabling works</td>
<td>5,544</td>
<td>5,544</td>
<td>5,532</td>
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<tr>
<td>Barnwood Park School 1FE expansion</td>
<td>1,600,000</td>
<td>1,700,000</td>
<td>1,717,890</td>
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<tr>
<td>New Secondary School, Cheltenham</td>
<td>120,000</td>
<td>120,000</td>
<td>146,046</td>
</tr>
<tr>
<td>Short Breaks Capital Grants</td>
<td>313,264</td>
<td>313,264</td>
<td>131,416</td>
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<tr>
<td>Hartwood House refurbishment</td>
<td>7,509</td>
<td>7,509</td>
<td>7,508</td>
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<tr>
<td>Basic Need Grant 2018/19</td>
<td>133,401</td>
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<td>Feasibility/Surveys 17/18</td>
<td>0</td>
<td>0</td>
<td>102,220</td>
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<td>Health &amp; Safety 18/19</td>
<td>134,584</td>
<td>134,584</td>
<td>54,434</td>
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<tr>
<td>Healthy Pupils Capital Fund 18/19</td>
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<tr>
<td>Feasibilities &amp; Surveys 18/19</td>
<td>150,000</td>
<td>150,000</td>
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<tr>
<td>Accessibility 18/19</td>
<td>57,428</td>
<td>57,428</td>
<td>20,614</td>
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<tr>
<td>Caretakers Properties 18/19</td>
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<tr>
<td>School Security 18/19</td>
<td>50,000</td>
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<tr>
<td>Ashchurch Primary replace temps</td>
<td>50,000</td>
<td>25,000</td>
<td>24,102</td>
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<tr>
<td>Woodmancote Primary, nursery provision</td>
<td>11,878</td>
<td>11,878</td>
<td>14,876</td>
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<tr>
<td>Bishops Cleeve Primary, double classroom</td>
<td>8,019</td>
<td>8,019</td>
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<tr>
<td>Bourton-on-the-Water Primary, expansion</td>
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<td>480,000</td>
<td>476,174</td>
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<tr>
<td>Leighterton Primary replace temps</td>
<td>20,402</td>
<td>23,112</td>
<td>7,472</td>
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<tr>
<td>Brockworth Primary, Garden Room</td>
<td>5,800</td>
<td>10,014</td>
<td>10,014</td>
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<tr>
<td>Brockworth Primary Academy 1FE Expansion</td>
<td>200,000</td>
<td>350,000</td>
<td>215,594</td>
</tr>
<tr>
<td>Chalford Hill Primary, replace temps</td>
<td>105,000</td>
<td>105,000</td>
<td>103,799</td>
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<tr>
<td>Charlton Kings Junior hygiene suite</td>
<td>43,538</td>
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<tr>
<td>Charlton Kings Infant access improvement</td>
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<td>69,886</td>
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<td>Glenfall Primary kitchen refurbishment</td>
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<td>47,142</td>
<td>51,284</td>
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<tr>
<td>Cirencester Primary replace classrooms</td>
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<td>55,304</td>
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<td>ClearwellPrimary kitchen upgrade</td>
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<td>14,637</td>
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<tr>
<td>Parton Manor Junior additional classbase</td>
<td>20,000</td>
<td>25,000</td>
<td>16,467</td>
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<tr>
<td>Coalway Infant, security works</td>
<td>10,523</td>
<td>10,524</td>
<td>10,524</td>
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<tr>
<td>Drybrook Primary remodel classrooms</td>
<td>802,742</td>
<td>818,404</td>
<td>512,337</td>
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<tr>
<td>Fairford Primary Garden Room</td>
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<tr>
<td>Fairford Primary 2 classrooms</td>
<td>1,638,000</td>
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<td>909,573</td>
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<tr>
<td>Grangefield Primary, ICT/FFE</td>
<td>50,000</td>
<td>50,000</td>
<td>20,016</td>
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<tr>
<td>Grangefield Primary, expansion</td>
<td>48,000</td>
<td>48,000</td>
<td>41,777</td>
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<tr>
<td>Rislington Primary, pre-school</td>
<td>82,198</td>
<td>82,198</td>
<td>81,302</td>
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<tr>
<td>Rislington Primary, classroom extension</td>
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<td>3,486</td>
<td>4,619</td>
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<tr>
<td>Rislington Primary expansion</td>
<td>800,000</td>
<td>800,000</td>
<td>718,335</td>
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<tr>
<td>Highnam Primary hygiene suite</td>
<td>62,942</td>
<td>67,039</td>
<td>62,942</td>
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<tr>
<td>Scheme</td>
<td>Budget--2018</td>
<td>Forecast--2018</td>
<td>Spend--2018</td>
</tr>
<tr>
<td>-----------------------------------------------------------------------</td>
<td>--------------</td>
<td>----------------</td>
<td>-------------</td>
</tr>
<tr>
<td>Innsworth Infant new reception classroom</td>
<td>62,000</td>
<td>50,000</td>
<td>34,071</td>
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<tr>
<td>Kings Stanley Primary adaptations</td>
<td>24,517</td>
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<td>15,136</td>
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<tr>
<td>Lakefield Primary, basic need</td>
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<td>5,646</td>
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<tr>
<td>Severbanks Primary internal remodelling</td>
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<td>6,000</td>
<td>-125</td>
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<tr>
<td>Mickleton Primary, double classroom unit</td>
<td>570,965</td>
<td>575,000</td>
<td>512,857</td>
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<tr>
<td>Minchinhampton Primary hygiene suite</td>
<td>118,809</td>
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<tr>
<td>St. David's Primary expansion</td>
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<td>5,750</td>
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<tr>
<td>Northleach Primary, extend school house</td>
<td>6,208</td>
<td>6,208</td>
<td>30</td>
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<tr>
<td>Northway Infant, replacement school</td>
<td>14,000</td>
<td>14,000</td>
<td>0</td>
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<tr>
<td>Primrose Hill Primary, hygiene suite</td>
<td>7,027</td>
<td>7,027</td>
<td>0</td>
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<tr>
<td>St Marys CoE Infant temporary expansion</td>
<td>230,000</td>
<td>235,000</td>
<td>233,438</td>
</tr>
<tr>
<td>Shurdington Primary, hygiene suite</td>
<td>0</td>
<td>2,883</td>
<td>3,432</td>
</tr>
<tr>
<td>Shurdington Primary expansion</td>
<td>840,000</td>
<td>880,000</td>
<td>907,427</td>
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<td>Ann Edwards Primary roller shutter</td>
<td>11,000</td>
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<td>Isbourne Valley classroom extension</td>
<td>200,000</td>
<td>195,000</td>
<td>190,396</td>
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<td>Tredington Primary additional classroom</td>
<td>200,000</td>
<td>65,000</td>
<td>16,703</td>
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<td>Park Junior kitchen upgrade</td>
<td>58,738</td>
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<td>1,240</td>
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<td>Severn View Academy Nursery</td>
<td>30,395</td>
<td>42,217</td>
<td>37,220</td>
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<td>Swindon Village Primary, remodelling</td>
<td>15,116</td>
<td>21,116</td>
<td>13,846</td>
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<td>St. Mary's Primary, remodelling</td>
<td>19,045</td>
<td>16,000</td>
<td>15,927</td>
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<td>The John Moore Primary expansion</td>
<td>200,000</td>
<td>50,000</td>
<td>3,869</td>
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<td>Mitton Manor Primary outdoor learning</td>
<td>26,000</td>
<td>26,000</td>
<td>26,000</td>
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<td>Queen Margaret Primary kitchen upgrade</td>
<td>67,618</td>
<td>67,618</td>
<td>135,697</td>
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<tr>
<td>Thrupp Primary, replace temps</td>
<td>116,828</td>
<td>117,503</td>
<td>107,142</td>
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<td>Springbank Primary garden room</td>
<td>3,803</td>
<td>4,041</td>
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<tr>
<td>Gardens Lane Primary 2 Class Extension</td>
<td>540,000</td>
<td>540,000</td>
<td>541,512</td>
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<td>Gloucester Road Primary, SEN/Group Room</td>
<td>12,000</td>
<td>12,500</td>
<td>12,048</td>
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<td>Holy Trinity Primary kitchen upgrade</td>
<td>91,217</td>
<td>91,217</td>
<td>112,761</td>
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<td>Greatfield Park Primary Garden Room</td>
<td>11,000</td>
<td>11,000</td>
<td>10,554</td>
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<td>Leckhampton Primary kitchen upgrade</td>
<td>0</td>
<td>0</td>
<td>644</td>
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<tr>
<td>Leckhampton Primary expansion</td>
<td>200,000</td>
<td>175,000</td>
<td>186,001</td>
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<td>Coopers Edge Primary, FFE &amp; ICT</td>
<td>26,000</td>
<td>26,000</td>
<td>17,215</td>
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<td>A2YO Capital Contingency</td>
<td>47,285</td>
<td>47,285</td>
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<td>Hunts Grove, ICT/FFE</td>
<td>50,000</td>
<td>50,000</td>
<td>15,790</td>
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<td>Longford Primary, PM fees</td>
<td>1,548</td>
<td>600</td>
<td>419</td>
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<td>Longford Primary, ICT/FFE</td>
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<td>50,000</td>
<td>77,775</td>
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<td>School kitchen upgrades 17/18</td>
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<td>Hunts Grove Primary, GCC internal fees</td>
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<td>5,000</td>
<td>2,480</td>
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<td>Open Objects software (Early Years)</td>
<td>10,000</td>
<td>9,500</td>
<td>9,500</td>
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<td>Early Years 18/19</td>
<td>50,000</td>
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<td>540</td>
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<td>Treetops Nursery alterations</td>
<td>61,255</td>
<td>61,255</td>
<td>62,728</td>
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<td>Mitton Manor Pre-School</td>
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<td>7,187</td>
<td>7,187</td>
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<td>St. Thomas More Primary, basic need</td>
<td>5,014</td>
<td>5,014</td>
<td>4,691</td>
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<tr>
<td>Calton Primary, 1FE expansion</td>
<td>1,259</td>
<td>1,259</td>
<td>60</td>
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<tr>
<td>Conwy Hill Primary, extension &amp; hygiene</td>
<td>7,125</td>
<td>6,183</td>
<td>6,183</td>
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<tr>
<td>Dinglewell Junior replace classrooms</td>
<td>777,556</td>
<td>777,556</td>
<td>790,581</td>
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<td>Dinglewell Inf &amp; Jnr kitchen upgrade</td>
<td>157,000</td>
<td>157,000</td>
<td>171,180</td>
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<tr>
<td>Elmbridge Junior, adaptations</td>
<td>13,500</td>
<td>13,500</td>
<td>13,314</td>
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<td>Elmbridge Junior kitchen refurbishment</td>
<td>12,061</td>
<td>12,061</td>
<td>12,062</td>
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<td>Finlay Primary Elliott</td>
<td>49,289</td>
<td>53,308</td>
<td>58,802</td>
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<td>Finlay Primary, dining hall</td>
<td>1,523</td>
<td>1,523</td>
<td>1,372</td>
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<td>Finlay Primary 1FE expansion</td>
<td>40,000</td>
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<td>54,074</td>
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<td>Harewood Junior additional toilets</td>
<td>0</td>
<td>0</td>
<td>82,200</td>
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<td>Hempsted Primary, improved access</td>
<td>800</td>
<td>800</td>
<td>5,124</td>
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<tr>
<td>Linden Primary, hygiene room</td>
<td>13,327</td>
<td>13,327</td>
<td>13,327</td>
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<tr>
<td>Moat Primary, demolish classroom block</td>
<td>136,369</td>
<td>136,369</td>
<td>181,897</td>
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<td>Heron Primary, admin office</td>
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<td>885</td>
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<td>Intensive Intervention Service (IRIS)</td>
<td>0</td>
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<td>5,981</td>
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|                              | 20,414,079   | 20,348,172    | 18,500,193 |
## Scheme

### Suitability Programme

<table>
<thead>
<tr>
<th>Scheme</th>
<th>Budget--2018</th>
<th>Forecast--2018</th>
<th>Spend--2018</th>
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</thead>
<tbody>
<tr>
<td>English Bicknor Primary Pre-school</td>
<td>6,000</td>
<td>6,000</td>
<td>4,357</td>
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<tr>
<td>Kemble Primary All pupils under 1 roof</td>
<td>7,317</td>
<td>7,317</td>
<td>7,317</td>
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<td>Steam Mills Primary Security fencing</td>
<td>0</td>
<td>0</td>
<td>847</td>
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<tr>
<td>Stratton Primary Phase 1 suitability</td>
<td>6,249</td>
<td>6,249</td>
<td>6,249</td>
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<tr>
<td>Walmore Hill Admin/extension/remodelling</td>
<td>1,870</td>
<td>1,870</td>
<td>1,870</td>
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<tr>
<td>St Johns Primary entrance/learning room</td>
<td>3,144</td>
<td>3,144</td>
<td>10,327</td>
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<tr>
<td>The Moat Primary Refurbish toilets</td>
<td>4,381</td>
<td>4,381</td>
<td>2,365</td>
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<td>Shrubberies Canopies</td>
<td>54,270</td>
<td>54,270</td>
<td>36,723</td>
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<tr>
<td>Milestone Behaviour support extension</td>
<td>0</td>
<td>0</td>
<td>-924</td>
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<td>Heart of the Forest care provision</td>
<td>9,287</td>
<td>9,306</td>
<td>9,306</td>
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<td>Avening Primary Infant toilet block</td>
<td>7,908</td>
<td>7,908</td>
<td>2,300</td>
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<td>Bedlington Primary Pod Eco Classrooms</td>
<td>12,000</td>
<td>12,000</td>
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<td>Churchdown Village Junior Safeguarding</td>
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<td>2,546</td>
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<td>Ellwood Primary Additional space</td>
<td>70,871</td>
<td>70,870</td>
<td>45,994</td>
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<td>Lydney Primary Pastoral suite</td>
<td>67,724</td>
<td>67,724</td>
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<td>Nailsworth Primary Disability access</td>
<td>121,644</td>
<td>121,644</td>
<td>80,846</td>
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<td>Norton Primary Garden room/breakout</td>
<td>4,050</td>
<td>4,050</td>
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<td>Ruardean Primary EYFS classroom</td>
<td>16,346</td>
<td>16,346</td>
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<td>Sherborne Primary Site security</td>
<td>26,111</td>
<td>26,111</td>
<td>20,725</td>
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<td>Stow on the Wold Primary Atrium</td>
<td>104,615</td>
<td>104,615</td>
<td>105,895</td>
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<td>Upton St Leonards Primary Toilet refurb</td>
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<td>204,672</td>
<td>127,967</td>
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<td>Naunton Park Primary MUGA</td>
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<td>595</td>
<td>595</td>
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<td>Hillview Primary KS2 toilets phase 2</td>
<td>11,239</td>
<td>11,239</td>
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<td>The Shrubberies toilet and PE storage</td>
<td>44,106</td>
<td>44,106</td>
<td>39,775</td>
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<td>Milestone The Space unit upgrade</td>
<td>320,000</td>
<td>320,000</td>
<td>348,725</td>
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<td>Russet House APS redesign</td>
<td>279,133</td>
<td>255,000</td>
<td>255,399</td>
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<tr>
<td>Stroud &amp; Cotswold APS DT classroom block</td>
<td>8,000</td>
<td>8,000</td>
<td>390</td>
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<tr>
<td>Aylburton Primary staff toilet</td>
<td>28,843</td>
<td>28,843</td>
<td>6,164</td>
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<tr>
<td>Berry Hill Primary entrance/reception</td>
<td>49,173</td>
<td>49,173</td>
<td>49,173</td>
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<td>Birdlip Primary EYFS outside area</td>
<td>40,000</td>
<td>40,000</td>
<td>39,914</td>
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<td>Castle Hill Primary multi use room</td>
<td>45,000</td>
<td>30,000</td>
<td>6,897</td>
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<tr>
<td>Clearwell Primary freeflow outdoor area</td>
<td>17,000</td>
<td>17,000</td>
<td>16,957</td>
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<td>Innswood Junior reception and toilet</td>
<td>50,000</td>
<td>50,000</td>
<td>2,197</td>
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<td>Kingswood Primary group room and ramp</td>
<td>6,000</td>
<td>6,000</td>
<td>3,017</td>
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<td>Littledean Primary free flow alterations</td>
<td>60,000</td>
<td>60,000</td>
<td>60,000</td>
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<td>Park Junior counselling/meeting room</td>
<td>32,767</td>
<td>32,767</td>
<td>17,129</td>
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<td>Willersey Primary toilet refurbishment</td>
<td>38,092</td>
<td>38,092</td>
<td>26,075</td>
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<tr>
<td>Hillview Primary KS1 toilets phase 3</td>
<td>109,478</td>
<td>109,478</td>
<td>64,130</td>
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<td>St James Junior entrance and foyer</td>
<td>40,000</td>
<td>40,000</td>
<td>1,124</td>
</tr>
<tr>
<td>Tredworth Junior entrance/safeguarding</td>
<td>195,775</td>
<td>195,775</td>
<td>172,337</td>
</tr>
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</table>

2,103,660 2,064,545 1,658,778

### Capital Maintenance Programme

1,614,524 1,685,600 1,388,939

### Total C&F Capital Programme

24,132,263 24,098,317 21,547,910
<table>
<thead>
<tr>
<th>Report Title</th>
<th>Children &amp; Families Capital Programme Update</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Statutory Authority</strong></td>
<td>Gloucestershire County Council’s statutory duty under the Education Act 2011</td>
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</table>
| **Relevant County Council Policies** | School Places Strategy  
Joint Additional Needs Strategy for children and young people with additional needs  
High Needs Strategy  
Ensuring Sufficient School Places |
| **Resource Implications** | All proposed changes to the Children and Families Capital Programme are fully funded by capital grant, S106 developer contributions and revenue contributions. |
| **Sustainability checklist:** | |
| **Partnerships** | We will work in partnership with our suppliers, other local authorities and key stakeholders |
| **Decision Making and Involvement** | Consultation will be undertaken on individual schemes where appropriate |
| **Economy and Employment** | The schemes will seek where appropriate to encourage the economy by providing improved access |
| **Caring for people** | Many schemes will have benefits to people with mobility impairment |
| **Social Value** | Many projects will provide social value by enhancing facilities available |
| **Built Environment** | The enhanced materials policy will be employed where appropriate |
| **Natural Environment’ including Ecology (Biodiversity)** | Environmental assessments are undertaken as part of scheme development |
| **Education and Information** | We will keep stakeholders informed with progress on the individual schemes |
| **Tackling Climate Change** | Carbon Emissions Implications? Positive and neutral  
Vulnerable to climate change? No |
<table>
<thead>
<tr>
<th>Due Regard Statement</th>
<th>Has a Due Regard Statement been completed?</th>
<th>No</th>
</tr>
</thead>
<tbody>
<tr>
<td>Human rights Implications</td>
<td>Consultation with stakeholders will be undertaken on individual projects where appropriate</td>
<td></td>
</tr>
<tr>
<td>Consultation Arrangements</td>
<td>On a scheme by scheme basis</td>
<td></td>
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</tbody>
</table>
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## GLOUCESTERSHIRE’S SUFFICIENCY STRATEGY - SEMI-INDEPENDENT PROJECT

<table>
<thead>
<tr>
<th>Cabinet Date</th>
<th>24 April 2019</th>
</tr>
</thead>
<tbody>
<tr>
<td>Children &amp; Young People</td>
<td>Cllr Richard Boyles</td>
</tr>
<tr>
<td>Key Decision</td>
<td>Yes</td>
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</table>

### Background Documents

To consider the future of selected care homes in Gloucestershire and the relevant consultation


To consider the future of selected care homes in Gloucestershire and the relevant consultation


Sufficiency Strategy for Children and Young people 2018-2021


### Background Documents


### Main Consultees

- Relevant senior managers at GCC
- Children and young people in care as part of the Sufficiency Strategy.
- NHS provider services – 2gether Trust
- Key Partners
<table>
<thead>
<tr>
<th>Planned Dates</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>May 2019</td>
<td>To conduct a mini competition under the Gloucestershire County Council approved Major Project Framework (or such replacement Framework) for the building works.</td>
</tr>
<tr>
<td>June / July 2019</td>
<td>Upon conclusion of the mini competition, and in consultation with the Cabinet Member for Economy, Skills and Growth, enter into a contract with the preferred provider evaluated as offering the Council best value for money for delivery of the services.</td>
</tr>
<tr>
<td>July / Nov 2019</td>
<td>To conduct a compliant competitive, tender process for the operational delivery of the service and upon completion, in consultation with the Cabinet Member for Children’s services, enter into a contract with the preferred provider evaluated as offering the Council best value for money for delivery of the services.</td>
</tr>
<tr>
<td>Jan 2020/ March 2020</td>
<td>Mobilisation with service fully operational, from April 2020.</td>
</tr>
</tbody>
</table>

**Divisional Councillor**

Cllr Jeremy Hilton

**Officer**

Wendy Williams  
Assistant Director for Integrated Children and Families Commissioning  
01452 328526 07796611068  wendy.williams3@gloucestershire.gov.uk

**Purpose of Report**

To seek Cabinet approval for the re-modelling of Trevone House, to support the implementation of the Sufficiency Strategy, as well as procuring a provider to develop quality semi-independent accommodation and support services for vulnerable young people.

**Recommendations**

That Cabinet:

1) Approves: An allocation of £2.5m of capital funding for the proposed utilisation of Trevone House within Children’s Services. This will be funded by reallocating the existing £1.2m IRIS capital scheme in the approved capital budget, allocating £0.75m of unallocated capital receipts and £0.550m from revenue contributions in 2018/19 and 2019/20 from the IRIS budget.

2) Authorises the Head of Property Services to conduct a competitive procurement process under the Gloucestershire County Council approved Major Project Framework (or such replacement Framework) for the remodelling of Trevone House to provide a facility to deliver support for children as set out in paragraph 2.5 of this report.

3) Upon conclusion of this procurement process authorises the Head of Property Services in consultation with the Cabinet Member for Finance and Change, enter into a contract with the preferred provider evaluated as offering the Council best value for money.
4) Authorises the Director of Children’s Services to:

   (a) Conduct an EU compliant competitive tender process for the award of a 5 year contract and an option to extend for a further 2 years with an estimated maximum total value of up to £10.8m for the delivery of semi independent accommodation and support services for vulnerable young people, and

   (b) Upon conclusion of the competitive tender process, in consultation with Cabinet Member for Children’s Services, to enter into a contract with the preferred provider who is evaluated as offering the council best value for money. In the event that the preferred provider is either unable or unwilling to enter into a contract with the Council then the Director of Children’s Services is authorised to enter into such contract with the next willing highest placed suitably qualified provider.

<table>
<thead>
<tr>
<th>Reasons for recommendations</th>
<th>Resource Implications</th>
</tr>
</thead>
<tbody>
<tr>
<td>This proposal joins up a number of key strategic priorities for Gloucestershire’s Children Services.</td>
<td>This project has both capital and revenue implications:</td>
</tr>
<tr>
<td>1. Implementation of the Sufficiency Strategy to:</td>
<td>Capital cost will be £2.5 million for refurbishments and building works.</td>
</tr>
<tr>
<td>a. Provide quality provision for young people in county.</td>
<td>The £2.5 million will be funded from:</td>
</tr>
<tr>
<td>b. Provide services that support young people throughout their pathway to independence.</td>
<td>➢ Reallocating the £1.2 million IRIS capital funding in the approved capital programme.</td>
</tr>
<tr>
<td>c. Reduce the number of high cost semi-independent placements.</td>
<td>➢ Additional capital receipts of £0.75 million – this funding is subject to the full achievement of the capital receipts target in the approved MTFS</td>
</tr>
<tr>
<td>d. Improve the council’s ability to place the most vulnerable young people in placements that comply with regulatory requirements.</td>
<td>➢ £0.550 million of revenue contributions from the IRIS revenue budget of £0.300million in 2018/19 and a further £0.250 million in 2019/20.</td>
</tr>
<tr>
<td>2. Dedicated day provision for the IRIS project by:</td>
<td></td>
</tr>
<tr>
<td>a. Providing multi agency support in County for vulnerable young people.</td>
<td></td>
</tr>
<tr>
<td>b. Preventing where appropriate of young people coming into care.</td>
<td></td>
</tr>
<tr>
<td>c. Supporting young people stepping down from Tier 4 health beds, improving outcomes for this group, including improving stability and educational and employment prospects.</td>
<td></td>
</tr>
<tr>
<td>d. Reducing current spend through planned, outcomes led provision.</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td>----------------------------------------------------------------</td>
<td>----------------------------------------------------------------</td>
</tr>
<tr>
<td>It is estimated that this facility will result in avoid costs to the external budget of £0.369 million per annum.</td>
<td></td>
</tr>
<tr>
<td>Revenue costs will be for the lifetime of the contract 7 years (5yrs+2yrs), at £10,800,000. All revenue funding will be from the existing externals placement budget within children services.</td>
<td></td>
</tr>
</tbody>
</table>
1. Background

1.1 This paper outlines proposed plans to use Trevone House for services to children and young people. Trevone House is owned by Gloucestershire County Council and was utilised as an older people’s residential home until October 2018. The building has been declared surplus to requirement by Adult Social Care (ASC) and is currently empty.

1.2 All local authorities with upper tier responsibilities for Childrens Services have a duty to provide or procure placements for Children in Care (referred to as children looked after in legislation) and this clarity is explicit in the Children Act 1989. This has since been strengthened by the introduction of Sufficiency Statutory Guidance (2010) and the Care Planning, Placement and Case Review Regulations 2010. [https://www.gov.uk/government/publications/children-act-1989-care-planning-placement-and-case-review](https://www.gov.uk/government/publications/children-act-1989-care-planning-placement-and-case-review)

1.3 This duty of “sufficiency” requires local authorities and partners to ensure that, through direct provision or commissioned services, a range of placements sufficient to meet the needs of all children are available locally, or that there is a plan in place to move towards that position. Gloucestershire’s Sufficiency Strategy (Right Placement, First Time) has recently been launched and describes our ambitious plans regarding how GCC intends to provide sufficient care placements for its Children in Care. This Strategy has been received very positively by our partners and the market.

1.4 The guidance also requires that the commissioning standards on securing sufficient accommodation for children in care, also applies to children in need who are at risk of care or custody (referred to as children on the edge of care). This is important since it is preferable, where it is in the best interest of the child, to provide support to avoid the need for them to become Children in Care.

1.5 A key part of Gloucestershire’s Sufficiency Strategy is to implement a wider range of local accommodation options as well as highly specialist services to support children and young people who are at the ‘Edge of Care’ and where more in-depth preventive work may delay or avoid Care and offer the opportunity to re-unify and stabilise families. The opportunity to re-purpose the use of Trevone House (closed in 2018 as an older people’s accommodation) to establish both accommodation and therapeutic day provision ensures we can start to deliver on our strategic objectives for Children in Care and cost avoidance of purchasing high cost placements.

2. Proposal

2.1 This proposal is to redevelop Trevone House to support a sufficiency of placements for children in the care of GCC.

2.2 The Sufficiency strategy underpins and supports the improvement journey of GCC, and seeks to grow the market to enable children and young people to get the right help at the right time, and support them to grow into adulthood, enabling them to
realise their aspirations. Developing strong relationships and core life skills from successful placements can be effective in boosting resilience and overcoming the impact of the adverse childhood experiences. Poor placements and/or placement breakdown causes further trauma and exacerbates issues for young people. Thus getting the right placement first time is of the utmost importance to the individual and helps secure the future health and wellbeing of children and young people across the county.

2.3 Commissioners are seeking to work with Asset Management and Property services, to undertake a compliant competitive tender exercise, and appoint a provider for the remodelling of Trevone House. The proposed remodelling will provide a resource centre for children and young people, provision of a health assessment unit, an educational day service and apartments for young people to be able to learn the skills of daily living to prepare them for adulthood.

2.4 In addition to the remodelling works, commissioners are seeking to undertake a compliant competitive tender exercise, and appoint a provider for the day-to-day delivery of the accommodation and support services, with 24/7 staffing to meet the needs of all young people placed. This provider will also finance all “fit out” costs for the re-modelled provision. The length of contract proposed will be for five years with an option to extend for a further two years.

2.5 This model has three key service elements. All provision will be registered by the CQC or Ofsted:

- New flexible semi-independent provision for a maximum of seventeen young people aged 16 years plus (mix of studio apartments, two bed apartments and 1 bed apartments).
- Designated purpose-built space for the IRIS day services.
- Residential “Health” placements for young people needing a mental health assessment or step-down from Tier 4 mental health beds.

2.6 Set out below are the key area’s of the services:

**Area 1:** The flexible semi-independent provision will have support staff present at all times, with group space for activity sessions, independence training and office space. The core accommodation will consist of 7/8 studio flats on the ground and first floor, while also using the 3rd stairwell, which has independent access to all three floors. This will create 4 two-bedroom flats, to either support young people moving to independence, providing the opportunity to have shared training flats, or, for more complex young people, offering the flexibility of 24/7 intensive support if required, as staff can be accommodated within the two-bedroom flats, thus reducing the need for 2:1 staffing as the site will already have staff on duty 24/7 to support all young people in placement. Finally, on the third floor there will be 1 self-contained single bed flat, this will be used as an emergency placement/pace or remand bed.

**Area 2:** Develop a dedicated space for the IRIS day provision, this will accommodate the case management team, as well as space for education and therapeutic sessions. This is non residential edge of care provision to prevent new entrants or stabilise young people within their current placement. The service will
deliver an intensive day service with the option where the service requires for space for weekend and out of hours activities.

**Area 3:** Finally, three self-contained flats over three floors. The accommodation is for young people needing assessment or step-down accommodation from Tier 4 Health beds with placements reviewed jointly by social care and Health and where appropriate joint funded with Health.

2.7 This design allows for the project to accommodate a number of young people with differing needs and level of support. At any one time there would be only be four young people needing high support (1:1). Leaving the remainder of the building to support young people with medium and low needs. This is to create an environment of aspiration, so young people have positive role models, for independent living, education, employment and training. It also allows young people to grow and develop within the project rather than having to move placement and provider once they begin to flourish.

2.8 Using this model there will be a maximum capacity to accommodate 21 young people at any one time and a minimum capacity of around 13 young people. Please note the financial profiling for this project is incremental with 60% occupancy; YR1 70%, YR 2 75%, YR3 only for 85% and from YR 4 onwards 85%. This will ensure the project has a mobilisation period, and young people are placed in a timely and planned way.

3. **Service Context**

3.1 The Sufficiency Strategy covers the breadth of children and young people’s needs, and the provision of universal services to support all children, young people and families, through to specialist services to support children and young people with complex needs. The Council seeks to utilise buildings within Gloucestershire, to support children and young people and avoid the need for placing out of county, which takes children away from their family and community networks.

3.2 Accommodation for the 16 – 25 age group is particularly needed and this proposal will provide accommodation for 16- 20 year olds. This age group are the second biggest cohort to enter care and have the poorest outcomes. Placements for this cohort are scarce and generally high cost and there is a real need for higher quality placements at a reasonable cost. Currently, these placements are causing budget pressures on the external agency budget.

The Table below taken from February 2019 revenue budget report demonstrates the clear increase in semi-independent accommodation. A large number of these are complex placements for young people within supported living settings who are receiving additional support which is having an adverse affect on the budget position.
3.3 It is envisaged that a procurement exercise would be undertaken to seek a provider to manage the centre and work with all partners such as the Council, 2gether Trust and the voluntary sector in order to deliver a holistic offer for children and young people, to meet their education, health and social needs. Any procurement process will require providers to evidence a strong track record of running good to outstanding provision for children and young people, and able to foster good relationships with the local community.

4. Potential service benefits

4.1 In terms of budgetary pressure on the placement budget, utilising Trevone House will reduce the need for Gloucestershire County Council to commission high cost out of county placements and enable children and young people to stay closer to their families, education provision and local networks. This will support cost reduction whilst offering quality accommodation. It will provide multi-purpose function of placements, a health assessment suite and the IRIS day centre. There are currently no other buildings that could offer this flexible accommodation to meet varying needs of children and young people.

4.2 Given the current climate of increasing numbers of children in care, with an 86% increase in the number of children entering care since 2012, this provision will support increased demand.

4.3 A Due Regard statement has been completed for this proposed provision, considering the Equality Act protected characteristics for children and young people, and an impact assessment in relation to the local community around Trevone House. This recommends early engagement with the local community to mitigate any potential concerns that residents may have.

5. Potential property benefits

5.1 The planning department has advised that the property would not require a change in classification. The property is Class C2 residential Institutions – Residential
accommodation and care to people in need of care, residential schools, colleges or training centres, hospitals and nursing homes. Therefore, there would be no material change of use.

5.2 The property has been declared surplus to requirement by Adult Social Care (ASC) and therefore is ready to be utilised.

5.3 The proposed model is for Asset Management and Property Services to conduct a mini competition under the Gloucestershire County Council approved Major Project Framework (or such replacement Framework) for the building works. There will be a separate compliant competitive tender to procure an experienced provider to deliver the operational services, with a lease for the building. This provider will also fund all fit out cost and service.

5.4 With careful planning, the property can be developed to generate positive outcomes for the local community, with thoughtful landscaping to make Trevone House an attractive part of the residential environment.

6. The financial business case

6.1 Data used to inform the placement sufficient strategy emphasises the need to develop high quality placements that offer value for money, in order to support better outcomes for children and young people, and drive efficiencies within the placement budget to be able to meet demand.

6.2 High level analysis of the sufficiency strategy data indicates that the provision of this service will result in avoided costs in the external placement budget of approximately £0.37 million per annum or £2.6 million over the seven year term of the contract.

6.3 The estimated running costs of this facility over the full lifetime of the project (5 years + 2 years) is estimated to be £10.8 million which will be funded from the existing external placements budget.

6.4 This estimate of avoided costs does not include reductions in rent where young people are eligible for housing benefit or the cost savings associated with reduced travel time for Social Workers and other professionals when young people are placed locally.

6.5 Capital funding of £2.5 million for the refurbishment and building works will be required and will be funded from:

- £1.2 million – reallocation of existing IRIS capital project.
- £550K – revenue contributions from the IRIS revenue budget in 2018/19 and 2019/20
- £0.75 million from unallocated capital receipts – this is subject to the full achievement of the capital receipts target approved in the MTFS

6.6 Asset Management and Property Services will create the specification for all capital works in partnership with Children’s Services. This joint working will also create the
formal lease agreement for the building, which will support the lifetime of the operational contract, with a break clause whereby; any break or breach in delivery will automatically affect the building lease.

6.7 All fit out costs for the whole development will be met by the new operational provider, and will remain their responsibility throughout the lifetime of the contract.

6.8 The rationale for this approach is both timely and cost effective. It will allow for both tender processes to be undertaken in an efficient and timely manner.

7. Strategic property context

7.1 Trevone House is currently a three storey, 40 single-bedroom accommodation for older people, within central Gloucester, offering independent parking and a private garden. It is a good quality building, but surplus to the future needs of older people provision.

7.2 Trevone House offers the opportunity to develop a multi-purpose therapeutic resource centre for children and young people. Other building options have been explored; however they do not offer the same opportunity in terms of space and multiple usage. Other properties identified would require a change of use in terms of planning process, and they would require building purchase, using capital funding.

8. Risks Assessment

8.1 The most immediate risk is we will continue placing young people needing semi-independent accommodation in high cost poorly regulated provision, which is scattered around the county and very often further afield, adding further cost pressures to the external placement budget.

8.2 If approved, the implementation of this project will involve a project management approach with risk and issues logs.

8.3 Through a robust leasehold contract, risks related to the management of the building will be minimised.

8.4 There is a risk that a good to outstanding provider will not be identified to take on this contract, however, this risk will be minimised through market engagement prior to any procurement process.

8.5 There are minimal risks related to planning, due to no material change to the use of the building. One risk is around local residents and their potential opposition to children and young people residing in Trevone house. This risk will be mitigated through early engagement with the local community.

9. Officer Advice

The current situation is not a sustainable position in meeting our sufficiency duty, placement costs will continue to escalate and the number of young people placed out of
county will also increase. The recommended option will enable the council to develop much needed good quality semi-independent provision in county to address the rising spend, poor outcomes and sufficiency issues that are faced in respect of vulnerable young people in care and care leavers. The proposal is based on a strong financial model that cost reductions will be achieved over the lifetime of the contract, and beyond.

It is the only option that builds best practice in county. The project increases the likelihood of the council being able to address its issues of sufficiency and increased spend. However the proposal does not guarantee complete success and must be viewed as an integral part to implementing the wider ambitions of the Sufficiency Strategy for Gloucestershire.

10. Equalities considerations

A due regard statement has been completed and has found the impact of these proposals to be positive across most characteristics, with opportunities to improve services provision.

Cabinet Members should read and consider the Due Regard Statement in order to satisfy themselves as decision makers that due regard has been given.

11. Performance Management/Follow-up

A robust performance framework will be developed as part of the contractual arrangements, offering clear oversight of this service. In principle it will focus on the following areas (please note this may change once the final contract is in place):

- Compliance with regulatory requirements, to ensure all provision is of good to outstanding quality.
- Avoidance of escalation of need, reduced crisis presentations requiring less than satisfactory responses, which can compound problems or issues.
- Creating a Whole Child in Care placement pathway – reducing placement moves, creating stability.
- Demand management, matching of needs and allocation of resources, will all be done in partnership with Children Services.
- Robust pathway planning so placement demand is well known, appropriate and reduces the risk of voids.
- Needs lead support that enables ALL young people to move successfully to independence.
<table>
<thead>
<tr>
<th>Report Title</th>
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<tbody>
<tr>
<td></td>
<td>Care Planning, Placement and Case Review Regulations 2015.</td>
</tr>
<tr>
<td><strong>Resource Implications</strong></td>
<td>This project has both capital and revenue implications:</td>
</tr>
<tr>
<td></td>
<td>Capital cost will be £2.5 million for the refurbishments and building works. This will be funded from:</td>
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<tr>
<td></td>
<td>- Reallocating the £1.2 million IRIS capital funding in the approved capital programme.</td>
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<td></td>
<td>- Additional capital receipts of £0.75 million – this funding is subject to the full achievement of the capital receipts target in the approved MTFS</td>
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<tr>
<td></td>
<td>- £0.550 million of revenue contributions from the IRIS revenue budget in 2018/19 and 2019/20.</td>
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<tr>
<td></td>
<td>It is estimated that this facility will result in avoid costs to the external budget of £0.369 million per annum.</td>
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<td></td>
<td>Revenue costs will be for the lifetime of the contract 7 years (5yrs+2yrs), at £10,800,000 (Ten million eight hundred thousand). All revenue funding will be from the existing externals placement budget within children services.</td>
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<tr>
<td><strong>Sustainability checklist:</strong></td>
<td></td>
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<tr>
<td><strong>Partnerships</strong></td>
<td>Children and Young People’s Partnership Joint commissioning</td>
</tr>
<tr>
<td></td>
<td>The council is seeking to develop this service for vulnerable young people and continues to involve partners of closely aligned services such as the Police, alternative education, Health and community services.</td>
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<tr>
<td><strong>Decision Making and Involvement</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Economy and Employment</strong></td>
<td>This project will seek to maximise opportunities for this group of young people to engage in education, employment and training and to contribute positively to the local economy.</td>
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<td>----------------------------</td>
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<tr>
<td><strong>Caring for people</strong></td>
<td>Securing the provision of quality care and accommodation in County to improve outcomes for our most vulnerable children, young people and their families. Provision of this project, supports Gloucestershire County Council to meet its statutory obligations under Children Act 1989 as amended to make available appropriate accommodation and support for vulnerable Children and Young People.</td>
</tr>
<tr>
<td><strong>Social Value</strong></td>
<td>This service seeks to ensure that this vulnerable group of young people is offered the opportunity to contribute to their local communities and to recognise the social value they can bring. The implementation of the Sufficiency Strategy will deliver additional social, economic and environmental benefits to Gloucestershire.</td>
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<tr>
<td><strong>Built Environment</strong></td>
<td>N/A</td>
</tr>
<tr>
<td><strong>Natural Environment’ including Ecology (Biodiversity)</strong></td>
<td>The council will ensure that any impact on the natural environment is minimised.</td>
</tr>
<tr>
<td><strong>Education and Information</strong></td>
<td>This project will seek to maximise opportunities for this group of young people to engage in education, employment and training. It will seek to reconnect this group of young people as this group is often excluded from education and they currently have significantly poorer educational outcomes and employment prospects from their peers.</td>
</tr>
<tr>
<td><strong>Tackling Climate Change</strong></td>
<td>Carbon Emissions Implications? Neutral Vulnerable to climate change? No</td>
</tr>
<tr>
<td><strong>Due Regard Statement</strong></td>
<td>Has a Due Regard Statement been completed? Yes 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, email: <a href="mailto:jo.moore@gloucestershire.gov.uk">jo.moore@gloucestershire.gov.uk</a>.</td>
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<tr>
<td>Human rights Implications</td>
<td>Improve the Human Rights for Gloucestershire’s Children and Young People in Care.</td>
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<tr>
<td>Consultation Arrangements</td>
<td>Young people have been consulted throughout the development of the Sufficiency Strategy. To date their views have shaped the initial planning and development of this project. As part of the delivery programme for the Sufficiency Strategy further consultations, and evaluations will take place throughout the 3 year programme. Neighbourhood engagement will take place as part of the initial stages, within the development as well be a key requirement throughout the lifetime of the contract.</td>
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