



AGENDA

CABINET

Monday, 12th October, 2015, at 10.00 am
Darent Room, Sessions House, County
Hall, Maidstone

Ask for: **Louise Whitaker**
Telephone: **Tel:03000416824**
e-mail: **louise.whitaker@kent.gov.uk**

Tea/Coffee will be available 15 minutes before the meeting.

Webcasting Notice

Please note: this meeting may be filmed for live or subsequent broadcast via the Council's internet site or by any member of the public or press present. The will confirm if all or part of the meeting is being filmed.

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UNRESTRICTED ITEMS

(During these items the meeting is likely to be open to the public)

1. Introduction and Webcasting Notice
2. Apologies and Substitutions
To receive apologies or notice of substitutions.
3. Declaration of Interests
To receive any declaration of interests by Members in items on the agenda for this meeting.
4. Minutes of the Meeting held on 21 September 2015 (Pages 3 - 8)
Cabinet is asked to agree the minutes of the previous meeting as a correct record.
5. Revenue and Capital Budget Monitoring for 2015-16 - July (Pages 9 - 148)
To consider and note the latest monitoring position on both the revenue and capital budgets and seek agreement to changes to the capital programme cash limits.

6. Early Help and Preventative Services Commissioning Intentions for 2016-17 (Pages 149 - 244)

To seek agreement to proceed with the commissioning intentions as set out in the report and to re-commission Early Help services in 2016.

7. Proposed responses to recent Government Consultations (Pages 245 - 302)

To consider and endorse for submission to Government proposed KCC consultation responses to the consultations:

- "Enabling closer working between the Emergency Services"
- "Reforming the Powers of Police Staff and Volunteers"

8. Facing the Challenge - Property and Infrastructure Support Local Authority Trading Company (LATC) (Pages 303 - 316)

To consider information, which is not exempt from publication, regarding the establishment of a Property and Infrastructure Support Local Authority Trading Company and related delegations to senior officers.

Further information, which is exempt from publication, is provided at Item 9 and Members should have regard to all papers before making a decision.

MOTION TO EXCLUDE THE PRESS AND PUBLIC

That under Section 100A of the Local Government Act 1972 the press and public be excluded from the meeting for the following business on the grounds that it involves the likely disclosure of exempt information as defined in paragraph 3 of part 1 of Schedule 12A of the Act.

9. Facing the Challenge - Property and Infrastructure Support Local Authority Trading Company (LATC) (Pages 317 - 344)

To seek agreement to establish a Property and Infrastructure Support Local Authority Trading Company.

Peter Sass
Head of Democratic Services
Friday, 2 October 2015

Please note that any background documents referred to in the accompanying papers maybe inspected by arrangement with the officer responsible for preparing the relevant report.

KENT COUNTY COUNCIL

CABINET

MINUTES of a meeting of the Cabinet held in the Darent Room, Sessions House, County Hall, Maidstone on Monday, 21 September 2015.

PRESENT: Mr P B Carter, CBE (Chairman), Mr D L Brazier, Mr G Cooke, Mr M C Dance, Mr G K Gibbens, Mr P J Oakford, Mr J D Simmonds, MBE, Mr B J Sweetland, Mrs S V Hohler and Mr M J Northey

UNRESTRICTED ITEMS

125. Apologies and Substitutions

Apologies were received from Mr Mike Hill, Cabinet Member for Communities, substituted by Mrs Sarah Hohler, Deputy Cabinet Member and Mr Roger Gough, Cabinet Member for Education and Health Reform, substituted by Mr Michael Northey, Deputy Cabinet Member.

126. Minutes of the Meeting held on 6 July 2015

(Item 3)

The minutes of the meeting held on 6 July were agreed as a correct record and signed by the Chairman accordingly.

127. Revenue and Capital Budget Monitoring - 2015-16 - Quarter 1

(Item 4)

Cabinet received a report providing the budget monitoring position for Quarter 1 of 2015-16 for both the revenue and capital budgets and including an update on key activity data.

Mr Simmonds, Deputy Leader and Cabinet Member for Finance and Procurement introduced the report. He reported that the net projected variance against the combined directorate revenue budgets was an overspend of £14.555m, before management action, but that management action was expected to reduce this to £11.950m. The Corporate Management Team had begun work identify additional actions that would enable this figure to be reduced further.

He reminded members that although it was anticipated that there would be an improvement in the position arising from measures that had only recently commenced and which were now starting to take effect but were not reflected in the Quarter 1 position submitted by budget managers, the issue was significant and the effort required to balance the budget again for the 2015/16 financial year should not be under-estimated.

Mr Simmonds highlighted the headline pressures that continued within the budget as set out in the report and the item was opened for discussion.

Portfolio pressures were raised by Mr Balfour, Cabinet Member for Environment and Transport and Mr Oakford, Cabinet Member for Specialist Children's Services and the Leader assured both members that representations to government continued to

establish more support for both portfolios, amongst other matters. In particular he referred to the recent reduction in grant from government for the statutory duty to support unaccompanied asylum seeking children and hoped that the strong message that had been put forward about the pressures faced by county council's in this and others areas, by means of a letter to the relevant minister, was reflected in the spending review expected on November 25th 2015.

It was RESOLVED that

CABINET	
21 September 2015	
1.	The initial quarterly forecast revenue and capital budget monitoring position for 2015-16 be noted.
2	The realignment of revenue budgets as detailed in sections 1.2 to 1.3 and table 1a of each of the annex reports, be agreed.
3.	The changes to the capital programme cash limits as detailed in the actions column in table 2 of the annex reports and summarised in Appendix 3, be agreed.
REASON	
1.	In order that Cabinet can effectively carry out monitoring requirements.
2 & 3	In order that the budget accurately reflects the real time position and is fit for purpose enabling necessary actions to be taken.
ALTERNATIVE OPTIONS CONSIDERED	None.
CONFLICTS OF INTEREST	None.
DISPENSATIONS GRANTED	None.

128. Performance Report - Quarter 1

(Item 5)

Cabinet received a report containing information about the key areas of performance for the Council for quarter 1.

Richard Fitzgerald, Performance Manager, Strategic Business Development and Intelligence was in attendance and introduced the item for members. In particular he referred to the following:

1. That the report had been updated to reflect new performance indicators for 2015 – 16 including website satisfaction, job creation from Council loan schemes and within Social Care information was now provided on delayed discharges of care.
2. Overall performance was good with the majority of indicators recorded as 'Green' and therefore on or ahead of target with a net positive direction of travel.

3. Significant movement reported were as follows:

- Highways and Transportation: Improved performance was reported as to the timely completion of routine repairs and levels of demand had reduced
- Education and Young People's Services: Increased numbers of schools rated 'good' and 'outstanding' by ofsted were reported but a pressure was evident in the conversion of SEN statements to the new 'Education, Health and Care plans' currently reported as behind target.
- Specialist Children's Services slight dip in performance related to the quality of case files but this was believed to be a temporary phenomenon and performance was still much improved on the same time last year.
- Children in Care: Less new episodes of local children coming in to care were reported and numbers continued to reduce although pressures remained regarding support for unaccompanied asylum seeking children as discussed in the previous item.
- Adult Social Care: Continued improvement was reported on numbers of people supported with telecare and enablement and continued reductions of new admissions to permanent residential and nursing care for older people. However a pressure remained related to transfers of care from hospital.

Andrew Ireland commented at the request of the Leader, on the dip in performance concerning case files. He reported that the case file figures were monitored and reported monthly and were already showing an improvement. He reminded members too that the overall trend on this criteria was positive.

It was RESOLVED that the report be noted.

129. Motion to Exclude the Press and Public

It was RESOLVED that under Section 100A of the Local Government Act 1972, the press and public be excluded from the meeting for the following business on the grounds that it would involve the likely disclosure of exempt information as defined in paragraph 3 or Part 1 of Schedule 12A of the Act.

130. Back Office Procurement Project

(Item 6)

PUBLIC MINUTE OF EXEMPT ITEM

Cabinet received an 'exempt' report providing a detailed evaluation of the results of the back office procurement process for the transactional services within Finance, HR and ICT (Lot 1) and the Customer Services (Contact Point and Digital Communications) (Lot 3) and seeking decisions on the next steps for each.

The Chairman, Mr Paul Carter, Leader of KCC, asked that information be provided about each lot in turn, followed by questions and discussion of that lot and finally a decision on the next steps.

LOT 1 – Transactional Services

Richard Hallett, Senior Responsible Officer, Back Office Procurement Project, spoke to the item and introduced the matter for Members, including a summary of the debate and recommendation to not proceed to a contract award for Lot 1 made at the Policy and Resources Cabinet Committee on 18 September 2015, to which the Cabinet was to have regard when taking its decision.

Andy Wood, Corporate Director for Finance and Procurement and Section 151 Officer described for Members correspondence received from the remaining bidder for Lot 1 and the responses given by officers. Members took account of the correspondence and were satisfied that the responses given by officers to the points raised were full, fair and detailed and were assured that the process had been handled by officers in an objective, professional and impartial manner, having full confidence in the information they had received in the report and appendices.

Amanda Beer, Corporate Director of Human Resources, reported that the Officers Commissioning Board had completed a technical evaluation of the Lot 1 process and described for Members the results of that evaluation, which were to not proceed to a contract award for Lot 1 unless the Value for Money report was exceptionally favourable.

Following this submission, Andy Wood addressed the meeting again, describing the conclusions reached in the Value for Money report written in his capacity as Section 151 Officer. He also described for Members the methodology used to create the report and the areas to which he had had particular regard when forming his conclusions.

Finally Rebecca Spore, Director of Infrastructure, addressed the meeting to explain some of the detailed considerations relating to the contract offer contained within the report.

The matter was opened for comments and questions and a discussion followed.

The Chairman, Mr Carter, summarised the information received and comments made and expressed his thanks to the team assembled, from within KCC and outside, for the hard work, rigorous professional standards and excellent, cross-party, elected Member engagement applied to the process.

Mr Carter put forward a recommendation, seconded by Mr Simmonds as follows:

That Cabinet, having regard to the papers received, including the submission from the bidder, the 'Technical Evaluation' and 'Value for Money' reports and the recommendations reported from the Policy and Resources Cabinet Committee and the Officers Commissioning Board, agree to not proceed with a contract award for Lot 1.

Members unanimously agreed the recommendation.

LOT 3 - Customer Services

Richard Hallett, spoke to the item and introduced the matter for Members, including a summary of the debate and recommendation to accept the bid made at the Policy and Resources Cabinet Committee on 18 September 2015, to which the Cabinet was to have regard when taking its decision.

Amanda Beer reported that the Officers Commissioning Board had completed a technical evaluation of the Lot 3 process and described for Members the results of that evaluation, which was to proceed to contract award, subject to a satisfactory Value for Money report.

Following this submission, Andy Wood addressed the meeting, describing the conclusions reached in the Value for Money report written in his capacity as Section 151 Officer. He also described for Members the methodology used to create the report and the areas to which he had had particular regard when forming his conclusions.

The matter was opened for comments and questions and a discussion followed.

Mr Carter summarised the information received and comments made and again expressed his thanks to the team assembled for the work undertaken. He also reminded Members that work would continue to find innovative solutions for the efficient and effective delivery of the Edukent Service which had initially been part of the Back Office Procurement Project but had been withdrawn for reasons set out in the exempt report.

Mr Carter put forward a recommendation, seconded by Mr Simmonds as follows:

That Cabinet, having regard to the papers received, including the submission from the bidders, the 'Technical Evaluation' and 'Value for Money' reports and the recommendations reported from the Policy and Resources Cabinet Committee and the Officers Commissioning Board, agree to proceed with a contract award for Lot 3.

It was RESOLVED that:

CABINET DECISION Back Office Procurement Project 21 September 2015	
1.	Having had regard to the papers received, including the submission from the bidder, the 'Technical Evaluation' and 'Value for Money' reports, and the recommendations reported from the Policy and Resources Cabinet Committee and the Officers Commissioning Board it be agreed to not proceed to a contract award for Lot 1.
2.	Having had regard to the papers received, including the submission from the bidders, the 'Technical Evaluation' and 'Value for Money' reports, and the recommendations reported from the Policy and Resources Cabinet Committee and the Officers Commissioning Board, it be agreed to proceed to a contract award for Lot 3.

<p>Governance note: The Executive Scheme of Delegation for Officers, set out in Appendix 2 Part 4 of the Constitution (and any sub-delegations made thereunder) provides the governance pathway for officers to take necessary actions to ensure the implementation of the decisions taken. The scheme requires that officers keep informed the relevant Cabinet Member of actions taken under delegated powers.</p>	
REASONS	
1.	Reasons for the decision are as set out in the Technical Evaluation, Value for Money Report, recommendations of the Policy and Resources Cabinet Committee, the Officers Commissioning Board and submissions made by officers at the meeting, all of which are exempt from publication under paragraph 3, of schedule 12a of the Local Government Act 1972.
2.	Reasons for the decision are as set out in the Technical Evaluation, Value for Money Report, recommendations of the Policy and Resources Cabinet Committee, the Officers Commissioning Board and submissions made by officers at the meeting, all of which are exempt from publication under paragraph 3, of schedule 12a of the Local Government Act 1972.
Alternative options considered	Alternative options were considered fully at the outset of and throughout the process. Cabinet considered and rejected one alternative option for each Lot during the meeting.
Conflicts of interest	None.
Dispensations granted	None.

From: John Simmonds, Deputy Leader and Cabinet Member for Finance & Procurement
Andy Wood, Corporate Director of Finance & Procurement
Corporate Directors

To: CABINET - 12 October 2015

Subject:

- (1) **REVENUE AND CAPITAL BUDGET MONITORING FOR 2015-16 - JULY**
- (2) **KEY ACTIVITY MONITORING FOR 2015-16 - JULY**

Classification: **Unrestricted**

1. SUMMARY

1.1 This report provides the budget monitoring position for July 2015-16 for both revenue and capital budgets, including an update on key activity data.

1.2 The format of this report is:

- An executive summary which provides a high level financial summary and highlights only the most significant issues
- There are seven annexes to this executive summary report, as detailed below:
 - **Annex 1** **Education & Young People's Services**
 - **Annex 2** **Social Care, Health & Wellbeing** - Specialist Children's Services
 - **Annex 3** **Social Care, Health & Wellbeing** - Adults
 - **Annex 4** **Social Care, Health & Wellbeing** - Public Health
 - **Annex 5** **Growth, Environment & Transport**
 - **Annex 6** **Strategic & Corporate Services**
 - **Annex 7** **Financing Items**

2. RECOMMENDATIONS

Cabinet is asked to:

- i) **Note** the report, including the latest monitoring position on both the revenue and capital budgets.
- ii) **Agree** the changes to the capital programme as detailed in the actions column in table 2 of the annex reports and summarised in Appendix 1.

3. SUMMARISED REVENUE MONITORING POSITION

- Page 10
- 3.1 The net projected variance against the combined directorate revenue budgets is an overspend of £14.966m, before management action, but management action is expected to reduce this to £11.570m. However, there is some minor re-phasing of budgets which we will need to roll forward to 2016-17 to fulfil our legal obligations, detailed in section 3.7, therefore this changes the position to an overspend of £11.706m as shown in the headline table below. There is also some significant underspending within the forecast, detailed in section 3.8, which we would ideally like to roll forward in order to continue with these initiatives in 2016-17. However, this will only be possible if the Authority as a whole is sufficiently underspending by year end. If we allow for this, then this changes the position to an **underlying overspend of £12.958m**. Directorates have been tasked with coming up with management action to balance this position as, with the budget savings already required over the medium term, we must avoid going into 2016-17 in an overspending position. Management action of £0.5m is expected to be delivered within Education & Young People Services, £0.605m within Adult Social Care and £0.220m within Strategic & Corporate Services. In addition, a £2.071m reduction is expected within Strategic & Corporate Services once we receive the detailed action plan from our project partners (KPMG) in relation to how the £2.071m Procurement & Commissioning saving will be delivered. Further work is urgently required to identify actions to eliminate the residual £12.958m forecast pressure. The annexes to this report provide the detail of the overall forecast position which is summarised in table 1 below.
- 3.2 In terms of the residual forecast overspend after management action and roll forward requirements of £12.958m, it is anticipated that there should be an improvement in the position arising from measures that have only recently commenced, which are now starting to take effect but were not reflected in the July monitoring position submitted by budget managers as it was too early to quantify the effects of these actions. It is therefore anticipated that the position will improve by the quarter 2 report. However, this is a significant problem to resolve and should not be under-estimated, so the Corporate Management Team is asked to consider options to fully offset this forecast residual pressure, starting initially with reviewing all areas of spend to ensure we continue to focus on reducing spend in those areas which will not directly impact on front line services. If by quarter 2 this is not showing adequate signs of reducing then more radical action will need to be taken.
- 3.3 This report does not attempt to explain movements month on month, but explains why we have a forecast variance. However, we will report the headline movement, which for this month is a £0.380m reduction in the forecast overspend (excluding schools), as shown in table 1. This is mainly due to:

E&YP - there is a shortfall in income at the Swattenden outdoor education centre following the change of use of the Appledore Unit to an Asylum reception centre. £1.252m of re-phasing of the Kent Employment Programme and the Troubled Families Programme will be requested to roll forward in order to continue with these initiatives in 2016-17 but this will be dependent on the Authority achieving an underspending position by the end of the financial year. However, we have a legal obligation to continue with the current placements on the Kent Employment Programme so £0.090m will need to roll forward regardless of the outturn position for the Authority. A net pressure on the high needs education budgets and the early years education budget will be met by a drawdown from the schools unallocated DSG reserve.

SCH&W (SCS) - a further increase in the forecast shortfall in grant funding for the Asylum Service following the well reported recent increase in migrant activity. Within the other Specialist Children's Services demand for residential services has increased this month, vacancies have been filled within the Central Support Team, there is pressure on the legal fees budget relating to cases which were previously part of the special operation undertaken last year, and there is an increased pressure on social care staffing mainly due to the establishment of additional Adolescent Support Team posts targeted at increasing the proportion of young people re-united with their families within early weeks of care. These additional pressures are partially offset by an improvement in the forecast for Fostering as a result of a forecast shift in placements within the independent sector to the cheaper in-house service and an improvement in the forecasts for Safeguarding and Care Leavers.

SCH&W (Adults) - the pressure on the Adult Social Care budgets has increased, mainly relating to domiciliary care for older people and physically disabled clients and increased demand for direct payments, which have both led to increased income from non residential charging helping to partially offset the increased pressure. In addition, there is higher demand for adaptive and assistive technology equipment and residential care for all client groups compared to last month, partially offset by lower demand for older people nursing care. There is also a reduced pressure on the social support for carers budget and a bigger underspend on social care staffing mainly due to delays in recruiting to Mental Health & Learning Disability assessment teams. Management action of £0.605m is also now forecast which is helping to reduce the impact of the increased pressures this month.

GE&T - additional highway maintenance & emergency response costs due to collapsed roads and additional grass cutting and weed control required at junctions on high speed roads; a staffing pressure on the Coroners budget to cover long term sickness, a backlog of cases and additional staffing required to deal with current activity levels following the transfer of coroners officers from Police; and a small increase in the pressure on the waste budgets due to increased waste volumes, are being largely offset by a reduction in the pressure on the concessionary fares budget following completion of the reconciliation of the quarter 1 journey numbers by our concessionary travel consultant.

S&CS - the pressure on the S&CS budgets has increased this month, mainly due to increased project implementation costs for the managed print service within ICT, and additional staffing costs within Finance & Procurement, but this is partially offset by an underspend within the Business Services Centre, mainly due to vacancies being held pending the outcome of the back office procurement process. Additional management action is expected to be delivered in order to remain at a balanced outturn position for the directorate.

FI - a forecast increase in Education Services Grant as fewer schools are anticipated to convert to academy status this financial year than assumed when the budget was set and increased interest on cash balances as a result of higher cash balances, investing for longer durations and increased dividends.

3.4 HEADLINE POSITION (EXCL SCHOOLS) (£'000)

	Cash Limit	Variance Before Mgmt Action	Management Action - already in place	Net Variance after Mgmt Action	Last Report	Movement
Directorate Totals	+928,728	+14,966	-3,396	+11,570	+11,950	-380
Adjustments: - Legally committed roll fwd (see section 3.7 for detail)		+136	-	+136	-	+136
Underlying position (incl. legally committed roll fwd requirements only)	+928,728	+15,102	-3,396	+11,706	+11,950	-244
- Roll fwd / re-phasing required to continue / complete existing initiatives (see section 3.8 for detail)		+1,252	-	+1,252	-	+1,252
Underlying position (incl. ALL roll fwd requirements)	+928,728	+16,354	-3,396	+12,958	+11,950	+1,008

Page 12

Table 1 Directorate position - net revenue position before and after management action together with comparison to the last report

Annex	Directorate	Budget £'000	Net Variance (before mgmt action) £'000	Management Action already in place £'000	Net Variance (after mgmt action) £'000	Last Report £'000	Movement £'000
1	Education & Young People's Services	72,134.9	-289	-500	-789	+453	-1,242
2	Social Care, Health & Wellbeing - Specialist Children's Services	133,046.1	+664	-	+664	+244	+420
	Social Care, Health & Wellbeing - Asylum	280.0	+6,575	-	+6,575	+5,936	+639
	<i>Sub Total SCH&W - Specialist Children's Services</i>	<i>133,326.1</i>	<i>+7,239</i>	<i>-</i>	<i>+7,239</i>	<i>+6,180</i>	<i>+1,059</i>
3	Social Care, Health & Wellbeing - Adults	350,959.3	+8,042	-605	+7,437	+7,083	+354
4	Social Care, Health & Wellbeing - Public Health	-693.2	-	-	-	-	-
5	Growth, Environment & Transport	173,835.4	+789	-	+789	+741	+48
6	Strategic & Corporate Services	69,441.3	+2,291	-2,291	-	-	-
7	Financing Items	129,724.1	-3,106	-	-3,106	-2,507	-599
	TOTAL (excl Schools)	928,727.9	+14,966	-3,396	+11,570	+11,950	-380
1	<i>Schools (E&YP Directorate)</i>	<i>-</i>	<i>+2,867</i>	<i>-</i>	<i>+2,867</i>	<i>+1,212</i>	<i>+1,655</i>
	TOTAL	928,727.9	+17,833	-3,396	+14,437	+13,162	+1,275

3.6 The **Revenue** Budget Monitoring headlines are as follows:

- a) The position included in this report for Asylum is a pressure of £6.575m, and this reflects the impact of the increase in migrant activity up to the end of July and the estimated fit out costs for a new temporary reception centre. We are seeking to recoup these one-off fit out costs from Government. This forecast is based on the latest grant offer from the Home Office and assumes 100 new referrals per month for August & September and then 50 per month for the remainder of the financial year. There were 128 referrals in August, however at the time of writing this report, migrant activity has slowed significantly in September from the levels experienced in July & August, with 72 referrals in the first 26 days of the month suggesting that we remain on track against our forecast, but this will depend on the level of migrant activity for the remainder of the year. Negotiations continue particularly with regard to the increased costs resulting from the recent high number of referrals.
- b) We recently received a payment of £4.7m from the Home Office towards our Asylum costs relating to what we were owed for 2014-15 and for April and May 2015. This has no impact on the Asylum forecast reflected in this report.
- c) There is a small forecast pressure on Specialist Children's Services (exc. Asylum, see above) which assumes that the transformation savings will be delivered in line with the savings profiles agreed with our transformation partner. The net overspend of £0.664m mainly relates to increased costs of agency social workers due to the ongoing difficulties in recruiting to posts and the establishment of additional Adolescent Support Team posts targeted at increasing the proportion of young people re-united with their families within the early weeks of care. Also, pressures on Safeguarding, Care Leavers, Family Support Services and legal fees are offset by underspending on Residential Services, Fostering and Adoption.
- d) The pressure of £8.042m within Social Care, Health & Wellbeing - Adults is largely the net effect of a continuation of increased activity experienced in the final quarter of 2014-15 on residential and homecare services for older people and physically disabled clients, together with significant pressures on residential care for mental health clients, the supported living service for learning disabled and physically disabled clients, day care for learning disability clients and support for carers. These pressures are partially offset by delivery of transformation savings, staff vacancy savings, underspending on learning disability residential care and older people nursing care, and the use of so-far uncommitted funding held within Other Adult Services and Adult Social Care Staffing. Management action of £0.605m is now forecast which is expected to reduce the pressure to £7.437m (see Annex 3 for further information).

- e) Within Education & Young People's Services, the SEN Home to School Transport budget continues to experience pressure, with a forecast overspend of £0.517m but this is more than offset by a continuation from last year of the reduced demand for mainstream home to school transport (-£0.986m). In addition the Directorate is showing a net pressure in relation to costs associated with the new Early Help Module, only a part year effect of Children's Centres savings being delivered this year, refurbishment costs for Youth Centres and costs of cabling and wireless routers in Children's Centres, shortfalls against income targets for nursery provision, early years training, outdoor education and school improvement, together with a pressure on the Community Learning & Skills service due to costs associated with service redesign and a reduction in contract/grant income. These pressures are partially offset by lower than budgeted annual pension capitalisation costs and savings on commissioned services. In addition, significant underspending is now forecast relating to the Kent Employment Programme and the Troubled Families Programme but, if possible, roll forward is required to continue these schemes in 2016-17. As a result, the directorate as a whole is now forecasting a net underspend excluding schools of £0.289m, with management action of £0.5m estimated to improve this to an underspend of £0.789m. However, in order to fund the roll forward requirements, an underspend of £1.342m is required, so the directorate is investigating options to cover the shortfall of £0.553m in order to achieve this position, particularly within Early Help & Preventative Services and Education Quality & Standards divisions, which is where the main pressure areas reflected in this report are contained.
- A net pressure on the high needs education budgets (+£1.581m) and early years education budget (+£0.098m) will be met by a drawdown from the schools unallocated DSG reserve.
- f) The Growth, Environment and Transport Directorate is forecasting a pressure of £0.789m. The most significant services contributing to this position are Concessionary Fares (£0.391m) due to increased usage, a net pressure on the waste budget of £0.465m (*see item (g) below for further details*), a pressure on general highway maintenance and emergency response (£0.304m) mainly due to road collapses and increased grass cutting/weed control at junctions on high speed roads and a staffing pressure on the coroners budget (£0.116m). These pressures are partially offset by a rebate on streetlight energy following a reconciliation of winter 2014-15 usage (-£0.142m), additional registration income, mainly from ceremonies (-£0.141m) and underspends within the strategic management and directorate support budgets (-£0.108m).
- g) The high waste volumes experienced during 2014-15 have continued into the first four months of 2015-16 with a forecast overspend of £1.959m currently reported. This is partially offset by savings on management fees at waste facilities sites, in-vessel composting, higher than anticipated income from recyclables, lower cost of waste to energy disposal and contract savings at HWRCs and transfer stations, giving an overall net waste pressure of £0.465m. The tonnage for the first four months of 2015-16 was 3,100 tonnes above the affordable level for this period and the current forecast pressure on waste tonnage of £1.959m assumes tonnage will be 711,300 tonnes for the full year, 20,800 tonnes above the budgeted level of 690,500 tonnes. This forecast appears high when comparing to year to date tonnage, but it assumes that waste volumes will remain at similar levels to those experienced last year for the remainder of this financial year.
- h) The forecast for Public Health currently shows an underspend on £0.144m which in line with government guidelines will be transferred to the Public Health reserve, for use in future years. However, the service is currently considering options for dealing with a potential in year grant reduction resulting from the Government's austerity measures, please see section 3.10 (i) for further details.

- i) Within Strategic & Corporate Services, a £2.071m centrally held procurement & commissioning saving is currently forecast to be offset once the detailed action plan from our project partner (KPMG) as to precisely how this will be delivered, is finalised. Elsewhere within the directorate, pressures within the Contact Centre, Gateways & Customer Relationship and ICT are being offset by underspending within Communications & Consultation, Business Services Centre and proposed management action.
- j) Within Financing Items, increased interest on cash balances; a forecast increase in Education Services Grant as fewer schools are anticipated to convert to academy status this financial year than assumed at the time the budget was set; higher than expected Business Rate compensation grant for the impact of measures introduced by the Government in the 2012, 2013 and 2014 Autumn Statements; a retained levy as a result of being in a business rate pool with 10 of the Kent District Councils and an underspend against the external audit fee all contribute to a forecast underspend of £3.106m. The accounting treatment for the retained levy has only recently been agreed, hence why this was not factored into the 2015-16 budget build. If a business rate pool is agreed for 2016-17 then we will need to reflect a retained levy in the 2016-17 budget build, but we will not know this until the autumn.

3.7 Details of Committed Roll Forward/Re-phasing requirements

The headline table on page 4 shows that within the current forecast revenue position there is a requirement to roll forward £0.136m to 2016-17, relating to initiatives where we have a legal obligation to provide the funding. This relates to:

<ul style="list-style-type: none"> ▪ re-phasing of Kent Youth Employment programme in to 2016-17 (see annex 1) ▪ re-phasing of Kent & Medway Safeguarding Vulnerable Adults Committee in to 2016-17. This represents KCC's share of the underspend of the Committee. Under the terms of the multi-agency agreement, KCC has an obligation to provide this funding to the Committee. The underspending relating to partners contributions is held in a Fund (see annex 3) 	<p>+90 k</p> <p>+46 k</p> <hr style="width: 100px; margin-left: auto; margin-right: 0;"/> <p>+136 k</p>
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These roll forward requirements are only included as we have a legal obligation. All the time that we are in a overspend position for the authority, roll forwards **will not** be considered unless legally we have no choice.

3.8 Details of Roll Forward/Re-phasing required to complete existing initiatives, if the outturn position allows:

In addition to the roll forward requirements that we are legally obliged to provide for, which are detailed above, there is some significant underspending within the forecast which we would ideally like to roll forward in order to continue with these initiatives in 2016-17. The Authority as a whole would need to achieve an underspending position at year end of at least -£1.388m in order to fund all of these (£1.252m as detailed below and +£0.136m per section 3.7 above). We are currently forecasting an overspend of £11.570m even after the anticipated delivery of £3.396m of management action, so we have a shortfall of £12.958m as highlighted in the headline table on page 4, which will need to be addressed before roll forward for these initiatives can be considered. These initiatives are:

<ul style="list-style-type: none"> ▪ Kent Youth Employment programme (see annex 1) ▪ Tackling Troubled Families (see annex 1) 	<p>+669 k</p> <p>+583 k</p> <hr style="width: 100px; margin-left: auto; margin-right: 0;"/> <p>+1,252 k</p>
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In line with usual practice, if an underspending position is achieved by the end of the financial year, **all** roll forward proposals will be subject to Cabinet approval in the summer, in view of the overall outturn position and the pressures facing the authority over the medium term.

3.9 Revenue budget virements/changes to budgets

All changes to cash limits are in accordance with the virement rules contained within the constitution, with the exception of those cash limit adjustments which are considered “technical adjustments” i.e. where there is no change in policy, including:

- Allocation of grants and previously unallocated budgets where further information regarding allocations and spending plans has become available since the budget setting process, including the inclusion of new 100% grants (i.e. grants which fully fund the additional costs) awarded since the budget was set.
- Cash limits for the A-Z service analysis have been adjusted since the budget was set to reflect a number of technical adjustments, including the further centralisation of budgets and to reflect where responsibility for providing services has moved between directorates/divisions.
- In addition, cash limits have been adjusted this month to reflect the decisions made by Cabinet on 6 July regarding the roll forward of underspending from 2014-15.

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10 Potential in year cuts to Government funding levels

Making an early start on tackling the public finances in this Parliament, the Chancellor announced in the Queen's Speech in early June that the in-year budget review process was completed and provided details of the savings by Government Department. Some of these cuts will have a direct impact on our finances in the current year and, potentially, future years. Details which have been announced so far include:

i) Public Health

- As reported to Cabinet on 6 July in the first monitoring report for 2015-16, the Government has announced that £200m of in year savings from the Department of Health are to come from public health budgets devolved to local authorities. National consultation setting out possible options on reducing Local Authority (LA) public health allocations ran from 31 July to 28 August. The options include:
 - (1) take a larger share from LAs that are significantly above their target allocation;
 - (2) take a larger share of the savings from LAs that carried forward unspent PH reserves into 2015-16;
 - (3) apply a flat rate percentage reduction to all LAs allocations;
 - (4) apply a standard percentage reduction to every LA unless an authority can show that this would result in particular hardship.Although we do not expect to know the outcome of the consultation until early autumn, the Department of Health's stated preferred option is to apply a 6.2% reduction across the board (option 3 above), which for Kent would mean a cut in funding of £4.040m. On this basis, the service is considering options for dealing with an in-year 2015-16 budget reduction of this level, but it should be noted that a reduction of this size would require cuts to service levels.
Our response to the consultation was that option 1 is our preferred option. Kent is currently below our target allocation.

ii) **Adult Education**

- The Skills Funding Agency (SFA) has announced a 3.9% cut to adult skills budget and discretionary learner support allocations, which is being made in response to the £450m in year savings required of the Department for Business, Innovation & Skills. Additionally, the SFA will attempt to save money by withdrawing all funding for mandated English for speakers of other languages (ESOL) provision for the 2015-16 funding year. This 3.9% cut will be made across the board to non-apprenticeship allocations. The impact on the Community Learning & Skills budget is a reduction in funding of £0.359m but the service is able to cease some direct service costs and with the implementation of management action the residual impact is estimated at £0.1m, and this is included in the E&YP directorate forecast reflected in this report.

iii) **Youth Offending Service**

- A formal consultation is imminent regarding a 14% in year government cut in Youth Offending Team grant from Youth Justice Board (YJB). A 14% reduction in our YJB funding would equate to £0.2m. We, and other local authorities, have sent a letter to YJB stating that a cut in grant would be too detrimental to the service and suggest that the reduction should be taken from the central YJB budget. A further update will be provided once we have more details.

SUMMARISED CAPITAL MONITORING POSITION

The working budget for the 2015-16 Capital Programme is £367.598m (£329.820m excluding PFI). The forecast outturn against this budget is £338.808m (£301.030m excluding PFI) giving a variance of -£28.790m (-£28.790m excluding PFI). The annexes to this report provide the detail, which is summarised in table 2 below.

4.2 **Table 2** Directorate capital position

Directorate	2015-16 Cash Limit per Budget Book £'000	2015-16 Working Budget £'000	2015-16 Variance £'000	Real Variance £'000	Re-phasing Variance £'000	Annex
Education & Young People's Services	144,784	162,231	-18,840	6,250	-25,090	1
Social Care, Health & Wellbeing - Specialist Children's Services	902	1,959	-	-	-	2
Social Care, Health & Wellbeing - Adults	30,049	51,070	-3,162	-	-3,162	3
Social Care, Health & Wellbeing - Public Health	-	360	-	-	-	4
Growth, Environment & Transport	101,707	124,200	-7,029	1,719	-8,748	5
Strategic & Corporate Services	20,582	27,778	241	276	-35	6
Financing Items	-	-	-	-	-	7
TOTAL	298,024	367,598	-28,790	8,245	-37,035	

4.3 The **Capital** Budget Monitoring headlines are as follows:

- a) The majority of schemes are within budget and on time.
- b) +£8.245m of the -£28.790m variance is due to **real** variances as follows:

Trinity Free School, Sevenoaks (EYP) +£6.192m in 2015-16 and +£2.447m in 2016-17. The forecast now represents the total contract sum and programme for completion as agreed by the EFA and reflects additional costs which have been incurred due to site conditions and out of sequence works. The additional costs will be funded by EFA grant.

Highway Major Enhancement (GET) +£0.810m reflects in the main an additional footway scheme at Bank Street, Ashford (+£0.243k) and enhancement works at Star Lane, Thanet (+£0.553k), both to be funded by additional developer contributions.

Incubator Development (GET) +£0.737m. This reflects new loan advances to businesses following receipt of external funding from the Growing Places Fund.

Disposal Costs (S&CS) +£0.400m. This reflects the capitalisation of security costs to protect the value of KCC assets, to be funded from the capital proceeds of property disposals. Future year budgets will be considered as part of the 2016-19 MTFP process.

The remaining +£0.106m of real variances are made up of a number of real over and underspends on a number of projects across the capital programme. The annexes to this report provide the detail.

- c) -£37.035m of the -£28.790m variance relates to **rephasing** on a number of projects. The main projects comprising the rephasing are as follows:

Special School Review Phase 2 (EYP) -£15.005m. Rephasing to reflect the impact on 2015-16 of delays at the planning stage, land acquisition and cost renegotiation stages on a number of complicated projects which has impacted on completion dates.

Sevenoaks Grammar School (EYP) -£9.177m. Works have been halted pending the outcome of the Secretary of State decision with the budget being rephased accordingly.

Early Help Single System (EYP) -£0.908m. Re-profiling of original budget allocation to reflect revised project plan.

OP Strategy - Specialist Care Facilities (SCH&W Adults) -£3.162m. The Accommodation Strategy has identified a need to incentivise the market in Swale, Thanet and Sandwich. Market engagement has commenced in Swale which will inform what capital investment is needed. However, a more formal exercise may be required which is unlikely to be complete by the end of the financial year and therefore the budget is being rephased into 2016-17.

SELEP projects (GET):

Sittingbourne Town Centre Regeneration -£2.500m;

Middle Deal Transport Improvements -£1.500m;

A26 London Road/Staplehurst Road/Yew Tree Junction -£0.939m;

M20 Junction 4 Eastern Over Bridge -£0.899m;

Tonbridge Town Centre Regeneration -£0.842m.

A28 Sturry Rural Integrated Transport Package -£0.509m;

Rathmore Road Link -£0.464m;

A28 Chart Road, Ashford -£0.380m; and

Kent Thameside LSTF -£.310m.

The original budgets for these schemes were profiled on the phasings within the initial business cases which were submitted to SELEP for LGF funding. The forecasts now reflect amended profiles in the revised business cases.

Integrated Transport Schemes (GET) -£0.250m. A scheme at the Bat & Ball junction, Sevenoaks has been rephased to summer 2016-17 following other works being carried out by utility companies in the area this summer.

The remaining -£0.190m rephasing comprises minor rephasing across the capital programme. The annexes to this report provide the detail.

Capital budget virements/changes to cash limits

- Any cash limit changes due to virements are in accordance with the virement rules contained within the constitution and have received the appropriate approval via the Leader, or relevant delegated authority.
- **Cabinet is asked to approve** further changes to the capital programme cash limits resulting from this round of monitoring, which are identified in the actions column in table 2 of the annex reports. For ease of reference these are all summarised in **Appendix 1**.

5. CONCLUSIONS

- 5.1 The overall forecast overspend position, after taking into account the requirements to roll forward, has increased by +£1.799m from +£14.555m to +£16.354m since the quarter 1 position provided to Cabinet in September. However, management action of £3.396m is proposed, which is expected to reduce this position to +£12.958m, an increase of £1.008m since the last report. Within this position is a +£0.639m increase in the Asylum forecast reflecting the impact of the increase in migrant activity up to the end of July. Migrant activity was higher in August than our assumptions contained within this forecast but, at the time of writing this report, activity had slowed for September (as at the 26th of the month), so we appear to be remaining on track against our forecast. We will continue our negotiations with Government to recoup as much of this as we possibly can. Excluding Asylum, the position for all other services has therefore deteriorated this month by a further +£0.369m, which is extremely concerning considering our aim has got to be to deliver a balanced position for the year. A £12.958m forecast pressure, £6.383m excluding Asylum, is a very real cause for concern. Although it is not unusual for the early forecasts in the financial year to be on the pessimistic side, usually by the July monitoring report the position has improved significantly. Although our position this year, excluding Asylum and roll forward issues, has improved by £2.4m since the initial forecast for the year presented to Cabinet in July, the scale of improvement is not as high as we would have hoped, and we have not had a forecast residual pressure (including Asylum) of this magnitude (£12.958m) at the July monitoring position in, at least, any of the last 21 years. In addition, this position is likely to be exacerbated by in year Government funding cuts, which are being/have recently been consulted upon (see section 3.10 above). This all therefore paints a very bleak outlook and it is essential that this is managed down to at least a balanced position before the end of the financial year, considering the further substantial budget savings required to balance the 2016-17 budget, and with further government funding cuts expected in the medium term. We are all aware that the easier savings options have already been taken, meaning that managing an in year pressure becomes harder and harder each year. The earlier in the financial year that this residual pressure is addressed the more manageable and less painful the required management action is likely to be, hence it is essential that prompt action is taken to address this situation. Although Directorates are currently investigating options to reduce their individual positions, because of the severity of the position **the Corporate Management Team is asked to consider how best to manage this on an authority-wide basis.**
- 5.2 If we do not resolve this residual £12.958m underlying pressure before the year end, then roll forward to continue with the re-phasing of the Kent Youth Employment Programme and the Troubled Families Programme in to 2016-17, as identified in section 3.8, will not be possible.
- 5.3 There are a number of ongoing emerging issues that will need to be addressed in the 2016-17 budget build / 2016-19 MTFP and these are highlighted in the annexes to this report and/or in the headlines above.

6. RECOMMENDATIONS

Cabinet is asked to:

- i) **Note** the report, including the latest monitoring position on both the revenue and capital budgets.
- ii) **Agree** the changes to the capital programme cash limits as detailed in the actions column in table 2 of the annex reports and summarised in Appendix 1.

7. BACKGROUND DOCUMENTS

None

8. CONTACT DETAILS

Report Authors:

Chris Headey
Central Co-ordination Manager
Revenue Finance
03000 416228
chris.headey@kent.gov.uk

Julie Samson/Sara Brise
Capital Finance Manager
03000 416950 / 03000 416922
julie.samson@kent.gov.uk
sara.brise@kent.gov.uk

Director:

Andy Wood,
Corporate Director of Finance and Procurement
03000 416854
andy.wood@kent.gov.uk

2015-16 JULY SUMMARY OF PROPOSED CAPITAL PROGRAMME CASH LIMIT CHANGES

Directorate	Project	2015-16	2016-17	2017-18	Funding	Description
		£'000	£'000	£'000		
Cash limit change due to revised external/grant funding availability						
EYP	Trinity Free School, Sevenoaks	6,192	2,447		Grant	EFA grant to fund additional project costs.
GET	Incubator Development	737			Other External Funding	Additional contribution from Growing Places Fund.
GET	Southborough Hub	140			Other External Funding	External contribution received from partners.
GET	Public Rights of Way	37			Other External Funding	Funding received towards additional schemes on the PROW network.
GET	Integrated Transport Schemes	37			Other External Funding	Additional funding received towards completion of Folkestone Wayfinders project.
GET	Tunbridge Wells Library	30			Other External Funding	Additional contribution from TWBC.
GET	Integrated Transport Schemes	13			Grant	Additional grant towards Sandwich Road project.
GET	Highway Major Enhancement Programme	11			Other External Funding	Additional contribution towards Dover Highways Ops works
Other cash limit changes:						
S&CS	Corporate Property Strategic Capital	-120			Grant	Budget adjustment to reflect use of grant within revenue.

**EDUCATION AND YOUNG PEOPLE'S SERVICES DIRECTORATE
JULY 2015-16 MONITORING REPORT**

1. REVENUE

	Cash Limit	Variance Before Mgmt Action	Mgmt Action	Net Variance after Mgmt Action	Roll forwards		Variance after Mgmt Action & Roll Fwd
					committed	uncommitted	
Total (excl Schools) (£k)	+72,135	-289	-500	-789	+90	+1,252	+553
Schools (£k)	-	+2,867	-	+2,867	-	-	+2,867
Directorate Total (£k)	+72,135	+2,578	-500	+2,078	+90	+1,252	+3,420

1.2 **Table 1** below details the revenue position by A-Z budget:

Budget Book Heading	Cash Limit			Variance	Explanation		Management Action/ Impact on MTFP/Budget Build
	Gross £'000	Income £'000	Net £'000	Net £'000	£'000		
Education & Young People's Services							
Delegated Budget:							
Schools & Pupil Referral Units Delegated Budgets	674,647.8	-674,647.8	0.0	+2,867	+1,188 +1,679	Drawdown from school reserves for 12 expected academy converters Expected drawdown from the schools unallocated reserve to fund in year high needs and Early Years pressures	
TOTAL DELEGATED	674,647.8	-674,647.8	0.0	+2,867			
Non Delegated Budget:							
E&YP Strategic Management & directorate support budgets	9,772.8	-8,679.2	1,093.6	+232	+428 +225 -210	Pressure on the Information and Intelligence team including £220k of costs associated with the new Early Help Module (<i>includes a DSG variance of +£135k</i>) Additional Area Education staffing costs together with plans to capitalise staffing costs for basic need provision not now going ahead (<i>includes a DSG variance of +£207k</i>) <i>DSG variance - underspend on feasibility studies</i>	The Early Help Module pressure is expected to be ongoing and will be reflected in the 2016-19 MTFP

Budget Book Heading	Cash Limit			Variance	Explanation	Management Action/ Impact on MTFP/Budget Build	
	Gross £'000	Income £'000	Net £'000	Net £'000			
					-202	Underspend on legal fees	Part of this saving is expected to be ongoing and will be reflected in the 2016-19 MTFP
					-9	Other minor variances	
<u>Children's Services - Early Help</u>							
- Children's Centres	8,389.1	-2,076.5	6,312.6	+165	+139	Underachievement of savings on commissioned contracts due to only a part year effect being delivered in 2015-16	
					+26	Other minor variances	
- Early Intervention & Prevention	20,447.9	-5,353.1	15,094.8	+317	+200	Anticipated one-off costs related to the restructure of the Early Help & Preventative Services division implemented during the summer	
					+140	Refurbishment costs for Youth Centres including Whitstable and Tunbridge Wells	
					+125	ICT costs for wireless routers, cabling etc in Children's Centres <i>(includes a DSG variance of -£11k)</i>	
					-187	Net savings on commissioned services	
					+39	Other minor variances	
	28,837.0	-7,429.6	21,407.4	+482			
<u>Children's Services - Education & Personal</u>							
- 14 - 24 year olds	2,986.0	-941.0	2,045.0	-759	-759	Kent Youth Employment programme placements; £90k of this underspend will need to be rolled forward to fund our legal obligation to continue with the current placements. If required, the remaining £669k of the underspend could be used to help with achieving an overall balanced outturn position for the authority as a whole, but this would mean that no further placements can be made.	
- Attendance & Behaviour	2,587.9	-2,449.3	138.6	-70			

Budget Book Heading	Cash Limit			Variance	Explanation	Management Action/ Impact on MTFP/Budget Build
	Gross £'000	Income £'000	Net £'000	Net £'000		
- Early Years & Childcare	6,369.7	-4,939.8	1,429.9	+339	+294 +282 -203 -65 +31	Shortfall in the budgeted surplus for the 3 nursery provisions Under recovery of Early Years Training income Underspend on Sufficiency and Sustainability staff (<i>includes a DSG variance of -£175k</i>) <i>DSG variance - Improvement and Standards team due to the restructure of Treasure Chest services and vacancies offset by increased non-staffing costs including for degree courses</i> Other minor variances
- Early Years Education	56,493.0	-56,493.0	0.0	+98	+98	<i>Schools unallocated DSG variance - greater than budgeted number of hours for 3 and 4 year olds</i>
- Education Psychology Service	2,966.8	-675.0	2,291.8	-4		
- Individual Learner Support	7,151.5	-6,671.4	480.1	-1		
- Statemented Pupils	4,809.8	-4,809.8	0.0	+104	-135 +114 +71 +54	<i>DSG variance - an increase in places in SEN provision has led to a reduction in Individual Tuition costs</i> <i>DSG variance - increase in Severe Complex Accessibility Funding agreements for 2 year old nursery pupils</i> <i>DSG variance - Additional therapy equipment costs</i> <i>DSG variance - Other minor variances</i>

Budget Book Heading	Cash Limit			Variance	Explanation	Management Action/ Impact on MTFP/Budget Build
	Gross	Income	Net	Net		
	£'000	£'000	£'000	£'000	£'000	
- Youth Service	2,962.2	-1,726.2	1,236.0	+241	+261	Net shortfall in the budgeted surplus for the outdoor education sites due in part to a change of use of the Appledore Unit at the Swattenden Centre which is being used as a reception centre for unaccompanied asylum seeking children. A recent marketing campaign for Bewl and Kent Mountain Centre may help to improve this position.
					-20	Other minor variances
- Youth Offending Service	2,202.7	-1,771.1	431.6	0		
	88,529.6	-80,476.6	8,053.0	-52		
<u>Children's Services -Other Children's Services</u>						
- Safeguarding	512.1	-150.0	362.1	-51		
<u>Community Services</u>						
- Community Learning & Skills (CLS)	13,826.4	-15,366.1	-1,539.7	+739	+632	Pressure due to costs associated with the service redesign, a reduction in contract income with no corresponding reduction in costs and requirement to fund additional costs of total contribution pay.
					+100	An in year cut of £359k has been announced by the Skills Funding Agency. Some direct delivery costs can cease and management action has been implemented to reduce other costs but this leaves a residual problem of £100k.
					+7	Other minor variances
- Supporting Employment	806.6	-335.0	471.6	0		

Budget Book Heading	Cash Limit			Variance	Explanation		Management Action/ Impact on MTFP/Budget Build
	Gross	Income	Net	Net			
	£'000	£'000	£'000	£'000	£'000		
- Troubled Families Programme	4,393.2	-2,124.9	2,268.3	-583	-583	Underspend due to projects supporting families spanning financial years. In addition, due to the payment by results element of the programme, the grant has increased in year but the projects associated with this increase do not begin until the income is received. If the directorate and the authority as a whole achieve an underspending position sufficient to allow it, roll forward of this £583k will be requested in order to continue supporting families, in 2016-17, as part of the Tackling Troubled Families government initiative.	
	19,026.2	-17,826.0	1,200.2	+156			
School & High Needs Education Budgets							
- Exclusion Services	2,768.4	-2,768.4	0.0	0			
- High Needs Further Education Colleges - Post 16 year olds	2,338.0	-2,338.0	0.0	+134	+134	<i>Schools unallocated DSG variance - increased costs of high needs placements for post 16 students in colleges</i>	<i>This pressure is expected to be ongoing and will be included as part of the 2016-19 budget setting process</i>
- High Needs Independent Sector Providers - Post 16 year olds	4,591.0	-4,591.0	0.0	-490	-490	<i>Schools unallocated DSG variance - reduction in costs of independent sector placements for post 16 students</i>	<i>This saving is expected to be ongoing and will be included as part of the 2016-19 budget setting process</i>
- High Needs Independent Special School placements	19,650.4	-19,650.4	0.0	+2,109	+2,109	<i>Schools unallocated DSG variance - increase in costs of independent special school places</i>	<i>This pressure is expected to be ongoing and will be included as part of the 2016-19 budget setting process</i>
- PFI Schools Scheme	23,810.0	-23,810.0	0.0	0			
	53,157.8	-53,157.8	0.0	+1,753			

Budget Book Heading	Cash Limit			Variance	Explanation		Management Action/ Impact on MTFP/Budget Build
	Gross	Income	Net	Net			
	£'000	£'000	£'000	£'000	£'000		
<u>Schools Services:</u>							
- High Needs Pupils - Recoupment	1,500.0	-1,500.0	0.0	-172	+321	<i>Schools unallocated DSG variance - increase in costs of Kent children with high needs receiving education in other local authority schools</i>	<i>This pressure is expected to be ongoing and will be included as part of the 2016-19 budget setting process</i>
					-493	<i>Schools unallocated DSG variance - additional income from other local authorities with pupils in Kent schools</i>	<i>This saving is expected to be ongoing and will be included as part of the 2016-19 budget setting process</i>
- Other Schools Services	6,779.3	-6,885.5	-106.2	+250	+284	<i>DSG variance - Pressure on budget for mobile classrooms to fulfil basic need</i>	
					-34	Other minor variances	
- Redundancy Costs	1,188.7	-1,188.7	0.0	0			
- School Improvement	8,909.1	-6,108.6	2,800.5	+309	+494	Shortfall in budgeted income targets for teams across the units	
					-101	Net underspend on advisor vacancies offset by the costs of consultants covering some of the vacant posts	
					-49	Support team staff vacancies	
					-35	Other minor variances	
- Schools Staff Services	2,617.6	-2,514.6	103.0	-28			
- Teachers & Education Staff Pension Costs	8,416.3	-2,684.0	5,732.3	-914	-914	Reduced annual capitalisation costs	This saving is expected to be ongoing and will be reflected in the 2016-19 MTFP
	29,411.0	-20,881.4	8,529.6	-555			
<u>Transport Services</u>							
- Home to School/College Transport (SEN)	21,599.5	-900.0	20,699.5	+517	+566	Higher than budgeted numbers of pupils travelling	Part of this pressure is expected to be ongoing and will be reflected in the 2016-19 MTFP
					-49	Other minor variances	
- Mainstream HTST	8,795.0	-50.0	8,745.0	-986	-986	Fewer than budgeted numbers of pupils travelling	This saving is expected to be ongoing and will be reflected in the 2016-19 MTFP
- Kent 16+ Travel Card	3,452.4	-2,575.0	877.4	0			
	33,846.9	-3,525.0	30,321.9	-469			

Budget Book Heading	Cash Limit			Variance	Explanation	Management Action/ Impact on MTFP/Budget Build
	Gross £'000	Income £'000	Net £'000	Net £'000		
Assessment Services						
- Assessment & Support of Children with Special Education Needs	8,503.1	-7,336.0	1,167.1	+199	+109 <i>DSG variance - additional Occupational Therapy and Communication equipment</i> +122 Additional one-off staffing and agency costs associated with the service restructure (<i>includes a DSG variance of +£105k</i>) -102 Underspend on general non staffing costs to offset the pressure on Occupational Therapy and Communication equipment (<i>includes a DSG variance of -£92k</i>) +70 Other minor variances	
	8,503.1	-7,336.0	1,167.1	+199		
TOTAL NON DELEGATED	271,596.5	-199,461.6	72,134.9	+1,695		
- <i>Transfer to(+)/from(-) DSG reserve</i>				<i>-1,984</i>	<i>Net transfer from the Central DSG reserve to offset:</i> <i>-391 DSG variances of +£391k explained above</i> <i>+86 A number of other smaller DSG variances totalling -£86k</i> <i>Net transfer from the Schools Unallocated DSG reserve to offset:</i> <i>-1,679 DSG variances of +£1,679k on High Needs Education & recoupment and Early Years</i>	
TOTAL NON DELEGATED after tfr to/from DSG reserve	271,596.5	-199,461.6	72,134.9	-289		
Total E&YPS	946,244.3	-874,109.4	72,134.9	+2,578		

Budget Book Heading	Cash Limit			Variance	Explanation	Management Action/ Impact on MTFP/Budget Build
	Gross £'000	Income £'000	Net £'000	Net £'000		
Assumed Mgmt Action				-500	<p>Whilst the forecast at this stage is an underspend of £289k (excl. schools) and the £500k management action identified to date is expected to increase this underspend to £789k, roll forward of £90k is required to fund the continuation of current placements under the Kent Youth Employment Programme, and if possible roll forward of the remaining £669k underspend against this programme and £583k against the Troubled Families Programme is required for these schemes to continue into 2016-17. To enable this an underspending position of £1,342k for the directorate will need to be achieved, as well as an underspending position for the overall authority as a whole. The directorate is therefore now looking at options to cover the remaining £553k required to achieve this position and is committed to achieving this by the end of the financial year.</p> <p>Both the Quality & Standards and Early Help & Preventative Services (EH&PS) divisions, which account for the main areas of overspend, are investigating ways in which the pressure can be reduced, including reviewing all items of discretionary non staffing spend.</p> <p>The restructure of the EH&PS division only took effect in the summer of 2015 and there are a number of vacant posts across the division which are still being quantified as staffing costs are being moved to the correct budgets.</p> <p>The Quality & Standards division management action includes maximising traded income from schools in addition to any service level agreements in place, continuing to try and recruit permanent staff in advisory roles rather than using more costly consultants, and achieving greater efficiencies for 3 nursery provisions by restructuring in line with local need and statutory requirements and reviewing the charging policy. Actions identified to date are estimated to deliver savings in the region of £500k, but work is ongoing to identify further actions with the view to deliver a balanced position, after roll forward requirements, by year end.</p>	
Total E&YPS Forecast <u>after</u> mgmt action	946,244.3	-874,109.4	72,134.9	+2,078		

2. KEY ACTIVITY INDICATORS AND BUDGET RISK ASSESSMENT MONITORING

2.1 Number of schools with deficit budgets compared with the total number of schools:

	2012-13	2013-14	2014-15	2015-16
	as at 31-3-13	as at 31-3-14	as at 31-3-15	projection for 31-3-16
Total number of schools	463	449	412	396
Total value of school reserves	£48,124k	£45,730k	£54,009k	£51,142k
Number of deficit schools	8	18	8	10
Total value of deficits	£364k	£2,017k	£2,650k	£1,372k

Comments:

- The information on deficit schools for 2015-16 has been obtained from the schools 3 year plans completed in summer 2015 and show 10 schools predicting a deficit at the end of year 1. The Local Authority receives updates from schools through budget monitoring returns from all schools after 6 months, and 9 months as well as an outturn report at year end but these only include information relating to the current year. Schools' Financial Services are working with these 10 schools to reduce the risk of a deficit in 2015-16 and with the aim of returning the schools to a balanced budget position as soon as possible. This involves agreeing a management action plan with each school.
- KCC has a “no deficit” policy for schools, which means that schools cannot plan for a deficit budget at the start of the year. Unplanned deficits will need to be addressed in the following year’s budget plan, and schools that incur unplanned deficits in successive years will be subject to intervention by the Local Authority.
- The total number of schools is based on the assumption that 12 primary schools will convert to academies before the 31st March 2016 and 4 schools are closing.
- The value of schools reserves is forecast to reduce by £2,867k this financial year. This movement includes a reduction in the schools unallocated reserve to fund a pressure on the high needs and Early Years Education budgets of £1,679k, and an estimated drawdown of £1,188k assumes 12 schools convert to academy status this financial year. The value of school reserves are very difficult to predict at this early stage and further updates will be provided in future monitoring reports when we have collated the first monitoring returns from LA maintained schools.

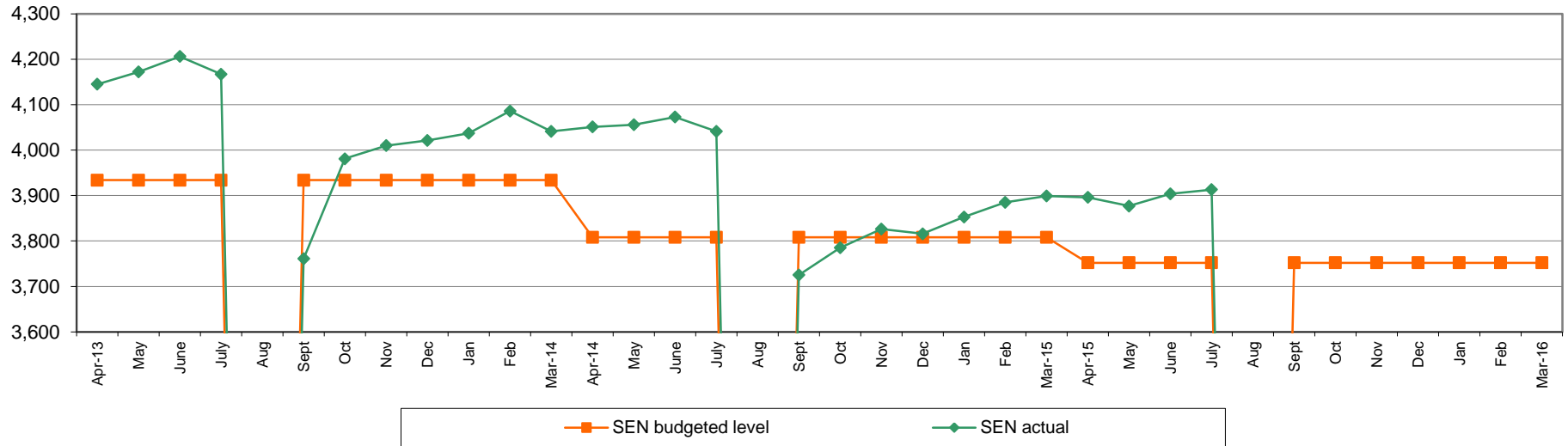
2.2 Number of children receiving assisted SEN and Mainstream transport to schools

	2013-14				2014-15				2015-16			
	SEN		Mainstream		SEN		Mainstream		SEN		Mainstream	
	Budget level	actual	Budget level	actual	Budget level	actual	Budget level	actual	Budget level	actual	Budget level	actual
Apr	3,934	4,145	14,667	14,119	3,808	4,051	12,493	11,400	3,752	3,896	9,866	9,426
May	3,934	4,172	14,667	14,119	3,808	4,056	12,493	11,436	3,752	3,877	9,866	9,454
Jun	3,934	4,206	14,667	14,106	3,808	4,073	12,493	11,468	3,752	3,904	9,866	9,491
Jul	3,934	4,167	14,667	14,093	3,808	4,041	12,493	11,307	3,752	3,913	9,866	9,505
Aug	0	0	0	0	0	0	0	0	0	0	0	0
Sep	3,934	3,761	14,667	10,300	3,808	3,725	12,493	8,969	3,752	0	9,866	0
Oct	3,934	3,981	14,667	11,258	3,808	3,785	12,493	9,123	3,752	0	9,866	0
Nov	3,934	4,010	14,667	11,267	3,808	3,826	12,493	9,237	3,752	0	9,866	0
Dec	3,934	4,021	14,667	11,296	3,808	3,816	12,493	9,220	3,752	0	9,866	0
Jan	3,934	4,037	14,667	11,314	3,808	3,853	12,493	9,258	3,752	0	9,866	0
Feb	3,934	4,086	14,667	11,368	3,808	3,885	12,493	9,357	3,752	0	9,866	0
Mar	3,934	4,041	14,667	11,375	3,808	3,899	12,493	9,388	3,752	0	9,866	0

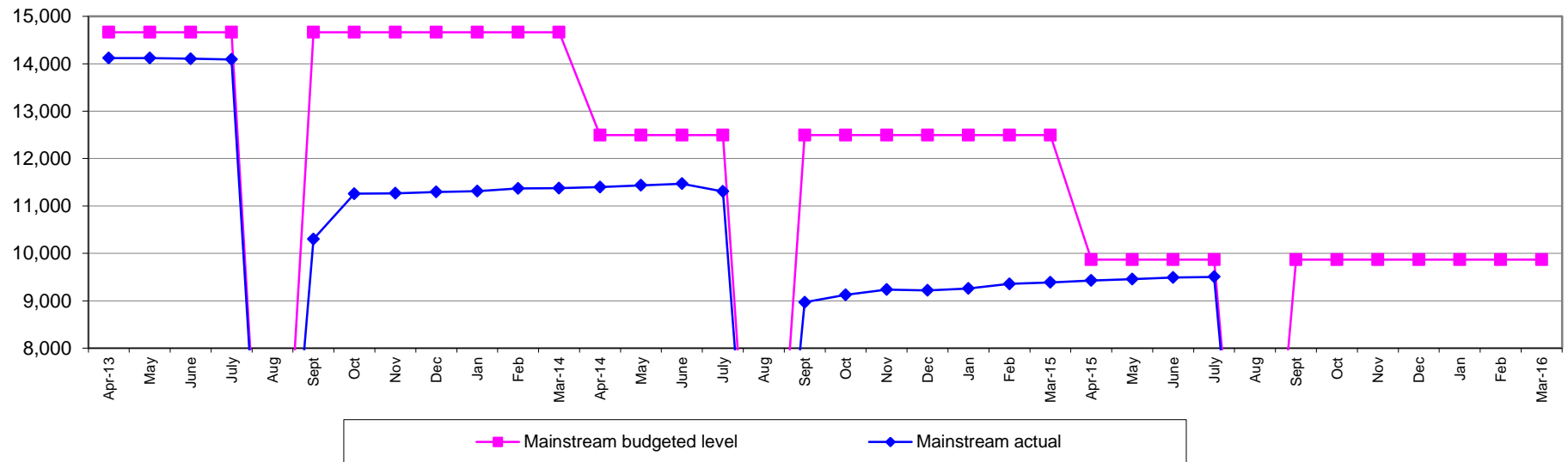
Comments:

- SEN HTST** – The number of children travelling is higher than the budgeted level and there are also a number of other factors which contribute to the overall cost of the provision of transport such as distance travelled and type of travel. A pressure of +£566k is therefore reported in table 1, which is offset by minor underspends totalling -£49k on SEN college transport and personal transport budgets.
- Mainstream HTST** – The number of children receiving transport is lower than the budgeted level, therefore an underspend of -£986k is reported in table 1. The number of children requiring transport is expected to reduce further for the new academic year due to a reduction in the secondary aged population and the impact of a further school year cohort affected by the selective and denominational school transport policy change implemented in 2012-13.

Number of children receiving assisted SEN transport to school



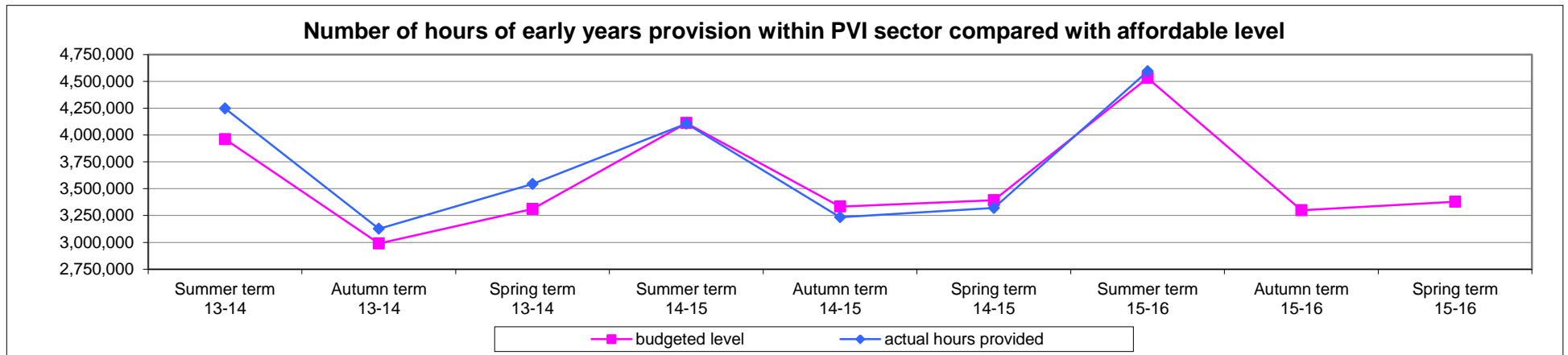
Number of children receiving assisted Mainstream transport to school



2.3 Number of hours of early years provision provided to 3 & 4 year olds within the Private, Voluntary & Independent Sector compared with the affordable level:

	2013-14		2014-15		2015-16	
	Budgeted number of hours	Actual hours provided	Budgeted number of hours	Actual hours provided	Budgeted number of hours	Actual hours provided *
Summer term	3,961,155	4,247,461	4,110,576	4,104,576	4,531,281	4,592,429
Autumn term	2,990,107	3,126,084	3,333,465	3,234,394	3,297,864	
Spring term	3,310,417	3,543,567	3,392,138	3,320,479	3,378,367	
TOTAL	10,261,679	10,917,112	10,836,179	10,659,449	11,207,512	4,592,429

* The figures for actual hours provided are constantly reviewed and updated, so will always be subject to change



Comments:

- The budgeted number of hours per term is based on an assumed level of take-up and the assumed number of weeks the providers are open. The variation between the terms is due to two reasons: firstly, the movement of 4 year olds at the start of the Autumn term into reception year in mainstream schools; and secondly, the terms do not have the same number of weeks. The forecast number of hours of early years provision for 3 & 4 year olds is 11,230,209 which is 22,697 hours more than budgeted.
- Since the last report, the Dedicated School Grant has been adjusted to reflect January 2015 pupil numbers and the affordable number of hours has been uplifted accordingly. Actual hours are more than budgeted, hence an overspend of +£98k is forecast in table 1. This overspend is lower than may be expected based on summer term hours, however hours for the autumn and spring term are forecast to be lower than budgeted. As this budget is entirely funded from DSG, any surplus or deficit at the year end must be carried forward to the next financial year in accordance with the regulations and cannot be used to offset over or underspending elsewhere within the directorate budget, therefore any pressure or saving will be transferred to the schools unallocated DSG reserve at year end.
- It should be noted that not all parents currently take up their full entitlement and this can change during the year.

3. CAPITAL

3.1 The Education and Young People's Services Directorate has a working budget (excluding schools) for 2015-16 of £162,231k . The forecast outturn against the 2015-16 budget is £143,391k giving a variance of -£18,840k.

3.2 **Table 2** below details the Education and Young People's Services Capital Position by Budget Book line

Budget Book Heading	2015-16 cash limit per budget book (£000)	2015-16 Working Budget (£000)	2015-16 Variance (£000)	Variance Break-down (£000)	Rephasing / Real Variance and Funding Stream	Explanation of In-Year Variance >£100k	Project Status ¹	Explanation of Project Status	Actions
Rolling Programmes									
Annual Planned Enhancement Programme	9,000	13,656	0	0			Green		
Pupil Referral Units	1,209	1,627	0	0			Green		
Youth - Modernisation of Assets	0	23	0	0			Green		
Individual Projects									
Basic Need Schemes - to provide additional pupil places:									
Basic Need Programme	61,767	68,745	0	0			Green		
Basic Need - Aylesham Primary School	0	0	0	0				Project to commence in later years.	
Goat Lees Primary School, Ashford	0	25	0	0			Green		
Repton Park Primary School, Ashford	0	109	0	0			Green		

Budget Book Heading	2015-16 cash limit per budget book (£000)	2015-16 Working Budget (£000)	2015-16 Variance (£000)	Variance Break-down (£000)	Rephasing / Real Variance and Funding Stream	Explanation of In-Year Variance >£100k	Project Status ¹	Explanation of Project Status	Actions
Modernisation Programme - Improving and upgrading school buildings including removal of temporary classrooms:									
Modernisation Programme - Future Years	2,000	3,479	0	0			Green	Programme of works has now been finalised.	
St Johns / Kingsmead Primary School, Canterbury	0	70	0	0			Amber	£650k contribution due from Canterbury Diocese towards this project, not yet received.	
Special Schools Review - major projects supporting the special schools review:									
Special Schools Review phase 1	0	628	0	0			Green		
Special Schools Review phase 2	47,200	49,540	-15,005	-15,005	Rephasing	Rephasing due to delays at the planning stage, acquisition of land and re-negotiating costs. Projects at Portal House, Ridge View and Five Acre Wood are particularly problematic, completion dates have been affected.	Green	Rephasing has previously been reported.	

Budget Book Heading	2015-16 cash limit per budget book (£000)	2015-16 Working Budget (£000)	2015-16 Variance (£000)	Variance Break-down (£000)	Rephasing / Real Variance and Funding Stream	Explanation of In-Year Variance >£100k	Project Status ¹	Explanation of Project Status	Actions
Academy Projects:									
Astor of Hever (St Augustine's Academy), Maidstone	0	19	0	0			Green		
Dover Christ Church	3,000	2,760	0	0			Green		
Skinnners Academy	0	140	0	0			Green		
Spires Academy	0	0	0	0			Green	Project complete except for clearance of remaining creditors.	
John Wallis	0	0	0	0			Green	Project complete except for clearance of remaining creditors.	
Wilmington Enterprise College	0	0	0	0			Green	Project complete except for clearance of remaining creditors.	
The Knole Academy	0	0	0	0			Green	Project complete except for clearance of remaining creditors.	
Duke of York Academy	0	0	0	0			Green	Project complete except for clearance of remaining creditors.	
Academy Unit Costs	233	798	0	0			Green		
BSF Wave 3 Build Costs	500	498	0	0			Green		
BSF Unit Costs	0	51	0	0			Green		

Budget Book Heading	2015-16 cash limit per budget book (£000)	2015-16 Working Budget (£000)	2015-16 Variance (£000)	Variance Break-down (£000)	Rephasing / Real Variance and Funding Stream	Explanation of In-Year Variance >£100k	Project Status ¹	Explanation of Project Status	Actions
Other Projects:									
Primary Improvement Programme	0	4	0	0			Green		
Canterbury Family Centre	0	4	0	0			Green		
Integrated Youth Service - Youth Hub Reprovision	0	713	0	0			Amber	Revised completion date of early September 2015. Bad weather and delays in early underground works have pushed back the completion date for this project.	
Nursery Provision for Two Year Olds	0	637	0	0			Green		
One-off Schools Revenue to Capital	0	40	23	23	Real - Revenue		Green		
Platt CEPS	0	85	0	0			Green		
Sevenoaks Grammar School	10,000	9,677	-9,177	-9,177	Rephasing	Works halted pending outcome of Secretary of State decision.	Amber	Awaiting Secretary of State decision.	

Budget Book Heading	2015-16 cash limit per budget book (£000)	2015-16 Working Budget (£000)	2015-16 Variance (£000)	Variance Break-down (£000)	Rephasing / Real Variance and Funding Stream	Explanation of In-Year Variance >£100k	Project Status ¹	Explanation of Project Status	Actions
Trinity Free School, Sevenoaks	7,000	5,706	6,192	6,192	Real - Grant	The current forecast represents the total contract sum and programme for completion which has been agreed by the EFA and reflects additional costs which have been incurred due to site conditions and out of sequence works.	Amber	Full construction and highways works will cost £20.1m, to be funded from EFA grant. Confirmation letter received from the EFA 23.07.15.	Increase cash limit: 2015-16 £6,192k Grant 2016-17 £2,447k Grant
Early Help Single System	1,800	1,800	-908	-908	Rephasing	Re-profiling of original budget allocation to reflect revised project plan.	Green		
Ashford North Youth Centre	0	0	35	35	Real - Developer Contribution		Green		
Priority School Build Programme	0	0	0	0			Green	Projects to commence in later years.	
Universal Infant Free School Meals	1,075	1,207	0	0			Green		
The Piggery, Swattenden	0	42	0	0			Green		
Vocational Education Centre	0	148	0	0			Green		
Total	144,784	162,231	-18,840	-18,840					

1. Status:

Green – on time and within budget

Amber – either delayed completion date or over budget

Red – both delayed completion and over budget

SOCIAL CARE, HEALTH & WELLBEING DIRECTORATE
SPECIALIST CHILDREN'S SERVICES
JULY 2015-16 MONITORING REPORT

1. REVENUE

	Cash Limit	Variance Before Mgmt Action	Mgmt Action	Net Variance after Mgmt Action	Roll forwards		Variance after Mgmt Action & Roll Fwd
					committed	uncommitted	
Total excl Asylum (£k)	+133,046	+664	-	+664	-	-	+664
Asylum (£k)	+280	+6,575	-	+6,575	-	-	+6,575
Total (£k)	+133,326	+7,239	-	+7,239	-	-	+7,239

1.2 Table 1 below details the revenue position by A-Z budget:

Budget Book Heading	Cash Limit			Variance	Explanation	Management Action/ Impact on MTFP/Budget Build
	Gross	Income	Net	Net		
	£'000	£'000	£'000	£'000	£'000	
Specialist Children's Services						
Strategic Management & Directorate Support budgets	5,420.9	-257.9	5,163.0	-32		
Children's Services - Children in Care (Looked After)						
- Fostering - In house service	24,165.6	-252.2	23,913.4	+96	+331 Forecast +881 weeks above affordable level of 52,485 weeks +253 Forecast average unit cost +£4.82 above affordable level of £371.10 -121 Reduction in spend on 'other' costs such as personal expenses, specialist fees and client public transport following planned action to reduce costs -181 Lower than anticipated costs in the County Fostering Team relating primarily to recruitment and training costs, including lower use of specialists -177 Higher than anticipated income from Asylum recharges owing to greater Asylum activity -9 Other minor variances	Demographic pressures & savings are expected to be ongoing & will need to be addressed in the 2016-19 MTFP

Budget Book Heading	Cash Limit			Variance	Explanation	Management Action/ Impact on MTFP/Budget Build
	Gross	Income	Net	Net		
	£'000	£'000	£'000	£'000	£'000	
- Fostering - Commissioned from Fostering Agencies	8,184.3	0.0	8,184.3	-244	-133 Forecast -145 weeks below affordable level of 8,812 weeks -82 Forecast average unit cost -£9.26 below affordable level of £925.36 -29 Other minor variances	Demographic pressures & savings are expected to be ongoing & will need to be addressed in the 2016-19 MTFP
- Legal Charges	6,769.0	0.0	6,769.0	+100	+100 Pressure related to ongoing cases which were previously part of the special operation that has now	
- Residential Children's Services - in house services (short breaks units)	3,227.4	-682.4	2,545.0	-35		
- Residential Children's Services - commissioned from independent sector	13,625.9	-2,567.7	11,058.2	-259	-918 Forecast -277 weeks below affordable level of 2,660 weeks, partially due to young people becoming care leavers (see care leavers below) +624 Forecast average unit cost +£234.68 above affordable level of £3,079.85 +135 Children with a Disability: Forecast +49 weeks above affordable level of 1,489 weeks -325 Children with a Disability: Forecast average unit cost -£218.06 below affordable level of £2,968.70 +592 Lower than anticipated service income, mainly relating to fewer contributions for care costs agreed to date from Health & Education as a result of the reduced activity levels -300 Lower than anticipated spend on Secure Accommodation based on year to date usage -67 Other minor variances	Demographic pressures & savings are expected to be ongoing & will need to be addressed in the 2016-19 MTFP
- Virtual School Kent	4,863.0	-3,430.6	1,432.4	-32		
	60,835.2	-6,932.9	53,902.3	-374		

Budget Book Heading	Cash Limit			Variance	Explanation		Management Action/ Impact on MTFP/Budget Build
	Gross	Income	Net	Net			
	£'000	£'000	£'000	£'000	£'000		
Children's Services - Children in Need							
- Family Support Services	10,944.5	-1,660.0	9,284.5	+193	+193	Minor variances each under £100k including Section 17 payments (+£91k) and Direct Payments (+£63k)	
Children's Services - Other Social Services							
- Adoption & other permanent care arrangements	12,908.8	-104.0	12,804.8	-89	+274	Guardianship: Primarily due to the full year effect of an increase in Special Guardianship Orders in the previous year.	
					-307	County Adoption Team: fewer adoption arrangements are being made, so current vacancies are being managed	
					-56	Other minor variances	
- Asylum Seekers	19,619.1	-19,339.1	280.0	+6,575	+3,198	Pressure relating to under 18 Unaccompanied Asylum Seeking Children (UASC) due to costs being greater than grant receivable and due to ineligibility.	Negotiations continue with Central Government regarding rates for increased numbers of Unaccompanied Asylum Seeking Children and the additional costs incurred by KCC. National dispersal of some young people to other local authorities is mitigating part of the current pressure on this service. Current increased migrant activity levels are likely to produce an additional pressure in future years as more young people reach age 18.
					+300	Estimated fitting out costs of new temporary reception centre. We are seeking to recoup these costs from Central Government.	
					+3,077	Pressure relating to ineligible over 18's (of which £342k relates to direct costs for All Rights Exhausted (ARE) clients) and eligible over 18's due to costs exceeding grant receivable (see activity section 2.6 below), including infrastructure costs.	

Budget Book Heading	Cash Limit			Variance	Explanation	Management Action/ Impact on MTFP/Budget Build
	Gross	Income	Net	Net		
	£'000	£'000	£'000	£'000	£'000	
- Care Leavers	6,657.1	-2,105.4	4,551.7	+119	+163 Higher than expected costs for 16 and 17 year olds requiring this service in order to provide stability and continuity whilst they continue their education as they prepare to leave care. This is partly due to individuals being placed in a broader variety of placements including 'step down' placements from residential care. +111 Higher than anticipated staffing and related costs -164 Lower than anticipated costs on Supported Lodging provision contract +9 Other minor variances	Demographic pressures & savings are expected to be ongoing & will need to be addressed in the 2016-19 MTFP
- Safeguarding	5,628.3	-812.9	4,815.4	+225	+320 Pressure due to higher staffing and related costs, predominately due to use of agency staff rather than salaried staff due to difficulties in recruiting to salaried posts -95 Other minor variances	
	44,813.3	-22,361.4	22,451.9	+6,830		
<u>Assessment Services</u>						
- Children's social care staffing	46,563.7	-4,039.3	42,524.4	+622	+2,202 Pressure on staffing budgets for Non-Disability teams due to appointment of agency staff due to difficulties in recruiting to salaried posts. Part of this forecast overspend is linked to the increased numbers of Asylum young people and is offset by the increased recharge below. -1,855 Higher than expected recharged costs to Asylum service for social care staffing (offsetting part of the above staff costs) due to increased activity	This pressure will need to be addressed in the 2016-19 MTFP

Budget Book Heading	Cash Limit			Variance	Explanation	Management Action/ Impact on MTFP/Budget Build
	Gross	Income	Net	Net		
	£'000	£'000	£'000	£'000	£'000	
					+170	Establishment of additional Adolescent Support Team posts targeted at increasing the proportion of young people re-united with their families within early weeks of care.
					+254	Pressure on staffing budgets for Disability teams due to appointment of agency staff due to difficulties in recruiting to salaried posts
					-168	Lower other non-staffing spend in Disability teams predominately due to lower than anticipated staff travel costs
					+19	Other minor variances
Total SCH&W (SCS)	168,577.6	-35,251.5	133,326.1	+7,239		
Assumed Mgmt Action						
Total SCH&W (SCS) Forecast after mgmt action	168,577.6	-35,251.5	133,326.1	+7,239		

2. KEY ACTIVITY INDICATORS AND BUDGET RISK ASSESSMENT MONITORING

2.1 Number of Looked After Children (LAC) :

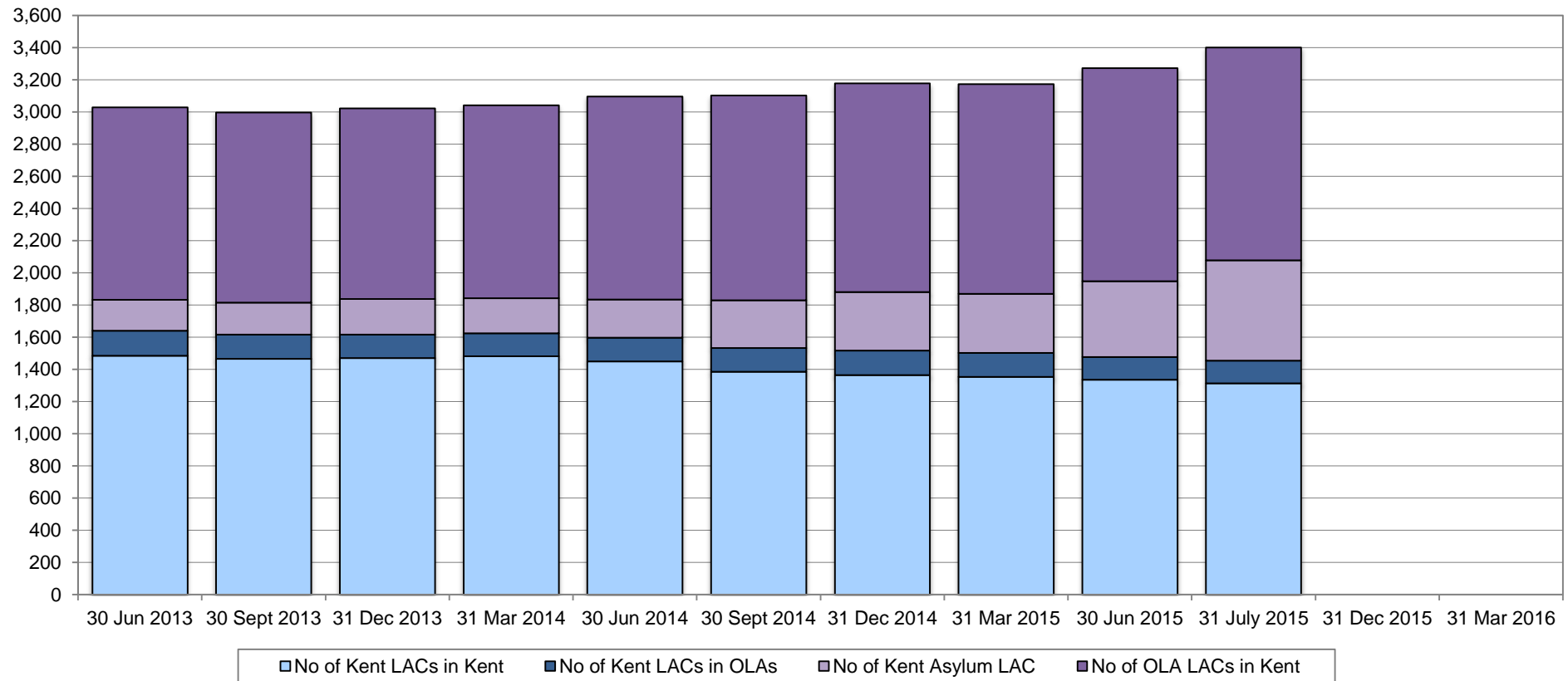
		No. of Kent LAC placed in Kent	No. of Kent LAC placed in OLAs	TOTAL NO. OF KENT LAC (excluding Asylum)	No of Kent Asylum LAC	TOTAL NUMBER OF LAC IN KENT	No. of OLA LAC placed in Kent	TOTAL NUMBER OF LAC IN KENT
2013-14	30-Jun	1,485	155	1,640	192	1,832	1,197	3,029
	30-Sep	1,465	152	1,617	198	1,815	1,182	2,997
	31-Dec	1,470	146	1,616	221	1,837	1,185	3,022
	31-Mar	1,481	143	1,624	218	1,842	1,200	3,042
2014-15	30-Jun	1,450	147	1,597	238	1,835	1,261	3,096
	30-Sep	1,385	148	1,533	296	1,829	1,273	3,102
	31-Dec	1,365	152	1,517	364	1,881	1,296	3,177
	31-Mar	1,354	148	1,502	368	1,870	1,303	3,173
2015-16	30-Jun	1,336	141	1,477	471	1,948	1,324	3,272
	31-Jul	1,314	141	1,455	623	2,078	1,322	3,400
	31-Dec							
	31-Mar							

Comments:

- Children Looked After by KCC may on occasion be placed out of the County, which is undertaken using practice protocols that ensure that all long-distance placements are justified and in the interests of the child. All Looked After Children are subject to regular statutory reviews (at least twice a year), which ensures that a regular review of the child's care plan is undertaken.
- The figures represent a snapshot of the number of children designated as looked after at the end of each quarter, it is not the total number of looked after children during the period. Therefore, although the number of Kent looked after children had reduced by 47 as at July of this financial year, there could have been more (or less) during the period.
- Although there is a reduction in the number of Kent LAC (excluding Asylum), there is still an overall forecast pressure on the SCS budget. After taking into account anticipated transformation savings, this pressure primarily relates to non LAC headings such as staffing, safeguarding, care leavers and family support services.

- The OLA LAC information has a confidence rating of 45% and is completely reliant on Other Local Authorities keeping KCC informed of which children are placed within Kent. The Management Information Unit (MIU) regularly contact these OLAs for up to date information, but replies are not always forthcoming. This confidence rating is based upon the percentage of children in this current cohort where the OLA has satisfactorily responded to recent MIU requests.
- This information on number of Looked After Children is provided by the Management Information Unit within SCH&W directorate.

Number of Looked After Children

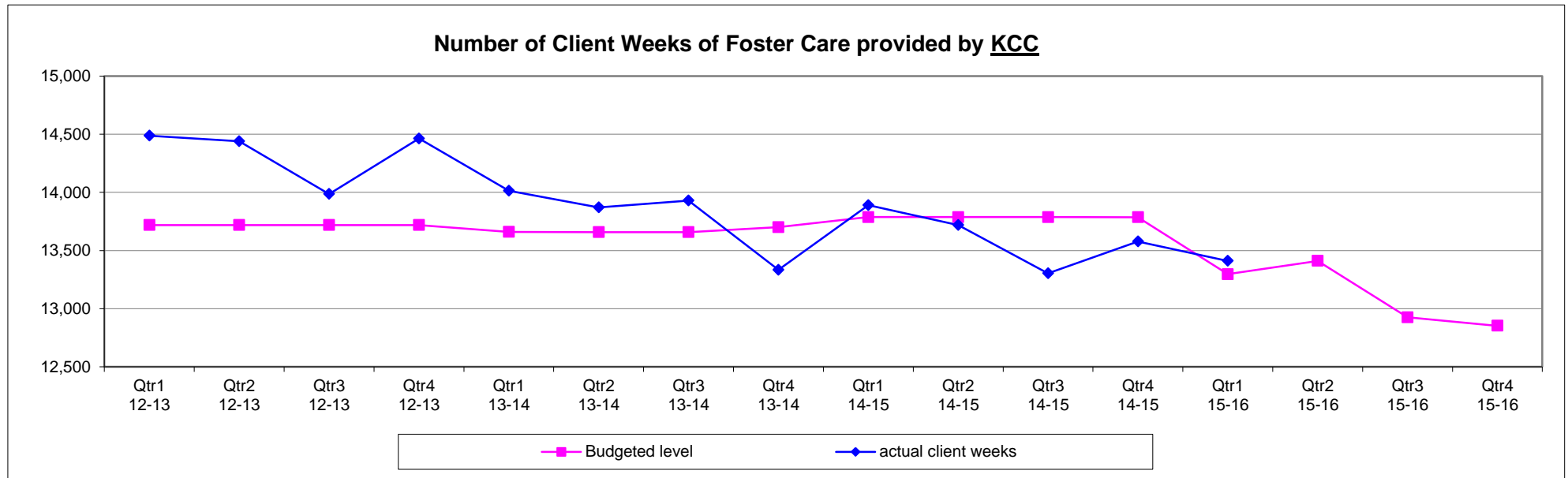


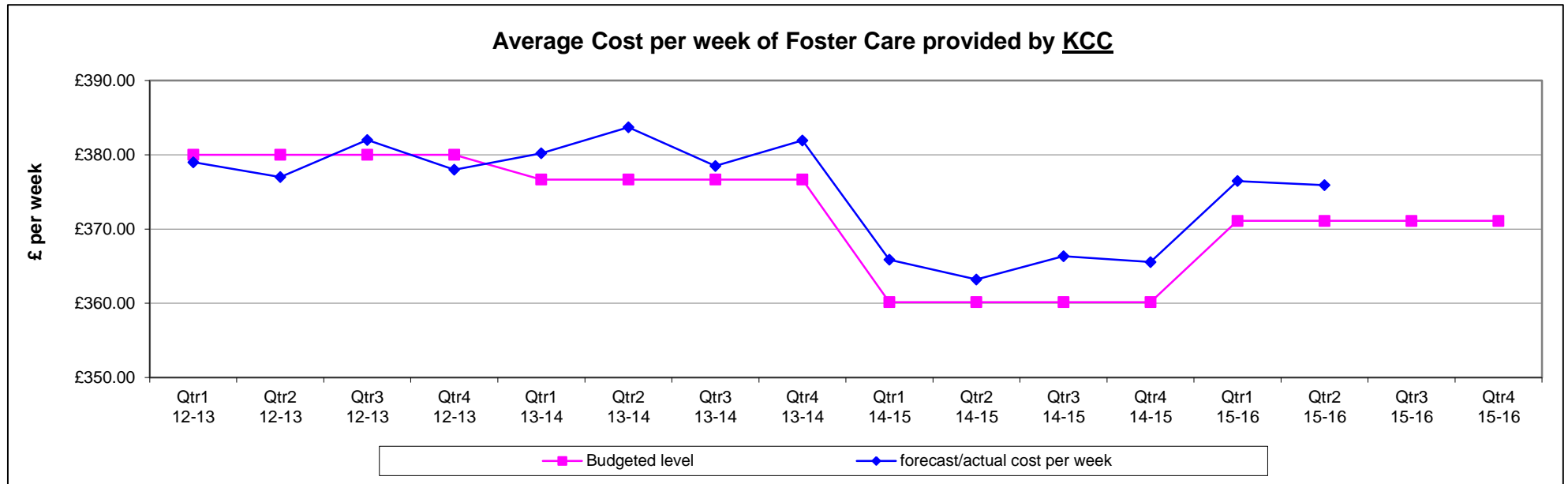
2.2 Number of Client Weeks & Average Cost per Client Week of Foster Care provided by KCC:

	2013-14				2014-15				2015-16			
	No of weeks		Average cost per client week		No of weeks		Average cost per client week		No of weeks		Average cost per client week	
	Budget level	actual	Budget level	forecast /actual	Budget level	actual	Budget level	forecast /actual	Budget level	actual	Budget level	forecast
Apr to Jun	13,659	14,014	£376.67	£380.22	13,787	13,889	£360.14	£365.85	13,296	13,411	£371.10	£376.47
Jul to Sep	13,658	13,871	£376.67	£383.72	13,787	13,719	£360.14	£363.19	13,411	4,528	£371.10	£375.92
Oct to Dec	13,658	13,929	£376.67	£378.50	13,787	13,304	£360.14	£366.33	12,925		£371.10	
Jan to Mar	13,700	13,334	£376.67	£381.94	13,786	13,577	£360.14	£365.54	12,853		£371.10	
	54,675	55,148	£376.67	£381.94	55,147	54,489	£360.14	£365.54	52,485	17,939	£371.10	£375.92

position as at 31 July

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Comments:

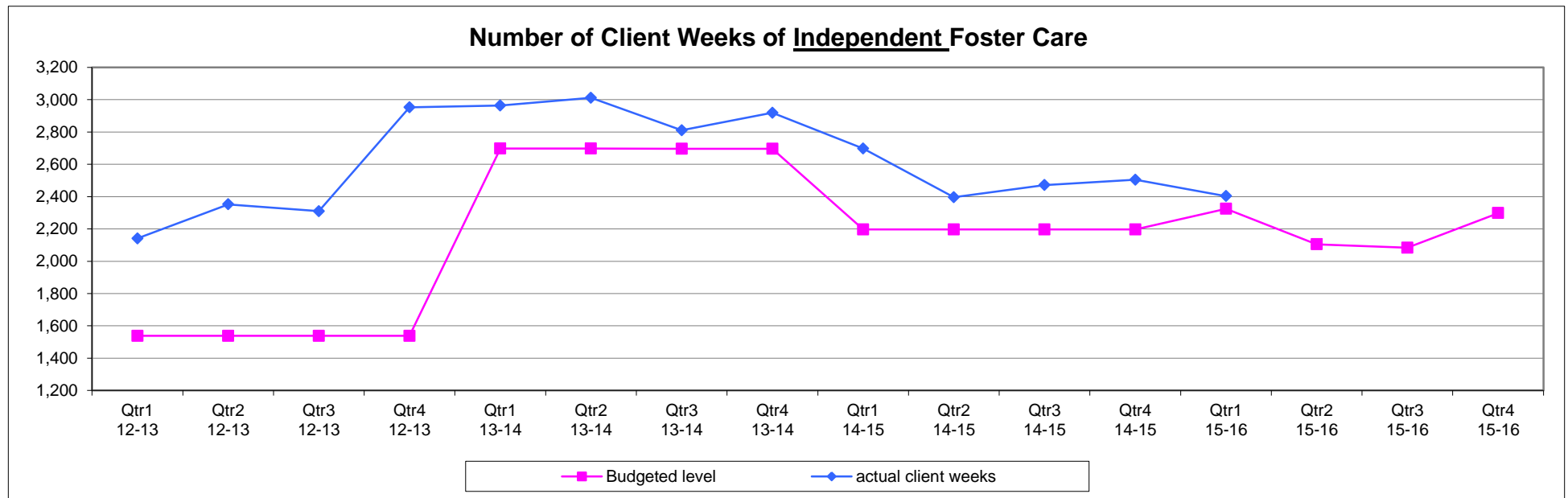
- The actual number of client weeks is based on the numbers of known clients at a particular point in time. This may be subject to change due to the late receipt of paperwork.
- The budgeted level has been calculated by dividing the budget by the affordable weekly cost.
- The 2015-16 budgeted level has changed from what was reported to Cabinet on 6 July in the 2014-15 outturn report, reflecting the 2015-16 Quarter 1 realignment of budgets reported to Cabinet on 21 September.
- The forecast number of weeks (excluding asylum) is 53,366 weeks against an affordable level of 52,485, a difference of +881 weeks. At the forecast unit cost of £375.92 per week, this additional activity gives a pressure of +£331k, as shown in Table 1. The current year to date activity suggests a lower level of activity than forecast. Part of this is likely to be due to the recording of respite activity which is recorded in arrears, so this part of the year to date activity is likely to be understated.
- The forecast unit cost of +£375.92 is higher than the affordable level of +£371.10 and this difference of +£4.82 gives a pressure of +£253k when multiplied by the affordable weeks, as shown in Table 1.
- Overall, therefore, the combined gross underspend on this service is +£584k (+£331k +£253k).
- The special operation which was previously excluded from this activity indicator has concluded, so from April 2015-16 this indicator reflects all In House Foster Care activity.

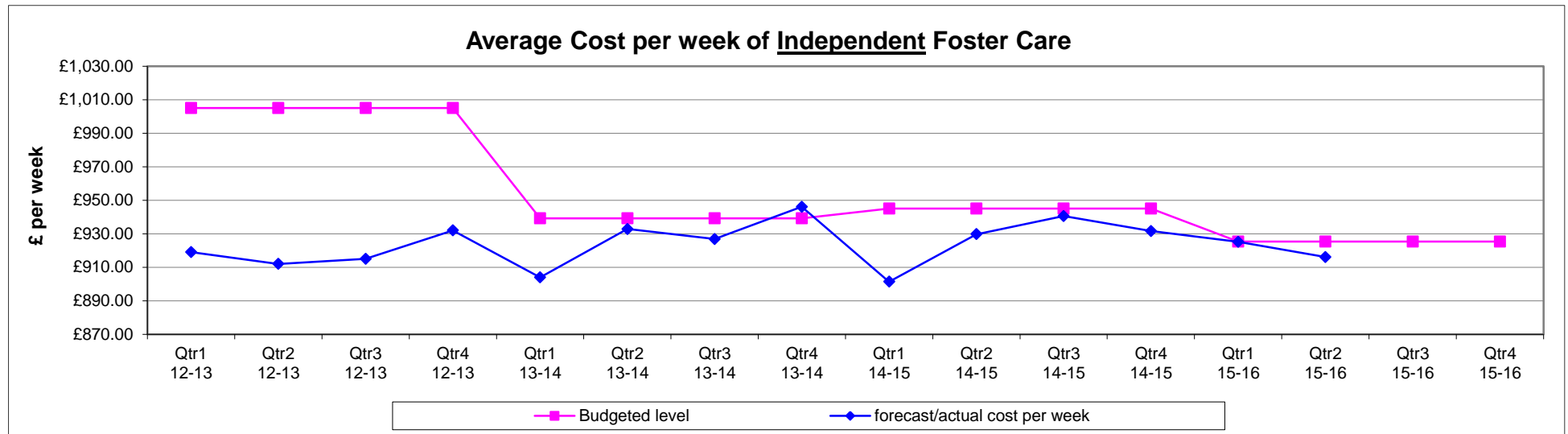
2.3 Number of Client Weeks & Average Cost per Client Week of Independent Foster Care:

	2013-14				2014-15				2015-16			
	No of weeks		Average cost per client week		No of weeks		Average cost per client week		No of weeks		Average cost per client week	
	Budget level	actual	Budget level	forecast /actual	Budget level	actual	Budget level	forecast /actual	Budget level	actual	Budget level	forecast
Apr to Jun	2,697	2,964	£939.19	£904.01	2,197	2,697	£945.07	£901.37	2,325	2,403	£925.36	£925.17
Jul to Sep	2,697	3,012	£939.19	£932.83	2,197	2,396	£945.07	£929.73	2,105	779	£925.36	£916.10
Oct to Dec	2,696	2,810	£939.19	£926.83	2,197	2,471	£945.07	£940.61	2,084		£925.36	
Jan to Mar	2,696	2,919	£939.19	£946.08	2,197	2,504	£945.07	£931.60	2,298		£925.36	
	10,786	11,705	£939.19	£946.08	8,788	10,068	£945.07	£931.60	8,812	3,182	£925.36	£916.10

position as at 31 July

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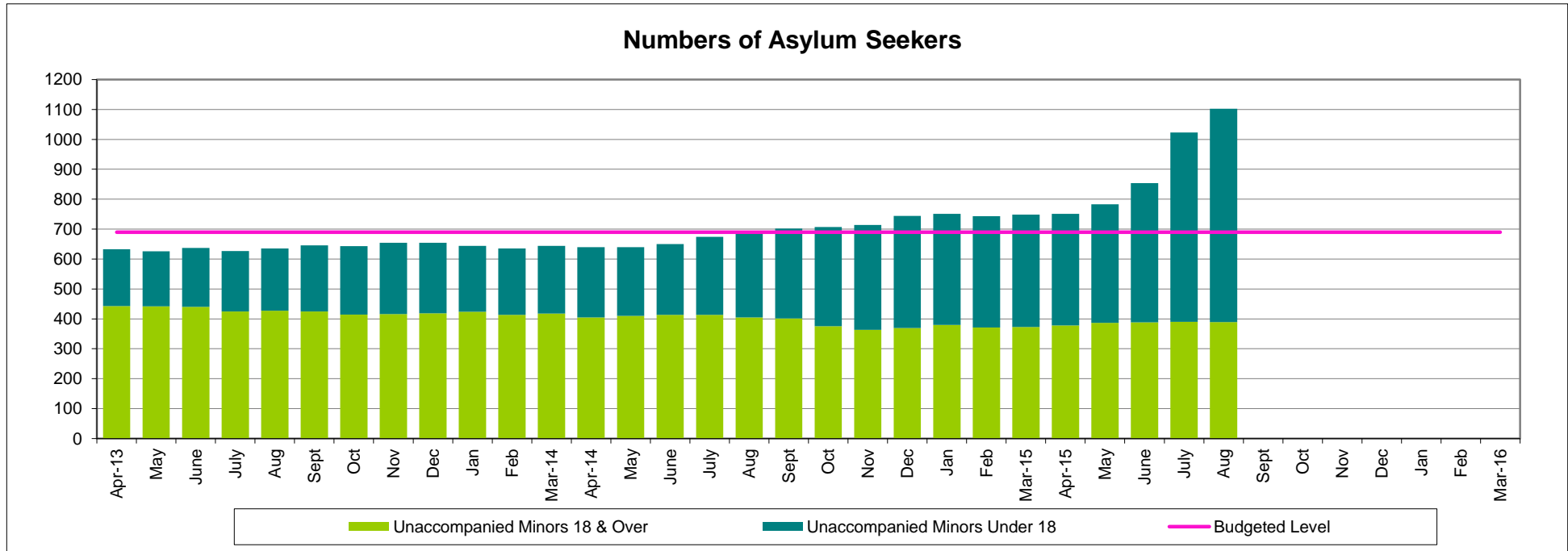
Comments:

- The actual number of client weeks is based on the numbers of known clients at a particular point in time. This may be subject to change due to the late receipt of paperwork.
- The budgeted level has been calculated by dividing the budget by the affordable weekly cost.
- The 2015-16 budgeted level has changed from what was reported to Cabinet on 6 July in the 2014-15 outturn report, reflecting the 2015-16 Quarter 1 realignment of budgets reported to Cabinet on 21 September.
- The forecast number of weeks (excluding asylum) is 8,667 weeks against an affordable level of 8,812, a difference of -145 weeks. At the forecast unit cost of £916.10 per week, this reduced activity decreases the forecast position by -£133k, as shown in Table 1. The current year to date suggests a higher level of activity than currently forecast – the forecast is based on the transformation savings profiles which assume a range of durations of care/placement end dates. Actual activity will vary from these assumptions but it is anticipated that over time, and as the savings streams become more fully established, that actual activity and the savings profile will more closely align. This will be monitored closely throughout the remainder of the year and any deviation from the savings profile, once they are more fully established, will be reflected in the monitoring.
- The forecast unit cost of +£916.10 is lower than the affordable level of +£925.36 and this difference of -£9.26 reduces the position by -£82k when multiplied by the affordable weeks, as shown in Table 1.
- Overall therefore, the combined gross underspend on this service is -£215k (-£133k -£82k).
- The forecast average unit cost of £916.10 includes some mother and baby placements, which are subject to court orders. These placements often cost in excess of £1,500 per week.
- The special operation which was previously excluded from this activity indicator has concluded, so from April 2015-16 this indicator reflects all Independent Foster Care activity.

2.4 Number of Unaccompanied Asylum Seeking Children (UASC):

	2013-14			2014-15			2015-16		
	Under 18	18 & Over	Total	Under 18	18 & Over	Total	Under 18	18 & Over	Total
Apr	190	443	633	235	405	640	373	378	751
May	184	442	626	230	410	640	396	387	783
Jun	197	440	637	237	413	650	466	388	854
Jul	202	425	627	261	413	674	633	390	1,023
Aug	208	427	635	282	405	687	713	389	1,102
Sep	221	425	646	301	401	702			
Oct	229	414	643	332	375	707			
Nov	238	416	654	351	363	714			
Dec	235	419	654	375	369	744			
Jan	220	424	644	371	380	751			
Feb	222	413	635	372	371	743			
Mar	226	418	644	375	373	748			

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Comments:

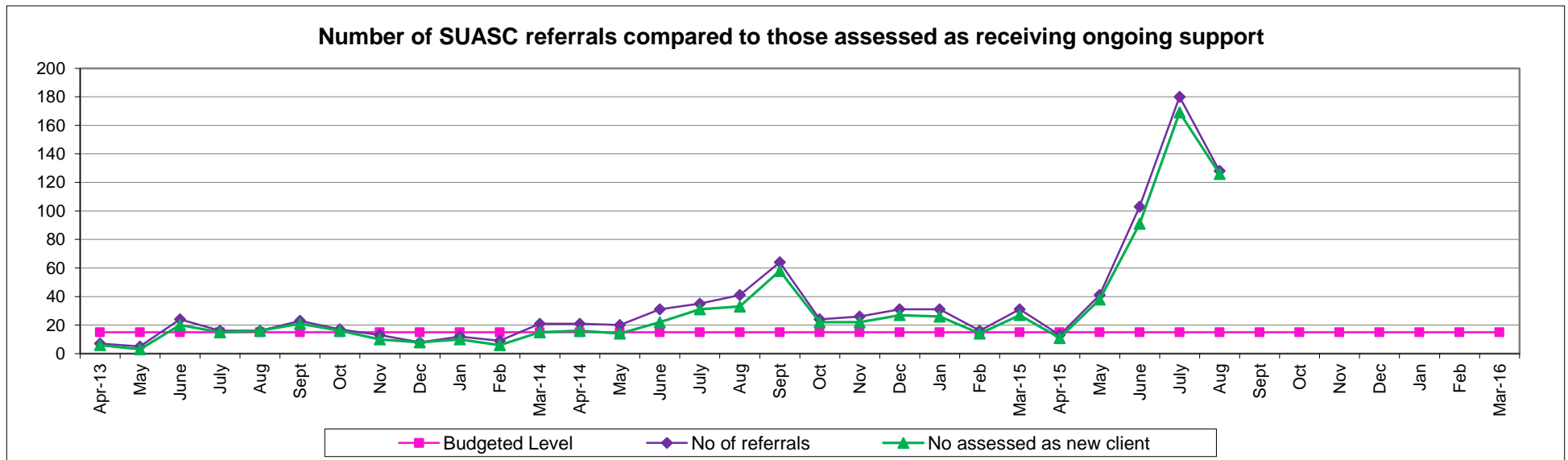
- The overall number of children is increasing, with numbers as at the end of August at the highest level they have been since November 2003. The current number of clients supported is above the budgeted level of 690.
- The budgeted number of referrals for 2015-16 is 15 per month, with 9 (60%) being assessed as under 18.
- We are responsible for those aged 18 and over if they are a Former Relevant Child and have eligibility for Care Leaver status. These are those young people who had been looked after for at least 13 weeks which began after they reached age 14 and ended after they reached age 16. Additionally young people over 18 may qualify for advice or assistance if they have been in care for at least 24 hrs aged 16 or 17.
- The numbers of 18 and over young people who are All Rights of appeal Exhausted (ARE) have been steadily decreasing, particularly since the introduction of Human Rights Assessments (HRAs). On the 9th of September 2015 there were 46 ARE cases in Kent, compared to 78 in August 2014 and 112 in August 2013.
- The number of young people leaving the service at age 21 rather than remaining in the service up to age 24 has increased in recent months. In previous years, the number of young people supported who are 18 and over has been larger than those aged under 18, but this trend is reversing due to the current high numbers of arrivals of under 18's and the numbers leaving the service at age 21.
- The data recorded above will include some referrals for which the assessments are not yet complete or are being challenged. These clients are initially recorded as having the Date of Birth that they claim, but once their assessment has been completed, or when successfully appealed, their category may change.
- The number of Asylum LAC shown in table 2.1 above is different to the number of under 18 UASC clients shown within this indicator, due to UASC under 18 clients including both Looked After Children and 16 and 17 year old Care Leavers.

2.5 Number of Unaccompanied Asylum Seeking Children (UASC):

	2013-14			2014-15			2015-16		
	No of referrals	No. assessed as new client	%	No of referrals	No. assessed as new client	%	No of referrals	No. assessed as new client	%
Apr	7	6	86%	21	16	76%	13	11	85%
May	5	3	60%	20	14	70%	41	37	90%
Jun	24	20	83%	31	22	71%	103	91	88%
Jul	16	15	94%	35	31	89%	180	169	94%
Aug	16	16	100%	41	33	80%	128	126	98%
Sep	23	21	91%	64	58	91%			
Oct	17	16	94%	24	22	92%			
Nov	13	10	77%	26	22	85%			
Dec	8	8	100%	31	27	87%			
Jan	12	10	83%	31	26	84%			
Feb	9	6	67%	16	14	88%			
Mar	21	15	71%	31	27	87%			
	171	146	85%	371	312	84%	465	434	93%

Since the 2014-15 Q3 monitoring report, a revised methodology has been adopted - UASC are now only included when their Looked After Child (LAC) status has formally commenced.

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Comments:

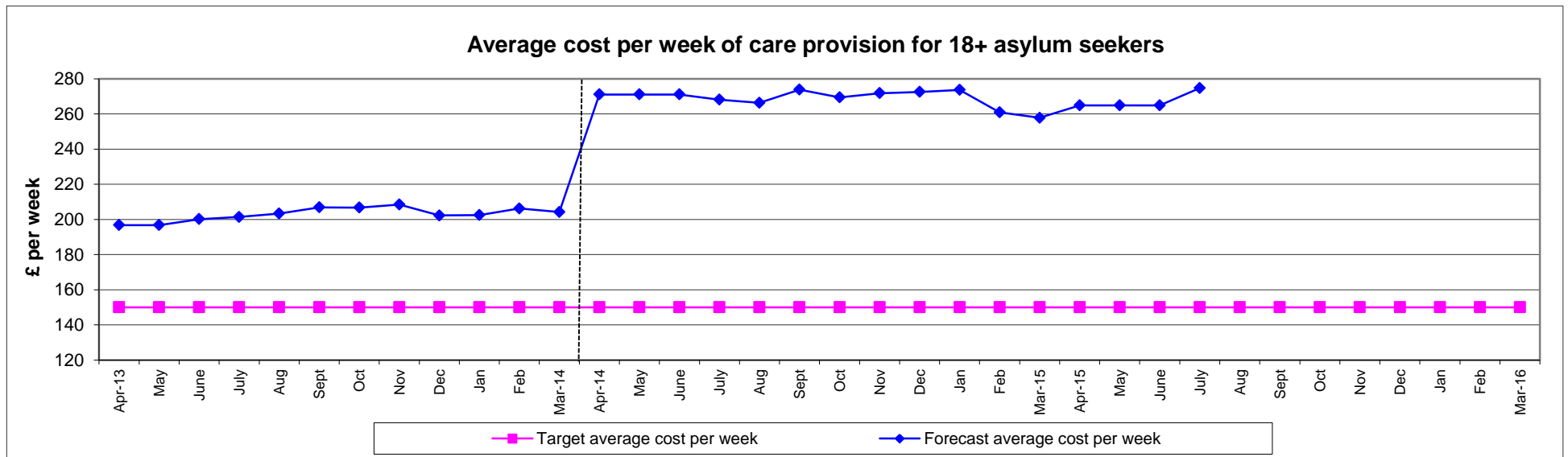
- Please note that UASC Referrals are assumed to be new clients until an assessment has been completed, which usually can take up to 6 weeks, however, as a result of the recent high number of referrals it is currently taking longer to complete individual assessments. Therefore the number of UASC assessed as new clients shown in the table may change once the assessment has taken place.
- The average number of referrals per month for the year to date is 93, which is above the budgeted number of 15 referrals per month. However within this average, as can be seen in the graph above, there is a significantly increasing trend reflecting the recent volatility in migrant activity.
- The number of referrals has a knock on effect on the number assessed as new clients. The budgeted level is based on the assumption 60% of the referrals will be assessed as a new client. The average proportion assessed as new clients in 2015-16 is
- The budget assumed 9 new clients per month (60% of 15 referrals) but the average number of new clients per month is 87 i.e. 867% higher than budgeted.
- Where a young person has been referred but does not become an ongoing client this may be for various factors. The number of these cases is relatively low but would include those where an age assessment has determined the young person to be aged 18 or above (and therefore they have been returned to immigration for dealing with through the asylum process for Adults) and more recently, transfers of case responsibility to Other Local Authorities. We are only able to claim grant for 28 days for an Asylum Seeker who, on arrival to the UK, is assessed as age 18 or over, but due to the current high number of arrivals it is taking longer than this for the assessments to be completed, resulting in an increased unfunded pressure on the Asylum budget.
- The information on numbers of Unaccompanied Asylum Seeking Children is provided by the Management Information unit within SCH&W directorate.
- Please note that due to the time taken to validate referrals on the database (particularly at this stage given the high volumes encountered in June, July and August), the number of new clients and number of referrals for any given month may change, therefore the activity data is refreshed in each report to provide the most up to date information.

	2013-14		2014-15		2015-16	
	Target average weekly cost £	Forecast average weekly cost £p	Target average weekly cost £	Forecast average weekly cost £p	Target average weekly cost £	Forecast average weekly cost £p
Apr	150	196.78	150	271.10	150	264.91
May	150	196.78	150	271.10	150	264.91
Jun	150	200.18	150	271.10	150	264.91
Jul	150	201.40	150	268.15	150	274.77
Aug	150	203.29	150	266.33	150	
Sep	150	206.92	150	273.87	150	
Oct	150	206.74	150	269.47	150	
Nov	150	208.51	150	271.85	150	
Dec	150	202.25	150	272.56	150	
Jan	150	202.49	150	273.75	150	
Feb	150	206.24	150	260.94	150	
Mar	150	204.27	150	257.79	150	

The current forecast average weekly cost for 2015-16 is £274.77, +£124.77 above the £150 claimable under the grant rules. This adds +£3,357k to the forecast outturn position for which we have a cash limit of £280k, giving a variance of +£3,077k, as shown in Table 1.

The weekly cost has increased significantly since 2013-14. Previously the average weekly cost was based on direct client costs only, as the gateway grant was used for staff and infrastructure costs. From 2014-15 onwards we no longer receive a Gateway Grant, so all staff and infrastructure costs have been allocated to age groups. Therefore, the increased weekly cost since April 2014 reflects ALL costs associated with 18+.

A dotted line has therefore been added to the graph to show that the unit costs pre and post April 2014 are not directly comparable.



Comments:

- The reduction in unit cost between January and February 15 follows a restructure of the service that took place at the start of December to bring Asylum support alongside mainstream care. Following this restructure a data cleansing exercise was performed. This revealed a number of elements that required revision, including changes to weekly costs for those in independent accommodation and a reassessment of the level of void placements. In addition, the amount paid via the Essential Living Allowance has reduced, which is likely to be in part due to ongoing work to improve take-up of benefits for those able to claim them.
- The local authority (LA) has agreed that the funding levels for the Unaccompanied Asylum Seeking Children's Service 18+ grant agreed with the Government rely on us achieving an average cost per week of £150, in order for the service to be fully funded, which is also reliant on the UKBA accelerating the removal process. In 2011-12 UKBA changed their grant rules and now only fund the costs of an individual for up to three months after the All Rights of appeal Exhausted (ARE) process if the LA carries out a Human Rights Assessment before continuing support. The number of AREs supported has fallen in recent months. The LA has continued to meet the cost of the care leavers in order that it can meet its' statutory obligations to those young people under the Leaving Care Act until the point of removal.
- The issue remains that for various reasons, some young people have not yet moved to lower cost properties, mainly those placed out of county. These placements are largely due to either medical/mental health needs or educational needs.
- As part of our strive to achieve a net unit cost of £150 or below, we will be insisting on take-up of state benefits for those entitled. However, the proportion of young people being accepted for asylum has reduced in recent months, meaning that a lower proportion of young people are unable to claim state benefits, bringing up the average cost. In addition, the service has undertaken a data cleansing exercise and as a result a number of older cases have been closed where we no longer have a requirement to support these young people as care leavers. The costs for these cases were lower, which has resulted in a further increase to the average cost.

3. CAPITAL

3.1 The Social Care, Health and Wellbeing Directorate - Children's Services has a working budget for 2015-16 of £1,959k . The forecast outturn against the 2015-16 budget is £1,959k giving a variance of £0k.

3.2 **Table 2** below details the SCH&W - Children's Services Capital Position by Budget Book line.

Budget Book Heading	2015-16 cash limit per budget book (£000)	2015-16 Working Budget (£000)	2015-16 Variance (£000)	Variance Break-down (£000)	Rephasing / Real Variance and Funding Stream	Explanation of In-Year Variance >£100k	Project Status ¹	Explanation of Project Status	Actions
Individual Projects									
Transforming Short Breaks	70	112	0				Green		
ConTROCC	556	925	0				Green	Phase 1 went live in July 2015. Phase 2 is scheduled for December 2015.	
Early Help Module (EHM)	276	922	0				Green	Phase 1 went live in June 2015. Phase 2 is scheduled for November 2015.	
Total	902	1,959	0	0					

1. Status:

Green – on time and within budget

Amber – either delayed completion date or over budget

Red – both delayed completion and over budget

SOCIAL CARE, HEALTH & WELLBEING DIRECTORATE
ADULTS SERVICES
JULY 2015-16 MONITORING REPORT

1. REVENUE

1.1	Cash Limit	Variance Before Mgmt Action	Mgmt Action	Net Variance after Mgmt Action	Roll forwards		Variance after Mgmt Action & Roll Fwd
					committed	uncommitted	
Total (£k)	+350,959	+8,042	-605	+7,437	+46	-	+7,483

1.2 **Table 1** below details the revenue position by A-Z budget:

Budget Book Heading	Cash Limit			Variance	Explanation		Management Action/ Impact on MTFP/Budget Build
	Gross	Income	Net	Net	£'000		
	£'000	£'000	£'000	£'000	£'000		
Social Care, Health & Wellbeing - Adult Social Care							
Strategic Management & Directorate Support budgets	8,032.5	-1,072.9	6,959.6	-456	-270	Staff vacancies within Access to Resources Team	
					-110	Reduced demand for a number of office support services (including postage, printing and stationery)	
					-76	Other minor variances	
<u>Support to Frontline Services:</u>							
- Adults Social Care Commissioning & Performance Monitoring	4,027.7	-606.3	3,421.4	-153	-144	Delays in recruitment to vacancies within the Performance & Information Management team	
					-9	Other minor variances	
<u>Adults & Older People:</u>							
- Direct Payments							
- Learning Disability (aged 18+)	17,671.6	-69.5	17,602.1	-216	+435	Forecast +1,556 weeks above affordable level of 63,397 weeks	Demographic pressures & savings are expected to be ongoing & will need to be addressed in the 2016-19 MTFP
					+85	Forecast average unit cost +£1.34 above affordable level of £278.27	
					+438	One-off direct payments	
					-1,196	Recovery of unspent funds from clients	
					+22	Other minor variances	

Budget Book Heading	Cash Limit			Variance	Explanation		Management Action/ Impact on MTFP/Budget Build
	Gross	Income	Net	Net			
	£'000	£'000	£'000	£'000	£'000		
- Mental Health (aged 18+)	1,049.7	-84.3	965.4	+125	+115	Forecast -1,133 weeks below affordable level of 9,968 weeks	Demographic pressures & savings are expected to be ongoing & will need to be addressed in the 2016-19 MTFP
					-36	Forecast average unit cost -£3.58 below affordable level of £105.31	
					+119	One-off direct payments	
					-73	Other minor variances	
- Older People (aged 65+)	14,367.7	0.0	14,367.7	-814	-348	Forecast -1,849 weeks below affordable level of 78,040 weeks	Demographic pressures & savings are expected to be ongoing & will need to be addressed in the 2016-19 MTFP
					+327	Forecast average unit cost +£4.19 below affordable level of £184.00	
					+500	One-off direct payments	
					-1,286	Recovery of unspent funds from clients	
					-7	Other minor variances	
- Physical Disability (aged 18-64)	12,067.7	0.0	12,067.7	+729	+1,192	Forecast +6,031 weeks above affordable level of 60,472 weeks	Demographic pressures & savings are expected to be ongoing & will need to be addressed in the 2016-19 MTFP
					-61	Forecast average unit cost -£1.01 below affordable level of £198.65	
					+775	One-off direct payments	
					-1,209	Recovery of unspent funds from clients	
					+32	Other minor variances	
Total Direct Payments	45,156.7	-153.8	45,002.9	-176			
- Domiciliary Care							
- Learning Disability (aged 18+)	993.3	-14.0	979.3	-264	-286	Forecast -20,365 hours below affordable level of 64,081 hours	Demographic pressures & savings are expected to be ongoing & will need to be addressed in the 2016-19 MTFP
					+10	Forecast average unit cost +£0.15 above affordable level of £13.87	
					+12	Other minor variances	
- Older People (aged 65+) - in house service (KEaH)	7,888.9	-5,415.4	2,473.5	+140	+140	Higher usage of Kent Enablement at Home Service (KEaH) than anticipated for Older People clients	
- Older People (aged 65+) - Commissioned Service	16,843.4	-10,157.1	6,686.3	+8,605	+6,596	Forecast +453,920 hours above affordable level of 1,168,456 hours	Management action is currently being finalised to reduce the overall demand for this service and any ongoing demographic pressures & savings will be addressed in the 2016-19 MTFP
					+175	Forecast average unit cost +£0.15 above affordable level of £14.38	

Budget Book Heading	Cash Limit			Variance	Explanation		Management Action/ Impact on MTFP/Budget Build
	Gross £'000	Income £'000	Net £'000	Net £'000			
					+1,696	Revised phasing of anticipated delivery of phase 2 transformation savings resulting from work completed by our Transformation Partners during the design stage of the savings programme	The revised timing of the anticipated delivery of phase 2 transformation savings will be addressed in the 2016-19 MTFP
					+164	Commissioning additional block domiciliary related contracts primarily related to providing additional support within Extra Care Sheltered Housing.	This pressure is expected to be ongoing & will need to be addressed in the 2016-19 MTFP.
					-26	Other minor variances	
- Physical Disability (aged 18-64) - in house service	579.4	0.0	579.4	0			
- Physical Disability (aged 18-64) - Commissioned Service	2,240.8	0.0	2,240.8	+2,782	+2,350	Forecast +166,931 hours above affordable level of 189,847 hours	Demographic pressures & savings are expected to be ongoing & will need to be addressed in the 2016-19 MTFP
					+61	Forecast average unit cost +£0.32 above affordable level of £13.76	
					+372	Revised phasing of anticipated delivery of phase 2 transformation savings resulting from work completed by our Transformation Partners during the design stage of the savings programme	The revised timing of the anticipated delivery of phase 2 transformation savings will be addressed in the 2016-19 MTFP
					-1	Other minor variances	
Total Domiciliary Care	28,545.8	-15,586.5	12,959.3	+11,263			
- Non Residential Charging							
- Learning Disability (aged 18+)	0.0	-3,191.3	-3,191.3	-413	-413	The forecast over-recovery of client contributions towards non-residential care services is linked to the current net pressure being forecast on other learning disability community based services (such as Domiciliary, Day Care, Direct Payments & Supported Living) highlighted in this report.	Demographic pressures & savings are expected to be ongoing & will need to be addressed in the 2016-19 MTFP

Budget Book Heading	Cash Limit			Variance	Explanation		Management Action/ Impact on MTFP/Budget Build
	Gross	Income	Net	Net			
	£'000	£'000	£'000	£'000	£'000		
- Older People (aged 65+)	0.0	-7,516.3	-7,516.3	-1,000	-1,000	The forecast over-recovery of client contributions towards non-residential care services is linked to the current net pressure being forecast on other older people community based services (such as Domiciliary, Day Care, Direct Payments & Supported Living) highlighted in this report.	Demographic pressures & savings are expected to be ongoing & will need to be addressed in the 2016-19 MTFP
- Physical Disability (aged 18-64) / Mental Health (aged 18+)	0.0	-1,298.5	-1,298.5	-423	-370	The forecast over-recovery of client contributions towards non-residential care services is linked to the current net pressure being forecast on other physical disability community based services (such as Domiciliary, Day Care, Direct Payments & Supported Living) highlighted in this report.	Demographic pressures & savings are expected to be ongoing & will need to be addressed in the 2016-19 MTFP
					-53	Other minor variances	
Total Non Residential Charging Income	0.0	-12,006.1	-12,006.1	-1,836			
- Nursing & Residential Care							
- Learning Disability (aged 18+)	81,871.3	-6,646.9	75,224.4	-1,753	-2,613	Forecast -2,132 weeks below affordable level of 68,129 weeks	Demographic pressures & savings are expected to be ongoing & will need to be addressed in the 2016-19 MTFP
					+204	Leading to a shortfall in client contributions	
					+1,524	Forecast average unit cost +£22.37 above affordable level of £1,203.48	
					-199	Independent Sector: forecast average unit client contribution -£2.92 above affordable level of -£92.56	
					-634	Release of unrealised creditors	
					-35	Other minor variances	
- Mental Health (aged 18+)	8,054.0	-1,006.5	7,047.5	+1,324	+1,176	Forecast +1,816 weeks above affordable level of 12,652 weeks	Demographic pressures & savings are expected to be ongoing & will need to be addressed in the 2016-19 MTFP
					-76	Leading to an increase in client contributions	
					+147	Forecast average unit cost +£11.60 above affordable level of £636.00	

Budget Book Heading	Cash Limit			Variance	Explanation	Management Action/ Impact on MTFP/Budget Build
	Gross	Income	Net	Net		
	£'000	£'000	£'000	£'000	£'000	
					+43 Independent Sector: forecast average unit client contribution +£3.39 below affordable level of -£45.06	
					+34 Other minor variances	
- Older People (aged 65+) - Nursing	37,635.9	-16,250.7	21,385.2	-551	-3,210 Forecast -6,351 weeks below affordable level of 73,815 weeks	Demographic pressures & savings are expected to be ongoing & will need to be addressed in the 2016-19 MTFP
					+1,232 Leading to a shortfall in client contributions	
					+495 Forecast average unit cost +£6.71 above affordable level of £498.75	
					+956 Independent Sector: forecast average unit client contribution +£12.95 below affordable level of -£206.97	
					-24 Other minor variances	
- Older People (aged 65+) - Residential - in house service	20,057.6	-5,468.8	14,588.8	+379	+116 Additional agency staff to cover staff vacancies, along with higher than anticipated usage of agency staff for specialist care/nursing roles at Gravesham Place.	
					+156 Increase in running costs for Gravesham Place associated with a recharge from Health for staff, clinical items, utilities and unitary charge.	
					+88 Other minor variances for Gravesham Place including reduced health income associated with Registered Nursing Care Contributions (RNCC)	
					+19 Other minor variances within other residential units	
- Older People (aged 65+) - Residential - commissioned service	55,412.3	-29,367.8	26,044.5	+1,438	-3,471 Forecast -8,209 weeks below affordable level of 139,119 weeks	Demographic pressures & savings are expected to be ongoing & will need to be addressed in the 2016-19 MTFP
					+1,598 Leading to a shortfall in client contributions	
					+182 Forecast average unit cost +£1.31 above affordable level of £421.49	

Budget Book Heading	Cash Limit			Variance	Explanation	Management Action/ Impact on MTFP/Budget Build
	Gross	Income	Net	Net		
	£'000	£'000	£'000	£'000	£'000	
					+1,009 Independent Sector: forecast average unit client contribution +£7.25 below affordable level of -£201.90	The revised timing of the anticipated delivery of phase 2 transformation savings will be addressed in the 2016-19 MTFP
					+1,941 Revised phasing of anticipated delivery of phase 2 transformation savings resulting from work completed by our Transformation Partners during the design stage of the savings programme	
					+188 Health have indicated that they will not contribute to an element of running costs for an integrated care centre. Although negotiations continue, it is considered prudent to reflect this as a pressure until the situation is resolved	
					-9 Other minor variances	
- Physical Disability (aged 18-64)	13,579.6	-1,729.9	11,849.7	-595	-571 Forecast -668 weeks below affordable level of 15,841 weeks	Demographic pressures & savings are expected to be ongoing & will need to be addressed in the 2016-19 MTFP
					+76 Leading to a shortfall in client contributions	
					-38 Forecast average unit cost -£2.41 below affordable level of £857.27	
					-62 Independent Sector: forecast average unit client contribution -£3.88 above affordable level of -£109.20	
Total Nursing & Residential Care	216,610.7	-60,470.6	156,140.1	+242		
- Supported Living						
- Learning Disability (aged 18+) - in house service	3,787.4	-1,593.7	2,193.7	-392	-100 Completion of the Pathway to Independence project pilot at lower cost than anticipated	
					-328 Local action plans in place to pool resources in preparation for move to Kent Pathways Service, leading to overall reduction in staffing costs as vacancies and secondments are not being filled	
					+36 Other minor variances	

Budget Book Heading	Cash Limit			Variance	Explanation		Management Action/ Impact on MTFP/Budget Build
	Gross	Income	Net	Net			
	£'000	£'000	£'000	£'000	£'000		
- Learning Disability (aged 18+) - shared lives scheme	3,582.7	-246.9	3,335.8	+233	+171	Forecast +59,368 hours above affordable level of 1,069,507 hours	Demographic pressures & savings are expected to be ongoing & will need to be addressed in the 2016-19 MTFP
					+43	Forecast average unit cost +£0.04 above affordable level of £2.84	
					+19	Other minor variances	
- Learning Disability (aged 18+) - other commissioned supported living arrangements	31,662.7	-118.5	31,544.2	+2,881	+2,992	Forecast +305,264 hours above affordable level of 3,183,542 hours	Demographic pressures & savings are expected to be ongoing & will need to be addressed in the 2016-19 MTFP
					-350	Forecast average unit cost -£0.11 below affordable level of £9.91	
					+117	Additional previous year costs relating to supporting living for which no creditor provision was raised in 2014-	
					+100	Estimated costs of unfilled block-purchased supported living placements	
					+22	Minor other variances	
- Older People (aged 65+) - in house service	4,825.0	-4,825.0	0.0	0			
- Older People (aged 65+) - commissioned service	400.7	0.0	400.7	-81	+15	Forecast +2,865 hours above affordable level of 48,688 hours	Demographic pressures & savings are expected to be ongoing & will need to be addressed in the 2016-19 MTFP
					-150	Forecast average unit cost -£3.08 below affordable level of £8.23	
					+54	Other minor variances	
- Physical Disability (aged 18-64) / Mental Health (aged 18+) - in house service	107.4	-107.4	0.0	0			
- Physical Disability (aged 18-64) / Mental Health (aged 18+) - commissioned service	4,436.5	-210.2	4,226.3	+1,144	+648	Mental Health forecast +59,216 hours above affordable level of 177,381	Demographic pressures & savings are expected to be ongoing & will need to be addressed in the 2016-19 MTFP
					-179	Forecast average unit cost -£1.01 below affordable level of £11.95	
					+1,091	Physical Disability forecast +185,185 hours above affordable level of 300,791 hours	
					-358	Forecast average unit cost -£1.19 below affordable level of £7.08	
					-58	Other minor variances	
Total Supported Living	48,802.4	-7,101.7	41,700.7	+3,785			

Budget Book Heading	Cash Limit			Variance	Explanation		Management Action/ Impact on MTFP/Budget Build
	Gross	Income	Net	Net			
	£'000	£'000	£'000	£'000	£'000		
- Other Services for Adults & Older People							
- Adaptive & Assistive Technology	6,106.6	-3,666.2	2,440.4	-176	-140	Reduced costs of various service level agreements for the occupational therapy and technician service, Integrated Community Equipment Store (ICES) and telecare service following contract renegotiations	
					-36	Other minor variances	
- Community Support Services for Mental Health (aged 18+) - in house service	1,383.8	-64.4	1,319.4	-52			
- Community Support Services for Mental Health (aged 18+) - commissioned service	1,717.1	-373.9	1,343.2	-54			
- Day Care							
- Learning Disability (aged 18+) - in house service	6,627.5	-70.7	6,556.8	-187	-102	Countywide reduction in Agency and contracted staffing costs resulting from 1:1 costs now being commissioned externally within the supported living service (now within the activity reported on the Learning Disability - other commissioned supported living A-	
					-118	Reduced costs of staff following the recent restructure of day care services and more effective management of resources	
					+33	Other minor variances	
- Learning Disability (aged 18+) - commissioned service	7,095.4	0.0	7,095.4	+783	+760	Pressure reflecting current demand for services provided by the independent sector including transport related costs	Demographic pressures & savings are expected to be ongoing & will need to be addressed in the 2016-19 MTFP
					+23	Other minor variances	
- Older People (aged 65+) - in house	877.9	-45.0	832.9	-52			

Budget Book Heading	Cash Limit			Variance	Explanation	Management Action/ Impact on MTFP/Budget Build	
	Gross	Income	Net	Net			
	£'000	£'000	£'000	£'000	£'000		
Older People (aged 65+) - commissioned service	959.1	0.0	959.1	-103	-103	Underspend reflecting current demand for services provided by the independent sector	Demographic pressures & savings are expected to be ongoing & will need to be addressed in the 2016-19 MTFP
- Physical Disability (aged 18-64)	951.1	0.0	951.1	-64			
Total Day Care	16,511.0	-115.7	16,395.3	+377			
- Other Adult Services	3,532.0	-3,695.3	-163.3	-2,977	-3,275	Use of so-far uncommitted funding, held within Other Adult Services, to offset increased activity on Older People A-Z budget lines.	
					+189	Meals service pressure, primarily due to lower than anticipated client contributions	
					+109	Other minor variances including additional mental health client support costs	
- Safeguarding	1,865.2	-235.6	1,629.6	-380	-310	There are only part year costs in 2015-16 from the processing of additional Deprivation of Liberty cases as a result of a phased approach to recruitment but budget allows for full year effect.	
					-70	Other minor variances, including £46k relating to KCC's share of re-phasing into 2016-17 of Kent & Medway Safeguarding Vulnerable Adults Committee. This will be required to roll forward to meet our obligation to the Committee under the terms of the multi-agency agreement.	
- Social Support							
- Carers - in house service	3,550.9	-0.3	3,550.6	+8			
- Carers - commissioned service	10,466.9	-6,172.1	4,294.8	+247	+246	Higher than anticipated spend on supporting carers via external provision (including services provided by voluntary organisations)	

Budget Book Heading	Cash Limit			Variance	Explanation	Management Action/ Impact on MTFP/Budget Build
	Gross	Income	Net	Net		
	£'000	£'000	£'000	£'000	£'000	
					+151	Lower than anticipated client income for Social Support to Carers
					-150	Lower than anticipated demand for Carers direct payments
- Information & Early Intervention	6,517.0	-1,952.9	4,564.1	+32		
- Social Isolation	6,291.0	-2,410.5	3,880.5	+19	+115	Payments to voluntary organisations as a result of higher than anticipated demand for Learning Disability services
					-96	Other minor variances
Total Social Support	26,825.8	-10,535.8	16,290.0	+306		
- Support & Assistance Service (Social Fund)	1,481.5	0.0	1,481.5	0		
Total Other Services for Adults & Older People	59,423.0	-18,686.9	40,736.1	-2,956		
<u>Community Services</u>						
- Local Healthwatch & NHS Complaints Advocacy	1,138.4	-705.9	432.5	-43		
<u>Housing Related Support for Vulnerable People (Supporting People)</u>						
- Administration	536.1	-150.0	386.1	-31		
- Adults - Learning Difficulties	3,352.2	0.0	3,352.2	-23		
- Adults - Physical Difficulties	138.5	0.0	138.5	0		
- Adults - Mental Health (aged 18+)	2,904.3	0.0	2,904.3	-58		
- Older People (aged 65+)	3,891.5	0.0	3,891.5	-46		
- Other Adults	7,421.6	0.0	7,421.6	0		
- Young People	3,677.9	0.0	3,677.9	0		
Total Housing Related Support for Vulnerable People	21,922.1	-150.0	21,772.1	-158		
<u>Public Health</u>						
- Drug & Alcohol Services (LASAR)	429.9	0.0	429.9	-25		

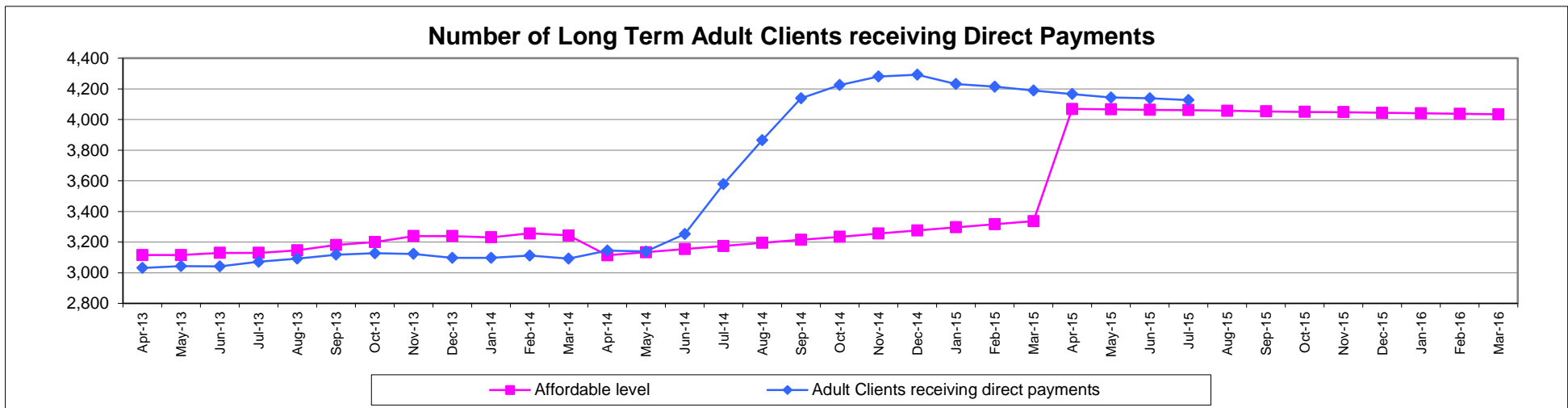
Budget Book Heading	Cash Limit			Variance	Explanation	Management Action/ Impact on MTFP/Budget Build
	Gross	Income	Net	Net		
	£'000	£'000	£'000	£'000	£'000	
Assessment Services						
- Adult Social Care Staffing	44,594.3	-11,183.5	33,410.8	-1,445	-753	Delays in the recruitment to vacancies within the Mental Health assessment teams and the usage of locum/agency staff. This is partly due to recent staffing reviews along with general difficulties in recruiting to speciality mental health practitioners.
					-190	Delay in implementation of new Care Planning Management System
					-337	Delays in the recruitment to vacancies across Learning Disability assessment teams
					-154	Use of so-far uncommitted funding held within Adult Social Care staffing to offset spending on new Care Act responsibilities within the Older People Domiciliary Care A-Z budget line above
					-11	Other minor variances
Total SCH&W (Adults)	478,683.5	-127,724.2	350,959.3	+8,042		
Assumed Mgmt Action					-605	Plans are being refined to reduce the overall pressure on Older People and Physical Disability Services, centred around reducing the demand for domiciliary services and increasing client contributions. Initial estimates suggest up to a £605k reduction can be achieved, but work continues with the aim of reducing the pressures further.
Total SCH&W (Adults) Forecast <u>after</u> mgmt action	478,683.5	-127,724.2	350,959.3	+7,437		

2. KEY ACTIVITY INDICATORS AND BUDGET RISK ASSESSMENT MONITORING

2.1 Direct Payments - Number of Adult Social Services Clients receiving Direct Payments:

	2013-14			2014-15			2015-16		
	Affordable level for long term clients	Snapshot of long term adults rec'ing direct payments	Number of one-off payments made during the month	Affordable level for long term clients	Snapshot of long term adults rec'ing direct payments	Number of one-off payments made during the month	Affordable level for long term clients	Snapshot of long term adults rec'ing direct payments	Number of one-off payments made during the month
Apr	3,116	3,032	164	3,114	3,145	216	4,069	4,166	141
May	3,116	3,043	169	3,134	3,139	160	4,067	4,144	113
Jun	3,130	3,042	120	3,155	3,253	184	4,063	4,139	101
Jul	3,130	3,072	173	3,175	3,579	215	4,061	4,127	111
Aug	3,147	3,092	158	3,195	3,866	200	4,057		
Sep	3,181	3,118	134	3,215	4,139	209	4,053		
Oct	3,201	3,127	179	3,235	4,225	204	4,050		
Nov	3,240	3,123	144	3,256	4,281	167	4,048		
Dec	3,240	3,098	159	3,276	4,292	115	4,044		
Jan	3,231	3,097	176	3,297	4,232	135	4,041		
Feb	3,257	3,112	135	3,317	4,214	128	4,037		
Mar	3,244	3,093	121	3,337	4,189	144	4,034		
			1,832			2,077			466

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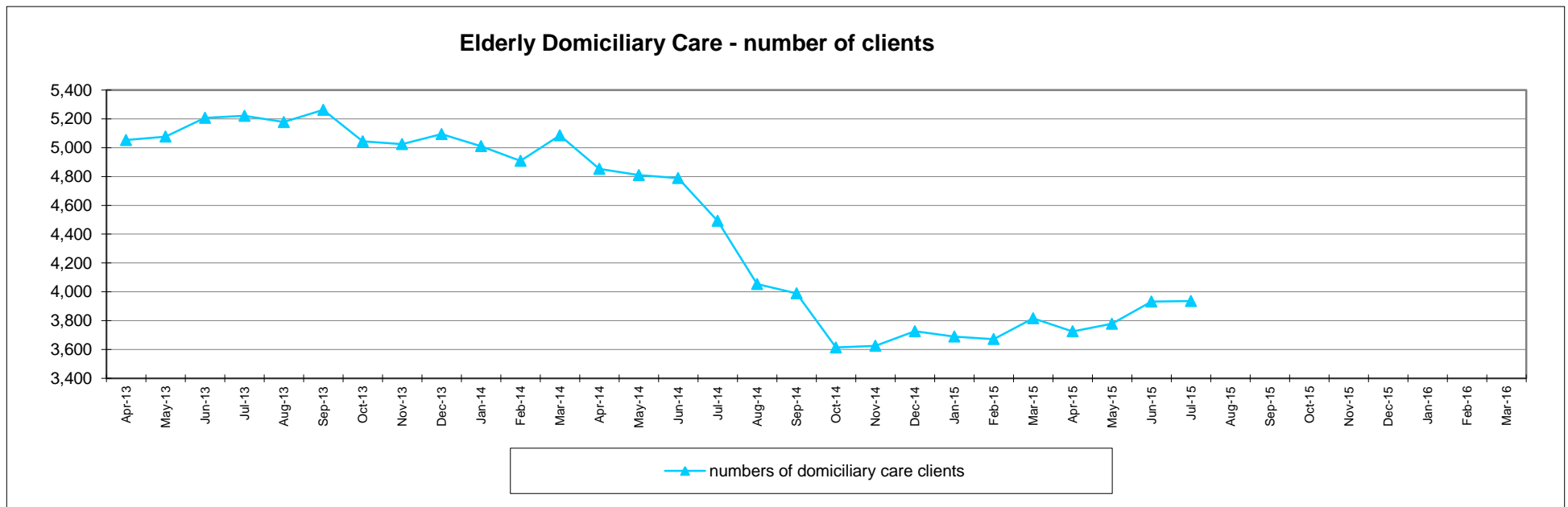
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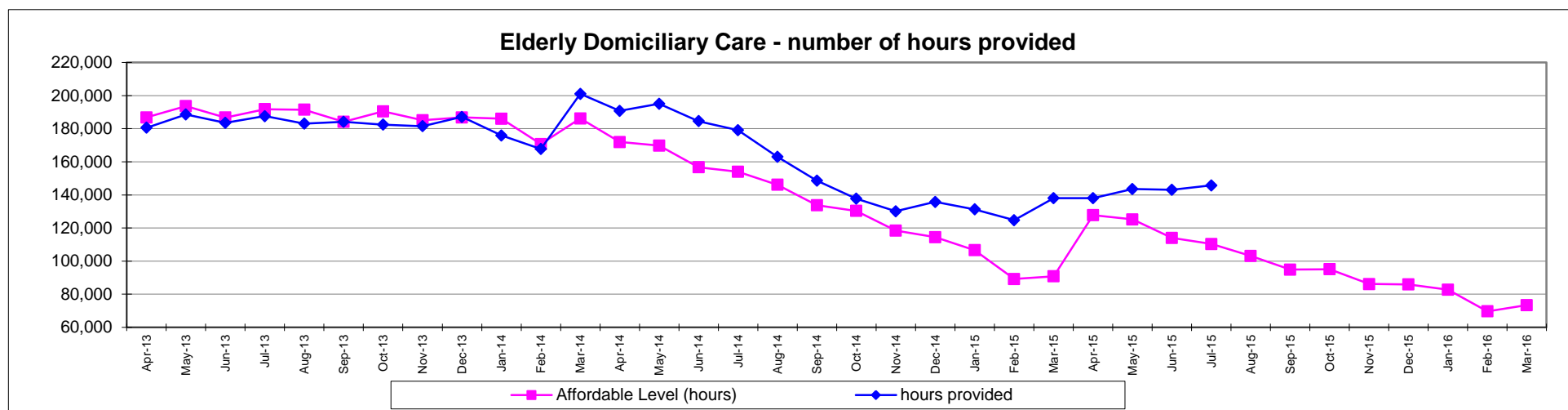
- A long term client in receipt of a regular direct payment may also receive a one-off payment if required. Only the long term clients are presented on the graph above.
- Please note that due to the time taken to record changes in direct payments onto the client database the number of clients and one-off direct payments for any given month may change, therefore the current year to date activity data is refreshed in each report to provide the most up to date information.
- Current activity to date compared against the profiled budget would suggest a lower level of activity than currently forecast on this service, however the current forecast includes a number of known clients who are not yet recorded on the activity data base. This position is being offset by recoveries of unspent funds from clients. The overall effect of these factors across individual client groups is reflected in Table 1, which shows a small forecast underspend of £176k against the overall direct payments budget.

2.2 Elderly domiciliary care – numbers of clients and hours provided in the independent sector

	2013-14			2014-15			2015-16		
	Affordable level (hours)	hours provided	number of clients	Affordable level (hours)	hours provided	number of clients	Affordable level (hours)	hours provided	number of clients
Apr	186,809	180,585	5,053	171,979	190,804	4,853	127,780	138,025	3,726
May	193,717	188,656	5,077	169,813	195,051	4,810	125,245	143,582	3,778
Jun	186,778	183,621	5,206	156,692	184,572	4,789	113,969	143,059	3,932
Jul	191,791	187,621	5,221	154,016	179,105	4,492	110,355	145,708	3,936
Aug	191,521	183,077	5,178	146,118	163,006	4,054	103,158		
Sep	184,242	184,208	5,262	133,761	148,649	3,989	94,880		
Oct	190,446	182,503	5,044	130,322	137,790	3,614	95,120		
Nov	185,082	181,521	5,025	118,474	130,108	3,625	86,179		
Dec	186,796	187,143	5,094	114,525	135,832	3,727	85,967		
Jan	186,006	175,916	5,011	106,627	131,261	3,690	82,698		
Feb	170,695	167,774	4,909	89,174	124,714	3,672	69,653		
Mar	186,184	201,069	5,085	90,829	138,077	3,817	73,452		
	2,240,067	2,203,694		1,582,330	1,858,968		1,168,456	570,374	

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Comments:

- Figures exclude services commissioned from the Kent Enablement At Home Service.
- The current forecast is 1,622,376 hours of care against an affordable level of 1,168,456, a difference of +453,920 hours. Using the forecast unit cost of £14.53 this increase in activity increases the forecast by +£6,596k, as shown in table 1.
- The affordable level for 2015-16 reflects both the full year effect of phase 1 transformation changes, along with further reductions in relation to the phase 2 transformation programme based on the revised savings plans agreed with our transformation partners. Due to the revised phasing of the second tranche of savings, a separate pressure of £1,696k is being reported in table 1.
- To the end of July 570,374 hours of care have been delivered against an affordable level of 477,349, a difference of +93,025 hours. The budgeted level assumes a continual reduction in client numbers in line with transformation plans and the general trend experienced in recent years. Current activity suggests that the forecast should be lower on this service when compared to the budgeted profile, however the forecast reflects the continuation of the higher levels of activity experienced in 2014-15 and in the first 4 months of 2015-16, which have offset the effect of the transformation savings that are built in to the affordable profile.
- Domiciliary for all client groups are volatile budgets, with the number of people receiving domiciliary care decreasing over the past few years as a result of the implementation of Self Directed Support (SDS). This is being compounded by a shift in trend towards take up of the enablement service. However, as a result of this, clients who are receiving domiciliary care are likely to have greater needs and require more intensive packages of care than historically provided - the 2012-2013 average hours per client per week was 8.0, whereas the average figure for 2013-14 was 8.3 and 8.7 for 2014-15. For 2015-16, the current actual average hours per client per week is 8.5.

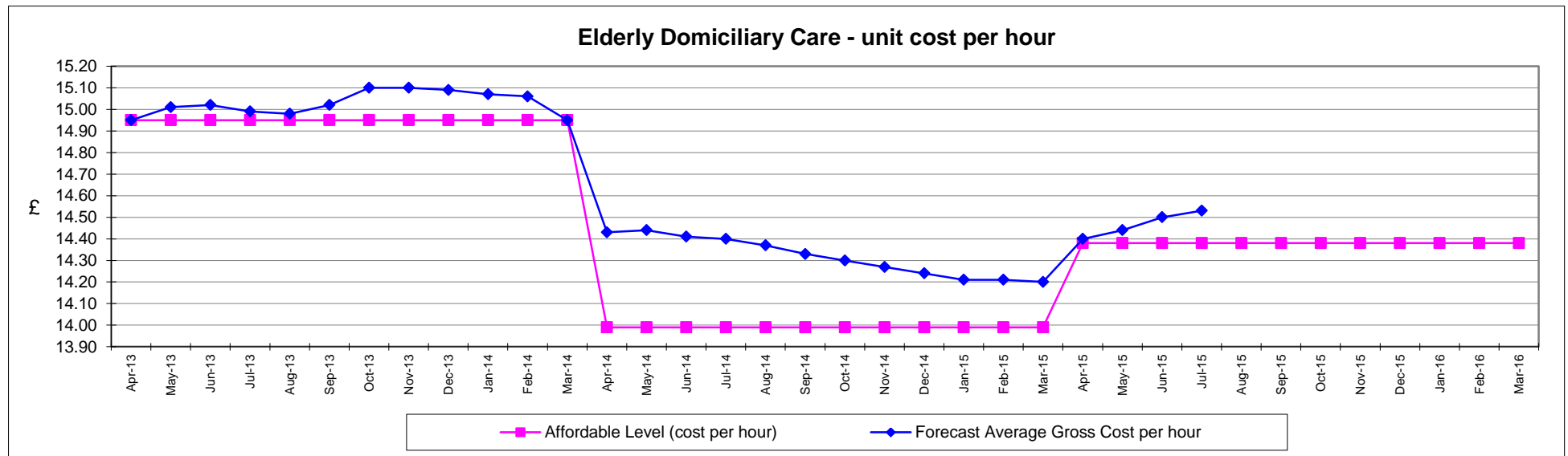
2.3 Average gross cost per hour of older people domiciliary care compared with affordable level:

	2013-14		2014-15		2015-16	
	Affordable Level (Cost per Hour) £p	Forecast Average Gross Cost per Hour £p	Affordable Level (Cost per Hour) £p	Forecast Average Gross Cost per Hour £p	Affordable Level (Cost per Hour) £p	Forecast Average Gross Cost per Hour £p
Apr	14.95	14.95	13.99	14.43	14.38	14.40
May	14.95	15.01	13.99	14.44	14.38	14.44
Jun	14.95	15.02	13.99	14.41	14.38	14.50
Jul	14.95	14.99	13.99	14.40	14.38	14.53
Aug	14.95	14.98	13.99	14.37	14.38	
Sep	14.95	15.02	13.99	14.33	14.38	
Oct	14.95	15.10	13.99	14.30	14.38	
Nov	14.95	15.10	13.99	14.27	14.38	
Dec	14.95	15.09	13.99	14.24	14.38	
Jan	14.95	15.07	13.99	14.21	14.38	
Feb	14.95	15.06	13.99	14.21	14.38	
Mar	14.95	14.95	13.99	14.20	14.38	

Comments:

- The unit cost is dependent on the intensity of the packages required, so is subject to variations.
- The forecast unit cost of +£14.53 is higher than the affordable cost of +£14.38 and this difference of +£0.15 adds +£175k to the position when multiplied by the affordable weeks, as shown in table 1.
- The affordable level for 2015-16 reflects the result of the domiciliary re-let during 2014-15, along with an estimated price uplift. This affordable level will be updated once the actual 2015-16 price uplift has been agreed.

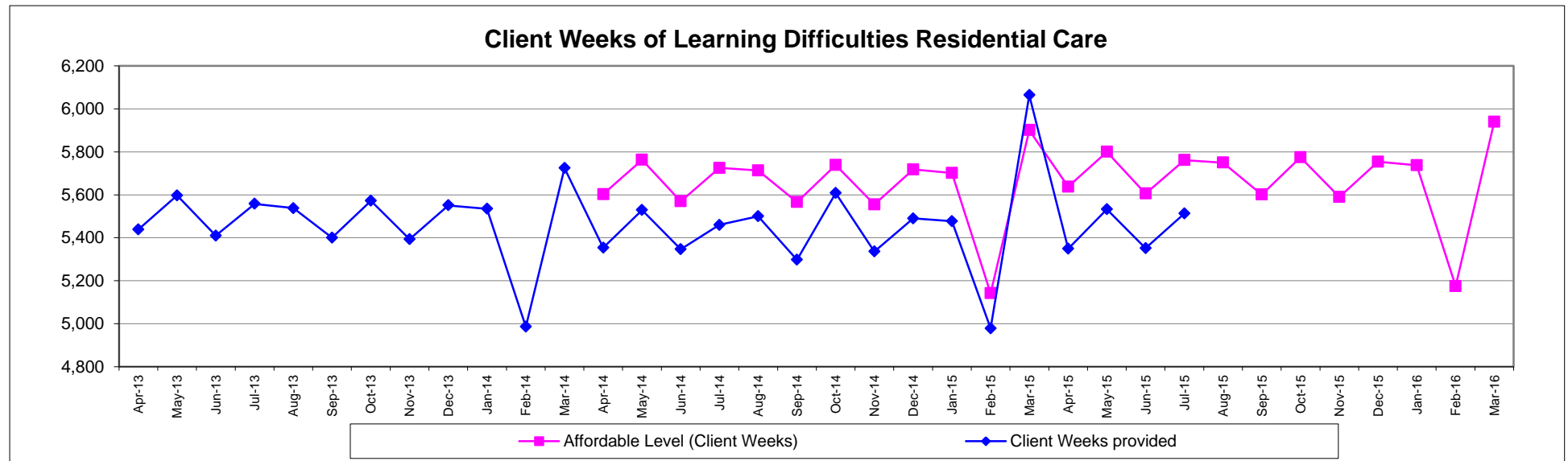
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2.4 Number of client weeks of learning disability residential care provided compared with affordable level:

	2013-14	2014-15		2014-15	
	Client Weeks provided	Affordable Level (Client Weeks)	Client Weeks provided	Affordable Level (Client Weeks)	Client Weeks provided
Apr	5,439	5,603	5,354	5,638	5,349
May	5,597	5,763	5,529	5,800	5,533
Jun	5,410	5,570	5,347	5,606	5,351
Jul	5,558	5,725	5,460	5,762	5,513
Aug	5,538	5,713	5,500	5,750	
Sep	5,400	5,566	5,298	5,601	
Oct	5,572	5,739	5,608	5,775	
Nov	5,393	5,555	5,336	5,590	
Dec	5,551	5,718	5,490	5,754	
Jan	5,535	5,702	5,477	5,738	
Feb	4,986	5,142	4,978	5,175	
Mar	5,724	5,901	6,064	5,940	
	65,703	67,697	65,441	68,129	21,746

From April 2014 there has been a change in the method of counting client weeks to align with current guidance, bringing together non-preserved rights client weeks with preserved rights client weeks. Also, clients receiving a respite service are no longer included in this measure and now fall under Support for Carers. The client weeks provided prior to April 2014, shown in the table, have been adjusted to provide comparable figures. Due to the fact that prior year affordable levels did not distinguish between respite and non-respite services, the affordable level cannot be converted into a comparable measure for previous years.



Comments:

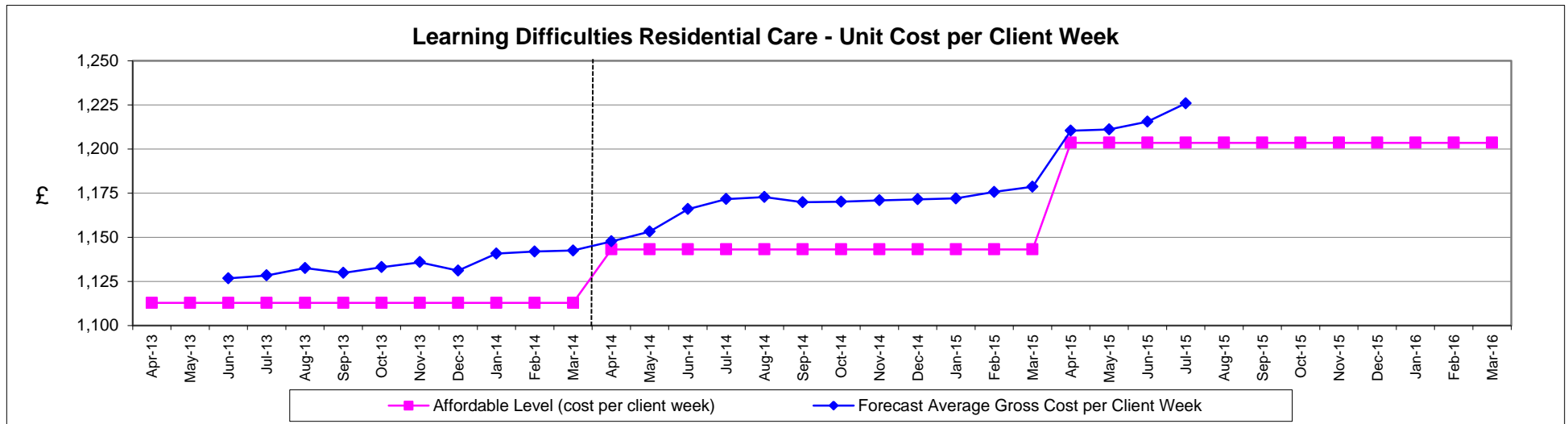
- The above graph reflects the number of client weeks of service provided as this has a greater influence on cost than the actual number of clients. The actual number of clients in LD residential care (including preserved rights clients) at the end of 2013-14 was 1,254, at the end of 2014-15 it was 1,258 and at the end of July 2015 it was 1,236. This includes any ongoing transfers as part of the S256 agreement with Health, transitions, provisions and ordinary residence.
- The current forecast is 65,997 weeks of care against an affordable level of 68,129, a difference of -2,132 weeks. Using the forecast unit cost of £1,225.85, this reduced activity decreases the forecast by -£2,613k, as shown in table 1.
- The forecast activity for this service is based on known individual clients including provisional and transitional clients. Provisional clients are those whose personal circumstances are changing and therefore require a more intense care package or greater financial help. Transitional clients are children who are transferring to adult social services.
- To the end of July 21,746 weeks of care have been delivered against an affordable level of 22,806, a difference of -1,060 weeks. The year to date activity suggests a lower level of activity than currently forecast, however, this is mainly due to delays in the recording of non-permanent residential care services on the activity database, meaning the year to date activity is understated. In addition, the forecast assumes that some activity for transitional and provisional clients will, by necessity, need to be backdated due to bespoke contracts that have to be agreed individually with providers.

2.5 Average gross cost per client week of learning disability residential care compared with affordable level

	2013-14		2014-15		2015-16	
	Affordable Level (Cost per Week) £p	Forecast Average Gross Cost per Client Week £p	Affordable Level (Cost per Week) £p	Forecast Average Gross Cost per Client Week £p	Affordable Level (Cost per Week) £p	Forecast Average Gross Cost per Client Week £p
Apr	1,112.86		1,143.16	1,147.62	1,203.48	1,210.33
May	1,112.86		1,143.16	1,153.21	1,203.48	1,211.12
Jun	1,112.86	1,126.76	1,143.16	1,165.91	1,203.48	1,215.42
Jul	1,112.86	1,128.39	1,143.16	1,171.61	1,203.48	1,225.85
Aug	1,112.86	1,132.54	1,143.16	1,172.74	1,203.48	
Sep	1,112.86	1,129.75	1,143.16	1,169.82	1,203.48	
Oct	1,112.86	1,133.04	1,143.16	1,170.10	1,203.48	
Nov	1,112.86	1,135.86	1,143.16	1,170.90	1,203.48	
Dec	1,112.86	1,131.13	1,143.16	1,171.47	1,203.48	
Jan	1,112.86	1,140.70	1,143.16	1,171.99	1,203.48	
Feb	1,112.86	1,141.90	1,143.16	1,175.62	1,203.48	
Mar	1,112.86	1,142.45	1,143.16	1,178.59	1,203.48	

- From April 2014 there was a change in the method of counting clients to align with current guidance, bringing together non-preserved rights clients with preserved rights clients. Also, clients receiving a respite service are no longer included in this measure and now fall under Support for Carers. The forecast average gross cost per client prior to April 2014, shown in the table, includes respite in the overall unit cost. A dotted line has been added to the graph to distinguish between the two different counting methodologies, as the data presented is not on a consistent basis and therefore is not directly comparable.
- The affordable unit cost for 2015-16 reflects an estimated price uplift. This affordable level will be updated once the actual 2015-16 price uplift has been agreed.

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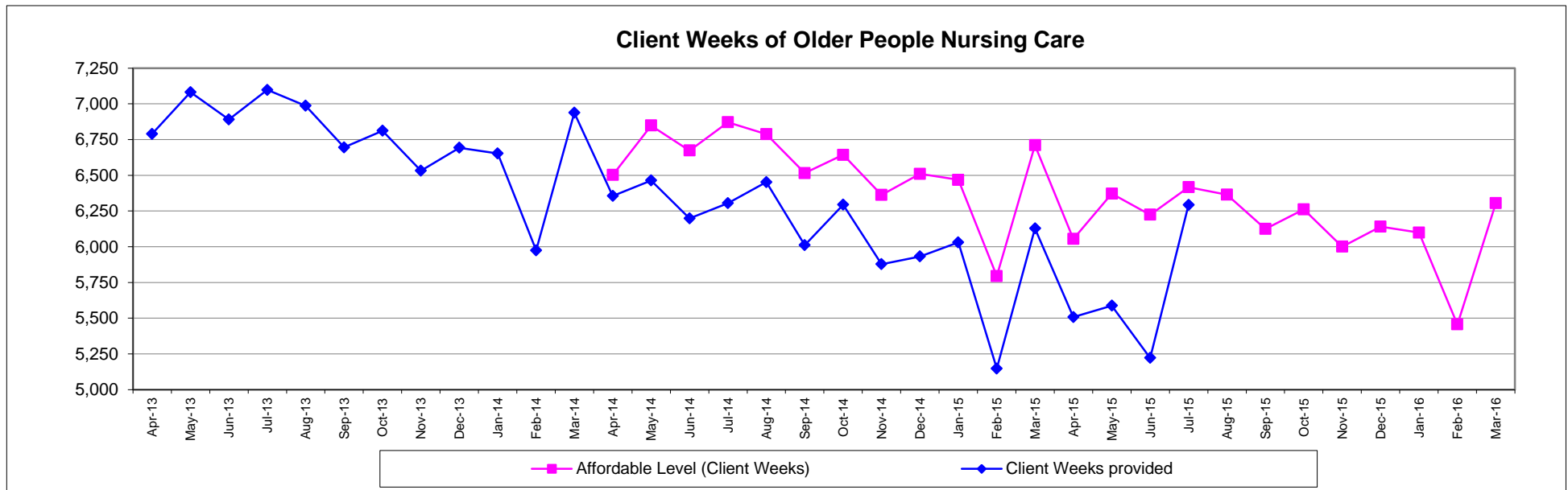
Comments:

- Clients being placed in residential care are those with very complex and individual needs which make it difficult for them to remain in the community, in supported accommodation/supporting living arrangements, or receiving a domiciliary care package. These are therefore placements which attract a very high cost, with the average now being over £1,200 per week. It is expected that clients with less complex needs, and therefore less cost, can transfer from residential into supported living arrangements. This would mean that the average cost per week would increase over time as the remaining clients in residential care would be those with very high cost – some of whom can cost up to £2,000 per week. In addition, no two placements are alike – the needs of people with learning disabilities are unique and consequently, it is common for average unit costs to increase or decrease significantly on the basis of one or two cases.
- The forecast unit cost of +£1,225.85 is higher than the affordable cost of +£1,203.48 and this difference of +£22.37 adds +£1,524k to the position when multiplied by the affordable weeks, as shown in table 1.
- The steep price increase in July has been influenced by a home closure requiring the clients to be transferred to new settings. As a result of the short notice of closure, many of these new placements are more expensive.

2.6 Number of client weeks of older people nursing care provided compared with affordable level:

	2013-14	2014-15		2015-16	
	Client Weeks provided	Affordable Level (Client Weeks)	Client Weeks provided	Affordable Level (Client Weeks)	Client Weeks provided
Apr	6,789	6,502	6,355	6,054	5,507
May	7,081	6,848	6,464	6,372	5,587
Jun	6,891	6,673	6,199	6,224	5,222
Jul	7,097	6,871	6,304	6,416	6,293
Aug	6,986	6,788	6,452	6,364	
Sep	6,695	6,515	6,011	6,124	
Oct	6,812	6,643	6,294	6,261	
Nov	6,532	6,363	5,878	6,000	
Dec	6,693	6,510	5,932	6,141	
Jan	6,653	6,468	6,030	6,099	
Feb	5,975	5,795	5,147	5,456	
Mar	6,937	6,710	6,129	6,304	
	81,141	78,686	73,195	73,815	22,609

From April 2014 there was a change in the method of counting client weeks to align with current guidance, bringing together non-preserved rights client weeks with preserved rights client weeks. Also, clients receiving a respite service are no longer included in this measure and now fall under Support for Carers. The client weeks provided prior to April 2014, shown in the table, have been adjusted to provide comparable figures. Due to the fact that prior year affordable levels did not distinguish between respite and non-respite services, the affordable level cannot be converted into a comparable measure for previous years.



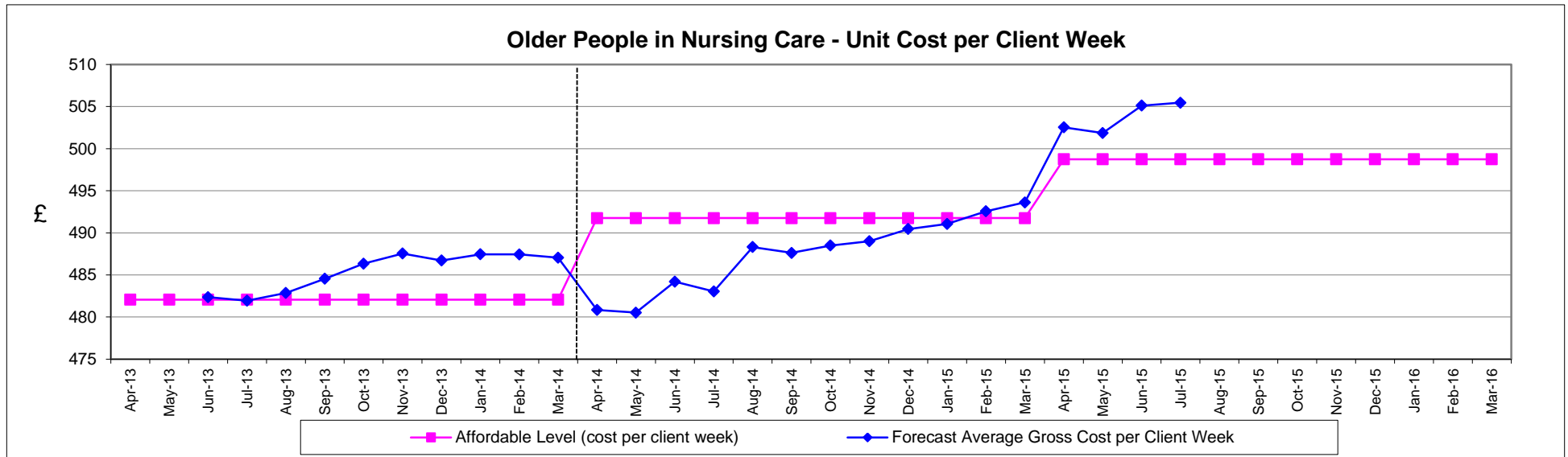
Comments:

- The graph reflects the number of client weeks of service provided as this has a greater influence on cost than the actual number of clients. The actual number of clients in older people nursing care at the end of 2013-14 was 1,423, at the end of 2014-15 it was 1,253 and at the end of July 2015 it was 1,243.
- The current forecast is 67,464 weeks of care against an affordable level of 73,815, a difference of -6,351 weeks. Using the forecast unit cost of £505.46, this reduced activity decreases the forecast by -£3,210k, as shown in table 1.
- To the end of July 22,609 weeks of care have been delivered against an affordable level of 25,066, a difference of -2,457 weeks. The year to date activity suggests a lower level of activity than currently forecast. However, it is believed the activity reported is understated due to delays in updating the activity database, meaning the year to date activity is understated. Work is currently underway to clear the backlog and update the activity database. This has resulted in higher than expected activity recorded for July as it includes the initial impact of this work, therefore not only reflecting July activity but also some activity relating to previous months.
- We are now making contributions under the Health and Social Care Village model for health commissioning of short-term beds in order to support step down from acute hospital, to reduce demand for this service.

2.7 Average gross cost per client week of older people nursing care compared with affordable level:

	2013-14		2014-15		2015-16	
	Affordable Level (Cost per Week)	Forecast Average Gross Cost per Client Week	Affordable Level (Cost per Week)	Forecast Average Gross Cost per Client Week	Affordable Level (Cost per Week)	Forecast Average Gross Cost per Client Week
	£p	£p	£p	£p	£p	£p
Apr	482.05		491.75	480.83	498.75	502.53
May	482.05		491.75	480.53	498.75	501.86
Jun	482.05	482.37	491.75	484.21	498.75	505.11
Jul	482.05	481.93	491.75	483.04	498.75	505.46
Aug	482.05	482.87	491.75	488.31	498.75	
Sep	482.05	484.55	491.75	487.62	498.75	
Oct	482.05	486.34	491.75	488.50	498.75	
Nov	482.05	487.54	491.75	489.00	498.75	
Dec	482.05	486.72	491.75	490.45	498.75	
Jan	482.05	487.46	491.75	491.06	498.75	
Feb	482.05	487.44	491.75	492.57	498.75	
Mar	482.05	487.05	491.75	493.62	498.75	

From April 2014 there was a change in the method of counting clients to align with current guidance, bringing together non-preserved rights clients with preserved rights clients. Also, clients receiving a respite service are no longer included in this measure and now fall under Support for Carers. The forecast average gross cost per client prior to April 2014, shown in the table, includes respite in the overall unit cost. A dotted line has been added to the graph to distinguish between the two different counting methodologies, as the data presented is not on a consistent basis and therefore is not directly comparable.



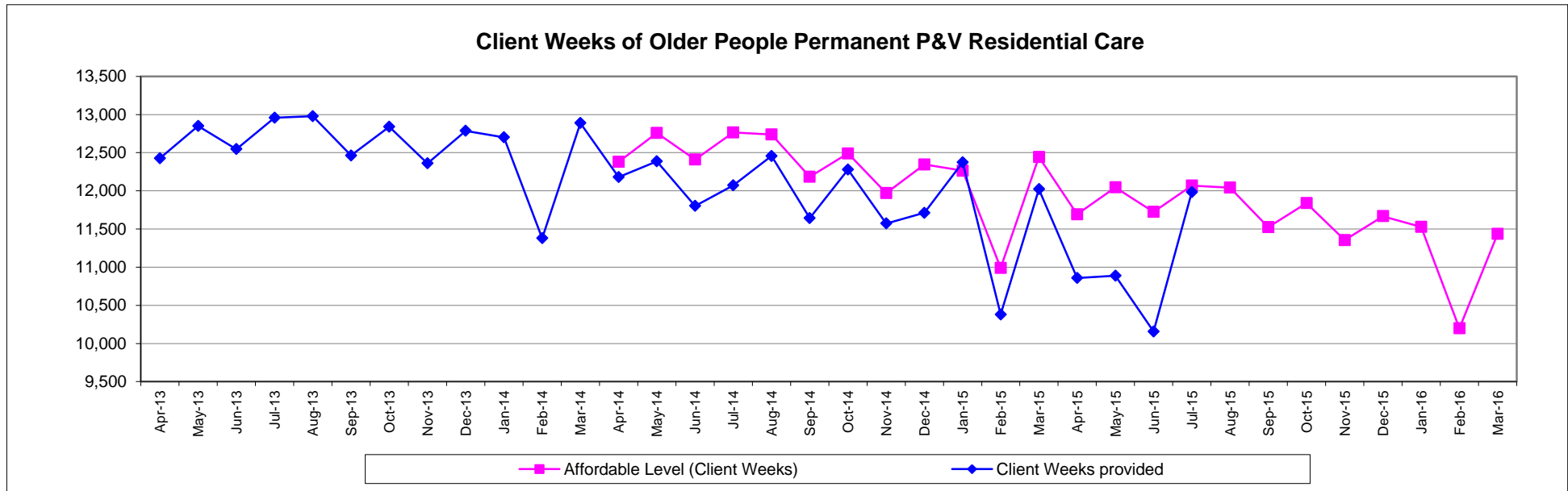
Comments:

- As with residential care, the unit cost for nursing care will be affected by the increasing proportion of older people with dementia who need more specialist and expensive care, which is why the unit cost can be quite volatile and in recent months this service has seen an increase of older people requiring this more specialist care.
- The forecast unit cost of +£505.46 is higher than the affordable cost of +£498.75 and this difference of +£6.71 increases the position by +£495k when multiplied by the affordable weeks, as shown in table 1.
- The unit cost for 2015-16 includes the full year effect of the price increase which took effect from October 2014, whereas the unit cost in 2014-15 is an average for the year and therefore only includes a part year effect of this price uplift.

2.8 Number of client weeks of older people permanent P&V residential care provided compared with affordable level:

	2013-14	2014-15		2015-16	
	Client Weeks provided	Affordable Level (Client Weeks)	Client Weeks provided	Affordable Level (Client Weeks)	Client Weeks provided
Apr	12,427	12,381	12,179	11,693	10,858
May	12,849	12,757	12,388	12,046	10,888
Jun	12,547	12,409	11,802	11,723	10,157
Jul	12,959	12,764	12,071	12,068	11,983
Aug	12,978	12,739	12,456	12,041	
Sep	12,463	12,184	11,644	11,524	
Oct	12,839	12,490	12,279	11,839	
Nov	12,360	11,972	11,573	11,355	
Dec	12,787	12,345	11,712	11,667	
Jan	12,701	12,264	12,373	11,527	
Feb	11,380	10,991	10,381	10,199	
Mar	12,887	12,443	12,022	11,437	
	151,177	147,739	142,880	139,119	43,886

From April 2014 there was a change in the method of counting client weeks to align with current guidance, bringing together non-preserved rights client weeks with preserved rights client weeks. Also, clients receiving a respite service are no longer included in this measure and now fall under Support for Carers. Due to the fact that prior year affordable levels did not distinguish between respite and non-respite services, the affordable level cannot be converted into a comparable measure for previous years.



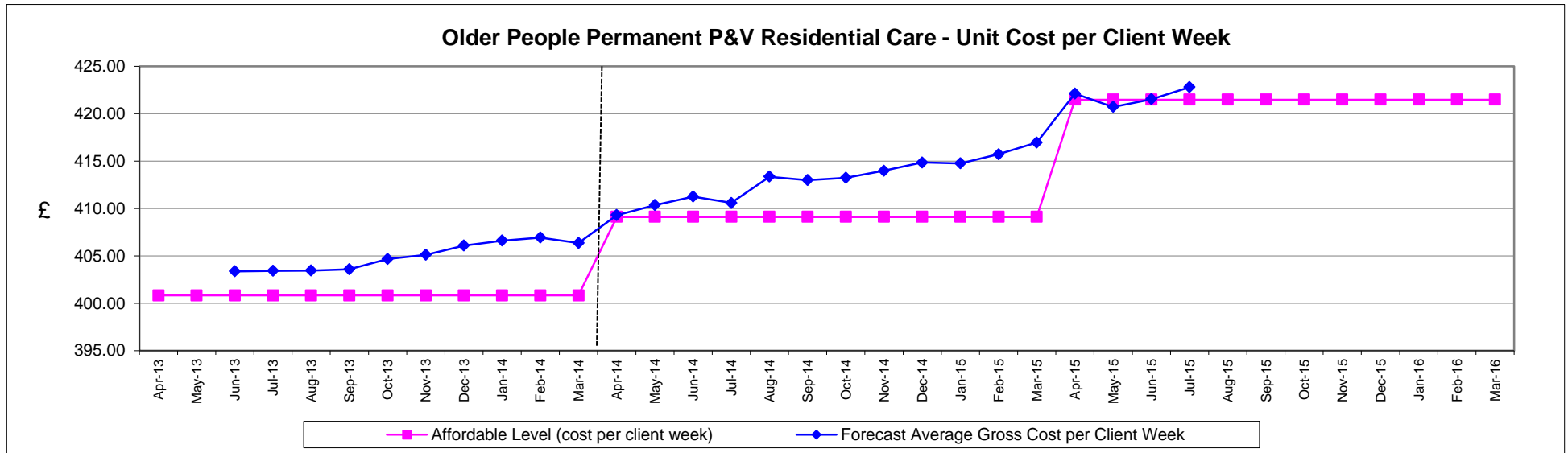
Comments:

- The above graph reflects the number of client weeks of service provided as this has a greater influence on cost than the actual number of clients. The actual number of clients in older people permanent P&V residential care at the end of 2013-14 was 2,704, at the end of 2014-15 it was 2,480 and at the end of July 2015 it was 2,427 . It is evident that there are ongoing pressures relating to clients with dementia who require a greater intensity of care.
- It is difficult to consider this budget line in isolation, as the Older Person's modernisation strategy has meant that fewer people are being placed in our in-house provision, so we would expect that there will be a higher proportion of permanent placements being made in the independent sector which is masking the extent of the overall reducing trend in residential client activity.
- The current forecast is 130,910 weeks of care against an affordable level of 139,119, a difference of -8,209 weeks. Using the forecast unit cost of £422.80, this reduced activity decreases the forecast by -£3,471k, as shown in table 1.
- To the end of July 43,886 weeks of care have been delivered against an affordable level of 47,530 a difference of -3,644 weeks. The year to date activity suggests a lower level of activity than currently forecast. However, it is believed the activity reported is understated due to delays in updating the activity database, meaning the year to date activity is understated. Work is currently underway to clear the backlog and update the activity database. This has resulted in higher than expected activity recorded for July as it includes the initial impact of this work, therefore not only reflecting July activity but also some activity relating to previous months.
- We are now making contributions to the Health and Social Care Village model for health commissioning of short-term beds in order to support step down from acute hospital, to reduce demand for this service.

2.9 Average gross cost per client week of older people permanent P&V residential care provided compared with affordable level:

	2013-14		2014-15		2015-16	
	Forecast Average Gross Cost per Client Week £p	Forecast Average Gross Cost per Client Week £p	Affordable Level (Cost per Week) £p	Forecast Average Gross Cost per Client Week £p	Affordable Level (Cost per Week) £p	Forecast Average Gross Cost per Client Week £p
Apr	400.83		409.12	409.31	421.49	422.12
May	400.83		409.12	410.36	421.49	420.72
Jun	400.83	403.38	409.12	411.25	421.49	421.54
Jul	400.83	403.43	409.12	410.59	421.49	422.80
Aug	400.83	403.46	409.12	413.36	421.49	
Sep	400.83	403.59	409.12	413.00	421.49	
Oct	400.83	404.67	409.12	413.25	421.49	
Nov	400.83	405.12	409.12	413.99	421.49	
Dec	400.83	406.10	409.12	414.86	421.49	
Jan	400.83	406.62	409.12	414.76	421.49	
Feb	400.83	406.94	409.12	415.73	421.49	
Mar	400.83	406.35	409.12	416.97	421.49	

From April 2014 there was a change in the method of counting clients to align with current guidance, bringing together non-preserved rights clients with preserved rights clients. Clients receiving a respite service are no longer included in this measure and now fall under Support for Carers. The average gross cost per client prior to April 2014, shown in the table, includes respite in the overall unit cost. The overall impact of this change has been to increase the overall number of clients whilst increasing the unit cost. A dotted line has been added to the graph to distinguish between the two different counting methodologies, as the data presented is not on a consistent basis and therefore is not directly comparable.



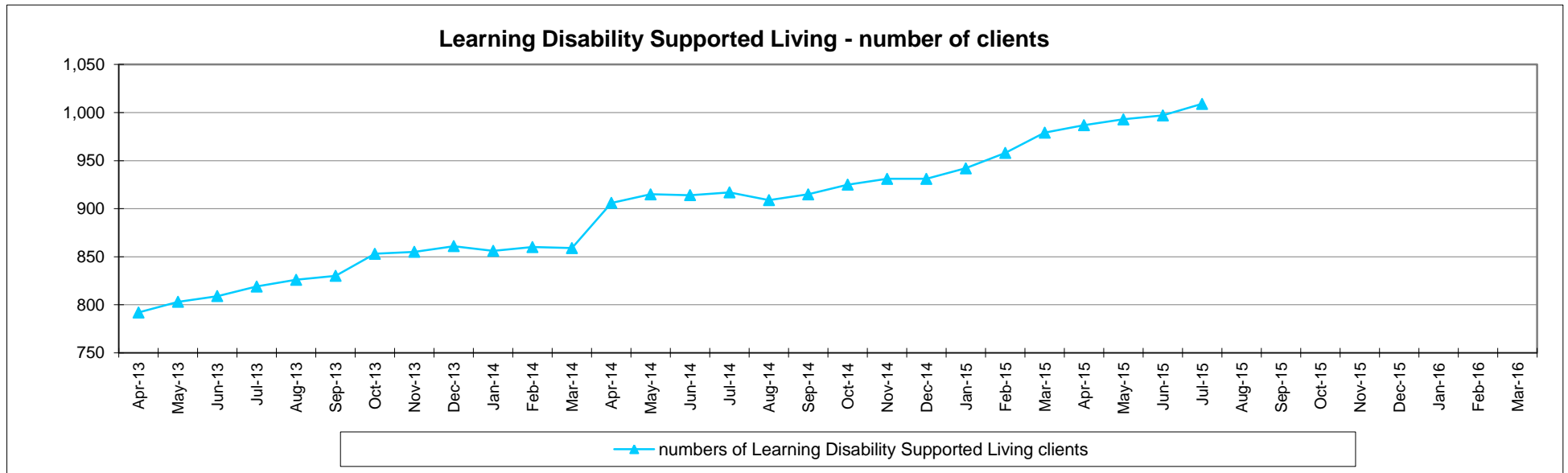
Comments:

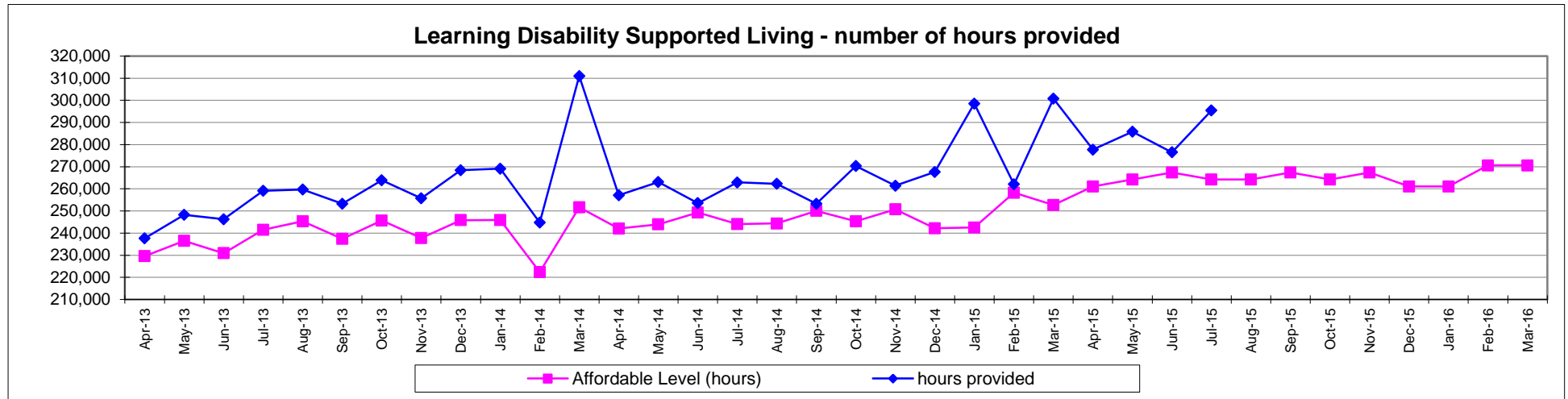
- The forecast unit cost of +£422.80 is higher than the affordable cost of +£421.49 and this difference of +£1.31 adds +£182k to the position when multiplied by the affordable weeks, as shown in table 1.
- This general increasing trend in average unit cost is likely to be due to the higher proportion of clients with dementia, who are more costly due to the increased intensity of care required, as outlined above. New cases are likely to enter the service at higher unit costs, reflecting the fact that only those with higher needs are directed towards residential care, while those with lower needs are directed towards other forms of support.

2.10 Learning Disability Supported Living – numbers of clients and hours provided in the independent sector

	2013-14			2014-15			2015-16		
	Affordable level (hours)	hours provided	number of clients	Affordable level (hours)	hours provided	number of clients	Affordable level (hours)	hours provided	number of clients
Apr	229,595	237,586	792	242,016	257,102	906	261,050	277,711	987
May	236,463	248,239	803	243,920	263,101	915	264,234	285,786	993
Jun	230,924	246,245	809	249,306	253,552	914	267,418	276,507	997
Jul	241,526	259,125	819	244,064	262,906	917	264,234	295,434	1,009
Aug	245,366	259,688	826	244,360	262,245	909	264,234		
Sep	237,459	253,230	830	250,030	253,263	915	267,418		
Oct	245,710	263,849	853	245,304	270,298	925	264,234		
Nov	237,732	255,747	855	250,730	261,412	931	267,418		
Dec	245,833	268,439	861	242,207	267,598	931	261,050		
Jan	245,925	269,112	856	242,547	298,520	942	261,050		
Feb	222,397	244,716	860	258,264	262,038	958	270,601		
Mar	251,616	310,965	859	252,712	300,749	979	270,601		
	2,870,543	3,116,941		2,965,460	3,212,783		3,183,542	1,135,438	

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Comments:

- This indicator has changed for 2015-16 and now excludes activity relating the adult placement scheme as this is now reported within a separate budget line. This measure continues to incorporate 2 different supported living arrangements; supported accommodation (mainly S256 clients) and Supporting Independence Service. Services for individual clients are commissioned in either sessions or hours, however for the purposes of this report, sessions are converted into hours on a standard basis. In addition, the details of the number of clients in receipt of these services is given on a monthly basis. Activity for 2013-14 and 2014-15 has also been restated to exclude the adult placement scheme to ensure data is directly comparable.
- The current forecast is 3,488,806 hours of care against an affordable level of 3,183,542, a difference of +305,264 hours. Using the forecast unit cost of £9.80, this increased activity increases the forecast by +£2,992k, as shown in table 1.
- To the end of July 1,135,438 hours of care have been delivered against an affordable level of 1,056,936, a difference of +78,502 hours. The forecast number of hours reflects an increase in activity expected in future months which is also reflected in the profile of the budgeted level. However, the year to date activity still suggests a lower level of activity than currently forecast, which is mainly due to a delay in the recording of transitional and provisional clients on the activity database. Such delays are intrinsic to this service as a result of the channels through which referrals take place, i.e. ordinary residence cases, where complex negotiations are involved to determine the point at which different local authorities have responsibility for clients, in addition to the number of bespoke contracts that have to be agreed individually with providers.

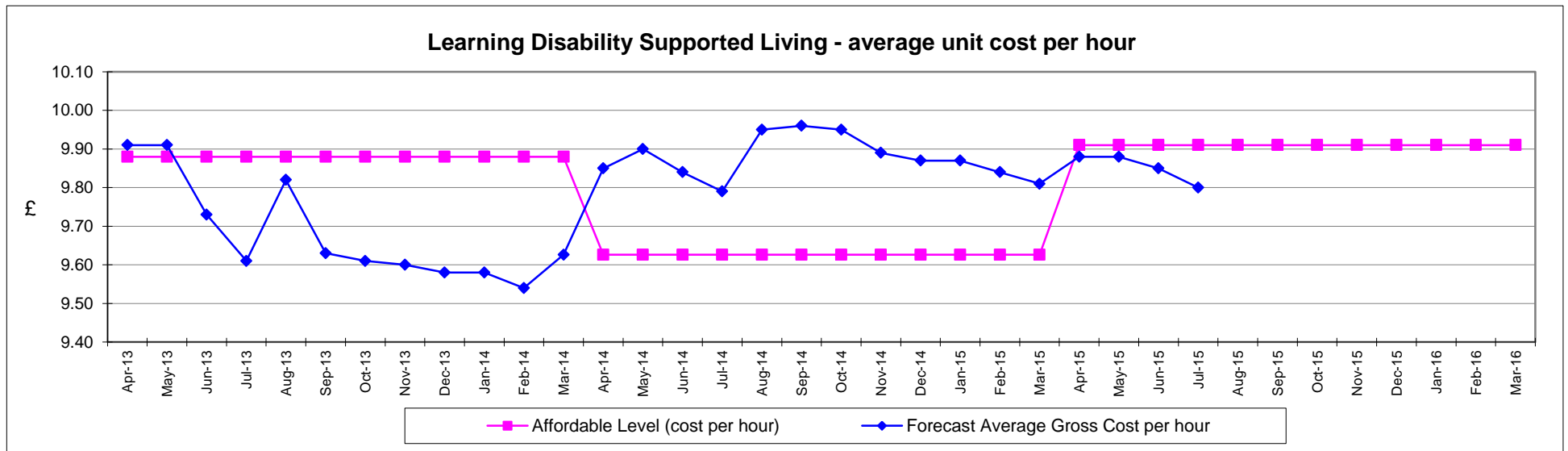
2.11 Average gross cost per hour of Supported Living service compared with affordable level:

	2013-14		2014-15		2015-16	
	Affordable Level (Cost per Hour) £p	Forecast Average Gross Cost per Hour £p	Affordable Level (Cost per Hour) £p	Forecast Average Gross Cost per Hour £p	Affordable Level (Cost per Hour) £p	Forecast Average Gross Cost per Hour £p
Apr	9.88	9.91	9.63	9.85	9.91	9.88
May	9.88	9.91	9.63	9.90	9.91	9.88
Jun	9.88	9.73	9.63	9.84	9.91	9.85
Jul	9.88	9.61	9.63	9.79	9.91	9.80
Aug	9.88	9.82	9.63	9.95	9.91	
Sep	9.88	9.63	9.63	9.96	9.91	
Oct	9.88	9.61	9.63	9.95	9.91	
Nov	9.88	9.60	9.63	9.89	9.91	
Dec	9.88	9.58	9.63	9.87	9.91	
Jan	9.88	9.58	9.63	9.87	9.91	
Feb	9.88	9.54	9.63	9.84	9.91	
Mar	9.88	9.63	9.63	9.81	9.91	

Comments:

- This measure comprises 2 distinct client groups and each group has a very different unit cost, which are combined to provide an average unit cost for the purposes of this report.
- The costs associated with these placements will vary depending on the complexity of each case and the type of support required in each placement. This varies enormously between a domiciliary type support to life skills and daily living support.
- The forecast unit cost of +£9.80 is lower than the affordable cost of +£9.91 and this difference of -£0.11 reduces the position by -£350k when multiplied by the affordable hours, as shown in table 1.

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2.12 SOCIAL CARE DEBT MONITORING

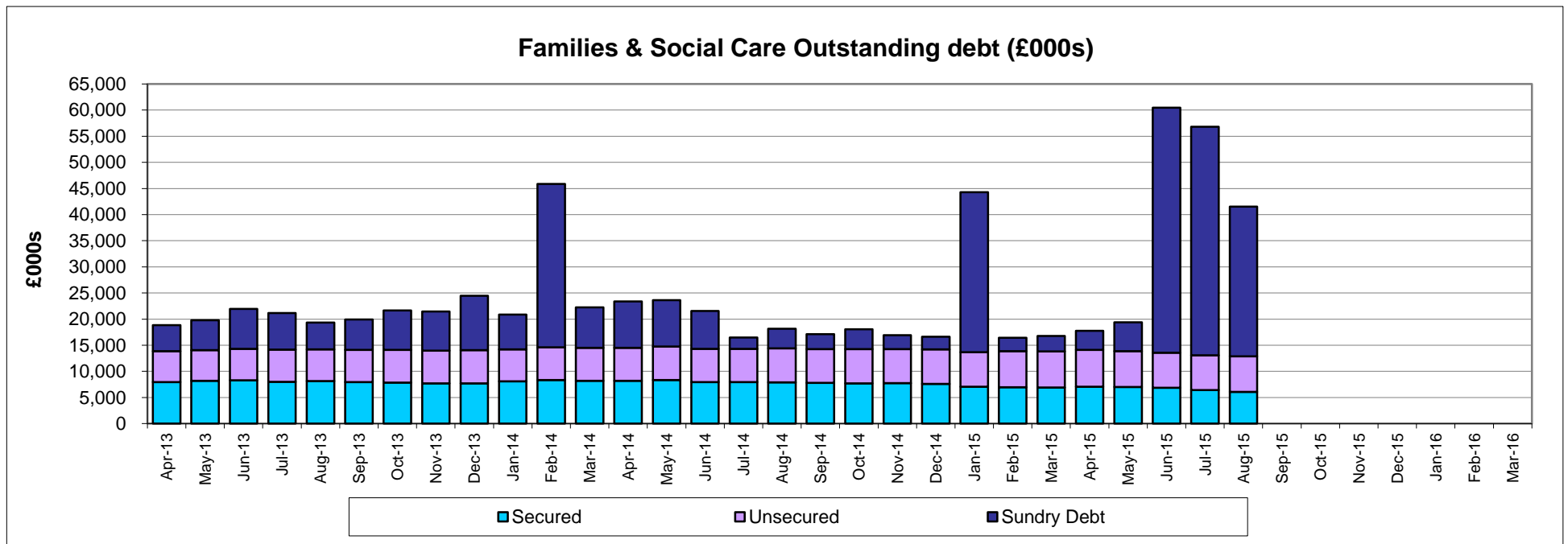
The outstanding debt as at the end of August was £41.514m compared with July's figure of £56.795m excluding any amounts not yet due for payment (as they are still within the 28 day payment term allowed). Within this figure is £28.648m of sundry debt compared to £43.741m in July. It is not unusual for sundry debt to fluctuate for large invoices to Health - the major contributing factor to this high level of sundry debt is a number of invoices raised early in this financial year across the East Kent Clinical Commissioning Groups (CCGs) for the Better Care Fund (BCF) totalling £43m. **There is minimal risk around this £43m debt** as it is secured by a signed Section 75 agreement, meaning that the CCGs are legally obliged to pay. Payments are being received monthly, with 5 instalments received to date and 7 instalments remaining, so this debt will reduce over the remaining months of the financial year. Also within the outstanding debt is £12.866m relating to Social Care (client) debt which is a reduction of £0.188m from the July position. The following table shows how this breaks down in terms of age and also whether it is secured (i.e. by a legal charge on the client's property) or unsecured, together with how this month compares with previous months. For most months the debt figures refer to when the four weekly invoice billing run interfaces with Oracle (the accounting system) rather than the calendar month, as this provides a more meaningful position for Social Care Client Debt. This therefore means that there are 13 billing invoice runs during the year. The sundry debt figures are based on calendar months.

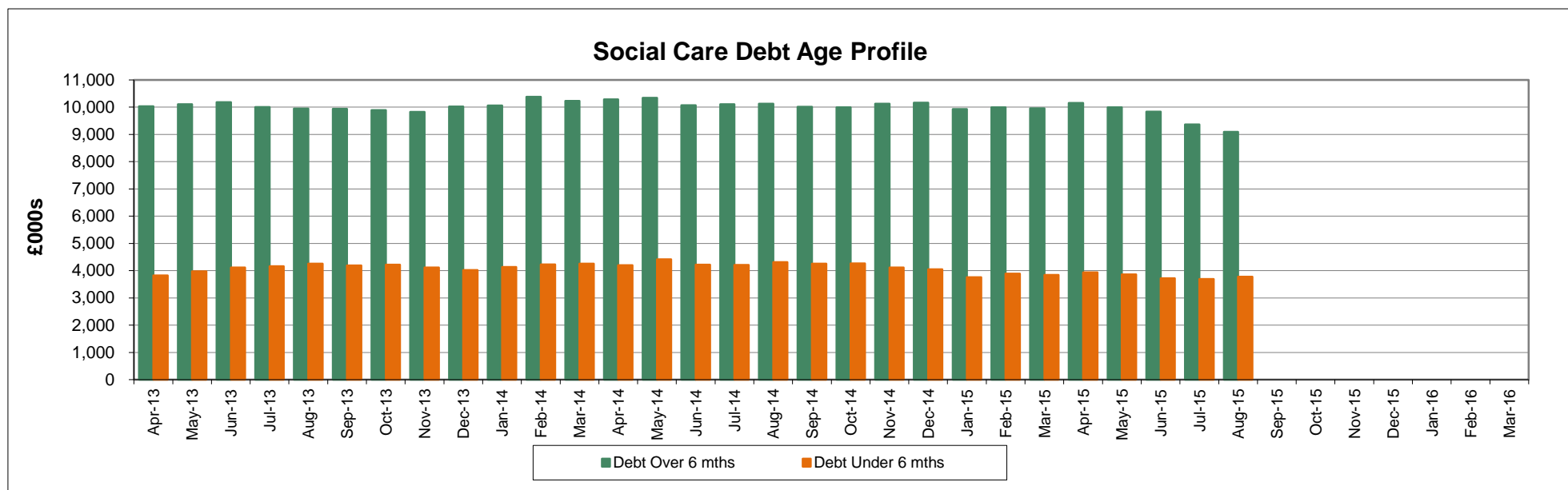
	Social Care Debt						
	Total Due Debt (Social Care & Sundry Debt) £000s	Sundry Debt £000s	Total Social Care Due Debt £000s	Debt Over 6 months £000s	Debt Under 6 months £000s	Secured £000s	Unsecured £000s
Apr-14	23,374	8,884	14,490	10,288	4,202	8,220	6,270
May-14	23,654	8,899	14,755	10,342	4,413	8,353	6,402
Jun-14	21,579	7,289	14,290	10,071	4,219	7,944	6,346
Jul-14	16,503	2,187	14,316	10,108	4,208	7,927	6,389
Aug-14	18,138	3,707	14,431	10,122	4,309	7,882	6,549
Sep-14	17,119	2,849	14,270	10,015	4,255	7,805	6,465
Oct-14	18,060	3,808	14,252	9,992	4,260	7,709	6,543
Nov-14	16,907	2,658	14,249	10,131	4,118	7,777	6,472
Dec-14	16,612	2,406	14,206	10,160	4,046	7,624	6,582
Jan-15	44,315	30,632	13,683	9,926	3,757	7,079	6,604
Feb-15	16,425	2,538	13,887	9,996	3,891	6,973	6,914
Mar-15	16,757	2,955	13,802	9,962	3,840	6,915	6,887
Apr-15	17,764	3,669	14,095	10,155	3,940	7,069	7,026
May-15	19,391	5,534	13,857	9,994	3,863	7,009	6,848
Jun-15	60,443	* 46,885	13,558	9,837	3,721	6,885	6,673

* incl. BCF debt of £42,867k

	Social Care Debt						
	Total Due Debt (Social Care & Sundry Debt) £000s	Sundry Debt £000s	Total Social Care Due Debt £000s	Debt Over 6 months £000s	Debt Under 6 months £000s	Secured £000s	Unsecured £000s
	Jul-15	56,795	* 43,741	13,054	9,366	3,688	6,417
Aug-15	41,514	* 28,648	12,866	9,090	3,776	6,075	6,791
Sep-15							
Oct-15							
Nov-15							
Dec-15							
Jan-16							
Feb-16							
Mar-16							

* incl. BCF debt of £39,295k
 * incl. BCF debt of £25,006k





With regard to Social Care debt, the tables below show the current breakdown and movement since last month of secured, unsecured and health debt, together with a breakdown of unsecured debt by client group.

Social Care debt by Customer Credit Status	July £000s	August £000s	Movement £000s
Secured	6,417	6,075	-342
Unsecured - Deceased/Terminated Service	1,828	1,830	2
Unsecured - Ongoing	4,735	4,914	179
Caution/Restriction (Unsecured)	70	42	-28
Health (Unsecured)	4	5	1
TOTAL	13,054	12,866	-188

Unsecured debt by Client Group	July £000s	August £000s	Movement £000s
Older People/Physical Disability	6,191	6,318	127
Learning Disability	323	344	21
Mental Health	123	129	6
TOTAL	6,637	6,791	154

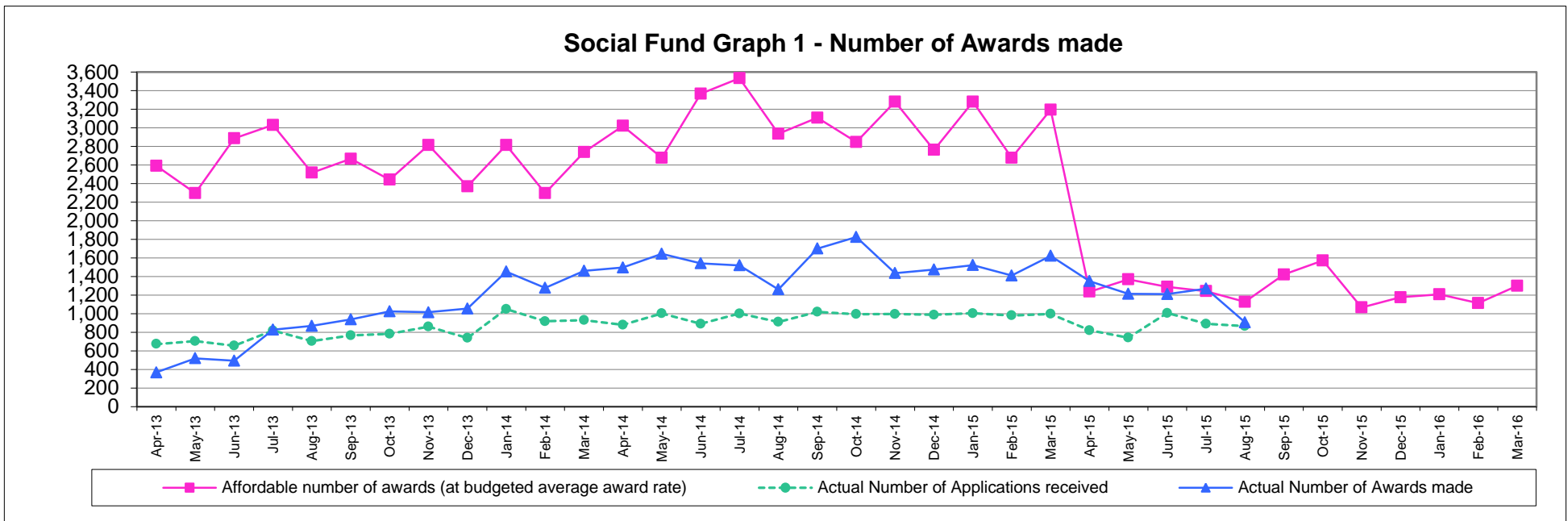
2.13 Number and Value of Social Fund awards made

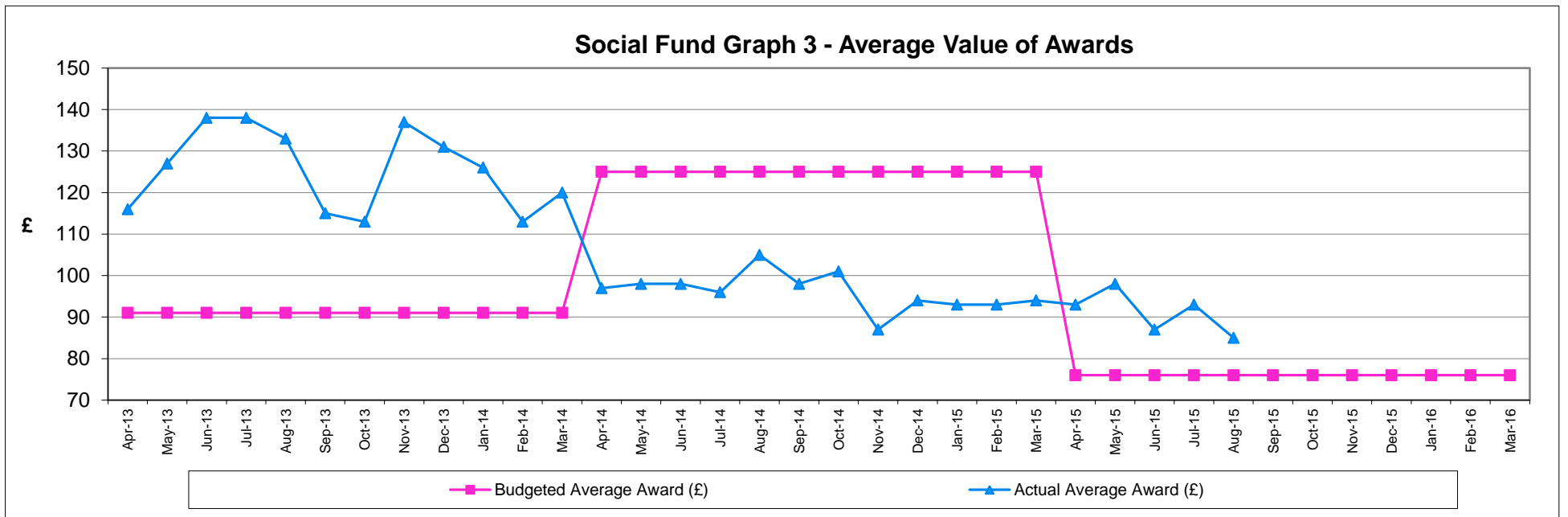
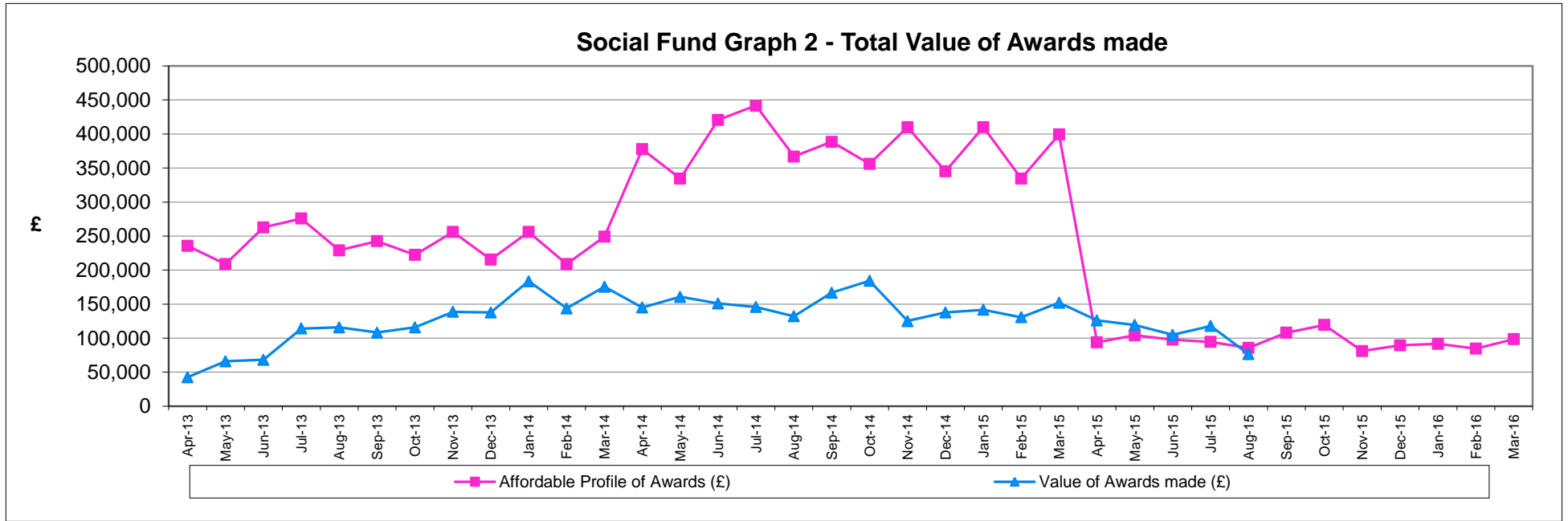
		(a) *	(b)	(c)	(d) *	(e)	(d) / (a)	(e) / (c)
		Affordable number of awards (at budgeted average award rate)	Actual number of applications received	Actual number of awards made	Affordable profile of awards (£)	Value of awards made (£)	Budgeted average award (£)	Actual average award (£)
2013-14	Apr	2,591	673	368	235,800	42,620	91	116
	May	2,296	704	520	208,900	65,907	91	127
	Jun	2,887	655	494	262,700	68,201	91	138
	Jul	3,031	818	828	275,800	114,188	91	138
	Aug	2,518	704	869	229,100	115,811	91	133
	Sep	2,666	766	939	242,600	108,237	91	115
	Oct	2,443	783	1,025	222,300	115,778	91	113
	Nov	2,813	861	1,015	256,000	138,738	91	137
	Dec	2,369	738	1,054	215,600	137,748	91	131
	Jan	2,813	1,050	1,453	256,000	183,774	91	126
	Feb	2,296	918	1,278	208,900	143,813	91	113
	Mar	2,739	930	1,460	249,300	175,416	91	120
			31,462	9,600	11,303	2,863,000	1,410,231	91
2014-15	Apr	3,021	880	1,496	377,600	145,043	125	97
	May	2,677	1,003	1,644	334,600	160,674	125	98
	Jun	3,366	891	1,541	420,700	151,071	125	98
	Jul	3,534	1,001	1,520	441,700	145,708	125	96
	Aug	2,935	911	1,261	366,900	132,206	125	105
	Sep	3,108	1,018	1,701	388,500	166,819	125	98
	Oct	2,848	994	1,826	356,000	184,200	125	101
	Nov	3,280	996	1,436	410,000	125,165	125	87
	Dec	2,762	988	1,474	345,300	137,907	125	94
	Jan	3,280	1,004	1,523	410,000	141,708	125	93
	Feb	2,677	981	1,410	334,600	130,743	125	93
	Mar	3,194	997	1,622	399,300	152,114	125	94
			36,682	11,664	18,454	4,585,200	1,773,358	125

* Columns (a) and (d) are based on available funding which has been profiled by month and type of award (excluding cash awards) in the same ratio as the previous DWP scheme. As the criteria and awards for the scheme differ to the DWP scheme, this does not represent the anticipated demand for the scheme, but represents the maximum affordable level should sufficient applications be received which meet the criteria. *Please note as the data for 2013-14, the first year of our pilot scheme, includes increasing levels of activity as the service commenced, it is not considered to represent a typical year.*

One application may result in more than one award, e.g. an award for food & clothing and an award for utilities, hence the number of awards in column (c) may exceed the number of applications in column (b).

	(a) *	(b)	(c)	(d) *	(e)	(d) / (a)	(e) / (c)	
	Affordable number of awards (at budgeted average award rate)	Actual number of applications received	Actual number of awards made	Affordable profile of awards (£)	Value of awards made (£)	Budgeted average award (£)	Actual average award (£)	
2015-16	Apr	1,237	821	1,350	94,000	125,979	76	93
	May	1,370	742	1,214	104,100	119,356	76	98
	Jun	1,288	1,007	1,210	97,900	104,865	76	87
	Jul	1,242	891	1,269	94,400	117,923	76	93
	Aug	1,128	865	907	85,700	76,786	76	85
	Sep	1,422			108,100		76	
	Oct	1,571			119,400		76	
	Nov	1,067			81,100		76	
	Dec	1,176			89,400		76	
	Jan	1,208			91,800		76	
	Feb	1,114			84,700		76	
	Mar	1,299			98,700		76	
		15,122	4,326	5,950	1,149,300	544,909	76	92





Comments:

- The pilot scheme commenced in Kent on 1 April 2013 and differed from the previous cash-based Social Fund scheme, previously administered by DWP. The Kent Local Welfare Scheme offers emergency help to those experiencing a crisis; a disaster; or who are in need of help to make the transition into or remain within the local community. This scheme offers 4 types of award including food & clothing, furniture & white goods, energy vouchers and advice & guidance. In addition, all applicants, regardless of whether they receive an award or not, are signposted to the appropriate service to address any causal or underlying needs. This is an emergency fund and is targeted towards the most vulnerable in society. The figures provided in the table and represented in the graphs above reflect a combined average of these 4 types of award.
- All applications are immediately prioritised with the intention that high priority applications should receive the award within 24 hours. Medium and low priority applications are assessed within a longer timeframe e.g. applications for furniture from low risk households. Therefore, actual awards made in any month can exceed the number of applications for the month, either due to the processing of low priority cases from previous months, or as a result of individual applications resulting in multiple awards being granted, as referred to above.
- From April 2013 to March 2015, the scheme was funded from a Government grant. Due to uncertainty about both future levels of demand and government funding, the funding for awards in 2013-14 was ring-fenced and rolled forward to 2014-15 to provide some stability to the service and this roll forward is reflected in the 2014-15 affordable level as shown in the table above. Following the Government announcement to incorporate the Local Welfare Assistance Grant within the Revenue Support Grant (RSG) from 2015-16, the budget for this service as shown in table 1 is now £1,481.5k in line with the amount identified by Government as being included within our RSG for welfare provision. Within this £332.2k is the cost of administering the scheme, including signposting applicants to alternative appropriate services, and £1,149.3k is available to award where appropriate (column d in the table above).
- **Graph 1** above represents the number of individual awards granted, (there could be multiple awards arising from an individual application), compared to (i) the number of applications received and (ii) the affordable number of awards, as calculated using the budgeted average award rate, which is the maximum number of awards that can be afforded, not the anticipated level of demand. In the early months of 2013-14 the number of applications received was higher than the number of awards made, which predominately reflected that applications for cash awards were being received in line with the old DWP scheme, but this type of award is not generally offered as part of the Kent Local Welfare Scheme. Initially there were also a number of inappropriate referrals being made whereby the applicant did not qualify. However, the number of awards made is now higher than the number of applications received illustrating that a greater proportion of relevant applications are being received along with some applications resulting in more than one award e.g. an award for food and clothing and an award for energy vouchers.

- **Graph 2** represents the value of awards made against the maximum profiled funding available. In the first 4 months of the year, the value of the awards made has been higher than the affordable level, as the service adjusts to the reduction in budget. In August 2015 this trend reversed, likely to be in part due to the recently agreed changes to the scheme aimed at reducing the overall value of individual awards. The graph illustrates the rise in total monthly award values as the scheme matured during the first year and as the service has successfully signposted applicants to support and advice in their own communities. Changes to welfare reform may impact on the number and overall value of awards in future months. The number and value of awards shown in the table above represents the number and value of awards approved. Although awards are approved for individuals in dire need, not all approved awards are taken up for a variety of reasons. The financial outturn will reflect the value of awards actually paid, therefore will not necessarily match the value of awards approved as shown in the table above.
- **Graph 3** compares the budgeted average award value, based on the anticipated mix and value of awards, to the actual average award. Using DWP data, and excluding cash awards, it was anticipated that the majority of awards for this scheme would be for food & clothing, high volume & low value, and therefore the budgeted average award for 2013-14 was set with this in mind at £91. The affordable average award value was revised for 2014-15 to match the actual average award value for 2013-14 of £125. This increase in the budgeted average award value from £91 to £125 reflected a higher than expected number of awards in 2013-14 for furniture & equipment which have a higher award value. In line with the revised funding arrangement from 2015-16 the overall cash limit for awards has been reduced to £1,149.3k. Accordingly, the affordable average award value has been reduced to £76 (from the previously reported figure of £96 included in the Outturn report presented to Cabinet in July) to reflect recently agreed changes to the scheme aimed at reducing the overall value of individual awards. To the end of August 2015, 33% of the number of awards have been for food & clothing representing 37% of the value of awards (the percentages were 36% and 32% respectively in 2014-15). Whilst, Furniture & equipment (incl white goods) accounts for 41% of the number of awards but 57% of the value of awards (the percentages were 39% and 57% respectively in 2014-15). These ratios are largely unchanged from the same period in 2014. Changes to the scheme have only recently been agreed therefore the actual average award value of £85 in August 2015 does not yet fully reflect the impact of these changes and it is anticipated that the average award value will reduce in future months, along with a reduction in the percentage of total value of awards for higher cost items such as white goods and furniture, hence a balanced position is currently forecast for this service, as reflected in table 1. However, this will be reviewed for quarter 2 once the recent changes to the scheme start to take effect on the activity data. The awards figures across the Christmas periods include the impact of both energy and food awards being issued for 14 days rather than the normal 7 days to ensure continuity of provision. The scheme has responded to peaks in demand from civil emergencies such as the floods in December 2013 and more recently the Canterbury fire in July 2015.

3. CAPITAL

3.1 The Social Care, Health and Wellbeing Directorate - Adult Services has a working budget for 2015-16 of £51,070k (£13,292k excluding PFI). The forecast outturn against the 2015-16 budget is £47,908k (£10,130k excluding PFI) giving a variance of -£3,162k (-£3,162k excluding PFI).

3.2 **Table 2** below details the SCH&W - Adult Services Capital Position by Budget Book line.

Budget Book Heading	2015-16 cash limit per budget book (£000)	2015-16 Working Budget (£000)	2015-16 Variance (£000)	Variance Break-down (£000)	Rephasing / Real Variance and Funding Stream	Explanation of In-Year Variance >£100k	Project Status ¹	Explanation of Project Status	Actions
Rolling Programmes									
Home Support Fund & Equipment	3,120	3,957					Green		
Individual Projects									
Kent Strategy for Services for Older People (OP):									
Think Autism	0	2	0	0			Green		
OP Strategy - Specialist Care Facilities	4,089	3,162	-3,162	-3,162	-£3,162k Rephasing: Capital Receipt	The Accommodation Strategy has identified a need to incentivise the market in Swale, Thanet and Sandwich. Market engagement has commenced in Swale which will inform what capital investment is needed. However, a more formal exercise may be required which is unlikely to be complete by the end of the financial year and therefore the budget is being rephased into 2016-17.	Green	Rephasing to 2016-17 previously reported.	

Budget Book Heading	2015-16 cash limit per budget book (£000)	2015-16 Working Budget (£000)	2015-16 Variance (£000)	Variance Break-down (£000)	Rephasing / Real Variance and Funding Stream	Explanation of In-Year Variance >£100k	Project Status ¹	Explanation of Project Status	Actions
Kent Strategy for Services for People with Learning Difficulties/Physical Disabilities:									
Learning Disability Good Day Programme-Community Hubs	0	1,443	0	0			Green		
Learning Disability Good Day Programme-Community Initiatives	0	651	0	0			Green		
Active Care / Active Lives Strategy:									
PFI - Excellent Homes for All - Development of new Social Housing for vulnerable people in Kent	19,071	37,778	0	0			Green		
Developing Innovative and Modernising Services:									
Information Technology Projects	0	300	0	0			Green		
Lowfield St (formerly Trinity Centre, Dartford)	968	976	0	0			Amber	Project on hold due to development of site not progressing. In further negotiations with all parties on how to proceed.	

Budget Book Heading	2015-16 cash limit per budget book (£000)	2015-16 Working Budget (£000)	2015-16 Variance (£000)	Variance Break-down (£000)	Rephasing / Real Variance and Funding Stream	Explanation of In-Year Variance >£100k	Project Status ¹	Explanation of Project Status	Actions
Care Act ICT Implementation	1,312	1,312	0	0			Green	Project currently at Planning stage.	
Wheelchair Accessible Housing	600	600	0	0			Green		
Developer Funded Community Schemes	889	889	0	0			Green		
Total	30,049	51,070	-3,162	-3,162					

1. Status:

Green – on time and within budget

Amber – either delayed completion date or over budget

Red – both delayed completion and over budget

SOCIAL CARE, HEALTH & WELLBEING DIRECTORATE
PUBLIC HEALTH
JULY 2015-16 MONITORING REPORT

1. REVENUE

1.1	Cash Limit	Variance Before transfer to Public Health Reserve	Transfer to Public Health Reserve	Net Variance after transfer to Public Health Reserve
Total (£k)	-693	-144	+144	-

- 1.2.1 As previously reported to Cabinet, the Government has announced that £200m of in year savings from the Department of Health are to come from public health budgets devolved to local authorities. National consultation setting out possible options on reducing Local Authority (LA) public health allocations ran from 31 July to 28 August. The options included:
- (1) take a larger share from LAs that are significantly above their target allocation;
 - (2) take a larger share of the savings from LAs that carried forward unspent PH reserves into 2015-16;
 - (3) apply a flat rate percentage reduction to all LAs allocations;
 - (4) apply a standard percentage reduction to every LA unless an authority can show that this would result in particular hardship.
- Our response to the consultation was that option 1 above was our preferred option. Kent is currently below our target allocation. Although we do not expect to know the outcome of the consultation until early autumn, the Department of Health's stated preferred option is to apply a 6.2% reduction across the board (option 3 above), which for Kent would mean a cut in funding of £4.040m. On this basis, the service is considering options for dealing with an in-year 2015-16 budget reduction of this level, **but it should be noted that a reduction of this size would require cuts to service levels.**

- 1.2.2 **Table 1** below details the revenue position by A-Z budget:

Budget Book Heading	Cash Limit			Variance	Explanation	Management Action/ Impact on MTFP/Budget Build
	Gross	Income	Net	Net		
	£'000	£'000	£'000	£'000	£'000	
Social Care, Health & Wellbeing - Public Health						
Strategic Management & Directorate Support Budgets	1,095.0	-1,095.0	0.0	-22	-22	<i>Public health grant variance: Other minor variances.</i>
<u>Public Health:</u>						
- Children's Public Health Programmes: 0-5 year olds Health Visiting Service	11,894.0	-11,894.0	0.0	0		

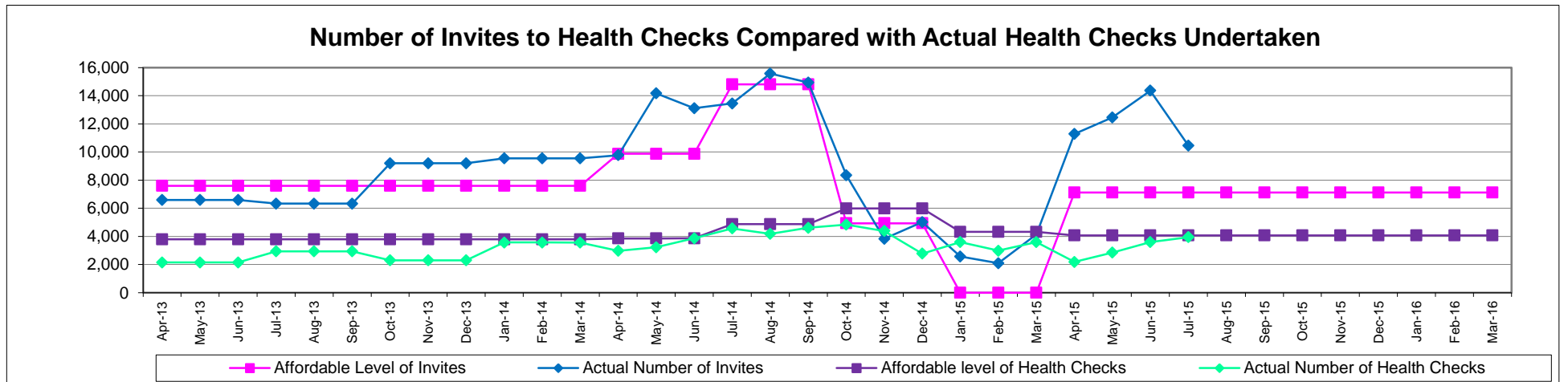
Budget Book Heading	Cash Limit			Variance	Explanation		Management Action/ Impact on MTFP/Budget Build
	Gross	Income	Net	Net			
	£'000	£'000	£'000	£'000	£'000		
- Other Children's Public Health Programmes	9,403.6	-9,403.6	0.0	0			
- Drug & Alcohol Services	15,948.3	-15,948.3	0.0	-12	-12	Public health grant variance: Other minor variances.	
- Obesity & Physical Activity	2,536.7	-2,536.7	0.0	0			
- Public Health - Mental Health Adults	2,546.2	-3,046.2	-500.0	0			
- Public Health Staffing, Advice & Monitoring	4,221.3	-4,221.3	0.0	0			
- Sexual Health Services	13,750.1	-13,750.1	0.0	-46	-46	Public health grant variance: Other minor variances.	
- Targeting Health Inequalities	6,033.4	-6,226.6	-193.2	-64	-64	Public health grant variance: Other minor variances.	
- Tobacco Control & Stop Smoking Services	3,450.0	-3,450.0	0.0	0			
	70,878.6	-71,571.8	-693.2	-144			
- tfr to(+)/from(-) Public Health reserve				+144	+144	Net transfer to the Public Health reserve to offset the public health variances of -£144k shown above.	
Total SCH&W (Public Health)	70,878.6	-71,571.8	-693.2	0			
Assumed Mgmt Action							
Total Forecast after mgmt action	70,878.6	-71,571.8	-693.2	0			

2. KEY ACTIVITY INDICATORS AND BUDGET RISK ASSESSMENT MONITORING

2.1 Number of Health Check invites compared to number of Health Checks undertaken

	2013-14				2014-15				2015-16			
	Invites		Checks		Invites		Checks		Invites		Checks	
	Budget level	actual	Budget level	actual	Budget level	actual	Budget level	actual	Budget level	actual	Budget level	actual
Apr					9,877	9,776	3,860	2,984	7,121	11,287	4,074	2,189
May	22,810	19,761	11,405	6,455	9,877	14,169	3,860	3,225	7,120	12,464	4,075	2,855
Jun					9,878	13,108	3,862	3,865	7,120	14,363	4,074	3,601
Jul					14,816	13,457	4,874	4,572	7,120	10,463	4,075	3,948
Aug	22,810	18,996	11,405	8,836	14,816	15,577	4,875	4,179	7,120		4,074	
Sep					14,816	14,933	4,876	4,613	7,120		4,075	
Oct					4,939	8,345	5,987	4,837	7,120		4,074	
Nov	22,810	27,608	11,405	6,924	4,939	3,831	5,988	4,389	7,120		4,075	
Dec					4,938	5,014	5,989	2,782	7,120		4,074	
Jan					0	2,568	4,324	3,594	7,120		4,075	
Feb	22,811	28,639	11,406	10,709	0	2,099	4,325	2,988	7,120		4,074	
Mar					0	4,153	4,325	3,595	7,120		4,074	
TOTAL	91,241	95,004	45,621	32,924	88,896	107,030	57,145	45,623	85,441	48,577	48,893	12,593

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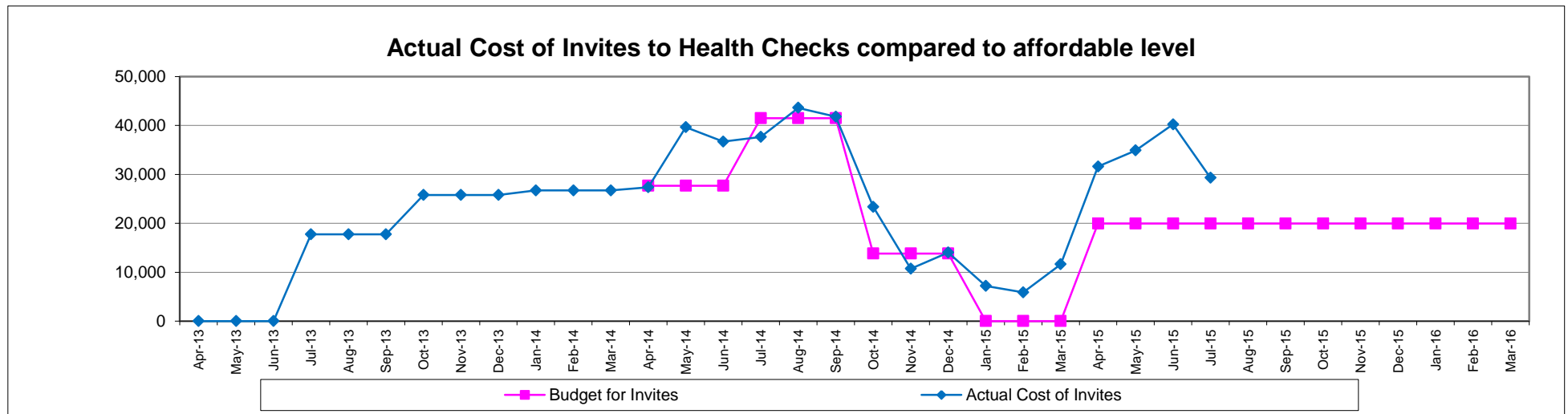
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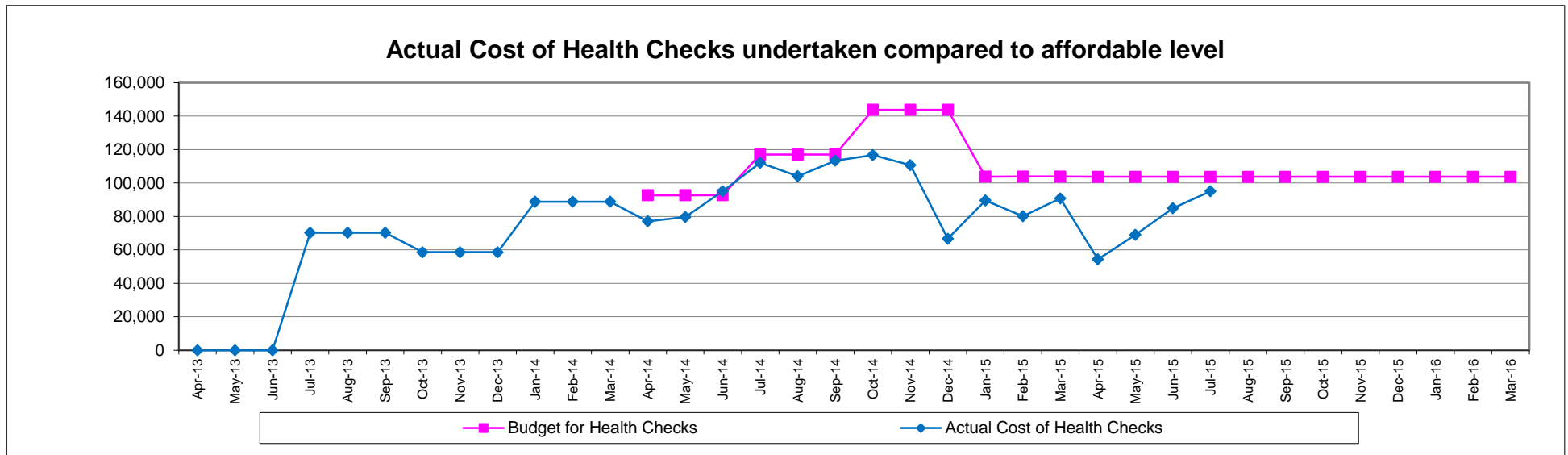
- As can be seen from the difference in total budgeted activity for invites and checks, not all people invited for a health check attend a check and there is often a delay between the invite and the health check taking place.
- In 2014-15, the invites planned activity was weighted towards the early part of the year to give time for the follow-up process to maximise the number of people attending a health check.
- The planned number of invites for 2014-15 was based on 20% of eligible population (as it is a 5 year programme) and was based on DoH estimates, but more recent GP data showed an increase in the eligible population. In 2014-15, this activity was therefore above budget for the year by 18,134 invites, as shown in the table above.
- For 2015-16 the budgeted level of invites and checks has been profiled equally across the months to give a more consistent approach and to reflect that this is a rolling programme across financial years, therefore invites sent out in March may result in checks being taken up in the following financial year. This revised approach will also enable the service to more accurately track progress against targets.
- The planned number of invites is lower than 2014-15 (and lower than the 91,000 invites stated in the 2015-16 budget book) because the eligible population based on the GP registered population is lower this year than last. The population can fluctuate because although everyone between the ages of 40 and 74 will be invited (once every five years) to have a check to assess their risk of heart disease, stroke, kidney disease and diabetes, individuals already diagnosed with any of these conditions become ineligible for a general invite. Also some residents are screened outside of their expected year due to targeted outreach programmes and therefore are removed from the invite list in their year.
- The affordable checks have increased from the figure of 45,000 in the budget book because some standard checks will now be carried out by Kent Community Health NHS Foundation Trust staff, rather than through GPs/Pharmacies, who are able to provide this service cheaper than GPs/Pharmacies.
- Although the actual number of invites is 20,096 above the budgeted level for April to July, the service expect activity to even out over the remaining months to stay within the overall budgeted level for the year but any financial pressure, should there be one, is likely to be offset by a lower than budgeted number of checks, which is currently below the budgeted level by 3,705 checks. However, current expectations are that activity levels for health checks will increase, with a balanced budget position currently forecast.

2.2 Cost of Health Check invites and Health Checks undertaken compared to budget

	2013-14 *		2014-15				2015-16			
	Invites	Checks	Invites		Checks		Invites		Checks	
	actual cost (£)	actual cost (£)	Budget (£)	actual cost (£)	Budget (£)	actual cost (£)	Budget (£)	actual cost (£)	Budget (£)	actual cost (£)
Apr			27,656	27,373	92,700	77,081	19,939	31,604	103,720	54,397
May	0	0	27,656	39,673	92,700	79,696	19,936	34,899	103,745	69,061
Jun			27,658	36,702	92,748	95,130	19,936	40,216	103,720	84,985
Jul			41,485	37,680	117,052	112,119	19,936	29,296	103,745	95,124
Aug	53,189	210,746	41,485	43,616	117,076	104,137	19,936	0	103,720	0
Sep			41,485	41,812	117,100	113,424	19,936	0	103,745	0
Oct			13,829	23,366	143,781	116,768	19,936	0	103,720	0
Nov	77,302	175,920	13,829	10,727	143,805	110,779	19,936	0	103,745	0
Dec			13,826	14,039	143,829	66,666	19,936	0	103,720	0
Jan			0	7,190	103,843	89,540	19,936	0	103,745	0
Feb	80,189	266,524	0	5,877	103,869	80,140	19,936	0	103,720	0
Mar			0	11,628	103,869	90,829	19,936	0	103,720	0
TOTAL	210,680	653,190	248,909	299,683	1,372,372	1,136,309	239,235	136,015	1,244,765	303,567

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Comments:

- * In 2013-14 the service was initially commissioned on a block contract basis. From the second quarter this was amended to a performance basis, with specific activity budgets set for the year, with payments being related to the level of activity provided.
- The 2014-15 budget for Health Checks was made up of a fixed cost element £465,756 and a performance element £1,621,281. The performance element is shown in the activity data above, with a budget of £248,909 for invites and £1,372,372 for health checks (totalling £1,621,281).
- The budgeted activity level for invites is based on the eligible population. The budgeted activity level for health checks was higher in 2014-15 than 2013-14 as the provider was expected to make up for the underperformance in the previous year. The number of health check invites was greater than budgeted in 2014-15 due to an increase in eligible population. The resulting pressure of £50,774 was more than offset by a saving on checks of £236,063 leaving an underspend of £185,289 within the Targeting Health Inequalities budget in 2014-15.
- The 2015-16 budget for Health Checks is made up of a fixed cost element £456,912 and a performance element £1,484,000. The performance element is shown in the activity data above, with a budget of £239,235 for invites and £1,244,765 for health checks (totalling £1,484,000).
- The increased invites to July have generated a pressure of +£56,268 but this is more than offset by an underspend on checks in the same period of -£111,363. The pattern is similar to last year suggesting an overall underspend by the end of the financial year on the combined invites & checks activity, however the service expects that activity will even out over the remaining months and are therefore not forecasting a variance at this early stage of the year. This position will be monitored carefully and updates provided in future monitoring reports.

3. CAPITAL

3.1 The Social Care, Health and Wellbeing Directorate - Public Health has a working budget for 2015-16 of £360k. The forecast outturn against the 2015-16 budget is £360k giving a variance of £0k.

3.2 **Table 2** below details the Public Health Capital Position by Budget Book line.

Budget Book Heading	2015-16 cash limit per budget book (£000)	2015-16 Working Budget (£000)	2015-16 Variance (£000)	Variance Break-down (£000)	Rephasing / Real Variance and Funding Stream	Explanation of In-Year Variance >£100k	Project Status ¹	Explanation of Project Status	Actions
Community Sexual Health Services	0	360	0	0			Green		
Total	0	360	0	0					

1. Status:

Green – on time and within budget

Amber – either delayed completion date or over budget

Red – both delayed completion and over budget

GROWTH, ENVIRONMENT & TRANSPORT DIRECTORATE
JULY 2015-16 MONITORING REPORT

1. REVENUE

1.1		Cash Limit	Variance Before Mgmt Action	Mgmt Action	Net Variance after Mgmt Action	Roll forwards		Variance after Mgmt Action & Roll Fwd
	Directorate Total (£k)	+173,835	+789	-	+789	-	-	+789

1.2 **Table 1** below details the revenue position by A-Z budget:

Budget Book Heading	Cash Limit			Variance	Explanation	Management Action/ Impact on MTFP/Budget Build
	Gross	Income	Net	Net		
	£'000	£'000	£'000	£'000	£'000	
Growth, Environment & Transport						
Strategic Management & Directorate Support budgets	4,179.6	-93.6	4,086.0	-108		Minor variances each less than £100k in value.
<u>Children's Services - Education & Personal</u>						
- 14 - 24 year olds (Kent Foundation)	111.9	-59.3	52.6	0		
<u>Community Services:</u>						
- Arts Development (incl. grant to Turner Contemporary)	2,042.3	0.0	2,042.3	-10		
- Gypsies & Travellers	563.0	-424.4	138.6	0		
- Libraries, Registration & Archives	17,648.2	-5,500.3	12,147.9	-149	-150	Second and final rebate received in respect of costs incurred in prior years related to the cash management system.
					-141	Additional registration income, mostly from ceremonies.
					+150	Unachievable saving on rates
					-8	Other minor variances.
- Sports Development	1,733.1	-1,094.0	639.1	+14		
	21,986.6	-7,018.7	14,967.9	-145		This is expected to be ongoing and will be reflected in the 2016-19 MTFP. This is expected to be ongoing and will be reflected in the 2016-19 MTFP.

Budget Book Heading	Cash Limit			Variance	Explanation		Management Action/ Impact on MTFP/Budget Build
	Gross	Income	Net	Net			
	£'000	£'000	£'000	£'000	£'000		
<u>Environment:</u>							
- Country Parks & Countryside Access	2,431.8	-1,801.6	630.2	-27			
- Environmental Management (incl Coastal Protection)	3,299.6	-1,855.3	1,444.3	-5			
- Public Rights of Way	1,731.2	-89.0	1,642.2	+1			
	7,462.6	-3,745.9	3,716.7	-31			
<u>Highways:</u>							
- Highways Maintenance							
- Adverse Weather	3,230.8	0.0	3,230.8	0			
- Bridges & Other Structures	2,252.5	-221.9	2,030.6	-42			
- General maintenance & emergency response	12,081.3	-475.8	11,605.5	+304	+147	Costs resulting from collapsed roads in Herne Bay and Boughton Malherbe. The service is investigating whether these costs can be capitalised.	
					+104	Traffic management costs at junctions on high speed roads where additional grass cutting and weed control has been required.	
					+53	Other minor variances.	
- Highway drainage	2,983.1	0.0	2,983.1	+51			
- Streetlight maintenance	3,353.4	-154.0	3,199.4	+99			
	23,901.1	-851.7	23,049.4	+412			
- Highways Management:							
- Development Planning	2,142.8	-2,135.2	7.6	-74			
- Highways Improvements	1,601.3	-33.3	1,568.0	+2			
- Road Safety	2,814.8	-2,140.2	674.6	-26			
- Streetlight energy	6,007.7	0.0	6,007.7	-149	-142	Rebate from LASER following price reconciliation of Winter 2014-15 usage.	
					-7	Other minor variances.	
- Traffic management	5,290.1	-3,363.2	1,926.9	-81			
- Tree maintenance, grass cutting & weed control	3,253.1	0.0	3,253.1	+12			
	21,109.8	-7,671.9	13,437.9	-316			

Budget Book Heading	Cash Limit			Variance	Explanation		Management Action/ Impact on MTFP/Budget Build
	Gross £'000	Income £'000	Net £'000	Net £'000			
<u>Planning & Transport Strategy:</u>							
- Planning & Transport Policy	1,321.6	0.0	1,321.6	+1			
- Planning Applications	1,112.7	-650.0	462.7	-1			
	2,434.3	-650.0	1,784.3	0			
<u>Public Protection</u>							
- Community Safety (incl Community Wardens)	2,399.0	-68.8	2,330.2	-3			
- Coroners	3,724.3	-973.0	2,751.3	+116	+116	Pressure on staffing costs resulting from: backfilling long-term sickness absences, extra staff to deal with a back log of cases, and additional supervision and staffing required following transfer of Coroners Officers from Police to deal with current levels of activity.	Part of this pressure is expected to be ongoing and will need to be addressed in the 2016-19 MTFP.
- Emergency Response & Resilience (incl Flood Risk Management)	1,397.6	-180.7	1,216.9	+44			
- Trading Standards (incl. Kent Scientific Services)	3,817.4	-1,014.8	2,802.6	-1	-164 +143 +20	Early implementation of Trading Standards restructure. Expected shortfall in Proceeds of Crime income based on known court cases. Other minor variances.	
	11,338.3	-2,237.3	9,101.0	+156			
<u>Regeneration & Economic</u>							
- Regeneration & Economic Development Services	5,416.4	-1,578.1	3,838.3	+33			
<u>Schools Services</u>							
- Other Schools Services (road crossing patrols)	453.3	0.0	453.3	-14			
<u>Transport Services:</u>							
- Concessionary Fares	16,206.0	-27.0	16,179.0	+391	+391	Increased bus operator costs due to fare increases and journeys being taken are above the affordable level.	This pressure will need to be addressed in the 2016-19 MTFP.

Budget Book Heading	Cash Limit			Variance	Explanation	Management Action/ Impact on MTFP/Budget Build
	Gross	Income	Net	Net		
	£'000	£'000	£'000	£'000	£'000	
- Subsidised Socially Necessary Bus Services (incl Kent Karrier)	9,216.1	-2,246.8	6,969.3	0		
- Transport Operations	1,502.7	-77.5	1,425.2	-11		
- Transport Planning	1,257.3	-918.8	338.5	-43		
- Young Person's Travel Pass	13,437.5	-4,640.0	8,797.5	0	This breakeven position reflects the impact of the price increase of £50 from September (from £200 to £250). Gross and income cash limits will be realigned in the quarter 2 report to reflect this increase.	Gross and income budgets will need to be increased in the 2016-17 budget build to reflect the impact of the £50 increased charge per pass.
	41,619.6	-7,910.1	33,709.5	+337		
<u>Waste Management</u>						
- Waste Compliance, Commissioning & Contract Management	916.9	0.0	916.9	-32		
- Partnership & development	726.9	-114.2	612.7	-31		
- Closed Landfill Sites	758.6	-16.0	742.6	-6		
- Waste Processing						
- Landfill Tax	4,745.3	0.0	4,745.3	+273	+229 An additional +2,800 tonnes of residual waste sent to landfill. +44 Budgeted price increase is below actual requirements	The pressure resulting from increased tonnage needs to be addressed in the 2016-19 MTFP This will need to be addressed in the 2016-17 budget build.
- Operation of Waste Facilities	16,893.7	-746.4	16,147.3	-838	-741 Management fees at waste facilities sites. -108 Contract changes at household waste recycling centres and transfer stations. +101 Shortfall in income resulting from a reduction in the volume of waste metal which is recycled. +23 Pressure resulting from increased volume of waste.	This saving is expected to be ongoing and will be reflected in the 2016-19 MTFP The pressure resulting from increased tonnage needs to be addressed in the 2016-19 MTFP

Budget Book Heading	Cash Limit			Variance	Explanation	Management Action/ Impact on MTFP/Budget Build
	Gross	Income	Net	Net		
	£'000	£'000	£'000	£'000	£'000	
					-113	Other minor variances, each below £100k in value.
- Payments to Waste Collection Authorities (District Councils)	6,178.9	0.0	6,178.9	-3	+5	An additional 100 tonnes of waste on which recycling credits are paid.
					-8	Other minor variances.
- Recycling Contracts & Composting	7,211.6	-1,149.9	6,061.7	-448	+38	Volume variance resulting from +2,200 tonnes of additional waste.
					-61	Extra income generated from the higher volumes of waste.
					-326	Price paid is below budgeted estimate; this relates primarily to in-vessel composting.
					-99	Additional income as the price received for recyclables, especially for paper and card, is greater than budgeted.
- Treatment & Disposal of Residual Waste	30,713.3	-480.2	30,233.1	+1,550	+1,570	An additional +15,700 tonnes of residual waste dealt with at Allington Waste to Energy plant.
					-248	Price variance on Waste to Energy tonnage.
					+54	An additional +2,800 tonnes of residual waste sent to landfill.
					+20	Budgeted price increase for landfill tax is below actual requirements
					+105	Shortfall in trade waste income
					+49	Other minor variances
	68,145.2	-2,506.7	65,638.5	+465		
Total GE&T	208,158.7	-34,323.3	173,835.4	+789		

Budget Book Heading	Cash Limit			Variance	Explanation	Management Action/ Impact on MTFP/Budget Build
	Gross	Income	Net	Net		
	£'000	£'000	£'000	£'000	£'000	
Assumed Mgmt Action						The current forecast pressure primarily relates to the demand led areas of waste and concessionary fares. GE&T Directors have been tasked with investigating options for offsetting these pressures and balancing the overall position for the directorate. Details of these proposed management actions will be included in a future report.
Total Forecast <u>after</u> mgmt action	208,158.7	-34,323.3	173,835.4	+789		

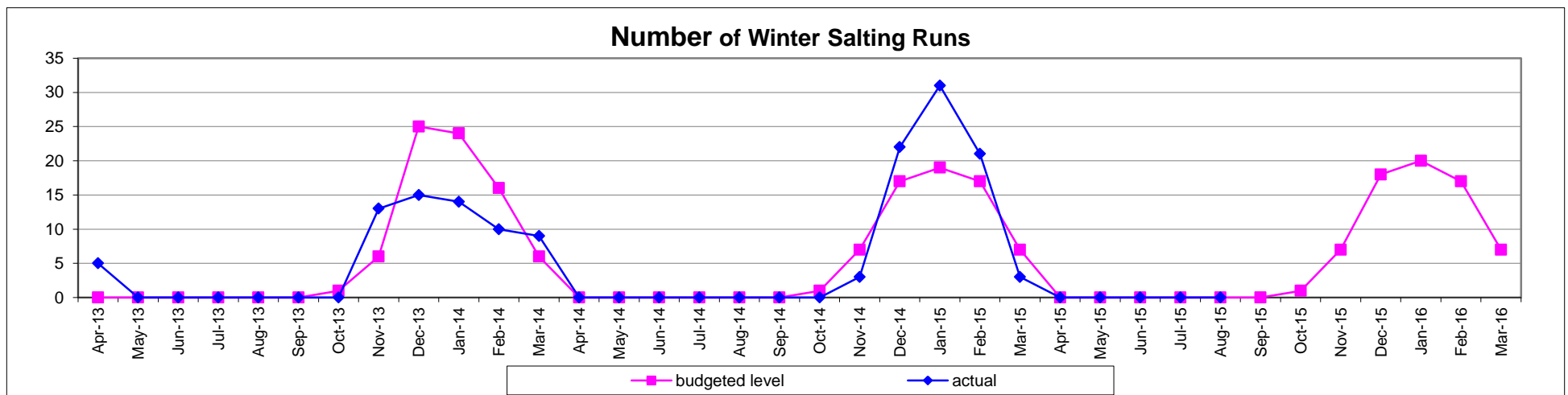
2. KEY ACTIVITY INDICATORS AND BUDGET RISK ASSESSMENT MONITORING

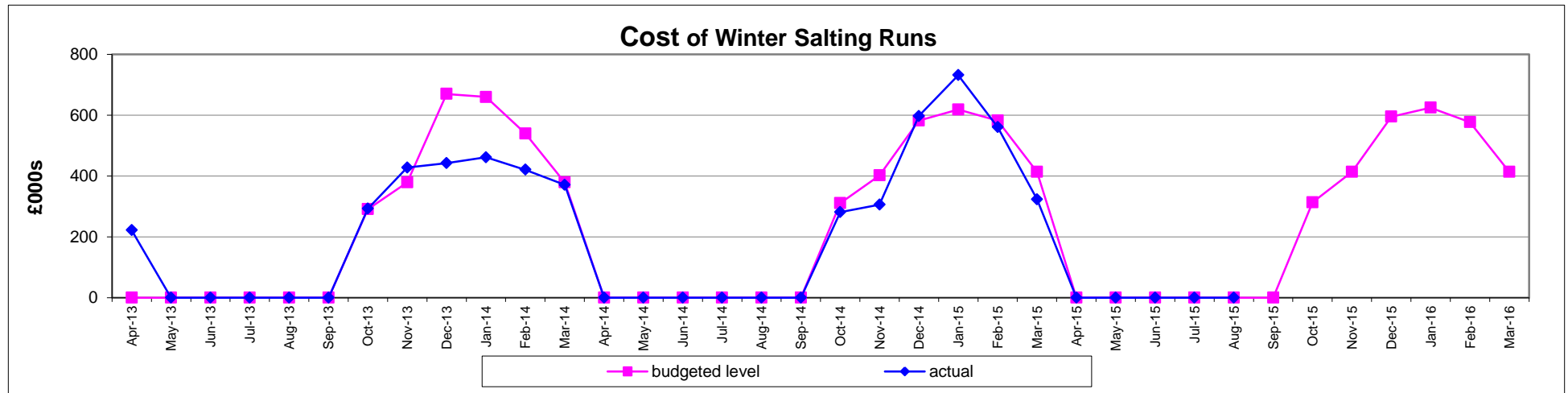
2.1 Number and Cost of winter salting runs

	2013-14				2014-15				2015-16			
	No. of salting runs		Cost of salting runs		No. of salting runs		Cost of salting runs		No. of salting runs		Cost of salting runs	
	Budgeted level	Actual	Budgeted level £'000	Actual £'000	Budgeted level	Actual	Budgeted level £'000	Actual £'000	Budgeted level	Actual	Budgeted level £'000	Actual £'000
Apr	-	5	-	222	-	-	-	-	-	-	-	-
May	-	-	-	-	-	-	-	-	-	-	-	-
Jun	-	-	-	-	-	-	-	-	-	-	-	-
Jul	-	-	-	-	-	-	-	-	-	-	-	-
Aug	-	-	-	-	-	-	-	-	-	-	-	-
Sep	-	-	-	-	-	-	-	-	-	-	-	-
Oct	1	-	291	293	1	-	311	281	1	-	314	-
Nov	6	13	379	428	7	3	402	306	7	-	413	-
Dec	25	15	670	443	17	22	583	597	18	-	595	-
Jan	24	14	660	462	19	31	619	732	20	-	625	-
Feb	16	10	540	421	17	21	583	561	17	-	578	-
Mar	6	9	379	371	7	3	414	324	7	-	413	-
	78	66	2,919	2,639	68	80	2,911	2,801	70	-	2,938	-

The budgeted number of salting runs assumes county wide coverage but in some cases, the actual number includes salting runs for which only part county coverage was required.

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Comments:

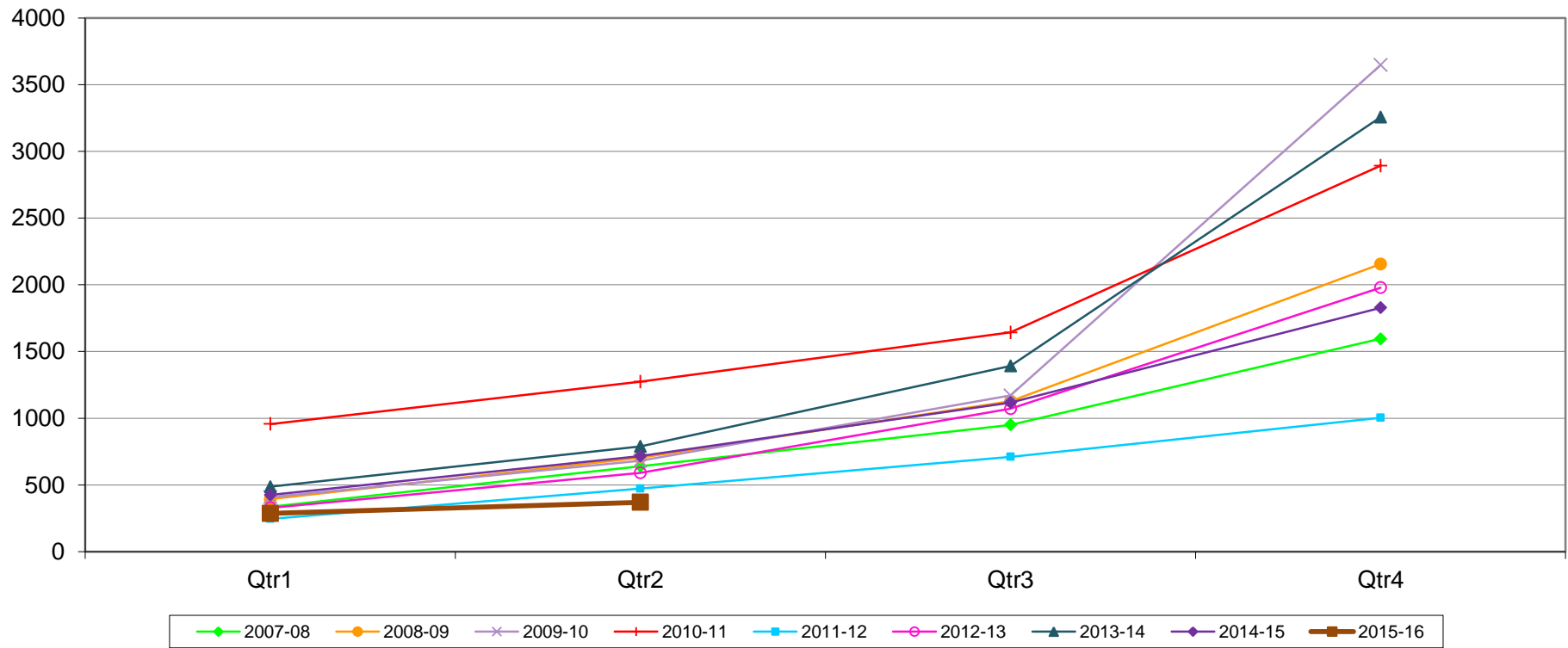
- As a result of the prolonged hard winter in 2012-13 which extended into April 2013, unbudgeted salting runs were required at the start of 2013-14 resulting in additional expenditure of £222k. However the actual number of salting runs was below budgeted levels due to the mild winter of 2013-14. Overall there was a net underspend of -£176k on the adverse weather budget in 2013-14 which was due to an underspend of -£280k on winter salting runs (as shown in the table above), an overspend of £146k due to insufficient provision being made for 2012-13 salting costs and an underspend of £42k of other costs associated with adverse weather, not directly attributed to salting runs. The 2014-15 and 2015-16 budgeted number of salting runs look low in comparison with the 2013-14 budgeted level, despite the budgeted costs being similar; this is due to a greater proportion of fixed cost to the total cost per run, which results in fewer overall runs being affordable.
- The final activity for 2014-15 was 12 salting runs above the affordable level but £110k below budget. Many of the runs required a lower spread of salt than assumed in the budget and also on a number of occasions the whole county had not been treated, which again resulted in reduced costs. Together, this resulted in the costs of salting runs not being as high as the number of runs may suggest. Overall there was a net underspend of -£309k on the adverse weather budget in 2014-15 due to an underspend on salting runs of £110k, as reflected in the activity table above, together with an underspend of £199k on other costs associated with adverse weather, not directly attributed to salting runs, such as supply and maintenance of salt bins.

2.2 Number of insurance claims arising related to Highways

	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16
	Cumulative no. of claims	Cumulative no. of claims	Cumulative no. of claims	Cumulative no. of claims	Cumulative no. of claims	Cumulative no. of claims	Cumulative no. of claims	Cumulative no. of claims	Cumulative no. of claims
Apr to Jun	337	393	408	956	245	327	487	424	286
Jul to Sep	640	704	680	1,273	473	590	788	717	370
Oct to Dec	950	1,128	1,170	1,643	710	1,072	1,391	1,117	
Jan to Mar	1,595	2,155	3,647	2,893	1,003	1,978	3,257	1,828	

to 31 August

Cumulative Number of insurance claims relating to Highways



Comments:

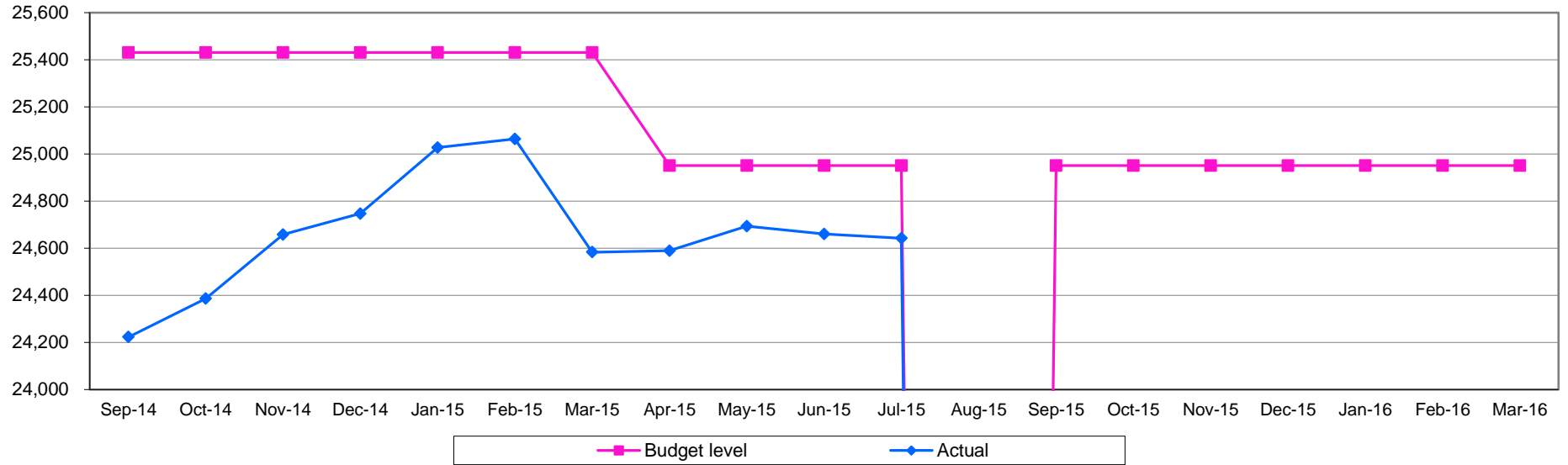
- Numbers of claims will continually change as new claims are received relating to incidents occurring in previous quarters. Claimants have three years to pursue an injury claim and six years for damage claims. The data previously reported has been updated to reflect claims logged with Insurance as at 31 August 2015.
- Claims were high in each of the years 2008-09 to 2010-11 largely due to the particularly adverse weather conditions and the consequent damage to the highway along with some possible effect from the economic downturn. Claim numbers for 2009-10 and 2010-11 could still increase further if more claims are received for incidents which occurred during the period of the bad weather.
- Claims were lower in 2011-12 which could have been due to many factors including: an improved state of the highway following the find and fix programmes of repair, an increased rejection rate on claims, and a mild winter. However, claim numbers increased again in 2012-13, which was likely to be due to the prolonged hard winter and the consequent damage to the highway, but claim numbers did not increase to the levels experienced during 2008-09 to 2010-11, probably due to the continuation of the find and fix programmes of repair. Claim numbers were again high in 2013-14, probably due to the particularly adverse wet weather conditions and the consequent damage to the highway. Additional funding was made available from the severe weather recovery funding to address this.
- Claims were lower again in 2014-15, probably due to the reasonably mild winter and a continuation of the find and fix programmes of repair and repairs to the highway funded from the severe weather recovery funding referred to above, although claims continue to be received relating to this period.
- The Insurance section continues to work closely with Highways to try to reduce the number of claims and currently the Authority is managing to achieve a rejection rate on claims received over the past 12 months where it is considered that we do not have any liability, of about 89%.

2.3 Young Person's Travel Pass - Number of Passes in Issue

		Full Year, Full price passes		Half Year, Full price passes		Full Year, Reduced price passes		Half Year, Reduced price passes		Free passes		TOTAL passes	
		Budget	Actual	Budget	Actual	Budget	Actual	Budget	Actual	Budget	Actual	Budget	Actual
2014-15	Sept	13,662	13,159	8,268	8,023	1,630	1,159	470	333	1,400	1,549	25,430	24,223
	Oct	13,662	13,248	8,268	8,077	1,630	1,167	470	335	1,400	1,559	25,430	24,386
	Nov	13,662	13,336	8,268	8,175	1,630	1,194	470	352	1,400	1,601	25,430	24,658
	Dec	13,662	13,336	8,268	8,175	1,630	1,194	470	352	1,400	1,690	25,430	24,747
	Jan	13,662	13,454	8,268	8,214	1,630	1,263	470	368	1,400	1,728	25,430	25,027
	Feb	13,662	13,457	8,268	8,208	1,630	1,267	470	366	1,400	1,766	25,430	25,064
	Mar	13,662	13,438	8,268	7,675	1,630	1,263	470	346	1,400	1,861	25,430	24,583
2015-16	Apr	13,262	13,434	8,025	7,657	1,578	1,263	455	356	1,630	1,879	24,950	24,589
	May	13,262	13,430	8,025	7,737	1,578	1,263	455	366	1,630	1,897	24,950	24,693
	Jun	13,262	13,391	8,025	7,730	1,578	1,259	455	374	1,630	1,906	24,950	24,660
	Jul	13,262	13,382	8,025	7,725	1,578	1,257	455	374	1,630	1,904	24,950	24,642
	Aug	0	0	0	0	0	0	0	0	0	0	0	0
	Sept	13,262		8,025		1,578		455		1,630		24,950	
	Oct	13,262		8,025		1,578		455		1,630		24,950	
	Nov	13,262		8,025		1,578		455		1,630		24,950	
Dec	13,262		8,025		1,578		455		1,630		24,950		
Jan	13,262		8,025		1,578		455		1,630		24,950		
Feb	13,262		8,025		1,578		455		1,630		24,950		
Mar	13,262		8,025		1,578		455		1,630		24,950		

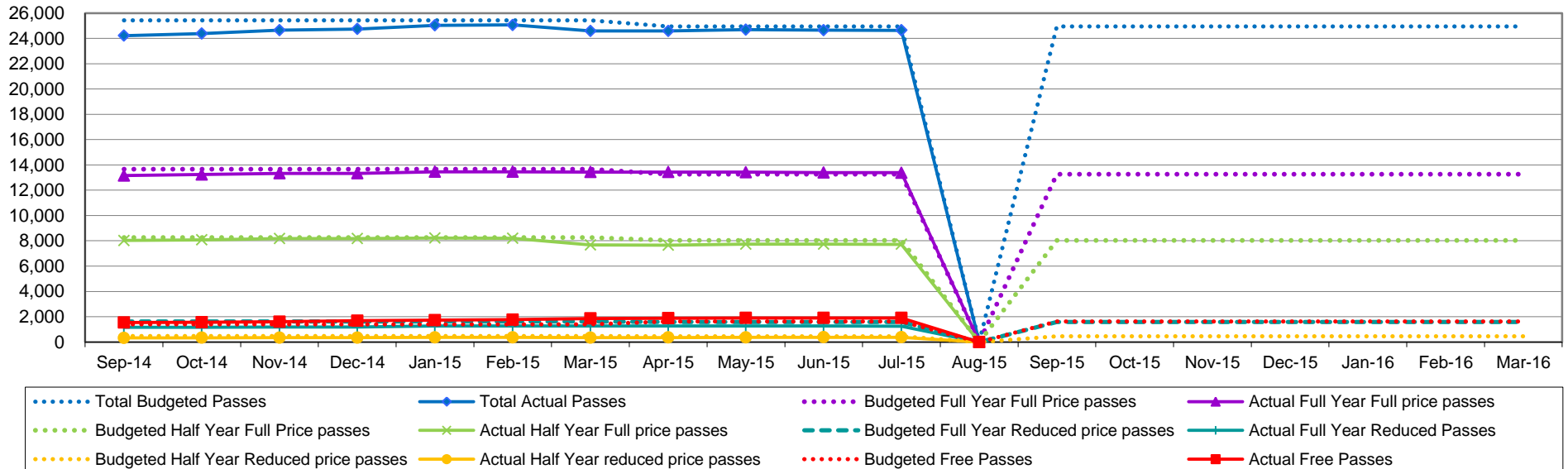
- Pass numbers are shown on a monthly basis from September 2014 when the new Young Person's Travel Pass (YPTP) scheme was introduced.
- YPTP pass numbers remained short of budgeted levels in 2014-15: 24,223 new passes were issued as at 30 September 2014 for the new academic year; this increased to 24,747 as at 31 December 2014, but the figure as at 31 March 2015 reduced to 24,583. This reduction was as a result of a number of half year passes not being renewed for the second half of the academic year.
- As the academic year runs from September to July and passes are no longer valid during the school summer holidays, no passes are recorded for August.

Total Number of Young Person's Travel Passes in issue



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Number of Young Person's Travel Passes in issue by type



Comments:

- Passes can either be purchased for the academic year (£250 September 2015 to July 2016) or half yearly (£125 for terms 1-3 or 4-6). Reduced price passes for young people in receipt of free school meals are available (£100 for the full year or £50 for terms 1-3 or 4-6). Passes are free for young carers, young people in care or care leavers. Additional passes are also free for households applying for more than two full cost passes.

- The cost per pass in calculating the 2014-15 affordable level was £537, the fee for a pass was £200, meaning that on average KCC was subsidising the cost of each pass by £337.
The 2015-16 budgeted number of passes of 22,900, as reported to Cabinet in July, was originally based on the number that could be afforded within the budget at the latest cost to KCC per pass of £581 (a subsidy per pass of £381). However, on 1 June 2015 Cabinet approved a reduction in subsidy of £50, raising the price of a standard pass to the user by £50, from £200 to £250, with effect from September 2015. As a result of this additional income, the affordable number of passes has increased to a level more in line with actual demand and this is reflected in the table above. Realignment of gross and income cash limits to reflect this increased charge will be reflected in the Quarter 2 report and is therefore not currently shown in Table 1.

- The above figures show that the current number of passes in issue is below the budgeted number, however there is a higher than budgeted number of journeys being travelled (see section 2.4 below), so a balanced position overall is currently forecast in Table 1.

- 23,100 passes have been issued for the new academic year. This compares with an affordable level of 24,950 and 24,642 passes in issue at the end of the last academic year. This reduction in passes from September is likely to be in part due to the impact of the price increase from £200 to £250 referred to above, but it is likely that further applications will be received and so the number of passes in issue is expected to increase.

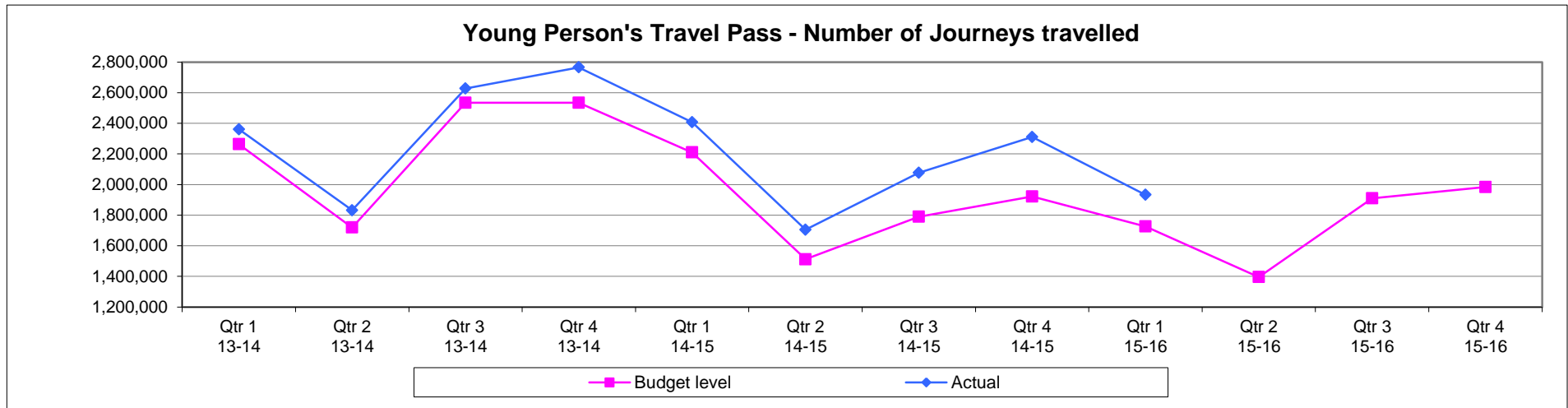
2.4 Young Person's Travel Pass (formerly Freedom Pass until September 2014) - Number of Journeys Travelled

	2013-14		2014-15		2015-16	
	Budget level (000's)	Actual (000's)	Budget level (000's)	Actual (000's)	Budget level (000's)	Actual (000's)
Qtr 1	2,263	2,361	2,210	2,407	1,726	1,933
Qtr 2	1,719	1,832	1,512	1,705	1,395	
Qtr 3	2,534	2,627	1,789	2,076	1,910	
Qtr 4	2,534	2,765	1,922	2,311	1,983	
	9,050	9,585	7,433	8,499	7,014	1,933

The data for this activity indicator is only provided on a quarterly basis from our external provider MCL Transport Services.

The figures for actual journeys travelled are regularly reviewed and updated as further information is received from the bus companies, so may be subject to change.

Journey numbers are lower in quarter 2 as, since September 2014, the pass is no longer valid during the school summer holidays.



Comments:

- The reduction in the budgeted number of journeys for 2014-15 was as a result of the introduction of the Young Persons Travel Pass, agreed by County Council in February 2014, restricting travel to between the hours of 6am and 7pm, Monday to Friday, between 1 September and 31 July, meaning the pass was no longer valid during the school summer holidays or at weekends.
- The additional funding resulting from the increase in income from September 2015 referred to in section 2.3 above has resulted in the affordable number of journeys increasing from 6,569,000 to 7,014,000.
- Journey numbers in quarter 1 2015-16 are in excess of the budgeted level but any potential variance is offset as the number of passes in issue is currently below the budget level.
- This data does not include journeys travelled relating to free home to school transport as these costs are met from the Education & Young People Directorate budget and not from the Young Persons Travel Pass budget

2.5 Concessionary Fares (English National Concessionary Travel Scheme - ENCTS) - Number of Passes in Issue

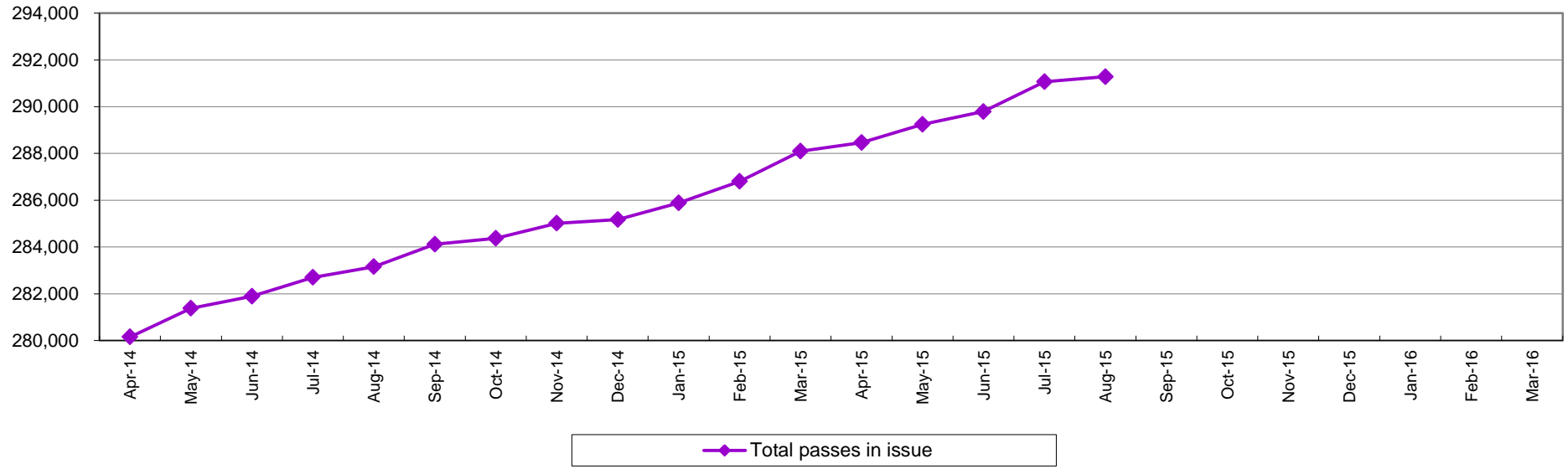
		Senior Citizen's bus passes	Disabled person's bus passes	Disabled Person Companion bus passes	TOTAL passes
		Actual	Actual	Actual	Actual
2014-15	April	258,342	17,961	3,849	280,152
	May	259,299	18,102	3,978	281,379
	June	259,623	18,212	4,055	281,890
	July	260,263	18,352	4,084	282,699
	Aug	260,558	18,438	4,164	283,160
	Sept	261,284	18,586	4,248	284,118
	Oct	261,352	18,701	4,313	284,366
	Nov	261,826	18,800	4,387	285,013
	Dec	261,879	18,868	4,427	285,174
	Jan	262,434	18,964	4,490	285,888
	Feb	263,062	19,176	4,564	286,802
	Mar	264,108	19,341	4,645	288,094
2015-16	April	264,314	19,459	4,692	288,465
	May	264,856	19,594	4,792	289,242
	June	265,180	19,715	4,894	289,789
	July	266,023	20,020	5,028	291,071
	Aug	266,078	20,134	5,069	291,281
	Sept				
	Oct				
	Nov				
	Dec				
	Jan				
	Feb				
	Mar				

- The number of affordable passes is not calculated because the primary driver of cost is the number of journeys people travel.
- Also a passholder in England and Wales can use the pass anywhere in those two countries. The Transport Co-ordinating Authority for that area picks up the cost of any ENCTS pass used for boarding a bus, within its area. Therefore KCC will not only be reimbursing passes for Kent residents but also any Medway holders boarding in Kent or in fact any ENCTS visitor to Kent using a bus.

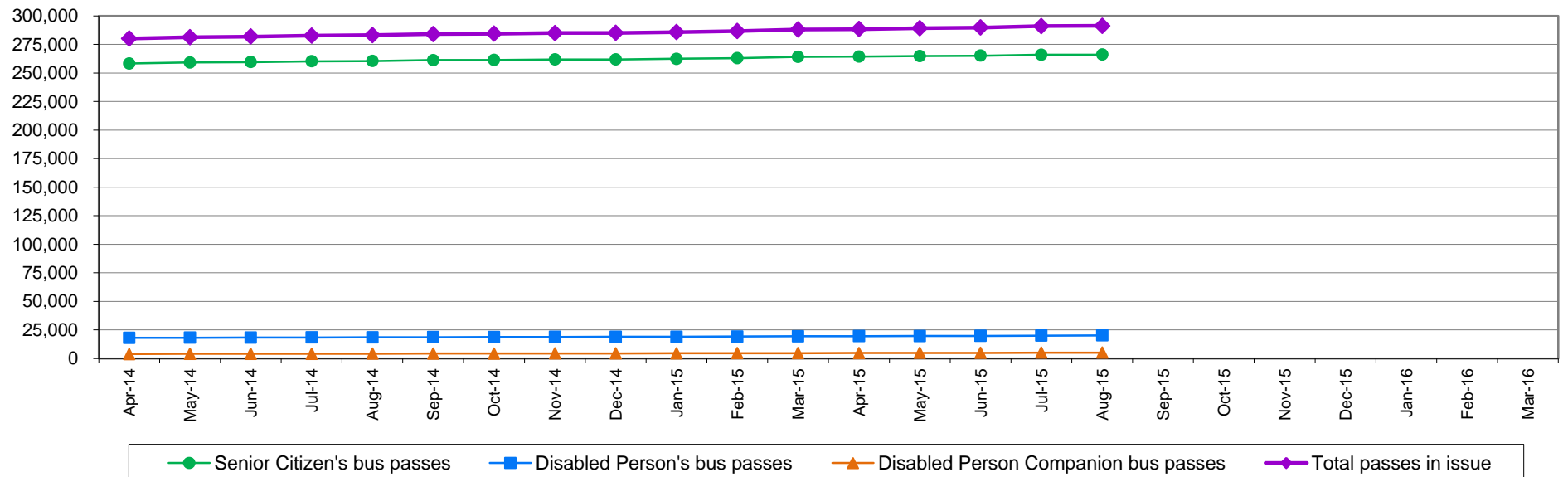
There are three types of passes available to Kent residents:

- A Senior Citizen's bus pass if you are of state pension age or older.
- A Disabled Person's bus pass for people with certain disabilities, for example for people who are blind or partially sighted, profoundly or severely deaf, or have a learning disability. There is no age restriction for the disabled person's bus pass.
- A Disabled Person Companion bus pass is available in cases where a Disabled Person bus pass user is unable to travel alone.

Total Number of Concessionary Bus Passes in issue



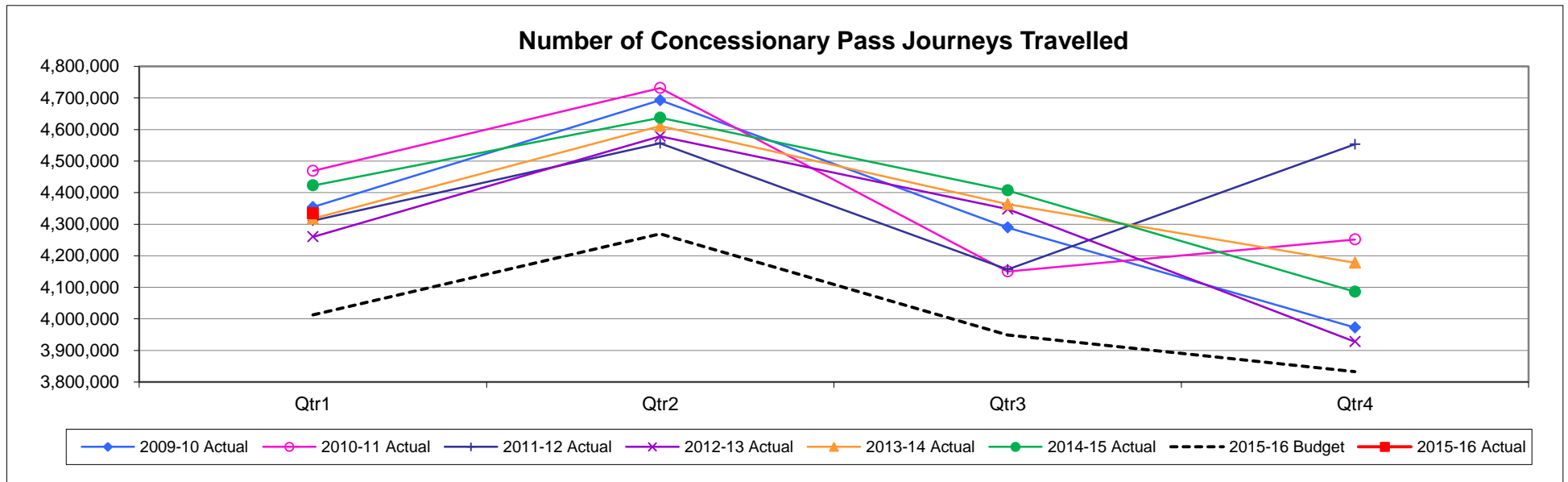
Number of Concessionary Bus Passes in issue by type



2.6 Concessionary Fares (English National Concessionary Travel Scheme - ENCTS) - Number of Journeys Travelled

	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16	
	Actual (000's)	Actual (000's)	Actual (000's)	Actual (000's)	Actual (000's)	Actual (000's)	Budget level (000's)	Actual (000's)
Qtr 1	4,354	4,469	4,311	4,260	4,317	4,423	4,012	4,334
Qtr 2	4,693	4,731	4,557	4,578	4,611	4,637	4,270	
Qtr 3	4,289	4,150	4,157	4,348	4,364	4,407	3,949	
Qtr 4	3,972	4,251	4,553	3,928	4,178	4,086	3,833	
	17,308	17,601	17,578	17,114	17,470	17,553	16,064	4,334

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- As with the Young Persons Travel Pass the figures for actual concessionary journeys travelled are regularly reviewed and updated as further information is received from the bus companies or our concessionary travel consultant, MCL Transport Services, so may be subject to change.
- Journey numbers for quarter 1, as reconciled by MCL Transport Services, are in excess of the budgeted level and as a result a financial pressure of +£391k is being forecast, as reflected in Table 1.

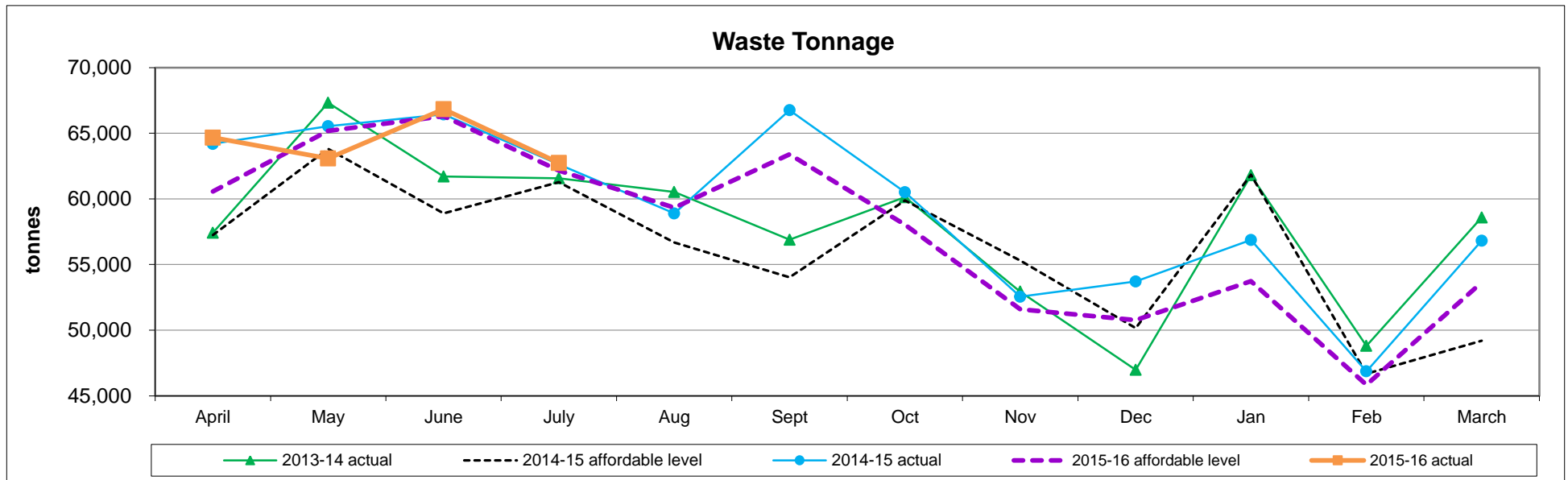
2.7 Waste Tonnage

	2013-14	2014-15		2015-16	
	Waste Tonnage	Affordable Level	Waste Tonnage	Affordable Level	* Waste Tonnage
Apr	57,423	57,246	64,189	60,559	64,666
May	67,314	63,802	65,539	65,181	63,070
Jun	61,701	58,899	66,435	66,290	66,837
Jul	61,563	61,282	62,620	62,147	62,742
Aug	60,519	56,684	58,888	59,324	
Sep	56,884	54,032	66,748	63,391	
Oct	60,127	59,881	60,497	58,037	
Nov	52,934	55,294	52,545	51,585	
Dec	46,979	50,167	53,704	50,768	
Jan	61,791	61,844	56,872	53,742	
Feb	48,801	46,682	46,870	45,841	
Mar	58,583	49,187	56,814	53,635	
	694,619	675,000	711,721	690,500	257,315

* Note: waste tonnages are subject to slight variations between reports as figures are refined and confirmed with Districts.

These waste tonnage figures include recycled waste, composting and residual waste processed either through Allington Waste to Energy plant or landfill.

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Comments:

General

- From 2013-14 Waste tonnage data is based on waste outputs from transfer stations rather than waste inputs to our facilities. This is necessary due to the changes in how waste is being presented to KCC by the waste collection authorities, where several material streams are now being collected by one refuse collection vehicle utilising split body compaction. These vehicles are only weighed in once at our facilities, where they tip all of the various waste streams into the separate bays, and then the vehicle is weighed out when empty. The separate waste streams are stored separately at our transfer stations, where these materials are bulked up for onward transfer to various processing plants/facilities. The bulked loads are weighed out, providing data for haulage fees and then are weighed in at the relevant processing plant, providing data for processing fees. All the data presented in the table above has been restated on this output basis in order to enable comparison.

2013-14

- The overall volume of waste managed in 2013-14 was 694,619 tonnes, which was 20,381 tonnes below the affordable level and equated to a saving of £2.155m. However this saving on waste volumes was offset by other pressures within the service, giving an overall saving against the waste management budget of £0.778m.
- The actual tonnage in 2013-14 of 694,619 tonnes was far higher than the forecast figure of 676,900 tonnes based on actuals to January and reported to Cabinet in April. This unexpected increase in volume in the final quarter of 2013-14 continued into 2014-15, with actual tonnage for 2014-15 ending up at 36,721 tonnes more than the affordable level for the year, as the 2014-15 affordable level was based on the actual activity of the first three quarters of 2013-14. These increased volumes are also continuing into 2015-16.

2014-15

- The actual waste tonnage in 2014-15 of 711,721 tonnes was 36,721 tonnes above the affordable level and equated to a pressure of £2.972m. However with the advent of the new contracts, some of the tonnage, primarily soil and hardcore, does not attract an incremental cost as it is processed as part of a fixed management fee irrespective of the volume of waste, therefore an increase in waste tonnage may not always result in an increased pressure on the waste budget. The pressure on waste volumes was largely offset by other savings within the service giving an overall net pressure against the waste management budget for 2014-15 of +£0.543m. The service believes that the increase in waste tonnage experienced over much of 2014 can be mostly explained by two separate issues. Firstly, climatic: the extraordinarily mild and moist winter of 2013-14 and spring 2014, as well as a markedly high water table, led to a very favourable and advanced growing season, resulting in high levels of organic waste. In addition, large volumes of broken fence panels etc were evident in the early part of the financial year as a result of repairs to winter storm damage. Secondly, the growth in the UK economy has led to increased waste arising across the UK, but particularly in the south east, where economic activity is greatest, in particular in house purchases and renovations. The overall volume of waste was 2.5% higher in 2014-15 than 2013-14.

2015-16

- Based on the actual waste tonnage for April to July and forecasts for August to March, the overall volume of waste to be managed this financial year is expected to be approximately 711,300 tonnes, which is 20,800 tonnes above the affordable level and equates to a pressure of £1.959m. The vast majority (c.£1.6m) of this results from residual waste that cannot be recycled and ends up in landfill or burned to generate electricity at the Allington Waste to Energy plant. The pressure on waste volumes is partially offset by favourable price variances and other savings within the service, as detailed in table 1, giving an overall pressure against the waste management budget of £0.465m.
- The figures in Table 1 of section 1.2 are based on actual activity for April to July, with estimates for the remaining months.
- Overall waste volumes are currently 0.6% lower for the first four months when compared with the same period for last year.
- Waste volumes, both in Kent and nationally, are impacted upon by changes in the economy and the improving economic climate continues to result in higher levels of waste.

3. CAPITAL

3.1 The Growth, Environment and Transport Directorate has a working budget for 2015-16 of £124,200k. The forecast against the 2015-16 budget is £117,171k giving a variance of -£7,029k.

3.2 **Table 2** below details the GET Capital Position by Budget Book line.

Budget Book Heading	2015-16 cash limit per budget book (£000)	2015-16 Working Budget (£000)	2015-16 Variance (£000)	Variance Break-down (£000)	Rephasing / Real Variance and Funding Stream	Explanation of In-Year Variance >£100k	Project Status ¹	Explanation of Project Status	Actions
Rolling Programmes									
Country Parks Access and Development	60	84	0	0			Green	Rolling Programme	
Library Modernisation Programme	0	136	-136	-136	Real: -£41k Prudential, -£95k Capital Receipt	-£136k underspend to cover overspend on Tunbridge Wells Library.	Green	Rolling Programme	
Management and Modernisation of Assets - Vehicles	110	223	-223	-223	Real	There is no current need in this financial year to replace existing vehicles.	Green		
Public Rights of Way	915	1,201	37	37	Real: £37k External other		Green	Rolling Programme	Increase 15-16 cash limit by £37k External Other.
Public Sports Facilities Improvement - Capital Grant	100	110	0	0			Green	Rolling Programme	
Village Halls and Community Centres - Capital Grants	300	446	0	0			Green	Rolling Programme	

Budget Book Heading	2015-16 cash limit per budget book (£000)	2015-16 Working Budget (£000)	2015-16 Variance (£000)	Variance Break-down (£000)	Rephasing / Real Variance and Funding Stream	Explanation of In-Year Variance >£100k	Project Status ¹	Explanation of Project Status	Actions
Highway Major Enhancement / Other Capital Enhancement / Bridge Assessment and Strengthening	26,661	28,490	810	810	Real: +£3k grant, +£796k Developer Contributions, + £11k External Other	Additional footway scheme funded by £243k developer contributions for Bank Street. £553k developer contributions for enhancement of Star Lane, Thanet.	Green	Rolling Programme	Increase 2015-16 cash limit +£11k External Other.
Integrated Transport Schemes under £1 million	3,968	4,632	-200	-200	Real: +£37k External Other, +£13k grant Rephasing: -£250k Developer Contributions	+£50k for additional Integrated Transport schemes funded from external income and additional grant. -£250k rephasing as works at the Bat & Ball junction have been rephased to summer 2016-17 due to utility companies working in this area this summer.	Green	Rolling Programme	Increase 2015-16 cash limit +£37k External other, +£13k Grant.
Member Highway Fund	0	169	0	0			Green	Rolling Programme	
Land compensation and Part 1 claims arising from completed projects	0	265	0	0			Green	Rolling Programme	
Major Schemes - Preliminary Design Fees	100	779	0	0			Green	Rolling Programme	

Budget Book Heading	2015-16 cash limit per budget book (£000)	2015-16 Working Budget (£000)	2015-16 Variance (£000)	Variance Break-down (£000)	Rephasing / Real Variance and Funding Stream	Explanation of In-Year Variance >£100k	Project Status ¹	Explanation of Project Status	Actions
Individual Projects									
Dartford Library Plus	434	434	0	0			Green	Timing and final costs still to be agreed.	
Tunbridge Wells Library	0	0	181	181	Real: Capital Receipt +£95k, Prudential +£41k, Dev Cons +£15k, External other +£30k.	Overspend due to additional works required to conform to Building Control regulations and to settle final account. To be funded from underspend on Library modernisation, additional external contribution from TWBC and additional banked developer contributions.	Red	Project completion has been delayed and final scheme costs being agreed with the contractor.	Increase 15/16 cash limit +£30k External Other
New Community Facilities at Edenbridge	0	31	0	0			Green		
Southborough Hub	250	250	-15	-15	Real: External Other +£140k Rephasing: -£155k	External funding received from partners towards master planning, detailed design & surveys to be undertaken in 2015-16. Rephasing of £155k to 2016-17 for further progression of project.	Amber	Scope of scheme under review.	Increase 15-16 cash limit +£140k External Other
Tunbridge Wells Cultural Hub	0	0	0	0				Project to commence in later years but feasibility works currently being undertaken within	

Budget Book Heading	2015-16 cash limit per budget book (£000)	2015-16 Working Budget (£000)	2015-16 Variance (£000)	Variance Break-down (£000)	Rephasing / Real Variance and Funding Stream	Explanation of In-Year Variance >£100k	Project Status ¹	Explanation of Project Status	Actions
Sustainable Access to Maidstone Employment Areas	820	805	0	0			Green		
Sustainable access to Education & employment	200	187	0	0			Green		
Broadband	9,763	13,075	0	0			Green		
Superfast Extension Programme (SEP)	0	0	0	0				Project to commence in later years.	
Cyclopark	0	3	12	12	Real: prudential	From underspend on Swale Parklands	Green		
Empty Property Initiative	2,500	3,868	0	0			Green		
Eurokent Road (East Kent)	62	68	0	0			Green		
Folkestone Heritage Quarter	680	948	0	0			Green		
Incubator Development	0	165	672	672	Real: -£65k prudential and +£737k External other	-£65k Refunded back to the Regeneration Fund and £737k reflecting loan advances to businesses following receipt of new external funding from the Growing Places Fund.	Green	Essex County Council have agreed Growing Places funding of £1,500k of which £737k has been taken up. This is a revolving loan scheme.	Increase 15-16 cash limit by +£737k External other
Marsh Million	0	517	23	23	Real: External other	Expected match funding from partners	Green		
No Use Empty - Rented Affordable Homes	442	34	-34	-34	Real: External other	Will be used within the Extension Programme below	Green		

Budget Book Heading	2015-16 cash limit per budget book (£000)	2015-16 Working Budget (£000)	2015-16 Variance (£000)	Variance Break-down (£000)	Rephasing / Real Variance and Funding Stream	Explanation of In-Year Variance >£100k	Project Status ¹	Explanation of Project Status	Actions
No Use Empty - Rented Affordable Homes - Extension	673	673	34	34	Real: +£34k External other	£34k from the original programme above	Green		
Old Town Hall, Gravesend	0	27	0	0			Green		
Regeneration Fund Projects	0	212	65	65	Real: +£65k prudential	Refunded back from Incubator Development projects.	Green		
Regional Growth Fund - Expansion East Kent	2,141	15,286	0	0			Green		
Regional Growth Fund - Journey Time Improvement (JTI)	3,577	3,554	0	0			Green		
Rural Broadband Demonstration Project	0	48	100	100	Real: prudential	Funding diverted from the Superfast Extension Programme to complete this project, original underspend from this project was used to fund SEP.	Amber		
Swale Parklands	0	12	-12	-12	Real: prudential	To cover overspend on Cyclopark	Green		
TIGER	2,522	1,699	0	0			Green		
Escalate	311	527	0	0			Green		
Rendezvous Hotel	0	0	0	0				Project to commence in later years.	
Energy and Water Efficiency Investment Fund - External	185	278	0	0			Green		

Budget Book Heading	2015-16 cash limit per budget book (£000)	2015-16 Working Budget (£000)	2015-16 Variance (£000)	Variance Break-down (£000)	Rephasing / Real Variance and Funding Stream	Explanation of In-Year Variance >£100k	Project Status ¹	Explanation of Project Status	Actions
Energy Reduction and Water Efficiency Investment - KCC	138	256	0	0			Green		
Sandwich Sea Defences	435	435	0	0			Green		
Coldharbour Gypsy site	0	0	0	0			Green	Project complete except for clearance of remaining creditors	
Household Waste Recycling Centres (HWRCs) and Transfer Stations (TSs):									
Richborough Closed Landfill site- Emergency Works	200	400	0	0			Green		
Sturry Road Closed Landfill site- Emergency Works	150	199	0	0			Green		
TS/HWRC - Swale	2,780	3,050	0	0			Green		
Kent Highway Services:									
East Kent Access Phase 2 - Major Road Scheme	2,524	2,298	0	0			Green		
Rathmore Road Link	1,530	2,034	-464	-464	Rephasing	Start of contract works rephased to 2016-17 until formal approval of SELEP funding obtained.	Green*		

Budget Book Heading	2015-16 cash limit per budget book (£000)	2015-16 Working Budget (£000)	2015-16 Variance (£000)	Variance Break-down (£000)	Rephasing / Real Variance and Funding Stream	Explanation of In-Year Variance >£100k	Project Status ¹	Explanation of Project Status	Actions
Kent Thameside Strategic Transport Programme	430	428	0	0			Green		
Lorry Park	1,990	2,000	0	0				Location, scope and costs are under review.	
North Farm Longfield Road, Tunbridge Wells	1,021	3,232	0	0			Green		
Rushenden Link (Sheppey) - major road scheme	609	700	0	0			Green		
Sandwich Highways Depot	0	0	0	0				Project to commence in later years.	
Sittingbourne Northern Relief Road - major road scheme	1,418	1,834	0	0			Green		
Street Lighting Column - Replacement Scheme	1,250	1,779	0	0			Green		
Street Lighting Timing - Invest to Save	0	0	0	0			Green	Project complete except for clearance of remaining creditors	
Thanet Park Way	1,000	2,100	0	0			Green		
Westwood Relief Strategy - Poorhole Lane Improvement	435	1,327	0	0			Green	The revised completion date of September 2015 has been previously reported.	
LED Conversion	4,000	4,000	0	0			Green		

Budget Book Heading	2015-16 cash limit per budget book (£000)	2015-16 Working Budget (£000)	2015-16 Variance (£000)	Variance Break-down (£000)	Rephasing / Real Variance and Funding Stream	Explanation of In-Year Variance >£100k	Project Status ¹	Explanation of Project Status	Actions
Sittingbourne Town centre regeneration	4,500	2,500	-2,500	-2,500	Rephasing: -£2.5m	This scheme will be delivered by a third party (Spirit of Sittingbourne) in 2016-17. The £2.5m budget will be rephased to 2016-17 to reflect revised timescales following submission of the final business case to SELEP.	Green*		
Middle Deal transport improvements	1,500	1,500	-1,500	-1,500	Rephasing	This scheme will be delivered by a third party in 2016-17 and the final business case is due to be submitted to SELEP in September 2015. The budget is being re-profiled to reflect revised timescales.	Green*		
A28 Chart Road, Ashford	1,340	1,776	-380	-380	Rephasing	The budget has been reprofiled to reflect the anticipated work programme for 2015-16. The final business case is to be submitted to SELEP in late 2015-16.	Green*		
Victoria Way	0	484	0	0			Green		
Drovers Roundabout junction	0	154	0	0			Green		

Budget Book Heading	2015-16 cash limit per budget book (£000)	2015-16 Working Budget (£000)	2015-16 Variance (£000)	Variance Break-down (£000)	Rephasing / Real Variance and Funding Stream	Explanation of In-Year Variance >£100k	Project Status ¹	Explanation of Project Status	Actions
M20 Junction 4 Eastern Over bridge	2,800	2,799	-899	-899	Rephasing	The original budget was profiled on the initial business case submitted to SELEP for LGF funding. The business case has now been formalised and the budget is being re-profiled accordingly.	Green*		
A26 London Rd/Staplehurst Rd/Yew Tree Junction	1,200	1,192	-939	-939	Rephasing	The original budget was profiled on the initial business case submitted to SELEP for LGF funding. The business case has now been formalised and the budget is being re-profiled accordingly.	Green*		
A28 Sturry Rural Integrated Transport Package - Canterbury	520	537	-509	-509	Rephasing	The original budget was profiled on the initial Business Case submitted to SELEP for LGF funding. The majority of spend will now be incurred in 2016-17 so the budget is being re-profiled accordingly.	Green*		
Maidstone Gyratory Bypass	500	416	0	0			Green		
Folkestone Seafront	500	490	0	0			Green		

Budget Book Heading	2015-16 cash limit per budget book (£000)	2015-16 Working Budget (£000)	2015-16 Variance (£000)	Variance Break-down (£000)	Rephasing / Real Variance and Funding Stream	Explanation of In-Year Variance >£100k	Project Status ¹	Explanation of Project Status	Actions
Tonbridge Town Centre Regeneration	2,220	2,181	-842	-842	Rephasing	The original budget was profiled on the initial business case submitted to SELEP for LGF funding. The business case has now been formalised and the budget is therefore being re-profiled accordingly.	Green*		
Sturry Link Road-Canterbury	250	238	0	0			Green		
West Kent Local Sustainable Transport- Tackling Congestion	965	946	0	0			Green		
Kent Strategic Congestion Management	800	787	0	0			Green		
Kent Sustainable Intervention programme for growth	500	484	0	0			Green		
Kent Thameside LSTF	2,428	2,408	-310	-310	Rephasing	The original budget was profiled on the initial business case submitted to SELEP for LGF funding. The business case has now been formalised and the budget is being re-profiled accordingly. Detailed design stage has resulted in £310k rephased to 2016-17.	Green*		

Budget Book Heading	2015-16 cash limit per budget book (£000)	2015-16 Working Budget (£000)	2015-16 Variance (£000)	Variance Break-down (£000)	Rephasing / Real Variance and Funding Stream	Explanation of In-Year Variance >£100k	Project Status ¹	Explanation of Project Status	Actions
M20 Junction 10a	5,000	0	0	0				Project removed from programme as there is no longer a direct role for KCC in promoting an interim scheme.	
Total	101,707	124,200	-7,029	-7,029					

* SELEP scheme timeframes are dependent upon final business case submissions. These schemes are currently shown as green although some re-profiling is required in line with the final business cases.

1. Status:

Green – on time and within budget

Amber – either delayed completion date or over budget

Red – both delayed completion and over budget

STRATEGIC & CORPORATE SERVICES DIRECTORATE
JULY 2015-16 MONITORING REPORT

1. REVENUE

1.1		Cash Limit	Variance Before Mgmt Action	Mgmt Action	Net Variance after Mgmt Action	Roll forwards		Variance after Mgmt Action & Roll Fwd
	Total Directorate (£k)	+69,441	+2,291	-2,291	-	-	-	-
						committed	uncommitted	

1.2 **Table 1** below details the revenue position by A-Z budget:

Budget Book Heading	Cash Limit			Variance	Explanation	Management Action/ Impact on MTFP/Budget Build
	Gross	Income	Net	Net		
	£'000	£'000	£'000	£'000	£'000	
Strategic & Corporate Services						
Strategic Management & Directorate Support Budgets	3,059.7	-5,168.2	-2,108.5	0		
<u>Community Services</u>						
- Contact Centre & Citizens Advice Help Line	2,421.5	-387.3	2,034.2	+293	+232	A continuation from 2014-15 of the increased number and duration of calls to the Contact Centre, resulting in a need to increase staffing levels to maintain performance and delaying the ability to fully deliver savings.
					+138	Increased costs of Cloud telephony system and Workforce Management system
					-77	Other minor variances
						Management Action identified includes a change to the telephony infrastructure which will increase functionality and promote efficiencies. Additionally, the Customer Service Design Programme is working with directorates to implement process changes which will help reduce call volumes and duration. The costs of the Cloud telephony system will require addressing as part of the 2016-17 budget process.

Budget Book Heading	Cash Limit			Variance	Explanation		Management Action/ Impact on MTFP/Budget Build
	Gross	Income	Net	Net			
- Gateways & Customer Relationship	£'000 1,315.0	£'000 -35.0	£'000 1,280.0	£'000 +194	£'000 +295	Delivery of the 2015-16 saving of £0.390m has been delayed pending the restructure of the Engagement, Organisation Design & Development division.	Management action has already reduced the overall pressure. The proposed restructure of the division together with further management action is expected to address the residual pressure, so there should be no impact on 2016-17 budget.
					-101	Other minor variances	
	3,736.5	-422.3	3,314.2	+487			
<u>Local Democracy</u>							
- Community Engagement	328.0	0.0	328.0	+47			
- County Council Elections	570.0	0.0	570.0	0			
- Local Member Grants	2,704.4	0.0	2,704.4	0			
- Partnership arrangements with District Councils	2,163.2	0.0	2,163.2	0			
	5,765.6	0.0	5,765.6	+47			
<u>Support to Frontline Services</u>							
- Business Services Centre	40,819.4	-40,819.4	0.0	-127	-400	Staffing vacancies held pending the outcome of the back office procurement process	
					+253	Increased maintenance charge for data storage	
					-147	Additional external income following increased demand for teacher recruitment	
					+167	Other minor variances including costs of project management, recruitment and legal fees, each below £100k in value	
- Business Strategy	3,216.3	-82.0	3,134.3	-51			
- Communications & Consultation	3,055.1	-531.0	2,524.1	-189	-81	Staffing vacancies held pending restructure of the Engagement, Organisation Design & Development division	
					-108	Other minor variances	

Budget Book Heading	Cash Limit			Variance	Explanation		Management Action/ Impact on MTFP/Budget Build
	Gross	Income	Net	Net			
	£'000	£'000	£'000	£'000	£'000		
- Democratic & Members	3,793.1	-142.0	3,651.1	0			
- Finance & Procurement	16,410.6	-8,148.5	8,262.1	+1,976	+2,071	This represents a Procurement & Commissioning saving which is being held centrally in Finance & Procurement. Although currently forecast as a pressure, this figure should reduce significantly once the detailed action plan from our project partner (KPMG) has been finalised.	
					+163	Staffing overspend, which includes the use of additional senior finance staff on the Back Office Procurement project. This overspend is offset by other savings on non staffing and additional income which are included in the minor variances below.	
					-258	Other minor variances, each below £100k	
- Human Resources	9,017.4	-1,301.9	7,715.5	-47			
- Information, Communications & Technology	16,875.4	-1,770.8	15,104.6	+222	+139	Increase in one-off Managed Print Service project implementation costs	
					+83	Other minor variances	
- Legal Services & Information Governance	8,688.5	-10,872.2	-2,183.7	0	+128	Increased use of agency staff due to a number of unexpected vacancies and to provide cover for legal staff working on Facing the Challenge	
					-175	Anticipated increase in internal income based upon last year's income received.	
					+47	Other minor variances	
- Property & Infrastructure Support	30,698.5	-6,436.5	24,262.0	-27			

Budget Book Heading	Cash Limit			Variance	Explanation	Management Action/ Impact on MTFP/Budget Build
	Gross	Income	Net	Net		
	£'000	£'000	£'000	£'000	£'000	
- Transformation	0.0	0.0	0.0	0		see Financing Items (Annex 7) for details
	132,574.3	-70,104.3	62,470.0	+1,757		
Total S&CS	145,136.1	-75,694.8	69,441.3	+2,291		
Assumed Management Action				-2,291	-2,071	Anticipated reduction once the detailed action plan from our project partner (KPMG) has been finalised, regarding delivery of the £2m Procurement and Commissioning saving.
					-220	Reduction of non-critical spend and other efficiencies across all Divisions
Total S&CS Forecast <u>after</u> mgmt action	145,136.1	-75,694.8	69,441.3	0		

3. CAPITAL

3.1 The Strategic and Corporate Services working budget for 2015-16 is £27,778k. The forecast against the 2015-16 budget is £28,019k giving a variance of +£241k.

3.2 **Table 2** below details the S&CS Directorate Capital Position by Budget Book line.

Budget Book Heading	2015-16 cash limit per budget book (£000)	2015-16 Working Budget (£000)	2015-16 Variance (£000)	Variance Break-down (£000)	Rephasing / Real Variance and Funding Stream	Explanation of In-Year Variance >£100k	Project Status ¹	Explanation of Project Status	Actions
Rolling Programmes									
Corporate Property Strategic Capital	2,650	2,650	-230	-230	Real: Grant	Budget adjustment to reflect use of grant within revenue.	Green		Decrease cash limit by £120k grant in 2015-16
Disposal Costs	250	250	400	400	Real: Capital receipts	Increased forecast reflects the capitalisation of security costs to protect the value of KCC assets.	Amber	Amber status reflects increased forecast.	
Modernisation of Assets	3,152	3,958	0	0			Green		
Individual Projects									
Building Information Modelling (BIM)	65	123	65	65	Rephasing: prudential		Green		
Connecting with Kent	0	97	0	0			Green		

Budget Book Heading	2015-16 cash limit per budget book (£000)	2015-16 Working Budget (£000)	2015-16 Variance (£000)	Variance Break-down (£000)	Rephasing / Real Variance and Funding Stream	Explanation of In-Year Variance >£100k	Project Status ¹	Explanation of Project Status	Actions
Customer Relationship Management Solution	842	842	0	0			Amber	Amber until completion date agreed.	
Electronic Document Management Solution (EDMS) (known as Electronic Document & Records Management (EDRM))	1,276	1,400	0	0			Green		
Enterprise Resource Programme	0	62	0	0			Green		
Herne Bay Gateway	427	476	0	0			Green		
HR System Development	60	59	0	0			Green	Revised completion date of 31st March 2016 has been previously reported	
Innovative Schemes Fund	0	242	29	29	Real: +£102k External funding and -£73k capital receipt	+£102k relates to the repayment of a loan; -£73k to be used to fund an overspend on the PAMS project below	Green		
LIVE Margate	4,032	5,125	0	0	0		Green		
New Ways of Working	4,200	8,627	0	0			Green		

Budget Book Heading	2015-16 cash limit per budget book (£000)	2015-16 Working Budget (£000)	2015-16 Variance (£000)	Variance Break-down (£000)	Rephasing / Real Variance and Funding Stream	Explanation of In-Year Variance >£100k	Project Status ¹	Explanation of Project Status	Actions
Property Asset Management System	0	54	73	73	Real: Capital receipts	£73k additional funding is required to complete phase 1 of this project. To be funded from the underspend on the Innovative Schemes Fund above.	Amber	The amber status reflects the need for additional funding which has had to be found from elsewhere within the S&CS capital programme. The revised completion date of 31st December 2015 has been previously reported.	
Property Investment & Acquisition Fund	3,000	3,000	0	0			Green		
Swanley Gateway	308	502	4	4	Real: external funding		Green		
Web Redevelopment Programme	320	311	-100	-100	Rephasing: -£55k prudential revenue and -£45k capital receipts	The programme had an ambitious design, development & build program for new functionality on the website including a single online payments tool which integrates with Oracle. Some minor developments will need to be rephased to 2016/17 due to focus on key deliverables.	Green	Revised completion date of 31st March 2017 has been previously reported.	
S&CS Directorate	20,582	27,778	241	241					

1. Status:

Green – on time and within budget

Amber – either delayed completion date or over budget

Red – both delayed completion and over budget

FINANCING ITEMS
JULY 2015-16 MONITORING REPORT

1. REVENUE

1.1	Cash Limit	Variance Before Mgmt Action	Mgmt Action	Net Variance after Mgmt Action	Roll forwards		Variance after Mgmt Action & Roll Fwd
					committed	uncommitted	
	Total (£k)	+129,724	-3,106	-	-3,106	-	-

1.2 **Table 1** below details the revenue position by A-Z budget:

Budget Book Heading	Cash Limit			Variance	Explanation	Management Action/ Impact on MTFP/Budget Build	
	Gross	Income	Net	Net			
	£'000	£'000	£'000	£'000	£'000		
Financing Items							
Audit Fees	314.0	0.0	314.0	-157	-157	This reflects the agreed audit fees as notified by our external auditors	This saving is expected to be ongoing and will be reflected in the 2016-19 MTFP
Carbon Reduction Commitment Levy	800.0	0.0	800.0	0			
Commercial Services (net contribution)	0.0	-6,700.0	-6,700.0	0			
Contribution to IT Asset Maintenance Reserve	2,352.0	0.0	2,352.0	0			
Contribution to/from Reserves	6,305.2	0.0	6,305.2	+893	+893	Forecast transfer to Insurance reserve of surplus on Insurance Fund (see below)	
Insurance Fund	4,999.0	0.0	4,999.0	-893	-893	Forecast surplus on Insurance Fund due to a reduction in claim reserves following a review of claims by our current insurers in preparation for this year's insurance tender. However, current claims trends, particularly in relation to local authorities, mean the potential remains for liabilities and reserves on outstanding claims to increase in the future. They will also be adversely influenced in time by the increase in excess applied to Employers Liability & Public Liability claims for the 2015 policy year.	

Budget Book Heading	Cash Limit			Variance	Explanation		Management Action/ Impact on MTFP/Budget Build
	Gross	Income	Net	Net			
	£'000	£'000	£'000	£'000	£'000		
Modernisation of the Council	3,000.0	0.0	3,000.0	0			
Net Debt Charges (incl Investment Income)	128,508.0	-8,178.0	120,330.0	-299	-299	Increased interest on cash balances as a result of higher cash balances, investing for longer durations and increased dividends.	
Other	939.0	-36.0	903.0	0			
Unallocated	1,420.9	0.0	1,420.9	-2,650	-1,350	Additional Business Rate compensation grant, above the budgeted level, relating to reimbursement for the impact of tax changes incurred under the business rates retention scheme that were introduced in the 2012, 2013 & 2014 Autumn Statements.	If a business rate pool is agreed for 2016-17, we will need to reflect a retained levy in the 2016-17 budget build, but this will not be confirmed until the autumn.
					-1,000	Estimated retained levy as a result of being in a Business Rate pool with 10 of the Kent District Councils. We have only recently finalised the accounting treatment for this, via a sign off of the 2014-15 accounts, hence why this was not reflected in the 2015-16 budget build. The cash will not be received until 2016-17 but we need to accrue for the income this year. This is our best estimate, the final figure will not be known until year end.	
					-300	Additional Education Services Grant as a result of the expected number of schools converting to academy status during the year being lower than assumed when the budget was set.	
Underspend rolled forward from previous years	-4,000.0	0.0	-4,000.0	0			

Budget Book Heading	Cash Limit			Variance	Explanation	Management Action/ Impact on MTFP/Budget Build
	Gross	Income	Net	Net		
	£'000	£'000	£'000	£'000	£'000	
Support to frontline services - Transformation	0.0	0.0	0.0	0	+5,093	0-25 Children's Services Transformation implementation
					-5,093	Drawdown from reserves to meet the costs of 0-25 Children's Services Transformation implementation
					+404	Adults Social Care Transformation Phase 2 design
					-404	Drawdown from reserves to meet the costs of Adults Social Care Transformation Phase 2 design
					+4,240	Adults Social Care Transformation Phase 2 implementation
					-4,240	Drawdown from reserves to meet the costs of Adults Social Care Transformation Phase 2 implementation
					+537	Facing the Challenge costs in excess of the budget of £2,264.8k, to be met by further drawdown from reserves
					-537	Drawdown from reserves to meet the costs of Facing the Challenge in excess of the budgeted amount of £2,264.8k
Total Financing Items	144,638.1	-14,914.0	129,724.1	-3,106		

2. KEY ACTIVITY INDICATORS AND BUDGET RISK ASSESSMENT MONITORING

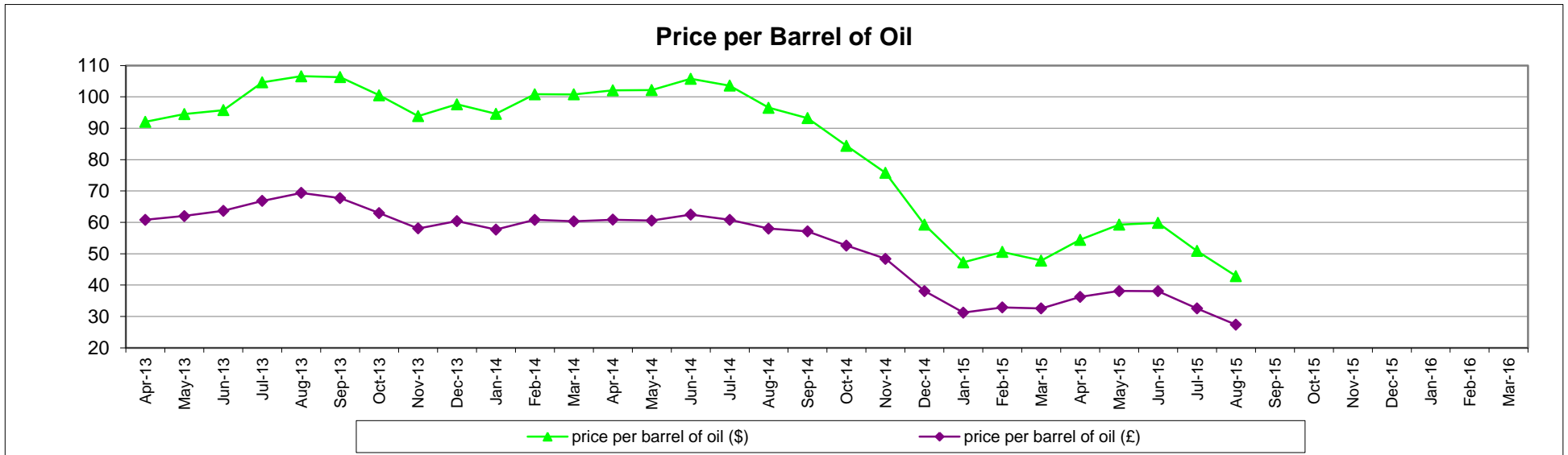
2.1 Price per Barrel of Oil - average monthly price in dollars:

	Price per Barrel of Oil		
	2013-14	2014-15	2015-16
	\$	\$	\$
Apr	92.02	102.07	54.45
May	94.51	102.18	59.26
Jun	95.77	105.79	59.82
Jul	104.67	103.59	50.90
Aug	106.57	96.54	42.87
Sep	106.29	93.21	
Oct	100.54	84.40	
Nov	93.86	75.79	
Dec	97.63	59.29	
Jan	94.62	47.22	
Feb	100.82	50.58	
Mar	100.80	47.82	

Comments:

- The figures quoted are the West Texas Intermediate Spot Price in dollars per barrel, monthly average price.
- The dollar price has been converted to a sterling price using exchange rates obtained from the HMRC UK trade info website.
- Fluctuations in oil prices affect many other costs such as heating, travel, and therefore transportation costs of all food, goods and services, and this will have an impact on all services provided by the Council.

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From: Peter Oakford, Cabinet Member for Specialist Children’s Services
and
Mike Hill, Cabinet Member for Community Services

To: Cabinet – 12 October 2015

Subject: **Early Help and Preventative Services Commissioning Intentions
for 2016-17**

Electoral Division: All

Summary: Early Help and Preventative Services hold a significant range of contractual and grant arrangements which are being re-assessed to ensure a flexible and integrated model of support is in place which achieves the best outcomes for children and young people and the most efficient use of resources.

The report outlines the proposals for future commissioning intentions, central to which is the alignment of approaches with Public Health to ensure the maximum utilisation of resources and integrated approaches to service delivery and seeks agreement to progress as set out.

Recommendation(s):

Cabinet is asked to agree:

1. to proceed with the outlined commissioning intentions as set out in the report, having particular regard to the intention to cease grant funding at the end of March 2016 and to delegate to the Corporate Director, in consultation with the relevant Cabinet Member, the decision to extend some external contracts for 3 months where necessary to align services effectively;
and
2. to re-commission Early Help services in 2016

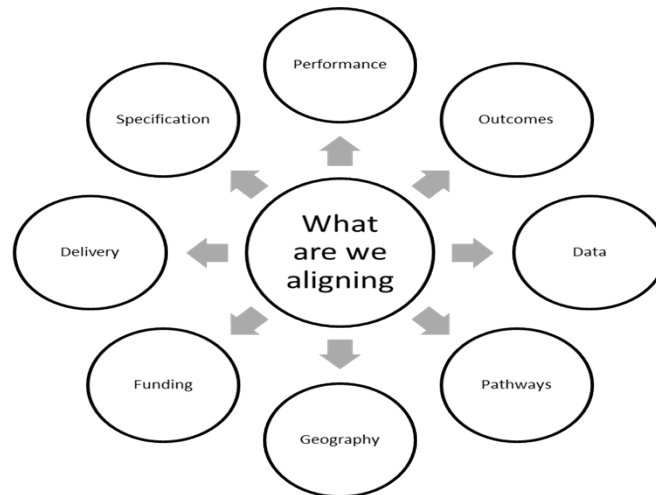
1. Introduction and background

1.1 The role of Early Help and Preventative Services is to deliver effective early help and prevention in order to achieve improved outcomes for vulnerable children and families as well as reducing demand for social care services. The key outcomes we aim to address are listed in the *Vision and Priorities for Improvement* document:

- Reduced need for statutory social care and more effective support for children and young people on the edge of care so that there are reduced numbers of children in care, child protection cases and children in need
- Increased numbers of children and young people who are stepped down safely from social care and who are not re-referred
- Increased use of the Kent Family Support Framework (KFSF), and more successful outcomes as a result of KFSF interventions
- Reductions in days lost to education through exclusions and absence, and in the number of permanent exclusions and rates of persistent absence from school

- Reduction in youth crime, re-offending and anti-social behaviour
 - Reduced NEETs and improved participation in learning and training to age 18
 - Improved readiness for school by vulnerable children at age 5
 - Improved participation in 14-19 vocational pathways including increased take up on employment with training, apprenticeships and traineeships by vulnerable groups
 - Reductions in substance misuse and teenage pregnancy
 - Increased breast feeding and reductions in smoking by pregnant women and mothers
 - Improved resilience and well-being for children and young people with reduced mental and behavioural problems and less demand for CAMHS services
- 1.2 Early Help and Preventative Services (EHPS) currently hold approximately 150 contractual and grant agreements with external providers to deliver services to children, young people and their families, which include legacy arrangements with a range of organisations.
- 1.3 EHPS play an important part in the support and recovery of children, young people and families who have experienced adverse situations or have needed to be within statutory social care provision but are ready to move on with their lives with support.
- 1.4 To ensure positive health, welfare and educational outcomes are achieved and efficiencies are realised there is now a need to re-assess commissioning arrangements. This will ensure a flexible model of support to be in place, comprising both in-house provision and support from the voluntary sector providers, which will provide a holistic Early Help and Preventative Service offer to children and families in Kent. The list of KCC's strategic outcomes is available as Appendix 1.
- 1.5 In order to inform future commissioning intentions a diagnostic report was produced which summarises the findings of the EHPS commissioning analysis phase. It includes needs analysis, feedback from stakeholder workshops, consultation with young people and wider data analysis. The key findings from the diagnostic report underpin the recommendations for future commissioning intentions contained within this report.
- 1.6 EHPS have a clear role to play in ensuring the delivery of KCC's strategic objectives as outlined in the KCC Vision. It is important to recognise the strategic significance of the commissioning framework, the Care Act, the Emotional Health and Well-being Strategy and the Early Help 3 year plan in achieving KCC's vision.
- 1.7 In order to respond to the challenge of how to efficiently and effectively commission for Kent's strategic outcomes for children, young people and families this report sets out proposals to align commissioning approaches for EHPS with Public Health. It will include proposals for phased commissioning and will outline our current commissioning arrangements, the need for change and proposals for future commissioning.
- 1.8 There are no proposals to pool budgets with Public Health, but rather to align commissioning practice to ensure services and process are more joined up and able to work more efficiently to realise positive outcomes.

EHPS/Public Health



2. Early Help and Preventative Services – Current Commissioning Arrangements

- 2.1 The majority of existing contractual and grant arrangements date from 2012-2013 and predate the formation of the EHPS division. As such a number of contracts duplicate each other, and internal services, and were due to end at different times. The original specifications do not reflect new referral pathway requirements and are over prescriptive about tiers of need rather than the needs of the child and the outcomes we expect.
- 2.2 Contracts and performance have been evaluated as part of the commissioning cycle. Where appropriate amendments have been made to ensure services are accessible across the continuum and contract end dates are coherently aligned. However, in order to better manage demand, whilst also supporting families receiving statutory social care, there is a clear need to move away from existing arrangements. We aim to ensure that we reach and support our most vulnerable communities, and that targeted and intensive services are delivered in universal settings, or the family home, and that a whole family approach is available to the right families. A table of existing externally commissioned services can be found in Appendix 2.
- 2.3 The proposed future commissioning intentions for Early Help and Preventative Services have been informed by a diagnostic report. This report follows the approach laid out in KCC's Commissioning Framework and comprises needs analysis, community profiling, feedback from stakeholder workshops, consultation with young people and wider data analysis.
- 2.4 The full diagnostic report is attached as Appendix 3; the key findings are summarised below:

i. A large proportion of the overall need is concentrated in specific communities

- Many high risk groups are concentrated within specific deprived communities, both geographic and demographic. Analysis shows that many of these children and young people are known to more than one agency and often come from the same families.

ii. The key issue identified is the need to address emotional health and well-being

- Key characteristics of families requiring early help are (in no particular order) behavioural difficulties, educational and developmental issues (including school non-attendance), poor relationships within families, parenting issues, domestic abuse (including child perpetrators), housing and financial issues and substance misuse;
- A large number of families are affected by two or more of these factors with some co-occurring factors well evidenced (e.g. the “Toxic Trio” of domestic abuse, mental ill health and substance misuse);
- A holistic approach to identify underlying causal factors, not only the presenting symptomatic problems is key to improving outcomes; and
- Some parental factors (including substance misuse, mental illness or disabilities can lead to children and young people becoming Young Carers.

These findings are consistent with a whole family approach to working with children, young people and their families.

The findings also suggest that over the medium term, a partnership approach is considered in commissioning external services, particularly with Public Health and Adult Social Care – for example, Emotional Wellbeing and Mental Health services.

iii. There is support for better utilising localised family and community capacity in the wider preventative agenda – especially:

- Community assets such as people, places and organisations like clubs, arts, culture and sport;
- Social enterprises, the wider Voluntary and Community Sector (VCS) and local businesses (particularly to remove any perceived stigma attached to statutory services); and
- Engaging users in the provision of services e.g. expanding the use of volunteers and mentors within services, or enabling children to mentor at school.

This finding supports the current direction of travel to enable the role of communities in creating positive outcomes and by using local knowledge to inform local solutions. It suggests that local, smaller scale resources offering social value be considered in the commissioning of external services, such as through a localised commissioning approach.

3. Proposed future options – How we intend to do it

- 3.1 Building upon the findings from the diagnostic report we are proposing to change the model of services to enable KCC’s vision and strategic outcomes to be realised.

3.2 The diagnostic report revealed that the most prevalent characteristic is the need to address emotional health and well-being needs. The commissioning model proposed will align commissioning approaches much more closely with Public Health to ensure emotional health and well-being support, health visitors and the school nursing service are able to align more effectively to meet needs moving forward

3.3 Building upon the findings of the diagnostic, proposals have been developed to rationalise commissioning practice and commission services under three categories. A phased approach to commissioning is being suggested with young carers and youth services being commissioned with phase 1 and family support and parenting and emotional health and well-being services being commissioned in phase 2, in alignment with Public Health commissioning. The table below illustrates how the proposed commissioning model will differ to existing arrangements:

What will be different?

How it is now

- Similar services delivering a similar offer- e.g. FIP and IFSS
- Current model is not clear, with too many low level 'single' need services and therefore lots of changes and process for the child/family. This is also inefficient
- Most are focused on 'intervention' as a first approach- which can encourage dependency
- Not enough focus is on supporting engagement and retention to prevent our most vulnerable children and young people from disengaging
- Micro and small VCS providers have little opportunities to play a role
- There is an insufficient approach to local commissioning
- Model is not flexible enough to support all children regardless of status and across the continuum
- Model is not responsive enough to changes in demand
- Model does not encourage innovation
- Does not have sufficient rigour around disengagement, relapse and recovery

How it will be

- New services will focus on the whole child and whole family- recognising that issues don't occur in isolation
- Expands approaches to building resilience and reducing dependency
- Focuses on the child's need wherever they are in the continuum of support
- Using intelligence data, proactively focus services around those families most at risk from the outset, using open access and community settings to deliver quality, targeted services
- Will have expectations that all providers have the skills and experience to identify and manage issues such as CSE, NEET, DV, Substance misuse and EHWP
- Prevent problems from escalating, provide support to recover or tackle early signs of relapse for those most vulnerable
- Adds value and capacity to existing and planned Preventative services both within KCC and the districts
- Provides local commissioning opportunities to explore innovation and support the micro and small VCS
- Ensures good information sharing, partnership work and a reduction in duplication and waiting lists

4. The proposed model

4.1 The proposed intention is to commission support aligned to the following three priorities:

- Emotional Health and Well-being. The diagnostic report has revealed Emotional Health and Well-being as the key issue to be addressed. And the impact of parental mental health issues upon the child is well evidenced. The intention is to commission holistic services that are able to provide EHWB support, whilst easing the increasing pressure for CAMHS resources
- Family Support and Parenting (to include vulnerable adolescents, NEET and Troubled Families). Based on the diagnostic report the rationale is that flexible, innovative and holistic family focused responses will be required to ensure engagement and to prevent risks escalating. Services commissioned will be responsive to Domestic Abuse, CSE and Substance Misuse
- Young Carers and Youth Offer. There is a clear requirement to meet the statutory requirements for support for young carers as outlined in the Care Act. It is also recognised the youth offer has a critical role to play in strengthening universal services and support in order to better manage demand and reduce escalation

4.2 The intention is to commission:

- One county wide contract to provide emotional health and well-being support. The contract value is £1.2 million annually.
- Four area based contracts to provide family support and parenting. The total contract value is £3.8 million annually.
- Twelve district based youth service contracts and;
- One county-wide young carer's service. The combined value of Young Carers support and the youth offer is £1.8 million annually.

The intention is that services would be commissioned for a three year period, with an option to extend for a further year, if desirable.

In addition a funding stream is proposed to enable local, smaller scale resources offering social value to be accessed via a local commissioning approach. This will provide innovative solutions to local emerging issues.

The rationale for this approach is shown in the table below:

Emotional Health and Well-being	Family Support and Parenting	Youth offer and Young Carers
£1.2 million 16/17 funding	£3.8 million 16/17 funding	£1.8 million 16/17 funding
One County wide contract	Four Area based contracts	One County wide Young Carers service contract Twelve district based Youth Service contracts
Rationale		
One contract to ensure consistent offer across	Four contracts able to flex to meet varying need	One contract to ensure consistent offer across

county. This contract would form part of the new Emotional Health & Wellbeing system from September 2016	across areas	county and to ensure compliance with the Care Act Twelve district contracts to enable youth support to be flexible commissioned to meet district need
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4.3 Central to the approach is the emphasis on the whole family approach which will be central to the support commissioned and will enable flexible use of resources to support emotional health and well-being and family support. In addition, and to add flexibility, it is intended that a local commissioning thread will run through each service model, to enable localised commissioning to take place to respond to identified localised need and enable smaller scale providers to feature within the compliment of support available to children and families.

4.4 To ensure consistency and a seamless transition to new services a phased commissioning approach is being recommended. See appendix 4 for the proposed phased procurement timeline.

Phase one will focus on the commissioning of Youth Support and Young Carers services, with phase two focusing on emotional health and well-being and family support and parenting. The timeline for the phased approach is shown below. The intention is that the Young Carer's Service and Youth Services can be commissioned and able to commence operations for April 2016. Phase two services, comprising emotional health and well-being and family support and parenting will be aligned with the end date for existing emotional health and wellbeing contracts and will be commissioned in 2016 with a view to services becoming operational in October 2016. To enable this phased approach to commissioning to take place it will require existing commissioned services to support vulnerable families and adolescents being extended for a further 6 months from April 2016 when their existing contracts expire.

4.5 The rationale for this is that Young Carers and Youth contracts are relatively discreet and therefore we are able to move forward with market engagement and procurement within phase 1. A dynamic purchasing system is in place for commissioning Youth Services and can be utilised swiftly for this exercise. In addition there is a clear need to ensure compliance with the Care Act as this places a requirement on local authorities to identify young carers and provides young carers with an entitlement to a carer's assessment. It is critical that this is factored in the development of new service specifications as soon as possible and therefore should be addressed in phase one commissioning.

4.6 By suggesting a phased approach it will enable an aligned commissioning approach to be adopted for emotional health and well-being and family support and parenting provision, ensuring appropriate coverage across the continuum of need and avoiding the clustering of services around specific tiers that we are currently experiencing. It will enable a prolonged period for market engagement to take place to ensure market readiness.

4.7 Approximately 20% of the caseload of externally commissioned services is comprised of step-down cases from social care. By adopting a phased approach to commissioning, with contracts being extended for a 6 month period, it would enable

sufficient capacity to be in place to manage these levels of demand, while the new Early Help external offer was being commissioned.

5. Implications

5.1 Financial Implications

It is proposed that the budget will reduce from £7.2 million to £6.8 million for commissioning Early Help services for 2016-17. It is on this basis that we intend to move forward with 3 year commissioning, informed by a review of impact, outcomes and overall budget in 2016/17. A phased commissioning approach which aligns contract end dates relating to emotional health and well-being and family support and parenting provision, in order to align commissioning with Public Health, is likely to necessitate the extension of some existing EHPS contracts until the end of September 2016. This will incur financial costs which will need to be offset against the commissioning budget for 2016/17.

5.2 Impact on existing services

It is proposed that existing grant funding arrangements will cease at the end of March 2016. This has implications for the following organisations currently in receipt of grant funding: Home-Start, BeChange, Lifeways, Choices, the Thanet Play and Learn Service (PALS), Waterside Family Centre and Relate. An impact assessment has been undertaken on these organisations and has identified that some (PALS, Waterside, Home-Start South West Kent) would likely to be vulnerable to closure. In part, and to mitigate this impact, the more localised commissioning thread is intended to form part of the commissioning model. This would permit smaller scale local providers offering significant social value to engage with the commissioning process.

It should be noted the organisations mentioned above have been in receipt of grant funding from KCC for a period of time. Current grant arrangements date back to 2012, when they were only ever intended as short term funding arrangements. The non- competitive nature of these funding extensions should be noted, and this practice is not advised. By ending these grant funding arrangements, which have been extended on multiple occasions, we will be complying with the KCC transparency code.

5.3 There are potential legal implications associated with these proposals. TUPE may present as a factor to be addressed as part of the procurement process. Commissioning processes will be open, transparent and fair and will adhere to the KCC transparency code.

5.4 An equalities impact assessment has been undertaken on the proposed changes to externally commissioned EHPS services. As EHPS will be in place via the new “offer” it was considered that groups with protected characteristics would not be adversely disadvantaged by the proposals.

5.5 The proposals outlined in this report have been welcomed by Public Health, as it enables closer alignment between EHPS and Public Health to achieve shared outcomes for children, young people and families.

5.6 No implications for the Council’s property portfolio have been identified as arising out of the proposals.

5.7 It is likely that the Corporate Director for Education and Young People's Services and the Director for Early help and Preventative Services will inherit the main delegations via the Officer Scheme of Delegation.

6. Cabinet Committee consultation

6.1 The Education and Young People's Cabinet Committee considered and endorsed the proposed decision at its meeting held on 18th September 2015.

7. Conclusions

7.1 As current contractual and grant funding arrangements relating to existing externally commissioned Early Help services are nearing their end date, the opportunity has arisen to re-assess commissioning arrangements to ensure efficiencies are achieved and positive outcomes delivered for children young people and families.

7.2 The Early Help and Preventative Service commissioning intentions outlined within this report are intended to complement existing KCC Early Help Service provision and provide a holistic EHPS "offer" across the County. This will provide appropriate support which is accessible across the tiers of need from universal open access support, targeted support up to specialist support. Central to this is the need to strengthen universal services, enabling additional and specialist services to be available at the right time for the right families. Central to the proposed commissioning approach is the closer alignment of Public Health and Early Help and Preventative Services to ensure shared outcomes are realised.

7.3 The proposals build upon the key findings from the EHPS diagnostic report.

7.4 The proposed budget for externally commissioned EHPS for 2016/17 is £6.8 million.

7.5 It is recommended that services be commissioned for 3 years, with the option to extend for a further year.

7.6 Services are to be commissioned within 3 categories:

- **Emotional Health and Well-being - £1.2 million 2016/17 – 1 county wide contract**

Support commissioned will address the wide ranging issues affecting the emotional health and well-being of children, young people and families with the intention of providing effective Early Help support to ease the pressure for CAMHS resources. A holistic family focused approach is required.

- **Family Support and Parenting - £3.8 million 2016/17 – 4 area contracts**

This includes support for vulnerable adolescents, NEETs, and Troubled Families and will be targeted at vulnerable groups at greatest risk of poor outcomes. Innovative, family focused, and flexible responses are required to maintain engagement and to prevent escalation. Services will be required to provide family support and address parenting, behaviour, attendance and exclusion, domestic violence, child sexual exploitation and substance misuse.

- **Youth Support and Young Carers Service - £1.8 million 2016/17 funding – 1 county wide young carers contract – 12 district youth service contracts**

Support for Young Carers will be compliant with the requirements of the Care Act and will be flexible and responsive to the needs of individual young carers. Youth support will strengthen existing universal open access in-house provision to better manage demand and reduce escalation. Twelve district contracts to acknowledge the need for local commissioning arrangements to respond to differing local need.

- Embedded within this approach is the creation of a funding stream to enable local, smaller scale providers offering social value to be procured via a local commissioning approach.

7.7 A phased approach to commissioning is proposed, with Young Carers and Youth Service provision forming phase one. The intention is that new services will be in place for April 2016.

7.8 Family Support and Parenting and Emotional Health and Well-being services will form phase 2. The intention is that new services will be in place for October 2016.

7.9 As part of the phased approach it is proposed that authority be delegated to the Corporate Director in consultation with the relevant Cabinet Member to determine that where it is desirable or necessary existing EHPS externally commissioned service contracts (with the exception of Youth and Young Carer contracts) are extended for an additional 3 months until the end of September 2016. In addition existing grant funding arrangements would cease at the end of March 2016.

8. Recommendation(s)

Cabinet is asked to agree:

1. to proceed with the outlined commissioning intentions as set out in the report, having particular regard to the intention to cease grant funding at the end of March 2016 and to delegate to the corporate director, in consultation with the relevant Cabinet Member, the decision to extend some external contracts for 3 months where necessary to align services effectively;

And

2. to re-commission Early Help services in 2016

9. Background Documents

- 9.1 KCC's strategic outcomes (Appendix 1)
 Existing EHPS contracts (Appendix 2)
 Diagnostic report (Appendix 3)
 Procurement timeline (Appendix 4)
 Grant funding arrangements (Appendix 5)

10. Contact details

Report Author: Julie Street
Name and title: Julie Street, Commissioning Officer
Telephone number: 03000 416737
Email address: julie.street@kent.gov.uk

Relevant Director: Patrick Leeson
Name and title: Patrick Leeson, Corporate Director of Education and Young
People's Services
Telephone number: 03000 416384
Email address: Patrick.leeson@kent.gov.uk

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Appendix 1

Every Day Matters	Early Help and Preventative Services	Public Health
Keep all Children and Young People Safe Page 162	Reduced need for statutory social care and more effective support for children and young people on the edge of care so that there are reduced numbers of children in care, child protection cases and children in need Increased numbers of children and young people who are stepped down safely from social care who are not re-referred Increases use of the Kent Family Support Framework and more successful outcomes as a result of KFSF interventions	<ul style="list-style-type: none"> • Public Health Advice on health of the population • Increase levels of childhood vaccination (NHS England lead responsibility – KCC supported) • Reduction in adult substance misuse • Reduce under 18 hospital admissions due to alcohol • Reduce levels of drug taking and use of legal highs • Reducing levels of self-harm and suicide rates
Promote the Health and Wellbeing of all Children and Young People	Improved educational attainment outcomes and closing of attainment gaps at all ages Reductions in days lost to education through exclusions and absence and in the number of permanent exclusions and rates of persistent absence from school Reduction in youth crime, re-offending and anti-social behaviour Reductions in substance misuse and teenage pregnancy	<ul style="list-style-type: none"> • Increasing emotional resilience in families and young people • Increase levels of breastfeeding • Increase physical activity in young people • Reduce levels of tooth decay • Reduce smoking prevalence at age 15 • Reduce smoking prevalence for women smoking at time of delivery • Reduce levels of excess weight in children • Reduce levels of teenage pregnancy
Raise the Educational Achievement of	Reduced NEETs and improved participation in learning and training to age 18 Improved readiness for school by vulnerable children at age 5	

Appendix 1

all Children and Young People	Improved participation in 14-19 vocational pathways including increased take up of employment with training, apprenticeships and traineeships by vulnerable groups	
Equip all Young People To Take a Positive Role in Their Community	Increase breast feeding and reductions in smoking by pregnant women and mothers	
	Improved resilience and well-being for children and young people with reduced mental and behavioural problems and less demand for CAMHS services	

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Appendix 2

Name of Service	Targeting	15/16 Cost	Expiry Date
Intensive Family Support Workers	Working with families to significantly reduce the risks they face and enable them to thrive with no/minimal ongoing support once the intervention has ended	£1,105,019.14	31 March 2016
Adolescent Support Workers	Working extensively with vulnerable young people to build protective factors and increase their resilience through a personalised programme of support and challenge	£884,124.80	31 March 2016
Domestic Abuse	Working with children and young people to acknowledge and understand their experiences of domestic abuse and help prevent them becoming perpetrators or victims of domestic abuse in the future	£130,237.60	31 March 2016
* 0-25 Early Help Support	Families with complex needs living in challenging circumstances which make it difficult to manage situations and relationships	£689,807.25	31 March 2016
Family Mediation	Working with families experiencing emotional and for relationship difficulties which are negatively impacting on children and young people in the family. Have one or more other risk factors (see criteria)	£227,333.32	31 March 2016
* Young Carers	Working with young carers and their families to provide individual support to young carers that is geared towards meeting their individual needs and aspirations. Also provision of a more generic offer to young carers requiring generalised support, guidance and assistance with engaging local community activities and organisations	£319,038.50	31 March 2016
Parenting	Providing evidence based parenting programmes for mothers, fathers and carers which specifically aim to help them develop "good enough" parenting skills	£449,966.20	31 March 2016
FIP	Provide a persistent, assertive and supportive approach for whole families. Offering practical hands-on support with a focus on family function	£859,578.00	31 March 2016
FIP Light	Offering practical hands-on support with a focus on family function; with an assertive and persistent approach	£734,412.00	31 March 2016
Promoting Participation	Promoting Participation services for young people at risk of becoming NEET (15-18 years) and those with Learning Disabilities (up to 25 years)	£1,105,001.00	31 March 2016
Youth Services*	Universal and open access.	£1,417,397.00	31 March 2016

* Not for extension, planned as part of phase 1 commissioning.

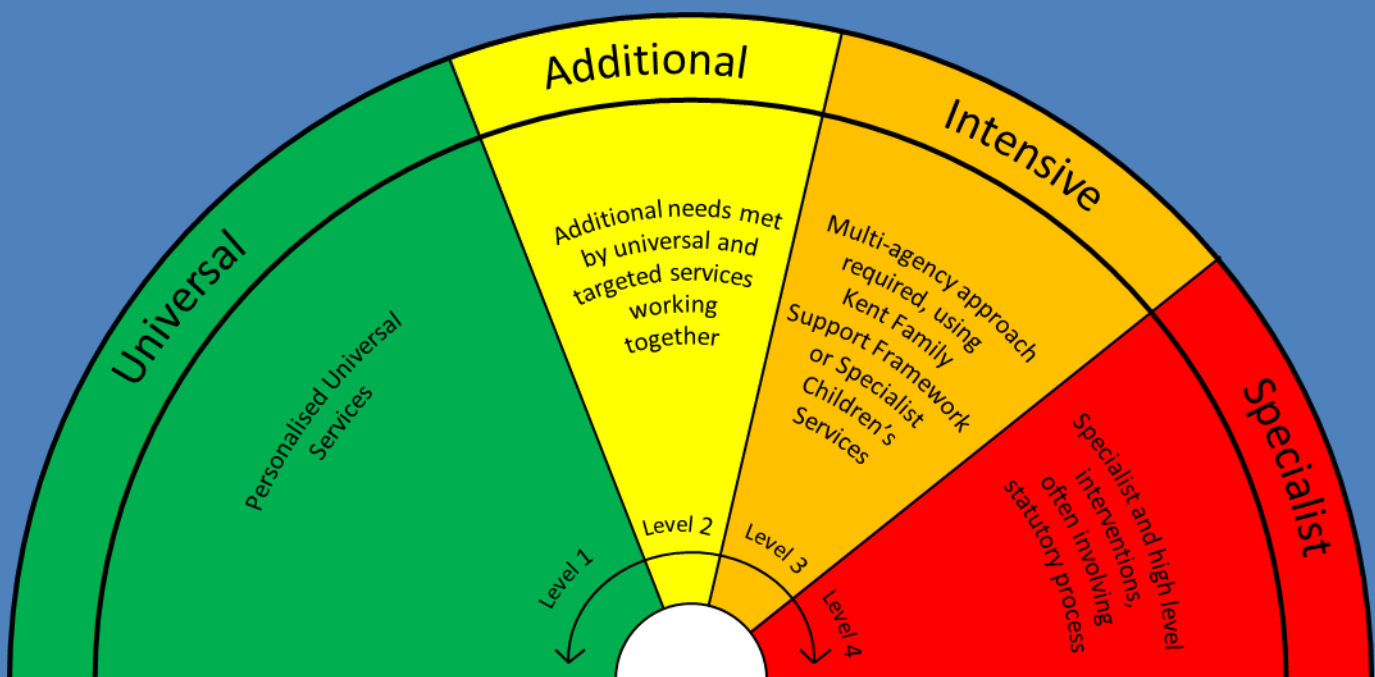
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Version	23
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Classification	CONFIDENTIAL
Author	Business Intelligence / Strategic Commissioning

Early Help & Preventative Services (EHPS) Commissioning

Analyse Phase: Executive Summary and Diagnostic Report

July 2015



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**Early Help & Preventative Services
(EHPS) Commissioning
Executive Summary and Diagnostic
Conclusions
July 2015**

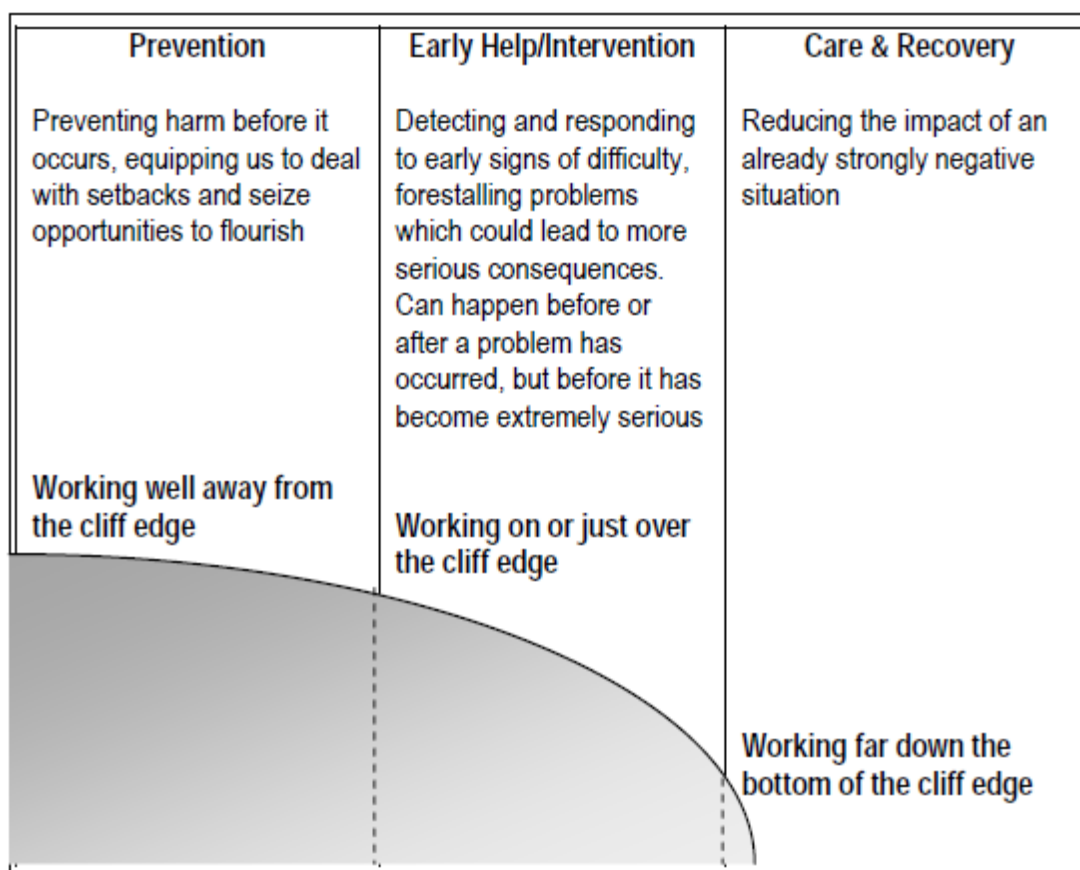
EXECUTIVE SUMMARY

1. THE CHALLENGES FACING US

The Public Sector is currently facing significant financial challenges and it is critical that KCC focuses its resources to ensure that our most vulnerable children, young people and their families are identified and supported as early as possible to prevent escalation into more complex and costly health and social care problems.

Whilst efficiencies are required we have seen changing patterns of referrals in the last year originating largely from Universal settings especially GPs and Schools. EHPS is facing a challenging picture. There are emerging requirements to offer an appropriate and effective service to those families who need it (including Troubled Families) whilst recognising that EHPS is not a blue light service and that Universal services need to be supported to play a part in managing demand and early identification.

At the same time, EHPS plays an important part in the support and recovery of children, young people and families who have experienced adverse situation or have needed to be within statutory social care provision but are ready to move on with their lives with support.



Our existing external offer was put in place when there was little Early Help intensive provision. Services were accessed mostly through CAF which resulted in some children from across the continuum not being able to access an appropriate service despite having high needs. In addition, the introduction of the Troubled Families programme and the development of KCC's Early Help offer has changed the commissioning landscape and service requirements.

As a result our existing external offer does not sufficiently enable us to meet the challenges that face us and we are coming to the end of our existing arrangements. We therefore have an exciting opportunity to re-design our priorities and approaches.

2. HOW WE WILL MEET THESE CHALLENGES

- Build community and family resilience to reduce dependency on high cost services for those who are able to, by utilising community capital, creative and sporting opportunities
- Ensure a wide range of transformational activities, which promote emotional well-being available for the most vulnerable children and young people, including those known to Specialist Children's Services
- Build a holistic early help and preventative services workforce to reduce the number of cases entering into statutory services and ensure a timely and effective step down process of cases into EHPS
- Reduce the number, similarity and duplication of external arrangements
- Provide opportunities for locality based commissioning based on local needs and innovation
- Ensure good utilisation of commissioned services including reduced waiting lists and reduced bureaucracy to access services
- Lessen performance management processes whilst maintaining confidence in the quality of the work through robust contract management
- Build upon social value and encourage the growth of micro and small organisations within Kent.
- Deliver the budget savings required and ensure all commissioned services can demonstrate value for money

3. APPROACH

This diagnostic report summarises the findings of the EHPS commissioning ‘Analyse’ phase, answering the 12 questions identified in the KCC commissioning framework.¹ It is informed by a needs analysis, stakeholder workshops and data analysis. The evidence will inform proposals for the redesign and re-commissioning of EHPS external services.

A diagram of the Analyse Phase methodology is shown below:

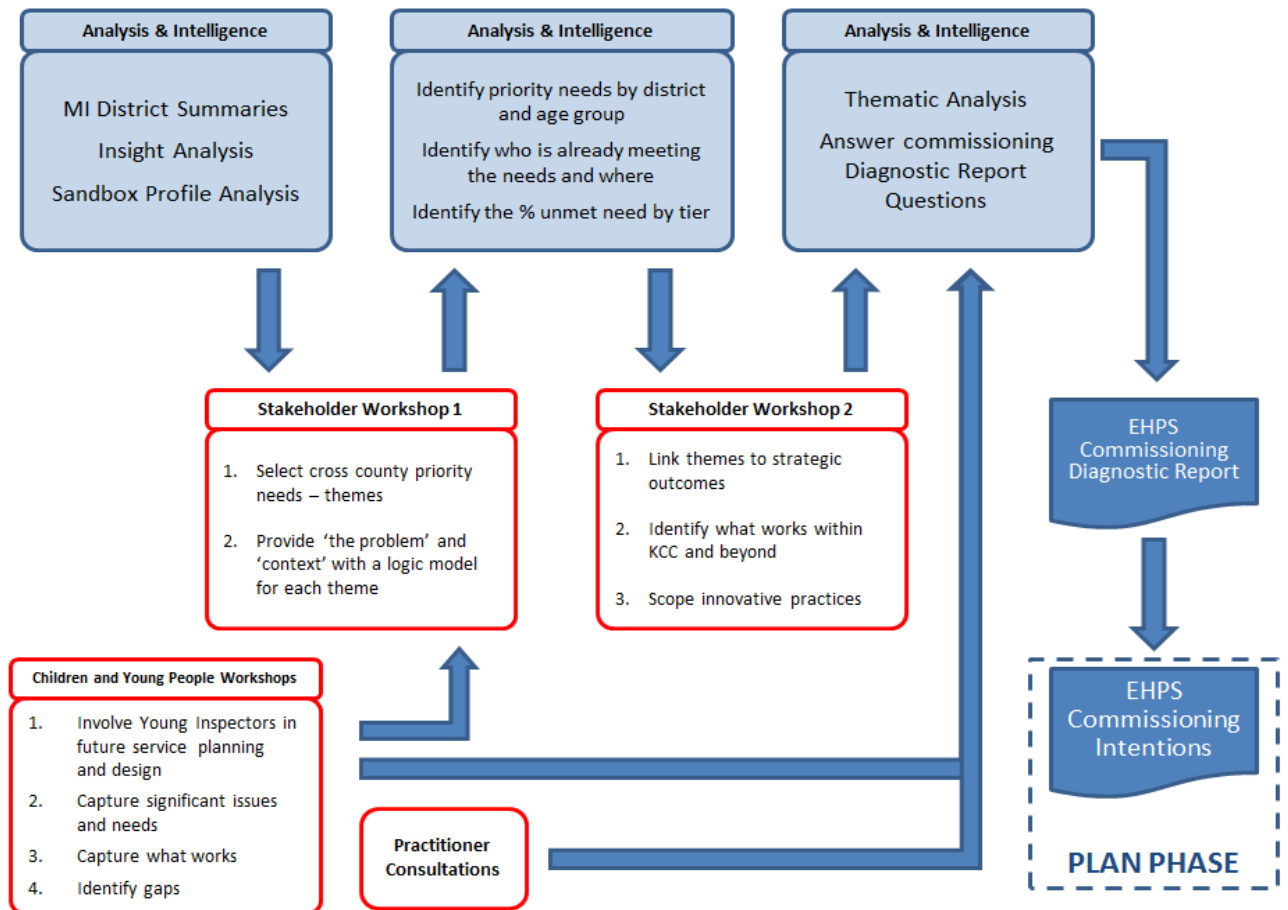


Figure 1: Analyse phase methodology

The key commissioning priorities are also informed by the views of young people and multiagency practitioners. In addition, existing performance monitoring and reviews of current services has provided crucial insight that supports the proposals outlined.

¹ Questions have been extracted Kent County Council (2015) A commissioning framework for Kent County Council: Delivering better outcomes for Kent residents through improved commissioning

4. A brief summary of the diagnostic findings

i. A large proportion of the overall need is concentrated in specific communities

- Many high risk groups are concentrated within specific deprived communities. Analysis shows that many of these children and young people are known to more than one agency and often come from the same families;
- These specific communities are known and the population groups (as defined by Mosaic) L, M, N and O make up 22% of Kent's population. These groups often have multiple needs which result in a disproportionate demand on preventative and specialist services;
- The households of these communities tend to be in some housing estates as well as lower cost privately rented areas. However, some families are more transient but they have in common financial stress, low pay or unemployment, poorer health, limited qualifications and areas of crime; and
- Some schools, academies and other settings have greater proportions of their children and young people coming from these families and communities.

ii. The key issue raised is the need to address emotional health and well-being

- Key characteristics (in no particular order) are behavioural difficulties, education / development issues (including school non-attendance), poor relationships within families, parenting issues, domestic abuse (including child perpetrators), housing and financial issues and substance misuse;
- A large number of families are affected by two or more of these factors with some comorbidity well evidenced (e.g. the "Toxic Trio" of domestic abuse, mental ill health and substance misuse);
- A holistic approach to identify underlying / causal factors, not only the presenting symptomatic problems is key to improving outcomes; and
- Some parental factors (including substance misuse, mental illness or other disabilities can lead to children and young people becoming Young Carers.

These findings are consistent with a whole family approach to working with children, young people and their families

iii There is support for better utilising localised family and community capacity in the wider preventative agenda – especially:

- Community assets such as people, places and organisations like clubs, arts, culture and sport;
- Social enterprises, the wider Voluntary and Community Sector (VCS) and local businesses (particularly to remove any perceived stigma attached to statutory services; and
- Engaging users in the provision of services e.g. expanding the use of volunteers and mentors within services, or enabling children to mentor at school.

This finding supports the current direction of travel in transformation to enable the role of communities in creating positive outcomes and by using local knowledge to inform local solutions. It suggests that local, smaller scale resources offering social value be considered in the commissioning of external services, such as through a localised commissioning approach.

iv. An integrated evaluation approach should be undertaken to measure performance and ensure success

- Aligning the performance evaluation of services is critical to ensure that KCC can identify the impact and compare impact of EHPS services.
- The development of an integrated evaluation framework would strengthen this approach.

5. KEY COMMISSIONING PRIORITIES

As a result of the analyse phase the following **three key priorities** have been identified. These collective priorities provide the platform for future commissioning.

1. Emotional Health and well-being

Key concern

Emotional health and well-being is a significant factor in demand for EHPS and in the needs of many children and young people.
Parental low level mental health issues can be a factor in contributing to poor well-being in children/young people.

Key outcomes

Improved resilience and wellbeing
Reduced mental health and behavioural problems
Lower demand for specialist CAMHS

What is required?

Focused Family emotional wellbeing support to children, young people and their families who are experiencing early signs of emotional and mental health difficulties, at additional and intensive levels with delivery also through Universal settings. such as schools*.

Increased ability to manage EHWB demand through additional support on Universal settings*

* Kent Emotional Health and Well-being Strategy

2. Family support & Parenting

(incl. troubled families, vulnerable young people and NEETs)

Key concern

Vulnerable CYP can have a range of poor outcomes, are in families with complex problems, including generational or long term unemployment, who are concentrated in deprived communities.

Identifying and addressing 'causal' factors, not only presenting 'symptomatic' problems, is central to improving outcomes.

Key outcomes

Improved outcomes of family members, incl. parenting skills to manage challenging behaviours, in more complex and vulnerable families

Improved outcomes for vulnerable/disadvantaged young people
Improved early childhood outcomes in Kent's more deprived areas

What is required?

Additional and intensive services for vulnerable adolescents to address a range of risk factors, incl. NEET, positive relationships, family conflict, risk-taking, & CSE

Intensive whole family approaches for more complex circumstances, including domestic violence and abuse, crisis intervention, bereavement, and other support to enable greater family resilience.

3. Young Carers and Youth Services

Key concern

Young carers are more vulnerable to a range of poor outcomes, including in areas of education, friendship and emotional well-being
Adolescence is a critical developmental stage with a range of complex personal and social needs. Young people can become isolated, have low aspiration, have a range of poor outcomes and often live in deprived communities/areas.

Key outcomes

Young carers and disadvantaged young people experience opportunities and are motivated to achieve positive adult independence and well-being.
Children and young people can access or are supported to access opportunities for social and educational development that assists improved engagement in education and training, health, resilience, emotional well-being and social skills

What is required?

Identify, assess, and provide holistic support to young carers
Open access support for young carers to reduce isolation, to make friendships, and improve skills/capabilities
An excellent Youth Offer across all districts that provides opportunities for a wide range of young people and targetted work within universal settings to ensure that support is provided at the earliest possible opportunity to address any emerging difficulties and prevent escalation of problems
Targetted reach to vulnerable young people and communities in the context of young people's lives which may be highly mobile and digital to ensure reach to rural and urban deprived areas, children in care or other at-risk adolescents

**Early Help & Preventative Services
(EHPS) Commissioning
Analyse Phase: Diagnostic Report
July 2015**

Diagnostic Report

1. Introduction

This diagnostic report summarises the findings of the EHPS commissioning 'Analyse' phase, answering the 12 questions identified in the KCC commissioning framework.² It includes needs analysis, stakeholder workshops and data analysis. The evidence will inform proposals for what should be achieved through the commissioning exercise, documented within the EHPS Commissioning Intentions document.

The report has been jointly completed by the Strategic Business Development & Intelligence Division and the EHPS Commissioning Division in conjunction with the Director for EHPS. A wide range of staff from Public Health and services for children and young people have been involved in developing this report.

2. Background

Early Help means intervening as soon as possible to tackle emerging problems (focusing on needs not symptoms). It is about ensuring that every child and young person from pre-birth to age 19 (and their family) who need Early Help services receive them in an effective and timely way. This will contribute to safeguarding, health, educational, social and emotional needs being met. Early Help reflects the widespread recognition that it is better to identify and deal with problems earlier rather than respond when difficulties have emerged, when intervention can be less effective and often more expensive.

As part of the wider KCC transformation, EHPS is also undergoing transformation. EHPS hold approximately 150 contractual and grant arrangements with external providers to deliver services to children, young people and their families. These contracts are currently being aligned as far as possible to end in March 2016 with the intention of reshaping the offer in line with the revised EHPS restructure and proposed new ways of working, as outlined in 'A commissioning framework for Kent County Council'.

KCC has re-designed EHPS to provide additional support in open access settings and Early Help Units providing intensive targeted casework.

Within the internal offer, one of the key principles is that open access will be used to help children and families improve their life chances and within the units there will be an 80/20 split whereby staff working in the Units will spend 80% of their time on targeted casework and 20% of their time delivering open access services, whilst staff working in open access will spend 80% of their time here and 20% of their time on light touch targeted work.

- In the new EH Unit model, one Early Help practitioner is working with families from end to end. Other members of the EH Unit who have good knowledge of the family,

² Questions have been extracted Kent County Council (2015) A commissioning framework for Kent County Council: Delivering better outcomes for Kent residents through improved commissioning

provide support where needed and cover during periods of leave. The model allows practitioners to draw upon the expertise of their colleagues so that, where appropriate, they can work on a 1:1 basis with families, addressing the range of presenting issues. This means families benefit from building a relationship with one practitioner and can rely on consistency throughout their intervention.

- The redesign of EHPS is inextricably linked with the activity taking place in the 0-25 Unified Programme.
- The new structure will support the step up/step down process. The new way of working for EHPS is also critical to the 0-25 Unified Programme and its objectives, as the 80/20 split and early intervention measures will support a reduction in the number of cases that become critical and need to be managed by SCS.

Local government contributes the largest proportion of public funds on late intervention in Kent (approximately £151 million - almost the same amount as other public sector services combined). The most significant areas of late intervention spend in Kent are youth economic inactivity (including those young people Not in Education, Employment or Training (NEETs), Child Protection and safeguarding, and crime and anti-social behaviour; it is widely acknowledged that savings can be made through early intervention.

Practitioners and stakeholders identified other agency resources were meeting the needs of children and young people. This included District Councils, Public Health, the VCS, the police and the private sector. The sum total of this investment is not known.

There are a number of other services that tackle – or will tackle - similar issues and outcomes, in addition to KCC (at universal, additional and intensive levels). An example is the imminent re-commissioning of the School Nursing service and support for vulnerable adolescents or school based provision for emotional wellbeing. The challenges are to achieve the following:

- Delivery of the KCC and EHPS Strategic Outcomes and improve educational, health and safeguarding outcomes for children, young people and families
- To build a holistic early help and preventative services workforce to reduce the number of cases entering into statutory services and speed up the step down process of cases into EHPS
- To ensure as few professionals as possible are involved with a family
- To reduce the number, similarity and duplication of external arrangements
- To provide opportunities for locality based commissioning
- To ensure timely access to support, good utilisation of commissioned services and reduction in waiting lists

- To reduce bureaucracy and unnecessary performance management processes whilst maintaining confidence in the quality of the work through robust contract management
- To build upon social value and encourage the growth of micro and small organisations within Kent
- To build community and family resilience to reduce dependency on high cost services for those who are able to, by utilising community capital, peer based models and creative and sporting opportunities
- To deliver the budget savings required

3. Approach to 'Analyse' Phase

A diagram of the Analyse Phase methodology is shown below:

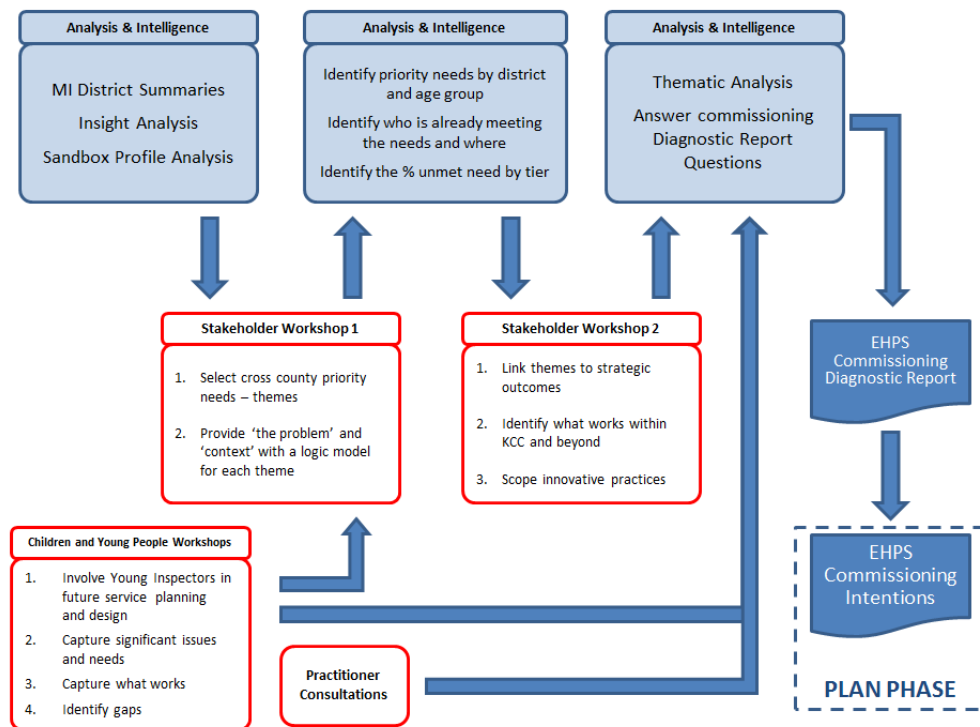


Figure 2: Analyse phase methodology

Consultation with in-house Early Help teams, external service providers, partners, stakeholders and service users underpins every stage of the commissioning cycle. It is an important two-way process whereby feedback is sought and considered in order to inform the development of commissioning intentions. As the process progresses there will be continued checking back to ensure proposals are robust and will address identified needs. This will also ensure that partners and stakeholders have clarity about the Early Help commissioned offer and expectations can be managed effectively.

The stakeholder analysis comprised of:

- Children and young people workshops aimed to better understand their needs and the issues that concern them.
- Workshop 1 identified and prioritised the local perception of need at District level and where EHPs external arrangements need to focus.
- Within the priority themes highlighted from workshop 1, workshop 2 identified the supporting outcomes which would ultimately be improved, gave examples of successful programmes and models and suggested new innovative models.
- Separate Practitioner Consultations, aimed at internal Early Help teams and voluntary sector service providers, identified service gaps across Kent.

4. Budget Scoping

The total net budget for Early Help and Preventative Services is £29,010.5. This budget includes youth offending, troubled families, attendance and inclusion, children's centres, youth hubs and Early Help Intensive support.

The following contracts are in scope to this commissioning programme

- Troubled Families contracts (Family Intervention Project (FIP) and FIP light)
- Youth contracts
- Not in Education, Employment, or Training (NEET) participation contract
- Specialist and targeted Early Intervention contracts and grants.

For these contracts, the current 15/16 budget is set out below³.

Budget	Contracts
£3,881,526.82	Early Intervention and Prevention
£1,105,001.00	NEET Participation
£1,434,709.79	Youth
£,1,543442.00	Troubled Families
£7,964,679.61	Total

Table 1: Current EHPS commissioning 15/16 budget

KCC's Medium Term Financial Plan (MTFP, March 2015) is clear: whilst KCC made £350 million of savings between 2011-12 and 2014-15, there is the need to make further savings of a proportionate magnitude over the next 3 years. The 2016/17 commissioning budget is yet to be finalised; it is anticipated that savings will be made.

Commissioning arrangements are currently in place with the Youth Justice element of EHPS. Scoping is due to start to agree milestones and interdependencies for re-commissioning.

Whilst Troubled Families (TF), FIP workers and FIP light contracts are in scope, a number of TF contracts and grants will continue outside this process.

As Children's Centre re-commissioning is part of the wider Transformation agenda, work to scope the vision and approach will begin from September 2015 with a view to re-commissioning from April 2017. This will align with the renewal of the Health Visitor contract.

³ Early Help & Preventative Services (EHPS) Commissioning re-design - Update to the 0-25 Portfolio Board

5. Diagnostic report question summaries

A summary of the Analyse Phase analysis and findings, answering the 12 questions identified in the KCC commissioning framework is shown below:

5.1 *What are the challenges we are seeking to address?*

The Public Sector is facing significant financial challenges and it is critical that KCC focuses its resources to ensure that our most vulnerable children, young people and their families are identified and supported as early as possible to prevent escalation into more complex and costly health and social care problems.

Whilst efficiencies are required we have seen changing patterns of referrals in the last year originating largely from Universal settings especially GPs and Schools. There are emerging requirements to offer an appropriate and effective service to those families who need it whilst recognising that EHPS is not a blue light service and that Universal services need to be supported to play a part in managing demand and early identification.

At the same time, EHPS play an important part in the support and recovery of children, young people and families who have experienced adverse situations or have needed to be within statutory social care provision but are ready to move on with their lives with support.

As our existing external offer does not sufficiently enable us to meet the challenges that face us and we are coming to the end of our existing arrangements we have an exciting opportunity to re-design our priorities and approaches.

5.2 *What are the needs of our residents and / or service users and how are these likely to change?*

The detailed needs and numbers analysis is shown in section 6. A summary is given below:

- EHPS externally commissioned services mandate is specific to 0-25 year olds.
- National research shows that deprivation in childhood has significant short and longer term impact, particularly in the areas of Health and Education.⁴ The EHPS users with a greater likelihood of need live in deprived areas within Kent.⁵
- The top characteristics and reasons for Early Help Notifications (EHN) are the same in every District:
- One or more members of the household with (Tier 2) emotional and / or mental health needs
- Significant behavioural difficulties

⁴ <http://www.cpag.org.uk/content/impact-poverty> Last accessed 09 June 2015.

⁵ Segmentation and profile analysis, KCC Business Intelligence, 2015

- Significant non-attendance at school

Residents can experience disadvantage on the grounds of age, gender, disability, race, religion or belief, sexual orientation. Each group may have particular and / or greater needs from EHPS externally commissioned services. Some examples of this are: on average, girls have better educational outcomes than boys at 16; people with disabilities are more likely to live in poverty and experience problems with housing; and Lesbian, Gay, Bisexual and Transgender (LGBT) people are more likely to experience poorer treatment from public services and bullying, hate crime and homelessness,

By the end of primary school, pupils receiving free school meals are estimated to be almost three terms behind their peers. By age 14, this gap grows to over five terms.

5.3 *What are practitioners and service users telling us?*

Common themes raised by practitioners, stakeholders and service users were support for mental ill-health and a whole family approach.

Thematic analysis from stakeholder workshops emphasised the need to facilitate greater engagement with the community by working with service users, families, facilities and local organisations (i.e. open access services such as businesses, voluntary sector and community groups such as sports and arts).

Children and young people identified the following issues: Mental Health, policing and the need to feel safe, advertising and marketing of services, improvement of public transport and bullying.

5.4 *What other resources are being used to tackle similar issues and outcomes?*

The following examples are currently being explored as part of an alignment strategy with EHPS.

- Emotional Health and Mental Health services delivered through Schools, KCC, CCGs and Public Health.
- Public Health services such as Health Visitors, Family Nurse Partnerships, School Nursing, Substance misuse and Teenage Pregnancy support.
- District Councils support for Young People, anti-social behaviour, housing and community safety.
- Supporting People support for homeless young people
- Partnership investment in Domestic Abuse.
- Work with Arts and Culture organisations to enhance traditional offers of support.

5.5 *What is driving demand for these services and what is our evidence for this?*

Demand expressed by EHPS notifications, comes from a number of different organisations but these are predominantly submitted by schools (43%), KCC Services,

including adult's and children's social care, (24.5%) and Health (19.5%). The numbers of Early Help Notifications (EHNs) from September 2014 to March 2015 totalled 4146.

5.6 How is demand for these services likely to change and what will be the impact?

Recent analysis as part of the 0-25 Transformation Programme has demonstrated that demand in EHPS varies month on month and over time. This creates some difficulty for accurately predicting the demand for a range of services, the flow between internal and external provision and how cases are allocated.

The projected increase in the population (approximately 9% over 10 years) could potentially lead to an increase in demand for EHPS commissioned services; what this looks like in the short-medium term is not known.

A number of other contributing factors, both internal and external to KCC, could also drive a change in demand e.g. the shift in schools provision, changes to funding availability in Clinical Commissioning Groups (CCGs) and Public Health and the ability of VCS to continue despite funding cuts.

5.7 How effective are the services currently being delivered and what is the current cost?

Currently there are a range of internal and external EHPS services. Across some tiers and age groups there is evidence of clustering of external services (within additional and intensive for ages 5 – 25). Following the creation of an EHPS directorate and subsequent transformation activity, performance scorecards and targets have been set. Early indicators show a wide reach and improvements in focused work achieving good outcomes. A comprehensive evaluation of this work is planned..

For the EHPS external offer; based upon the original contracts awarded to these services, performance has been either 'good' or 'acceptable', however the impact of these services has been harder to measure. It is essential that systems are in place to measure the impact of both internal and external services in the future.

5.8 What is the state of the current market and how is this likely to change?

Over the last three years some providers have started to work more collaboratively and in partnership and may be well placed to meet new procurement challenges and models such as larger contracts or consortium arrangements with a greater range of partners involved. However, there are still a range of micro and small organisations that have yet to respond effectively to the changing landscape and have the potential to be put at risk through the lack of infrastructure and experience of competing for larger scale contracts. Any commissioning intentions will need to reflect both the need for efficient procurement and localised opportunities to sustain and build upon the current good practice undertaken by the micro and small VCS providers. While some providers are well placed, others (micro and small VCS in particular) have yet to respond effectively. Local research has shown that over 5 a year period smaller VCS organisations were at increased risk of ceasing to exist.

5.9 How can we join up resources and activities with other partners to maximise our impact?

The EHPS commissioning approach comprises joined up working with other partners through several different mechanisms, including: local District-level commissioning, local funding streams, engaging with Public Health and cross partnership bodies. Stakeholders recommended that local, District level commissioning would best facilitate engagement with local communities e.g. service users, universal services, social enterprises, the wider voluntary and community sector and local businesses.

5.10 What are the outcomes we are seeking to achieve through this new commissioning exercise?

EHPS commissioned services aims support the KCC strategic outcome - Children and young people in Kent get the best start in life.

Service specific outcomes will be determined within the service specifications

5.11 What will success look like?

The EHPS Three Year Plan sets out the key performance targets and indicators for 2015-18. These support the key outcomes set out in this document. Other indicators of success will be:

- Increased family resilience
- Narrowing the gap in attainment
- Development of social value and the growth of micro and small organisations
- Meeting budget / efficiency targets

In order to evaluate the impact and effectiveness of EHPS and provider success in the future, appropriate analysis frameworks and measures must be developed at 'Plan' stage and implemented.

6. Detailed needs and numbers analysis

This section provides detailed needs and numbers analysis, specifically:

- Deprivation
- Children in education
- NEETs
- Presenting and underlying needs
- The toxic trio
- Equality and diversity
- Young carers
- The community perspective
- Demand for services

6.1 Deprivation

National research⁶ illustrates that children from poorer backgrounds are disadvantaged in many areas. These include – but are not limited to – lower birth weight, more likely to live in bad housing, lower educational attainment and social isolation due to poverty.

The Indices of Multiple Deprivation covers a broad range of issues and refer to unmet needs caused by a lack of resource of all kinds, not just financial. The most deprived areas are usually defined as those areas that are among the 10% most deprived. 98% of all of the most deprived areas in England are urban areas, although this is not the case in Kent for some rural areas e.g. Swale and Shepway. See Figure 3 for the Kent Deprivation Scores at lower super output level.

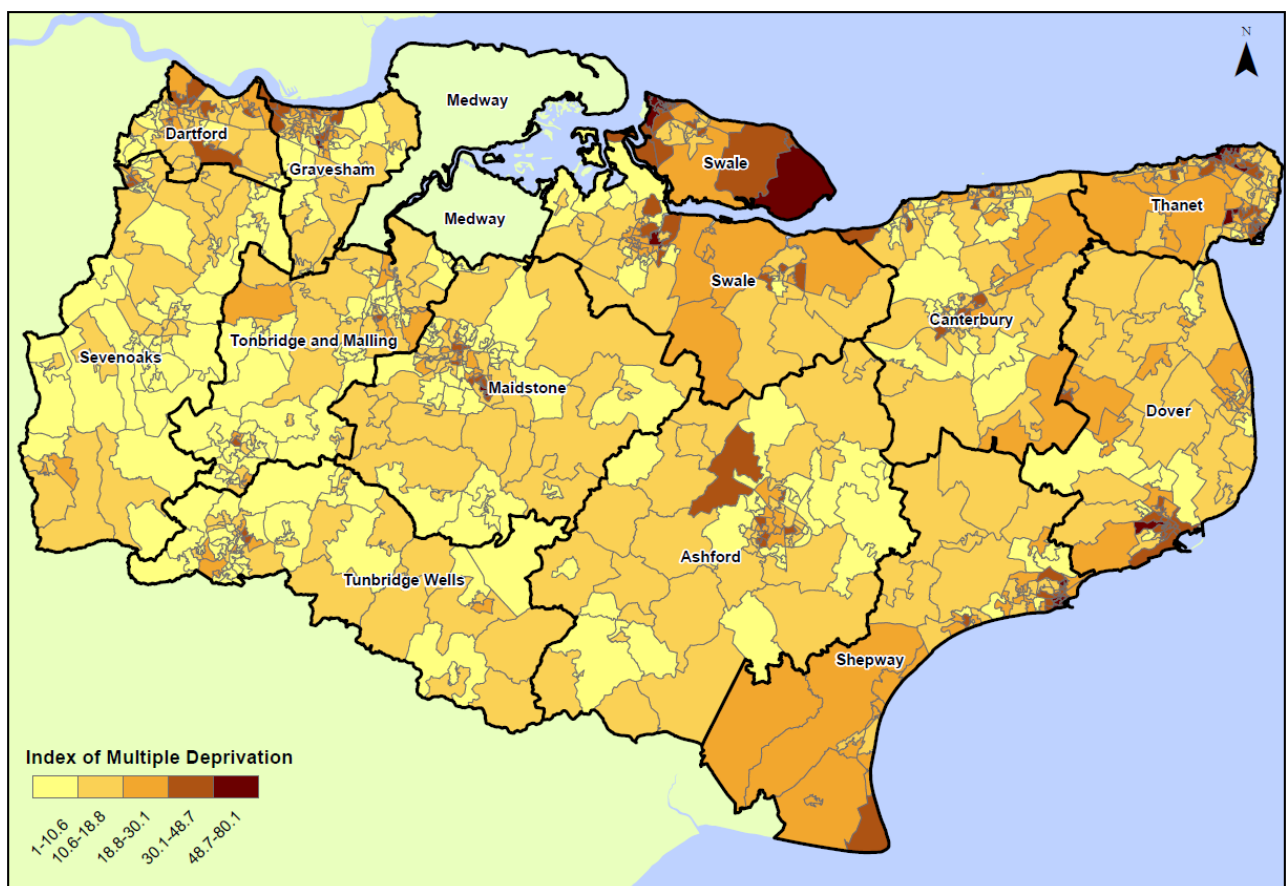


Figure 3: Kent Deprivation Scores at lower super output level (IMD 2010)

In Kent, there are pockets of deprivation usually focused around urban areas. In general, Tonbridge and Malling, Sevenoaks, Maidstone and Tunbridge Wells have much lower levels of deprivation than the rest of Kent. The highest levels are wards in Thanet, Swale and Shepway.

⁶ <http://www.cpag.org.uk/content/impact-poverty> Last accessed 09 June 2015.

Mosaic is a classification system to profile the characteristics of the UK population and classify households as belonging to one of 66 types, which fall into a broader range of 15 groups. These types and groups describe the residents of a household in terms of their typical demographics, behaviours, lifestyle characteristics and attitudes.

Previous studies⁷ have highlighted 4 Mosaic Groups, L, M, N and O, as those that are overrepresented in many high risk groups such as social services referrals, EHNs, youth offending, NEETs etc. The Mosaic system provides the location of families that fall into these groups which can therefore be used as a way of predicting the communities and universal source settings from which notifications, referrals and higher risk individuals are more likely to come in the future.

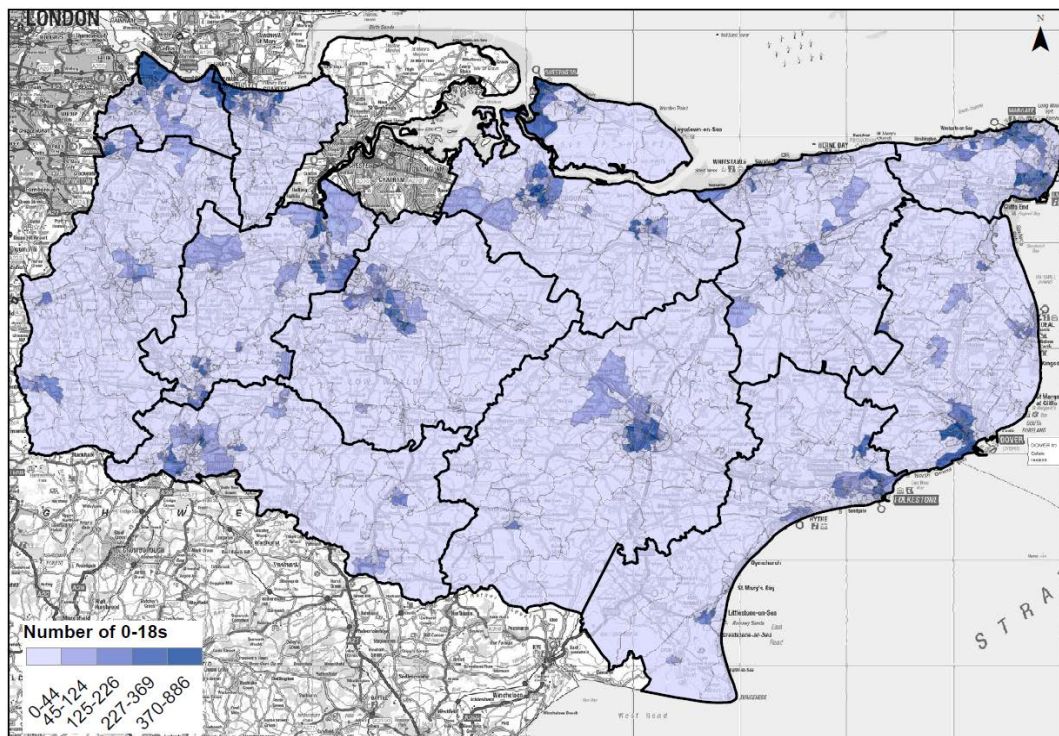


Figure 4: Location of 0-18 year olds in Kent belonging to Mosaic Groups L, M, N and O

Although these groups have different characteristics, they are usually found in urban areas and social housing (or privately rented) estates in city suburbs. These families are the least affluent of the Mosaic Groups and are facing an array of issues. These families make up 22% of the population of Kent. Group profiles can be found in Appendix 2: Mosaic L, M, N, O profile summaries.

Analysis has shown some schools, academies and other settings have greater proportions of their children and young people coming from these families and communities.⁸

⁷ Business Intelligence (2014/2015) *Troubled Families – A Mosaic Profile of Families and Outcome, An Analysis of Young People not in Education, Employment or Training, Domestic Abuse Notifications, Insight Report for Children’s Centres*

⁸ Business Intelligence (2015) *Vulnerable Children and Young People – Key Stage 4 (GCSE) Attainment*

6.2 Children in Education

The information in this section sets out a detailed breakdown of the characteristics of children in education in Kent, therefore identifying their needs.

Kent has a school population of 221, 902.⁹ The key characteristics of this population are displayed below for both primary and secondary schools:¹⁰

	Primary school	Secondary school
Total number of pupils in Kent schools	113,449	98545
Educational Psychology referral	1077	302
Troubled Family	923	1402
SCS referral	4558	3117
Looked After Children	410	459
Child Protection Plan in place	406	188
Child in Need	1579	1069
Youth Offending	0	344
Permanent exclusion	33	138
More than one fixed term exclusion	479	4185
Children Missing Education referral	290	203
Elective Home Education referral	99	140
Physical SEN	6790	3546
Behavioural SEN	4354	4203
Between 85%-90% attendance	6538	6912
Less than 85% attendance	3518	4544
Free school meals	14976	9325

Table 2: Characteristics of pupils in schools in Kent

⁹ KCC (2015) School Census (EY directorate, Information and Intelligence as of January 2015)

¹⁰ Kent County Council (2015) Figures provided by Business Intelligence – based on matched data (not whole population)

According to Department for Education statistics, by the end of primary school, pupils receiving free school meals are estimated to be almost three terms behind their more affluent peers. By 14, this gap grows to over five terms. By 16, children receiving free school meals achieve 1.7 grades lower at GCSE.¹¹ See Figure 6 below for the characteristics of children eligible for free school meals in Kent.¹⁰

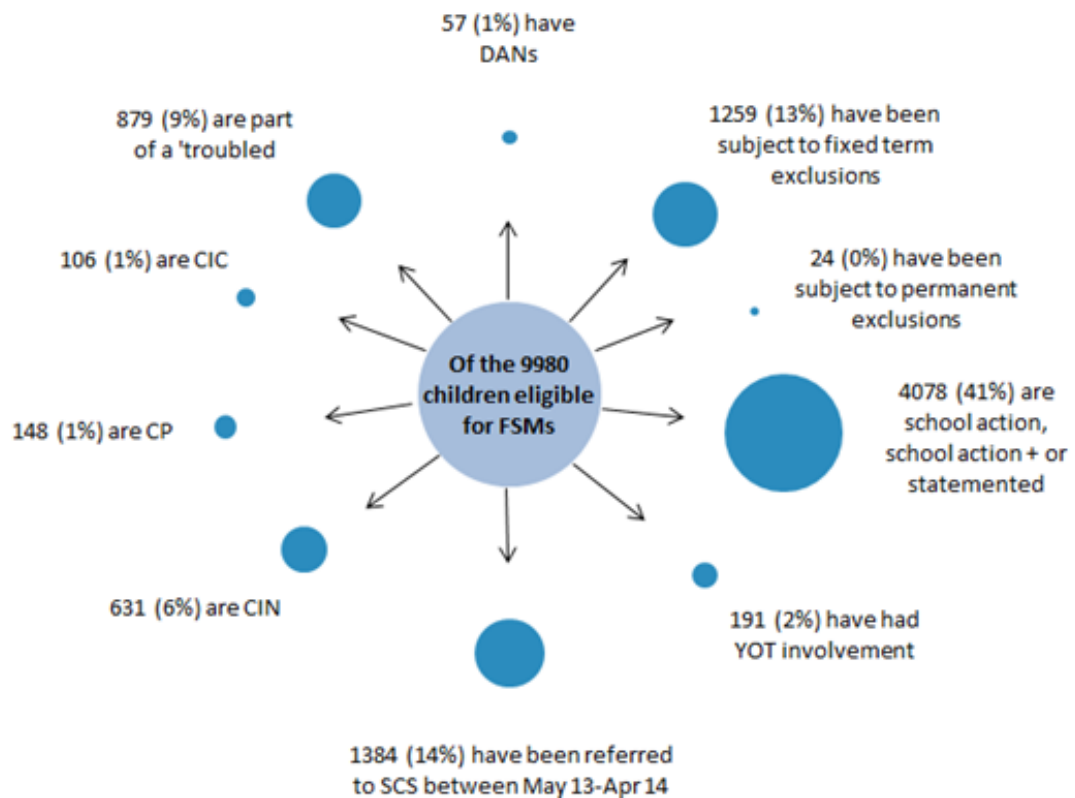


Figure 5: Characteristics of children eligible for Free School Meals (FSM)

¹¹ <http://www.cpag.org.uk/content/impact-poverty> Last accessed 09 June 2015.

Of the total Kent school population, around 2.8% (more than 6,500) are children and young people subject to a Statement of Special Educational Needs (SEN). The distribution of stated pupils across Kent Districts¹⁰ is shown below.

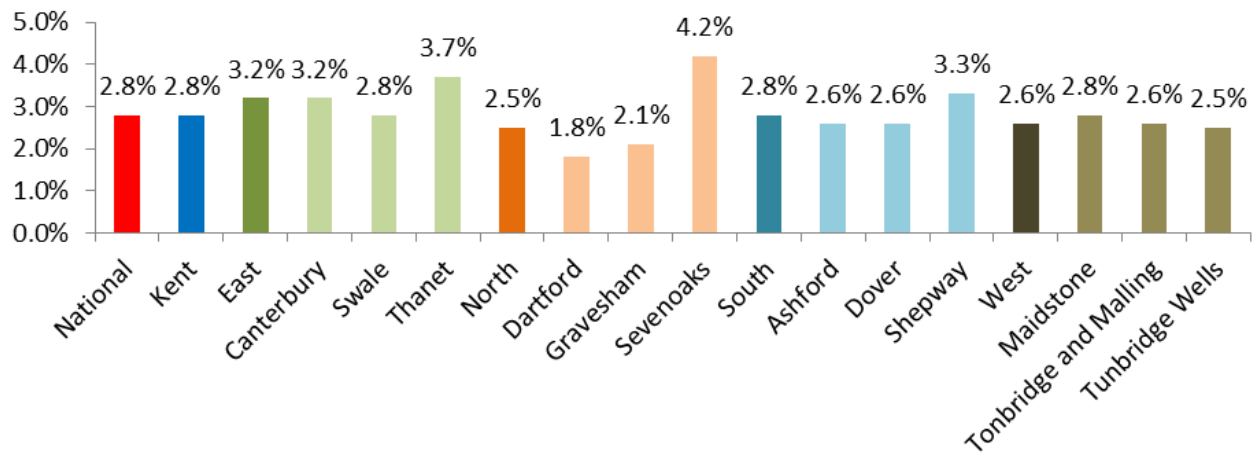


Figure 6: Statements of SEN across Kent

There are a number of additional factors which affect children with SEN (not only those stated).¹⁰ These include:

- 5% are part of a Troubled Family
- 9% have been subject to fixed term exclusions
- 17% are eligible for free school meals
- 2% are looked after children
- 1% have a Child Protection Plan
- 5% are Child in Need
- 7% have been referred to SCS between May 2013 and April 2014

6.3 NEETs

NEETs are one of the largest proportionate late intervention spending areas in KCC and England and Wales and are disproportionately from low income families with multiple challenges.¹²

A contributing factor to NEETs is exclusion from primary and secondary school.

Factors	Primary school %		Secondary school %	
	Pupils excluded (658 total)	Pupils not excluded	Pupils excluded (6,757 total)	Pupils not excluded
Male	91	51	73	50
Educational Psychology referral	17	1	2	0
Troubled Family	11	0	16	0
SCS referral	20	4	13	3
Looked After Children	4	0	3	0
Child Protection Plan in place	3	0	1	0
Child in Need	9	0	6	1
Youth Offending	0.5	0	7	0
Children Missing Education referral	2	0	2	0
Elective Home Education referral	1	0	2	0
Physical SEN	9	6	6	4
Behavioural SEN	73	4	28	4
Between 85%-90% attendance	11	6	11	6
Less than 85% attendance	19	3	16	3
Free school meals	47	13	22	8

Table 3: Factors related to pupils at school excluded (fixed or permanent) / not excluded

Research has shown that the cost of being NEET between the ages of 16 to 18 is estimated to be around £56,000 in public finance costs and £104,000 in resource costs (lost labour market potential), over the working lifetime of each person who has been NEET at this age.¹³

¹² Business Intelligence (2015) *Vulnerable Children and Young People- Fixed and Permanent Exclusions*

¹³ Coles, B., Godfrey, C., Keung, A., Parrott, S., Bradshaw, J. (2010) *Estimating the lifetime cost of NEET: 16-18 year olds not in Education, Employment or Training* University of York

6.4 Presenting and underlying needs

The Kent Family Support Framework (KFSF) is the structure through which families requiring intensive support come to the attention of Early Help services through to assessment, planning and review. It incorporates the Early Help notification form by which any service or individual identifies a child of concern to KCC. It was launched in September 2014, replacing the Common Assessment Framework (CAF).

Top reasons for notification are the same in every District (although the order may change). These are significant behavioural difficulties, one or more member of the household with (tier 2) emotional and/or mental health needs and significant non-attendance at school.

Other key underlying factors include: Education / development issues, poor relationships within families, domestic violence, parenting issues and housing / financial issues. By examining cases and identifying the underlying issues the driving demand for services could be explored further.

When examining the KFSF alongside additional case notes, a further 84% of factors were noted compared to the KFSF alone (in Tonbridge and Malling). This suggests that a number of underlying needs are not being identified at the referral stage.

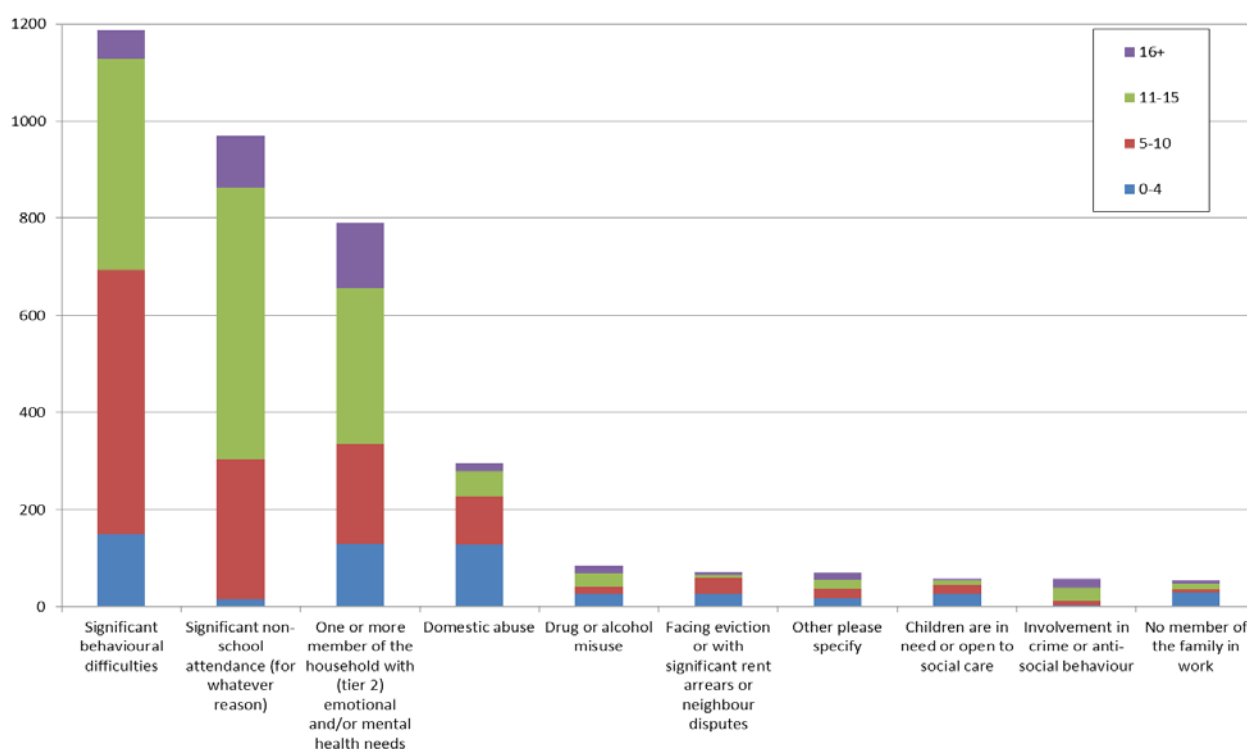


Figure 7: Early Help Notifications - Primary issues by age range

Analysis of external services referrals demonstrates that the presenting issue can often mask the underlying cause, requiring external providers to undertake further assessment to identify the underlying cause. This is not reflected in the EHN categories. See Appendix 3 for details.

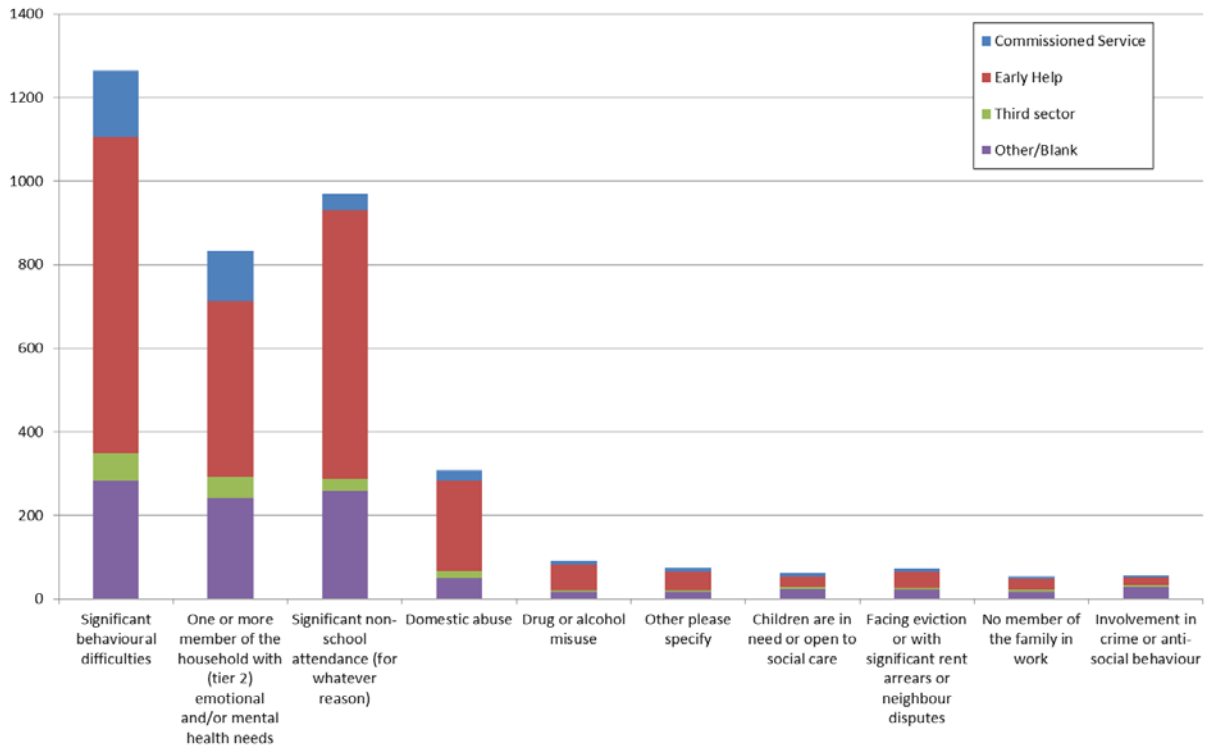


Figure 8: Early Help Notifications - Primary issues by supporting service

Tonbridge and Malling is currently delivering intensive support through the new “Early Help unit model”. 774 cases (16%) within Tonbridge and Malling (Sept 14 – April 15), were examined by accessing the KFSF and additional case notes.¹⁴ All factors affecting the child and their family were recorded. The results are shown below:

Rank	Children	Carers	Families
1	Education / Development Issues	Parenting Issues	Mental Ill-Health
2	Mental Ill-Health	Mental Ill-Health	Education / Development Issues
3	Behavioural Issues	Housing / Financial Issues	Poor Relationships
4	Poor Relationships	Domestic Violence	Behavioural Issues
5	Domestic Violence	Poor Relationships	Domestic Violence

Table 4: Ranking of factors within Tonbridge and Malling case notes

¹⁴ Work undertaken by KCC Evaluation and Review, Business Intelligence on behalf of EHPS Commissioning

In total 243 presenting KFSF family factors were recorded in Tonbridge and Malling, after examination of the case notes there were a total of 448 consolidated family factors.

The analysis highlighted the following key points:

- Mental ill-health was reported in 54% of cases
- Where there was Domestic Violence:
 - 53% of children were witnesses
 - 30% of children were perpetrators
 - 17% of children were victims
- 40% of cases had no factors recorded for the carer
- The number of Toxic Trio factors recorded increased after first contact by EHPS
- There was an overlap of recorded carer factors around
 - mental ill-health
 - housing / financial issues
 - parenting issues

Mental ill-health featured predominantly in the factors recorded. Data is available on one aspect of mental ill-health; self-harm. See below:

	Age <15	Age 15<24
Males	15	297
Females	81	583

Table 5: Number of attendances at A&E due to self-harm 2012/2013 for Kent residents

These figures show a higher rate of self-harm amongst young females than males, with females from under 15 to 24 having the highest number of attendances to A&E for self-harm.¹⁵ Self-harm has been noted as a major concern emerging from the Emotional Wellbeing Strategy.

¹⁵ Public Health Observatory, KCC

6.5 Toxic Trio

Domestic violence and abuse, parental mental ill-health, and parental substance misuse – individually or in any combination – are recognised as indications of increased risk of harm to children and young people¹⁶. The term ‘Toxic Trio’ has commonly been used to describe these three issues.

Children who have parents suffering from the Toxic Trio make up a substantial proportion of the children coming to the attention of the child protection authorities for abuse or neglect. However, it is believed that only a minority of such children come to the attention of social workers.¹⁷

Work undertaken to estimate the prevalence of these issues (based upon an extrapolation of national figures) found that in Kent, in 2014, approximately:¹⁸

- 22.1% of children (68,112) have lived with a parent who misuses alcohol (hazardous¹⁹)
- 2.5% of children (7,705) have lived with a parent who misuses alcohol (harmful²⁰)
- 8.0% of children (24,656) have lived with a parent who misuses drugs
- 5.7% of children (17,567) have been exposed to domestic violence and abuse
- 17.8% of children (54,860) have lived with a parent who has mental health problems

A large number of these children will be affected by two or more of these factors in combination.

While it is important to note that children whose parents suffer from the Toxic Trio are not automatically at risk of abuse or neglect, it is recognised that there are potentially higher risks for this group. Therefore while these numbers are not directly indicative of children at risk, it does demonstrate the large proportion that may be more vulnerable to harm as a result of the toxic trio.

The remainder of the section provides information, where available on domestic violence and abuse, parental mental ill-health, and parental substance misuse.

¹⁶ Department of Health (2013), ‘No.5: Domestic Violence and Abuse – Professional Guidance’

¹⁷ Social Care Institute for Excellence (2005) Briefing: *Parenting Capacity and Substance Misuse*

¹⁸ KCC (2015) *Needs Analysis of the ‘Toxic Trio’* Business Intelligence

¹⁹ Had a pattern of alcohol consumption that increases the risk of harmful consequences for the user or others. This is classified as exceeding 14 / 21 units weekly for females / males respectively i.e. over the NHS recommended weekly safe limits of alcohol.

²⁰ Consumption that results in consequences to physical and mental health. This is defined as exceeding a score of 16 or more on the Severity of Alcohol Dependency Questionnaire (SADQ).

6.5.1 Domestic violence and abuse

Analysis investigating the characteristics of children from families with Domestic Abuse Notifications (DANs) across Kent between 1st May 2013 and 30th April 2014²¹ found that children with DANs were much more likely to have a number of associated adverse outcomes as shown below.

Number of children with DANs = 628 Number of children in the risk model without DANs = 230935	With DANs %	Without DANs %
Troubled Family	6	1
SCS referral (May 2013 – Apr 2014)	65	4
Looked After Children	1	0
Child Protection Plan in place	3	0
Child in Need	12	2
Youth Offending	1	0
School action, school action + or statemented	30	20
Subject to permanent exclusion	1	0
Subject to fixed term exclusion	9	6
Free school meals	36	11

Table 6: Additional factors faced by children referred to SCS with DANs compared to children in the risk model without DANs

This analysis shows that, in the population sample used:

- Children from a Troubled Family are 6 times more likely to have DANs
- Children receiving free school meals are 3 times more likely to have DANs
- Children referred to SCS are 16 times more likely to have DANs
- Children subject to a Child Protection plan are 2 times more likely to have DANs

²¹ Business Intelligence (2015) *Domestic Abuse Notifications*

6.5.2 Parental mental ill-health

Parents with mental health problems may require additional support in the fulfilment of their role as parents. Their children's needs may also need to be addressed. Research and government reports have highlighted the extent of the problem:²²

- An estimated one-third to two-thirds of children whose parents have mental health problems will experience difficulties themselves. Of the 175,000 young carers identified in the 2001 census, 29% – or just over 50,000 – are estimated to care for a family member with mental health problems.
- Parental mental health is also a significant factor for children entering the care system. Childcare social workers estimate that 50–90% of parents on their caseload have mental health problems, alcohol or substance misuse issues.
- In a class of 26 primary school children, it is estimated that six or seven children are living with a mother with mental health difficulties.

The following information was available on parental mental ill-health in Kent:²³

- Parental mental ill-health was noted a specific factor in 3,127 C&F Assessments (Jan 14 – Dec 14) in SCS.
- In a one-month snapshot, mental health of the adult was noted as the primary reason for request for 23 (6%) and 2 (1%) cases for KCC EHPS (month of Sept 2014 – Oct 2014).
- 570 new mothers were referred to the Mother and Infant Mental Health Service (MIMHS) team due to having mental ill-health (Dec 13 – Nov 14).
- Maidstone, Canterbury, Swale and Thanet have the highest proportion of women of reproductive age accessing mental health services in Kent. Of these women, from 30-60% are likely to have children. Canterbury and Maidstone have the largest estimated numbers of children at risk of having a mother who accesses mental health services.

²² Social Care Institute for Excellence (2011) *Think child, think parent, think family: a guide to parental mental health and child welfare*

²³ KCC Business Intelligence (2015) *Needs Analysis of the 'Toxic Trio'*

6.5.3 Parental substance misuse

Research has indicated a number of ways in which parental substance misuse can have a negative effect on children in both the short and long term:²³

- Children of parents who misuse substances are also more likely to enter the care of relatives, who themselves may require help and support in caring for children.
- Children of parents who misuse substances may experience behavioural or psychiatric problems and are more likely to engage in substance misuse themselves.
- Parents who misuse substances may interact poorly or in an authoritarian manner with their children and may also be inconsistent and emotionally unresponsive as a result of their substance misuse.
- The lifestyle of families with a substance-misusing parent can also be characterised by chaos and a lack of routine, as well as social isolation.

The following information was available on parental substance misuse in Kent:²³

- Parental drug abuse was noted as a specific factor in 1,181 C&F Assessments (Jan 14 – Dec 14). Parental alcohol abuse was noted in 1,533 Children and Family (C&F) Assessments (Jan 14 – Dec 14).
- 1,570 drug users who live with children were in treatment in Kent (Apr 2013 – Mar 2014).
- 475 children of substance misusing parents accessed targeted early interventions in Kent (Apr 2012 – Mar 2013).
- 888 adult clients in substance misuse treatment services had some or all of their children living with them at the time of presenting to the service in Kent (Apr 2012 – Mar 2013).
- 166 also had a comorbid mental health problem (Apr 2012 – Mar 2013).

6.6 Equality and Diversity

Discrimination has a negative impact upon the health and wellbeing of individuals and groups of people. This can lead to social isolation and economic disadvantage. Commissioning Intentions will take account of the fact that Kent residents can experience disadvantage based on age, gender, disability, race, religion or belief or sexual orientation. Some examples of this are that in general, boys seem to do less well than girls in education; children and young people with parents who have a disability are more likely to require support – particularly in the case of those who receive disability benefits.

6.6.1 *Age and Gender*

51.1% of the total population of Kent is female and 48.9% is male.²⁴ Nationally on average, girls have better educational outcomes than boys at 16. Out of every 100 pupils, girls have median achievement ranked between 8 and 12 places higher than the median achievement for boys (depending on which nation is examined). Reflecting these results, women are more likely to go on to higher education than men, and are more likely to achieve good (first or upper second class) degrees. More women now have higher education qualifications than men in every age group up to age 44, and fewer have no or only low qualifications, reversing the pattern in older generations.²⁵

Kent has a greater proportion of young people aged 5-19 years and people aged 45+ years than the national average.

6.6.2 *Disability*

Disabled people experience disadvantage in many aspects of daily life. Research has shown that, compared with non-disabled people, disabled people are:²⁶

- More likely to live in poverty – the income of disabled people is, on average, less than half of that earned by non-disabled people;
- Less likely to have educational qualifications – disabled people are more likely to have no educational qualifications;
- More likely to be economically inactive – only one in two disabled people of working age are currently in employment, compared with four out of five non-disabled people;
- More likely to experience problems with hate crime or harassment – a quarter of all disabled people say that they have experienced hate crime or harassment, and this number rises to 47% of people with mental health conditions;

²⁴ Business Intelligence Statistical Bulletin: 2011 Census: Cultural diversity in Kent

²⁵ Government Equalities Office (2010) *An Anatomy of Economic Inequality in the UK – Summary Report of the National Equality Panel*

²⁶ DWP (2005) *Improving the life chances of disabled people : Final Report*

- More likely to experience problems with housing – nine out of ten families with disabled children have problems with their housing; and
- More likely to experience problems with transport – the issue given most often by disabled people as their biggest challenge.

The figure below shows the gender breakdown of disability claimants aged 0-15. Overall disability benefits are claimed for 3.8% of the population aged 0-15 accounting for 10.0% of the total number of disability benefit claimants.

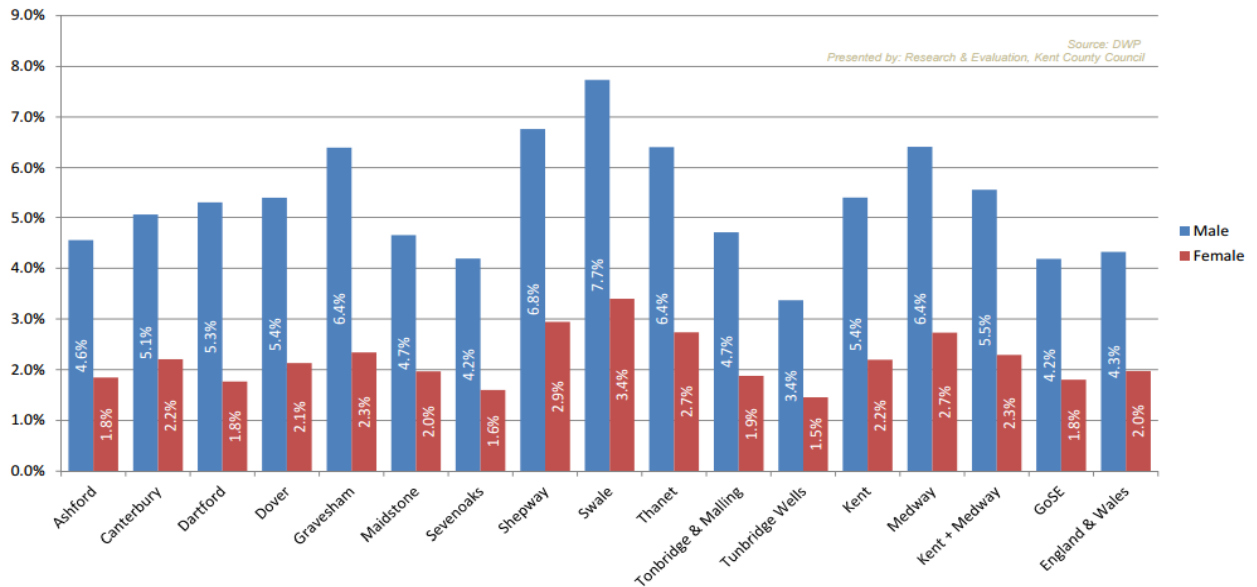


Figure 9: Disability benefit claimants aged 0-15 by Gender²⁷

Males have at least twice as many claims for disability benefits than females in the 0-15 age group, in Kent 72.1% of claimants aged 0-15 are male. This age group would only be eligible for Disability Living Allowance. A higher proportion of both males (5.5%) and females (2.2%) aged 0-15 in Kent are claiming disability benefits than is seen nationally. Swale District has the highest number of claimants in the county with Disability Living Allowance being claimed for 1,580 young people aged 15 and under. 7.7% of males and 3.4% females aged 0-15 living in Swale claim benefit.

²⁷ Source: DWP (Presented in Business Intelligence Statistical Bulletin: Disability in Kent December 2014)

6.6.3 Race, Religion or Belief

Race, religion or belief has a known impact on school and later employment.

National research has shown that some minority ethnic groups that start with test scores well below the national average improve their relative position between ages 7 and 16. At 16, however, Pakistani, Black African and Black Caribbean boys in England have median results well below the national figure for all pupils. Other groups have results well above the national average. A tenth of Chinese girls have results in the top 1 per cent overall. Children recorded as having Traveller or Gypsy backgrounds have assessments that fall further behind during the school years, resulting in much worse results at age 16 than others. This gap appears to have widened in recent years. Those from minority ethnic groups with GCSE results around or below the national median are much more likely to go on to higher education than White British pupils with similar results. Black and Pakistani/Bangladeshi students are less likely to go to more prestigious universities or to get higher class degrees.

The 2011 Census indicates that:²⁸

- 93.7% of all Kent residents are of White ethnic origin – this includes those who are White British, as well as other identities such as Irish, Eastern European origin etc. Kent also has Gypsy, Roma and Traveller populations greater than national average;
- 6.3% of Kent residents are classified as Black or Minority Ethnic (BME). This proportion is lower than the national average for England (14.6%), although has risen from the previous census and is anticipated to rise over time;
- Gravesham has the highest proportion of residents from a BME group at 17.2% which is higher than national and regional proportions. Dartford has the second highest BME population (12.6%), Canterbury is third with 10,525 residents (7.0%). The Kent average is 6.3% - Dover has the lowest proportion with 3.32%;
- Almost three quarters of Kent residents follow a religion. The majority – 62.5% of people - are Christian which is a higher proportion than the national figure (59.4%) and the regional figure (59.7%);
- The next largest religion in Kent is Muslim with 0.95% of the total population. A large proportion - 26.75% of the population claimed to have no religion; and
- Gravesham has the highest proportion of Muslims with 1.9% of the population. However the Sikh religion accounts for the second largest proportion of Gravesham residents with 7.6%.

²⁸ Business Intelligence Statistical Bulletin: 2011 Census: Cultural diversity in Kent

6.6.4 Sexual orientation

National research indicates that: Lesbian, Gay, Bisexual and Transgender (LGBT) people:

- Expect poorer treatment from public services including social housing, criminal justice and health services.
- Have experienced homophobic bullying (65% of LGBT young people. Seven in ten feel this has an impact on their work, and half have skipped school as a result.
- Have experienced a homophobic hate crime in the last three years.
- Are more likely to be at risk of homelessness when young because of bullying at school, and rejection from the family home. In addition, half of young LGBT women under the age of 20 have self-harmed in the last year. ^{29,30,31,32}

6.7 Young Carers

Following the implementation of the Care Act in April 2016, local authorities are required to assess whether young carers within their area have support needs and, if so, what those needs are. The right to an assessment of need for support extends to all young carers under the age of 18, regardless of whom they care for, what type of care they provide and how often they provide it.

National research has shown the following:³³

- Latest census statistics reveal there are 166,363 young carers in England, compared to around 139,000 in 2001. This is likely to be an underrepresentation of the true picture as many remain under the radar of professionals.
- One in 12 young carers is caring for more than 15 hours per week. Around one in 20 misses school because of their caring responsibilities.
- Young carers are 1.5 times more likely than their peers to be from black, Asian or minority ethnic communities, and are twice as likely to not speak English as their first language.
- Young carers are 1.5 times more likely than their peers to have a special educational need or a disability.
- The average annual income for families with a young carer is £5000 less than families who do not have a young carer.

²⁹ Stonewall (2008) *Serves you right: Lesbian and Gay people's expectations of discrimination*

³⁰ Stonewall (2007) *The school report: The experiences of young gay people in Britain's schools*

³¹ Stonewall (2013) *The Gay British Crime Survey 2013*

³² Stonewall (2008) *Prescription for change: Lesbian and bisexual women's health check 2008*

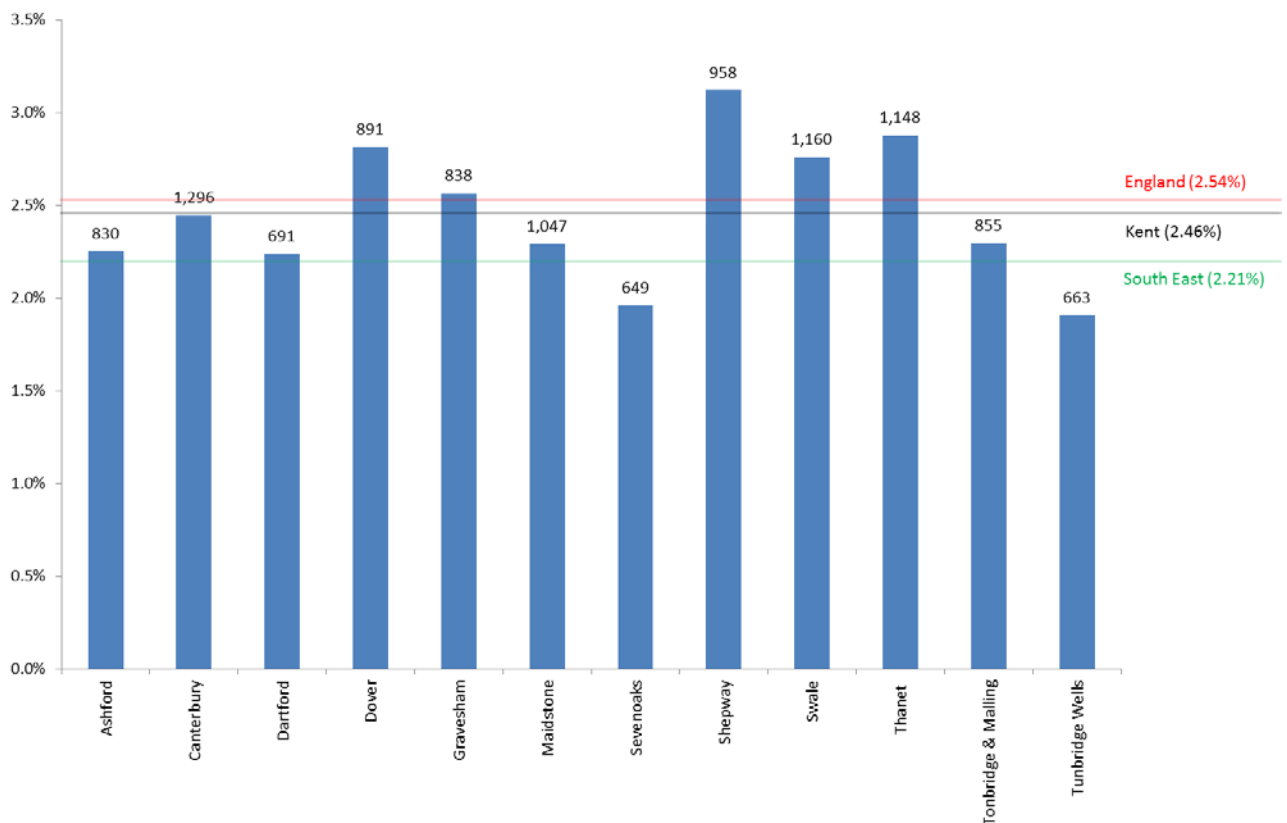
³³ The Children's Society (2013) *Hidden from view: The experiences of young carers in England*

- There is no strong evidence that young carers are more likely than their peers to come into contact with support agencies, despite government recognition that this needs to happen;
- Young carers have significantly lower educational attainment at GCSE level, the equivalent to nine grades lower overall than their peers e.g. the difference between nine Bs and nine Cs.
- Young carers are more likely than the national average to be not in education, employment or training (NEET) between the ages of 16 and 19.

In Kent, the following information is available on young carers:

Locality	Total persons aged 0-24	Provides Unpaid Care			
		1-19 hrs	20-49 hrs	50< hrs	>0 hrs
England	16,307,596	310,024	59,104	44,651	413,779
South East	2,611,139	44,802	7,244	5,587	57,633
Kent	448,284	8,290	1,494	1,242	11,026

Number of young carers in England, South East and Kent³⁴



Number of young carers in Districts in Kent³⁴

³⁴ Source: 2011 Census, table LC3304EW, Office for National Statistics

Kent has proportionally less young carers than England and proportionally more young carers than the South East. However, all of the figures are likely to be an under representation of the true value.

6.8 Capturing the views of Young People

6.8.1 User engagement

Engagement with 28,737 young people in Kent, as part of the Kent Youth County Council (KYCC) election, identified the following issues of concern to young people:

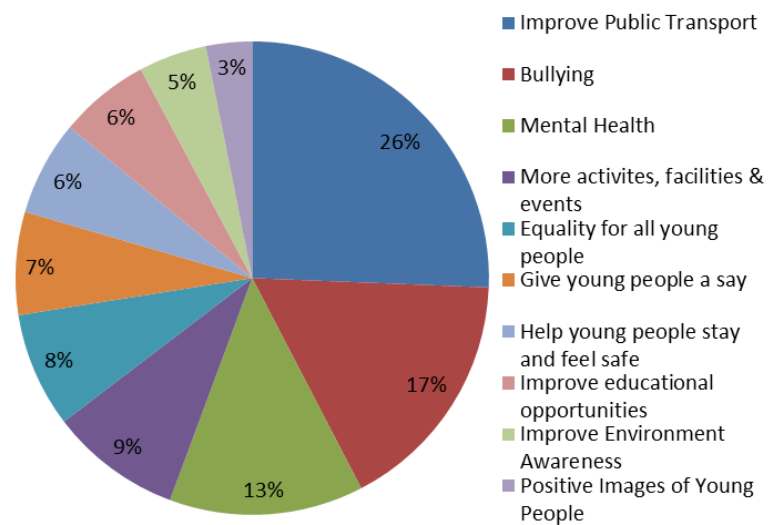


Figure 10: KYCC campaign results

At a separate children’s and young people’s workshop, participants were asked to identify the most important needs and issues, which are reflected below³⁵:

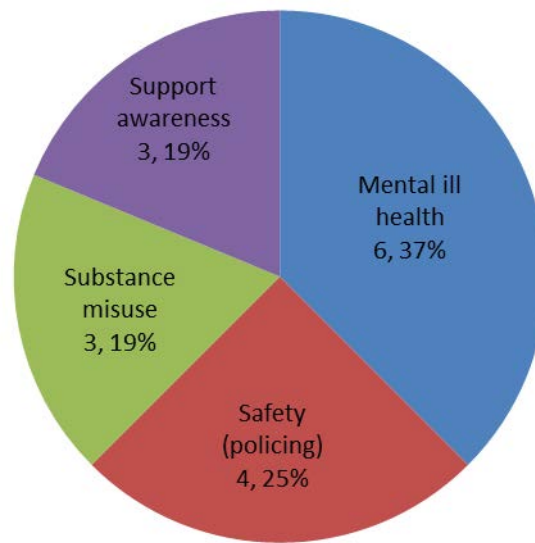


Figure 11: Workshop results

6.8.2 Practitioner consultations

Staff consultation events were held in order to identify service gaps across Kent. The key themes and number of responses are given below:

Number of responses	Identified service gaps
8	Emotional / Mental Health and Wellbeing
6	Whole family approach / support
4	Needs-based approaches and intelligent use of data
3	Family trauma
3	Domestic Abuse
2	Special educational needs
2	Parenting support
2	Resources
2	Education and attendance
2	Pre-CAF flexible support
1	SLC
1	Gambling support
1	Child sexual abuse
1	Consistency of approach
1	Links to VCS / Community
1	Aspiration
1	Step down / Exit strategies

Figure 12: Staff consultations identified areas of need

³⁵ For a complete summary please refer to the supplementary report: EHPS Commissioning, KCC (May 2015) Early Help & Preventative Services (EHPS) *Commissioning intentions consultation with children and young people – summary of consultation event*.

6.8.3 Practitioner and stakeholder workshops

At workshop 1 the following were identified: key themes of need, how much of this need is unmet and which tier and age range it was applicable to (see table below):

Category	Sum of Rank	Rank	Average Unmet Need (%)	Tier (if provided)	Pre birth to 5	5 to 11	11 to 16	Preparing for life (16+)	Carer	Crosscutting
Emotional & Mental Health	53	32%	42	1,2,3,4						✓
Domestic Abuse	23	14%	48	1,2,3						✓
Family Skills	21	13%	46	1,2,3,4						✓
Housing & Financial	15	9%	38	1,2					✓	
Substance Misuse	13	8%	41	1,2						✓
Special Educational Needs	13	8%	38	2,3						✓
NEETs: Educational Attendance & Attainment	9	5%	28	1	✓	✓	✓			
NEETs: Youth Education & Employment	7	4%	35	1,2,3,4				✓		
Behaviour	4	2%	65	2,3						✓
Early Development	3	2%	40	2,3	✓					
Youth Offending	2	1%	25			✓	✓	✓		
Obesity	1	1%	50		✓	✓				
Worklessness	1	1%	40						✓	

Figure 13: Workshop 1 Identified areas of need by tier and age group (based on existing knowledge supported by data and information)³⁶

For a complete summary of Workshop 1 and 2 outputs please refer to the supplementary report: Business Intelligence, KCC (May 2015) EHPS Commissioning, Analyse Phase: Diagnostic Report, Technical Appendix.

6.8.4 Thematic analysis

Workshop 2 intended to identify common requirements/values which it would be important for commissioned services to hold. The thematic analysis below was carried out on the recorded outputs from Workshop 2. These were widely grouped into the following six categories based upon commonalities in the themes recorded:

- Approaches – the theoretical or value-based grounding upon which the services should be based;
- Engagement – the characteristics and practicalities of services' work with families;
- Location – the environments in which the interactions between practitioners and families should take place;
- Skills – the common skills required in order to effectively perform the services;
- Collaborative working – the partners or relationships required in order for services to function effectively; and
- Information – the requirements around information and intelligence utilised, collected and evaluated.

³⁶ 'Carer' applies to the parent or a young carer.

As each group in the workshop gave their thoughts on one specific issue, a number of individual/more nuanced requirements were gathered around each of these issues. These issue specific requirements are recorded in 'Appendix 5: Thematic analysis'. The diagram below shows the key common workshop themes provided by category.

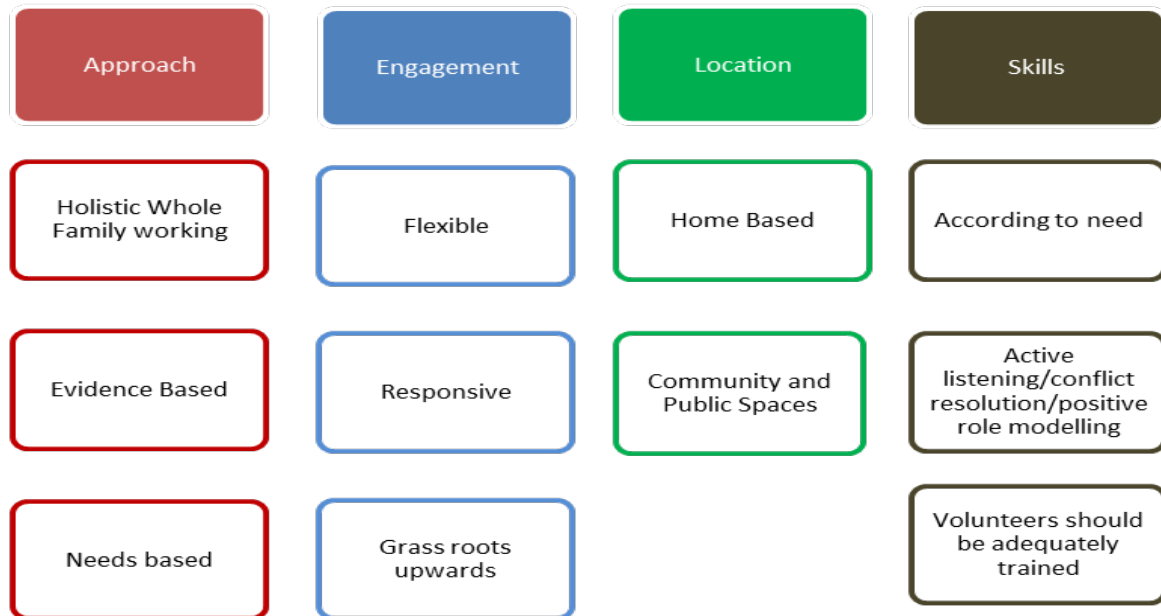


Figure 14: Workshop themes

6.8.5 Other recommendations:

- Where there are fixed-length engagements with families this is considered a weakness -
- Flexibility in plans to allow for both focused and long term engagement is desirable.
- There should be no waiting lists.
- Families who had benefited from a programme could champion the service and in turn, volunteer themselves in order to reach more of the community.
- Information should be shared with partners; in turn information available to partners should be made available via the secure information sharing network. It is important to use the same shared database, along with other EHPS workers.
- The collection of comparable data sets across services should be implemented in order to assess which are the most cost-efficient and effective.
- Local knowledge/experience from practitioners should be systematically collected (one group suggested during supervision). This should be fed back along with other performance data.

7.8 Demand for services

7.8.1 *What is driving demand for these services and what is our evidence for this?*

Requests for EHPS can be investigated by analysing the source of notifications received. See below:

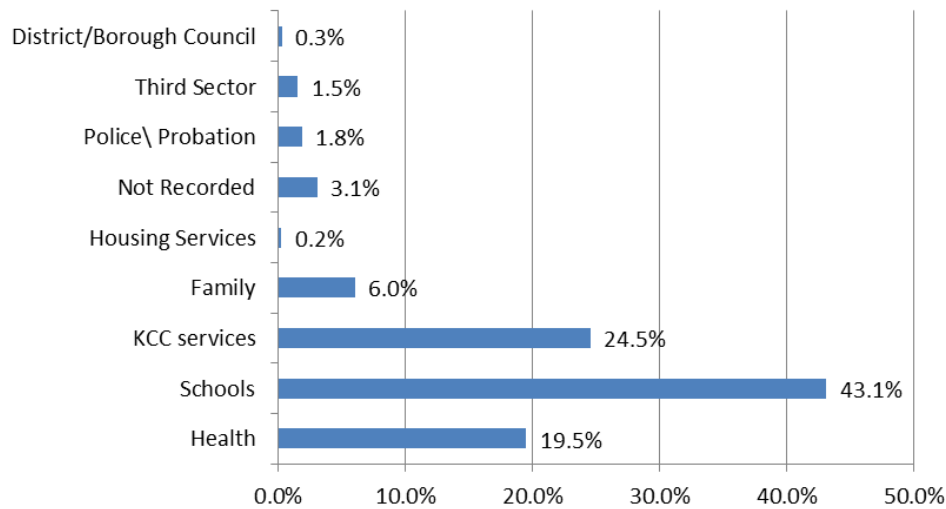


Figure 15: EHPS Notifications by Organisation Type – September 2014 to March 2015³⁷

Over 87% of EHPS notifications are from three sources - Health, KCC Services and Schools.

A large proportion of demand for EHPS services is originating from schools (43.1% of all EHPS notifications in total).

The figure below breaks down the sources of notifications from 'KCC services' further. The majority of notifications (12.3% of the total number of notifications received) are made by Children's or Adult's Social Care.

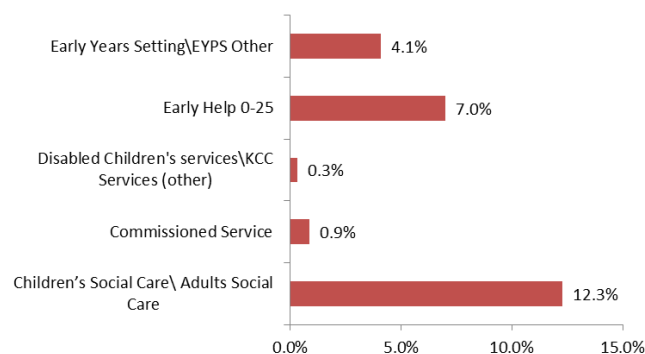


Figure 16: EHPS Notifications by KCC Services (as a percentage of the total number of notifications received by EHPS) – September 2014 to March 2015³⁸

³⁷ Information provided by the Management Information Team, Education and Young People's Services, KCC

The figure below breaks down the sources of notifications from ‘health services’ further. The largest proportion of EHPS notifications is from community health (15.4% of the total number of notifications received by EHPS). CAHMS and Acute trusts together contribute less than 5% of total EHPS notifications.

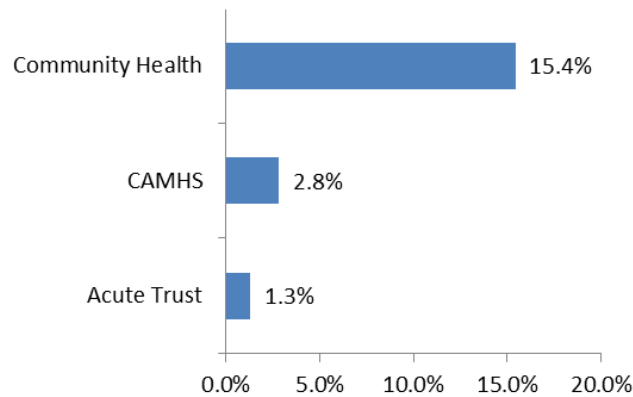


Figure 17: EHPS Notifications by Health Services (as a percentage of the total number of notifications received by EHPS) – September 2014 to March 2015³⁸

6.7 How is demand for these services likely to change and what will be the impact?

There are about 5000 open cases of children and young people currently being supported by EHPS. The average case duration is about 12 weeks and currently 69% cases are closed to KCC with a positive outcome. In about 10% of cases, the needs of the child or young person require the protection of statutory intervention and are “Stepped up” to SCS.

Recent analysis as part of the 0-25 Transformation Programme has demonstrated that demand in EHPS is uncertain and varies month on month and over time.

The population data, based upon the 2011 Census information, provides the latest estimate of population growth in Kent (approximately 9% over 10 years). The projected increase in the population could potentially lead to an increase in demand for EHPS commissioned services. See below:

³⁸ Information provided by the Management Information Team, Education and Young People’s Services, KCC

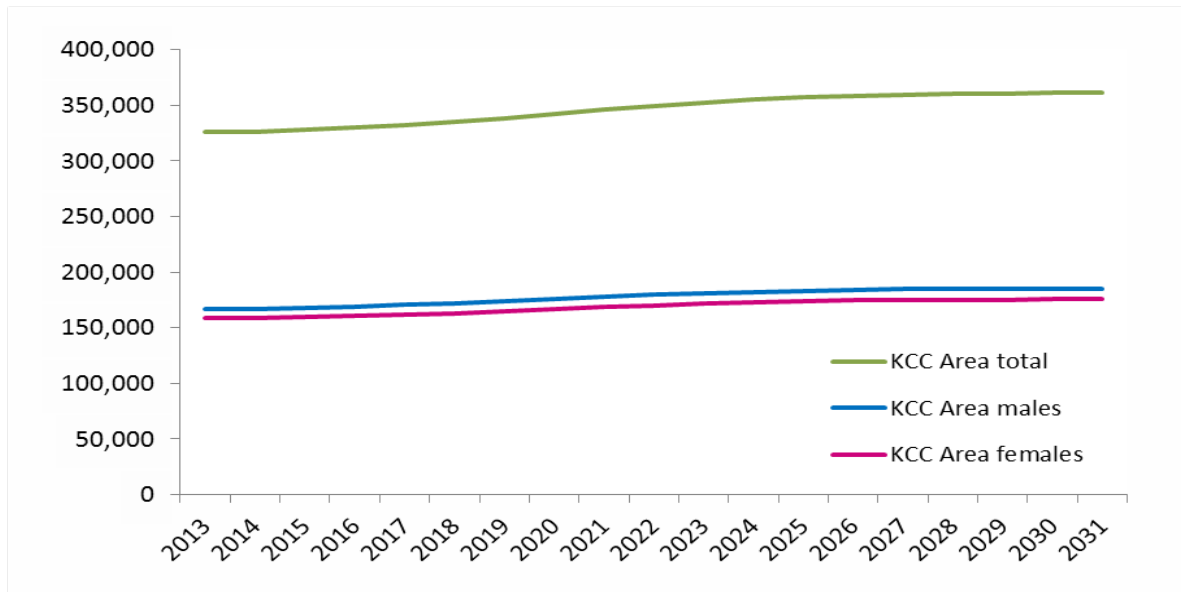


Figure 18: KCC area forecast population aged 0-17³⁹

Year	Males	Females	Total
2015	168,200	159,600	327,800
2025	183,300	173,700	357,000
Change	15,100	14,100	29,200
% change	9.0%	8.8%	8.9%

Forecast change in population aged 0-17 in KCC area, 2015 - 2025³⁹

It is expected that demand for these services will increase in the short term as the offer is made available to new and existing users.

In the medium term if EHPS commissioned services are successful in reaching user's outcomes, including preventing relapse, there will be less demand. In the long term, if services continue to be effective, behaviour will change – meeting the long term strategic outcomes – and demand will decrease further. See below:

³⁹ KCC Strategy Forecast (October 2014), Business Intelligence, Research & Evaluation, Kent County Council

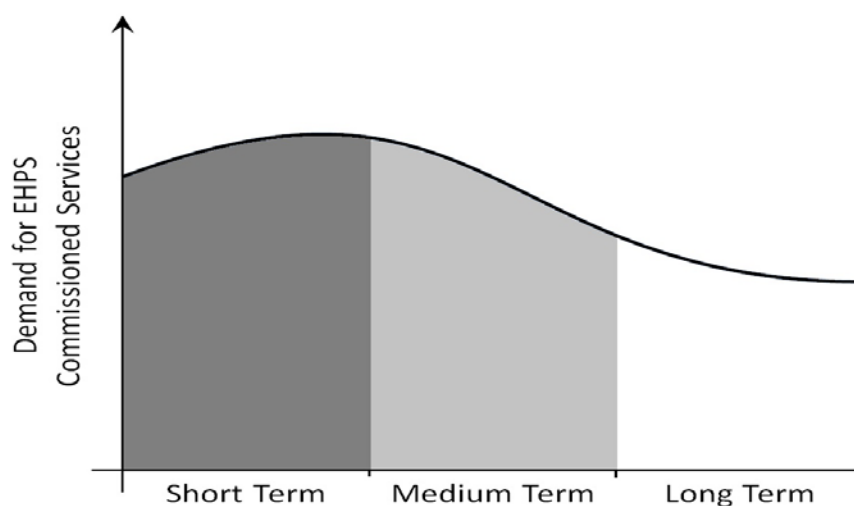


Figure 19: EHPS commissioned services demand

As the new way of working within the EHPS Division is further embedded it is possible that the drivers of demand will change. This change could be influenced by:

- Governance (and partnership working) e.g. the expansion of the pupil premium is designed to “address inequality by giving every school and teacher the resources they need to help their most disadvantaged pupils, allowing them the freedom to respond appropriately to individual circumstances”.⁴⁰
- More effective identification of ‘need’ due to underlying causes, rather than symptoms, through better and more accurate assessment of children, young people and families (e.g. underlying mental ill-health or domestic abuse).
- The earlier identification and addressing of ‘need’ in order to prevent escalation and the demand for more intensive intervention and SCS.
- The effectiveness of EHPS in facilitating step downs from SCS. As step downs increase, the demand for EHPS will increase accordingly.
- The forthcoming Emotional Health and Wellbeing Strategy, which seeks to focus on the groundwork needed to envision and establish a ‘whole-system’ of support for children, young people and young adults experiencing emotional and mental health difficulties. The strategy acknowledges that individual commissioned services cannot meet all of the needs and will draw together and focus the efforts of a wide range of agencies.

⁴⁰ Department for Education (2015) *2010 to 2015 government policy: education of disadvantaged children* <https://www.gov.uk/government/publications/2010-to-2015-government-policy-education-of-disadvantaged-children/2010-to-2015-government-policy-education-of-disadvantaged-children#appendix-2-pupil-premium>

7. Current Activities: In-house, externally commissioned and others

7.1 Effectiveness and cost

Currently there are a range of internal and external EHPS services. Across some tiers and age groups there is evidence of clustering of external services (within additional and intensive for ages 5 – 25).

For the EHPS external offer; based upon the original contracts awarded to these services, performance has been either 'good' or 'acceptable'. It is recommended that for future EHPS commissioned services outcome focused, impact evaluations, where appropriate, are conducted which feed into an overarching evaluation framework.

Individual 'costs to service' are available for some commissioned services, but not all of those within scope. Due to the recent changes as a result of transformation there has been a short term negative impact on performance which has begun to improve.

The internal and commissioned services currently being offered by EHPS are shown below.

17 - 25	Early Help Open Access		Early Help Units*		
11 - 16					
5 - 11					
0 - 5					
Parent / Carer					
	Tier 1	Tier 2	Tier 3	Tier 4	
	Universal	Additional	Intensive	Specialist	

Figure 20: EHPS internal services

17 - 25	Youth Work (Commissioned Services)			
11 - 16		Positive Relationships		
5 - 11	Young Carers	Adolescent Support Service*		
0 - 5	Children's Centres (Commissioned Services)	Young Healthy Minds		
Parent / Carer	Parenting	Integrated Family Support Service*		Domestic Abuse
	Tier 1	Tier 2	Tier 3	Tier 4
	Universal	Additional	Intensive	Specialist

Figure 21: EHPS commissioned services

The following can be derived from the figures above:

- The EHPS internal services, open access support and case holding units and specialist interventions, (post transformation) provide a broad coverage of tiers and ages;
- A large range of internal and commissioned EHPS services are currently available;

For the services shown below, when available, the lead organisation, average duration, average unit cost and waiting list are shown.

Service	Average Duration	Average Unit Cost
Children's Centres (Commissioned Services)	Not Available	
Youth Work (Commissioned Services)		
Adolescent Support Services	29 weeks	£1,111
Family Mediation	6 weeks	£578.14
Family Intervention Projects, Integrated Family Support Service, Family Support	21 Weeks	£1,322
Domestic Abuse Support	7 weeks	£430
Young Healthy Minds	Not Available	
Young Carers	ongoing	£197
Positive Relationships	15 Weeks	£717.72
Parenting programmes	12 Weeks	Varies according to Programme

Figure 22: EHPS commissioned service information

7.2 Market position

Internally EHPS is currently undergoing transformation, and the new systems, practices, and processes are bedding-in. The model requires staff to work systemically with the range of issues a family presents. This is to reduce duplication of work and to ensure as few professionals as possible are involved with a family, there of course, will be some occasions where complementary services, programmes or activities are required to assist vulnerable children and families.

Externally, over the last three years some providers have started to work more collaboratively and in partnership and may be well placed to meet new procurement challenges and models such as larger contracts or consortium arrangements with a greater range of partners involved. However, there are still a range of micro and small organisations that have yet to respond effectively to the changing landscape and have the potential to be put at risk through the lack of infrastructure and experience of competing for larger scale contracts. Any commissioning intentions will need to reflect both the need for efficient procurement and localised opportunities to sustain and build upon the current good practice undertaken by the micro and small VCS providers. While some providers are well placed, others (micro and small VCS in particular) have yet to respond effectively. Local research has shown that over 5 a year period smaller VCS organisations were at increased risk of ceasing to exist.

Early findings from a current research project focused on VCS organisations who were working with children and young people in universal and early intervention (then under the banner of reducing social exclusion) services are shown below: 41

Size	% Increased	% Decreased	% Ceased	% Merged	% Total
Micro < £10,000	5.1	35.9	56.4	2.6	16.9
Small £10,001 - £100,000	18.7	26.7	49.3	5.3	32.5
Medium £100,001 - £1m	46.5	33.8	16.9	2.8	30.7
Large £1m - £10m	67.9	25.0	0.0	7.1	12.1
Major >£10m	55.6	38.9	5.6	0.0	7.8
Total	33.8	31.2	31.2	3.9	100.0

Figure 23: VCS organisation outcomes in Kent 2008 – 2013 (this information should not be published or further cited without author consent)⁴¹

⁴¹ Alison Body, Research Associate, University of Kent

The sample is based upon tracking the trajectory of 231 organisations registered with Kent Children's Fund in 2008 (not necessarily funded by but identified as working with children in Kent).

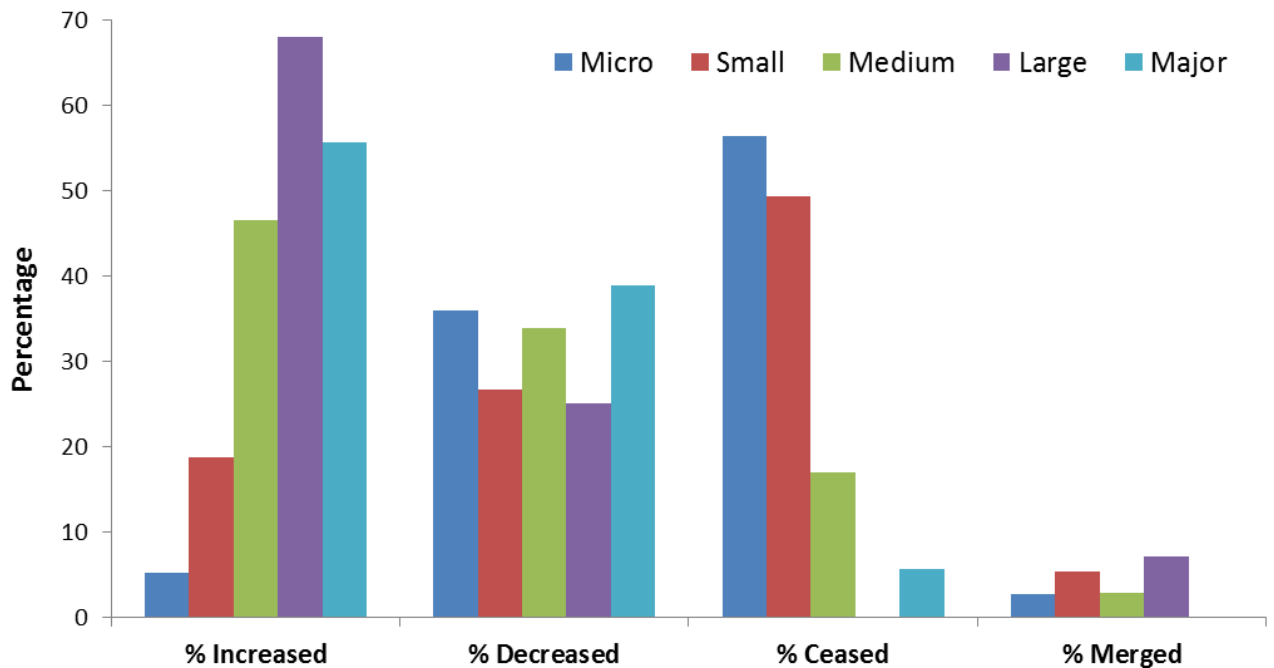


Figure 24: VCS organisation outcomes in Kent 2008 – 2013 (this information should not be published or further cited without author consent)

The findings show that there is a fairly even trend in organisations which have increased, decreased, or ceased overall. However, but when broken down to size category the figures demonstrate the increased risk to smaller organisations.

7.3 Integrating and aligning resources to maximise impact

The EHPS commissioning process is approaching joined up working with other partners through several different mechanisms in order to strengthen our offer across the key agendas of education, health and social care. By commissioning at a local District level, this will allow:

- Engagement with and encouraging the growth of small / micro businesses and the voluntary and community sector, e.g. within arts and culture.
- Increased involvement of District councils, parish councils, police, CCGs etc.
- Complementing existing funding streams to open up local funding for local innovation. For example, a local grant creating opportunities for joint funding at a local level.
- The recent integration of Public Health into local authorities provides opportunities to jointly plan and commission across EHPS and Public Health. Key discussions currently involve how to complement and align:
 - The School Nursing service for secondary schools with EHPS adolescent support
 - The Emotional Wellbeing and CAMHS model and EHPS role
 - The future of Health Visiting
- Within the Troubled Families programme and Youth work KCC and District Councils are working collaboratively to ensure that vulnerable adolescents and their families lives can be improved. This includes sharing use of buildings and delivery hubs, staff and resource to achieve the required outcomes.
- Internally linking to the appropriate cross partnership bodies will ensure that dialogue takes place around the joining up of resources and activities e.g. Kent Health and Wellbeing Board, Children's Health and Wellbeing Board, Multi-Agency Data and Information Group and Kent Safeguarding Children's Board.
- Maximising KCC's investment through commissioning, including using EHPS monies to pump prime other projects in localities and to use as joint investment in innovative programmes. In addition, it is critical to recognise that a small contribution to the VCS can often lever in greater amounts of investment of funding to the county.

7.4 Late Intervention Spend

The Early Intervention Foundation (EIF) compiled a report detailing estimates of how much the KCC public sector spends annually (2014-15) on Late Intervention affecting children and young people, based on their national model.

1Local government spends the most on late intervention (£151 million) - approximately the same amount in late intervention as the NHS, Police, Justice and Education combined.

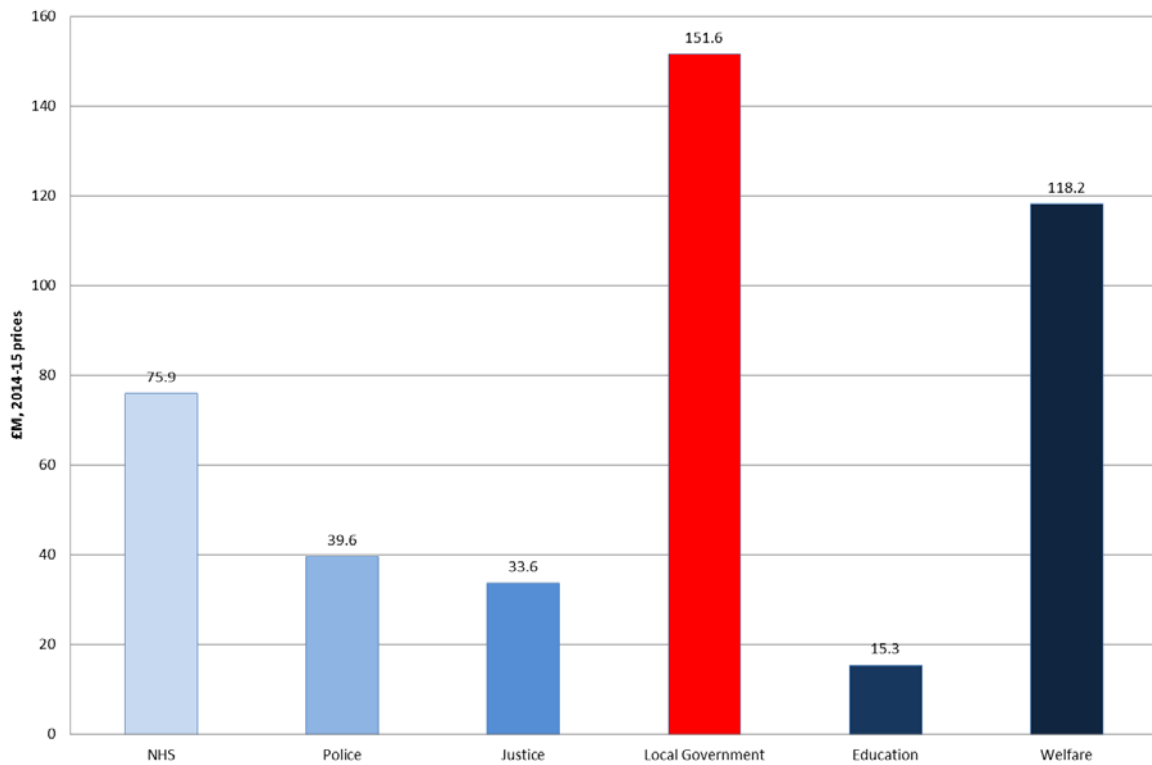


Figure 25: Late Intervention spend by organisation (£m, 2014–15 prices)⁴²

The EIF has also estimated how much of the total Kent and England and Wales budget is currently spent on a number of key outcomes for children.

⁴² Information provided by the Early Intervention Foundation, 21 May 2015

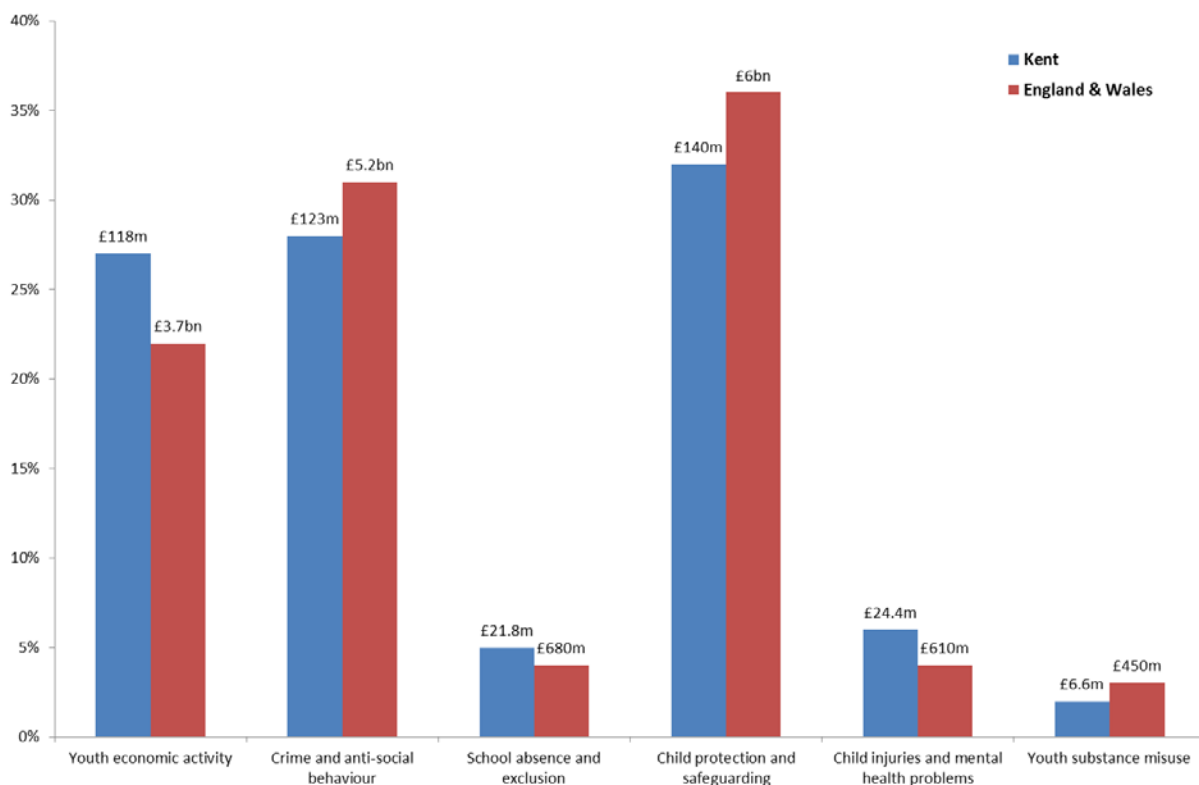


Figure 26: Late Intervention spend by outcome in Kent and England and Wales (£m, 2014–15 prices)

The most significant areas of late intervention spend in Kent are youth economic inactivity (including NEETs), child protection and safeguarding, and crime and anti-social behaviour.

It is noted that proportionally Kent spends more than England and Wales in the following areas; youth economic inactivity (including NEETs), school absence and exclusion (contributing to NEETs) and child injuries and mental health problems.

As previously shown, in Kent, the populations making up these cohorts are largely from the same population segments and related to communities of deprivation.⁴³

⁴³ KCC (2015) Children’s Risk Model (Presented by Business Intelligence)

8. Conclusions

The identification of need in the community supports and is consistent with the current approach in EHPS to adopt a whole family approach to working with children, young people and their families. The findings suggest that a partnership approach is considered in commissioning external services, such as Public Health and Adult Social Care – e.g. School Nursing, Health Visitors.

Localised community capacity and engagement can enable communities in creating positive outcomes. Local knowledge can inform local solutions. It suggests that local, smaller scale resources offering social value be considered in the commissioning of external services, such as through a localised commissioning approach.

Complexity in demand provides the motivation for externally commissioned services to be able to respond flexibly. It suggests that the approach to commissioning external services should be reviewed regularly to ensure flexibility and thus remain complementary to the new EHPS local authority delivered services including specialist children's social care services. The importance of measuring success supports the implementation of a Performance and Evaluation Framework as part of the Three Year Plan as a basis for appropriate referral, monitoring and review. The performance measures and indicators will be reflected in service outcomes once agreed in the Plan. Key Performance Indicators (KPIs) and indicators in line with such a framework be relevant to the level of service – whether universal additional, intensive or specialist .

**Early Help & Preventative Services
(EHPS) Commissioning
Analyse Phase: Glossary, References
and Appendices
July 2015**

Glossary, References and Appendices

9. Glossary of Terms

Black or Minority Ethnic / BME	The terminology normally used in the UK to describe people of non-white descent.
CAMHS	CAMHS stands for Child and Adolescent Mental Health Services. CAMHS are specialist NHS services. They offer assessment and treatment when children and young people have emotional, behavioral or mental health difficulties
Child in Need / CiN	A Child in Need is a child who is unlikely to achieve or maintain, or have the opportunity of achieving or maintaining, a reasonable standard of health or development without the provision for him/her of services by a local authority, whose health or development is likely to be significantly impaired, or further impaired, without the provision for him/her of such services or whose is a Disabled Child.
Child Protection Plan / CP	A child protection plan should assess the likelihood of the child suffering harm and look at ways that the child can be protected, decide upon short and long term aims to reduce the likelihood of harm to the child and to protect the child's welfare, clarify people's responsibilities and actions to be taken, outline ways of monitoring and evaluating progress.
Clinical Commissioning Group / CCG	Clinical Commissioning Groups (CCGs) commission most of the hospital and community NHS services in the local areas for which they are responsible. Commissioning involves deciding what services are needed, and ensuring that they are provided.
Common Assessment Framework / CAF	The common assessment framework is a way of working out what extra support a child may need and how best to provide it.
Domestic Abuse Notifications / DANs	When the police are called to an incident of domestic violence where children are present, the police are required to send a referral to children and families social services.
Early Help and Preventative Services / EHPS	Early Help reflects the widespread recognition that it is better to identify and deal with problems early rather than respond when difficulties have emerged and intervention can be less effective and often more expensive.
Early Help Notification / EHN	A form which referrers complete about a family/child detailing background, reason for referral, etc. which is then sent by the Triage team to the relevant Provider for intervention/support.
Early Help Unit model	Details of the Unit model are shown on page 17
Family Intervention Project workers / FIP Light	FIP and FIP Light workers are attached to Troubled Families teams in each District of Kent, working directly with families
Free School Meals / FSM	Some children are eligible to receive free school meals subject to criteria relating to receipt of certain benefits – please see https://www.gov.uk/apply-free-school-meals
Indices of Multiple Deprivation / IMD 2010	The English Indices of Deprivation measures relative levels of deprivation in small of England called Lower layer Super Output Areas (LSOAs)
Joint Strategic Needs Assessment / JSNA	Primary Care Trusts and local authorities are required to produce a JSNA of the health and well-being of their local community. This is a requirement of The Local Government and Public Involvement in Health Act 2007.

Kent Family Support Framework / KFSF	The Kent Family Support Framework is a streamlined process which aims to provide support and replaced Assessment (CAF)
Key Performance Indicator / KPI	Key Performance Indicator. Key Performance Indicators, also known as KPI or Key Success Indicators (KSI), help an organization define and measure progress toward organizational goals.
LGBT	LGBT stands for Lesbian/Gay/Bisexual/Transgender
Mosaic Groups	Mosaic means you can start treating them as an individual. It gives you the intelligence you need to reach the right people with the right message at the right time – every time
NEETs	A NEET is a young person who is "Not in Education, Employment, or Training"
Specialist Children's Services / SCS	A team that deal with the specialised needs of a child which require specific help from a specific service.
Statement of Special Educational Needs / SEN	A Statement is a document which sets out a child's SEN and any additional help that the child should receive. The aim of the Statement is to make sure that the child gets the right support to enable them to make progress in school. A Statement is normally made when all the educational provision required to meet a child's needs cannot reasonably be met by the resources within a child's school at School Action or School Action Plus (known as Early Years Action or Early Years Action Plus in Early Years Settings).
Step up / Step down	Refers to the transition into higher level or lower level services in order to help the child or families better.
Tier 1 / Level 1 services	Universal, open access services
Tier 2 / Level 2 services	Additional and targeted services
Tier 3 / Level 3 services	Intensive services
Tier 4 / Level 4 services	Specialist services
Troubled Families	Troubled families are defined as those who are involved in youth crime or anti-social behavior, have children who are excluded from school or regularly truanting, have an adult on out-of-work benefits cost the public sector large sums in responding to their problems
Voluntary and Community Sector / VCS	The voluntary sector or community sector (also non-profit sector or "not-for-profit" sector) is the duty of social activity undertaken by organizations that are not for-profit. https://en.wikipedia.org/wiki/Voluntary_sector - cite_note-1 and non-governmental
Young Carers	Young carers are children and young people who often take on practical and/or emotional caring responsibilities that would normally be expected of an adult.

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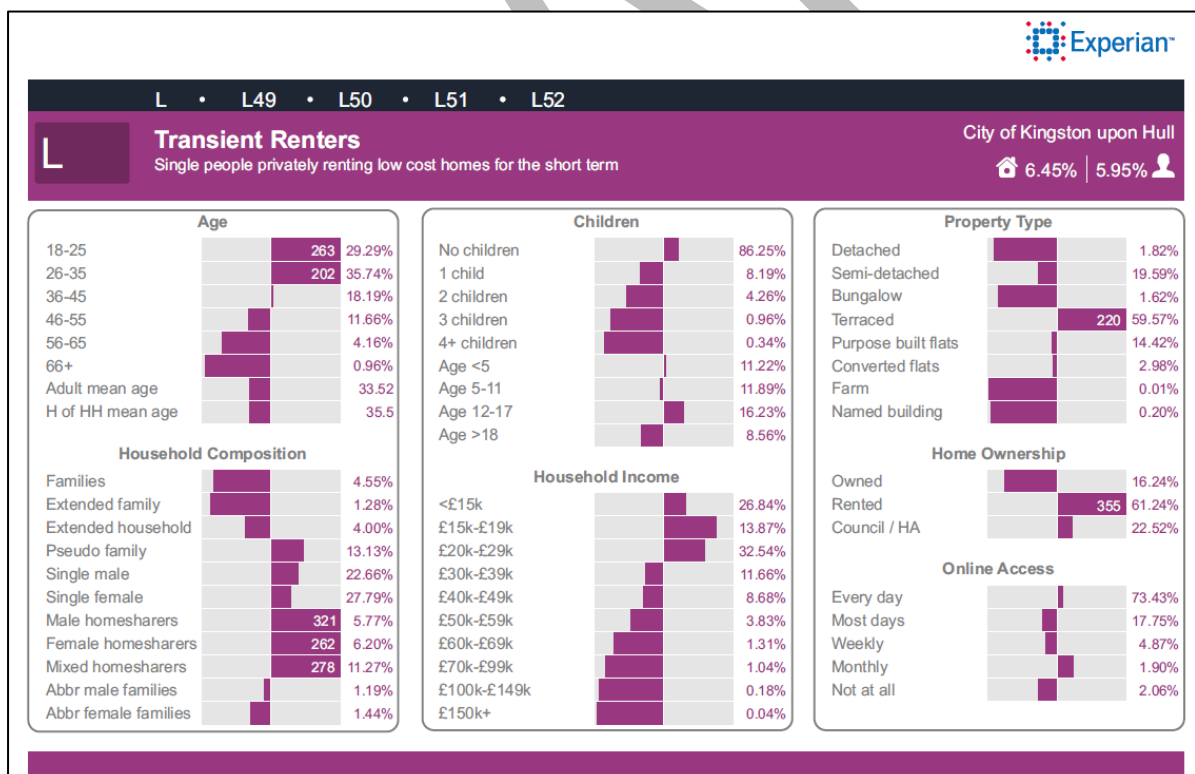
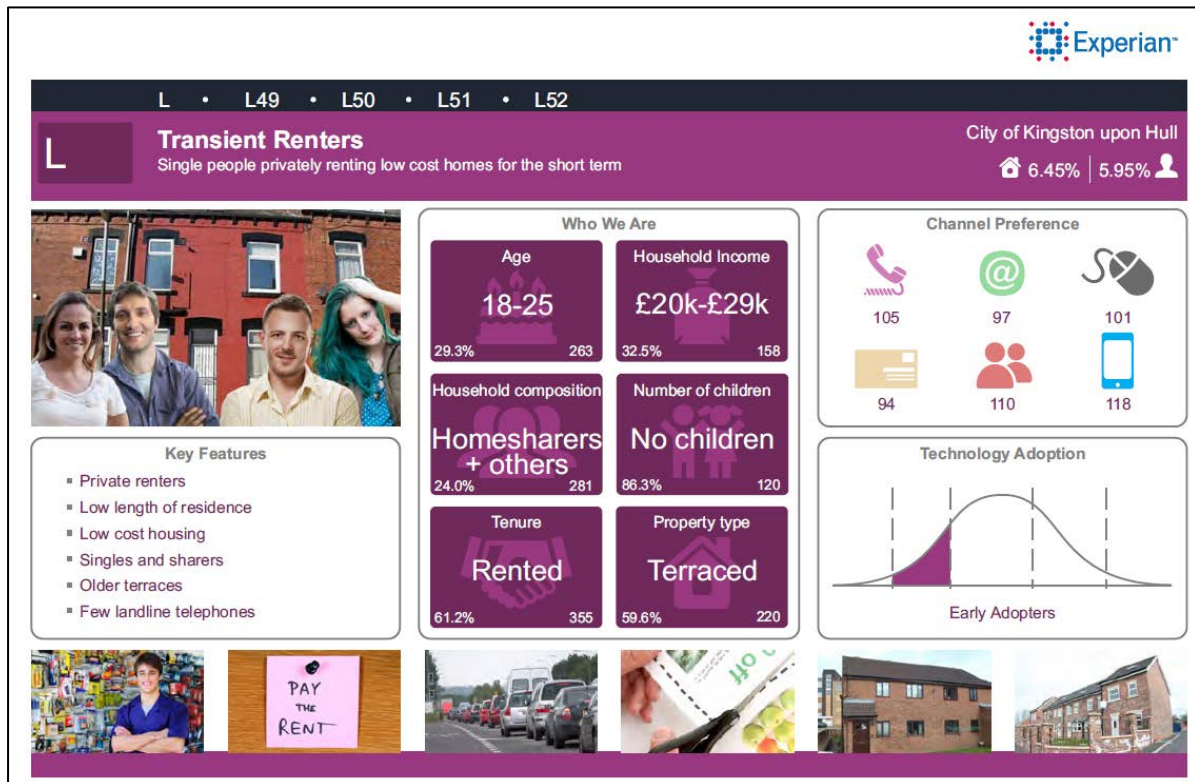
Appendix 1: Questions which should be answered

All questions below have been extracted from Kent County Council (2015) *A commissioning framework for Kent County Council: Delivering better outcomes for Kent residents through improved commissioning*

ANALYSE: Questions the Diagnostic report should answer	
A1	What are the challenges we are seeking to address?
A2	What are the needs of our residents and/or service users and how are these likely to change?
A3	What are practitioners and service users telling us?
A4	What other resources are being used to tackle similar issues and outcomes?
A5	What is driving demand for these services and what is our evidence for this?
A6	How is demand for these services likely to change and what will be the impact?
A7	How effective are the services currently being delivered and what is the current cost?
A8	What is the state of the current market and how is this likely to change?
A9	Is KCC the best placed organisation to provide services to support this outcome?
A10	How can we join up resources and activities with other partners to maximise our impact?
A11	What are the outcomes we are seeking to achieve through this new commissioning exercise?
A12	What will success look like?

Table 7: Questions the Diagnostic report should answer

Appendix 2: Mosaic L, M, N, O profile summaries



M • M53 • M54 • M55 • M56

M

Family Basics

Families with limited resources who have to budget to make ends meet

Sandwell

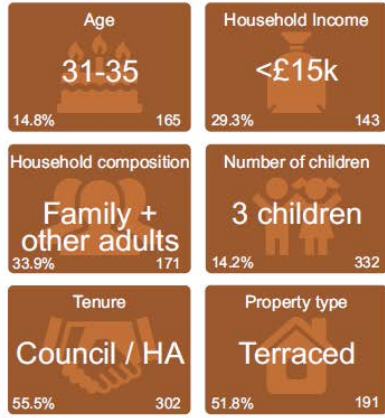
7.22% | 8.74%



Key Features

- Families with children
- Aged 25 to 40
- Limited resources
- Some own low cost homes
- Some rent from social landlords
- Squeezed budgets

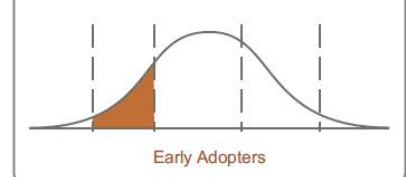
Who We Are



Channel Preference



Technology Adoption



M • M53 • M54 • M55 • M56

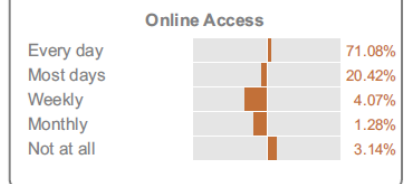
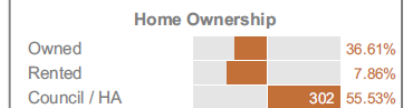
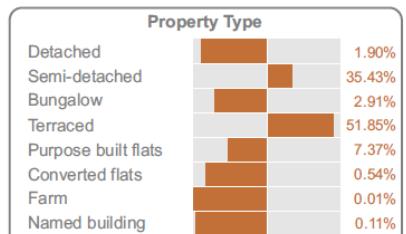
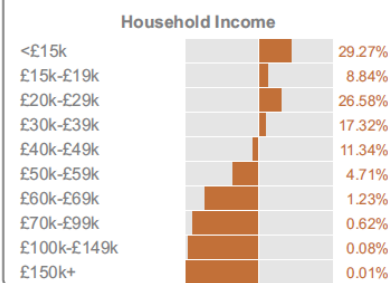
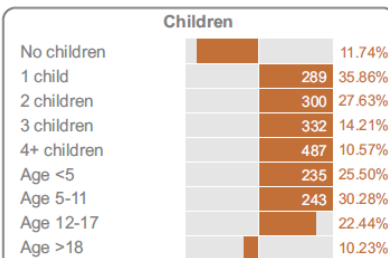
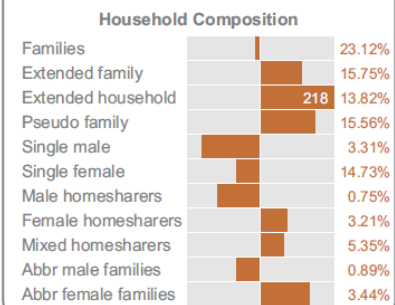
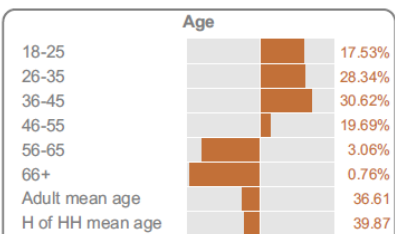
M

Family Basics

Families with limited resources who have to budget to make ends meet

Sandwell

7.22% | 8.74%



N • N57 • N58 • N59 • N60 • N61

N Vintage Value South Tyneside
Elderly people reliant on support to meet financial or practical needs

6.82% | 4.73%



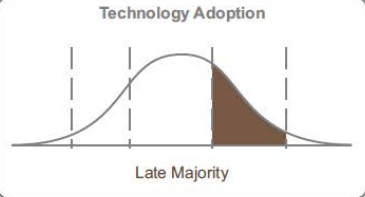
- Key Features**
- Elderly
 - Living alone
 - Low income
 - Small houses and flats
 - Need support
 - Low technology use

Who We Are

Age 76-80 17.7% 418	Household Income <£15k 59.4% 291
Household composition Single 71.7% 189	Number of children No children 98.9% 137
Tenure Council / HA 54.9% 298	Property type Purpose built flats 34.5% 222

Channel Preference

115	88	83
112	109	71



N • N57 • N58 • N59 • N60 • N61

N Vintage Value South Tyneside
Elderly people reliant on support to meet financial or practical needs

6.82% | 4.73%

Age

18-25	0.89%
26-35	1.33%
36-45	2.44%
46-55	5.29%
56-65	12.87%
66+	77.18% 365
Adult mean age	71.87
H of HH mean age	74.29

Household Composition

Families	13.69%
Extended family	3.28%
Extended household	1.44%
Pseudo family	2.56%
Single male	24.32%
Single female	47.41% 219
Male homesharers	0.80%
Female homesharers	1.95%
Mixed homesharers	0.63%
Abbr male families	1.30%
Abbr female families	2.62%

Children

No children	98.85%
1 child	0.75%
2 children	0.30%
3 children	0.07%
4+ children	0.02%
Age <5	2.02%
Age 5-11	2.74%
Age 12-17	4.36%
Age >18	11.88%

Household Income

<£15k	59.35% 291
£15k-£19k	14.77%
£20k-£29k	18.43%
£30k-£39k	4.67%
£40k-£49k	1.46%
£50k-£59k	0.54%
£60k-£69k	0.27%
£70k-£99k	0.37%
£100k-£149k	0.10%
£150k+	0.02%

Property Type

Detached	1.24%
Semi-detached	17.46%
Bungalow	13.90%
Terraced	31.03%
Purpose built flats	34.50% 222
Converted flats	1.86%
Farm	0.01%
Named building	0.22%

Home Ownership

Owned	35.09%
Rented	10.03%
Council / HA	54.87% 298

Online Access

Every day	63.60%
Most days	22.58%
Weekly	7.95%
Monthly	2.67%
Not at all	3.20%



Municipal Challenge

Urban renters of social housing facing an array of challenges

Hackney

6.46% | 5.69%



Key Features

- Social renters
- Low cost housing
- Challenged neighbourhoods
- Few employment options
- Low income
- Mobile phones

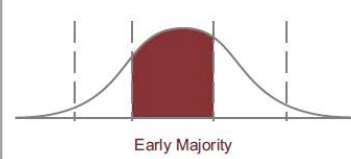
Who We Are



Channel Preference



Technology Adoption

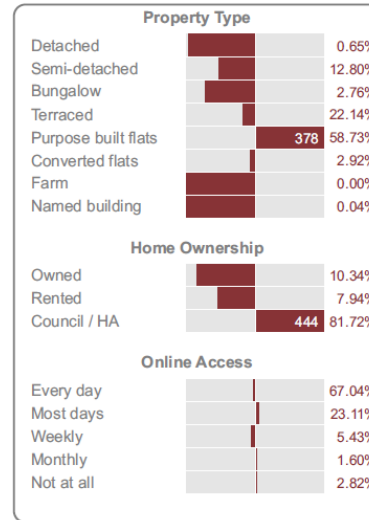
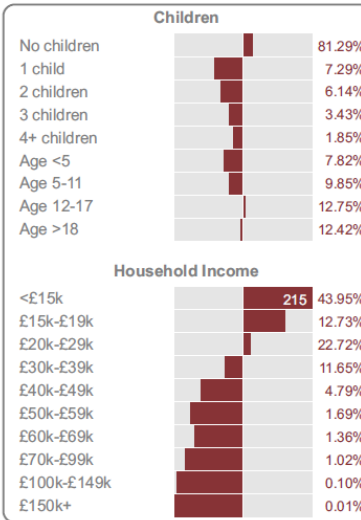
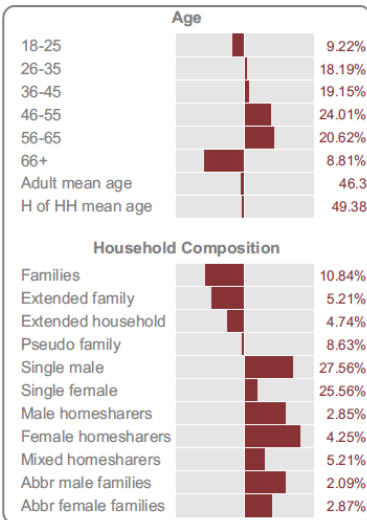


Municipal Challenge

Urban renters of social housing facing an array of challenges

Hackney

6.46% | 5.69%



Appendix 3: External services referrals - EHN categories

	Adolescent Support Workers	Domestic Abuse		Family Mediation	Intensive Family Support	Intensive Family Support	Positive Relationships	Positive Relationships	Parenting	Young Carers
		North South	East West		East South	North West	North, East & West	South		
Cases Referred in 14/15 (w hole year)	1377	385	196	419	522	320	218	67		1660
Methodology	1:1 case work with some supporting group work	Group work	1:1 work	Family based work with some 1:1 work when needed to support the whole family approach	Mainly in the home family based work – FIP type model of working	Mainly in the home family based work – FIP type model of working	Group work	Group work	Classroom based learning for parents	Group work through 'Chill Clubs' 1:1 support depended on need of Young Carer
ASD/ADHD	17				4		2		4	
Anger Man.	47	9			4		2		2	
Anxiety/stress/panic	29			1	3		11			
Autism/ Aspersers spectrum					2				1	
Behaviour	65	16		2	53	9	19		39	
Boundary setting	32				45		17		20	
Bullying	15						6			
Child Mental Health	13				18	3				
Child Substance Misuse	8					1				
Communication				34	8	5				
Debt and Money management	1				14	18				
Domestic Abuse (Experiencing)	8				8	24	26		4	
Domestic Abuse (Witnessing)	12		100		6			80		
Engagement w with Ed. (Child)	58				25	27				
Exclusion/ missing from education	32						4			
Family events (divorce/separation etc.	54	5		1	4	29	7		9	
Family events (divorce/separation)		7			4	21	6			
Gender Identity - Child	6									
Gender Identity - Adult										
Involved in abusive/coercive relationship (Young Person)	1				10		15			
Improving social networks	46				12		7			
Keeping your child safe	12				7		7		7	
Learning Disabilities (Child)	1				1			20	2	
Loss and Bereavement	10				2					
Low educational attainment due to conduct	37						4			
Low Self Esteem/ Confidence	63			1	7	42	11			
Maintaining a family routine	23			5	21				7	
Meeting emotional needs	44			4	26	62	4			
Parenting				7	1	2				
Other Learning Disabilities					18	13			1	
Parental Mental Health	7				13	31				
Promoting good health	6				7	51				
Providing a stable home environment	5			3	23	9				
Speech and Language Difficulties										
Sexuality (LGBT) - Child	2									
Sexuality (LGBT) - Adult										
Substance Misuse (adult)					1	9				
Supporting learning (adult)					1				1	
Young Parent										
Young Carer									71	100
Other	4			44		8				

Appendix 4: Feedback from staff consultation events

Kent	Dartford / Gravesham / Sevenoaks / Tonbridge & Malling / Tunbridge Wells / Maidstone	Canterbury / Swale / Thanet / Dover	Ashford / Shepway
SEN (pre-statement/assessment)	Family support (families in crisis)	Family support (in home lower need)	Family support (holistic)
EHWB (lower level counselling, active listening)	EHWB (lower level counselling, active listening)	Link to adult mental health	Consistent approach (1 worker)
SLC development	Resources (for families e.g. loanable DVDs)	Parenting (1Y babies parenting programmes)	Family support (Peer mentoring, family to family support, transition work, child development)
EHWB (pre-CAHMS level e.g. phobia, OCD)	Mental health (not meeting needs of teenagers and YP)	SEN (Family support ASD/ADHD i.e. Early Bird)	Links with VCS/community
Family trauma (bereavement, separation)	Family trauma (bereavement)	Family support (teenagers)	Family trauma (bereavement)
Think Family approach	Education and attendance (ELS children and families support - interpreters)	EHWB (boys)	Lack of aspiration
Resources (for FIPs)	Gambling support	Child sexual abuse support	Needs based data (Local approaches)
Parenting (flexible support)	Pre-CAF flexible support (CAF notification and refusers)	Pre-CAF flexible support	Step down/exit strategies (closure summaries)
DA (family DA services)	EHWB (pre-CAHMS level e.g. phobia, OCD)	Domestic abuse	Needs-based model (local data linked to issues and needs, local champion model)
DA (aimed at perpetrators)	Education and Attendance (School refusers)	Mental Health	Needs based data - Long-term outcomes tracking (EYFS to KS2)
			Needs based data - Consistent paperwork and data collection

Appendix 5: Thematic analysis

Early years open access and targeted support

- Resources
 - Access to systems
 - Play equipment
 - Funds for engagement e.g. coffee
- Supervision
 - Receive good quality supervision and support
- Approaches
 - Holistic/whole family
 - Non-judgemental
 - Non-authoritarian
 - Strength-focussed
 - Knowledge-based
 - Realises impact of trauma on brain development
- Engagement
 - Must be flexible - Longer/shorter engagement plans
- Location
 - Multiple areas
 - Home
 - Community/children's centres
 - Telephone
- Skills
 - Active listening
 - Ability to model behaviours
 - Positive role modelling
 - Time management
 - Play/development
 - Poverty alleviation
 - Debt management
 - Employability support
- Collaborative working
 - With existing local partners and able to refer to them
 - Health services e.g. mental health, breastfeeding, smoking
 - Adult education e.g. literacy and numeracy
 - Uses volunteers to engage families, act as mentors and build capacity
- Information
 - Must be shared between partners

5-11 Open access and targeted support

Approaches

- Safe and confidential
- Everyday approach
- Communicate well – shows we value people
- Restorative

Engagement

- Multiple areas
 - Social media
 - Virtual groups
 - Real relationships
- Rapid – no waiting list
- Must be timely
- Flexible
- Consistent presence
- Utilise community assets

Location

- Based locally in community, not office i.e. youth centre, supermarket, children's centre

Skills

- Self-awareness
- Focus on emotional need
- Active listening
- Conflict resolution

12+ Open access and targeted support

Resources

- Requires filtered information on issues/needs from scorecards
- Needs information from workforce
 - Must be able to cross-reference datasets and capture gaps in the workforce
- Requires service-level agreements to set expectations

Supervision

- Key to role
- Can be used to capture workforce intelligence

Approaches

- Evidence-based/guided by intelligence

Engagement

- Must be proactive between services and interventions
- Be responsive
- Flexibility
- Must be based on local gaps/needs (District and sub level)

Collaborative working (with partners)

Information

- Needs information sharing protocol
- Services must be tested/evaluable
- Services must be testable
- WEMWBS to track outcomes

Substance misuse

Approaches

- Holistic/whole family
- Child-based

Engagement

- Needs to work with a “light touch”
- Can't work with people under the influence – how can this be safely overcome?

Location

- Uses multiple areas
 - Children's centre
 - Schools
 - Youth centres
 - “Busses and marquees”

Collaborative working

- Primary MH
- Schools (FLOs, SENCOs)
- CSA
- Police
- Health (midwives, health visitors, school nurses)

Housing/Financial

Approaches

- Needs-based
 - Harness local knowledge
- Co-designed (within community)
- Sustainable
- Mindful
- Range of delivery models

Engagement

- Flexible model (to adapt if not working)
- Engage community at every stage
- Consistency of presence
- Approach and programme should grow organically

Location

- Multiple areas
 - Wherever community is
 - Range of public spaces

Collaborative with partners

- Housing providers
- Voluntary sector
- Workers with expertise and local knowledge
- Volunteers, befrienders, mentors, influential community members
- Key community members
- Arts and cultural organisations and individuals

Family and parenting

Engagement

- One-offs don't work very well
- Be consistent, not just stops
- Uses volunteers
 - Up-front investment in infrastructure for volunteers can save money over time
 - Must ensure enough volunteers as not enough are available
- Use mentors/champions who have already been through the programme
- Must engage families in rural areas as well as population centres
- Flexible
 - Shorter engagements as 12 weeks is a long commitment (could offer 6 week focussed courses)
 - Across age ranges
- Could offer food incentives to families to complete courses
- Open every day including Saturday and Sunday.
- Remain open past 16:30 as some families can only access after this time

Approach

- Non-stigmatising
- No logos
- Needs identified based on consultation with users

Location

- Must be suitable
- Offer an outreach to hard to reach families

Collaborative working

- Colocation at sites with other partners
- Midwives
- Health visitors
- Children's Centres
- GPs
- VCS – through libraries, arts and culture

Emotional/mental health

Approach

- Use of creative approaches e.g. artistic facilitation, mirroring, modelling
- Focus on change and prevention not just on diagnosis
- Gardening i.e. allotments

Engagement

- Use champions
- "Train the trainers" approach to engage community

Location

- Tailored environment
- Shared spaces e.g. eating, experiences

Collaborative working

- VCS e.g. Youngminds, MIND, Children's Society, NCVS
- Libraries, pubs, community centres, cafes, wellbeing centres

- Social services and early help practitioners (especially around vulnerable groups)

Skills

- CBT
- Art therapy
- Practical interventions e.g. sport and physical activity
- Diet

Information

- Must be evidence-based
- Must show what works
- Gather evidence of impact

Domestic Violence

Approaches

- Identify trigger points within families i.e. financial pressures
- Whole family, holistic
- Includes educational, social and emotional elements
- Sensitivity to individual needs
- Include restorative processes

Engagement

- Should not drop-off after engagement
- Continuum of services
- Promotional materials e.g. leaflets, posters, digital media, word of mouth
- Flexible, with county offer and rapid response, bespoke targeted service component.
- Appropriate to the level of need

Location

- In home
- Place where service user is safe/comfortable

Skills

- Community development
- Promote internal learning
- Supervision
- Drama/music/art workshops in schools

Collaborative working

- Clear communication with partners
- Children's centres
- Youth hubs
- Schools
- Housing providers
- Voluntary sector

Information

- Must be evidence-based
- Includes training on why we collect data and understanding of local intelligence and its use.

Appendix 6: EHPS Indicators

EHPS One Year Plan 2014-2015 (July 2014) – Performance Indicators and Targets

Indicator	Performance Target		Target
	Kent 2014	National 2014	2015
Reduce referrals to Specialist Children's Services by 15%	19741		16779
Reduce re-referrals to Specialist Children's Services by 25%	26.6%		25%
Increase step downs from statutory Social Care to Early Help by 30%	1145		1490
Reduce step ups from Early Help to statutory Social Care by 25%	600		450
Early Help Assessments completed per 10,000 per age group, 0-4	86		103
Early Help Assessments completed per 10,000 per age group, 5-11	132		154
Early Help Assessments completed per 10,000 per age group, 11-16	117		136
Early Help Assessments completed per 10,000 per age group, 16-19	48		57
Increase the percentage of CAFs and TAFs closed with a measurable positive outcome by 25%	66%		83%
Reduce the number of primary fixed term exclusions by 10%	1107		1000
Reduce the number of primary permanent exclusions by 10%	26		23
Reduce the level of persistent absence in the primary sector	3.1%		2.8%
Reduce the number of secondary fixed term exclusions	6783		5625
Reduce the number of secondary permanent exclusions	76		39
Reduce the level of persistent absence in the secondary sector	6.7%		5.5%
Troubled Families: percentage of phase 1 cohort identified and worked with	84%	NA	95%
Troubled Families: percentage of phase 1 cohort turned around	30%	NA	70%
Reduce the percentage of NEETs overall	5.9%		2.4%
Reduce the number of NEETs coming from vulnerable groups	1142		890
Reduce the percentage of young women who become pregnant (per 1000 women aged 15-17)	25	26	23
Increase the percentage of Children's Centres receiving a judgement of good or better following Ofsted inspection	72%		75%
Increase the percentage of DWP identified 2 year olds taking up free entitlement	79%		83%
Percentage of funded 2 year olds in good or outstanding settings	85%		86%
Increase the percentage of children taking up 'free for two'	61%		80%
Reduce the number of first time entrants to the Youth Justice System by 10%	698	NA	628
Reduce the rate of re-offending by young people	33.4%	35.3%	31%
Reduce custodial sentences as a percentage of court disposals	4.3%		3.5%
Reduce the number of Children in Care on the Youth Justice caseload (snapshot at end of each Quarter)	52	NA	47
Increase the percentage of families with children under 5 living in poverty who are registered with a Children's Centre	TBA		TBA
Increase the percentage of priority families with children under 5 living in the area who have sustained contact with a Children's Centre	TBA		TBA
Increase the percentage of children with FSM achieving good levels of development in the Early Years Foundation Stage	48%	36%	50%
Increase the percentage of parents from target groups completing parenting or other programmes	50%		60%
Reduce the percentage of children being breastfed at six to eight weeks and sustained over time	36%		40%
Reduce the percentage of babies born to mothers who still smoke at the end of pregnancy by 10%	10%	13.1%	11.8%
Increase the number of vulnerable learners on apprenticeships	173		200
Increase the percentage of Children Missing Education offered suitable education within 30 days of becoming known	56%		70%
Number of families electing to educate at home who receive a visit by the LA	618		700
Reduce CAMHS caseload, for patients open at end of the month (May 2014)	8949		8000
Reduce the number waiting for routine treatment after assessment by CAMHS	484		350

Table 8: EHPS performance indicators and targets (one year plan)

EHPS Prospectus (May 2014) – Performance Indicators 0-11 year olds

Priorities for 0-11 year olds	Key Performance Measures
We will keep vulnerable and disadvantaged children safe without the need of specialist children's services	Number of CAFs completed per 10,000 population for 0-4 year olds and 5-11 year olds
	% and number of TAFs closed because the case has escalated to Children's Social Services for 0-4 year olds and 5-11 year olds
	% and number of SCS cases closed that have been stepped down to CAF/Preventative Services for 0-4 year olds and 5-11 year olds
	% and number of TAF's open for 3 months or less when outcomes were achieved for 0-4 year olds and 5-11 year olds
	% and number of TAF's open for 6 months or less when outcomes were achieved for 0-4 year olds and 5-11 year olds
	% and number of TAF's open for 12 months or less when outcomes were achieved for 0-4 year olds and 5-11 year olds
	% and number of referrals with a previous referral within 12 months for 0-4 year olds and 5-11 year olds
We will reduce health inequalities in the early years and during childhood and ensure we improve physical and mental health outcomes	% of mothers breastfeeding at 6-8 weeks from birth
	Obesity ¹ % of obese children in Reception and Year 6
	% Prevalence of smoking during pregnancy
	Number of A&E attendances for 0-4 year olds and 5-11 year olds
	Number of teenage mothers
	Number of children supported by CAMHS with a positive outcome
	Reduction in the number of children referred to CAMHS
We will ensure vulnerable and disadvantaged children access and participate in good quality childcare and education and achieve good	Reduction in waiting and treatment times for CAMHS
	% and number of fixed term exclusions at primary school
	% and number of permanent exclusions at primary school
	% and number of persistent absentees receiving early help
	% and number of take up of EYFE for two year olds, and three and four year olds
	% of pupils at EYFS achieving a Good Level of Development ²
	% of pupils at KS1 achieving L2B+ in Reading, Writing and Mathematics ³
% of pupils at KS2 achieving L4+ in Reading, Writing and Mathematics ⁴	
We will ensure early help services support children and families to be resilient and overcome barriers to achieving their potential	% reduction in attainment gaps for pupil premium pupils at EYFS, KS1 And KS2
	Number of families who receive early help support who report a positive outcome in helping them to move on
	% of families contacted within 8 weeks of child being born - Children's Centre
	Number of families supported through the Troubled Families Programme that achieve good outcomes and are turned around (with child under 11)
	% and number of families in each reach area who engage with Children's Centres
% of families with children living in poverty under 11 who access employment and who take up maximum benefits	

Table 9: EHPS performance indicators 0-11 (prospectus)

EHPS Prospectus (May 2014) – Performance Indicators 12-1- year olds

Priorities for 12-19 year olds	Key Performance Measures
We will ensure that more young people receive help earlier so that their needs do not escalate and require support from specialist provision	Number of CAFs completed per 10,000 population for 12-16 year olds and post 16 year olds
	% and number of TAFs closed because the case has escalated to Children's Social Services for 12-16 year olds and post 16 year olds
	% and number of SCS cases closed that have been stepped down to CAF/Preventative Services for 12-16 year olds and post 16 year olds
	% and number of TAF's open for 3 months or less when outcomes were achieved for 12-16 year olds and post 16 year olds
	% and number of TAF's open for 6 months or less when outcomes were achieved for 12-16 year olds and post 16 year olds
	% and number of TAF's open for 12 months or less when outcomes were achieved for 12-16 year olds and post 16 year olds
	% and number of referrals with a previous referral within 12 months 12-16 year olds and post 16 year olds
We will ensure young people are helped to avoid harm from substance misuse and risky behaviours and they benefit from improvements in support for mental health and wellbeing	Number of young people supported by CAMHS with a positive outcome
	Reduction in the number of young people referred to CAMHS
	Reduction in waiting and treatment times for CAMHS
	Number and % of teenage pregnancies and single mothers aged under 20
	Self-reported use of drugs and alcohol and reduction in drug misuse
	Attendance by young people at A&E for deliberate or unintentional harm
We will ensure that all young people aged 11-19 are positively participating in EET, and achieving and progressing well to employment or higher learning	Chlamydia rates for 15-24 year olds
	Percentage of persistent absenteeism by young people receiving early help
	Percentage of NEETs
	Percentage and number of fixed term exclusions for young people receiving early help
	Percentage and number of permanent exclusions for young people receiving early help
	Percentage and number of young people attending PRUs or alternative provision who achieve a good outcome at age 16 and have a positive destination to college or employment with training
	% young people achieving 5 good GCSEs with English and maths at age 16
	% young people achieving level 2 and 3 qualifications at age 19
% reduction in attainment gaps for disadvantaged young people at ages 16 and 19	
We will ensure that young people are resilient, able to make positive informed choices and become active and responsible citizens with strong personal networks	Number of apprenticeships started and completed by vulnerable and disadvantaged young people receiving early help
	Percentage and number of targeted young people aged 16-17 engaged in social action and volunteering
	Unemployment numbers for vulnerable 17-19 year olds
	Number of families with adolescent members supported through the Troubled Families Programme that achieve good outcomes and are turned around
	Number of young people receiving custodial sentences
	Numbers of young people first time entrants (FTE) into the criminal justice system
Rate and number of re-offending by young offenders	

Table 10: EHPS performance indicators 12-19 (prospectus)

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From: Mike Hill OBE, Cabinet Member for Community Services

To: Cabinet – 12 October 2015

Subject: Kent County Council's responses to the consultations:

- "Enabling closer working between the Emergency Services"
- "Reforming the Powers of Police Staff and Volunteers"

Classification: Unrestricted

1.

- (1) On 11th September, the Home Office, Department for Communities and Local Government and Department of Health issued a consultation on proposals to increase joint working between emergency services in order to improve effectiveness and deliver savings for the public. The consultation is entitled "Enabling closer working between the Emergency Services", and this consultation closes on 23rd October 2015. .
- (2) A second consultation has been issued by the Home Office on the way chief police officers designate powers and roles on police staff and volunteers, entitled "Reforming the Powers of Police Staff and Volunteers". This consultation closes on 31st October 2015.
- (3) The draft consultation responses, setting out Kent County Council's conclusions and recommendations, are appended to this report as appendices 1 and 3.

Recommendation

2. The Cabinet is asked to receive and consider the draft consultation responses appended to this report and endorse their submission to Government.

Background documents:

- *"Enabling closer working between the Emergency Services" Consultation*
- *KCC's draft consultation response to Enabling closer working between the Emergency Services"*
- *"Reforming the Powers of Police Staff and Volunteers" Consultation*
- *KCC's draft consultation response to "Reforming the Powers of Police Staff and Volunteers"*

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Emergency Services Collaboration
Consultation
Police Strategy and Reform Unit
6th Floor Fry Building
2 Marsham Street
London
SW1P 4DF

12 October 2015

Dear Sir/Madam

Re: County Council response to the “Enabling closer working between the Emergency Services” consultation

Thank you for the opportunity to comment on your proposals to enable closer working between the Emergency Services.

Local authorities, although not defined as an “emergency service,” provide a number of services that work very closely with the emergency services to provide for safer communities. Any measures to promote closer working and joint governance between emergency services must not have the effect, however unintentional, of excluding or marginalising the services provided by local authorities.

In Kent, we have recently established a Joint Kent Community Safety Team, where our staff are co-located (in Kent Fire and Rescue premises) with Kent Fire and Rescue Service and Kent Police personnel to deliver community safety work in a collaborative way, giving increased value for money for all three partners. This team was established with the full support of the Police and Crime Commissioner, the unitary and district councils throughout the county, and Public Health England. The number of partners involved demonstrates that it would be unduly restrictive to think only in terms of joint or collaborative working between the three blue light services.

Furthermore, in Kent, we are reviewing all of our services to enable us to not only overcome the financial challenges we are facing, but to deliver a better

service for our residents and businesses alike. As part of that process we are looking at delivering services in different ways, building on synergies between services and working with partners where this delivers better value for money. We are quite clear that different services benefit from different approaches, so I welcome the fact that you propose to enable rather than prescribe closer working.

I note your examples of good practice across the country and I would highlight a particular example of joint working between KCC and the emergency services that we established in Kent in 2014. The county-wide emergency planning function is now carried out by a joint team of KCC, Kent Fire and Rescue Service and Kent Police personnel forming the Kent Resilience Team. The team works from a single site and has a single manager, who oversees a management team of one person from each of the three partners. This multi-agency model has not only produced significant savings but more importantly, enhanced the quality of the emergency response in Kent. Colleagues in the Ambulance Service, Environment Agency and others have a standing invitation to contribute to the work of the team, either on an ad hoc basis or by including some of their staff in the team. The team supports the Kent Resilience Forum, the statutory body bringing together all those with an emergency planning responsibility in the County.

Your proposals focus strongly on governance arrangements. It is our experience in Kent, illustrated by the examples above, that collaboration works best when there is a willingness, to work together at both the operational and management level, and that imposing complex governance arrangements can increase bureaucracy with little or no additional benefit to service delivery. I think that the focus of any measures to promote collaborative working should focus more strongly on removing any bureaucratic or organisational barriers and allow light touch governance arrangements to develop locally.

In response to your consultation questions, Kent County Council offers the comments below:

1. How do you think this new duty would help drive collaboration between the emergency services?

In our experience in Kent, collaboration works best where it is undertaken by willing partners who see mutual benefit in working together. Existing holding-to-account mechanisms, if operating effectively, should ensure that a positive attitude is taken to the possibility of joint working; however, we are unclear as to the further benefit would be obtained by imposing a legal duty to consider collaboration.

Allowing local decision makers the freedom and flexibility to determine the pace of change is essential but we understand that not all Fire and Rescue Authorities and Police Services are as advanced in their collaborative working arrangements as Kent or the examples provided in the consultation. We would not wish the new duty to hinder any other partnership work or collaboration in Kent involving these services.

2. Do you agree that the process set out above would provide an appropriate basis to determine whether a Police and Crime Commissioner should take on responsibility for fire and rescue services?

This proposal risks creating a patchwork of different governance arrangements across the country, with scope for public confusion about where accountability lies. In view of the relatively low level of public interest in Police and Crime Commissioners, as indicated by the turnout in 2012, we would not favour giving them additional powers at this point in time. A better solution where emergency services are working together would be some form of Joint Governance Board, which could include not just the three emergency services, but others including local authorities, who are a vital part of the total service provision. However, as above, such governance arrangements should be down to local services to design and implement rather than imposed.

3. Do you agree that the case for putting in place a single employer should be assessed using the same process as for a transfer of governance?

No comment

4. What benefits do you think could be achieved from empowering Police and Crime Commissioners to create a single employer for police and fire and rescue personnel, whilst retaining separate frontline services, where a local case has been made to do so?

Before this question can be answered, there should be clarity about whether the aim is to create a single front line service providing three functions, or three services working together. If it is the latter, the creation of a single employer would undermine that goal as each partner would lose their individual identity. In Kent, we appreciate the value that the brand identity the Fire and Rescue Service has with the public and in particular, in reaching hard-to-engage groups.

However, there is potential for combining back-office functions (and this need not be limited to the three emergency services) under a single employer. If back office staff have a single employer, they can more easily provide an integrated service and it would allow for easier commissioning of those

services. Furthermore, there could be potential for more joined up procurement of vital equipment and support services under this model.

5. Do you agree that the requirement for a chief officer to have previously held the office of constable should be removed for senior fire officers?

We would certainly advocate having the person with the most appropriate skillset for the role. As such, this does not necessarily mean that the Chief Officer would need to have held the office of constable previously, and we would agree that this requirement should be removed for senior fire officers. Indeed, in Kent we do have a well-respected Chief Executive responsible for Kent Fire and Rescue Service who does not possess a fire officer background.

6. How do you think the requirement for a Police and Crime Commissioner to have access to an informed, independent assessment of the operational performance of the fire service should best be met?

If it is decided to give PCC's oversight of the Fire and Rescue Service, then they should have access to independent assessments of the service in the same way that they are currently able to ask HMIC for advice on policing matters.

7. Do you agree that where a Police and Crime Commissioner takes responsibility for a fire and rescue service, the Police and Crime Panel should have its remit extended to scrutinise decision making in relation to fire services?

If a PCC is to have their powers extended in any way then Police and Crime Panels should have a review and report function in relation to those additional powers.

8. Do you think that where a Police and Crime Commissioner takes responsibility for a fire and rescue service, the Police and Crime Panel should have its membership refreshed to include experts in fire and rescue matters?

The basis of Police and Crime Panels is that locally elected representatives provide a means of reviewing and reporting on the activities of the Police and Crime Commissioner. Their role is not to be "expert" in policing matters so it does not necessarily follow that it should have its membership refreshed to include specific expertise in fire matters. Currently the panel receives expert advice in policing by officers and the same process could be applied to fire matters should it be necessary in future.

9. Do you think that where a Police and Crime Commissioner puts in place a single employer for fire and rescue and police services personnel, complaints and conduct matters concerning fire should be treated in the same way as complaints and conduct matters concerning the police?

The Home Office is currently reviewing police complaint procedures and the role of PCCs within that procedure. Until that review has been completed and the outcome established, it is not possible to comment on whether extending similar arrangements to the Fire and Rescue Service would be appropriate or effective.

10. Do you agree that Police and Crime Commissioners should be represented on fire and rescue authorities in areas where wider governance changes do not take place?

Fire and Rescue Authorities should work in partnership with Police and Crime Commissioners (and other partners); however to include PCCs on fire authorities without governance changes would confuse the role of holding to account with partnership working. We would strongly recommend that any governance changes would be best left to local decision makers to determine.

11. Do you agree that the London Fire and Emergency Planning Authority should be abolished and direct responsibility for fire and rescue transferred to the Mayor of London?

No comment

12. In the event that the London Fire and Emergency Planning Authority is abolished, how should responsibility for fire and rescue be incorporated into the mayoral structure?

No comment

13. To what extent do you think there are implications for local resilience (preparedness, response and recovery) in areas where the Police and Crime Commissioner will have responsibility for police and fire?

I refer to our earlier comments about the Kent Resilience Team. The team has already worked successfully in response to a number of emergencies; most recently, the widespread travel disruption over the recent summer months in Kent resulting from the issues across the Channel. This multi-agency team has

collaboration and partnership in its ethos, reflecting the true principles underlying your proposals.

14. To what extent do you think there are implications for resilience responsibilities in areas where an elected metro mayor is also the Police and Crime Commissioner and responsible for the fire and rescue service?

No comment

15. Are there any other views or comments that you would like to add in relation to emergency services collaboration that were not covered by the other questions in this consultation?

The NHS Ambulance Trusts will also have the opportunity to respond to the consultation. The nature of urgent and emergency services means that the systems of coordination between urgent and emergency medical care services are complex. We would strongly recommend that the proposals respond to the challenges of greater coordination between police and fire services with ambulance services where this can enhance service delivery.

16. Do you think these proposals would have any effect on equalities issues?

We are not aware of any effect the proposals would have on equalities.

As a final point; I would like to take the opportunity to reiterate that in Kent, closer collaboration and operational efficiencies have not been hampered or hindered by the current governance arrangements.

Given Kent's strong track record in multi-agency working, we would welcome the opportunity to work more closely with the Government in exploring how the proposals might be effectively delivered.

This response has been endorsed by KCC's Cabinet

Yours sincerely

Mike Hill, OBE
Cabinet Member for Community Services



HM Government

Consultation

Enabling closer working between the Emergency Services

September 2015



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For further information on this consultation, contact: Bluelights@homeoffice.gsi.gov.uk

The consultation can be found on gov.uk.

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About this consultation

Topic	<p>Greater collaboration and a legal duty to collaborate for the three emergency services:</p> <ul style="list-style-type: none"> • Police • Fire and Rescue • Ambulance <p>Shared governance for police and fire under Police and Crime Commissioners (PCCs).</p>
Scope	To discuss how these proposals can be developed and implemented in order to deliver greater effectiveness and efficiency.
Geographical scope	<p>England</p> <p>Fire and ambulance services are devolved in Wales and, as such, the proposals in this consultation do not apply to Wales unless they decide to adopt them. However, Police and Crime Commissioners in Wales can apply for funding through the Police Innovation Fund to support emergency services collaboration.</p> <p>The proposals do not affect Scotland or Northern Ireland.</p>

Basic information

To	This consultation is open to the public
Duration	11 th September 2015 – 23 rd October 2015
How to respond	<p>Responses can be submitted online through the gov.uk website, or by email : Bluelights@homeoffice.gsi.gov.uk</p> <p>or by post:</p> <p>Emergency Services Collaboration Consultation Police Strategy & Reform Unit 6th Floor Fry Building 2 Marsham Street London SW1P 4DF</p>
Enquiries	Bluelights@homeoffice.gsi.gov.uk
Additional ways to become involved	Please contact the Home Office (as above) if you require information in any other format, such as Braille, large font or audio. The department is obliged to offer, and provide on request, these formats under the Equality Act 2010
After the consultation	The Government will consider all responses to the consultation carefully and a 'Response to Consultation' document will be published. This will explain the Government's final policy intentions. All responses will be treated as public, unless the respondent states otherwise.
Consultation Co-ordinator	<p>If you have a complaint or comment about the Home Office's approach to consultation, you should contact the Home Office Consultation Co-ordinator. Please DO NOT send your response to this consultation to the Co-ordinator.</p> <p>The Co-ordinator works to promote best practice standards set by the Code of Practice, advises policy teams on how to conduct consultations and investigates complaints against the Home Office. They do not process your response to this consultation.</p> <p>The Consultation Co-ordinator can be e-mailed at: HOC consultations@homeoffice.gsi.gov.uk.</p>

Foreword

The police, fire and rescue and NHS ambulance services play a vital role in serving and protecting our communities. This Government is committed to ensuring that they continue to deliver for the public and believes greater collaboration across all three services is fundamental to this ambition.

The services already work highly effectively side by side in a wide range of situations and there are examples in this consultation paper of existing collaborations between the emergency services which are not only improving effectiveness but saving taxpayers millions of pounds. We believe this way of working must become standard practice to deliver a more efficient and effective service for the public. We are also clear that the emergency services should be accountable to the communities they serve. In keeping with our broader approach to the devolution of powers to local people, we want to ensure that the public has a real say in the way that emergency services are delivered in their area. This includes providing the option for services to come together more closely where there is a good case and local will to do so.

Our manifesto was clear that *“we will enable fire and police services to work more closely together and develop the role of our elected and accountable Police and Crime Commissioners”*.

Our goal is to improve outcomes for the public through closer joint-working across all the emergency services, including the NHS ambulance service. To drive increased collaboration, we intend to introduce a duty to collaborate on the three emergency services, so that they will be required to consider collaboration with each other wherever it would drive efficiency or effectiveness. This shows clearly that we expect the three services to work together to deliver savings and improve services.

Directly elected Police and Crime Commissioners have clear local accountability and a strong incentive to pursue ambitious reform to improve local services and deliver value for money in the interests of local people. There are good examples around the country of joint working between emergency services, and we are aware of calls for stronger governance to help them do more. We therefore intend to remove the legal barriers and enable local areas to have this choice. We want to allow for the transfer of responsibilities of fire and rescue authorities to Police and Crime Commissioners where a local case is made that it would be in the interests of economy, efficiency and effectiveness, or public safety. The Government believes there could be significant benefits for the services and the communities they serve from this.

Furthermore, we propose to empower Police and Crime Commissioners, where a local case is made, to maximise the scope for efficient and effective police and fire services by enabling the creation of a single employer, facilitating the sharing of back office functions and streamlining management. This will give Police and Crime Commissioners the freedom to deliver the best possible services to the public, whilst maintaining the important distinction between operational policing and firefighting, with the law preventing a member of a police force from being a firefighter remaining in place, and there is no intention to give firefighters the power of arrest.

We also want to see Police and Crime Commissioners and NHS ambulance trusts working more closely together to ensure the demand that the police and NHS ambulance services place on each other, on a day-to-day basis, is dealt with in the most effective and efficient manner.

Our public services need to continue to adapt and innovate to carry on delivering the world-class services that communities deserve. We strongly believe that greater collaboration and closer working is the best way for the emergency services to achieve this.

The Government's wider devolution agenda and the proposals in this consultation paper provide opportunities for stronger local leadership to drive greater collaboration and more efficient and effective emergency services. They will also give the public a more powerful voice in determining the priorities for their local area through an individual who is directly elected by and accountable to them.

We look forward to receiving your responses to this consultation.



A handwritten signature in black ink, appearing to read 'Theresa May'.

**Rt Hon Theresa May MP
Home Secretary**



A handwritten signature in black ink, appearing to read 'Greg Clark'.

**Rt Hon Greg Clark MP
Secretary of State for
Communities and
Local Government**



A handwritten signature in blue ink, appearing to read 'Jeremy Hunt'.

**Rt Hon Jeremy Hunt MP
Secretary of State for Health**

Executive Summary

The Government is consulting on a series of measures to transform the delivery of local fire and police services, and drive greater collaboration between the police, fire and rescue and NHS ambulance services.

The measures being consulted upon are:

- introducing a new duty on all three emergency services to actively consider collaboration opportunities with one another to improve efficiency and effectiveness;
- enabling Police and Crime Commissioners to take on the duties and responsibilities of fire and rescue authorities, where a local case is made;
- where a Police and Crime Commissioner takes on the responsibilities of a fire and rescue authority, enabling him or her to create a single employer for police and fire staff, facilitating the sharing of back office functions and streamlining management;
- in areas where a Police and Crime Commissioner has not become responsible for fire and rescue services, enabling them to have representation on their local fire and rescue authority; and
- abolishing the London Fire and Emergency Planning Authority and giving the Mayor of London direct responsibility for the fire and rescue service in London, as will be the case in Greater Manchester.

This consultation is open until 23rd October 2015. Details of how to respond are set out at page 2 of this document.

Introduction and background

The Government is committed to driving increased collaboration between the emergency services to deliver more effective and efficient services for the public. Local services that are responsive and accountable to local people are best placed to make the right decisions for their communities. That is why the Government committed in its manifesto to “enable fire and police services to work more closely together and develop the role of our elected and accountable Police and Crime Commissioners”.

The profile of demand for all three emergency services is changing, with the best police and fire services managing demand earlier and investing in prevention and protection.

Police reform is working and crime, as measured by the independent Crime Survey for England and Wales, has fallen by more than a quarter since June 2010 and by 64% since its peak in 1995. It is at its lowest level since the survey began in 1981. However, a College of Policing analysis of demands on policing¹ found that whilst recorded crime has reduced, demand on the police has not reduced in the same way. The analysis shows the incoming and ongoing work of the police and suggests an increasing amount of police time is directed towards public protection work such as managing high-risk offenders and protecting victims who are at risk and often vulnerable. These cases are often extremely challenging and rightly require considerable amounts of police resource. The police need to continue to seek opportunities to maximise efficiency and effectiveness, including through collaborations.

Incidents attended by fire and rescue services have been on a long-term downward trend and have fallen by 48 per cent over the last decade. Fire related deaths and casualties have also been on a long-term downward trend. Accidental fire deaths in the home in England (which account for two thirds of all fire fatalities) have decreased by 36% over the last 10 years. Beyond the impact of societal change, this success is attributed to a range of factors: the valuable work of fire and rescue services on fire prevention, public awareness campaigns such as “Fire Kills”, standards to reduce flammability such as furniture regulations, and the growing prevalence of smoke detectors in homes (rising from 8 per cent in 1988 to 92 per cent in 2013-14).

Conversely, there is increasing demand on the ambulance service. Total calls to the ambulance switchboard have increased by 10% from just over 8 million in 2011/12 to over 9 million in 2014/15 (with nearly 1700 more emergency calls every day) and emergency responses to the most urgent calls have increased by 25%. However, the number of emergency journeys (where patients are transported to either a type 1 or type 2 A&E) has decreased slightly year on year. This is in part due to a change in reporting, however some of the reduction may have been as a result of increased ‘hear and treat’ (resolving calls over the phone) and ‘see and treat’ (resolving calls at the scene without transportation) for lower priority calls.

We know that collaboration presents a real opportunity for organisations in terms of increasing efficiency and effectiveness alongside the ever-present need to maximise available resources. The 2013 review of the fire and rescue service ‘Facing the Future’ by Sir Ken Knight² stated that “merging fire and rescue services with one or more of the other blue light services and/or sharing governance structures” could result in considerable gains. Sir Ken highlighted that “if all authorities spending more than the average reduced their expenditure to the average, savings could amount

¹ Estimating demand on the police service (2015)

² Facing the Future (2013)

to £196 million a year”. This is a significant figure and amounts to approximately 10% of the annual budget for fire and rescue services.

The Public Accounts Select Committee's 2011 report, *Transforming NHS Ambulance Services*,³ found varying levels of collaboration between NHS ambulance, fire and police services and recommended that collaboration should be strengthened. The report also found that, although NHS ambulance services collaborate with fire and rescue services and police forces in some areas, there is scope for a more systematic approach to sharing procurement and back office services across the emergency services.

There are already examples of emergency services responding to that shift in demand and trying innovative and collaborative ways of delivering. For example:

- Northamptonshire's Interoperability Programme is working towards bringing the police and fire and, in the longer term, the NHS ambulance service ever closer together. Their achievements to date include joint delivery of training, fleet and logistics; co-location of premises; a fully integrated Prevention and Community Protection Team from police and fire; and a joint operations team which plans all operational activity across the three emergency services. They expect this programme of work to contribute to police savings of £21 million, and £2 million savings for the fire service, over four years.
- The emergency services across Surrey and Sussex are developing the Multi-Agency Information Transfer programme, which will enable an electronic connection between existing command and control systems, reducing the current four-minutes it takes to transfer information by phone to the fire service to just a few seconds. The scheme will see a fully integrated joint contact and control centre, amalgamating 13 contact centres and saving an estimated 7,500 operator hours per year.
- In Lincolnshire and a number of other areas, the fire service responds to emergencies jointly with the NHS ambulance service (“co-responding”) to ensure patients receive treatment as soon as the emergency services arrive and transport them to hospital where necessary.
- In Hampshire, the police and fire and rescue services are developing a shared HQ, a strategic command centre, co-located stations and shared training facilities, delivering annual savings for both services of around £1 million.
- In Durham, Police Innovation Fund support is enabling the training of Tri-service Community Safety Responders acting as Police Community Support Officers, retained fire-fighters and community first responders (i.e. volunteer, on-call NHS ambulance personnel).
- Suffolk Police and Suffolk Fire Service have five shared fire and police stations, used by retained fire fighters and police Safer Neighbourhood Teams, and are looking to expand this further. They have a joint cadet scheme and plan to introduce a joint community safety unit.

There are also two major programmes to improve joint working between the emergency services:

- The Emergency Services Mobile Communications Programme will provide the next generation communication system for the three emergency services and other public safety users. This system will be called the emergency services network and will provide the next generation of integrated critical voice and broadband data for the emergency services.
- The Joint Emergency Services Interoperability Programme (JESIP, 2012-2014) delivered significant improvements in the ability of the emergency services to work together effectively in response to major incidents. The programme included the largest ever joint training programme undertaken by the emergency services, delivered successfully in collaboration with government support. Joint Emergency Services Interoperability Programme has now entered a phase of continual implementation to maintain the heightened level of interoperability achieved by the programme, and to ensure long-term change towards an embedded culture of interoperability and collaboration between the emergency services.

³ Transforming NHS Ambulance Services (2011)

The Government has invested over £70 million in local blue light collaboration projects⁴ and supports the Emergency Services Collaboration Working Group, which has published a national overview of collaboration,⁵ hosted a shared learning event with over 140 delegates, and published research⁶ to build the evidence base for greater collaboration.

However, the picture of collaboration around the country is still patchy and there is much more to do to improve value for money and the service to the public. Strong leadership will be required to drive greater efficiencies and improved outcomes.

The Government's wider devolution agenda and the proposals in this consultation paper provide opportunities for stronger local leadership to drive greater collaboration and more efficient and effective emergency services. They will also give the public a more powerful voice in determining the priorities for their local area through an individual who is directly elected by and accountable to them.

⁴ Winning bids from the Fire Transformation Fund can be found at:

<https://www.gov.uk/government/news/fire-services-improvement-fund-public-get-a-win-win-better-local-services-and-at-lower-cost>

Successful bids to the Transformation Challenge Award can be found at:

<https://www.gov.uk/government/publications/transformation-challenge-award-winning-bids>

Successful bids to the 2015/16 Police Innovation Fund can be found at:

<https://www.gov.uk/government/news/home-office-rewards-police-innovation>

⁵ National overview of collaboration (2014)

⁶ Working group research report

Proposals

A new duty on all three emergency services to collaborate with one another

Collaboration between emergency services occurs in many areas of the country but it is not as widespread or as wide-ranging as it could be in delivering efficiencies and better services. We want to spread existing best practice across all areas of the emergency services, making collaboration common practice. However, the varying extent of collaboration to date indicates that there are limitations to innovation without a driver for change and there is significant scope for improving the way in which opportunities are identified and implemented.

We believe that as part of good public service delivery, the opportunities to collaborate should be kept under regular consideration. In order to ensure that this is the case, **the Government intends to introduce a new statutory duty on the three emergency services to collaborate with one another to improve efficiency and effectiveness.**

This new duty would drive greater collaboration and ensure that all opportunities for collaboration to improve efficiency and effectiveness between the emergency services are fully explored whilst allowing decisions to be taken at a local level. The duty is intended to be broad to allow for local discretion in how it is implemented so that the emergency services themselves can decide how best to collaborate for the benefit of their communities. However, there would be a clear duty on local emergency services to consider opportunities for collaboration, where these could improve efficiency and effectiveness. It is important to note that this duty to collaborate should not be considered a burden to the emergency services – it is about seeking efficiencies.

Question

1. How do you think this new duty would help drive collaboration between the emergency services?

Strengthening accountability and governance

The governance arrangements for the three emergency services are very different: directly elected Police and Crime Commissioners are responsible for the governance of the police; fire and rescue authorities are responsible for the fire and rescue service; and ambulance services are NHS trusts or NHS foundation trusts.

Police and Crime Commissioners were elected in 2012 and they set the direction for their police force in cutting crime, giving the public a voice at the highest level. Police and Crime Commissioners must set their priorities out in a police and crime plan, set the policing precept (the element of council tax that goes to policing) and hold the chief constable to account for operational delivery. In their 2014 report “Police and Crime Commissioners: progress to date”,⁷ the Home

⁷ Police and Crime Commissioners: Progress to date (2014)

Affairs Select Committee concluded that Police and Crime Commissioners had provided greater clarity of leadership for policing in their area and were increasingly being recognised by the public for the strategic direction they are providing.

There are 46 fire and rescue authorities across England, which are either single purpose fire authorities comprised of councillors co-opted from relevant constituent authorities within the fire authority area, or are county councils which also have responsibility for the fire service. Each fire and rescue authority must produce an integrated risk management plan that identifies and assesses all foreseeable fire and rescue related risks that could affect its community and must hold their Chief Fire Officer/Chief Executive to account for the delivery of the fire and rescue service. The 2013 Review of the fire and rescue service, 'Facing the Future', reported that scrutiny and challenge *"varies considerably in the fire and rescue authorities in England"*.

Collaboration and innovation that will deliver necessary efficiencies requires leaders to drive forward change. The Knight Review also found that progress could be "hindered by local relationships" and concluded "economies of scale are likely to be missed in this way without greater leadership". Sir Ken stated that Police and Crime Commissioners "could clarify accountability arrangements and ensure more direct visibility to the electorate" and he raised the prospect of Police and Crime Commissioners taking on responsibility for the fire and rescue service.

The Government believes that the sharp focus of directly accountable leadership can play a critical role in securing better commissioning and delivery of emergency services at a local level and that, where a local case is made, Police and Crime Commissioners are uniquely placed to do exactly that.

Police and Crime Commissioners already have this clear local accountability and a strong incentive to pursue ambitious reform to improve local services and deliver value for money in the interests of local people.

However, it is not possible under current legislation for a Police and Crime Commissioner to take on the responsibilities of the local fire and rescue authority in their area.

The Government intends to remove this barrier by legislating to enable Police and Crime Commissioners to take on the responsibilities of the fire and rescue authority in their area, where it is in the interests of economy, efficiency and effectiveness or public safety, and where a local case is made.

We would expect the process for determining whether a Police and Crime Commissioner should assume governance for fire and rescue to be based on the legislative provisions that exist currently for the merger of fire and rescue authorities with each other, as follows:

- Where a Police and Crime Commissioner is interested in taking on governance of the fire and rescue service, they would work with the fire and rescue authority to prepare and publish a business case. The Police and Crime Commissioner would be required to consult locally on the business case and seek views on whether the transfer should take place. The business case would need to consider any equality issues as a result of the proposals in accordance with the Equality Act 2010.
- Where the Police and Crime Commissioner and all the relevant constituent authorities for the area are in agreement that the fire and rescue service should transfer to the Police and Crime Commissioner, and subject to the outcome of the public consultation, the Police and Crime Commissioner would request that the Government introduces secondary legislation to give effect to the transfer.
- If all parties are not in agreement, the Police and Crime Commissioner would be able to submit the business case to the Home Secretary and Secretary of State for Communities and Local Government, for them to reach a view as to whether the governance change was in the interests of economy, efficiency and effectiveness or public safety. To inform their view, they

could seek an independent assessment and would take into account the results from the local consultation. This could be from the Chief Fire and Rescue Advisor and HM Inspectorate of Constabulary or from an otherwise independent person with appropriate expertise. The Secretaries of State would take a decision on whether or not to approve the transfer of fire and rescue services to a Police and Crime Commissioner based on the findings of that independent assessment.

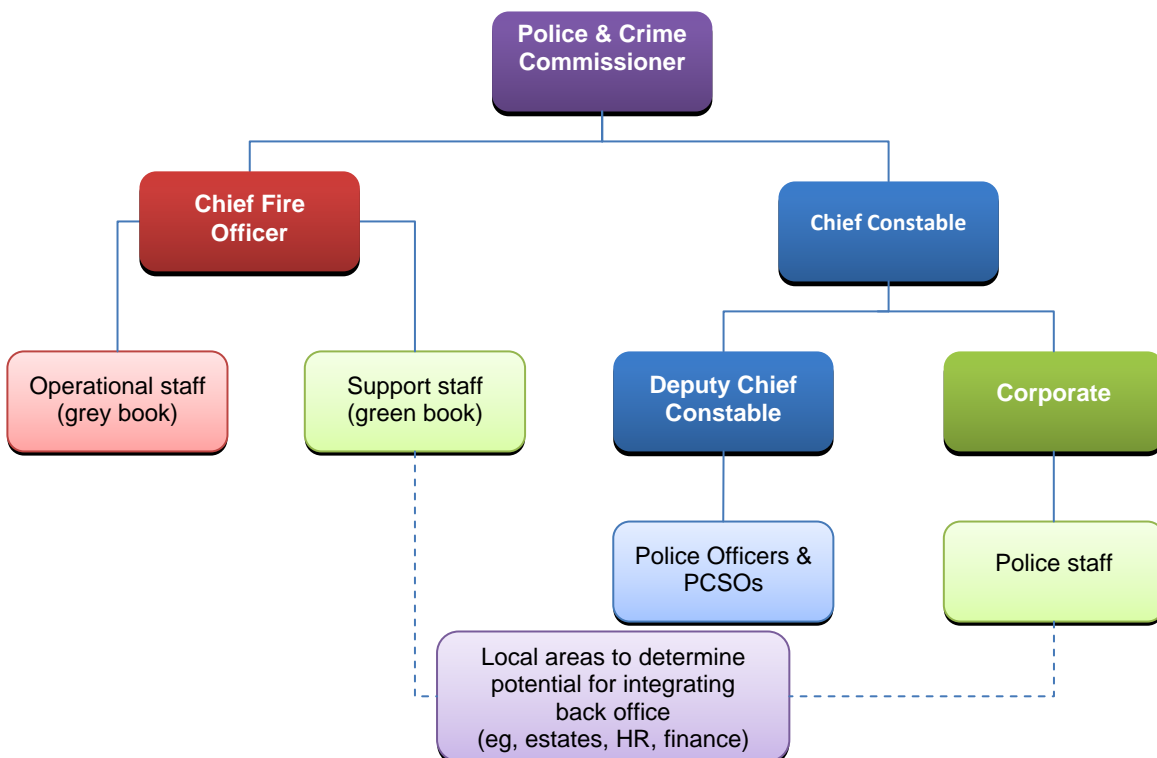
- The secondary legislation referred to above would transfer responsibility for governance of the local fire and rescue service to the Police and Crime Commissioner. This would allow Police and Crime Commissioners to drive ambitious reform of their local fire and rescue service and collaboration with police to improve services and deliver value for money. It would also give fire and rescue services direct local accountability through elected Police and Crime Commissioners.

There would also be benefits in terms of greater joint working. However, the scale of those costs and benefits would depend on the nature of existing local arrangements, transitional costs and the extent of collaboration taking place under a single Police and Crime Commissioner. These costs and benefits would be set out by the Police and Crime Commissioner and fire and rescue authority in their business case when demonstrating the value for money basis of their proposal.

Where a Police and Crime Commissioner takes on governance of the fire and rescue service, central government funding would be paid to the Police and Crime Commissioner for the two services in separate funding streams, providing transparency over the level of funding provided for each service.

Where central government funding is currently paid to a county council with responsibility for fire and rescue, additional work would be needed locally to identify the appropriate level of funding to transfer to the Police and Crime Commissioner.

The diagram below illustrates the structure where a Police and Crime Commissioner takes responsibility for fire and rescue locally (the Police and Crime Commissioner will employ all fire personnel).



Question

- 2. Do you agree that the process set out above would provide an appropriate basis to determine whether a Police and Crime Commissioner should take on responsibility for fire and rescue services?

Empowering Police and Crime Commissioners to maximise opportunities for efficient, effective services

Enabling Police and Crime Commissioners to take over governance of fire and rescue services would allow them to make valuable reforms and improve joint working with the police service. However, greater gains could be made through the integration of back office functions such as estates, HR and IT which support the two services. To facilitate this, we will enable the Police and Crime Commissioner, where a local case is made, to put in place a single employer for local fire and policing (rather than two separate employers under the governance model), with the Police and Crime Commissioner ultimately accountable to the public. This would remove the barriers that can prevent the full potential of fire and police collaboration, including the need to draw up contracts and collaboration agreements to share back office services and streamline upper tiers of management. The important distinction between operational policing and firefighting will be maintained, with the law preventing a member of a police force from being a firefighter remaining in place, and there is no intention to give firefighters the power of arrest.

Where a Police and Crime Commissioner takes on the responsibilities of their local fire and rescue authority, the Government intends to enable, where a local case is made, the Police and Crime Commissioner to put in place a single employer under the governance of the Police and Crime Commissioner. Frontline police and fire services will continue to be separate.

We would envisage applying the same process for creating a single employer as proposed above for transferring governance. Closer working between fire and rescue and the police services could take place over time, but it should also be possible to enable Police and Crime Commissioners who wish to move quickly to share back office functions and streamline upper tiers of management immediately to put in place a single employer at the same time as transferring governance. In such circumstances, the notification to the fire and rescue authority, business case and public consultation would include the intention to take this step.

Questions

- 3. Do you agree that the case for putting in place a single employer should be assessed using the same process as for a transfer of governance?

4. What benefits do you think could be achieved from empowering Police and Crime Commissioners to create a single employer for police and fire and rescue personnel, whilst retaining separate frontline services, where a local case has been made to do so?

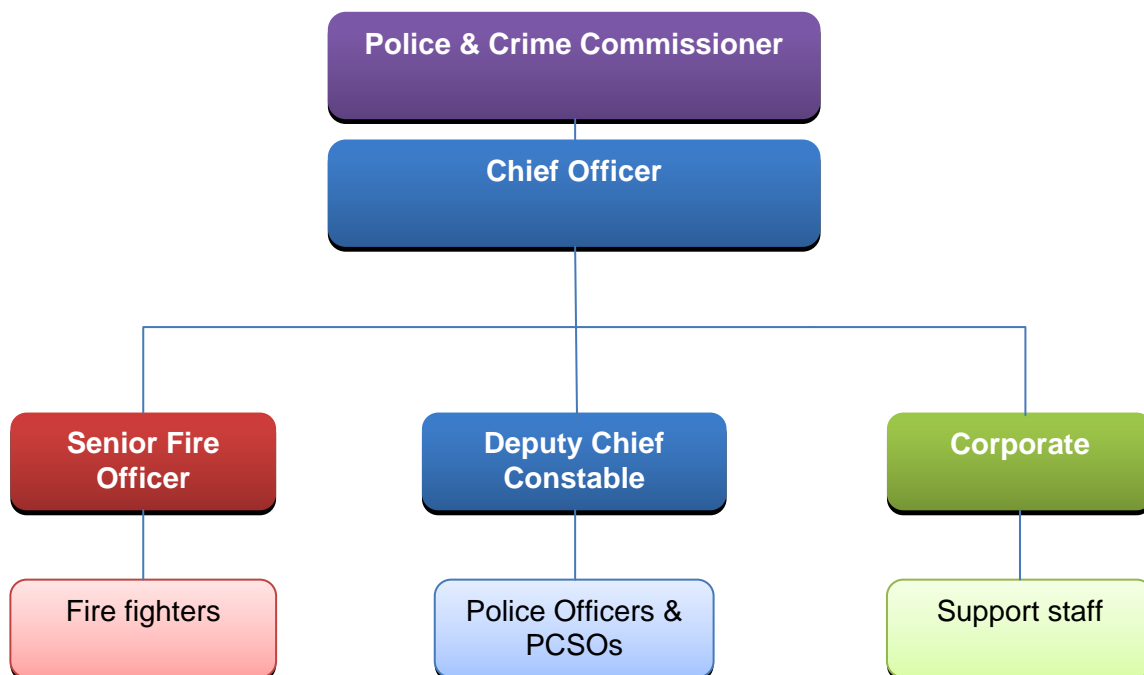
To retain the division between governance and operational functions, under this model the single employer will be led by a chief officer, who will employ all fire and police personnel. The new chief officer would need to hold the rank of chief constable as this is required in legislation for police forces. The chief officer would appoint a senior fire officer to lead fire operations and a deputy chief constable to lead police operations, under their command. The chief officer would be accountable to the Police and Crime Commissioner for both fire and policing.

The post of chief officer would be open to both senior police officers and fire officers, since they will have relevant experience. To achieve this, we will remove the requirement for senior fire officers applying for chief constable roles to previously have been a constable. We will also work with the College of Policing to ensure senior fire officers have access to the necessary training that would allow them to apply for chief officer posts.

Question

5. Do you agree that the requirement for a chief officer to have previously held the office of constable should be removed for senior fire officers?

Where a Police and Crime Commissioner takes on governance of the fire and rescue service and creates a single employer, central government funding would be paid to the Police and Crime Commissioner for the two services in separate funding streams. Council tax precepts for fire and police will also remain separate, ensuring that local taxpayers are clear about the level of their contribution. The Police and Crime Commissioner will consider how to deliver best value for money through these budgets, which may include investing in shared back office functions.



Associated issues

Boundary changes

In England, excluding London, there are 29 fire and rescue authorities that have coterminous boundaries with police forces (20 of these are stand-alone authorities with responsibility for fire services only, and the other nine fire and rescue authorities are county councils where the provision of a fire service is one of many functions and would need to be separated from these local authorities in order to be transferred to the local Police and Crime Commissioner). There are 15 fire and rescue authority areas that are not coterminous with police force boundaries.

Where the fire and police boundaries do not align, it would be for local areas to consider how boundaries should be changed before a Police and Crime Commissioner could take on fire and rescue responsibilities for their area. Boundary changes for fire and rescue authorities are provided for, in very limited circumstances, under powers in the Fire and Rescue Services Act 2004 but this will likely require amendment. Boundary changes for police forces can be made under powers in the Police Act 1996. Local areas would be able to include proposals for boundary changes within their business case for governance changes and, where desired, for a single employer.

We are not ruling out mergers between neighbouring fire and rescue authorities in the future. However, where fire and rescue authorities wish to merge, they should consider whether the aims of economy, efficiency and effectiveness, or public safety, are best achieved through a merger or by transferring their functions to the Police and Crime Commissioner and collaborating with their local police force. This approach continues to ensure that decisions about the provision of local services are made in the best interests of the communities they serve.

Where the Police and Crime Commissioner shares their boundary with more than one fire and rescue authority, and local decision makers determine that fire and rescue authorities should merge so that fire and police share the same boundary, the differing levels of council tax payable for fire and rescue services in the former fire and rescue authority areas will need to equalise; normally this would be achieved within five years of the Police and Crime Commissioner taking on governance.

Improving performance

The inspection regime for policing is undertaken by Her Majesty’s Inspectorate of Constabulary. Her Majesty’s Inspectorate of Constabulary plays an important role in the checks and balances for police by shining a light on how forces are performing. It ensures that independent information on force performance is available to the public, so that they can make informed decisions about their force and hold the Police and Crime Commissioner to account at the ballot box. The Inspectorate also allows the Police and Crime Commissioner to see how the force they are responsible for is doing compared to others, placing pressure on those forces performing less well than their peers, and identifying areas of best practice to be shared across forces.

The performance of fire and rescue services is scrutinised by a voluntary peer review process, usually held every three years. Challenge and support from peers can be a significant factor in helping them improve performance and be a catalyst for change. There are opportunities to strengthen peer reviews and to give the public reassurance about performance, effectiveness and efficiency. This recognises Sir Ken Knight’s call for the peer review process to be strengthened.

The Government is interested in views on how the performance of fire and rescue services could be better reviewed and supported under Police and Crime Commissioners.

Question

- 6. How do you think the requirement for a Police and Crime Commissioner to have access to an informed, independent assessment of the operational performance of the fire service should best be met?

Scrutiny

Police and Crime Commissioners have well-established scrutiny mechanisms, based on the powers and functions of dedicated Police and Crime Panels, external audit, and transparency requirements.

Fire and rescue authorities’ scrutiny arrangements are also well established, with decision making scrutinised by elected councillors. Fire and rescue authorities are also subject to local audit and transparency requirements set out in the Fire and Rescue Service National Framework.

The Government believes that where a Police and Crime Commissioner takes on responsibility for fire and rescue, the remit of the Police and Crime Panel should be expanded to include scrutiny of the Police and Crime Commissioner’s fire responsibilities, (including any necessary changes to membership to ensure fire and rescue expertise). This approach would support the public in holding the Police and Crime Commissioner to account for all elements of their role. The Government expects the highest levels of transparency and has set out the information that Police and Crime Commissioners must publish to support the public in effectively holding them to account. These requirements will apply to Police and Crime Commissioners in their expanded roles.

Questions

- 7. Do you agree that where a Police and Crime Commissioner takes responsibility for a fire and rescue service, the Police and Crime Panel should have its remit extended to scrutinise decision making in relation to fire services?

- 8. Do you think that where a Police and Crime Commissioner takes responsibility for a fire and rescue service, the Police and Crime Panel should have its membership refreshed to include experts in fire and rescue matters?

Complaints

The majority of complaints and conduct matters against fire officers and staff are currently handled internally by the fire and rescue services. The public has recourse to the Local Government Ombudsman in certain cases of maladministration. The Health and Safety Executive may also investigate in certain situations.

Where a Police and Crime Commissioner takes on responsibility for fire and rescue services, it will be necessary to look at how complaints against fire officers and staff should be handled.

In cases where a Police and Crime Commissioner takes over governance of a fire and rescue service but employs fire service personnel separately, with police personnel continuing to be employed by a chief constable, the Government believes that the complaints system should also remain separate. The complaints system for fire should continue to operate as it currently does, with the Police and Crime Commissioner holding the chief fire officer to account for its administration. Where complaints raise more serious issues, either of health and safety or maladministration it believes that – as at present – these should continue to be referred to the Health and Safety Executive or Local Government Ombudsman.

Where a Police and Crime Commissioner puts in place a single employer for fire and rescue and police services, the Government is considering whether complaints and conduct matters concerning fire and rescue personnel should be treated in a similar way as complaints and conduct matters concerning the police. Police complaints are currently handled under the Police Reform Act 2002. The misconduct system for police staff is based on ordinary contracts of employment and varies by force. The Government is currently in the process of overhauling the police complaints and disciplinary systems, but is seeking in this consultation to gather views on the wider principle that complaints and conduct matters for fire and police should be treated in the same way under a single employer model. The Government is also interested in views on whether there would need to be any specific exceptions for fire personnel in these circumstances – for example, from provisions relating to deaths and serious injuries, and on any wider implications for the Independent Police Complaints Commission.

Question

9. Do you think that where a Police and Crime Commissioner puts in place a single employer for fire and rescue and police services personnel, complaints and conduct matters concerning fire should be treated in the same way as complaints and conduct matters concerning the police?

Workforce issues

Where a Police and Crime Commissioner takes responsibility for a fire and rescue service, whether the staff are employed directly by the Police and Crime Commissioner or by a chief officer who would also employ police personnel, they would be covered by the Cabinet Office Code of Practice – ‘Staff Transfers in the Public Sector’. This requires provision to be made for staff to transfer on a basis which follows the Transfer of Undertaking (Protection of Employment) Regulations 2006.

Terms and conditions of firefighters and control staff are negotiated on a UK-wide basis via the National Joint Council for Local Authorities’ Fire and Rescue Services. The National Joint Council has no statutory basis and it is for fire and rescue authorities to decide whether or not to remain members. Fire and rescue authorities also have the power to negotiate changes to terms and conditions at local level whilst remaining members of the National Joint Council. The Government proposes that this same choice should remain open to Police and Crime Commissioners, who would need to approach the National Joint Council if they wished to become members.

An independent review of the conditions of service of fire and rescue staff in England concluded earlier this year. The Government is considering the findings of that review.

Enhancing collaboration between police and fire and rescue

In areas where fire and rescue services remain the responsibility of a fire and rescue authority, it will still be beneficial to ensure that Police and Crime Commissioners and fire and rescue authorities have meaningful opportunities to drive effective collaboration between fire and police services.

The Government intends that, where a Police and Crime Commissioner has not become responsible for the fire and rescue service in their local area, they should nevertheless have the opportunity to be represented on the fire and rescue authority or its committees with voting rights according to the proposals of the Police and Crime Commissioner and the constituent authorities.

This would be feasible for ‘standalone’ fire and rescue authorities but would be more complex in areas where a county council has responsibility for a fire and rescue service, and might not have a dedicated sub-committee for fire. In such cases, any voting rights extended to Police and Crime Commissioners would need to be restricted only to matters affecting the fire and rescue service. It would also be important to consider how adding Police and Crime Commissioners to the membership of fire and rescue authorities might affect the political balance of those bodies.

Question

10. Do you agree that Police and Crime Commissioners should be represented on fire and rescue authorities in areas where wider governance changes do not take place?

London Fire and Emergency Planning Authority

In December 2013, the Department’s response to the Communities and Local Government Committee’s report on the Greater London Authority Act 2007 and the London Assembly on the potential reorganisation of the London Fire and Emergency Planning Authority noted that Ministers would be willing to consider alternative governance models for fire in London.

Since publication of that response, it has become increasingly clear that the current arrangements in London are unsustainable and reform of fire decision making in the capital is needed. There are now too many instances of the Mayor having to use his powers to direct the London Fire and Emergency Planning Authority on the exercise of its functions. Having to repeatedly issue directions to a decision making body that has shown itself unable to engage responsibly with its city’s directly elected Mayor is inappropriate, time consuming and costly to the taxpayer.

The Government believes that abolishing the London Fire and Emergency Planning Authority would strengthen democratic accountability by removing the current confusion whereby the Mayor is accountable for setting the annual budget for fire, but is in a minority position on London Fire and Emergency Planning Authority in respect of decisions relating to fire provision. It would also mean that the position in London will be consistent with the Government’s proposals for metro mayors and Police and Crime Commissioners elsewhere in England to be able to take on the governance of fire and rescue services.

Therefore, the Government intends to legislate to abolish the London Fire and Emergency Planning Authority and to enable the Mayor of London to take direct responsibility for fire and rescue.

In the event of London Fire and Emergency Planning Authority being abolished, oversight of the London Fire Brigade on behalf of the Mayor/Police and Crime Commissioner will need to become the responsibility of another body. There are different ways in which fire responsibilities could be incorporated into the mayoral structure. For example, they could be given to the existing Mayor’s Office for Policing and Crime; a new Mayoral agency for fire and rescue could be created; or the Greater London Authority could perform the function.

Questions

11. Do you agree that the London Fire and Emergency Planning Authority should be abolished and direct responsibility for fire and rescue transferred to the Mayor of London?

12. In the event that the London Fire and Emergency Planning Authority is abolished, how should responsibility for fire and rescue be incorporated into the mayoral structure?

The London Fire Brigade undertakes a pan-London resilience and emergency planning function on behalf of London’s local authorities. London Fire and Emergency Planning Authority also has the day-to-day operational responsibility for the London Resilience Team which supports the work of the London Resilience Forum and delivery of the Mayor of London’s responsibilities for resilience. The Government will discuss with the Mayor’s Office, the Greater London Authority, London Councils and the local authorities how strategic oversight for resilience in the capital and continued co-ordination of London’s resilience and emergency planning activities are maintained.

Civil Contingencies

Police forces and fire and rescue services have duties placed on them under the Civil Contingencies Act, both as individual emergency responders and as members of local resilience forums. The proposal for Police and Crime Commissioners to take on responsibility for fire and rescue would represent a significant change in the organisational context for resilience planning at local level. Views are therefore sought on the implications for local resilience where a Police and Crime Commissioner is responsible for both police and fire.

Question

13. To what extent do you think there are implications for local resilience (preparedness, response and recovery) in areas where the Police and Crime Commissioner will have responsibility for police and fire?

Local devolution

Under local devolution proposals, responsibility for local resilience and accountability could transfer to metro mayors and/or combined authorities. In some cases, metro mayors could take on the role of Police and Crime Commissioner and/or fire and rescue authority. Views are invited on the implications and options for responsibilities for civil resilience for areas that will have a metro mayor.

As part of this Government’s commitment to build a Northern Powerhouse – the vision based on solid economic theory that enabling the cities and regions of the north to come together to pool their strengths in order to become greater than the sum of its parts - the Cities and Local Government Devolution Bill will enable the new directly-elected Mayor of Greater Manchester to take on the role of the Police and Crime Commissioner, and extends the period of office of the current Police and Crime Commissioner until 2017.

The Greater Manchester Fire and Rescue Authority will be abolished and legislation will enable the transfer of its functions to the Elected Mayor. Appropriate arrangements will be introduced to oversee the operational discharge of functions.

Question

14. To what extent do you think there are implications for resilience responsibilities in areas where an elected metro mayor is also the Police and Crime Commissioner and responsible for the fire and rescue service?

Closer working between Police and Crime Commissioners and NHS ambulance trusts

Police and Crime Commissioners have shown ambition for their forces to collaborate closely with other emergency services. For example, Northamptonshire has a joint operations team which plans all operational activity across the three emergency services. In London, the Mayor (who is the Police and Crime Commissioner for London) has driven closer working between the Metropolitan Police Service and London Ambulance Service to manage the increasing demand on both services.

The Government believes that Police and Crime Commissioners have an important role to play in how their local NHS ambulance service is run. They can drive greater joint working with the other emergency services, which can not only reduce pressures on the services but also help those needing medical treatment. We want to see Police and Crime Commissioners and NHS ambulance trusts working more closely together to ensure the demand the police and NHS ambulance services place on each other, on a day-to-day basis, is dealt with in the most effective and efficient manner.

The Government is also committed to continue to encourage joint working with the NHS ambulance service, whether on co-responding or the wider agenda to improve health outcomes.

The Government therefore encourages local ambulance NHS foundation trusts to consider their engagement with their local Police and Crime Commissioners and whether to have Police and Crime Commissioner representation on their council of governors.⁸

Police and Crime Commissioners will be able to harness the local partnerships they have built across their force areas to help the NHS ambulance trusts achieve their aims, and this should support both the Police and Crime Commissioner and ambulance leaders to ensure that the police and NHS ambulance services reduce any inappropriate demands they place upon the other. As each NHS ambulance trust covers more than one police force area, we would allow for flexibility and let Police and Crime Commissioners decide with their ambulance NHS foundation trusts what representation works best locally.

⁸ There are ten regional ambulance trusts which provide ambulance services in England, of which five are currently foundation trusts. Each foundation trust is governed by a council which represents the interests of the public, ambulance staff and partner organisations, and influences the strategic direction taken by the trust.

Other views or comments

Questions

15. Are there any other views or comments that you would like to add in relation to emergency services collaboration that were not covered by the other questions in this consultation?

16. Do you think these proposals would have any effect on equalities issues?

Concluding remarks

Three governance models are being proposed for closer working between the police and fire, and it will be for local areas to consider those options and put forward an approach that best suits their own circumstances. There is no intention to amalgamate the two services and we will not be changing legislation which currently precludes a police constable from acting as a firefighter; nor would a firefighter be able to undertake activity which requires warrant powers. Central government funding for the two organisations will continue to remain separate, as will council tax precepts, maintaining transparency for local taxpayers on the level of funding to each service.

Government strongly believes that the proposed models will enhance collaboration and improve closer working between the emergency services and greatly enhance the service provided to the local communities – but still retain their individual identities and operational functions.

The Government believes that greater collaboration between NHS ambulance service and the other emergency services has the potential to deliver better services for the public and greater efficiency. This will help the NHS ambulance service focus on its core role of delivering clinical NHS services. The Government expects the NHS ambulance service to do more in helping people access the right care closer to home through greater collaboration with primary and community care so that people are only transported to A&E when their clinical condition requires it.

Consultation questions

1. How do you think this new duty would help drive collaboration between the emergency services?
2. Do you agree that the process set out above would provide an appropriate basis to determine whether a Police and Crime Commissioner should take on responsibility for fire and rescue services?
3. Do you agree that the case for putting in place a single employer should be assessed using the same process as for a transfer of governance?
4. What benefits do you think could be achieved from empowering Police and Crime Commissioners to create a single employer for police and fire and rescue personnel, whilst retaining separate frontline services, where a local case has been made to do so?
5. Do you agree that the requirement for a chief officer to have previously held the office of constable should be removed for senior fire officers?
6. How do you think the requirement for a Police and Crime Commissioner to have access to an informed, independent assessment of the operational performance of the fire service should best be met?
7. Do you agree that where a Police and Crime Commissioner takes responsibility for a fire and rescue service, the Police and Crime Panel should have its remit extended to scrutinise decision making in relation to fire services?
8. Do you think that where a Police and Crime Commissioner takes responsibility for a fire and rescue service, the Police and Crime Panel should have its membership refreshed to include experts in fire and rescue matters?
9. Do you think that where a Police and Crime Commissioner puts in place a single employer for fire and rescue and police services personnel, complaints and conduct matters concerning fire should be treated in the same way as complaints and conduct matters concerning the police?
10. Do you agree that Police and Crime Commissioners should be represented on fire and rescue authorities in areas where wider governance changes do not take place?
11. Do you agree that the London Fire and Emergency Planning Authority should be abolished and direct responsibility for fire and rescue transferred to the Mayor of London?
12. In the event that the London Fire and Emergency Planning Authority is abolished, how should responsibility for fire and rescue be incorporated into the mayoral structure?
13. To what extent do you think there are implications for local resilience (preparedness, response and recovery) in areas where the Police and Crime Commissioner will have responsibility for police and fire?
14. To what extent do you think there are implications for resilience responsibilities in areas where an elected metro mayor is also the Police and Crime Commissioner and responsible for the fire and rescue service?
15. Are there any other views or comments that you would like to add in relation to emergency services collaboration that were not covered by the other questions in this consultation?
16. Do you think these proposals would have any effect on equalities issues?

Information about you

1. Which of the following best describes your organisation or the professional interest that you represent? *Please select one option.*

- Police and Crime Commissioner
- Police force
- Individual police officer or police staff
- Fire and rescue authority
- Individual Fire Officer or fire staff
- Local Authority
- Ambulance trust
- Individual ambulance trust employee
- Representative body (please specify)
- Professional body
- Industry body
- None – I am responding as a member of the public
- Prefer not to say
- Other (*please specify*)

2. Which organisation or force do you represent? *Providing this information is optional.*

3. If you are a police officer or police staff which of the following best describes your rank? *Please select one option.*

- Constable
- Sergeant
- Inspector
- Chief Inspector
- Superintendent
- Chief Superintendent
- Chief Police Officer ranks
- PCSO
- Special Constable
- Police staff
- Other (*please specify*)

4. If you are a fire and rescue authority employee which of the following best describes your role?

Please select one option.

- Non-uniformed staff
- Fire fighter
- Leading Fire fighter
- Crew Manager
- Watch Manager
- Station Manager
- Group Manager
- Area Manager
- Brigade Manager
- Assistant Chief Fire Officer
- Deputy Chief Fire Officer / Deputy Chief Executive Officer
- Chief Fire Officer / Chief Executive Officer
- Other (*please specify*)

5. If you are an ambulance service employee which of the following best describes your role?

Please select one option.

- Control room staff
- Patient Transport Service staff
- Ambulance support
- Paramedic
- Management role
- Support staff
- Other (*please specify*)



Complementary Policing Team Police
Integrity and Powers Unit
6th Floor NW, Fry Building
2 Marsham Street
London
SW1P 4DF

12 October 2015

Dear Sir/Madam

Re: County Council response to the “Reforming the Powers of Police Staff and Volunteers” consultation

Thank you for the opportunity to comment upon the proposals to reform the powers of police staff and volunteers. Your proposals could provide a solution to the challenges that KCC is facing in exploring better ways of working and having a more flexible workforce whilst delivering the best service to the public.

I would like to take this opportunity to stress that as funding for public services continues to decline, it is imperative that we all strive for more effective partnership working with the public, private and voluntary sectors in reshaping services to meet the changing needs of our residents, businesses and communities. As such, we welcome the opportunity to comment on the proposed reforms and to offer our support to the Police in reshaping and redesigning their service to ensure future resilience.

In response to your consultation questions, Kent County Council offers the comments below:

1. Do you agree with the idea of giving greater control to chief officers over the powers of their designated staff?

Greater control over the powers that can be designated to staff will give Chief Officers the ability to shape their service utilising all the skills of their current

and future workforce in the best way possible. We support the opportunity for Chief Officers to have greater flexibility to empower and deploy their officers and staff in a way most appropriate to the needs of the Force and the local community. However, there is a risk that the public will perceive this to be 'policing on the cheap'; as such, clear communication with the public and partner agencies, alongside valid reasoning will be the key to alleviating any concerns.

Furthermore, a fundamental part of implementing these changes effectively will depend on establishing and maintaining robust safeguards so that the right person, with the right skills, is performing the right functions, thus ensuring both the public and staff are protected and supported.

There is the risk that the greater flexibility provided at the local level may lead to some confusion with the public and partner agencies if staff across the country are designated with a differing set of powers depending on the particular Force in which they serve. Again, communication with the relevant stakeholders will be crucial in order to clarify locally how powers have been delegated and may prove helpful for both the public and partner agencies.

2. Do you have any views on the proposed new role titles?

There are no objections to the proposed new role titles. In fact, we are exploring the use of volunteer Community Wardens to support our Community Warden Service in Kent. Kent County Council manages a Community Warden Service consisting of 70 uniformed, frontline staff that work across numerous communities in Kent. Our wardens work alongside the extended policing family and act as the eyes and ears of the communities they serve but more importantly, they promote community cohesion and support the vulnerable in those areas.

3. Do you agree with the concept of a single list of the 'core' powers that would remain exclusive to police officers?

There needs to be a clear distinction between the role of a police officer and the roles of other designated staff. As such, we agree there is a fundamental need for a list of 'core' powers that will be exercised exclusively by police officers who have the experience and training to use them professionally and appropriately.

However, in the interests of clarity for the public and partner agencies we would encourage local Forces to identify as far as possible what powers and responsibilities outside those 'core' powers will be designated to a particular post within their area.

4. Is the proposed 'core' list correct, or should other powers be added or removed?

Without greater knowledge of the wide range of powers defined in the many different pieces of legislation and how they are enforced it is difficult to comment on the 'core' list included in the consultation. However, we do strongly support the proposal that the most intrusive police powers should remain the sole preserve of officers and feel that the Police and other law enforcement professionals are best placed to establish this list.

5. Do you agree that it would be helpful to include an order-making power to enable the Home Secretary to add to the list of powers which designated officers cannot have?

Following this consultation with both the public and professionals, it should be possible to develop a comprehensive list of the current powers that are only appropriate for use by police officers. As such, whilst we would support the above proposal that the Home Secretary be able to add to the list of 'core' powers, this should only be in respect of powers that originate from new or amended legislation as agreed by Parliament or where there were public concern that a particular power should only be available to police officers.

6. Should chief officers also be able to designate volunteers with powers?

Volunteers already play an important role in society and can bring expertise that may not otherwise be available. We are strong advocates of utilising the skills and experiences of volunteers to complement public services. Therefore, the potential to give the already established Special Constabulary and Police Support Volunteers relevant powers to help them work effectively alongside regular colleagues would be very welcome; however, such volunteers should support the normal day-to-day work undertaken by Police Officers and Police Staff rather than replace them. As previously mentioned, robust safeguards would need to be in place to ensure the volunteers are given the appropriate powers, responsibilities and are properly trained.

7. Should we abolish the office of traffic warden?

As identified in the consultation, the Police Force in Kent does not have any dedicated traffic wardens and many of these functions are already managed by the Local Authorities and Civil Officers with the relevant delegated powers. Abolishing this office is likely to have little or no impact in Kent.

8. Do you have any other comments?

Whilst we support the proposals to provide Chief Officers with greater opportunities and flexibility to manage their workforce, we would expect that if or when the new powers are introduced that, in the true spirit of partnership working, Chief Officers give due consideration to the potential impact on the services delivered by partner agencies and consult with key partner agencies where appropriate.

For example, as mentioned earlier in our response, Kent County Council manages a uniformed frontline service called the Kent Community Warden Service (KCWS) which is accredited by Kent Police and has two delegated powers - the ability to direct traffic and take names and addresses for anti-social behaviour. The role of our wardens is primarily to facilitate community engagement tackling a wide range of issues from neighbourhood disputes to scams through support, mediation and signposting. The Community Wardens work closely with all partners across the county, including PCSOs, but the Community Wardens' role is strongly linked to the social welfare of our communities in supporting the vulnerable. If the role of the PCSO were to be expanded and they were to take on more enforcement powers, there is a concern that they could become a more reactive service rather than being interactive in the community and their relationship with residents could be adversely affected. This in turn could put more pressure on the Warden Service and possibly other local agencies around low level community demands and area coverage.

Whilst this impact is local to Kent, it is useful to highlight that future changes to roles and responsibilities within the Police may have wider reaching effects to such local arrangements across the country.

We would welcome the opportunity to discuss the proposals in more detail. If you have any queries or concerns regarding the contents of this letter, please do not hesitate to contact me.

This response has been endorsed by KCC' Cabinet

Yours sincerely

Mike Hill, OBE
Cabinet Member for Community Services



Home Office

Reforming the Powers of Police Staff and Volunteers

A Consultation on the way Chief Officers
Designate the Powers and Roles of Police
Staff and Volunteers

September 2015

Reforming the way Chief Officers Designate the Powers and Roles of Police Staff and Volunteers

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Foreword by the Home Secretary



The historic office of constable is at the very heart of the policing of England and Wales. Police officers across the country carry out a wide range of duties, keeping the public safe and ensuring justice for the most vulnerable members of society. We value the essential role they play, but they cannot do this on their own. Traffic Wardens, Police Community Support Officers (PCSOs) and other designated police staff have played a key role in policing our communities in recent years and we believe that they can play a greater role in the future, bringing new skills and expertise, and freeing up police officers to concentrate on the core policing task that most requires their particular powers and experience.

Volunteers also play a vital role in community safety. Since 1831, Special Constables have taken many of the same risks as full-time police officers, for no reward other than the satisfaction of playing their part in keeping their communities safe from crime. In recent years, Police Support Volunteers have also played an important part of policing in such roles as manning police enquiry desks or giving crime prevention advice. There is more that volunteers can do. This Government wants to encourage those with skills in particular demand, such as those with specialist IT or accountancy skills, to get involved and help the police to investigate cyber or financial crime and, as their experience grows, to enable them to play a greater part in investigations. These reforms will also help the police to make further progress on the use of cyber-specials.

This consultation document sets out a number of proposals for reform and, subject to the consultation outcome, we intend to legislate for reform in the Policing and Criminal Justice Bill later this year. I look forward to your responses to this consultation and invite you to help shape the way policing is delivered.

**The Rt Hon Theresa May MP
Home Secretary**

Executive Summary

The office of constable is central to the delivery of policing in England and Wales. The reforms set out in this document are intended to enhance this. We propose for the first time setting out in a single piece of legislation the core list of powers that will only be available to those that hold the office of constable. Beyond these core powers, we want police forces to have a more flexible workforce and we will, subject to key safeguards, enable chief officers to designate other police powers to staff. This will enable police officers to focus on the most important roles; roles that only they can carry out.

We also want to enhance the role of volunteers. We are consulting on ending the anomaly whereby volunteers can either have all of the powers of the constable, as a Special; or have none of the powers, as a police support volunteer. We will instead allow volunteers to mirror the roles played by police staff, for example as Community Support Officers.

These reforms will help this Government to finish the job of police reform. These changes will take further the process started in the Police Reform Act 2002, which first introduced the PCSO role and the concept that police staff, as well as police officers, could have enforcement powers. They will give Chief Constables greater flexibility in meeting the demands on police forces at a time when funding policing remains a significant challenge.

The proposals included in this consultation are summarised below and further details on each are set out through this document:

- to enable chief officers to designate a wider range of powers on police staff and volunteers;
- to create a list of 'core' police powers that would remain exclusive to police officers¹;
- to take an order-making power to enable Parliament to add to the list of those 'core' powers;
- to enable volunteers to be designated with powers in the same way as staff;
- to adopt new titles for the changed support role and the new volunteer role; and
- to abolish the office of traffic warden under the Road Traffic Acts.

Enabling volunteers to be designated with powers in the same way as staff will enable them to work with their Special Constable colleagues to support police forces in keeping their communities safe.

This document sets out the key issues in relation to designating powers to police staff and volunteers and presents options for reform. These reforms will also begin the process of implementing Recommendations 7 and 8 of the College of Policing's Leadership Review², published in June 2015. These reforms extend to England and Wales only.

This consultation is open until 31 October 2015; details of how to respond are set out towards the end of this document.

¹ Although some of these powers would continue to be available to others outside the police, such as officers of HM Revenue and Customs or UK Border Force.

² http://www.college.police.uk/What-we-do/Development/Promotion/the-leadership-review/Documents/Leadership_Review_Final_June-2015.pdf

Introduction and background

These reforms build on two long standing trends in policing. First, that volunteers have played a role in policing since the period of the formation of the modern police by Sir Robert Peel; the Metropolitan Police Act 1829 was followed swiftly by the Special Constables Act 1831. Volunteers strengthen policing and help forces to develop important links with communities. They bring diverse and valuable skills from outside of police forces that complement the roles that staff and officers play in delivering best service to the public.

Second, since the early 2000s police staff have held various powers of the police constable, most notably with the creation of the PCSO. These include the power to request names and addresses, certain specified powers to search and seize, and powers to issue fixed penalty notices for a list of specified offences. These are set out in full at Annex A. When the designated staff roles were created in 2002, the concept of a member of police staff having enforcement powers was new, but the PCSO list in particular has been added to on at least seven occasions since then and the role of PCSOs in local policing is now well established. The reforms proposed in this document represent a logical next step in the process.

Current designated staff roles

Under current arrangements, there are four categories of police staff who can be designated with powers that are set out in Schedule 4 to the Police Reform Act 2002. That list is the maximum number of powers that can be designated. The act of making the designation falls to the relevant chief officer of police³, who must be satisfied that the individual member of police staff is (a) suitable to carry out the role; (b) capable of effectively carrying out the role; and (c) has received adequate training.⁴ As a result, much of the current decision-making around designation already falls to chief officers.

The four designated police staff roles under the Police Reform Act 2002 (PRA) are: police community support officer (PCSO); investigating officer; detention officer; and escort officer. Annex A sets out the powers associated with each of these roles. Currently chief officers have discretion to designate individuals with more than one role; for example, staff can be designated as both detention and escort officers to give greater flexibility in detainee handling, while many forces also designate PCSOs as traffic wardens to give them powers to deal with the flow of traffic and related issues (becoming so-called 'Traffic PCSOs').

Police staff, sometimes referred to as 'civilian' staff to differentiate them from police officers holding the officer of constable, have no inherent powers, unlike constables. So non-operational staff have no powers, while all those designated as PCSOs have the 18 standard powers (see Annex A) along with any of the discretionary powers for which their chief believes them to be suitable, capable and adequately trained.

There are a number of powers currently included in the lists of standard and discretionary powers of a PCSO that are specifically designed to deal with the fact that PCSOs do not have powers of arrest. These focus on providing PCSOs with powers to require names and addresses or detain a person for 30 minutes until a constable arrives. These are set out at Annex B. We will ensure that these powers (which are derived from powers of a constable, but are not themselves constable powers) remain available to PCSOs.

³ Section 101(1) of the Police Act 1996 defines a "chief officer of police" as: in relation to the Metropolitan Police, the Commissioner of Police of the Metropolis; in relation to the City of London Police, the Commissioner of Police for the City of London; and for all other police forces in England and Wales, that force's chief constable.

⁴ Section 38(4), Police Reform Act 2002

Traffic wardens are appointed by chief officers under section 95 of the Road Traffic Regulation Act 1984 and were the first non-warranted staff to have what were formerly police powers. Since parking enforcement was decriminalised in the 1990s, most of that work is now done by local authorities and the number of individuals only designated as traffic wardens has fallen to just 18 across the whole of England and Wales⁵. Many forces dual-designate some of their PCSOs as Traffic Wardens to make them ‘Traffic PCSOs’, who have the additional traffic warden powers such as directing traffic or dealing with non-moving traffic offences such as causing an obstruction or not displaying lights when required. In addition, 12 of the most recent discretionary powers for PCSOs are traffic-related (see Annex A).

Current volunteer roles

Those wishing to volunteer their time to policing currently have two alternatives; either to become a special constable, with the full range of police powers and the attendant training requirement, or to become a Police Support Volunteer (PSV), with no powers and a mainly supporting function, such as staffing an enquiry desk or assisting in the operation of a CCTV control room. In addition, Specials generally work in uniform, while PSVs wear their own clothes.

The current position of paid staff and volunteers is summarised in the table below:

	Full powers	Some powers	No powers
Paid, Full- or Part-Time	Police Officer	Designated Staff (i.e. PCSO, Investigating Officer, Detention/Escort Officer)	Other Police Staff
Unpaid, Part-Time	Special Constable	No Current Role	Police Support Volunteers

College of Policing’s Leadership Review

The need for reform has been recognised by the College of Policing. The reforms set out here to the role and powers of police staff and volunteers will play a part in implementing two of the recommendations of the College of Policing’s Leadership Review, namely:

- Recommendation 7: Increase flexibility in assigning powers and legal authorities to staff.
- Recommendation 8: Develop career opportunities which allow recognition and reward for advanced practitioners.

These reforms address Recommendation 7 directly by making additional powers and legal authorities available to police staff. In addition, forces will be encouraged to use the additional powers to provide development opportunities for both staff and volunteers, thus addressing Recommendation 8.

⁵ Ten in Sussex, 5 in Greater Manchester Police and one each in Hampshire, Northamptonshire and West Yorkshire.

Issues and options

Designating powers

Reforms to date have brought a number of advantages, with PCSOs and other civilian and designated staff roles playing important roles and making a significant contribution to policing. There is an appetite for further flexibility in the use of staff and volunteers which these proposals would enable.

In the light of the pressures on the police, where forces have to consider a range of options to deal with the demands on their services, and as part of the wider work to reform the police, we want to give chief officers greater flexibility in the way they use their officers and staff. Enabling staff to take on a wider range of supporting roles will free up police officers to carry out their core policing role. We therefore propose to do away with the current list-based approach to designation and instead enable chief officers to designate their civilian staff with any of the powers of a police officer, apart from a list of 'core' powers discussed later on in this document. This would significantly support workforce flexibility and enable chief officers to make better use of civilian staff and volunteers, enabling designated staff to take on a broader range of functions in support of police officers.

Question 1

Do you agree with the idea of giving greater control to chief officers over the powers of their designated staff?

Designated Roles

At present, there are a range of powers for each of the four designated roles (as set out at Annex A):

- PCSO: 18 standard powers, 44 discretionary powers
- Investigating Officers: 12 discretionary powers
- Detention Officers: 12 discretionary powers
- Escort Officers: 2 discretionary powers

Standard powers of PCSOs are those which are automatically given by the act of designating someone as a PCSO; discretionary powers in all four roles are those which a chief officer may designate staff to use. Section 38(4) of the Police Reform Act prescribes safeguards for all of these powers, in that chief officers may only designate an individual if they:

- i) are a suitable person to carry out the functions for which they are designated;
- ii) are capable of effectively carrying out those functions; and
- iii) have received adequate training in the carrying out of those functions and in the exercise and performance of the powers and duties to be conferred.

These safeguards – in particular, the safeguard that an individual must be trained before being designated – will remain under these reforms and we will ensure that chief officers have appropriate guidance in applying these tests to the wider range of powers that would be available. There is also scope for chiefs to take a policy decision that they will not designate PCSOs with certain powers in their area; this would continue under our proposed reforms.

Role titles

Given the widespread recognition of the PCSO role, and their main purpose in engaging with members of the public, we see no need – and significant arguments against – altering that role title. The volunteer equivalents should be titled Police Community Support Volunteers.

However, given the largely internal role of the other three types of designated staff (i.e. investigating officer, detention officer and escort officer), we consider it is appropriate to amalgamate those separate roles into a single role of Investigation Support Officer. The volunteer equivalents would then be titled Investigation Support Volunteer.

Question 2

Do you have any views on the proposed new role titles?

Core Role of the Constable

While the office of constable is an ancient one that sits at the heart of policing our communities, the wide range of their powers is defined across a wide range of Acts, from general legislation such as the Town Police Clauses Act 1847 to more specific legislation such as the Misuse of Drugs Act 1971. As part of these reforms, we propose to set out clearly for the first time those powers that are only available to police officers, including special constables. That list would include the most intrusive police powers that would continue to be the sole preserve of officers, such as arrest or stop and search. Chief officers would then have the flexibility to use their wider workforce more effectively by designating other powers onto staff and volunteers.

By reversing the way that Schedule 4 to the Police Reform Act 2002 currently works, we propose to enable any member of police staff that has been appropriately trained⁶, and who is both capable and suitable, to be designated with any police power that is not on the 'core' list. Existing designations would continue in force until a fresh designation is made.

Powers to be reserved only to constables would include the power to force entry to premises, other than i) the existing discretionary PCSO power to enter to save life or limb or prevent serious damage to property and ii) the existing power of an investigating officer to execute a search warrant in the company of a constable. Other core powers include any power that rests with a police officer of a certain rank, such as authorising detention or the use of section 60 stop and search⁷. The full proposed list is set out in the next section.

The current, list-based approach has a significant drawback that powers cannot be added except by way of primary legislation, which has happened on a number of occasions over the period since 2003. Reversing the process, so that chiefs can designate any power not expressly reserved to police officers, will avoid the need for legislation to add to the powers of designated officers. This approach will therefore support the flexibility of police forces and enable chiefs to respond more nimbly and swiftly to emerging local problems. It would also signal Parliament's support and trust in the police as professionals and rightly placed to allocate powers appropriately. Nonetheless, there might still be a need to amend the core list in the future, for example in respect of powers originating in new legislation, or if there were public concern that a particular power should only be available to police officers. We do not propose to take a power to remove powers from the core list by secondary legislation.

⁶ i.e. staff or volunteers would need to be trained in any new skills (such as applying for search warrants or production orders) before being designated with new powers.

⁷ i.e. the power under section 60 of the Criminal Justice and Public Order Act 1994 to search for offensive weapons without the need for reasonable suspicion

Proposed ‘core’ list of powers that would only be available to police officers, i.e. would not be available for designation to staff or volunteers:

1. Arrest (e.g. s24 PACE⁸)⁹.
2. Stop and Search (e.g. s1 PACE, s23(2) MDA¹⁰, s60 CJPOA¹¹).
3. Power to act as a custody officer in the absence of a sergeant (s36(4) PACE).
4. Power to effect entry to property (e.g. ss8, 17 & 18 or Schedule 1 PACE, s23(1), (3) & (3A) MDA) – although appropriately designated staff would (as now) be able to enter premises i) for the purposes of saving life or limb or preventing serious damage to property or ii) in the company of a constable.
5. Any power reserved to a police officer of a certain rank or position, including:
 - a. appointment as a custody officer;
 - b. authorising various powers, such as:
 - i. strip or intimate searches;
 - ii. use by constables of stop and search powers under section 60 CJPOA; or
 - iii. use of powers under RIPA¹² (see below) or Part III of the Police Act 1997 (property interference, e.g. planting a surveillance device).
6. All powers under counter-terrorism legislation, i.e.:
 - a. Terrorism Act 2000;
 - b. Terrorism Act 2006;
 - c. Counter-Terrorism Act 2008;
 - d. Terrorism Prevention and Investigation Measures Act 2011; and
 - e. Counter-Terrorism and Security Act 2015.
7. The two most intrusive powers under RIPA, i.e.
 - a. Requesting a warrant to intercept communications; and
 - b. Acting as a Covert Human Intelligence Source (i.e. an undercover officer).
8. No chief officer may give authority to a designated officer or volunteer to carry and/or use a firearm or a less lethal weapon requiring special authorisation by the Home Secretary¹³, e.g. Taser.

Questions 3, 4 and 5

Do you agree with the concept of a single list of the ‘core’ powers that would remain exclusive to police officers?

Is the proposed list correct, or should other powers be added or removed?

Do you agree that it would be appropriate to include an order-making power to enable the

⁸ Police & Criminal Evidence Act 1984

⁹ This would not prevent a member of police staff from exercising the powers of arrest open to any person, such as the power to make a citizen’s arrest (s24A of PACE) or to arrest under common law for breach of the peace.

¹⁰ Misuse of Drugs Act 1971

¹¹ Criminal Justice and Public Order Act 1994

¹² Regulation of Investigatory Powers Act 2000

¹³ In accordance with the Home Office Code of Practice on the Police Use of Firearms and Less Lethal Weapons

Home Secretary to add to the list of powers which only police officers can have?

Volunteers

The Government's volunteering strategy, led from the Cabinet Office, aims to build "...a society where everyone has the chance to contribute to their community, and where those communities are self-confident and civically engaged."¹⁴ Thousands of Special Constables and Police Support Volunteers already contribute to their communities, but anecdotal evidence suggests that there are barriers that deter people from contributing their time and expertise to helping to keep their communities safe. For example, the particular status of Special Constables (i.e. that they have the same powers as regular officers, including powers of arrest, and are expected to intervene even if off-duty) may deter some individuals from applying. We are also aware of forces rejecting applicants to the Special Constabulary from certain occupations, such as security staff or police contractors, as forces are concerned they might be tempted to use their powers as specials while undertaking their paid employment. However, if we were to enable volunteers to be designated in the same way as staff, this status point does not arise, as designated powers only apply when on duty and in uniform (this would therefore require issuing designated volunteers with uniforms, as is currently done with Special Constables).

Given that volunteers (i.e. Special Constables) have been able to exercise the full range of police powers for almost 200 years, there is precedent for all the various paid operational policing roles to be available to volunteers. Enabling volunteers to be designated in the same way as staff would give chief officers the ability to shape their workforce in the way they need to police their force areas; it will also enable individuals to volunteer for roles that interest them where previously the community may have missed out on their services. We are aware that Lincolnshire Police have already trained and deployed a number of 'Volunteer PCSOs', who have been trained to the same standard as their paid PCSOs, but currently have no powers as the law does not permit it.

Question 6

Should chief officers also be able to designate volunteers with powers?

Traffic wardens

Parking enforcement was decriminalised in the 1990s, since when the number of traffic wardens employed by police forces, as distinct from parking enforcement officers, employed by local authorities, has fallen to just 18 across the whole of England and Wales¹⁵. A number of PCSOs tasked as 'Traffic PCSOs' are dual-designated as traffic wardens to enable them to direct traffic, which is a power of traffic wardens but not of PCSOs¹⁶. The revised approach to designating police staff set out above, where chief officers could designate their staff with any of the powers of a constable, would result in chiefs being able to designate their PCSOs directly with the necessary traffic direction powers, rather than needing to additionally designate them as traffic wardens.

Given the very small number of individuals designated solely as traffic wardens, who could either be re-designated as PCSOs to carry out the same duties, or could transfer to local authorities as happened in many previous cases, it would then be possible to abolish the office

¹⁴ Speech by Rob Wilson MP, Minister for Civil Society, 25 June:

<https://www.gov.uk/government/speeches/building-civil-society-together-rob-wilson-speech>

¹⁵ Police Workforce Statistics, England and Wales: 31 March 2015: 10 in Sussex, 5 in Greater Manchester and one each in Hampshire, Northamptonshire and West Yorkshire.

¹⁶ Sections 35 and 163, Road Traffic Act 1988, as applied by the Functions of Traffic Wardens Order 1970, as amended.

of traffic warden under the Road Traffic Acts. This change will not have the effect of re-criminalising parking enforcement; while those PCSOs dual designated as traffic wardens currently have parking powers, we understand that they use them only exceptionally, and we would not expect chiefs to designate parking control powers on Traffic PCSOs in the future.

Question 7

Should we abolish the office of traffic warden?

Devolution

Wales: While the broad issue of “Traffic management and regulation” is devolved to Wales under Schedule 4 of the Government of Wales Act 2006, none of the 18 current traffic wardens are employed by any of the four Welsh police forces, and the proposed change will not affect the enforcement split between police forces and local authorities. We therefore consider that the office of traffic warden, as a member of police staff, is a matter reserved to the UK Government, and not conferred to the Welsh Assembly.

Scotland: Police Scotland’s last traffic wardens left service in February 2014, but the office has not been abolished under Scottish law. We are discussing this with officials in the Scottish Government to see how they wish to proceed.

Other comments

These proposals are intended to provide forces with greater flexibility in how local communities are policed. Informed by this consultation we will produce a full Impact Assessment on costs and savings alongside any legislation we bring forward.

If you have any other views about increasing the flexibility of the police workforce, feel free to contribute them in response to Question 8.

Question 8

Do you have any other comments?

Impact of proposals

Affected Groups and Likely Impacts

The proposals set out in this consultation document have the potential to affect the following groups and organisations:

- **The police and other law enforcement agencies;** one of the key advantages of the proposed reforms would be the ability for chiefs to deliver a number of tasks using staff or volunteers rather than officers, saving what is likely to amount to thousands of hours of police officer time that could instead be used to better effect. There will be a cost to forces for issuing uniforms and delivering training to new volunteers, but these should be significantly outweighed by the savings that forces would make by replacing police officers in certain tasks with staff or volunteers.
- **Victims;** the greater use of volunteers in particular should mean a greater availability of police personnel (i.e. the volunteers themselves) to interview victims, take witness statements etc in the evenings and weekends. As such, these reforms should help to increase the level of services to victims.

Public Sector Equality Duty

Section 149 of the Equality Act 2010 places a duty on Ministers and the Department, when exercising their functions, to have 'due regard' to the need to eliminate conduct which is unlawful under the 2010 Act, advance equality of opportunity between different groups and foster good relationships between different groups.

In accordance with these duties we have considered the impact of the proposed reforms on those sharing protected characteristics and those who do not, in order to comply with the duty mentioned above. We will continue to do this, and the responses to this Consultation will further inform this consideration.

Consultation Questions

- Q1. Do you agree with the idea of giving greater control to chief officers over the powers of their designated staff?
- Q2. Do you have any views on the proposed new role titles?
- Q3. Do you agree with the concept of a single list of the 'core' powers that would remain exclusive to police officers?
- Q4. Is the proposed list correct, or should other powers be added or removed?
- Q5. Do you agree that it would be helpful to include an order-making power to enable the Home Secretary to add to the list of powers which designated officers cannot have?
- Q6. Should chief officers also be able to designate volunteers with powers?
- Q7. Should we abolish the office of traffic warden?
- Q8. Do you have any other comments?

About you:

Which of the following best describes your organisation or the professional interest?

Please select one option:

- a. Police force
- b. Police and Crime Commissioner (PCC)
- c. Victims group
- d. Voluntary sector / community organisation
- e. Government department or agency
- f. Academic institution or think tank
- g. Representative body
- h. None – I am responding as a member of the public
- i. Prefer not to say
- j. Other (please specify)

Which organisation do you represent?

.....

In which of the following areas are you based? Please select one option:

- a. East Midlands
- b. East of England
- c. Greater London
- d. North East England
- e. North West England
- f. South East England
- g. South West England
- h. Wales
- i. West Midlands
- j. Yorkshire and the Humber
- k. Prefer not to say
- l. Other (please specify)

How to respond

The Home Office would welcome any comments on the policies proposed in this document. If you have any further suggestions or proposals for consideration, please outline them in your response.

A template for your response to the consultation is available online at the following address:
<http://tinyurl.com/hocons>.

You can e-mail your response to the following e-mail address:
SpecialConstabularyEnquiries@homeoffice.gsi.gov.uk.

Or send it by post to:

Complementary Policing Team
Police Integrity and Powers Unit
6th Floor NW, Fry Building
Home Office
2 Marsham Street
LONDON
SW1P 4DF

If you have any queries regarding the consultation or your proposed response, please contact the Police Integrity and Powers Unit at the e-mail address above.

Comments must be received by 31 October 2015; we cannot undertake to consider any responses received after that date.

Responses: Confidentiality & Disclaimer

The information you send us may be passed to colleagues within the Home Office, other Government departments and related agencies for use in connection with this consultation. In case we would like to follow up on any of the issues or ideas you have raised, it would be very helpful if you are able to provide your contact details below.

Providing your personal information is voluntary; if you do provide personal information it will:

- Only be used to contact you for further analysis of your response;
- Be kept for a maximum of up to 1 year from the closing date of this consultation and then securely destroyed;
- Not be shared with any other third parties; and
- Be stored on a secure Government IT system.

If you want certain information you provide as part of your response to be treated as confidential, please be aware that, under the Freedom of Information Act 2000 (FOIA), there is a statutory Code of Practice with which public authorities must comply and which deals, amongst other things, with obligations of confidence.

In view of this you should explain to us why you regard any information you have provided as confidential. If we receive a request for disclosure of the information we will take due account of your explanation, but we cannot give an assurance that confidentiality will be maintained in all circumstances. An automatic confidentiality disclaimer generated by your IT system will not, of itself, be regarded as binding on the department.

Annex A: List of Current Police Staff Powers

1. Community Support Officers

a) standard powers (18)

- to issue fixed penalty notices for cycling on a footpath;
- to issue fixed penalty notices for littering;
- to require name and address of a person who the PCSO has reason to believe has i) committed an offence; ii) been acting, or to be acting, in an anti-social manner; or iii) failure to obey lawful traffic directions of a PC or PCSO;
- to require persons drinking in restricted areas to surrender alcohol;
- to require persons aged under 18 to surrender alcohol;
- to seize tobacco or cigarette papers from a person aged under 16 and to dispose of the tobacco/papers;
- to seize controlled drugs (including power to require name and address of person in possession);
- to enter and search any premises, in their police area, for the purposes of saving life and limb or preventing serious damage to property;
- to seize vehicles used to cause alarm or distress (i.e. careless and inconsiderate driving or prohibited off-road driving);
- to remove abandoned vehicles;
- to stop bicycles;
- to control traffic for purposes other than escorting a load of exceptional dimensions;
- to carry out road checks;
- to place traffic signs;
- to enforce areas cordoned under section 36 of the Terrorism Act 2000;
- to photograph persons away from a police station

b) discretionary powers (44)

- to issue penalty notices in respect of offences of disorder;
- to issue fixed penalty notices for truancy;
- to issue fixed penalty notices for excluded pupil found in a public place;
- to issue fixed penalty notices for dog fouling on designated land;
- to issue fixed penalty notices for graffiti and fly-posting;

- to issue fixed penalty notice for relevant byelaw offences;
- to detain a person for up to 30 minutes who fails to comply with a requirement to give their name and address, or who gives an answer which the PCSO reasonably suspects to be false or inaccurate, in order to wait for the arrival of a police officer (or alternatively to accompany the detained person to a police station);
- to search detained persons for dangerous items or items that could be used to assist escape and to seize and retain any items found;
- to enforce byelaws, including removing a person from a place if a constable would also have the power to enforce a byelaw in that way;
- to deal with begging;
- to enforce certain licensing offences (including a limited power of entry to investigate such offences);
- to serve closure notice for licensed premises persistently selling to children;
- to use reasonable force to prevent a detained person making off and to keep that person under control;
- to disperse groups and remove persons under 16 to their place of residence;
- to remove truants and excluded pupils to designated premises etc;
- to use reasonable force in relation to detained persons to enforce their handover to a police officer or transfer to a police station;
- to search for and seize alcohol and tobacco from minors;
- to take possession of items used in the commission of offences under the Royal Parks (Trading) Act 2000 (Metropolitan PCSOs only);
- to stop vehicles for testing of roadworthiness; and
- to direct traffic for the purposes of escorting a load of exceptional dimensions.

NB The following discretionary powers were added by the Anti-Social Behaviour, Crime and Policing Act 2014

- to issue a fixed penalty notice for cycling without lights;
- to issue a fixed penalty notice for failing to comply with traffic signs;
- to issue a fixed penalty notice for carrying a passenger on a cycle;
- to issue a fixed penalty notice to a cyclist for failing to comply with a traffic direction;
- to issue a fixed penalty notice for parking in a restricted area outside schools;
- to issue a fixed penalty notice for failing to stop for a police constable;
- to issue a fixed penalty notice for driving the wrong way down a one-way street;
- to issue a fixed penalty notice for sounding a horn when stationary or at night;
- to issue a fixed penalty notice for not stopping engine when stationary;
- to issue a fixed penalty notice for causing unnecessary noise with a motor vehicle;

- to issue a fixed penalty notice for contravening bus lane prohibition or restriction;
- to issue a fixed penalty notice for opening door so as to cause injury or danger;
- to confirm the identity of a charity collector;
- to issue a fixed penalty notice to an unlicensed street vendor;
- to stop cycles;
- to give a dispersal direction;
- to direct a person to surrender any item in possession or control
- to detain a person for up to 30 minutes failing to comply with either of the above directions, in order to wait for the arrival of a police officer;
- to issue a Community Protection Notice;
- to issue a fixed penalty notice for failure to comply with a Community Protection Notice; and
- to issue a fixed penalty notice for failure to comply with Public Space Protection Order.

2. Investigating Officers (12 discretionary powers)

- to obtain a search warrant under PACE or the MDA¹⁷;
- to execute a search warrant under PACE or the MDA;
- to seize and retain things i) for which a search warrant has been authorised, or ii) on any premises where the officer is lawfully present;
- to accompany named, undesignated individuals (e.g. forensic IT or accountancy specialists) in the execution of a search warrant;
- to obtain a production order under PACE;
- to enter and search for evidence of an offence any premises under the control of an arrested person (PACE section 18);
- to enter and search premises for evidence of nationality any premises under the control of an arrested person, or where that person was at the time of, or immediately before, their arrest (sections 44 to 46 of the UK Borders Act 2007);
- to make a further arrest of an arrested person (i.e. for a fresh offence);
- to take custody of an arrested person at a police station for the purpose of progressing the investigation (e.g. conducting an interview);
- to issue Special Warnings under the Criminal Justice and Public Order Act 1994, to require a person to account for i) any object, substance or mark, or ii) their presence at a particular place, where the officer believes that may be attributable to the participation of the person arrested in an offence;

3. Detention Officers (12 discretionary powers)

- to require a person to attend a police station to have i) their fingerprints or ii) other sample (e.g. DNA) taken;

¹⁷ Misuse of Drugs Act 1971

- to take i) fingerprints or ii) non-intimate samples without consent;
 - to give warnings to detained persons in connection with i) the taking of samples, ii) the conduct of intimate searches or iii) the taking of investigative x-rays;
 - to conduct searches of persons answering to live link bail at a police station;
 - to conduct non-intimate searches of detained persons;
 - to conduct searches and examinations at police stations to ascertain an arrested person's identity, including photographing any identifying mark;
 - to conduct intimate searches of detained persons, where an Inspector has determined it is not practicable for the search to be carried out by a medical professional;
 - to take photographs of detained persons;
 - to take impressions of a detained person's footwear without consent;
 - to keep control of detained person; and
 - where necessary, to use force to carry out any of the above powers.
4. Escort Officers (2 discretionary powers)
- to take a person arrested by a constable to a police station
 - to escort persons in police detention

Annex B: List of Powers Specific to Police Community Support Officers

As set out in the body of this consultation document, there are a number of powers that are specific to Police Community Support Officers that are specifically designed to deal with the fact that PCSOs do not have powers of arrest. These are the powers to:

- require the name and address of a person who the PCSO has reason to believe i) has committed an offence; ii) has been acting, or is acting, in an anti-social manner; or iii) has failed to obey the lawful directions of a PC or PCSO;
- detain a person for up to 30 minutes who fails to comply with a requirement to i) give their name and address, ii) who gives an answer which the PCSO reasonably suspects to be false or inaccurate, iii) fails to comply with a dispersal direction or iv) fails to comply with a direction to surrender any item in their possession or control, in order to wait for the arrival of a police officer (or alternatively to accompany the detained person to a police station);
- search detained persons for dangerous items or items that could be used to assist escape and to seize and retain any items found; and
- use reasonable force in relation to detained persons to enforce their handover to a police officer or transfer to a police station.

We want to ensure that these powers (which are derived from powers of a constable, but are not themselves constable powers) remain available to PCSOs.



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ISBN: 978-1-78246-850-9

From: **Gary Cooke, Cabinet Member for Corporate & Democratic Services**

and

Paul Carter, Leader and Cabinet Member for Business Strategy, Audit and Transformation

To: **Cabinet**

Decision No: **14/000150**

Subject: **Facing the Challenge – Property Future Service Delivery Model**

Classification: **Unrestricted**

Past Pathway of Paper:

Policy and Resources Cabinet Committee (January 2015)

Policy and Resources Cabinet Committee (July 2014)

Future Pathway of Paper:

**Governance and Audit Committee:
Business plan and governance review**

Electoral Division: **All**

Summary: This paper sets out the background and rationale and seeks approval for the establishment of a Local Authority Trading Company (LATC) to deliver the Council's Property services.

Property and Infrastructure Support was reviewed as part of the Facing the Challenge (FtC) Review Process Phase 1. The aim of the review was to evaluate the current service offer, considering how the service can best meet the continuing needs of the County Council over the medium to long term in a financially challenging environment as funding reduces.

Following a detailed analysis and an appraisal of the alternative service delivery options, a Local Authority Trading Company (LATC) model was considered to best meet the challenges faced by the council and provide the best opportunity to deliver medium to long term financial benefits. The Policy and Resources Committee in January 2015 resolved to endorse the proposed decision to be taken by Cabinet that a LATC be established as soon as possible based upon the presented business case.

Recommendation(s): Following consideration of the exempt report and appendices at Item 9, **Cabinet** will be asked:

1. To approve the formation of a wholly owned Limited Company subject to the comments of the Trading Activities Sub Committee (Governance and Audit) to deliver its Property Service based on the principles outlined in this report. The Local Authority Trading Company (LATC) will be established as soon as possible but trading will not commence until the necessary resources, approvals and commissioning functions for KCC are in place.

2. Subject to the proposed decision set out in recommendation 1 being taken, delegate authority to the Director of Infrastructure in consultation with the Cabinet Member for Democratic and Corporate Services to put in place the necessary arrangements to facilitate the establishment and ongoing control over the Local Authority Trading Company.

Report

- 1.1 Property was considered as part of the 'Facing the Challenge (FtC): Delivering Better Outcomes' phase 1 review process. A key part of this activity included market engagement alongside challenging key assumptions as to current service delivery. The Council operates a Corporate Landlord model with the property service delivering Strategic Asset Management, involving the active management of the KCC estate (asset reviews, acquisitions, disposals, lease management, etc.); and Asset Agency Services which involves Property acting as a manager or agent of a supply chain to design, build, modify and operate individual assets.
- 1.3 Property in response to the FtC review process, convened its own Property Transformation Group (PTG), including staff from across the service, and commissioned external advisors, Cornerstone, to support its journey and provide external challenge. Market engagement was also undertaken by the Facing the Challenge Team to provide an independent market review.
- 1.5 The detailed analysis of the current delivery model and options appraisal identified that P&IS concentrated around two core services:
- Strategic Asset Management, which involves the active management of the KCC estate (asset reviews, acquisitions, disposals, lease management etc.). The KCC estate is managed in two portfolios, an operational portfolio and a disposals portfolio. A small external supply chain of professional services are used to support this element of the business; and
 - Asset Agency Service which involves P&IS acting as a manager or agent of a supply chain to design, build, modify and operate individual assets. This part of the business uses two major supply chains, a design and construction supply chain and an FM supply chain (which will be largely sourced through the Total FM contract).

- 1.7 Following the consideration of options it was concluded that the option which offered the greatest opportunity to meet the Council's objectives was Option 4: Externalise and establish a Local Authority Trading Company that is 100% owned by KCC.
- 1.8 The rationale for the establishment of LATC was considered by the Commissioning Advisory Board and the Policy and Resources Cabinet Committee. Both endorsed the establishment of a LATC as the preferred option and the proposed decision to establish the company.
- 1.9 The full report, including financial implications and proposed governance arrangements are set out in the exempt report.

2.0 TUPE, Pensions and HR Policies

- 2.1 Staff will TUPE transfer into the LATC with their existing terms, conditions and service protected and there will be a closed pension arrangement for existing KCC staff and a new scheme for new staff.

3.0 Equality Impact Assessment EQIA

- 3.1 The Equality Impact Assessment has been undertaken and will remain under review throughout the process and is set out in the exempt report.

4.0 Conclusion

- 4.1 The proposal for the future delivery of Kent County Council (KCC) property services has been considered as part of a structured review and analysis appraisal to meet the requirements of the MTFP

5.0 Recommendation(s): Following consideration of the exempt report and appendices at Item 9, **Cabinet** will be asked:

1. To approve the formation of a wholly owned Limited Company subject to the comments of the Trading Activities Sub Committee (Governance and Audit) to deliver its Property Service based on the principles outlined in this report. The Local Authority Trading Company (LATC) will be established as soon as possible but trading will not commence until the necessary resources, approvals and commissioning functions for KCC are in place.
2. Subject to the proposed decision set out in recommendation 1 being taken, delegate authority to the Director of Infrastructure in consultation with the Cabinet Member for Democratic and Corporate Services to put in place the necessary arrangements to facilitate the establishment of and ongoing control over the Local Authority Trading Company.

17. Background Documents

17.1 The following relevant background documents are available upon request, however these documents are commercially sensitive and are not for public review (Paragraph 3 of Schedule 12A of the Local Government Act 1972, as amended, refers).:

- Fact Based Questionnaire, Director's Response including full options appraisal.
- P&IS Business Case April 2014
- Policy & Resources Cabinet Committee Paper 16 January 2015
- CPO Checkpoint Review Report
- P&IS Business Plan including transitional plan, Governance and Commissioning framework, Oct 2014

18. Contact details

Report Author:

- Paul Mawson –Property Programme Lead
- +4479394988064
- Paul.Mawson@kent.gov.uk

Relevant Director:

- Rebecca Spore – Director of Infrastructure
- +44300416079
- Rebecca.spore@kent.gov.uk

KENT COUNTY COUNCIL

EQUALITY IMPACT ASSESSMENT

This document is available in other formats, Please contact
John.Baylis@kent.gov.uk or telephone on 03000 416878

Please read the EqIA GUIDANCE and the EqIA flow chart available on KNet.

Directorate:

Strategic & Corporate Services

Name of policy, procedure, project or service

Property and Infrastructure Support: Facing the Challenge

What is being assessed?

Change in business delivery vehicle

Responsible Owner / Senior Officer

Rebecca Spore, Director of Infrastructure
Strategic & Corporate Services

Date of Initial Screening

Version	Author	Date	Comment
0.1	Emma Saunders- Foard	26/03/2014	First draft for Guidance
0.2	Emma Saunders- Foard	07/04/2014	Second draft including further research into, supportive evidential data
0.3	Emma Saunders- Foard	23/05/2014	Final draft
0.4	John Baylis	17/07/2015	Final Draft v2

						or increase standards in facilities for a disabled member of staff.
Gender	No					KCC terms and conditions will transfer via the TUPE process (e.g. terms and conditions are protected at the point of transfer under the updated 2014 regulations), which will be equal to or greater than policies and support in this area.
Gender Identity						KCC terms and conditions will transfer via the TUPE process, which will be equal to or greater than policies and support in this area.
Religion or belief	No					KCC terms and conditions will transfer via the TUPE process, which will be equal to or greater than policies and support in this area.
				Low		The KCC terms and conditions will be transferred with contracts into the new company, so staff with specific religious needs will not experience any reduction in facilities. It is unknown if or when an office move would take place, however this would attract a equality assessment and will equal or offer higher standards in facilities for religious use
Sexual Orientation	No					KCC terms and conditions will transfer via the TUPE process,

To support in this area. To inform this process, a snap shot of staff groups across Property and Infrastructure Support has been taken and is shown below. It is clear we have staff in the three areas where there may be concerns, if little impact and work will be done in these specific areas to ensure staff understand the process and are given access to any additional information that affects their position for example, plans for retirement, reassurance about the need for reasonable adaptation to the workplace, should an office move happen and access to up to date information and line management support for those away from the office.

Equality Impact Assessment

Assignment Count

142

Service Unit: ST - PI (Property and Infrastructure Support)

Requestor Name: Robyn Parsons

Gender	
Female	80 56.3%
Male	62 43.7%

Ethnicity	
Ethnic Minorities	<1 0
White	12 85.9%
Undeclared/Unknown	2 11.3%

Considered Disabled	
No	115 81.0%
Undeclared/Unknown	12 8.5%
Yes	15 10.6%

Marital Status	
Civil Partner	0
Divorced	<10
Domestic Partner	0
Legally Separated	<10
Living Together	<10
Married	44 31.0%
Single	13 9.2%
Undeclared/Unknown	73 51.4%
Widowed	<10
Widowed With Surviving Pension	0

Age Band	
15-19	<10
20-24	<10
25-29	<10
30-34	16 11.3%
35-39	10 7.0%
40-44	18 12.7%
45-49	16 11.3%
50-54	16 11.3%
55-59	23 16.2%
60-64	22 15.5%
65-69	<10
70-74	<10

Religious Belief	
Buddhist	0
Christian	71 50.0%
Hindu	<10
Jewish	<10
Muslim	0
None	23 16.2%
Other	<10
Sikh	0
Undeclared/Unknown	41 28.9%

Sexual Orientation	
Bisexual	0
Gay	<10
Gay/Lesbian	0
Heterosexual	95 66.9%
Lesbian	0
Undeclared/Unknown	45 31.7%

Assignment Status	
Maternity/Adoption Leave	<10

Where the number of staff assignments in any category is between 1 and 9 then this will be shown as less than 10 in the table, so

Part 1: INITIAL SCREENING

Proportionality - Based on the answers in the above screening grid what weighting would you ascribe to this function

Low	Medium	High
Low relevance or insufficient information / evidence to make a judgement	Medium relevance or insufficient information / evidence to make a Judgement	High relevance to equality / likely to have adverse impact on protected groups

State rating & reasons

Context

This review aims to decide whether the business of Property and Infrastructure Support can be delivered using a different delivery vehicle. A number of different solutions have been considered and further analysis is being done to consider the options in more detail.

An EQIA was conducted in autumn 2013 as outlined in reports submitted to County Council and side by side the Facing the Challenge team prepared a EQIA for all Phase 1 reviews. An EQIA is a live document and therefore Property wanted to adopt its initial screening EQIA report using the KCC template to ensure it was considering all equality issues.

Aims and Objectives

To review how Property and Infrastructure Support may deliver business solutions, using different delivery solutions in reaction to the overall Authority's 'Facing the Challenge' project.

PTG meeting 4 - feedback from TAG and review of initial financial analysis and skills gap.

The proposals for change have been discussed with all staff in meetings as follows:

Team Meetings:	
Asset Development and Commissioning Team Meetings	28th November 2013, 17th March 2014 Next ones scheduled for 12th June 2014 and 15th September 2014
Estates Management and Disposals Team Meetings	7 th May 2014 Next ones scheduled for 16 th July 2014 and 15 th October 2014
Capital Programme Delivery Team Meetings	10 th February 2014 Next one scheduled for 30 th June 2014
Operational Services Team Meetings	One being scheduled for end of April – date not yet in diary
Support Team Meeting	7 th January 2014
Wider Meetings:	
Extended Managers Meetings	20 th January 2014 and 20 th March 2014
Property Briefing Days (all staff invited)	12 th September 2013 and will be again on 1 st May 2014

Also details of the change have been sent out to staff via bulletin e-mails, which have also been delivered to staff on Maternity leave by their line managers

Potential Impact

There is the potential for medium impact in the case of staff who are pregnant or out of the office on maternity leave. This will be mitigated by good communication centrally from the transformation group and wider by line manager visits/conversations. It is of high importance that staff away from the office are kept in the conversation loop, so that they understand what is happening and crucially what decisions are made.

Positive Impact:

The only change that will affect staff is more ability to deliver commercial business solutions.

JUDGEMENT

Option 1 - Screening Sufficient YES

Justification:

Option 2 - Internal Action Required NO

Option 3 - Full Impact Assessment NO

Sign Off

I have noted the content of the equality impact assessment and agree the actions to mitigate the adverse impact(s) that have been identified.

Senior Officer

Signed: *K. M. Stansfield* Name: KATE STANSFIELD

Job Title: Head of Commercial Business
Operation)

Date: 21/09/15.

DMT Member

Signed:  Name: Rebecca Spore

Job Title: Director of Involvement .
Date: 22/9/2015 .

Involvement and Engagement

Senior Officer

Signed: Name:

Job Title: Date:

DMT Member

Signed: Name:

Job Title: Date:

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