

# AGENDA

## Cabinet

Date: **Thursday 4 June 2009**

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Time: **2.00 pm**

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Place: **The Council Chamber, Brockington, 35 Hafod Road,  
Hereford**

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Notes: Please note the **time, date** and **venue** of the meeting.

For any further information please contact:

**Sally Cole, Committee Manager Executive**

Tel: (01432) 260249

Email: [scole@herefordshire.gov.uk](mailto:scole@herefordshire.gov.uk)

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# Agenda for the Meeting of the Cabinet

## Membership

<b>Chairman</b>	<b>Councillor RJ Phillips</b>
	<b>Councillor LO Barnett</b>
	<b>Councillor AJM Blackshaw</b>
	<b>Councillor H Bramer</b>
	<b>Councillor JP French</b>
	<b>Councillor JA Hyde</b>
	<b>Councillor JG Jarvis</b>
	<b>Councillor PD Price</b>
	<b>Councillor DB Wilcox</b>

## **GUIDANCE ON DECLARING PERSONAL AND PREJUDICIAL INTERESTS AT MEETINGS**

The Council's Members' Code of Conduct requires Councillors to declare against an Agenda item(s) the nature of an interest and whether the interest is personal or prejudicial. Councillors have to decide first whether or not they have a personal interest in the matter under discussion. They will then have to decide whether that personal interest is also prejudicial.

A personal interest is an interest that affects the Councillor more than most other people in the area. People in the area include those who live, work or have property in the area of the Council. Councillors will also have a personal interest if their partner, relative or a close friend, or an organisation that they or the member works for, is affected more than other people in the area. If they do have a personal interest, they must declare it but can stay and take part and vote in the meeting.

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**AGENDA**

Pages

**HEREFORDSHIRE COUNCIL - NOTICE UNDER REGULATION 15 OF THE LOCAL AUTHORITIES (EXECUTIVE ARRANGEMENTS (ACCESS TO INFORMATION) REGULATIONS 2000 (AS AMENDED))**

Notice is hereby given that the following reports contain key decisions. When the decisions have been made, Members of the relevant Scrutiny Committees will be sent a copy of the decision notices and given the opportunity to call-in the decisions.

<b>Item No</b>	<b>Title</b>	<b>Portfolio Responsibility</b>	<b>Scrutiny Committee</b>	<b>Included in the Forward Plan Yes/No</b>
6	Higher Education for Herefordshire	Resources and Economic Development and Community Services	Strategic Monitoring and Community Services	Yes
8	Re-Commissioning of Day Services for Older People	Social Care Adults	Adult Social Care and Strategic Housing	Yes

**1. APOLOGIES FOR ABSENCE**

To receive any apologies for absence.

**2. DECLARATIONS OF INTEREST**

To receive any declarations of interest by Members in respect of items on the Agenda.

**3. MINUTES**

To approve and sign the minutes of the meeting held on 7 May 2009. (To follow)

**4. DATA QUALITY ANNUAL REPORT**

To approve the data quality action plan for 2009/10.

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**5. INTEGRATED CORPORATE PERFORMANCE REPORT**

To report end-year performance for 2008/09 against the Council's key indicators from the Corporate Plan 2008/11, the Local Area Agreement and the Herefordshire Community Strategy, and any other indicators where data is available against which a RAG rating or direction of travel judgement can be made. (To Follow)

**6. HIGHER EDUCATION FOR HEREFORDSHIRE**

Cabinet is asked to allocate the Council owned Blackfriars site in Hereford for possible use as a Higher Education (HE) Centre and reserve it for that purpose.

11 - 18

<b>7.</b>	<b>FINAL REVENUE AND CAPITAL OUTTURN REPORT</b>	19 - 40
	The purpose of this report is for Cabinet to consider and approve:	
	a. The final outturn position for 2008/09.	
	b. The creation of new reserves in the 2008/09 accounts.	
<b>8.</b>	<b>RE-COMMISSIONING OF DAY SERVICES FOR OLDER PEOPLE</b>	41 - 48
	To set out the detailed changes being proposed in the provision of day opportunities as requested by Cabinet at the meeting held on 22 January 2009, which will help deliver the recommendations of the Scrutiny Review Group, approved in principle by Cabinet at that meeting, in order to secure best use of resources.	

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- Inspect background papers used in the preparation of public reports for a period of up to four years from the date of the meeting. (A list of the background papers to a report is given at the end of each report). A background paper is a document on which the officer has relied in writing the report and which otherwise is not available to the public.
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## **HEREFORDSHIRE COUNCIL**

**BROCKINGTON, 35 HAFOD ROAD, HEREFORD.**

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# DATA QUALITY ANNUAL REPORT

## PORTFOLIO RESPONSIBILITY: CORPORATE AND CUSTOMER SERVICES AND HUMAN RESOURCES

CABINET

4 JUNE 2009

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### Wards Affected

County-wide

### Purpose

To approve the data quality action plan for 2009/10

### Key Decision

This is not a Key Decision.

### Recommendations

**THAT:**

- (a) progress against the 2008 / 09 data quality action plan be noted, and;
- (b) that Appendix 1 be approved as the 2009 / 10 action plan.

### Reasons

- 1 The Council's data quality policy and action plan are now a year old. The policy requires an annual progress report to Cabinet. The current plan has not been completed to the original timetable and these actions have been rolled forward into the 2009 / 10 plan along with some additional actions.

### Considerations

- 2 Cabinet agreed the Council's data quality policy and action plan last April. These recognised the need to improve the systems for securing data quality, anticipated the need to demonstrate the quality of local data under CAA and responded to the Audit Commission's latest audit. The 52 actions planned, were designed to strengthen what were then the weakest areas of performance (as measured by the CPA key lines of enquiry) and address those audit recommendations which the Cabinet supported.
- 3 The plan was ambitious and; as reported in November to JMT, Cabinet and the Audit & Corporate Governance Committee, progress was slower than anticipated after six months. This remains the position after twelve months and the plan has still not been completed despite revisions to the original timescales. At the end of March, 33 of the

tasks were complete, 11 were underway (but either incomplete or by their very nature ongoing) and 8 remain to be started largely because they depended on those underway.

4 The 19 incomplete tasks fall into five areas:

- Data sharing partners: - although the main partners have been identified and contacted, not all of them have responded so it remains unclear if they are willing to follow the Council's data quality policy or have something better to offer. Responses are being sought and, if necessary, meetings will be held to clarify the requirements. (2 actions)
- Identification of directorate / service specific policies and procedures and communicating these to staff: - The identification work has not been completed so the various communications initiatives have not yet started (6 actions)
- Having a definitive list of staff who require training: - The 2009 appraisal process should complete the picture begun in 2008 (1 action)
- Contracts where data quality is a potential issue: - it has not proved possible to identify any high-risk contracts, contact those responsible, insert data quality clauses, consult upon, establish or implement a monitoring system. The existing contracts register is being revised which will allow this work to begin in 2009/10 (6 actions)
- A group of four unrelated actions that are essentially continuing processes: - identifying data quality champions, logging examples of data quality improvements, identifying residual (non Connects) processes where data quality assurance is a potential issue and continuing to rectify any data quality weaknesses identified by audits or inspections.

5 Based on the above, two areas in particular required attention if the current gaps are to be rectified speedily. These are identifying directorate / service specific policies and procedures as well as concluding the work to improve the current contract register. JMT considered the annual report on 29<sup>th</sup> April and agreed appropriate management action to deal with the issues set out above. Additional audit time will also be given to data quality issues

6 The move from CPA to CAA places increased importance on locally generated data of a high quality. Work to improve the systems and processes necessary to secure improvements in data quality is referred to in the annual audit and inspection letter. The current action plan should be completed and rolled forward to address other areas where the approach to data quality could be improved. Appendix 1 indicates the priorities for 2009 / 10.

7 It does not appear that the Council's data quality policy itself needs to be amended at present. Instead the list of corporate policies and procedures that are considered to have data quality aspects will be appended to the existing policy. When these are routinely revised any relevant data quality references will be added. It is suggested that the data quality policy itself is reviewed in 12 months time i.e. two years after Cabinet approved it.

## **Legal Implications**

8 There are no legal implications arising directly from this report



## **Financial Implications**

- 9 There are no financial implications. However, data quality is a key requirement underpinning grant claims and other financial returns to central government.

## **Risk Management**

- 10 Insufficient attention to data quality is currently listed on the corporate risk register (CR35). One of the key elements in the mitigation strategy is the completion and roll forward of the current action plan. Although the February 2009 Annual Audit and Inspection letter concludes that the authority has proper arrangements in place to ensure the accuracy of key performance data, this position will only be maintained, and potentially improved, if the identified actions are completed and the Council continues to develop its data quality arrangements.

## **Alternative Options**

- 11 There are no alternative options. The Council is committed to a far-reaching action plan that demonstrated its commitment to continually securing improvements to the quality of the data it uses and generates.

## **Consultees**

- 12 Director of Resources  
Assistant Chief Executive (Legal and Democratic Services)  
Improvement Managers in all Directorates

## **Appendices**

- 13 Appendix 1 – Draft data quality action plan 2009 / 10

## **Background Papers**

- None identified.

**APPENDIX 1 DATA QUALITY ACTION PLAN – MARCH 2009 UPDATE AND ROLL FORWARD TO 2009/10**

**REFERENCES IN [BRACKETS] RELATE TO AUDIT COMMISSION RECOMMENDATIONS IN THEIR DATA QUALITY AUDIT REPORT FEBRUARY 2008**

KLOE Ref	Action	Detailed tasks (Those responsible)	Original Date	Revised Plan Date (proposed new date)	Date completed (RAG rated)	Reasons
2.1	<b>2.1.3 Communicate policy to all external data sharing partners and partnerships and get them to sign up to the policy or provide higher standards</b>  <b>[R7 Formal protocols with Council Partners need to be developed to ensure accuracy of data]</b>	<b>12 Replies returned by</b> (Head of Policy and Performance)	June 14 <sup>th</sup> 2008	February 2009 (May 2009)	<b>Underway (Amber)</b>	Not all replies have been received and are being chased
		<b>13 Identify and meet with partners who are unable to sign etc.</b> (Relevant managers and improvement managers)	End of June 2008	March 2009 (June 2009)	<b>Not yet started (Red)</b>	Depends on the results of task 12 above
2.1	<b>2.1.5 The four improvement managers to consolidate any existing and extra directorate and service specific procedures, guidelines and operational practices into one set of data quality guidelines and standards.</b>  <b>[R9 Guidance for staff should be readily accessible for all involved in the compilation process &amp; R10 Roles and responsibilities for all staff included within the DQ process need to be</b>	<b>TASK 42</b>	End of April 2008	February 2009 (June 2009)	<b>Underway (Amber)</b>	A sizeable task being combined with other exercises e.g. quality assessments

KLOE Ref	Action	Detailed tasks (Those responsible)	Original Date	Revised Plan Date (proposed new date)	Date completed (RAG rated)	Reasons
	clearly defined]					
2.1	<p><b>2.1.7 identify all staff with responsibilities for DQ [as a first step to amending job descriptions and person specifications]</b></p> <p><b>[R10 Roles and responsibilities of all staff included within the DQ process need to e clearly defined]</b></p>	<p><b>18 Produce and quality assure staff list from each directorate</b> (relevant managers / improvement managers)</p>	End of April 2008	January 2009 (July 2009)	<b>Underway (Amber)</b>	SRD's in 2008 did not produce a complete list. SRD's in 2009 should rectify this
2.1	<p><b>2.1.8 Include DQ requirements in all contracts, service level agreements and similar documents where this is relevant and not currently explicit set up monitoring systems starting with the highest risks</b></p> <p><b>[R7 Formal protocols with Council partners need to be developed to ensure accuracy of data]</b></p>	<p><b>19 Consult contracts register; identify relevant entries, renegotiation dates / variation potential and risk levels</b> (Head of Policy and Performance)</p>	End of April 2008	March 2009 (June 2009)	<b>Underway (Amber)</b>	The contracts register is being updated to include re-tendering dates and identify data quality in contracts
		<p><b>21 Contact all high risk organisations &amp; those renewing during Financial Year 2008/09</b> (relevant managers)</p>	End of May 2008	March 2009 (July 2009)	<b>Not yet started (Red)</b>	Depends on completing task 19 above
		<p><b>23 Insert appropriate DQ text where it is currently not explicit in new and renewing contracts</b> (DCX legal and democratic services &amp; relevant managers)</p>	From March 31 2008	March 2009	<b>Underway (Amber)</b>	In part depends on completing task 19 above and 24-26 below

KLOE Ref	Action	Detailed tasks (Those responsible)	Original Date	Revised Plan Date (proposed new date)	Date completed (RAG rated)	Reasons
		<b>24 Consider appropriate monitoring systems</b> (relevant managers and improvement managers)	May 2008	March 2009 (July 2009)	<b>Not yet started (Red)</b>	Depends in part on task 19 above
		<b>25 Consult and advise all contractors</b> (as task 24)	May 2008	March 2009 (August 2009)	<b>Not yet started (Red)</b>	
		<b>26 Implement monitoring systems</b> (as task 24)	From June 2008	March 2009 (August 2009)	<b>Not yet started (Red)</b>	
<b>2.2</b>	<b>2.2.1 Existing corporate and directorate policies, procedures and guidelines [and amendments in future] to be promulgated in a variety of ways such as 121's, Staff Review &amp; Development sessions (SRD's), service planning, emails, news and views, notice boards, performance clinics, team meetings, computer based training (CBT), leaflets and wider training etc [R9 Guidance for staff should be readily accessible for all involved in the compilation process and R10 Roles and responsibilities of all staff included within the DQ process need to be clearly defined]</b>	<b>27 Notify all e-mail users, cascade via key managers</b> (Head of Policy and Performance)	June 2008	March 2009 (July 2009)	<b>Underway (Amber)</b>	Only corporate documents identified so far. Related to tasks 41
		<b>28 Devise and include appropriate requirements in SRDs for staff identified in action 18 and get signatures for receipt of documentation</b> (Head of Policy and Performance, relevant managers, DCX - HR)	April 2008 onwards	March 2009 (September 2009)	<b>Underway (Amber)</b>	Depends in part on task 18
		<b>29 Set up CBT links / tests for all documents sent to action 18 staff</b> (Head of Policy and Performance)	End of June 2008	March 2009 (October 2009)	<b>Not yet started (Red)</b>	Will follow task 28

KLOE Ref	Action	Detailed tasks (Those responsible)	Original Date	Revised Plan Date (proposed new date)	Date completed (RAG rated)	Reasons
		<b>30 Poster campaign and N&amp;V cascade</b> (as task 29)	June 2008 onwards	March 2009 (July 2009)	<b>Underway (Amber)</b>	Should be coordinated with tasks 18 and 42
		<b>31 Include in performance clinics, team meetings and training – the improvement managers to identify and log opportunities</b> (relevant managers and improvement managers)	Ongoing	Ongoing	<b>Underway (Amber)</b>	A continuing process
<b>2.2</b>	<b>2.2.2 Improvement managers to identify if / where additional data champions are required within the directorate and recommend to DMT's for approval</b>	<b>TASK 43</b>	End of April 2008	March 2009 (June 2009)	<b>Underway (Amber)</b>	A continuing process
<b>2.2</b>	<b>2.2.3 Improvement managers to log examples of actions that improved DQ as they occur centrally and publicise these locally through N&amp;V.</b>  <b>Authority wide publicity periodically</b>	<b>34 Set up central log and monitor at each Improvement Network meeting</b> (Head of Policy and Performance)	From April 2008 onwards	Ongoing	<b>Underway (Amber)</b>	A continuing process
<b>4.2</b>	<b>4.2.4 Ultimately identify impacts of all residual systems on DQ staff skills and capacity and ensure training is provided where needed</b>	<b>36 Identify residual systems – Use the Hereford Connects audit as a starting place supplemented by paper systems which are out of the Connects scope</b> (Hereford Connects Project manager &	From April 2008?	From April 2008 (July 2009)	<b>Underway (Amber)</b>	A continuing process as the scope of Connects becomes clear

KLOE Ref	Action	Detailed tasks (Those responsible)	Original Date	Revised Plan Date (proposed new date)	Date completed (RAG rated)	Reasons
		Improvement managers)				
4.2	<b>4.2.7 Ensure DQ weaknesses identified by external or internal reviews are addressed by training or appropriate de-briefing sessions</b>	<b>Task 52</b> (relevant managers, improvement managers and internal audit)	Ongoing	Ongoing	<b>Underway (Amber)</b>	A continuing process. No reviews have identified weaknesses to date

**PROPOSED NEW TASKS FOR 2009/10 IN ADDITION TO COMPLETING THOSE ABOVE**

<b>KLOE Ref</b>	<b>Action</b>	<b>Detailed task (those responsible)</b>	<b>Original date</b>	<b>Revised date</b>	<b>Date completed</b>	<b>Reasons</b>
	53	Training programme for at least 150 key staff (Head of Policy and Performance / Information management group)	March 2010			
	54	Data quality assessments of at least 24 performance indicators on a risk basis (Improvement managers / internal audit)	December 2009			
	55	Consider a common format for directorate and service data quality procedures (Improvement managers)	October 2009			
6	56	Consider a rolling programme of systems audits potentially involving the mapping of data flows and controls (Internal audit)	December 2009			
	57	Implement PMR application as part of the Connects programme according to corporate priorities with appropriate data quality processes (Head of Policy and Performance)	March 2010			
	58	Review of information sharing protocols (Records manager)	January 2010			
	59	Revise data quality policy (Head of Policy and Performance)	April 2010			





## HIGHER EDUCATION FACILITY FOR HEREFORDSHIRE

### PORTFOLIO RESPONSIBILITY: RESOURCES AND ECONOMIC DEVELOPMENT AND COMMUNITY SERVICES

**CABINET**

**4 JUNE 2009**

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#### **Wards Affected**

The site is located in Central ward. Benefits will be County-wide

#### **Purpose**

Cabinet is asked to allocate the Council owned Blackfriars site in Hereford for possible use as a Higher Education (HE) Centre and reserve it for that purpose.

#### **Key Decision**

This is a Key Decision because it is likely to result in the Council incurring expenditure above agreed budgets for the service or function (shown as a line in the budget book) to which the decision relates but allowing for virements between budget heads and savings within budget heads of up to £500,000.

#### **Recommendation**

##### **THAT:**

- a) **the allocation of the Council's Blackfriars site as a location for a possible Higher Education Centre be approved, and;**
- b) **authority be delegated to the Director of Regeneration, in consultation with the Director of Resources, to finalise arrangements subject to development of a robust business plan.**

#### **Reasons**

1. The allocation of this Council owned site is a sign of the Council's commitment to deliver a HE facility for the County.

#### **Considerations**

2. The Higher Education for Herefordshire Management Board is chaired by Worcester University and includes representatives from Herefordshire Council, the Primary Care Trust, local Further Education (FE) establishments, the Open University and surrounding universities operating in Herefordshire, the Bulmer Foundation, the Lifelong Learning Network, The Learning and Skills Council, The Federation of Small Businesses, Chamber of Commerce Herefordshire and Worcestershire, ESG (Herefordshire) Ltd., the Robert Owen Society, The National College for the Blind, Advantage West Midlands and Government Office West Midlands.
3. Starting from the point that Higher Education (HE) facilities have a major positive

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Further information on the subject of this report is available from Geoff Hughes, Director of Regeneration. 01432 260695

impact upon their local economy, the group have been active in developing higher education learning opportunities and progression routes for learners. The offer provided locally has grown substantially but there is evidence that there remains unmet latent demand as well as potential for growth in currently underprovided specialist provision.

4. In March 2008, John Denham, the Secretary of State at the Department for Innovation, Universities and Skills (DIUS) published 'A New University Challenge'. This document set out the Government's vision for increasing access to local Higher Education (HE), making funding available for: existing university or consortia to set up a university campus or centre to serve a particular area; a stand alone HE centre set up by a university or Further Education Colleges (FEC) or both; providing more HE in FEC's or creating new universities with a minimum of 4000 full time equivalent students.
5. The Higher Education Funding Council for England (HEFCE) has been charged with supporting the development of up to 20 new HE centres by 2014 utilising its Strategic Development Fund to support the work. This fund includes £150 million awarded in the last spending review and is intended to support the creation of some 10,000 student places.
6. The Higher Education for Herefordshire Management Board is currently preparing applications to various funding pots including the DIUS new University Challenge initiative to develop a Higher Education facility in the County. DIUS guidance requires a bid to have 'strong, coherent support from local partners'. Other funding sources e.g. European, Regional Development Agency etc. normally require 50% plus local contributions. The Council could demonstrate such support by allocating the Blackfriars site as a possible location for the HE Centre.
7. In November 2008, the Council and the Lifelong Learning Network co-hosted a consultation seminar, which provided the opportunity for attendees to contribute to workshop discussions on potential options to expand HE education opportunities in the county. There was a widespread level of support to proceed with a bid to establish facilities in the County.
8. Partners have agreed a vision (see attached schematic, Appendix 1) that encompasses a single prospectus, shared facilities within the ESG area and continuation of delivery on a range of individual sites both in the city and across the county.
9. In March 2009 HEFCE published a new 'University Challenge': proposals for higher education centres, which sets out the process for submitting a proposal for a higher education centre or campus (background paper).
10. The Paper advises that proposals will be considered in 2 stages, and in line with this the board is looking to submit a 'statement of intent' (the first stage) by the deadline of 30<sup>th</sup> June 2009. Following which if feedback is supportive the second stage – a full business plan - will need to be submitted by the end of the year.
11. The guidelines advise that the statement of intent needs to be concise and address a number of areas. One key area is; 'the commitment of the partners to this project and a clear statement of the nature of their support, for example major financial investment, donation of land, member of the project steering group'.
12. This is normal practice and usually for an external funding bid to be successful there normally needs to be a local public/private/voluntary sector contribution in excess of 50% of the total costs.

13. Although a definite site for the new provision has yet to be agreed by all parties, the ESG Masterplan allocates a site for this provision. The Masterplan was adopted by the Herefordshire Council Cabinet in September 2008 as a material consideration within the planning process. The HE allocation was introduced into the Masterplan following the extensive community consultation that the draft document was subjected to from the summer of 2007.
14. The allocated site itself is in three ownerships. Herefordshire Council owns the Blackfriars Education Centre together with the portion of Merton Meadow car park included in the site to the north; the Red Cross own their corner property, and a private ownership comprises the furniture retailer on Blackfriars Street, the surface car park to the north west of the building, and the engineering works to the north of the building. Please see Appendix 2 for a map of the allocated site and individual land ownerships.
15. The total site extends to 1.327ha with the Herefordshire Council ownership hatched in blue extending to 0.632ha. ESG Herefordshire have engaged with the private landlord and discussions about the inclusion of their ownership within any Higher Education allocation are ongoing.
16. Located between the Retail Quarter and the Urban Village, the site which could provide a potential mix of academic, research, accommodation and location for a student union, is well positioned to complement both of these strategic land allocations.
17. The Council element of the site is due to become surplus to requirements, as part of the Council's broader accommodation strategy. It is proposed that the site would be made available at the point that the building became vacant.
18. The Estates and Valuation Manager has estimated that the site is currently worth £1.2 million.
19. It is proposed that Cabinet give approval to allocating the Council owned part of the Blackfriars site (see attached site/location plan). It is also proposed that delegated authority be given to the Director of Regeneration, in consultation with the Director of Resources, to finalise arrangements conditional on the development of a robust business case for an HE facility on the site.

## **Legal Implications**

20. Deliberations on the details of the HE Centre will need to include which organisation will own the site, and who will be the accountable body for any funding.

## **Financial Implications**

21. The site has not been factored into any assumptions about funding future Accommodation Strategy as it has always been included in the ESG development. The value of the contribution is estimated at £1.2 million (see paragraph 18).

## **Risk Management**

22. Risks and opportunities will be identified within the business plan to be developed.

## **Alternative Options**

23. No alternative options have been identified.

## **Consultees**

24. Director of Resources, Head of Asset Management and Property Services, Estates and Valuation Manager, Economic Development Manager, Corporate Risk Manager, Legal Practice Manager and Management Accounts Manager, ESG Herefordshire Ltd, Higher Education for Herefordshire Management Board.

## **Appendices**

Appendix 1 – Higher Education in Herefordshire Vision - schematic

Appendix 2 – Blackfriars Site Map

## **Background Papers**

A new 'University Challenge': proposals for higher education centres. March 2009



# Higher Education in Herefordshire

## developing more HE locally and shouting about it!

*This is a summary of our vision for HE in Herefordshire All partners are working together to achieve an HE environment that reaches, supports and inspires more learners and employers.*

### At Edgar Street Grid

Responding to the development of a new Growth Point  
A student focused environment for social events & bringing students together across providers

Student Union with food, drink, stationery, merchandise

Self sustaining business, wireless and other conferencing and learning facilities  
Capital works supported by HEFCE and AWM

Student accommodation through private investment



**HEI's working together and across regional boundaries including**  
University of Worcestershire  
University of Gloucestershire  
University of Wolverhampton  
Birmingham University  
Open University and other  
HEI's working within Herefordshire

### Across the partnership and regional boundaries, and out through the world wide web

A Herefordshire prospectus, more distance-learning with local support, marketing, branding and campaigns to encourage local, distance and international learners and increase access to a wider range of learning choices

### FE and HEIs working together at the Learning Village

Support for new facilities and/or resources enabling expansion of HE subject areas at Herefordshire College of Arts, Herefordshire 6<sup>th</sup> Form, Herefordshire College of Technology

### In Herefordshire's Hinterlands

Support for localised HE provision such as that provided by Robert Owen, Bulmer Foundation, Herefordshire Diocese and Hereford Group Training and HE advice including satellite facilities and using Wider Horizons in local centres, libraries, churches, schools and career services

### Town Centre Library and One-Stop Shop

Long term goals to provide improved town centre learning and library facilities, information and community learning resource.

Medium term virtual office for operational team, LLN employer engagement delivery, work based learning and marketing resources



### Specialised Learning

Providing national and internationally significant HE learning opportunities for people with physical and sensory impairment or disability through the Royal National College for the Blind  
Linking with Paralympic Games and the RNC Blind Football Academy



### At Rotherwas and the Industrial Estates

Information on HE and other skills and business opportunities including research and business start-up

Use of training rooms and local facilities including resources for private training providers

Employer-driven training and knowledge exchange

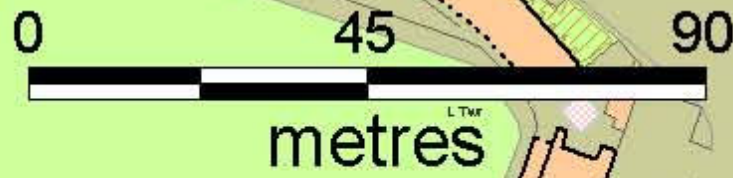


### In readiness for the future..

Providing facilities and learning that is truly sustainable and which grows resilience to ensure our future strengthens both economic and environmental sustainability. Responding to our locally distinctive employer needs for future growth - in particular, Creative Industries, Food, Low Carbon Industry, Management and Public Services



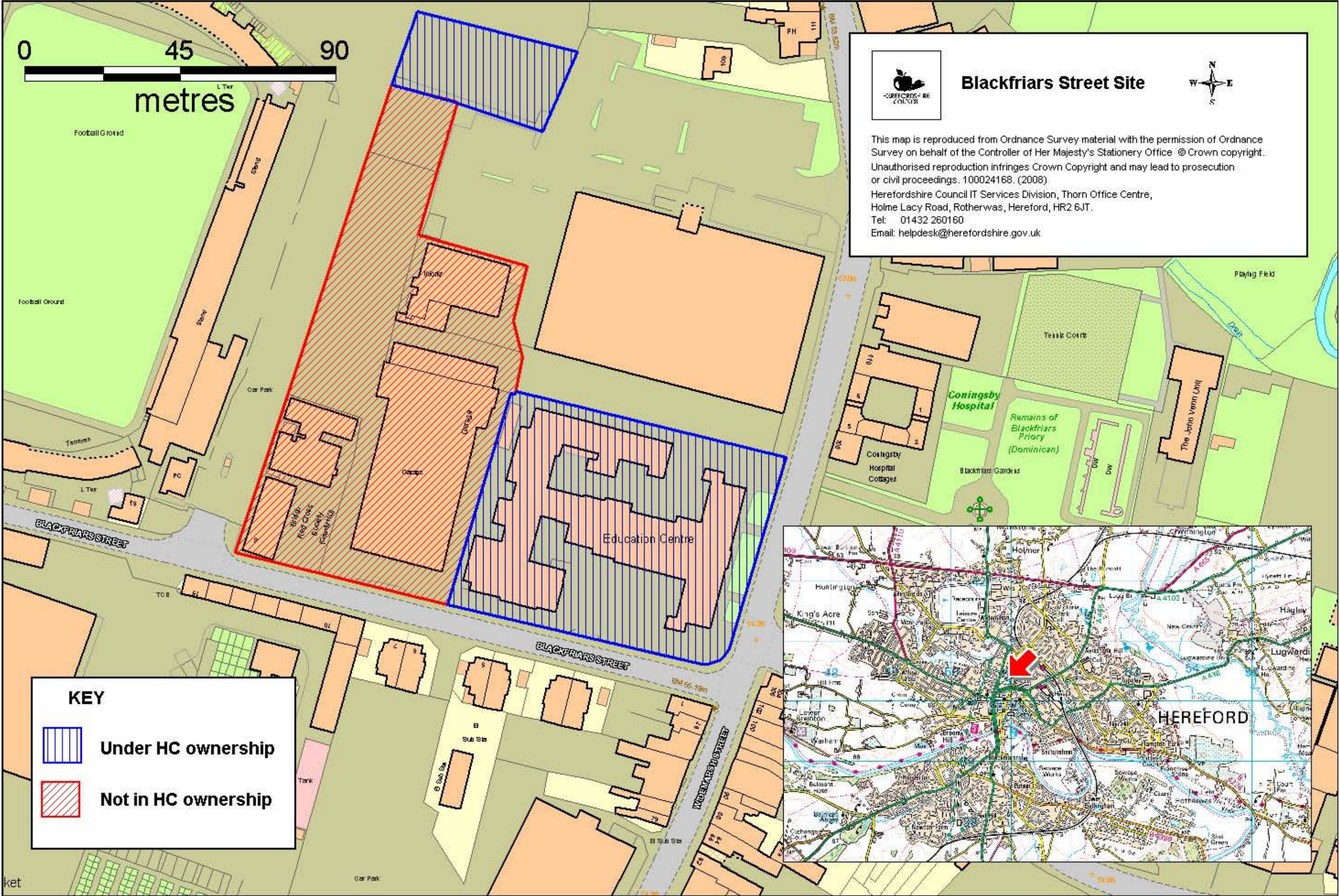






### Blackfriars Street Site



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**KEY**

-  Under HC ownership
-  Not in HC ownership







## FINAL REVENUE AND CAPITAL OUTTURN 2008/09

### PORTFOLIO RESPONSIBILITY: RESOURCES

CABINET

4 JUNE 2009

#### Wards Affected

County-wide.

#### Purpose

The purpose of this report is for Cabinet to consider and approve:

- a. The final outturn position for 2008/09.
- b. The creation of new reserves in the 2008/09 accounts.

#### Key Decision

This is not a Key decision.

#### Recommendations

That the Cabinet approves:

- (a) the final outturn for 2008/09.
- (b) the movements to new reserves outlined in the report.

#### Reasons

1. Whilst work continues on the range of tasks necessary to prepare the council's statutory statement of accounts for 2008/09, it is sufficiently advanced for Cabinet to consider the final outturn for the revenue account.
2. On 19 June 2009 the full Statement of Accounts for 2008/09 will be presented to the Audit and Corporate Governance Committee for formal approval. This will ensure that the council meets the statutory deadline for the approval of accounts.

## Considerations

### BUDGET OUTTURN POSITION FOR 2008/09

3. An overall summary of the outturn position for directorate budgets is as follows:

<b>Directorate outturns 2008/09</b>	<b>£000 Over/ (Under)</b>
Adult Services	750
Children & Young People's Services	(533)
Deputy Chief Executive	137
Environment and Culture	(118)
Regeneration	162
Central Services	(160)
Resources	(280)
<b>Net directorate underspend</b>	<b>(42)</b>

4. The above table shows that the final outturn position for 2008/09 was an underspend of £42k on directorate budgets. The explanation of significant variances is included in the summary covering each directorate.
5. The final overall revenue outturn of the council also includes corporate items such as treasury management and reserves transfers. The following table gives the overall position after allowing for transactions not under the control of directorates:

	<b>£000 Over/ (Under)</b>
<b>Net directorate outturn 2008/09 – an underspend</b>	<b>(42)</b>
Additional income from financing transactions	(483)
Reduction in borrowing costs	(246)
Additional dividend income from West Mercia Supplies	(56)
Unbudgeted income from the Local Authority Business Growth Incentive scheme	(346)
Former local authority debt	(34)
Amey review reserve	112
Waste disposal reserve	500
Economic development reserve	346
<b>Net revenue underspend</b>	<b>(249)</b>

6. The overall position is an underspend of £249k on the council's 2008/09 revenue account. This is very close to the forecast outturn for the year of a £238k underspend in the December, 2008, Budget Monitoring report.

7. The overall position includes additional investment income against budget. Savings were also achieved on borrowing due to slippage in the capital programme, delaying external borrowing by using internal reserves and the application of a new capital regulation allowing the delay of minimum revenue provision (MRP) until the year following that in which the asset being purchased using capital funding is operational.
8. The overall position includes a number of transfers to and from revenue reserves. This included £500k transfer to the waste management reserve in accordance with the council's medium term financial strategy. The medium term financial model includes an annual addition to the base budget pending the finalisation of the renegotiated contract. In the interim period, this allows capacity to build up a specific reserve to offset future increased costs. The closing balance on the waste reserve was £2.77million.
9. During the year, £200k of investment income surplus was earmarked to cover the Amey review. Not all of the £200k was required and the balance of £112k has been carried forward in a specific reserve.
10. The council received a further allocation of Local Authority Business Incentive Scheme grant, which has been transferred to a reserve to be used in mitigation of the economic downturn.
11. A summary of the key variations between outturn and budget for each directorate is provided in the following paragraphs.

## **ADULT SERVICES DIRECTORATE**

### **Final Outturn Summary**

	<b>December 2008 Net over or (under)spend £000</b>	<b>Outturn 2008/09 Net over or (under)spend £000</b>
Adult Social Care	680	818
Supporting People	31	37
Modernisation	(41)	(34)
Commissioning and Improvement	(161)	(71)
<b>TOTAL</b>	<b>509</b>	<b>750</b>

12. The outturn position for Adult Social Care was an overspend of £750k. The overspend position was evident early in the 2008/09 financial year. It was covered by the social care contingency held on the council's balance sheet. However, given the overall underspend on the general fund, it has been decided not to use this source of funding that is in place to cover overspends.

### **Adult Social Care**

13. The main area of overspend was Learning Disabilities (£727k) where several different factors impacted on the outturn position. The amount of expenditure assessed as meeting Continuing Healthcare criteria has been included in the accounts. This is based on the application of agreed assessment criteria. There were 17 new residential packages agreed, as well as increases in homecare and supported accommodation costs. These increases were partly offset by transport and vacancy savings and increased client contributions.
14. Older People overspent by £313k, due to increased domiciliary costs, partly as a result of the 'red alert' in hospitals during December and January when patients were discharged earlier than normal. There were also cost increases, due to more complex care needs and an increase in the level of 'top-up' payments. The review of outstanding income indicated some costs could not be recovered.
15. There was an overspend for the Emergency Duty Team of £127k due to a change in accounting arrangements where the previous contract was paid in arrears.
16. There were one-off overspends on management costs of £54k due to interim arrangements whilst the new structure was implemented.
17. Section 75 arrangements overspent by £187k, mainly due to the final resolution of an issue with a nursing care provider, where the council and PCT jointly met the cost of writing off invoices.
18. Mental Health underspent by £503k due additional income received from client contributions, grant funding, one-off property income and supporting people funding.
19. Physical Disabilities underspent by £30k due to reductions in residential packages.
20. There was an underspend of £39k within Prevention Services due to savings in the project team.

### **Supporting People**

21. There was an overspend of £37k on operational costs due to the reduction in the administration grant. This grant is now part of the area based grant.

### **Modernisation**

22. There was slippage within a number of modernisation projects which resulted in an underspend of £34k.

### **Commissioning & Improvement**

23. The £71k underspend was due to vacancy savings and the use of grant funding to cover some ICT costs.

## CHILDREN & YOUNG PEOPLE'S SERVICES

### Final Outturn Summary

	<b>December 2008 Net over or (under) spend  £'000</b>	<b>Outturn 2008/09 Net over or (under) spend  £'000</b>
Safeguarding Vulnerable Children	(30)	96
Planning, Performance & Development	(35)	(356)
Inclusion & Improvement	(240)	(573)
Grants (inc ABG)	0	37
Central Directorate	179	288
Community Operations	(10)	(25)
<b>Total</b>	<b>(136)</b>	<b>(533)</b>

24. The Budget Monitoring Report to Cabinet on 18<sup>th</sup> February 2009, based on expenditure to 31<sup>st</sup> December 2008, forecast that the Children's revenue budget would be underspent by £136k. Further budget analysis and improvements in forecasting provided a later report to Scrutiny Committee in March 2009 and, based on expenditure to 28<sup>th</sup> February 2009, the Directorate projected a surplus of £567,000. This is in line with the final outturn position contained in this report.

#### **Safeguarding Vulnerable Children**

25. External agency residential placements were underspent by £209k because there were 3 less placements than at the start of the year. Looked After Children over spent by £298k because there were 12 more children in agency fostering than at the start of the year. Other variances included additional advertising costs resulting in a net overspend of £96k.

#### **Planning, Performance & Development**

26. The underspend on the transport budget was £494k. This is across a number of areas of transport provision. Significant factors producing this underspend includes the reductions in diesel fuel prices since the beginning of the financial year compared to those forecast, and the continuing annual route reviews which release savings. Work has taken place this financial year between the Directorate and Financial Services to provide a more effective monitoring system. This has enabled the Directorate to release £100k as part of the council's Performance Improvement Cycle (PIC) process. The Directorate's ICT budget has overspent by £145k due ICT Service Level Agreement costs and expenditure on ICT system

licenses which were previously funded from Standards Fund grants. Other smaller underspends of £7k contributed to a net £356k underspend for the service.

### **Inclusion & Improvement**

27. The Inclusion and Improvement Service budget position has underspent by a total of £573k comprising of a number of underspends on individual services e.g. the Joint Agency Management (JAM) budget of £206k due to fewer children with complex special needs, an underspend on the Early Years budget due to a contribution of £220k mainly due to use of the Early Years & Childcare Grant for the Hollybush Children's Centre and underspend of £148k on the Psychology and SEN teams. Smaller underspends were achieved on management costs of £54k due to staff retirements and the Youth Offending Service (provided jointly with Worcestershire). In terms of JAM a projected deficit of £54k has already been indicated for this financial year.
28. The underspends listed above were offset by overspends on the School Improvement Service of £49k due to reduced income from in-service training courses for schools and the Youth Service staffing of £34k.

### **Grants**

29. Grant income in excess of £20 million is received by the Directorate and includes General Surestart Grant (£3.4m) and Standards Fund of £13.2m which is largely devolved to schools. There was a small net overspend of £37k largely caused by an overspend of £33k on ICT due to the ending of the Standards Fund grant. The Area Based Grant of £3.8m is managed by the Children's Trust and contains a range of activities traditionally delivered or commissioned by the Directorate. Work is ongoing with the Children's Trust as one of the Herefordshire Partnership Policy and Delivery Groups to ensure that the money is targeted in the most effective way for children and young people. For the financial year 2008/2009, alongside other partnership groups, the Children's Trust continued with the previous years spending areas whilst the effectiveness of each service area was reviewed.

### **Central Directorate**

30. Efficiency Savings of £200k were realised during the year, but not allocated to specific budget areas. Additionally there was an overspend on interim management costs of £54K and recharges of £31k resulting in a net overspend of £288k.
31. The number of redundancies in schools contractually agreed by 31<sup>st</sup> March, 2009, was less than in previous years due to the shift to more compulsory redundancies which are more complex and longer to process. Because the number of redundancies in total is not any less than in previous years, it is proposed by the Director of Resources to establish a reserve of £294k to ensure that funds are available to meet the continuing redundancy costs in schools due to falling rolls.

### **Community Operations**

32. There was an underspend of £25k. This was due to reduced expenditure on staffing budgets arising from delayed appointments, to enable expenditure to be available for the development of new posts, and offsetting the budget for parenting classes against external grants applied for and won by the council.

### **Dedicated Schools Grant (DSG)**

33. An underspend in Dedicated Schools Grant (DSG) of £1.5m has been carried forward to 2009/10 as required by the grant regulations.

34. Underspends on central services to pupils were as follows:
- a. Banded Funding (£332k) due to reduced applications from schools prior to delegation from April 2009.
  - b. Early years (£300k) due to the use of £217k of general surestart grant to support the budget that was not planned for when the budget was originally set
  - c. Savings on the Joint Agency Management budget and other budgets for pupils with complex needs of £268k due to fewer pupils than expected
35. Underspends on the Individual Schools Budgets were:
- a. Rates rebates for 2008/09 received for voluntary aided schools of £186k
  - b. Additional income in DSG due to extra pupils of £279k
  - c. Unused contingencies of £225k
  - d. Additional income from the Learning Skills Council of £55k
36. Additionally an overspend of £123k on the Schools Music Service has been carried forward and will be recovered in 2009/10 mainly by increased charges to schools and efficiencies in the service. The overspend has arisen in part due to the reduced level of standards fund grant carried forward from 2007/08 not being reflected in the charges made to schools and also the lack of funding allocated from end of year underspends.
37. In total rates rebates of £1,054,205 have been received for charitable rates relief for voluntary aided schools going back to 2000. This rates relief has also been received by other local authorities with education responsibilities. The rebates (£186k) relating to 2008/09 have been carried forward as part of the DSG underspend and the remaining £868,537 is to be carried forward as a reserve.
38. Due to the complexity of Dedicated Schools Grant, introduced in April 2006 and the previous passporting regulations prior to 2006, The Department for Children, Schools and Families (DCSF) have advised that the council should seek a legal opinion on how the rates underspend can be used prior to making any decision. This opinion has not yet been received, and once available Schools Forum will be consulted on the use of all the underspends within the Dedicated Schools Grant. This will then help inform the use of the reserve.

## DEPUTY CHIEF EXECUTIVE DIRECTORATE

### Final Outturn Summary

	December 2008 Net over or (under) spend £000	Outturn 2008/09 Net over or (under) spend £000
Herefordshire Connects	1,387	456
<b>Less:</b> Reserves (Hereford Connects)	(1,387)	(456)
Herefordshire Partnership	(10)	6
Communications	(10)	18
Director and Administration	(20)	11
Emergency Planning	0	(1)
Legal and Democratic	180	442
INFO	(50)	(45)
Policy & Performance	(10)	(25)
Information Services	0	6
Corporate ICT Projects	(50)	168
ICT Services	0	(300)
Corporate Programmes	(20)	(70)
Community Network Costs	(10)	(65)
Human Resources	0	(8)
<b>TOTAL</b>	<b>0</b>	<b>137</b>

39. The overall outturn position for the Deputy Chief Executive's Directorate was an over spend of £137k.
40. Slippage on the Herefordshire Connects programme resulted in less reserves being drawn on in 2008/09.
41. The most significant variance relates to Legal and Democratic Services. A shortfall in local land charges income of £200k was caused by the general downturn in the property market and also due to more competitive pricing in the private sector. Member Services over spent by £110k due to additional staff costs. The Coroner's service experienced an increase in post mortem and mortuary fees of £40k. There were also a number of other overspends within electoral and legal services.



42. Corporate ICT Projects over spent by £168k due to the cost of equipment for the new data centre. However this was mitigated by underspends within ICT operations due to vacancies and software maintenance savings.

## ENVIRONMENT & CULTURE DIRECTORATE

### Final Outturn summary

	December 2008 Net over or (under) spend £000	Outturn 2008/09 Net over or (under) spend £000
Highways	1,343	1,593
Less: Restoration fund	(429)	(429)
Bellwin threshold reserve	(464)	(505)
Sub-total	450	659
Environmental Health & Trading Stds	0	(76)
Waste Management	(450)	(824)
Culture & Leisure	200	323
General reserve contribution to HALO Job Evaluation	(200)	(200)
Directorate Management & Support	0	0
<b>Total</b>	<b>0</b>	<b>(118)</b>

43. The overall outturn position for Environment & Culture was an underspend of £118k.
44. In 2008/09 agreement had been given that an additional £200k of costs to support the service delivery review would be met from increased corporate investment income. In 2008/09 these costs totalled £88k and the remaining funds have been put into reserves to meet further costs in 2009/10.

### Highways

45. The position for the service was assisted by the non-recurring funding available in 2008/09 with the council's £429k Restoration Fund allocation being applied to meet costs associated with the 2007 floods.
46. Following the floods in September and November 2008 Highways incurred total emergency repair work of £1.285m. The council successfully applied for funding of £726k in relation to this work under the Bellwin scheme. The first £433k and 15% of remaining claim amount of any claim must be funded by the council. After applying the specific reserve of £505k to meet the costs incurred up to the threshold, there was a net overspend of £54k.
47. There was an overspend on winter maintenance of £836k. This reflects the additional costs for the year following a reported 'coldest December for 30 years' and on-going 'cold snap' into 2009.
48. The de-trunking of the A465 has seen a £140k grant allocated to the council for road maintenance in 2008/09 and this was required in full to fund additional winter maintenance costs.
49. Although parking income was expected to increase in 2008/09 following the introduction of parking fee increases on 1 June 2008, the overall income for the year

was £200k below target. The assessment is that the recession has affected the level of income. There was a further overspend of £50k in relation to electricity charges.

50. There was pressure on the Highways budgets in relation to contract inflation on roads maintenance and street cleansing. Whilst every effort was made to manage these pressures within budget, street cleansing over spent by £90k.
51. A saving of £50k through staff vacancy management was achieved due to the recruitment freeze pending the service delivery review. Further savings were made on employee and public liability insurance of £35k.
52. Overall there was a net overspend of £1,593k on highways before taking account of transfers from reserves and one-off funding from the Restoration Fund.

### **Environmental Health & Trading Standards**

53. The outturn for Environmental Health and Trading Standards for 2008/09 was an underspend of £76k.
54. Income from the Crematorium was some £110k above target. Earlier only a £50k excess had been predicted, but receipts in the last few months exceeded expectation.
55. The loss of rental income at Hereford Market Hall and budget pressures in street trading resulted in markets and fairs overspending by £135k.
56. The Anti Social Behaviour Team over spent by £84k due to temporary staff costs incurred in setting up the team and on-going salary costs. A structural re-alignment across the service helped contain the level of overspend.
57. In addition to the surplus produced by the crematorium, overspends were mitigated through vacancy management within services. Income from air pollution, licensing, trading standards and commercial environmental health also exceeded targets.

### **Waste Management**

58. The net underspend on Waste Management was £824k. This overall position includes contract inflation increases on the Waste Collection contract of £310k. This is mitigated by the underspend on waste disposal and increased income of £100k for commercial waste.
59. There is additional overspend in relation to consultation costs and project costs in relation to the renewal of the waste collection contract.
60. The final outturn from Worcestershire County Council (WCC) of the waste disposal contract costs meant an underspend of £1.14m on Herefordshire's waste disposal budget for 2008/09 and this is included in the overall outturn. This reflects the credits received for the 'Waste electrical and electronic equipment' (Weee) expenditure, following the agreement of the contract variation, and a revised forecast for tonnages which have reduced.
61. The cost of the new waste disposal contract will be considerably higher than at present. In line with the medium term financial management strategy, £500k has been transferred to the Waste Management reserve to meet future financial pressures.
62. There was a risk that if waste growth/reduction between Herefordshire and Worcestershire varied by more than 1% to the detriment of Herefordshire then Herefordshire would need to increase its contract payments by £300k. However, the trigger point was not hit in 2008/09.

## Culture & Leisure

63. There was a budget pressure of £200k in relation to the HALO job evaluation costs. The council has a legal obligation to meet in full the financial impact of increases in pay of transferred posts affected by the single status agreement. The original central budget was set based on assumptions that were reasonable at the time about pay grades. Over time funding has become insufficient as staff have progressed through pay grades. For 2008/09 this was met by transferring the sum from reserves at year end. From 2009/10 the amount has been built into the council's base budget.
64. Libraries overspent by £100k. This was mainly due to IT SLA costs including maintenance of the public access PCs resulting an overspend of £80k. Other factors, including shortfalls in income, also affected the position.
65. Tourism over spent by £82k mainly due to staff costs and shortfall of income. There was also an overspend on public rights of way of £30k due to contract inflation on works carried out by Amey Wye Valley Ltd and on Head of Culture & Leisure costs due to staff changes and Director & support team costs totalling £47k.
66. There was an underspend of £170k on parks and countryside in relation to works held back or funded from commuted sums in order to manage budget pressures within the service. The overall position for Culture & Leisure is a net overspend of £123k.

## REGENERATION DIRECTORATE

### Final outturn summary

	<b>December 2008 Net over or (under)spend £000</b>	<b>Outturn 2008/09 Net over or (under)spend £000</b>
Economic & Community	(53)	(60)
Transportation	0	(38)
Management & Admin	(192)	(151)
Planning	291	255
Strategic Housing	160	156
<b>Total</b>	<b>206</b>	<b>162</b>

67. The overall outturn position for Regeneration was an overspend of £162k.

### Economic and Community services

68. The saving on budgeted expenditure of £46k for economic development came from a reduced contribution to the Edgar Street Grid project being required on matched funded costs.
69. Following an evaluation by Government Office for the West Midlands and an external audit report the Action for Regenerating Communities in Herefordshire 'ARCH' European project was completed at a cost to Community Regeneration of £153k and was supported by transfers from specific reserves of £125k giving a net impact of a

£30k overspend on the Community Regeneration budgets. Savings on community grants of £16k were also made, resulting in a total saving on budget of £60k.

**Transportation**

- 70. The £38k savings on budget was due to staff vacancies during the year.

**Management**

- 71. Staff vacancy savings of £56k were achieved and £95k budget from the disaggregation of community services from the Adult Services to Regeneration was set aside to support the shortfall of planning fees. This resulted in a recruitment freeze within the directorate support service.

**Planning**

- 72. The levels of income within planning fell short of budget by £340k. This was offset by the receipt of a planning delivery grant of £193k.
- 73. Additional costs above available budget remained for consultancy, IT and legal fees and resulted in an overall overspend for planning services of £255k.

**Strategic Housing**

- 74. The costs of providing temporary accommodation for homeless people exceeded budget by £236k. This overspend was in line with recent predictions and not as high as estimated earlier in the year. Further predicted overspending of £35k occurred in administration and strategy, largely due to service pressures resulting in use of temporary staff. Further measures were taken to manage this overspend within the service which resulted in an underspend on homelessness prevention and rent deposits of £66k.
- 75. Private sector housing underspent by £42k. This was largely due to the delay of recruitment to staff vacancies contributing to a £28k saving in administration. A sum of £15k earmarked as a contribution towards a demountable home extension as not required in the year.
- 76. The housing needs development team underspent by £15k compared with budget, due to staff vacancies and lower expenditure on housing needs studies.
- 77. The ending of the repurchase and reinstatement grants included in the budget resulted in a shortfall of income amounting to £38k but this was contained by savings in administration of £28k due to vacancies.

**CENTRAL SERVICES**

**Final outturn summary**

	<b>December 2008 Net over or (under)spend £000</b>	<b>Outturn 2008/09 Net over or (under)spend £000</b>
Corporate Budgets	0	(160)

- 78. The underspend is mainly due to a culmination of smaller underspends on corporate subscriptions, flood levies, pension costs and an unused Invest to Save budget.

79. Following a successful legal case local authorities are now able to recover VAT in relation to historical errors. Worcestershire County Council successfully pursued an overpayment in respect of library related charges, which resulted in a receipt to Herefordshire of £55k in relation to overpayments made prior to local government reorganisation.

**RESOURCES DIRECTORATE**  
**Final Outturn Summary**

	<b>December 2008 Net over or (under)spend £000</b>	<b>Outturn 2009 Net over or (under) spend £000</b>
Asset Management and Property Services	0	609
Audit	20	17
Benefit and Exchequer	(60)	(929)
Financial Services	0	(33)
Central	40	56
<b>TOTAL</b>	<b>0</b>	<b>(280)</b>

80. The overall position is a £280k underspend.

**Asset Management and Property Services**

81. Office accommodation over spent by £325k partly due to increased costs on cleaning, business rates, gas and electricity. There was also increased rental for car parks and service charges at Plough Lane.

82. There was an overspend £350k on corporate maintenance. The underspend on benefits subsidy within the Resources Directorate meant the opportunity was taken to make a revenue contribution of £109k to capital for Legionella works and repairs to Prospect Wall. Also, outstanding costs from prior years on the Amey application were settled and there was an increase in emergency expenditure.

83. Surplus income from Maylord and Industrial Estates has reduced the overspend.

**Audit**

84. Due to higher employee costs with agency staff there was an overspend of £17k.

**Benefit and Exchequer**

85. There was a benefits subsidy surplus of £799k due to two factors:

- 1) the higher number of changes actioned, which increased the amount of recoverable overpayments and associated subsidy; and
- 2) additional local authority error subsidy, because the level of error was below the DWP threshold and so attracts 100% subsidy.

86. The remaining £130k underspend is due to staff vacancies which have now been filled and one off grant income such as Local Housing Allowance from the DWP.

#### **Financial Services**

87. The underspend of £33k is mainly due to staff vacancies which have now been filled.

#### **Central**

88. Due to recruitment costs for the new Director and other consultant costs there was an overspend of £56k.

#### **PROPOSALS FOR THE USE OF THE UNDERSPEND**

89. The proposals for use of the underspend on the general fund:

	<b>£000</b>
<b>Total underspend available</b>	<b>249</b>
<b>Less</b> Transfer to social care contingency reserve	(249)
Total underspend to be carried forward	<b>0</b>

90. The additional £249k will bring the social care contingency to £926k. This is an appropriate addition, given the continuing risk to the council's finances due to pressure on Adult & Children's Services budgets.

#### **GENERAL RESERVES**

91. Having considered the outturn position for 2008/09 it is now possible to update Cabinet on the level of general reserves as at 31st March 2009.
92. The overall level of general reserve has reduced by £338k to £6.39m. The anticipated reduction of £338k includes the Hereford City grounds maintenance contribution (£138k) and funding for the impact of Job evaluation on HALO.
93. The amount of £6.39m is in excess of council policy contained in the council's medium term financial strategy that sets the minimum level of general reserves at £4.5m.

## SPECIFIC RESERVES

94. The Director of Resources requests that Cabinet approve the following new reserves in the accounts:

Title	£000	Reason
Carbon Reduction	30	To be used for carbon reduction initiatives.
Schools redundancies	294	To be used for continuing redundancy costs due to falling school rolls.
Service delivery review	112	To cover the costs of the Amey review
Schools rates	869	Ring fenced schools' rate rebates.
Economic development	346	To mitigate the effects of the economic downturn.

95. The carbon reduction reserve includes the balance of a £50k fund set up by the Carbon Trust Board to be used for carbon reduction initiatives.
96. The schools redundancies reserve has been created from the underspend on the redundancy costs budget with Children's & Young People's Directorate, in order to fund future redundancies.
97. The slippage on the Amey contract review meant that only £88k was spent out of the approved £200k approved in 2008/09 This will be utilised in 2009/10 when the review will be concluded.
98. The schools rates reserve is for rates refunds to voluntary aided schools dating back to 2000. These have been carried forward in a reserve pending a legal decision on how this money may be spent.
99. Additional LABGI grant of £346k was received and has been transferred to an economic development reserve to be used to fund measures to address the economic downturn.
100. The total amount of specific reserves at 31<sup>st</sup> March 2009, including the above reserves, is £16.06m. This includes ring-fenced school balances reserves of £5.48m.
101. The following table summarises the earmarked reserves held:



<b>Reserve</b>	<b>2007/08 £000</b>	<b>2008/09 £000</b>
Community Buildings	64	0
Commuted sums	78	78
Schools balance in hand	5,657	5,476
Industrial Estates – maintenance	223	333
Support Services & Equipment Renewals	276	80
Schools Balance of Risk	289	85
Winter maintenance	500	500
Planning	24	24
SRB Schemes	51	0
Community Centre	180	180
Waste Disposal	2,274	2,774
LSC	32	32
Herefordshire Connects project	420	0
Wye Valley AONB	79	104
Invest to Save/Initiatives fund	1,115	1,079
Contingent liabilities	300	300
Social care contingency	677	926
Standards Fund	92	0
Modernisation plans	300	454
2008/09 budget capacity	1,500	0
Edgar Street Grid	41	150
Whitecross School PFI	108	202
Bellwin Threshold	505	0
LPSA 2 reward grant	1,148	1,482
Herefordshire Safeguarding Children Board	48	21
Accommodation	591	133
Carbon Reduction	0	30
Schools redundancies	0	294
Service delivery review	0	112
Schools rates	0	869
Economic development	0	346
<b>Total</b>	<b><u>16,572</u></b>	<b><u>16,064</u></b>

## 2008/09 CAPITAL PROGRAMME OUTTURN

### Overall Position

102. The capital outturn for 2008/09 totalled £48.05m compared to the original budget of £57.9m. A summary is provided in the table below. Changes to the capital forecast have been identified and reported to Cabinet throughout the year, the main changes being slippages on the new Hereford livestock market project (£3.6m) and the corporate accommodation programme (£3.25m). It is important to note that no conditional funding resources have been lost

103. The following table summarises the capital outturn and how it was funded;

Directorate	2008/09 Outturn	Supported Borrowing	Prudential Borrowing	Grant	Revenue Contribution	Capital Receipts Reserves
	£'000	£'000	£'000	£'000	£'000	£'000
Children's Services	16,876	2,373	311	13,133	152	907
Resources	982	-	659	125	129	69
Deputy Chief Executive	2,859	-	2,667	61	-	131
Adult Social Care	423	-	73	263	-	87
Regeneration	7,370	-	143	2,208	-	5,019
Environment & Culture	19,541	10,378	4,318	4,833	9	3
<b>Total Outturn</b>	<b>48,051</b>	<b>12,751</b>	<b>8,171</b>	<b>20,623</b>	<b>290</b>	<b>6,216</b>
<i>December Forecast</i>	<i>65,754</i>	<i>12,751</i>	<i>18,568</i>	<i>23,419</i>	<i>-</i>	<i>11,016</i>
<i>Original Budget</i>	<i>57,896</i>	<i>12,750</i>	<i>14,911</i>	<i>19,961</i>	<i>170</i>	<i>10,104</i>

104. Details of total capital scheme costs, funding and outturn position for capital schemes with an outturn for 2008/09 exceeding £500k are provided in the table below;

<b>Detail By Directorate</b>	<b>Whole Scheme Cost £'000</b>	<b>Funded by</b>	<b>2008/09 Outturn</b>	<b>Comments</b>
<b>Children's Services</b>				
Devolved Capital Programme	n/a	Grant	4,832	Devolved allocation of capital funding to schools
Minster Replacement School	20,642	Grant	4,562	Work in progress, on schedule
Riverside Amalgamation	8,505	Grant & receipts	1,682	Appointed contractor in liquidation, new contractor to be appointed to complete scheme
Condition property works	n/a	Supported Borrowing	1,242	Annual programme of works at various sites committed on a highest need first basis
National Digital Infrastructure	n/a	Grant	1,077	School broadband expenditure
Hereford City North Children's Centre	923	Grant	720	Widemarsh workshop conversion proceeding
<b>Deputy Chief Executive</b>				
Social Care ICT Solution	1,583	Prudential Borrowing & receipts	1,216	Framework system now in use, final financial completion due soon
Herefordshire Connects	6,683	Prudential Borrowing & receipts	1,151	Cabinet approval to proceed with Agresso, Inphase, Civica and EDRMS.
<b>Environment &amp; Culture</b>				
Road & Footway Maintenance	n/a	LTP allocation	7,265	Programmed works, delayed through prioritised flood works
Ross on Wye Flood Alleviation	10,331	Grant	3,196	Scheme complete, additional funding approved
Rotherwas Access Road	12,830	Grant, receipts, LTP & prudential borrowing	2,142	Road complete and in use, final financial completion outstanding
Crematorium	3,150	Prudential borrowing	1,777	Work on site complete
Bridgeworks	n/a	LTP allocation	929	Annual programme of works
<b>Regeneration</b>				
Affordable Housing Grants	n/a	Capital receipts	2,019	Annual allocation of grants to various schemes
Extra Care Housing Development	6,602	Grant & capital receipts	1,283	Final payment will become due following agreed completion of the scheme

Detail By Directorate	Whole Scheme Cost £'000	Funded by	2008-09 Outturn	Comments
Rotherwas Futures Estate Development Work	4,358	Grant & capital receipts	938	Total scope of scheme to be finalised - part of this budget will be used to meet any additional access road costs
Private Sector Housing	n/a	Grant & capital receipts	765	This budget has been reduced to increase the mandatory disabled facilities grant budget
Mandatory Disabled Facilities Grant	n/a	Grant & capital receipts	764	This budget is under huge demand, a system is being devised to prioritise applications
Woodedge and Archenfield	879	Capital receipts	704	Final payment to be released following successful redevelopment of homes
<b>Total</b>			<b>38,264</b>	
<b>Schemes with a forecast spend in 2008/09 of less than £500,000</b>			<b>9,787</b>	
<b>Total</b>			<b>48,051</b>	

### Prudential Borrowing Outturn

105. A summary of the Prudential Borrowing outturn position is set out below.

	<b>£000</b>
2008/09 Original Prudential Borrowing Allocation	18,334
Add: Slippage from 2007/08	4,609
Less: Slippage into future years	(12,665)
No longer required	(2,107)
Use of Prudential Borrowing in 2008/09	<u>8,171</u>

106. There also remained £2.5m of budgeted prudential borrowing to be allocated to schemes at the end of 2008/09. This was used to fund the capital bids for 2009/10.

### Capital Receipts Reserve

107. The capital receipts reserve totalled £17.558k as at 31<sup>st</sup> March 2009. Commitments over the next three years include funding corporate accommodation, strategic housing, smallholding improvements and the provision of a cattle market.

## Risk Management

108. The council is required to ensure the closure of accounts by 30<sup>th</sup> June. Failure to do so carries a reputation risk for the council in relation to its corporate governance role and a potential impact on our Use of Resources assessment.

## **Consultees**

109. The relevant internal officers have been consulted. No external consultation was considered necessary.

## **Background Papers**

None identified.



**DAY SERVICES FOR OLDER PEOPLE**  
**PORTFOLIO RESPONSIBILITY: SOCIAL CARE ADULTS**

**CABINET**

**4 JUNE 2009**

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**Wards Affected**

County-wide

**Purpose**

To set out the detailed changes being proposed in the provision of day opportunities as requested by Cabinet at the meeting held on 22 January 2009, which will help deliver the recommendations of the Scrutiny Review Group, approved in principle by Cabinet at that meeting, in order to secure best use of resources.

**Key Decision**

This is a Key Decision because it is likely to affect communities living or working in Herefordshire in an area comprising one or more wards.

It was included in the Forward Plan.

**Recommendation(s)**

**THAT Cabinet:**

- (a) approve the closure of the in-house day service for older people at Norfolk House, redeployment of two part-time day centre staff and transfer of day service provision to Waverley House; and**
- (b) note the closure of some under-utilised mobile day centres for older people and the re-provision of services to appropriate alternative centres, with consequential extensions and variations to a number of existing provider contracts.**

**Reasons**

To progress actions in response to the recommendations of the scrutiny review of day services for older people, delivering service improvement and greater value for money.

**Considerations**

Scrutiny Committee Report

- 1 On 22 January 2009, Cabinet approved in principle, the proposed response to the Scrutiny Review Group's recommendations, whilst requesting that more detailed information on the actions being proposed be brought back to Cabinet, following

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Further information on the subject of this report is available from  
Wendy Fabbro, Associate Director of Integrated Commissioning, on 01432 260320

consultation with staff and service users.

- 2 The scrutiny review raised three main issues – (i) the lack of usage of some centres with the corresponding high unit cost, especially but not exclusively within the 30-year Shaw Healthcare contract; (ii) the quality and variety of activities on offer in many centres; (iii) the chaotic, illogical and inefficient arrangements for transporting service users to centres, which often involved inappropriately long journeys.
- 3 Subsidiary issues reflected in the report’s recommendations included the need to implement a clear assessment process for the accessing of day services, and the corresponding development of low-level community preventative services for people not falling within the assessed level of need supported by adult social care. Currently, many users of day opportunities receive services without assessment and thus may fall below Adult Social Care’s eligibility threshold.
- 4 An analysis of contract values and capacity compared against occupancy levels over six months showed that the overall unit cost for day services was higher than it should have been because of under-utilisation. When breaking the unit cost down by individual providers, this showed that Shaw Healthcare was the most expensive contract because of the low attendance levels. This emphasised the urgent need to maximise occupancy of all centres but in particular, those commissioned through Shaw Healthcare under the 30-year contract.
- 5 The low level of need of many mobile day centre service users is reflected in the level of service provided within existing mobile day centre services. When Adult Social Care moves to a system of accessing day opportunity services that requires a formal community care assessment and the service users needs required to meet the Council’s eligibility threshold for service, all day opportunity services will need to be capable of supporting people with critical or substantial needs, which will require appropriate facilities and qualified staff.
- 6 The services secured through the Shaw contract have been specifically developed and agreed to support people with complex needs that meet the Council’s eligibility criteria and meet the high standards of care that will be required by future service users, both in terms of facilities available and the provision of qualified staff.
- 7 Norfolk House is the only remaining in-house day service for older people. It is immediately next-door to Waverley House, which is part of the 30-year Shaw Healthcare contract, commissioned to provide a 7-day service for 20 people each day. The Norfolk House service does not have suitable facilities and is not comparable to the modern standard of the Waverley House service. There is also obvious duplication in the geographical coverage for service users. On this basis, and the cost and efficiency reasons outline elsewhere, it is recommended to Cabinet that the service closes and service users invited to move to the service at Waverley House. The two part time day centre staff would be redeployed.
- 8 As advised at cabinet in January, a consultation has been undertaken including relevant staff, service users and their families and carers, and providers. A summary of the issues raised during the consultation, and the response to those issues is attached at Appendix 3.
- 9 The Scrutiny Committee’s recommendations for a broad-based modernisation of the day opportunities model identified the need to both modernise existing provision (to meet complex needs) but also to develop complementary low-level preventative services for people whose needs do not require a formal social care commissioned service. A model to deliver these requirements is in an advanced stage of development and builds on the services already commissioned in the Shaw contract.



The model is one of a series of hubs and spokes – the hubs providing the specialist services to meet complex assessed needs, with non-specialist satellite or spoke services providing low level preventative community services. Potential sites for the hubs are being considered in each of the market towns. The model aims to make maximum use of the Shaw establishments, fulfilling the intentions behind the original contract, to produce modern, specialist care and will now play a key role in the delivery of the Scrutiny Committee’s recommendations for the modernisation of day and community opportunities

- 10 Potential economies have been identified within a number of centres and travelling costs, to realise a potential 32% reduction in unit cost and the possibility of reducing annual contract prices by approximately £50,000. Rationalisation of day services would also realise broader benefits such as less travelling, therefore less time spent in transit, more time spent attending the day centre and less impact on the environment (shown in detail in appendix 1). However, it is recognised that for some people there would be a change in the service available to them and appropriate support would be provided to ensure the transfer was as smooth as possible.

## **Legal Implications**

- 11 None identified.

## **Financial Implications**

- 12 Proposals for the same number of service users would have the potential to achieve efficiency gains in the region of £50,000. However, there could be the opportunity to use the greater capacity to support more older people in their communities, thus making savings in more traditional service areas or achieving non cashable savings by increasing the number of older people supported.

## **Risk Management**

- 13 The risk that the Adult Social Care day service model for older people in Herefordshire is not able to meet the future needs of service users would be mitigated by the actions proposed in response to the review.

## **Alternative Options**

- 14 To continue with the current day service arrangements. This however would fail to deliver service improvements and efficiencies.

## **Consultees**

Herefordshire Council: Ward Members; Norfolk House Day Centre staff; Adult Social Care Transport Team.

Outside Organisations: Shaw Healthcare Ltd; Age Concern Hereford City and Rural; Age Concern Leominster and District.

Individuals: Relevant service users, their carers and family members.

## **Appendices**

Appendix 1 – Table of proposed service changes.

Appendix 2 – Table of centres remaining open

Appendix 3 – Consultation issues and responses.

## **Background Papers**

None identified.

**Appendix 1: Table of proposed service changes**

<b>Existing Day Service</b>	<b>Contracted Provider</b>	<b>Proposal</b>	<b>New service proposed</b>	<b>Proposed contract variation</b>	<b>Reasons for proposal</b>
Arkwright Court Mobile Day Centre	Age Concern Leominster & District	Proposed closure	Service users to join Waverley House Day Centre and attend on same day with same group. (Shaw Healthcare 30-year contract)	To extend element of contract for Kington Court Day Service without variation. To reduce number of mobile day centres in contract to two, namely Leintwardine and Weobley	Venue is in Leominster town and is not ideal, due to space and seating restrictions. Consistently low attendance for a two-year period. Service currently provided fortnightly, whereas proposed is 7-day service.
Canon Pyon Mobile Day Centre	Age Concern Leominster & District	Proposed closure			Proposed closure pre-empted by provider. Canon Pyon has closed and service users transferred to provider's new mobile centre at Weobley.
Dinedor Mobile Day Centre	Age Concern Hereford City & Rural	Proposed closure	Service users to join either Drybridge House, Caldwell Court or Woodside on varying days	To reduce number of mobile day centres in contract to five, namely Ewyas Harold, Longtown, Madley, Orcop and Sutton St Nicholas	Consistently poor attendance. Attendees not local and could be accommodated at other centres. Service currently provided fortnightly but proposed is weekly.
Norfolk House Day Centre	N/A. In-house service	Proposed closure	Service users to join Waverley House Day Centre and attend on same day with same group. (Shaw Healthcare 30-year contract)	N/A	Currently a 3-day service immediately next-door to Waverley House, which provides a 7-day service, duplicating the geographical coverage for service users. Waverley House has purpose built facilities.
Sellack Mobile Day Centre	Age Concern Hereford City & Rural	Proposed closure	Service users to join Woodside on varying days. (Shaw Healthcare 30-year contract)	To reduce number of mobile day centres in contract to five, namely Ewyas Harold, Longtown, Madley, Orcop and Sutton St Nicholas	Fortnightly service. Average attendance. Attendees not local. Attendees can be accommodated at proposed 7-day service.
Kington Court	Age Concern Leominster & District	Proposed transfer of some service users to a more local day centre	Service users to join Waverley House Day Centre on same day and with same group. (Shaw Healthcare 30-year contract)	To extend element of contract for Kington Court Day Service without variation. To reduce number of mobile day centres in contract to two, namely Leintwardine and Weobley	To reduce travelling and amount of time spent in transit, which would allow more time to be spent at the proposed day centre. This would free up places for more local people and have less impact on the environment.
Staunton-on-Wye Mobile Day	Age Concern Leominster &	Proposed to leave	No change		Closed by provider and service users transferred to their new

Centre	District	unchanged			mobile centre at Weobley.
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**Appendix 2: Table of day centres that will remain open**

<b>Existing Day Service</b>	<b>Contracted Provider</b>	<b>Proposal</b>
Ballinger Court Day Centre	Age Concern Hereford City & Rural	Proposed to leave unchanged
Caldwell Court Day Centre	Age Concern Hereford City & Rural	Proposed to leave unchanged
Drybridge House Day Centre	Age Concern Hereford & Worcester	Proposed to increase attendance through closure of other centres
Glenton Lodge Day Centre	WRVS	Proposed to leave unchanged
Golden Valley Day Centre	Age Concern Hereford City & Rural	Proposed to leave unchanged
Kington Court Day Centre	Age Concern Leominster & District	Proposed to keep open but transfer some service users to a more local day centre
Leadon Bank Day Centre	Shaw Healthcare	Proposed to leave unchanged
Orchard House Day Centre (EMI)	Shaw Healthcare	Proposed to leave unchanged
Waverley House Day Centre	Shaw Healthcare	Proposed to increase attendance through closure of other centres
Woodside Day Centre	Shaw Healthcare	Proposed to increase attendance through closure of other centres
Ewys Harold Mobile Day Centre	Age Concern Hereford City & Rural	Proposed to leave unchanged
Leintwardine Mobile Day Centre	Age Concern Leominster & District	Proposed to leave unchanged
Longtown Mobile Day Centre	Age Concern Hereford City & Rural	Proposed to leave unchanged
Madley Mobile Day Centre	Age Concern Hereford City & Rural	Proposed to leave unchanged
Orcop Mobile Day Centre	Age Concern Hereford City & Rural	Proposed to leave unchanged
Sutton St Nicholas Mobile Day Centre	Age Concern Hereford City & Rural	Proposed to leave unchanged
Weobley Mobile Day Centre	Age Concern Leominster & District	Proposed to leave unchanged

Consultation

- 20 Seven consultation events involving more than eighty people have taken place.
- 21 A number of themes and issues were raised during the consultation events:
- (a) A divided response to proposed changes, which appears to correlate with the opinion of the service provider's view of the proposals;
  - (b) Many service users and staff voiced inaccurate views about the services that would be provided under new arrangements, such as one transfer would be to a unit that was providing day care for people with dementia, and with limited facilities and activities: - this is incorrect and was very misleading for service users and their families;
  - (c) There was a general and understandable desire to avoid change, particularly from those service users in the older age group;
  - (d) There was a worry about losing the friendship links with other service users with whom they had often been attending for many years;
  - (e) There was also concern about losing day care staff with whom they were familiar and had built up a good relationship;
  - (f) One provider reported that they had recently been unsuccessful in their bid for continuation funding from a charitable trust which part-funds their seven mobile day centres. They thus suggested that all seven of these centres would now be at risk of closure if the Council's proposals were approved.

Social Care Response to Concerns

- 27 Service users who may be affected by the proposed interim changes will be offered an alternative service with transport, where appropriate;
- 28 Service users who may be affected by the proposed changes will be introduced to the new service and have an opportunity to meet staff, and view and discuss the range of activities on offer;
- 29 Service users will have a social care review, prior to service transfer, to ensure that their assessed needs would be met within the new arrangements;
- 30 All attempts will be made to keep friendship groups together. Most groups will still be able to attend a day centre on the same days of the week and with the same group of friends as now. Where the proposed transfer makes it necessary to separate a group, support will be provided to those service users and their families. However, in all but three cases, individuals will be moved with one or more of their more long standing friends;
- 31 Although service users may have to adjust to a new day centre facility with a different staff group, each day centre will be well resourced and able to offer a wide range of activities and opportunities.

The day centre staff will be fully trained and competent in service delivery and some of the proposed facilities have been purpose built to a very high standard;

- 32 Whilst unfortunate that one of the providers has already lost charitable trust continuation funding for the mobile day centres, this highlights that the financial security for these day services had become at risk. Should the provider close the seven mobile day centres, the response from adult social care would be to assess each service user attending these day centres against FACS criteria. Those meeting the criteria would be offered alternative provision. Those assessed as not requiring the level of care provided through an adult social care commissioned service would be given support to access appropriate alternative community services.