

# Cabinet Agenda



**Date:** Tuesday, 5 June 2018

**Time:** 4.00 pm

**Venue:** The Council Chamber - City Hall, College Green, Bristol, BS1 5TR

## Distribution:

**Cabinet Members:** Mayor Marvin Rees, Nicola Beech, Craig Cheney, Asher Craig, Kye Dudd, Helen Godwin, Helen Holland, Anna Keen, Paul Smith and Mhairi Threlfall

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**Date:** Friday 25 May 2018



# Agenda

## **PART A - Standard items of business:**

### **1. Welcome and Safety Information**

Members of the public intending to attend the meeting are asked to please note that, in the interests of health, safety and security, bags may be searched on entry to the building. Everyone attending this meeting is also asked please to behave with due courtesy and to conduct themselves in a reasonable way.

Please note: if the alarm sounds during the meeting, everyone should please exit the building via the way they came in, via the main entrance lobby area, and then the front ramp. Please then assemble on the paved area in front of the building on College Green by the flag poles.

If the front entrance cannot be used, alternative exits are available via staircases 2 and 3 to the left and right of the Conference Hall. These exit to the rear of the building. The lifts are not to be used. Then please make your way to the assembly point at the front of the building. Please do not return to the building until instructed to do so by the fire warden(s).

### **2. Public Forum**

Up to one hour is allowed for this item

Any member of the public or Councillor may participate in Public Forum. Petitions, statements and questions received by the deadlines below will be taken at the start of the agenda item to which they relate to.

**Petitions and statements (must be about matters on the agenda):**



- Members of the public and members of the council, provided they give notice in writing or by e-mail (and include their name, address, and ‘details of the wording of the petition, and, in the case of a statement, a copy of the submission) by no later than 12 noon on the working day before the meeting, may present a petition or submit a statement to the Cabinet.
- One statement per member of the public and one statement per member of council shall be admissible.
- A maximum of one minute shall be allowed to present each petition and statement.
- The deadline for receipt of petitions and statements for the 5<sup>th</sup> June Cabinet is 12 noon on 4<sup>th</sup> June 2018. These should be sent, in writing or by e-mail to: Democratic Services, City Hall, College Green, Bristol, BS1 5TR  
e-mail: [democratic.services@bristol.gov.uk](mailto:democratic.services@bristol.gov.uk)

**Questions (must be about matters on the agenda):**

- A question may be asked by a member of the public or a member of Council, provided they give notice in writing or by e-mail (and include their name and address) no later than 3 clear working days before the day of the meeting.
- Questions must identify the member of the Cabinet to whom they are put.
- A maximum of 2 written questions per person can be asked. At the meeting, a maximum of 2 supplementary questions may be asked. A supplementary question must arise directly out of the original question or reply.
- Replies to questions will be given verbally at the meeting. If a reply cannot be given at the meeting (including due to lack of time) or if written confirmation of the verbal reply is requested by the questioner, a written reply will be provided within 10 working days of the meeting.
- The deadline for receipt of questions for the 5<sup>th</sup> June 2018 Cabinet is 5.00 pm on 30<sup>th</sup> May 2018. These should be sent, in writing or by e-mail to: Democratic Services, City Hall, College Green, Bristol BS1 5TR.  
Democratic Services e-mail: [democratic.services@bristol.gov.uk](mailto:democratic.services@bristol.gov.uk)

**When submitting a question or statement please indicate whether you are planning to attend the meeting to present your statement or receive a verbal reply to your question**

### **3. Apologies for Absence**



#### **4. Declarations of Interest**

To note any declarations of interest from the Mayor and Councillors. They are asked to indicate the relevant agenda item, the nature of the interest and in particular whether it is a **disclosable pecuniary interest**.

Any declarations of interest made at the meeting which is not on the register of interests should be notified to the Monitoring Officer for inclusion.

#### **5. Matters referred to the Mayor for reconsideration by a scrutiny commission or by Full Council**

(subject to a maximum of three items)

#### **6. Reports from scrutiny commission**

#### **7. Chair's Business**

To note any announcements from the Chair

### **PART B - Key Decisions**

#### **8. Enhancement of Ardagh Tennis Courts**

**(Pages 6 - 20)**

#### **9. DfE Flexible Learning Funding Grant**

**(Pages 21 - 45)**

#### **10. Application of a new Bristol Rate for new older people's residential and nursing care placements**

**(Pages 46 - 86)**

#### **11. Parent and Child Residential Assessment**

**(Pages 87 - 126)**

#### **12. Direct award of contract for an integrated service for Vulnerable Parents with Young Children.**

**(Pages 127 - 167)**



**13. Investment in Digital Research Technology – Open Programmable City Region initiative**

**(Pages 168 - 178)**

**14. Microsoft Licencing Agreement**

**(Pages 179 - 184)**

**PART C - Non Key Decisions**

**15. 2017/18 Financial Outturn Report**



# Decision Pathway – Report

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**PURPOSE:** Key decision

**MEETING:** Cabinet

**DATE:** 05 June 2018

<b>TITLE</b>	<b>Enhancement of six of the Ardagh Tennis Courts.</b>	
<b>Ward(s)</b>	The Ardagh is located in the Bishopston & Ashley Down ward.	
<b>Author:</b>	<b>Guy Fishbourne</b>	<b>Job title: Sport &amp; Physical Activity Manager</b>
<b>Cabinet lead:</b>	<b>Kye Dudd</b>	<b>Executive Director lead: Alison Comley</b>
<b>Proposal origin:</b> BCC Staff		
<b>Decision maker:</b> Cabinet Member		
<b>Decision forum:</b> Cabinet		
<p><b>Purpose of Report:</b> To get an ‘in principle’ agreement that the Council approves a likely expenditure of c£550,000 towards the enhancement of six of the Ardagh tennis courts to be retained by the Council and for their inclusion into the parks tennis operating model, from a combination of:</p> <ul style="list-style-type: none"> <li>• c.£200,000 BCC funding: identified from Sports s106 funding and its sports capital programme budget</li> <li>• c.£350,000 External funding : from the Lawn Tennis Association (LTA) and Sport England</li> </ul>		
<p><b>Evidence Base:</b></p> <ul style="list-style-type: none"> <li>- <u>Revenue savings for the Council:</u> BCC currently pays for repairs/maintenance of tennis courts, across its Parks and is in the process of developing a new parks tennis operating model which is based on a fee paying model and will include a tennis operator being responsible for the management and operation of the courts. Under this model, repair and maintenance will be the responsibility of the tennis operator and the equivalent of £1200 per court or £2400 if floodlit shall be paid to a tennis court sinking fund for their lifecycle and resurfacing costs.</li> <li>- <u>Aspirations for the Ardagh to be considered within the parks tennis operating model:</u> as part of the CAT conditions the Council is seeking to retain six of the current eleven tennis courts to be incorporated into the parks tennis operating model. The inclusion of six tennis courts at the Ardagh contributes towards a more robust parks tennis operating model which supports the equal provision of sustainable and high quality sports provision across Bristol’s Parks.</li> <li>- <u>Draft Built Sports Facility Strategy:</u> there is an identified need to work with LTA to enhance existing courts in areas of the city with low participation rates to encourage the use of existing publicly accessible stock and to increase informal play using an LTA fob access system. Priority should be given to making better use of existing facilities to enhance tennis participation via a grass roots development programme. The renovation of outdoor tennis courts at the Ardagh is identified through the draft Sports &amp; Active Recreation Facility Strategy work which the Council has recently completed public consultation on.</li> <li>- <u>Time scales:</u> A decision is required before further progress can be made on any project related to Council retained tennis courts at the Ardagh. Work on enhancing six of the tennis courts is dependent on securing external funding and agreeing which parts of the site will be included as part of the Community Asset Transfer (CAT) to the Ardagh Community Trust (ACT)</li> </ul>		
<p><b>Recommendations:</b></p> <p>Subject to a final decision being made on the CAT and its lease conditions:</p> <ol style="list-style-type: none"> <li>1. To provide an ‘in principle’ agreement that the Council approves expenditure funded through BCC (up to £200,000) and external partners (£350,000), of what is projected to be c.£550,000 in total towards the enhancement of six of the Ardagh tennis courts, for their inclusion in the parks tennis operating model.</li> </ol>		

2. That Authority is delegated to Executive Director: Communities in consultation with the Cabinet Member for Sport to initiate a procurement process and award the contract for construction works for the Ardagh tennis courts.

**Corporate Strategy alignment:**

- 1) Making Culture and Sport accessible to all. Promoting opportunities, attracting funding, protecting our city investment in culture and facilitating others much of the time, whilst continuing to offer good quality services which attract visitors.  
 2) In which services and opportunities are accessible to all.

**City Benefits:**

- 1) The inclusion of six tennis courts at the Ardagh contributes towards a more robust parks tennis operating model which supports the equal provision of sustainable and high quality sports provision across Bristol’s Parks.  
 2) The inclusion of six of the Ardagh courts in the parks tennis operating model will provide greater financial support for sites across the city with higher concessionary users and/or potential lower throughput.  
 3) Improved tennis courts in Bristol’s Parks will increase participation and contribute towards a high quality and sustainable Parks infrastructure.  
 4) A fee paying parks tennis operating model mitigates the Council from future repair, maintenance and lifecycle expenditure.

**Consultation Details:**

This proposal has been discussed with ward councillors, trustees of the Ardagh Community Trust, Lawn Tennis Association, Sport England, Parks Department and Property.

<b>Revenue Cost</b>	<b>£ 0.00</b>	<b>Source of Revenue Funding</b>	n/a
<b>Capital Cost</b>	<b>Target £200,000</b>	<b>Source of Capital Funding</b>	S106/Sports Capital Budget
<b>One off cost</b> <input checked="" type="checkbox"/>	<b>Ongoing cost</b> <input type="checkbox"/>	<b>Saving Proposal</b> <input checked="" type="checkbox"/>	<b>Income generation proposal</b> <input type="checkbox"/>

**Required information to be completed by Financial/Legal/ICT/ HR partners:**

**1. Finance Advice:** This report requests the Council’s agreement to retain 6 of the Ardagh tennis courts for inclusion in the next phase of parks tennis operating model and to contribute up to £200k towards the redevelopment of these tennis courts.

This £200k would come from S106 sports funding and from capital programme funding (sports scheme - NH05). It would be incurred only in conjunction with additional funding, projected to be up to £350k, to be secured with the support of Council partners the Lawn Tennis Association and Sport England.

The existing operating model is currently self-funding and, after the incorporation of these 6 courts and this initial investment, it is assumed that the next phase of this operating model will continue to be self-funding.

It has been advised that if the total investment costs are to exceed £500k then this request should follow the formal decision pathway for a key decision.

**Finance Business Partner:** Jemma Prince, Finance Business Partner - 29/1/18

**2. Legal Advice:** At this time all that is being requested is cabinet approval, in principle, to earmark £200k (from the S106 sports funding/capital programme) for enhancement of 6 Council tennis courts at the Ardagh. This commitment being conditional on securing £350k from LTA/Sport England. This raises no particular legal issues. Further decisions on the future operation and management of these courts, and the remaining 5 (identified for the CAT), have yet to be finalised. Third party operational arrangements for all 11 courts will require involvement of legal services. Consideration will need to be given to any conditions attached to LTA/SE funding before proceeding. The refurbishment works themselves will need to comply with the usual procurement rules

**Legal Team Leader:** Eric Andrews, Team Leader – 11/4/18

**Implications on ICT:** There are no identifiable IT implications in this initiative.

<b>ICT Team Leader:</b> Ian Gale 28/03/18		
<b>4. HR Advice:</b> Due to the nature of the request there are no anticipated HR implications.		
<b>HR Partner:</b> Celia Williams, HR Business Partner (Communities)		
<b>EDM Sign-off</b>	Zoe Wilcox	24 <sup>th</sup> January 2018
<b>Cabinet Member sign-off</b>	Cllr Kye Dudd	5 <sup>th</sup> April 2018
<b>CLB Sign-off</b>	Jacqui Jenson	17 <sup>th</sup> April 2018
<b>For Key Decisions - Mayor's Office sign-off</b>	Mayor's Office	4 <sup>th</sup> May 2018

<b>Appendix A – Further essential background / detail on the proposal</b>	<b>YES</b>
<b>Appendix B – Details of consultation carried out - internal and external</b>	<b>YES</b>
<b>Appendix C – Summary of any engagement with scrutiny</b>	<b>NO</b>
<b>Appendix D – Risk assessment</b>	<b>NO</b>
<b>Appendix E – Equalities screening / impact assessment of</b>	<b>YES</b>
<b>Appendix F – Eco-impact screening/ impact assessment of proposal</b>	<b>YES</b>
<b>Appendix G – Financial Advice - see page 2</b>	<b>NO</b>
<b>Appendix H – Legal Advice – see page 2</b>	<b>NO</b>
<b>Appendix I – Combined Background papers</b>	<b>No</b>
<b>Appendix J – Exempt Information</b>	<b>NO</b>
<b>Appendix K – See page 3</b>	<b>NO</b>
<b>Appendix L – ICT</b>	<b>NO</b>



## Further Background Information

### Parks Tennis Operating Model

1. The Lawn Tennis Association (LTA) is working with Bristol City Council to introduce a sustainable tennis operating model for the city. The tennis facilities at the Ardagh are not currently part of this initiative but the LTA and Council are keen that six courts are brought into the scheme. If this is agreed, the LTA can provide some match funding for the capital investment required. The Council would need to agree to support this with its own capital funding. The (LTA) have surveyed all eleven courts at the Ardagh identifying a need for around £800,000 of investment. This would be reduced for just six. Projected to be c.£550,000
2. So far the current parks tennis model includes Canford, Eastville and St George, and includes facility improvements of £140,000. £50,000 contribution from Bristol City Council has already been committed across these three parks. This is taken from a reserved tennis court fund set up specifically under terms of a previous LTA grant and funded purely through income generated from courts. The Lawn Tennis Association (LTA) has also awarded £90,000 towards the project. All ongoing costs for the operation including lifecycle and maintenance will be the responsibility of a new operator appointed through a tender process.
3. The parks tennis court proposal focusses on how parks tennis courts are managed and funded in the future, and looking into a sustainable way to maintain good quality tennis provision in the city, mitigating budget pressures for Bristol City Council in the future.
4. The more courts across Bristol Parks which are included in the model the more sustainable and robust it is likely to be. It is envisaged some courts will have a higher throughput than others.
5. The benefit of a parks tennis model is that courts with a higher throughput and hence higher income generation will cross subsidise those courts with lower throughput or with higher concessionary users. This means quality of provision can be maintained across the city rather than only in those areas which can afford to pay.
6. The project includes re-surfacing and installation of key fob technology at park sites to encourage increased usage through improved facilities.
7. The project includes the appointment of a tennis court operator, who will manage the courts on behalf of BCC. The operator will be responsible for maintaining court technology and bookings systems, promotion of the courts, tennis coaching opportunities plus lifecycle and ongoing maintenance of the courts. A fob/code system on court gates will allow residents to buy one fob per household, which will provide access to all parks tennis courts included in the model for a low fee of c.£35p.a; alongside an online booking system to register courts through either the fob system or on a pay and play basis at c.£5 per court per hour.

8. The online booking system will be on a city wide web page and enables technology such as smart phones to be used to book the courts, making it easier for people to book. The system allows for people wanting to turn up and play or book via their computer if they want to book in advance.
9. The proposal takes into consideration those on lower incomes with concessionary prices alongside a number of free play sessions where people can turn up and play for free. The court technology system will be supplemented by coaching, free play opportunities and competitive opportunities to provide a wide ranging programme of tennis offers in the city.
10. Under the current number of courts (15 excluding the Ardagh) in the model the tennis court operator will be required to pay the council a sum of £18,000 per annum to create a sinking fund, which will be maintained to resurface the courts in the future and for other maintenance work as required. This will relieve any budget pressure currently covered by the Parks department and secure the long term future of the tennis offer within Bristol Parks.

#### **Inclusion of the Ardagh Tennis Courts**

11. Inclusion of six courts at the Ardagh adds to strengthen the citywide model and will support the Council in the ongoing provision of high quality and sustainable parks tennis across the city.
12. Inclusion of six of the Ardagh courts will mean the model is more appealing for operators to bid for as the model will generate more income opportunities.
13. The rationale for Council (sports) capital funding to be invested on the Ardagh tennis courts is subject to them being part of the wider parks tennis operating model as their inclusion will contribute strongly towards a high quality and sustainable parks tennis provision for the whole city.

## **Ardagh Tennis Courts**

### **Internal**

Discussions internally with Parks and Property have been held.

1. Parks are supportive of retaining six of the tennis courts for inclusion in the wider parks tennis operating model, acknowledging they have a commercial value in support of the ongoing sustainability of high quality tennis courts across the city.
2. Property acknowledge that six courts are to be retained by the Council

### **External**

Discussions have been held with the Lawn Tennis Association (LTA)

3. The LTA support the Council retaining six of the tennis courts at the Ardagh site for their inclusion in the wider parks tennis operating model.

Discussion have been held with the Ardagh Community Trust (ACT)

4. The ACT's preference is to retain all 11 courts for inclusion in their community asset transfer, however on the basis the Council wants to retain six for inclusion in the wider parks tennis model the ACT are willing to compromise on their position.



**Bristol City Council Equality Impact Assessment Form**

(Please refer to the Equality Impact Assessment guidance when completing this form)

Name of proposal	Ardagh Tennis Operator Proposal
Directorate and Service Area	Neighbourhoods – Public health
Name of Lead Officer	Guy Fishbourne

**Step 1: What is the proposal?**

Please explain your proposal in Plain English, avoiding acronyms and jargon. This section should explain how the proposal will impact service users, staff and/or the wider community.

<p><b>1.1 What is the proposal?</b></p> <p>The proposal for the Ardagh will support the tennis operation model soon to be implemented in 2018 at three venues; Canford, Eastville and St George parks. We will be appointing a tennis operator to run a new booking scheme where residents pay an annual fee of £35 (with concessions available for those on low income and on benefits). The tennis court will be code and fob controlled, so those who purchase the fob can get in any time they book. People who do not want to join the scheme can pay and play and be given a code to access the courts. Free tennis opportunities will be incorporated into the scheme, with allocated free coaching and free court time available.</p> <p>We are looking to include six of the courts at the Ardagh into the wider parks tennis operating model which are currently free of charge but in poor condition. Prior to implementation of the booking scheme we will refurbish the courts to a good standard, and through the charging scheme generate income to cover future maintenance costs as set out in guidance by the Lawn Tennis Association.</p> <p>Ultimately we aim to increase participation by providing high quality tennis courts though improving the current condition of the courts and ensuring their future sustainability is secured through implementation of the charging model.</p>
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## Step 2: What information do we have?

Decisions must be evidence-based, and involve people with protected characteristics that could be affected. Please use this section to demonstrate understanding of who could be affected by the proposal.

### 2.1 What data or evidence is there which tells us who is, or could be affected?

The people affected by the proposal are the users of the site and communities around the venue who use the site and those who could potentially use the site to participate in tennis.

The Horfield Ward demographics are mostly reflective of those for Bristol overall however:

- 19.6% of citizens are Black and Minority Ethnicity, compared to 16% for Bristol overall
- 18.1% of citizens were born outside UK and 10.2% speak English as an additional language.
- There are a relatively high number of older adults receiving a community based social care service.

### 2.2 Who is missing? Are there any gaps in the data?

We do not have detailed demographic information about the people who currently use the tennis facilities at this and other sites. In the new operation model the service provider will be required to provide equalities monitoring reports.

### 2.3 How have we involved, or will we involve, communities and groups that could be affected?

The community around the Ardagh have been involved through a number of processes. Firstly a park consultation was carried out around the proposed parks to gain views on introducing the charging model and proposals to improve the courts. A total of 467 responses were recorded citywide and responses were overall positive for the improvements and proposed charging model. Responses were received from tennis players and wider park users through online and face to face surveying techniques to ensure all were able to feedback on the proposal.

BCC and the Lawn Tennis Association have also been communicating with the friends of Horfield Common group, with representatives from the local community. Ongoing dialogue is also being held with the Horfield Community Trust representatives, who are looking to take on the Community Asset Transfer of the site.

### Step 3: Who might the proposal impact?

Analysis of impacts on people with protected characteristics must be rigorous. Please demonstrate your analysis of any impacts in this section, referring to all of the equalities groups as defined in the Equality Act 2010.

3.1 Does the proposal have any potentially adverse impacts on people with protected characteristics?

The introduction of the charging model is a change to the current 'free to play' courts and this could be seen as a negative impact. The charging model will be set at an affordable £35 per annum per household, which will cover access to all courts in the city under this model.

Under this model the access system will stop people from walking directly on to the courts without having previously booked. Mitigations for this will be highlighted below.

Raising awareness of the scheme and how to access the courts is important. If members of the community are unable to understand the process they will be unable to play tennis in the park.

The change in court access could also impact upon disabled people as court access will no longer be free. The scheme must enable disabled users to access the courts.

The scheme could also potentially impact school children who turn up to play after school without parental supervision.

The scheme could also negatively impact those with no internet access.

3.2 Can these impacts be mitigated or justified? If so, how?

To mitigate the impact for those on low incomes, concessions will be available for those on benefits or a low income, providing affordable access to the courts all year round. Pay and play opportunities are also included with the key code access, allowing those who only play infrequently to pay when they play instead of having to join the scheme. For those unable to pay, a number of free tennis days and organised free court time will be provided to allow those unable/unwilling to pay to still access the courts.

The operator will also be responsible for the promotion of the tennis venue in the local community and online, providing all the citizens of Bristol with one central point of contact and ongoing promotion of the tennis opportunities that they may not currently be aware of. The citywide tennis website will promote all tennis venues in one place and the Ardagh will be more widely promoted through the website allowing more people to access the courts.

To mitigate any lack of awareness of the scheme, the operator will be responsible for the promotion of the tennis venue in the local community and online, providing all the citizens of Bristol with one central point of contact and ongoing promotion of the tennis opportunities that they may not currently be aware of. The citywide tennis website will promote all tennis venues in one place and the Ardagh will be more widely promoted through the website allowing more people to access the courts. The operator will also be required to offer all information about the scheme in community languages to allow all access to the scheme.

To mitigate the impact on disabled people a number of mitigations will be ensured. All court access gates will be suitably wide to accommodate wheelchair access to enable wheelchair users to have equal access. The court code locks will also have brail next to each number on the access code to enable full access.

To mitigate the impact on young people who are unable to drop in and play for free or whose parents are unable/unwilling to pay for the access a number of requirements have been made in the specification to the operator. The pay and play opportunity will allow young people to book by the hour, with either booking online or by phone. The operator will also be offering a number of free court hours at advertised times as part of the specification which will allow free play for those unable to join the scheme.

To mitigate the issue of people having no access to the internet the operating scheme will also provide a phone contact service, so for the first time people who do not have access to the internet will have the opportunity to speak to the court operator and access court booking in this way.

3.3 Does the proposal create any benefits for people with protected characteristics?

Firstly the condition of the tennis courts would be significantly improved. The

courts are currently in poor condition and are likely to become unusable in the future if they are left to deteriorate. This will benefit the citizens of Bristol as they will have access to high quality tennis provision that currently is not available in this area.

The tennis operation would allow for an improved booking system, currently there is no booking system and the operation will allow people to choose when they play tennis on the courts. Currently all the courts are turn up and play, so you are not guaranteed a court if they are all being used. This system will allow booking at any point in time, allowing better choice of court time and preventing people turning up and being unable to play.

The operator will also provide a series of promotional events at the venues, in community locations and at large scale events. This will enable people to try tennis from casual play to tennis coaching taster sessions that have not previously been able to do so. The promotion will also target raising awareness of the public tennis facilities in the city. A recent LTA study suggested many residents are currently not aware of all the public tennis facilities, the operators publicity will help raise the profile of the public offering for tennis in the city.

Free tennis times will be a key feature of the operation, there will be certain sessions and days where the operator is required to offer a number of free tennis courts. This will enable people who do not want to join the scheme or are very occasional players to still be able to play tennis for free.

#### 3.4 Can they be maximised? If so, how?



All of the benefits will be maximised through the terms of the operator's contract, with continual improvement specified throughout. Indicators will be recorded on a monthly and annual basis and be contract managed to ensure the maximum benefit is being provided. Equalities measurements will be recorded to ensure equalities groups are being sufficiently targeted with the operator's promotion and awareness campaign. With the appointment of the correct operator through the tender process we will ensure that a proactive organisation is given the award to run the service appropriately and for the benefit of members of the public. The effective operator will also create the required income to provide the required sinking fund, which will mean the courts are resurfaced appropriately at the end of the lifespan of 10-12 years of the court surface, to maintain the high quality courts for the public to use.



#### Step 4: So what?

The Equality Impact Assessment must be able to influence the proposal and decision. This section asks how your understanding of impacts on people with protected characteristics has influenced your proposal, and how the findings of your Equality Impact Assessment can be measured going forward.

4.1 How has the equality impact assessment informed or changed the proposal?
The equalities impact assessment has informed the specification for the appointment of the operator, with all equalities issues raised addressed within the specification and monitoring requirements of the contract management.
4.2 What actions have been identified going forward?
The tendering of the operator will involve specified requirements and response questions to ensure that an equitable service is provided across the courts in Bristol. The monitoring of the contract will include specific indicators of equalities groups' participation. The operator will also be required to work with the Lawn Tennis Association and Tennis foundation on initiatives to develop the tennis offer to the wider community.
4.3 How will the impact of your proposal and actions be measured moving forward?
Contract management will include indicators such as the number of people using the scheme, attendances through the scheme. This will include specific measurements of equalities groups and their attendance. The contract will also be supported by the Lawn Tennis Association, who will support the operator and set specific measurements for tennis development across all groups.

Service Director Sign-Off: 	Equalities Officer Sign Off:  Duncan Fleming
Date: 11/04/18	Date: 10/4/2018

## Eco Impact Checklist

<b>Title of report: Ardagh Tennis Courts</b>				
<b>Report author: Guy Fishbourne</b>				
<b>Anticipated date of key decision</b>				
<b>Summary of proposals: Six tennis courts at the Ardagh will be improved and managed by a parks tennis operator. The operation will be part of a citywide offer where residents pay c.£35 per household to use the courts all year round, able to book one off courts or play tennis when free courts are available through promotions. A refurbishment works programme of tennis courts will include reconstruction and re-surfacing of six existing tennis courts and the introduction of floodlights to four courts to enable year round play.</b>				
Will the proposal impact on...	Yes/No	+ive or -ive	If Yes...	
			Briefly describe impact	Briefly describe Mitigation measures
Emission of Climate Changing Gases?	Yes	-ive/+ive	<p>Travel is a key contributor to the emission of climate changing gases.</p> <p>Increase in number of people accessing the site will increase travel.</p> <p>Ensure waste material from existing courts is recycled rather than going to landfill.</p> <p>Ensure low distance for supply of materials to reduce carbon emissions</p>	<p>Consider travel implications when promoting the courts.</p> <p>Attendees at the courts currently predominantly cycle or walk to the site, this is to be encouraged in promotion of the courts.</p> <p>It will be a requirement of the specification for the court works that waste material is recycled where possible.</p> <p>Require in the specification that locally sourced materials where possible to be used in the building of the courts.</p>
Bristol's resilience to the effects of climate change?	Yes	+ve	Improvement of the court construction to allow better drainage of the courts.	The improvements of the courts will create a more permeable surface allowing better water flow through the site.
Consumption of non-renewable resources?	Yes	+ve	Use renewable materials and reuse materials from current courts as part	The specification will encourage the recycling of materials and where appropriate use recycled

			of the refurbishment	materials in the building of the courts.
Production, recycling or disposal of waste	Yes	-ve	Production of waste materials from the reconstruction of the tennis courts.	<p>Waste creation kept to a minimum due to recycling of used materials.</p> <p>Ensure waste contractor used are registered in line with waste legislation.</p> <p>During construction materials to be used are kept in a secure compound to avoid spoilage.</p>
The appearance of the city?	Yes	+ve/-ve	<p>Improvement of the tennis area with new courts improving the view of the site.</p> <p>Introduction of floodlights on four courts to ensure year round play.</p> <p>Reduce the potential for fly tipping/vandalism</p>	<p>The new courts will be more aesthetically pleasing and positive for the image of the city.</p> <p>The introduction could be seen as a negative impact with increased light pollution. The specification will ensure the minimum impact for the appropriate level of use with correct column height and bulb use.</p> <p>The redevelopment of the site will encourage greater use year round, it will reduce the likelihood of vandalism or fly-tipping.</p>
Pollution to land, water, or air?	Yes	+ve/-ve	<p>Allow for greater water runoff with porous construction of the courts.</p> <p>Increased noise of movement of plant and materials during construction.</p>	<p>Ensure better drainage through porous court construction as part of the specification.</p> <p>Materials and staff to construct within reasonable times to reduce noise pollution on neighbours. Materials to be delivered during</p>

				daytime to avoid noise impact on residents early morning and late evenings.
Wildlife and habitats?	Yes	+ve/-ve	Encourage appropriate planting to support biodiversity.  Introduction of floodlighting will create more light during the winter hours which may impact wildlife.	Encourage in the works specification planting of appropriate planting to protect the court play and encourage wildlife.  Court floodlighting to be on a timer and only on when being used on an appropriate court.

**Consulted with:**

**Summary of impacts and Mitigation - to go into the main Cabinet/ Council Report**

The significant impacts of this proposal are... the reconstruction works and installation of flood lighting.

The proposals include the following measures to mitigate the impacts... to ensure waste produced is dealt with according to the waste hierarchy and as much material is recycled as is possible. To use local contractors and resources where possible. Ensure flood lights are well managed and are only on when needed.

The net effects of the proposals are mixed; there will be positive effects in flood resilience and the cities appearance. As long as construction is well managed the negative impacts can be minimised.

**Checklist completed by:**

Name:	Guy Fishbourne
Dept.:	Public Health
Extension:	9224968
Date:	12/04/18
Verified by Environmental Performance Team	Nicola Hares



# Decision Pathway Report

**PURPOSE:** Key decision

**MEETING:** Cabinet

**DATE:** 05 June 2018

<b>TITLE</b>	<b>DfE Flexible Learning Funding Grant</b>	
<b>Ward(s)</b>	City Wide – primarily affecting those wards with low income households	
<b>Author:</b> Jane Taylor	<b>Job title:</b> Head of Service (Employment, Skills & Learning)	
<b>Cabinet lead:</b> Cllr Anna Keen	<b>Executive Director lead:</b> Dr Jacqui Jensen	
<b>Proposal origin:</b> BCC Staff		
<b>Decision maker:</b> Cabinet Member <b>Decision forum:</b> Cabinet		
<b>Purpose of Report:</b> To outline details of our application to the DfE Flexible Learning Fund and to request Cabinet approval to accept the grant and deliver the project.		
<p><b>Evidence Base:</b> Bristol City Council has submitted a successful application to the DfE Flexible Learning Fund on behalf of the Community Learning West Consortium with neighbouring authorities and delivery partners (<a href="#">link to bid guidance here</a>). In March 2018 the DfE selected 32 out of 170 applications (full details can be found at: <a href="https://www.gov.uk/government/news/multi-million-pound-fund-for-adult-learning-announced">https://www.gov.uk/government/news/multi-million-pound-fund-for-adult-learning-announced</a> ). Bristol City Council is being offered £633K, subject to the terms of a grant agreement being agreed, to be spent by the end of March 2019. Our Proposal Plan covers 15 month delivery and expenditure, to be started once Cabinet approval has been received and our grant agreement is signed. A copy of the proposal is attached in Appendix 1. We intend to focus our project on adults living in the West of England aged 19+ who do not have a full level 3 qualification and who have i) low skills in English and maths ii) low digital skills iii) restricted access to adult learning provision, employment support and/or career progression support iv) are either in work or aiming to return to work. We want to target resources at 450 social housing tenants in work and 300 parents/carers who wish to return to work. We are proposing to use the Flexible Learning Fund to:</p> <ul style="list-style-type: none"> <li>a) develop and provide accessible online learning programmes, virtual classroom experiences, and virtual learning materials, combined with some intensive classroom based sessions, that will enable new learners to develop their skills and gain a recognised qualification;</li> <li>b) draw on expert suppliers to find new and different ways to meet their learning and career progression needs – for example, Career Profile will use their web based platform to support learners to create an online CV/portfolio, access job vacancies and courses based on gaps in their skill set and their career aspirations;</li> <li>c) organise classroom based sessions in accessible venues, at convenient times (including outside the conventional working day), with childcare, transport and other access support for those that need it;</li> <li>d) carry out project monitoring, including commissioned external evaluation, to obtain robust evidence on project outcomes and impacts</li> </ul>		
<p><b>Recommendations:</b> That Cabinet agree to</p> <ol style="list-style-type: none"> <li>1. accept and spend the DfE Flexible Learning Fund grant as set out in this report</li> <li>2. delegate authority to the Executive Director for Adults, Children and Education in consultation with the Cabinet member for Education and Skills to enter into a grant</li> <li>3. agreement with the DfE in relation to the Flexible Learning Fund; and</li> <li>4. delegate authority to the Executive Director for Adults, Children and Education to enter into a partnership agreement in consultation with the Cabinet member for Education and Skills with the West of England Community Learning Consortium in relation to the grant from the Flexible Learning Fund</li> </ol>		

**Corporate Strategy alignment:** The FLF resources will directly support the delivery of the Corporate Strategy themes and commitments: Fair and Inclusive – by improving educational outcomes and reducing educational inequality experienced by adults who have few or no formal qualifications. Well Connected – by reducing social and economic isolation and helping connect people to people, people to jobs and people to opportunity through high quality, community based and online community learning programmes.

**City Benefits:** It is intended that this proposal will benefit the city by providing targeted employability and skills support to people who are experience in work poverty or who are unemployed so they can progress into more sustainable careers that will enhance household earnings. We anticipate that many of our learners will be from groups with protected characteristics and those who face barriers to adult education and skills development, including BAME communities, Disabled people, NEET young people. By helping address in work poverty, it is expected that this programme will also have a positive impact on health inequalities.

**Consultation Details:** In its development, the FLF proposal has been discussed with South Gloucestershire, North Somerset and Bath and North East Somerset Skills Teams, the Council’s Employment, Skills and Learning Team, Boomsatsuma, Digital Profile, local FE colleges, a number of local employers, the DWP and the West of England Local Enterprise Partnership.

<b>Revenue Cost</b>	<b>£633,000</b>	<b>Source of Revenue Funding</b>	DfE Flexible Learning Fund Grant
<b>Capital Cost</b>	<b>£0</b>	<b>Source of Capital Funding</b>	Grant
<b>One off cost</b> <input checked="" type="checkbox"/>		<b>Ongoing cost</b> <input type="checkbox"/>	
		<b>Saving Proposal</b> <input type="checkbox"/>	
		<b>Income generation proposal</b> <input checked="" type="checkbox"/>	

**Required information to be completed by Financial/Legal/ICT/ HR partners:**

**1. Finance Advice:** This report is seeking permission to accept and use £0.633m from the Department for Education’s Flexible Learning Fund. Bristol City Council will co-ordinate the expenditure and accounting of this grant on behalf of partners. Appendix liii sets out that this grant would be spent on the management, set-up, development and delivery of the courses, with £0.527m expected to be incurred in 2018/19 financial year and £0.106m expected to be incurred in 2019/20 financial year. The Authority’s submission refers to other funding which would be combined with these grant monies to help deliver the project and it also indicates that the expected number of participant students was 750. The DfE terms and conditions of grant have not yet been received but nothing in the correspondence indicates any potentially onerous conditions for this funding.

**Finance Business Partner:** David Tully, Finance Business Partner, 16<sup>th</sup> April 2018

**2. Legal Advice:** The grant agreement with the DfE for funds from the Flexible Learning Fund (FLF) is not yet available and so we cannot comment on its content. The terms will need to be reviewed to ensure they are acceptable to the Council as soon as the grant agreement becomes available. The FLF grant will be given to Bristol City Council who will receive it on behalf of the West of England Community Learning Consortium, and so the Council will need to enter into a partnership agreement with the consortium prior to spending the grant. If the Council as part of this project procures goods or services where the value is over £15k, then it must comply with either the Council’s Procurement Rules or the Public Contracts Regulations when procuring the goods or services. When entering into any arrangements with any delivery partners, the officers will need to ensure these obligations are met.

**Equalities:** The decision maker must comply with the Public Sector Equality duty to consider the need to promote equality for persons with “protected characteristics”: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation and have due regard to the need to i) eliminate discrimination, harassment, and victimisation; ii) advance equality of opportunity iii) foster good relations between persons who share a relevant protected characteristic and those who do not share it. In order to do this the board will need to have sufficient information about the effects of the proposals set out in this report on the aims of the Equality Duty.

**Legal Team Leader:** Sinead Willis, Commercial and Governance Team Leader, 19<sup>th</sup> April 2018

**3. Implications on ICT:** The delivery of this initiative is assumed to be via third party providers and partners. The direct IT implications are therefore limited. However, if this should change or more direct involvement be required, then early engagement with IT via Change Services would help ensure timely delivery. In either event, any data

sharing with partner organisations must comply with Council policies and relevant legislation, particularly GDPR.

**ICT Team Leader:** Ian Gale, Head of IT, 15<sup>th</sup> April 2018

**4. HR Advice:** There will be HR implications with this proposal as it contains the recruitment of some key roles, this could mean progression opportunities for some employees or the new roles could be used for redeployment purposes. We would work with the redeployment team to ascertain whether there was anyone at risk of redundancy within the redeployment pool who had the relevant skills. It is always our aim to retain our highly skilled, experienced and well trained workforce wherever possible or to provide progression on career pathways within the organisation.

**HR Partner:** Lorna Laing, HR Business Partner, 17<sup>th</sup> April 2018

<b>EDM Sign-off</b>	Dr Jacqui Jensen	18 <sup>th</sup> April 2018
<b>Cabinet Member sign-off</b>	Cllr Anna Keen	17 <sup>th</sup> April 2018
<b>SPB Sign-off</b>	Cllr Craig Cheney	25 <sup>th</sup> April 2018
<b>For Key Decisions - Mayor's Office sign-off</b>	Mayor's Office	1 <sup>st</sup> May 2018

<b>Appendix A – Further essential background / detail on the proposal</b>	<b>NO</b>
<b>Appendix B – Details of consultation carried out - internal and external</b>	<b>NO</b>
<b>Appendix C – Summary of any engagement with scrutiny</b>	<b>NO</b>
<b>Appendix D – Risk assessment</b>	<b>NO</b>
<b>Appendix E – Equalities screening / impact assessment of proposal</b>	<b>YES</b>
<b>Appendix F – Eco-impact screening/ impact assessment of proposal</b>	<b>NO</b>
<b>Appendix G – Financial Advice</b>	<b>NO</b>
<b>Appendix H – Legal Advice</b>	<b>NO</b>
<b>Appendix I – Combined Background papers</b> li Bristol/Community Learning West Flexible Learning Fund Proposal (Let's get Ahead!)	<b>YES</b>
<b>Appendix J – Exempt Information</b>	<b>NO</b>
<b>Appendix K – HR advice</b>	<b>NO</b>
<b>Appendix L – ICT</b>	<b>NO</b>

## Bristol City Council Equality Impact Relevance Check



This tool will identify the equalities relevance of a proposal, and establish whether a full Equality Impact Assessment will be required. Please read the guidance prior to completing this relevance check.

<b>What is the proposal?</b>	
Name of proposal	DfE Flexible Learning Funding Grant
Please outline the proposal.	Bristol City Council has submitted a successful application to the DfE Flexible Learning Fund on behalf of the Community Learning West Consortium with neighbouring authorities and delivery partners. Cabinet is being asked to agree to accept and spend the DfE Flexible Learning Fund grant.
What savings will this proposal achieve?	Nil
Name of Lead Officer	Jane Taylor, Head of Service (Employment, Skills and Learning)

<b>Could your proposal impact citizens with protected characteristics?</b> (This includes service users and the wider community)
Please outline where there may be significant opportunities or positive impacts, and for whom.
<p>The Flexible Learning Fund proposal is designed to benefit a significant number of residents who live in Bristol and the West of England most deprived communities, with few or no formal qualifications, supporting them to achieve social and economic inclusion. Based on our current learner base in Bristol, we anticipate that learners will be recruited and engaged through project from the following groups:</p> <ul style="list-style-type: none"> <li>• Women 1475 (79%)</li> <li>• Disabled people 659 (35%)</li> <li>• BAME 535 (28%)</li> <li>• Young people aged 19-24 196 (10%)</li> </ul>
Please outline where there may be significant negative impacts, and for whom.
<p>There are no significant negative impacts identified or anticipated for citizens in relation to this project. However because some protected groups are over-represented in the current learner base we need to ensure their different needs are met. Our proposal considers the barriers that particular groups face to learning and identifies strategies to overcome these e.g. parents/carers who want to return to work after an absence. We will work with a range of with partner organisation to ensure positive outcomes for people with protected characteristics e.g. FE colleges who have expertise in delivering services for young adults and disabled people.</p>



**Could your proposal impact staff with protected characteristics?**

(i.e. reduction in posts, changes to working hours or locations, changes in pay)

Please outline where there may be significant opportunities or positive impacts, and for whom.

The current Bristol Community Learning Service currently employs a number of staff with protected characteristics. The core staff group includes:

- Women 24 (80%)
- Older people aged 55-64 10 (33%)
- Disabled people 2 (7.14%)
- LGBT 2 (7.14%)

The service also employs over 40 casual and variable hour tutors that also include people from equalities groups with protected characteristics. The Flexible Learning Fund proposal provides extra resource and improves financial viability and security for the core staff team. The Flexible Learning Fund project will provide resources to employ 4 new staff on a fixed term basis – our recruitment process will encourage applications from under-represented equalities communities (in particular BAME and Disabled people). There is also funding to offer additional increments to Team Leaders who will be taking on additional responsibility for the project – and this includes staff with protected characteristics.

Please outline where there may be negative impacts, and for whom.

There are no significant negative impacts identified or anticipated for staff in relation to this project.

**Is a full Equality Impact Assessment required?**

Does the proposal have the potential to impact on people with protected characteristics in the following ways:

- access to or participation in a service,
- levels of representation in our workforce, or
- reducing quality of life (i.e. health, education, standard of living) ?

Please indicate yes or no. If the answer is yes then a full impact assessment must be carried out. If the answer is no, please provide a justification.

No - there are no significant negative impacts identified and the funding bid considers the needs of relevant equalities groups in detail.

Service Director sign-off and date:



24/05/2018

Equalities Officer sign-off and date:



Duncan Fleming 25/5/2018



**Flexible Learning Fund Proposal**

# **Let's get Ahead!**

## **Flexible Learning for Inclusive Growth**

**Community Learning West Consortium**

**January 31<sup>st</sup> 2018**

## Section 1 – Summary information

Lead organisation	Bristol City Council, on behalf of the West of England Community Learning Consortium
Authorised contact for lead organisation	Jane Taylor, Head of Service (Employment, Skills and Learning)
Authorised contact details (email, telephone & postal address)	<a href="mailto:jane.taylor@bristol.gov.uk">jane.taylor@bristol.gov.uk</a> 07810506586
If your proposed project only includes one organisation, please confirm you are on the ESFA register of training organisations with a current AEB allocation and/or loans facility agreement. Please also include your UKPRN.	
Title of proposal	Let's get Ahead! – flexible learning for inclusive growth
Total funding requested	£633,640
Summary of timescales (overall period of your proposal including when pilot delivery will commence)	<p>We anticipate that this project will start in April 2018 and complete in July 2019. The summary project stages will include:</p> <p>May 2018 – Product Development  September 2018 - Pilot Delivery  July 2019 – Project Close (following Evaluation and Dissemination)  August 2019 onwards - Final Model Rollout and Embedding into Mainstream Delivery</p>

<p>Additional information</p>	<p>Community Learning West has successfully delivered a blended and online learning pilot for adult learners in 16/17, funded through the ETF. This pilot focused on supporting the delivery of embedded IT, Maths, English and Fundamental British values into existing courses delivered in community venues. The learners on these courses lacked basic L2 skills and were at venues that lacked infrastructure to support typical digital delivery. <a href="#">Details here</a></p> <p>As a significant provider of Adult and Community Learning we have a strong track record of success in delivering courses to adults with few or no formal qualifications across the West of England. Awarded a strong 'Good' grade 2 at our last Ofsted inspection (May 2016), we have a strong record in the delivery of Maths and English as well as Digital Literacy and embedded Employability Skills. We have recently focused on providing specific additional training to adults to improve their core IT skills to facilitate the roll-out of Universal Credit. The Consortium has built up a bank of mobile digital 'kit' which is made available to expert tutors who work in hundreds of community-based learning sites across the West of England.</p> <p>Our Consortium has a unique leadership role in the local area, for example we facilitate a West of England AEB Partnership involving key providers and stakeholders to ensure a co-ordinated approach to local provision planning. Due to the scale of our operation, and our close joint working with hundreds of partner organisations and employers, we are able to reach a large number of target users.</p> <p>Bristol City Council and partner local authorities are also large employers. Each council is utilising online learning for employees – e.g. Bristol City Council utilises Learning Pool to support skills development. Through this project, we will explore how we can embed our pilot flexible learning programmes as part of the Learning Pool menu.</p> <p>We are in a unique position to use Flexible Learning Funding to test out innovative approaches to learning that could be mainstreamed through more flexible commissioning arrangements going forward.</p>
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## Section 2 – Partner organisations

If applicable, please list all other organisations involved in your proposal and indicate their roles & responsibilities.

### Digital Skills Partners

- **Boomsatsuma:** member of the project steering group, facilitating flexible learning space and digital equipment across the West of England, contributing to the development and design of both online and classroom based learning, including tutor training
- **Digital profile:** member of the project steering group, contributing to the development and design of both online and classroom based learning, including tutor training, and also On Line Portfolio for progression and career planning and matching with jobs and learning opportunities.

### FE Colleges

- Our Consortium works in close partnership with our local FE Colleges, including: City of Bristol College; City of Bath College; Weston College; South Gloucestershire and Stroud College. Three colleges have signed up to support the project, with potential for one or more college to take part in pilot delivery. At least one college will join our project steering group.

### Employers

- **Local Employers:** a number of local employers have agreed to support the development and delivery of flexible learning programmes that can be piloted with employees and potential employees. These businesses will work with us to ensure that our new learning programmes meet employer needs. At least one employer will join our project steering group.

### Strategic Partners

- **The West of England Local Enterprise Partnership:** has agreed to support the Consortium with employer engagement, helping to promote the new flexible learning approach, pilot and roll out.
- **The Department for Work & Pensions:** has agreed to support the Consortium with employer engagement and by continuing to link up local employment interventions referral pathways.

Letters of support have been provided from all named partners – see attached Appendix 1

<p>Please confirm which of these organisations will be responsible for delivering provision, and please confirm they are on the ESFA register of training organisations with a current AEB allocation and/or loans facility agreement. Please also include their UKPRN</p>	<p>Community Learning West Consortium, including:</p> <ul style="list-style-type: none"> <li>• Bristol City Council (UKPRN 10000896)</li> <li>• South Gloucestershire Council (UKPRN1005982)</li> <li>• North Somerset Council (UKPRN1004711)</li> </ul> <p>Local FE Colleges, including:</p> <ul style="list-style-type: none"> <li>• City of Bristol College (UKPRN 10001467)</li> <li>• South Gloucestershire and Stroud College (UKPRN 10036143)</li> <li>• Weston College (UKPRN 10007459)</li> </ul> <p>All these organisations are on the ESFA register of training organisations and have a current AEB allocation</p> <p>South Gloucestershire Council and North Somerset Council are subcontracted by Bristol City Council</p> <p>FE College partners have expressed interest in supporting this work and any direct delivery of the pilot programme would be subject to further negotiation and agreement</p>
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**Flexible Learning & Digital Skills**

**Boomsatsuma:** is one of the leading post 16 education and training providers in the Bristol area. Its niche area of specialism is digital media and it is an expert in the field. It is seen as an innovator in creating flexible training models that bring together high quality practice, workplace relevance and employability skills. Boomsatsuma has a teaching space at the heart of Bristol's high tech and digital hub with over 50 imacs and a further 4 satellite spaces in South Bristol, North Somerset and South Gloucestershire with 70 imacs. Boomsatsuma is working on the development of a remote learning model and the learning can be used to continually inform the development of this programme.

**Digital Profile:** their expertise lies within the field of skills and careers. Through the use of their innovative platform, users can develop their skills to progress in their career. Digital Profile facilitate this using matching algorithms, to ensure that an individual can be matched with training providers and career opportunities based not only on their current skills, but on their personality, interests and career goals. Digital Profile is currently working with Cardiff Council to assist learners attending schools in the area gain the skills they need to succeed. Using the Digital Profile platform from the age of 13, students are being supported to find work experience and other career related opportunities.

**FE Colleges**

West of England FE Colleges involved in this project have extensive experience of developing online and flexible learning products which are used by adult learners. For example, the City of Bristol College supports learners with online Individual Learning Plans, units and assessment grades (ProPortal). Adult learners also benefit from a Virtual Learning Environment where learners can access course materials and activities, and also access a wide range of e-books, articles, other electronic resources as well as information on study skills and facilities. WAMedu is a private social network – where learners can connect, communicate and collaborate with other learners and tutors. Community Learning West will be able to draw on this expertise in developing new online resources that can work across our systems and platforms.

## Section 3 – Details of the provision to be delivered through flexible methods

Please list the provision you will deliver as part of your proposal, including the awarding organisation(s), the level and full title of the provision and the qualification accreditation number (QAN)

Community Learning West wants to use the Flexible Learning Fund to develop and deliver an innovative approach to the delivery of functional skills, adapting our delivery of OCR English and Mathematics modules so that they support increased digital skills development and skills to support career progression and action planning to increase earning potential.

The full title and level of the provision is:

Maths, English Functional Skills levels Entry 3 to Level 2

The qualification accreditation numbers are:

- Entry level 3 English – 500/9197/9
- Level 1 English - 500/9111/6
- Level 2 English - 500/8963/8
- Entry level 3 Maths – 500/8498/7
- Level 1 Maths – 500/8910/9
- Level 2 Maths - 500/8908/0

As a result of this work, we will have designed and developed modular Functional Skills training materials from Entry level to Level 2 which can be delivered in any combination in a blended learning model or entirely through online learning. This delivery would include the following completed packages:

- Open sourced modules to teach English, Maths and IT across all Functional Skills levels. These modules could be delivered in a classroom or delivered online to support extension activities or fully online learning.
- Open source sample papers for all modules which provide extensive feedback to learners. These could be delivered online or used to enhance existing classroom delivery.
- All modules and papers would include a thematic representation of entrepreneurial skills to develop financial and digital media capacity for all learners using the project materials.
- Virtual classroom opportunities for distance learning – providing opportunities for learners to experience the inspiration of face to face group learning with expert tutors and speakers through digital technology



	<ul style="list-style-type: none"> <li>• Digital ILP and online portfolio – providing learners with a confidential space to log their learning and their online ‘CV’, and with an innovative platform that provides easy access links to recruiting employers and further training and development opportunities</li> <li>• Training the trainer package – providing a scaleable model which combines flexible online learning materials with hard copy training materials that can be utilised with tutors and trainers in a range of adult learning and development settings</li> </ul> <p>The Consortium intends to use Flexible Learning Funding to design open source resources that can be deployed by other providers. We are committed to sharing all new products, for example, making resources freely available on a national basis via Digital Profile. For resources that we cannot provide to other providers due to legal or logistic issues (use of our VLE, direct support from private companies such as digital profile) we would provide training materials on their setup and contact details to establish partnerships where possible.</p>
<p>Please confirm that the relevant awarding organisation(s) has approved your intention to submit a proposal to the Fund using their provision (you may attach evidence of this to the email when submitting the proposal).</p>	<p>OCR are fully supportive of our intention to submit this proposal to the Fund using their provision (please see attached letter of support)</p>
<p>Where you wish to use provision which is not eligible for funding through the AEB or through loans, please include full details of this provision (title, level it corresponds to and a description of the provision).</p>	<p>The OCR functional skills provision we intend to adapt and deliver through this Flexible Learning Fund proposal will be 100% eligible for funding through national AEB funding rules.</p>
<p>If applicable, what is the rationale for using this provision, rather than some other provision that is available for AEB or Loans funding? Please also explain how this provision is quality-assured.</p>	<p>Not applicable</p>

## Section 4 – Target group

Please describe the target group(s) of adults that your project will focus on. This should fit within one of the broad target groups laid out in the specification, but can be a more specific sub-group within that. Please also indicate how many learners you estimate will be involved in the delivery phase of the project, and explain how you have arrived at this estimate.

We are focusing our project on adults living in the West of England aged 19+ who do not have a full level 3 qualification and who have:

- i) low skills in English and Maths
- ii) low digital skills
- iii) restricted access to adult learning provision, employment support and/or career progression support
- iv) are either in work or aiming to return to work

In relation to our proposal, we believe there is a market failure where people find it difficult to return to the labour market after an absence or they have become entrenched on low skilled low paid employment, and government funded interventions have not currently helped them to move on from these circumstances.

For our target group this entrenchment arises from:

- A lack of self-belief and/or motivation to take action and invest in skills development which would increase their employability and which could then lead to higher earnings;
- The higher incidence of barriers which occur in low income families and neighbourhoods which can diminish employability and incur additional costs for government, such as: lack of adequate housing supply; health inequalities, including higher levels of long term illness and disability; lower educational attainment and qualifications, including lower levels of literacy, numeracy and IT skills;
- Lack of access to services due to geographical barriers and lack of accessible transport.
- Imperfect information about and access to adult learning and other service, entitlements, and support which they could receive or purchase which will help them access employment or to move out of low income insecure employment;
- Employer practices and behaviour which do not sufficiently encourage flexible working and/or staff training and development and/or where individuals are in employment which is less likely to benefit from progression support, such as zero hours contracts, temporary contracts, and self-employment.

For the initial pilot, we will target resources and provision on two specific sub-groups that face specific barriers to adult learning provision, including people in these groups who are both in work and returning to work, including:

**1. Social housing tenants and people eligible for social housing**

Through this proposal, we aim to engage with 450 housing tenants or those adults who are eligible for social housing. We have arrived at this estimate based on the number of tenants we are already engaging with through our established partnership work with housing teams and housing associations in the West of England. For example, as the lead delivery agent for the DWP Innovation Fund Pilot, one of the largest national in-work progression projects, we have detailed plans and resources in place to engage with 3000 social housing tenants in low paid work across the West of England between April 2018 and March 2020.

**2. Parents/carers looking to return to the labour market following an absence**

Through our flexible learning fund proposal we intend to engage with 300 parent/carers wanting to return to work after an absence. We have arrived at this estimate based on the number of parents/carers who are registered with our established partners such as local children's centres, schools and front line family support teams. For example, in Bristol alone, the Early Help Team have detailed plans and Key Worker resources in place to engage with 350 parents/carers between August 2018 and July 2019.

Please also explain how the project will effectively target and cater to this particular group of adults.

**We will effectively target these two sub groups in the following ways:**

- Through our long standing joint working partnerships and arrangements with key partners who have direct contact with our target groups (e.g. housing teams; housing associations; parent/carer facing service providers such as children's centres and schools; DWP and National Careers Service Advisors; Trade Unions)
- By using our existing engagement resources that are already in place on the ground that can help us achieve successful engagement with eligible adults e.g. Navigators (with Personalised Budgets) to engage tenants in work; Community Learning Development Workers linking with children's centres and family support teams in target neighbourhoods etc.
- Utilising our established professional networks to build effective referral routes for eligible adults e.g. Ways2Work Network; Housing Association Network; Employer Networks; Parent/Carer Support Networks etc.
- Working closely with our partner employers who are committed to engaging members of their existing workforce to support their skills development through this pilot
- Through a range of dynamic and innovative engagement and marketing activities e.g. using our Local Learning Ambassadors (ex-learners who have been trained to engage other learners in their local community, acting as positive role models); using local media including social media and local newsletters.

**We will cater for these particular group of adults in the following ways:**

- We will provide accessible and attractive online learning programmes, virtual classroom experiences, and virtual learning materials, combined with some intensive classroom based sessions, that will enable learners to develop their skills and gain a recognised qualification

	<ul style="list-style-type: none"><li>• We will draw on expert suppliers to find new and different ways to meet their learning needs – for example, Career Profile will use their platform to target learners, utilising their matching algorithm to suggest courses to users based on gaps in their skill set, and their desired career roles. This will enable users to have a wider understanding of the skills they need to get from where they are to where they want to be. In turn this will support the users engagement in their learning as they will have a visual representation of how to progress towards their goals.</li><li>• We will utilise a combination of public, private and third sector resource and expertise to both engage and support learners to achieve their goals – for example, Career Profile have already secured over 400 businesses to sign up to their platform in the Cardiff area – through this project they will bring this experience from working with these businesses to this project to improve the engagement between learners and businesses.</li><li>• We will organise all classroom based sessions in accessible venues, at convenient times (including outside the conventional working day), with childcare, transport and other access support for those that need it.</li><li>• For all social housing tenants in low paid work who meet both the Flexible Learning Fund and Innovation Fund criteria, we will be able supplement AEB resources so that all learner course and certification costs are covered. This will provide an additional incentive for reluctant learners to engage.</li></ul>
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## Section 5 – Categories of interest

Please indicate which category/categories your proposal aligns to (delete as appropriate), and briefly explain how it aligns.

**1. Delivery on a more flexible or convenient timetable**

We will develop and deliver modular learning blocks that will allow learning to be delivered via virtual learning environments (VLE) and/or enable learners to work at different rates. We will also deliver classroom based learning through more intensive bite sized learning activities in accessible locations at convenient times for people in work

**2. Making online or blended learning work for adults**

We will build on our current Functional Skills delivery model by extending our online and blended learning opportunities for adults

**3. Delivery outside the classroom**

We will develop and provide new virtual learning environments and materials, including modules that can be accessed in different environments, including home based learning; employer based learning; potential use of a mobile learning facility

**4. Delivery methods that allow for caring responsibilities and for returning to the labour market**

We will develop new delivery methods that can support adult learners with caring responsibilities and those returning to the labour market, for example, by providing home based learning provision and provision with childcare support facilities

## Section 6 – Proposal outline

Please attach an outline plan for your proposed project. (Maximum 8 pages.)

Please see outline plan (attached Appendix 3) which includes:

- description of each phase of the project
- timeframes
- key milestones
- key activities involved
- how each will be delivered
- what role each organisation will play

Please explain the concept the project will develop and test – the specific learning delivery method. Please include a rationale for how it will meet the specific needs of the selected target group.

The concept of the project is to use a thematic approach to functional skills delivery to enable learners to gain an accredited qualification in English and or Mathematics, whilst developing their digital literacy and soft/transferable employability skills. Alongside the skill development the project will also deliver career progression planning (either into work or within work) through the development of an interface with an existing online portfolio and career matching website.

Learning will be delivered in a variety of ways to meet the needs of the learner. There will be the opportunity to attend taught sessions in a variety of community and employer friendly locations across the West of England, including Libraries, Job Centres, Community Centres, Business Hubs (e.g. Engine Shed), Schools and Children's Centres and where necessary will include crèche facilities. A choice of days and times will also be available. In addition, learners will have access to online learning modules that will provide:

- initial and diagnostic assessment
- resources required for learners to develop, practise and consolidate the skills, knowledge and concepts required
- activities for ongoing assessment
- practice tests

Learners will be able to combine both online and classroom teaching to suit their needs.

- Our target group of learners have a variety of barriers to learning, for example they may have:
- carer responsibilities (children or other family members)
- access needs including difficulties in getting to venues that are not close by or using public transport
- work issues that could affect regular attendance such as shift work, variable hour, or zero hour contracts
- financial barriers that mean they cannot afford to travel to venues, turn down work or use childcare
- the need to fulfil a certain number of job seeking hours per week which prevents them from attending a regular course for the number of hours required.
- Our flexible delivery model allows for these barriers to be overcome, whilst still providing the support of a tutor for motivation and encouragement.



<p>Please explain how this delivery method is scalable to wide range of learners and providers, rather than being only narrowly applicable to a niche group of learners or organisations.</p>	<p>We believe that our delivery method is scalable from our initial pilot across the West of England by:</p> <ul style="list-style-type: none"> <li>i) Focusing on core functional and digital skills that are applicable to support inclusive growth across all employment sectors and low/intermediate job roles – providing open source materials linked to OCR accreditation and training the trainer resources that can be used by adult learning providers and also employers of all sizes</li> <li>ii) During our pilot we will have had an opportunity to test new learning products and methodology across different training sectors, including FE college, local authority, independent training providers, employers – this will ensure that our provider training and guidance notes will be adapted to work across a range of organisational settings</li> <li>iii) Supporting in work and returning to work progression through the provision of an innovative online platform through Career Profile that will enable potential employees and employers to connect more easily – the roll out of this unique service (free to individuals and employers) can be supported through our project and help to support inclusive growth across the UK</li> </ul>
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## Section 7 – Employer support

Please provide any applicable evidence that the proposed project has the backing of employers. The evidence must include at least one of the examples referred to in the minimum standard criteria of the specification. Please describe each piece of evidence in the space provided, and attach any documents to the submission as needed.

The LEP has made a strong commitment to tackling local skills gaps and is backing the Community Learning West Consortium and this proposal to help fulfil this ambition.

According to the latest LEP Employer Survey (January 2017), 47% of employers who responded reported on-going difficulties with recruiting skilled staff into hard to fill vacancies; 64% of employers identified 'low number of applicants with the required skills' as the main reason for their hard to fill vacancies. 24% identified the low number of applicants with the required attitude, motivation or personality for their particular vacancies

To help us tackle these skills gap issues, the LEP will assist the Consortium to engage local employers in this initiative, including:

- Logging vacancies onto Career Profile – enabling people to access information about job opportunities and link with local training providers to help develop new skills and achieve career progression
- Helping to recruit eligible employees who can benefit from the Flexible Learning Fund pilot programme
- Supporting the future roll out of the Let's get Ahead programme by introducing a new kite mark for all employers that want to make the programme available to their workforce.

Community Learning West and our delivery partners work closely with employers, large and small, to support local people to benefit from local employment opportunities and secure in work progression.

In support of this project, an initial group of six local employers across a range of key sectors have provided a letter to demonstrate their commitment and support for this proposal. All these employers will work with us to inform our new delivery methods and to help pilot the materials with eligible employees.

These employers include: Alliance Homes; Alun Griffiths; Human Support Group; New Directions (Social Care); Universities Bristol NHS Foundation Trust; Milestones Trust; Wilko.

## Section 8 – Monitoring and costing plans

Please attach your plan for monitoring the project – including what data you will gather and by what means. Please also attach a full costings plan for the project. (Maximum 3 pages each.)

Monitoring Plan (attached Appendix 4)  
Project Costings Plan (attached Appendix 5)

## Section 9 – Risks and mitigations

Please give details of what you identify as the key risks in undertaking the project that might affect whether or not it is successful, and explain the actions you plan to take to mitigate those risks. You may use the space provided, or attach a separate document (for example a risk register) if you wish.

Risk Assessment – (attached Appendix 6)

## Section 10 – Additional information

Please include any other relevant information you believe would support your proposal and/or help us understand it.

To meet Government challenges outlined in the Industrial Strategy, our Consortium is working with the West of England Combined Authority and LEP to ensure that under-represented groups can realise their full potential and, as technological change transforms the jobs and the skills that our businesses require, we are making sure that people have the opportunity to learn and train throughout their working lives.

The Resolution Foundation local area profile for the West of England (December 2016) presents a picture of 'high employment, sluggish jobs growth'. This increases the urgency for establishing and embedding successful skills and progression support, since those in uncertain or low wage work are less likely to be able to access jobs outside the region.

In the West of England, our main problem is not unemployment caused by technology, it is low earning power caused by, among other reasons, a failure to use technology. With support from the Flexible Learning Fund, we can ensure that we have both the skills to take advantage of new technologies and the means to help those who are affected by technological change.

Based on the current take up of AEB provision across the West of England, there is strong evidence that we need to find new ways to improve the current functional skills, employability and digital/media skills offer for adults – particularly those in work on low pay, and those parents/carers who want to return to work after an absence.

Community Learning West has a history of successfully reaching these learners facing multiple barriers. Currently there is no funding to carry out the intensive development work required to build and pilot a new model of delivery. Through the Flexible Learning Fund we have a unique opportunity to support inclusive growth by assisting all providers across the West of England area and beyond to improve their offer. By investing in flexible and improved delivery materials we can enhance current provision and add additional learning which focuses on building the core skills needed to develop the economy.

The Community Learning West Consortium is a well-established partnership of three Local Authorities who work with a wide range of other partners including third sector, FE, Training Provider, statutory sectors and businesses to support their local communities. The Consortium operates within the West of England Combined Authority area and works closely the West of England Local Enterprise Partnership and new Combined Authority.

This strategic positioning of the partnership and the way in which all the partners work together, ensures a strategic coherence to developments across the West of England. For example local, regional and national programmes have been brought together to ensure residents have access to a coherent offer; The Big Lottery Funded West of England Works – Building Better Opportunities Programme is focused on those furthest from work. The DWP Work and Health Programme lead by PLUSS is focused on supporting those who have health related issues as a barrier to work, while the DWP Employment Support Innovation Pilot is focused on supporting Career Progression for those in-work and in social housing. Other programmes supporting NEET Young People 16-24 years olds, Young People with SEND are planned within the next year.

All of these programmes, alongside apprenticeship and work based learning programmes are seeking, at one level or another, to support career/personal development, and individual's literacy, numeracy and digital skills. Feedback from a number of programmes confirms that increasing the flexibility in learning processes will have a significant impact on the outcomes for learners. The West of England is a unique area, the three local authorities of the Consortium alongside Bath and North East Somerset cover coastal, rural and urban and city areas. For many learners, providers and employers the ability to access learning flexibly means that barriers are removed and outcomes are improved.

## Decision Pathway – Report

**PURPOSE:** Key decision

**MEETING:** Cabinet

**DATE:** 05 June 2018

<b>TITLE</b>	<b>Adult Social Care -Care Home Commissioning</b>							
	<b>Application of a Bristol Rate for new older people's residential and nursing care placements</b>							
<b>Ward(s)</b>	All wards							
<b>Authors:</b>	Carol Watson, Lucia Dorrington, Neil Sinclair	<b>Job titles:</b> Head of Adult Social Care Commissioning, Strategic Commissioning Manager and & Interim Finance Business Partner						
<b>Cabinet lead:</b>	Cllr Helen Holland	<b>Executive Director lead:</b> Jacqui Jensen						
<b>Proposal origin:</b> BCC Staff								
<b>Decision maker:</b> Cabinet Member								
<b>Decision forum:</b> Cabinet								
<b>Purpose of Report:</b> To seek approval to apply a Bristol Rate for all new Local authority placements for Older People's residential and nursing care and to delegate authority to the Director – Adult Social Care to implement the necessary changes and to work with providers, practitioners and partners to safely and sustainably deliver these changes.								
<b>Evidence Base:</b> We are proposing to apply a fixed Bristol Rate for Older People's residential care and nursing care in order to stabilise spend and to achieve transparency and more equity in pricing. Where a service user's needs are exceptional, BCC will consider an exceptional rate in specified circumstances. These specified circumstances will be developed with provider engagement and published when finalised.								
Bristol City Council has been using a Dynamic Purchasing System (DPS) since early 2017 to broker residential and nursing placements. Evidence shows that the cost of placements has increased as a result of the use of DPS. Currently Bristol City Council pays higher rates for this care/ beds than neighbouring authorities and other like authorities (Core Cities and London Boroughs). There has been a review of prices paid, a cost of care exercise with Bristol providers and national benchmarking to asses a fair market rate for the provision of this care.								
Details of the proposal are at Appendix A								
<b>Recommendations:</b>								
1. To apply a Bristol Rate for new placements from early July 2018 calculated through a fair cost of care exercise and benchmarking								
<table border="1" style="width: 100%; border-collapse: collapse;"> <thead> <tr> <th style="width: 20%;">Per Bed per week (£)</th> <th style="width: 80%;">Bristol Rate</th> </tr> </thead> <tbody> <tr> <td>Residential</td> <td style="text-align: right;">£692.00</td> </tr> <tr> <td>Nursing</td> <td style="text-align: right;">£706.00</td> </tr> </tbody> </table>			Per Bed per week (£)	Bristol Rate	Residential	£692.00	Nursing	£706.00
Per Bed per week (£)	Bristol Rate							
Residential	£692.00							
Nursing	£706.00							
2. To apply an exceptional Bristol Rate in specified circumstances (residential £749 maximum and nursing £763 maximum)								
3. To delegate authority to the Director – Adult Social Care to implement the necessary changes to introduce the new rates.								

4. To note that for nursing placements, under national legislation the CCG pays for the Funded Nursing Care (FNC) element of the placement at a rate of £158.16 per week from 1<sup>st</sup> of April 2018. This takes the total cost of a Bristol rate nursing home placement to £864.16.

**Corporate Strategy alignment:** Empowering and Caring, Wellbeing

**City Benefits:** Greater equity and transparency of local authority payments for new residential and nursing placements for older people; improved budget management; simpler process for brokering placements from providers that have passed the quality check to be on the Residential and Nursing Framework (no further use of DPS), no expected adverse impact on the quality of care provided to service users. See Appendix E EQIA Screening. For providers this will be a change in rates received for new placements and this will need to be communicated and managed e.g. through block contracts and other ways to ensure sufficient supply of care to meet assessed needs.

The cost of care exercise conducted by BCC and benchmarking with other like authorities has assessed costs of delivering this care and considered this in light of available BCC budget and spend.

**Consultation Details:** There has been an engagement with providers on proposed new prices, the rationale and methodology for setting these proposed prices and provider costs of care. In provider meetings, benchmark analysis was shared with providers. See Appendix A1 for the letter and Appendix A2 for the original methodology report sent to providers that set out the rationale and methodology for calculating cost of placements. As the engagement process developed, BCC revised upwards its original proposed rates as it was recognised that some original assumptions needed adjusting for Bristol market conditions. See Appendix A3 for the revised cost of care calculations as a result of engagement with providers on their costs and Appendix B for feedback from provider engagement.

<b>Revenue Cost</b>	£N/A	<b>Source of Revenue Funding</b>	N/A
<b>Capital Cost</b>	£N/A	<b>Source of Capital Funding</b>	N/A
<b>One off cost</b> <input type="checkbox"/>	<b>Ongoing cost</b> <input type="checkbox"/>	<b>Saving Proposal</b> <input checked="" type="checkbox"/>	<b>Income generation proposal</b> <input type="checkbox"/>

**Required information to be completed by Financial/Legal/ICT/ HR partners:**

**1. Finance Advice:** Implementation of these revised rates for older people's placements in residential and nursing homes is part of price controls as contained within the Better Lives Programme and as such is a critical part of the delivery of savings within the programme and containing and reducing the forecast overspend within the Adult Social Care. The implementation of these new rates from 2<sup>nd</sup> July 2018 is expected to deliver savings of c£679k in 2018/19 when compared to the average cost of current placements and before accounting for any reduction in service user charges. The saving is forecast to increase to £2.034m in 2019/20. Annual expenditure based on current prices and for those placements in scope is c£42.4m. The forecast savings illustrate how far prices under the Dynamic Purchasing System (DPS) have moved away from national and local benchmarked market rates that BCC can evidence are achievable elsewhere. In implementing these rates we will still be paying similar or higher rates on average than neighbouring authorities.

**Finance Business Partner:** Neil Sinclair, Interim Finance Business Partner, May 21st 2018

**2. Legal Advice:** The Care Act imposes a duty on the Council to promote the efficient and effective operation of a market in services for meeting care and support needs. Decision makers need to be satisfied that the fee levels for care and support services calculated following the fair cost of care exercise, benchmarking and consultation do reflect a fair cost of care; are appropriate to provide the delivery of agreed care packages with agreed quality of care and are sustainable for providers in the long-term.

When individual placements are considered, the Council must be satisfied that the Bristol rate will be sufficient to meet that person's specific care and support needs. The Care Act provides for service users to be able to choose their preferred accommodation as long as it can be funded through their personal budget as assessed by the Council. The choice must not be limited to those providers with which the local authority already contracts or those that are

within that local authority's geographical boundary.

The decision maker must also comply with the Public Sector Equality duty to consider the need to promote equality for persons with "protected characteristics": age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation and have due regard to the need to:

- i) eliminate discrimination, harassment, and victimisation
- ii) advance equality of opportunity
- iii) foster good relations between persons who share a relevant protected characteristic and those who do not share it.

In order to do this, Cabinet will need to have sufficient information about the effects of the proposed changes on the aims of the Equality Duty. The Equalities impact assessment is designed to assist with compliance with this Duty and so the decision maker must take in to consideration the assessment and the Public Sector Equality Duty before taking the decision.

Almost all placements are commissioned through the Council's Residential and Nursing Framework which was established in 2016 in order to ensure a quality check of providers that the Council commissions care from. This is an open Framework and new providers can apply to join at any time. The proposed change to the charging system for new placements is a change to the terms of the call-off contracts published when the Framework was advertised in 2016. It is unlikely, however, to be a material change and therefore a new procurement process is not required.

Legal Services will need to amend the Open Framework agreement, call-off contract and ITT.

**Legal Team Leader:** Sarah Sharland and Sinead Willis , Legal Services. May 21<sup>st</sup> 2018

**3. Implications on ICT:** There are no identifiable IT implications in this initiative.

**ICT Team Leader:** Ian Gale, May 21st 2018

**4. HR Advice:** There are no identifiable HR implications in this initiative.

**HR Partner:** Lorna Laing, May 21st 2018

<b>EDM Sign-off</b>	Jacqui Jensen	Wednesday 4 <sup>th</sup> April 2018
<b>Cabinet Member sign-off</b>	Cllr Helen Holland	Monday 10 <sup>th</sup> April 2018
<b>CLB Sign-off</b>	Jacqui Jensen	April 17 <sup>th</sup> 2018
<b>Mayor's Office</b>	Mayor's Office	May 1 <sup>st</sup> 2018

<p><b>Appendix A – Further essential background / detail on the proposal</b></p> <p>Appendix A1 - Letter sent to providers from Terry Dafter, Interim Service Director Adult Social Care about the cost of care exercise and aim to fix the price of new residential and nursing placements</p> <p>Appendix A2 - original methodology report setting out original thinking about costs of care</p> <p>Appendix A3 – revised cost of care methodology as a result of engagement with providers. Original proposed prices increased as a result of engagement with providers.</p>	<b>YES</b>
<b>Appendix B – Details of consultation carried out - internal and external</b>	<b>YES</b>
<b>Appendix C – Summary of any engagement with scrutiny</b>	<b>NO</b>
<b>Appendix D – Risk assessment</b>	<b>NO</b>
<b>Appendix E – Equalities screening / impact assessment of proposal</b>	<b>YES</b>
<b>Appendix F – Eco-impact screening/ impact assessment of proposal</b>	<b>NO</b>



<b>Appendix G – Financial Advice</b>	<b>YES</b>
<b>Appendix H – Legal Advice</b>	<b>YES</b>
<b>Appendix I – Combined Background papers</b>	<b>NO</b>
<b>Appendix J – Exempt Information</b>	<b>NO</b>
<b>Appendix K – HR advice</b>	<b>YES</b>
<b>Appendix L – ICT</b>	<b>YES</b>



Reply to Terry Dafter  
Telephone 0117 9037061  
Fax  
E-mail Terry.dafter@bristol.gov.uk  
Our ref  
Your ref  
Date 9 March 2018

Dear Care Provider

### **Cost of Care Exercise for Residential and Nursing (Older People's Care Homes)**

Bristol City Council's cost of care analysis underpinning a review of prices for residential and nursing care for older people is now complete and we are seeking provider views and comments about proposed prices.

As Terry Dafter, Interim Service Director Adult Social Care has stated in person at Residential and Nursing Provider Forums over the past few months, Bristol City Council pays comparatively high prices for beds compared to other like and neighbouring local authorities. The adult social care budget is overspent and we therefore need to review the prices we are paying for care beds.

The report sets out what you (providers) have told us so far about costs (as a result of the cost of care exercise), the Council's proposed prices, the methodology applied to develop these proposed prices and the factors taken into account. This is set out in the accompanying Cost of Care Market Engagement Report.

I hope you will take the time to read this report and respond to a survey on the proposed new prices, as well as engage in face to face meetings. The dates of these meetings are to be confirmed.

The survey closes on 9 April 2018. To participate, please click on the following link:  
<https://www.surveymonkey.co.uk/r/RSGYGYF>

This will take you to the survey to provide feedback on the proposed rates.

The attachments also include the 'Data Collection Template' which was used to collect information for the cost of care exercise. **Please take the time to complete and submit this for consideration if you have not already done so.**

**People Directorate**  
City Hall, College Green, Bristol,  
BS1 5TR

**Terry Dafter**  
Service Director (Interim)  
People, Care and Support -  
Adults

**Website**  
[www.bristol.gov.uk](http://www.bristol.gov.uk)

Please be assured that your inputs to this engagement exercise are important to Bristol City Council. We recognise that once you have read the report, you may have questions or queries that you would like clarified.

If this is the case, please email your questions to [carehomecommissioning@bristol.gov.uk](mailto:carehomecommissioning@bristol.gov.uk). This mailbox is regularly monitored. A response will then be sent to you and any frequently asked questions and responses will be collated for information. Please be aware that if questions are raised late in the consultation period, there may not reasonably be enough time for the Council to circulate a response before the end of the consultation period. **Providers are therefore encouraged to give early consideration to the consultation.**

Once the survey has closed, the Council will undertake an analysis of responses and take account of these when drafting a report with its final proposed prices. This report will go to the People Directorate Divisional Leadership Team and onto Cabinet in June (proposed date) with recommendations. We will let you know when the report is published and how you can access it. It is anticipated that prices will start as of June 4<sup>th</sup> for new placements into care homes.

Yours sincerely

Lucia Dorrington, Lead Commissioner for Residential and Nursing Care  
Carol Watson Head of Adult Social Care Commissioning

**Bristol City Council**  
**Cost of Care – Older People’s Residential and Nursing Care**  
**Placements**

**Market Engagement Report**

**March 9<sup>th</sup> 2018**

**Proposed ceiling prices for Residential and Nursing Care for  
Older People in Bristol for the year 2018/19 and pathway  
for updating rates for the three year planning period  
2018/19 to 2020/21 inclusive**

**Neil Sinclair**  
**Interim Finance Business Partner**  
**March 9<sup>th</sup> 2018**

## **Foreword**

Bristol City Council (BCC) is committed to promoting the continued independence of all adults in Bristol by helping to prevent, reduce or delay the need for care and support. The Council recognises, nonetheless, that there are situations where people require care and support in a residential or nursing care home, and in these circumstances, the Council commissions from a market of independent care home providers.

BCC promotes the effective and efficient operation of this market through commissioning provision and funding the care costs of people who are unable to fund their own care according to the Care Act. BCC is also working collaboratively with Bristol, North Somerset and South Gloucestershire Clinical Commissioning Groups (BNSSG CCGs) and these neighbouring local authorities to jointly understand and plan for these care services. It is important that the prices paid for publicly funded care taken together with privately funded care is sufficient to ensure that care that is safe, of the right quality and that contracts are commercially sustainable for providers.

The Council is therefore undertaking a cost of care exercise aimed at establishing ceiling prices for commissioned residential and nursing care. In doing so, the Council has regard to its financial position.

Bristol City Council is now seeking your views to inform a decision on the prices that it will pay for new placements of residential and nursing care in Bristol as of June 4th 2018.

We hope that you will engage in this exercise to ensure that BCC has heard from as many residential and nursing providers as possible.

**Terry Dafter**  
**Interim Service Director, Care & Support – Adults, Bristol City Council**

# **Proposed usual prices for Residential and Nursing Care for Older People in Bristol for the Year 2018/19 and pathway for updating rates for the three year planning period 2018/19 to 2020/21 inclusive**

## **1. Introduction**

### **1.1 Proposed usual prices for financial year 2018/19**

1.1.1 Bristol City Council (the Council) has undertaken a cost of care exercise to enable it to establish its usual prices for the 2018/19 financial year and the Council's next planning period.

1.1.2 In order to review and decide on what the Council would propose as its ceiling prices for the 2018/19 financial year, a cost of care exercise has been carried out. This has sought to understand what the actual cost of providing residential and nursing care in Bristol is and variables that determine this cost of care.

1.1.3 This report explains how the Council has had due regard to these matters, as well as to its requirements to both achieve Best Value under the Local Government Act 1999 and its market development duties under the Care Act 2014.

### **1.2 Bristol's Cost of Care Process for 2018/19 financial year**

1.2.1 **The cost of care process has involved the following stages:**

#### Stage 1 – Information Gathering

The Council has engaged with providers to collect information from them on their actual costs of providing residential and/or nursing services in Bristol. In addition, the Council gathered and researched information about the costs of care from a variety of cost models and data sets (see below).

#### Stage 2 - Initial Analysis and the Setting of a Provisional Rate

The Council has analysed all the information it received from 25 providers, together with information obtained from its own investigations. This has been considered alongside other local and other relevant factors, as well as the Council's duty of Best Value and its obligations under the Care Act 2014. This has enabled the Council to set out in this report what it provisionally considers its ceiling prices for publicly funded care should be and why.

#### Stage 3 – Market engagement

The market engagement process with providers of older people residential and/or nursing services in the City includes sending out an engagement pack which sets out:

- Methodology underpinning the cost of care exercise - explanation as to how the Council has arrived at its proposed ceiling prices, the proposed ceiling prices themselves and the proposed pathway and mechanisms for updating provisional rates
- What BCC heard from providers at a recent workshop on the cost of care exercise and proposed prices (March 6<sup>th</sup> 2018 workshop)
- Further engagement sessions over the next month - how providers can set out what they think may be appropriate, including but not limited to, further evidence, critique of methodology, additional reports, comments and concerns, in addition any data that they might want to share to support their arguments
- Timelines for change
- BCC contacts in case of queries

**The engagement process will be for 31 days. The last day of the consultation will be 9<sup>th</sup> April 2018.**

**The Council welcomes any further actual cost data during this period. Any data provided will be taken into account during the analysis stage.**

#### Stage 4 – Analysis

Once the engagement period ends, the Council will analyse all feedback to support its final proposals as to its ceiling prices, having due regard to any relevant local or other factors, any legislative changes that are likely to affect costs, its statutory duties and affordability, and will set out its final proposed prices with its reasons in a further report that will go to BCC’s Cabinet for final decision and approval.

#### Stage 5 - Decision Making

A report will go to Cabinet for final decision and approval in June 2018. Providers will be informed of the process and outcome in due course.

### **1.3 Bristol’s Cost of Care process for financial year 2018/19**

1.3.1 All older people residential and nursing care homes in the Bristol area were asked to complete a template to collect data about business costs to inform the establishing of 2018/19 prices. This also acts as a baseline for planning future pricing in the market without the need for renewed data collection.

1.3.2 Rather than carrying out full data collection processes every year for an annual planning period which would be burdensome and resource intensive for all concerned, the Council is proposing a three year planning cycle.

1.3.3 This cycle consists of establishing a new baseline every third year, with a data collection and cost of care process, followed by a three year period in which

proposed updated prices derived from the baseline year are set out. The first new three year planning period will cover the 2018/19 to 2020/21 financial years inclusive. The next baseline year will be 2021/22 followed by a three year planning period and so forth.

#### **1.4 Proposed pathway for updating rates in 2019/20 to 2020/21 inclusive**

1.4.1 The Council considers that giving providers an insight into its future provisional pricing intentions will be a significant aid to provider business planning as well as supporting market shaping as required by the Care Act 2014.

1.4.2 Therefore, as part of the 2018/19 cost of care process to set its ceiling prices in the baseline year of 2018/19, the Council is also setting out the indexation process for the following two years.

1.4.3 The Council recognises that the indexation will have to account for a range of factors. These factors include but are not limited to:

- Provider costs inflation/deflation
- Changes in market conditions
- Government policy and changes in legislation
- Performance of the economy
- The Council's financial position

#### **1.5 Other changes affecting the market**

1.5.1 The Council proposes to fully consider any other changes including market conditions, government policy, economic performance and the Council's financial position that could affect provider costs in dialogue with providers via the Care Home Provider Forum (CHPF).

#### **1.6 Data collection**

1.6.1 In summary, the Council is proposing to establish a cyclical process in which data gathering takes place every three years to establish the price baselines for the baseline year from which the planned prices for the following three years are set out to aid business planning and market shaping. These prices are subject to adjustment as described in this report and consultation before being implemented.

1.6.2 **For the avoidance of doubt, the ceiling prices being proposed later in this report for 2018/19 include the Council's current assessment of changes in costs impacting in the 2018/19 financial year.** These proposed ceiling prices are, however, subject to further change in the light of the consultation process.



- 1.6.3 The planned prices set out later in this report for the Year 2018/19 are what the Council is currently planning and reflect the Council's aspirations and intentions at this time. They represent real terms increases in each year to support the quality of services and the sustainability of the market. In addition, they are intended to support business planning and aid market shaping. They do not yet include any adjustments that may be applied as a result of the cost adjustment process and dialogue as a result of this engagement exercise.
- 1.6.4 The final prices will be determined in the light of the consultations and implemented accordingly.

## **1.7 Efficient and effective operation of the care market**

- 1.7.1 The Council recognises that occupancy rates vary from provider to provider and over time. The average occupancy rate for residential and nursing care homes in England in 2016 as determined by Laing & Buisson was approximately 90%. The mean occupancy rate determined from the data supplied by Bristol providers is 95%.
- 1.7.2 Occupancy rate is a measure of efficient asset use. Many other councils use an assumed occupancy rate of 95% and at least one other council uses an assumed rate of 98%.
- 1.7.3 As occupancy rate increases the unit price per bed required to generate the same income reduces. The Council believes that it is reasonable and consistent with its duties under Best Value and the Care Act to assume that the market improves the efficiency of its asset use and is proposing, therefore, to adjust the ceiling prices it pays to reflect a gradual increase in efficiency from 95% in 2018/19 to an occupancy rate of 98% by 2020/218/19 which is the final year of the proposed new planning period.
- 1.7.4 The Council understands that this may not be possible for some providers to achieve, however, its market shaping duties under the Care Act 2014 require it to seek a balance of supply and demand in the care home market in Bristol. The Council will keep its proposals regarding occupancy rates under review as part of the dialogue process described earlier in this report.
- 1.7.5 These proposals will require the Council to adjust its current contracts for residential and nursing care so that they are fully aligned to the final ceiling prices and other proposals in this report.

## **1.8 Equality Impact Assessment (EqIA)**

- 1.8.1 Under the Equality Act 2010, public bodies must pay due regard to the Equality Duty when planning, changing or commissioning services. It is up to public bodies how they implement the duty. However, they must be able to provide evidence that the

duty was considered before a decision is made. Equality impact assessments (EqIA) are an effective way of demonstrating that. The Council will undertake an equality impact assessment on the cost of care review.

## 1.9 The market engagement process

- 1.9.1 Providers have been/will be able to participate in the cost of care exercise. A survey has been set up to enable providers to respond to the proposed fees for care homes for older people for the duration of the consultation period. The survey will be available online and providers may respond anonymously if they prefer to do so. There is also another opportunity to engage in the cost of care exercise.
- 1.9.2 Providers will be notified about the process via email. Correspondence notifying providers that the process has commenced will consist of a covering letter incorporating a summary of the proposals letter with links to the survey and details of the cost of care exercise.
- 1.9.3 The process will include the detailed cost of care report, any other supporting documentation and details of how to participate in the exercise. The online survey poses a number of questions about the exercise and the proposed ceiling prices which providers are encouraged to respond to. The process provides an opportunity for providers to submit further information, challenge proposals, pose questions and seek clarification of any points they may wish to raise.
- 1.9.4 Some providers may wish to provide cost data if they have not done so already or have clarification questions or queries that need addressing whilst completing the process.

Providers will be able to do so throughout the period via emailing: [carehomecommissioning@bristol.gov.uk](mailto:carehomecommissioning@bristol.gov.uk)

- 1.9.5 **When the period ends, the Council will carefully consider all responses and complete its final analysis to enable it to determine the final proposed ceiling prices for the 2018/19 financial year and the indexation methodology for the financial years to 2020/21.** In doing so, the Council will have due regard to the proposals, the reasoning for it and the responses from the market engagement.
- 1.9.6 These prices will be reported into the Adult Care and Support Divisional Management Team and onto Cabinet to enable Cabinet to decide on the Council's final ceiling prices.

## 1.10 Payment of ceiling prices

- 1.10.1 The Council will use the banding system shown in the table below.
- 1.10.2 The proposed bands to be used are:

- Residential & Low Level Dementia
- Specialist Dementia (Medium to High Level Need)
- Nursing Only
- Nursing and Dementia

	Residential & Dementia £	Specialist Dementia £	Nursing only £	Nursing + Dementia £
<b>Output from Cost of Care Model</b>	616.92	661.26	629.59	673.93
Funded Nursing Care			158.16	158.16
<b>Total Fee</b>	<b>616.92</b>	<b>661.26</b>	<b>787.75</b>	<b>832.09</b>

## 2. Legal framework

### 2.1 National Assistance Act 1948 (Choice of Accommodation) Directions 1992 ('The Guidance')

- 2.1.1 Where the Council has assessed an adult person as being in need of care, it may lead to a decision to make a placement in a residential care home or a nursing care home. Where the person expresses a preference for particular accommodation, the Council should arrange for care in that accommodation, provided that a number of factors are determined, including whether the setting would not cost the Council more than it would usually expect to pay for accommodation for someone with the person's assessed needs. This cost is expected to be below the ceiling cost.
- 2.1.2 The Council is required to determine the ceiling prices that it would expect to pay for residential and nursing care in accordance with the statutory guidance.
- 2.1.3 The guidance states that usual costs should be sufficient to meet the assessed care needs of supported residents in residential accommodation and that in setting and reviewing their usual costs, councils should have regard to the actual costs of providing care and other local factors. Councils should also have due regard to Best Value requirements under the Local Government Act 1999.
- 2.1.4 This means that when setting the ceiling prices a council should be able to demonstrate that these prices are sufficient to allow providers to meet the assessed care needs and to provide residents with the level of care services that they would reasonably expect to receive if the possibility of resident and third party contributions did not exist.

## **2.2 Best value**

- 2.2.1 When the Guidance refers to the Council's Best Value obligations under the Local Government Act 1999, it means that it has a duty to make arrangements to secure continuous improvement in the way in which its functions, in this case placing service users and establishing its usual prices, are exercised, having regard to a combination of economy, efficiency and effectiveness.
- 2.2.2 It then went on to publish its Best Value statutory guidance noting that the Council should consider overall value, including economic, environment and social value when reviewing service provision.

## **2.3 Market development duty in the Care Act**

- 2.3.1 The promotion of the effective and efficient operation of the care market as a whole (including residential and nursing care) became a new legal duty under the Care Act in April 2014. In practical terms this means that the Council needs to ensure that the actions it takes, including its commissioning and payment for services, support sustainable and quality care services.

## **3 Actual Cost of Care**

- 3.1 Residential and nursing care for older people in Bristol is provided in the main by many separate independent businesses. Each business is unique and operates with a whole range of diverse business models and financial structures. Some businesses are highly geared whilst others have little or no debt financing. This has a marked effect of the return on capital required by individual providers which can be a significant sum or a modest sum and will vary over time.
- 3.2 Whilst the majority of care homes in Bristol have between 30 and 35 beds some are much smaller and some much bigger. Some will provide generous amounts of space for each resident and provide private bathroom and toilet facilities whilst others will be less generous and may not offer private facilities. In addition the amount of direct care provision will vary from individual resident to individual resident because needs vary and change over time.
- 3.3 It is therefore self-evident that there is no one single actual cost of care but rather a range of actual costs reflecting the diversity of providers in the market including the quality and value of their care homes, the level of need of their residents and provider expectations in relation to profits and return on capital employed.
- 3.4 It is also the case that there is no one method of calculating ceiling prices based on actual costs of care. It is rather a matter of judgement in the context of local factors and the legal duties placed on the Council as described above.

### **3.5 Costs Model**

3.5.1 The costs model structures costs in the following categories:

These are:

- Residential & Low Level Dementia
- Specialist Dementia (Medium to High Level Need)
- Nursing Only
- Nursing and Dementia

3.5.2 The costs model structures costs in the following categories:

- Direct Care Costs covering staff costs that relate to the direct provision of care
- Indirect Care Costs covering staff costs that do not relate to the direct provision of care and includes registered manager, deputy manager, administration and reception staff
- Accommodation costs covering non staffing operating costs that Bristol City Council would expect a care home to incur in the delivery of an effective and efficient service
- Overheads covering costs such as Central / Regional Management, Support Services (finance / HR / Payroll / legal etc.)
  - Returns covering a reasonable allowance for return on capital employed and operating profit of 5%

### **3.6 Actual cost data**

#### **3.6.1 Care Homes in which Bristol City Council make placements**

The cost of care process included a data collection phase in order to obtain actual cost data from independent providers operating in Bristol. The Council e-mailed a letter dated 12 October 2017 to providers asking them to set out their actual costs in specified cost categories in a template attached to the e mail. These specified cost categories match the cost categories in the Council's indicative actual costs of care model with the exception of return on capital and margin.

In all 25 templates were completed with 21 covering residential care and 4 covering nursing care. The Council was able to fully use all 25 templates which had been completed. The templates and other information supplied by Bristol providers covered about 25% of the publicly funded residential and nursing care market in Bristol.

Where the validation process indicated that the indicative costs values derived from

independent providers were reasonable those values have been used unaltered.

Where the validation process indicated that the indicative costs values derived from the independent providers were out of line with the validation sources the Council has used a value that it considers to be reasonable.

In the case of direct labour costs the value could only be determined through calculation. In this case the independent provider indicative direct labour costs were used without any alterations.

In the case of overheads the values supplied by providers varied so widely that the Council decided to use an assumed percentage of 5% of operating costs to determine a value that it considers to be reasonable.

In the case of profit margin the Council has determined a value that it considers to be reasonable by applying a 5% uplift to operating costs including overheads.

In the case of return on capital, the Council developed a methodology to determine an assumed value of capital employed based on a mix of land values, building costs and sale values. The Council then applied a rate of return of 7% to arrive at the value used in its indicative actual costs model.

### **3.6.2 Validation sources**

The validation sources referred to above are described below together with an explanation as to how each has been used.

### **3.6.3 Laing & Buisson Fair Price for Care model 2016**

The Laing & Buisson Fair Price for Care model (the L&B model) is a nationally published reference model built up from data provided by care home operators throughout England using a range of assumptions. It is not designed to identify actual costs as such but does derive “fair prices” from cost data and assumptions. It uses the same four categories of need that the Council is using for this exercise. The “fair prices” are indicative and are based on a hypothetical 50 bed care home. The model is not based on Bristol specific data and uses instead indicative values for England and indicative values derived from 43 care homes in the East of England region for some cost categories considered to vary according to region. The Council has used the Laing & Buisson model to validate the independent provider data set and test the Council’s assumptions. The model has not been used to directly populate the Council’s indicative actual costs model.

### **3.6.4 Valuing Care FM model**

The Valuing Care database has been built up over a number of years from actual cost information supplied by providers of residential and nursing care throughout England. The Council commissioned work to enable these cost data to be used to generate indicative costs for Bristol in relation to the four categories of need set out above. The Council has

used the Valuing Care FM model to validate the independent provider data set and test the Council's assumptions. The model has not been used to directly populate the Council's indicative actual costs model

### **3.6.5 The National Minimum Data Set for Social Care (NMDS-SC)**

This dataset was created by Skills for Care in 2005 and currently holds information on around 24,000 care providing organisations and 700,000 workers in the adult social care sector. The information includes rates of pay and is supplied by providers themselves on at least an annual basis. This data set provides Bristol specific data including rates of pay and has been used to help determine labour costs used to help populate the Council's indicative actual costs model.

## **4 Assumptions**

### **4.10 occupancy and size of care home**

4.1.1 The Council recognises that care homes cannot operate at 100% occupancy throughout the year and the Council has therefore assumed a current average occupancy rate of 95%. This is consistent with the average occupancy rate for residential care in England as a whole as determined by Laing & Buisson for 2014 and was agreed as reasonable by provider representatives in Bristol with whom the Council has been working early on in the process and prior to the legal challenge. This is in fact lower than the occupancy rates applying in many other councils who assume rates of 95% or more. The Council thinks that it is reasonable and consistent with the duty of Best Value under the Local Government Act 1999 and the market shaping duties in the Care Act 2014 to move towards an assumed occupancy rate of 98% by 2020/21. This is reflected in the Council's calculations.

4.1.2 The Council has assumed that the average care home in Bristol has 35 beds. This is derived from published CQC data.

### **4.2 Direct care costs older people (Residential & Low Level Dementia)**

4.2.1 To calculate direct care costs the Council has identified the cost of staff that directly deliver care which includes care assistants and senior care assistants.

4.2.2 The Council has analysed its data sets and had regard to its cost models and as a result judges that the number of care hours required for each resident in the residential standard band of need is 19.9 hours per week.

4.2.3 To calculate the cost of direct care provision the Council has used the Foundation Living Wage effective from 1<sup>st</sup> April 2018 of £8.75.

4.2.4 The Council has taken account of the uplift required to reflect labour related on costs in all models and have judged an uplift of 24.5% to be reasonable. This results in a labour rate for direct residential care for older people of £8.88 per hour. The Council has

used this rate in populating its costs model.

#### **4.3 Direct care costs older people with dementia (Specialist Dementia (Medium to High Level Need))**

4.3.1 The Council has analysed its data sets and had regard to its cost models and as a result judges that in addition to the 19.9 hours per resident per week required for the residential standard category an additional 3.5 hours per resident per week of direct care is required to reflect the greater level of need in the residential enhanced category. The Council has accordingly used the enhanced figure of 23.4 hours at £8.75 per hour to determine direct care costs in this category of need.

#### **4.4 Direct care costs older people nursing (Nursing Only)**

4.4.1 Funding for Nursing care lies outside the scope of the cost of care exercise as home providing nursing care are funded at £158.16 per resident per week.

4.4.2 The Council recognises that individuals with a nursing requirement are likely to have additional non clinical care needs. The Council has analysed its data sets and had regard to its cost models and as a result judge that an additional one hour per resident per week of care assistant time at £8.75 t in addition to the nursing cost in line is required. This results in an additional cost of £8.75 per resident per week. The Council has populated its costs model accordingly.

#### **4.5 Direct care costs older people dementia nursing (Nursing and Dementia)**

4.5.1 The Council has analysed its indicative actual costs data set and had regard to its validation source and as a result judges the direct care provision to be the same as the level in the residential enhanced category together with the additional 1 hour per resident per week in the nursing standard category. The Council has populated its costs model accordingly.

#### **4.6 Indirect care costs**

4.6.1 These costs arise from non-direct care staffing and the Council has analysed the indirect care costs in its data sets and had regard to its cost models and as a result has reached a judgement on the indicative indirect care costs and has populated its cost model accordingly.

#### **4.7 Accommodation costs**

4.7.1 These costs include utilities, buildings upkeep, gardening, food and so forth. To calculate accommodation costs the Council has had regard to all the data sets and models and derived an indicative cost that the Council judges to be reasonable. The Council has populated its costs model accordingly.

4.7.2 To reflect the additional non labour related costs of providing care in a nursing



setting as opposed to a residential setting the Council has allowed an additional £5 per resident per week to cover additional medical supplies

#### **4.8 Overheads**

4.8.1 The Council has regard to all the data sets and has used the average of the data received to populate the model.

#### **4.9 Operating profit**

4.9.1 Strictly speaking profit is not a cost but reflects provider expectations as to return on operations. These expectations will vary between providers. The Council considers that a profit of up to 5% of operational costs including overhead costs is reasonable having regard to the care economy in Bristol and affordability. The Council has populated the costs model accordingly treating profit as if it were a cost.

#### **4.10 Return on Capital**

4.10.1 There is no one accepted method of determining what providers might expect or require as a return on the capital that they may have employed in developing and running their businesses. Requirements will vary for a variety of reasons including the financial structure of the business, the maturity of the business and various business models.

4.10.2 The Council judges that the main capital investment, however, relates to the value of the land and buildings required for the enterprise in question whether owned or rented and the Council has therefore based its judgement on these values.

4.10.3 The Council has reflected the fact that the majority of the care estate in Bristol was built many years ago with a minority of the estate comprising new or more recently built care homes.

4.10.4 In the case of the older care estate the Council judges that a reasonable proxy for capital employed is likely to be the current sale value of the business. The Council has gathered information about sale values of care homes in Bristol to help it understand the value of capital employed in the older care estate.

4.10.5 In the case of newer build the Council judges that the current land value and turnkey build costs provide a reasonable proxy for capital employed. The Council has adopted the method used in the Laing & Buisson model but using Bristol land values rather than South West of England land values. This has enabled the Council to understand the value of capital employed in the new or recently built care estate.

4.10.6 This mix of buildings in the care estate is reflected in the Council judgements of an indicative value of capital employed. The Council judges that a return of 7% on the capital employed is reasonable in the current financial climate. The Council has populated the costs model accordingly.

## **5 Indicative actual costs of care**

5.1 Based on the methodology set out in section 4 above the Council judges that the indicative actual costs of care for each of the four categories of need per week in the financial year 2018/19 are as set out in the table below:

	<b>Residential &amp; Dementia £</b>	<b>Specialist Dementia £</b>	<b>Nursing only £</b>	<b>Nursing + Dementia £</b>
<b>Assumed Staffing Hours per Bed</b>				
Care	19.90	23.40	20.90	24.40
Catering/Kitchen	3.53	3.53	3.53	3.53
Cleaning/Laundry/Domestic	3.47	3.47	3.47	3.47
Management/administration/reception/activity	3.28	3.28	3.28	3.28
<b>Staffing Costs</b>				
Care	174.13	204.75	182.88	213.50
Catering/Kitchen	30.87	30.87	30.87	30.87
Cleaning/Laundry/Domestic	28.51	28.51	28.51	28.51
Management/administration/reception/activity	38.42	38.42	38.42	38.42
Holiday Cover	29.20	32.49	30.14	33.43
<b>Total Direct Staffing Costs</b>	<b>301.12</b>	<b>335.04</b>	<b>310.81</b>	<b>344.73</b>
Staffing Oncosts	73.77	82.08	76.15	84.46
<b>Total Staffing Costs</b>	<b>374.89</b>	<b>417.12</b>	<b>386.96</b>	<b>429.19</b>
<b>Accommodation &amp; Administrative Costs</b>				
Utilities	19.60	19.60	19.60	19.60
Insurance	5.51	5.51	5.51	5.51
Repairs & Maintenance	13.57	13.57	13.57	13.57
Handyman / Grounds Maintenance	4.69	4.69	4.69	4.69
Service Contracts	9.65	9.65	9.65	9.65
Waste / Cleaning Services	5.27	5.27	5.27	5.27
Equipment Rental	3.81	3.81	3.81	3.81
Telephone	3.16	3.16	3.16	3.16
Administration	8.16	8.16	8.16	8.16
Staff Expenses	4.04	4.04	4.04	4.04
Legal & Professional	5.24	5.24	5.24	5.24
Recruitment	4.01	4.01	4.01	4.01
General Expenses (incl Head office costs)	47.96	47.96	47.96	47.96
<b>Total</b>	<b>134.66</b>	<b>134.66</b>	<b>134.66</b>	<b>134.66</b>
<b>Total Operating Costs</b>	<b>509.55</b>	<b>551.78</b>	<b>521.62</b>	<b>563.85</b>
<b>Returns</b>				
Return on Land & Buildings	81.89	81.89	81.89	81.89
Profit	25.48	27.59	26.08	28.19
<b>Total Returns</b>	<b>107.37</b>	<b>109.48</b>	<b>107.97</b>	<b>110.08</b>
<b>Charge price per Bed</b>	<b>616.92</b>	<b>661.26</b>	<b>629.59</b>	<b>673.93</b>
<b>Funded Nursing Care</b>	-	-	158.16	158.16
<b>Proposed Base Fee</b>	<b>616.92</b>	<b>661.26</b>	<b>787.75</b>	<b>832.09</b>

## 6 Economic Issues

### 6.1 The care economy

**6.1.1 Care Quality Commission data as at February 2018 indicates that in Bristol there are 2901 registered beds in care homes. There are 74 residential care homes which account for 917 of the beds and 74 care homes with nursing which account for 917 beds.**

6.1.2 The Council only provides public funding for people who are eligible for services following assessment against national criteria and either provides all the funding required by a provider or a contribution towards it depending upon the financial circumstances of the individual concerned.

6.1.3 Data published by the Care Quality Commission show that over the past three years 22 care homes have closed, however, 19 new providers have entered the market over the same period as shown in the diagram below. The general picture is of a stable market. This suggests that current incomes have on the whole been sufficient to sustain continued provision.

#### 1. Combined Residential and Nursing Home Closures and Openings - Bristol 2013-2015

	2015	2016	2017	Total
Homes Opening	1	14	4	19
Homes Closing	3	13	6	22

### 6.1.8 Quality of Care

6.1.9 At the end of November 2017 the Council analysed the quality ratings for residential care homes awarded by the Care Quality Commission (CQC) which is the statutory regulatory body with responsibility for rating the quality of care. The showed that:

- 2% Care Homes were rated Outstanding
- 70% Care Homes were rated Good
- 26% Care Homes were rated Requires Improvement
- 2% Care Homes were rated Inadequate

6.1.10 This reflects a better position than the quality ratings for all registered services (not just residential care) nationwide where 6% are inadequate and 28% require improvement.

6.1.11 In the light of this assessment of the residential care market in Bristol the Council judges that the market could continue to Page 68 effectively and sustainably on a range of

prices paid by the Council. The Council has had regard to the market characteristics described above in arriving at its proposed ceiling prices.

## **7 Proposals**

### **7.1 Actual Costs of Care**

7.1.1 The process described in this report has enabled the Council to quantify indicative actual costs of providing residential and nursing care for older people in Bristol as set out in the table in section 5 of this report. Given that there is no single actual cost of care that is accurate for all providers, the Council has had regard to the actual cost of care by using the indicative actual costs of care and used these to populate its costs model to help in the formulation of its proposed ceiling prices.

7.1.2 In doing so, the Council recognises the need to ensure that the prices it would usually expect to pay for residential and nursing care in Bristol are sufficient to enable the average provider operating their business reasonably efficiently, taken together with private income, to cover their operational costs as set out in the tables in section 5 of this report and provide a reasonable element of profit and return on capital.

7.1.3 The Council recognises that providers operate in a competitive market and will set their prices accordingly. The Council takes the view that to be reasonable its proposed ceiling prices should sit between the operational costs figure and the operational costs with returns figure set out in the indicative actual costs table in section 5 of this report.

7.1.4 The Council judges that any price lower than the operational cost in the table risks the need for excessive cross subsidisation by private funders to make the business sustainable. In addition it would be unreasonable for the Council's proposed ceiling prices to make no contribution to return on capital which is a cost.

7.1.5 The Council judges that ceiling prices set at a level above that of operational costs plus returns in the table in section 5 of this report (that is to say operational costs together with full allowance for the indicative cost of capital and a 5% profit margin) would exceed the price that it would usually expect to pay having regard to the statutory guidance and the matters set out below.

7.1.6 It is important to note, however, that both the proposed ceiling prices for 2018/19 and the planned prices derived from them for 2016/17 to 2018/19 inclusive set out in this report are themselves subject to further review and should therefore be considered as provisional and providing the basis for further consideration following the consultation process at this stage.

### **7.2 Best Value and Market Development duty in the Care Act**

7.2.1 The Council believes that increasing efficiency in the residential and nursing care market as a whole is an essential element in discharging its legal duties of Best Value in the Local Government Act 1999 and the market development duties under the Care Act 2014.

Accordingly the Council considers that its ceiling prices should incentivise improved efficiency and value for money. To do so the Council proposes to assume an occupancy rate of 95% in 2018/19, 96.5% in 2019/20 and finally 98% in 2020/21. The Council has factored this thinking into its proposals on ceiling prices; however, the Council proposes to keep assumed occupancy rates under review as part of the proposed dialogue with provider representatives described earlier in this report.

### **7.3 Local Factors**

7.3.1 The local residential and nursing care economy relies to varying degrees on the payments made by the Council. On average, the Council estimates that independent providers of residential and nursing care to older people in Bristol rely on Council payments for about 50% of their turnover. There will continue to be considerable scope for generating income from private funding at rates that the market will stand whilst avoiding excessive cross subsidisation.

7.3.2 There is no evidence of significant numbers of providers leaving the Bristol market due to financial difficulties or business failure, indeed, bed numbers have remained remarkably stable over the past three years and there has been a small net gain in providers over the same period. In addition there is evidence that there is a degree of overcapacity in the market. The Council has factored these local factors into its proposals on ceiling prices.

### **7.4 Affordability**

7.4.1 The Council is faced with the reality of the funding position set out earlier in this report in section 7 but nevertheless aspires to ensuring that its proposed ceiling prices will enable sufficient provision of the right quality to continue to be provided in Bristol not only in the current year but throughout the Council's proposed pathway for updating rates in the years to come.

### **7.5 Ceiling prices**

7.5.1 In the light of all the considerations set out above in this report the proposed ceiling prices for 2018/19 are subject to further adjustment in the light of the consultation.

## **8 Conclusion**

8.1 In this report, the Council has set out in some detail the process that it has developed and implemented to enable it to take a new decision about its ceiling prices for the 2018/19 financial year. It sets out the proposed ceiling prices for older people for the current year as well as the next planning period (being the following three years), together with a full explanation of how further adjustments to prices will be carried out in the future.

**8.2 The Council now wishes to consult providers on its proposed ceiling prices and the proposed arrangements for dealing with ceiling prices in the future.**

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## Revised price for Care Home Fees 2018/19 following Provider Engagement

	Residential Bristol Rate £	Residential exception rate £	Nursing Bristol Rate £	Nursing exception rate £	Notes
<b>Assumed Staffing Hours per Bed</b>					
Care	21.30	25.60	22.30	26.60	For Residential assumes a base ratio of 6:1\12:1 day\night with an uplift for nursing
Catering/Kitchen	3.53	3.53	3.53	3.53	based on information submitted by homes
Cleaning/Laundry/Domestic	3.47	3.47	3.47	3.47	based on information submitted by homes
Management/administration/reception/activity	3.28	3.28	3.28	3.28	based on information submitted by homes
<b>Staffing Costs</b>					
Care	186.38	224.00	195.13	232.75	Uses average rate of pay provided in care home returns @ Real Living Wage of £8.75 per hour
Catering/Kitchen	30.87	30.87	30.87	30.87	
Cleaning/Laundry/Domestic	28.51	28.51	28.51	28.51	uses average hours per bed submitted by homes and average hourly rate submitted by care homes
Management/administration/reception/activity	38.42	38.42	38.42	38.42	
Holiday Cover	30.52	34.56	31.46	35.50	statutory holidays entitlement, 5.6 weeks, equivalent to 10.74%
Training backfill	3.17	3.81	3.32	3.96	
<b>Total Direct Staffing Costs</b>	<b>317.86</b>	<b>360.16</b>	<b>327.69</b>	<b>370.00</b>	
Staffing Oncosts	77.87	88.24	80.29	90.65	Assumes staffing on cost for pensions and national insurance of 24.5%
Agency Cover	2.80	3.36	2.93	3.49	
<b>Total Staffing Costs</b>	<b>398.53</b>	<b>451.76</b>	<b>410.91</b>	<b>464.14</b>	
<b>Accommodation &amp; Administrative Costs</b>					
Food	28.35	28.35	28.35	28.35	
Utilities	19.60	19.60	19.60	19.60	
Insurance	5.51	5.51	5.51	5.51	
Repairs & Maintenance	13.57	13.57	13.57	13.57	
Handyman / Grounds Maintenance	4.69	4.69	4.69	4.69	
Service Contracts	9.65	9.65	9.65	9.65	
Waste / Cleaning Services	5.27	5.27	5.27	5.27	
Equipment Rental	3.81	3.81	3.81	3.81	
Telephone	3.16	3.16	3.16	3.16	
Administration	8.16	8.16	8.16	8.16	
Staff Expenses	4.04	4.04	4.04	4.04	
Legal & Professional	5.24	5.24	5.24	5.24	
Recruitment	4.01	4.01	4.01	4.01	
General Expenses	11.47	11.47	11.47	11.47	
Share of Head Office Cost	45.09	45.09	45.09	45.09	
<b>Total</b>	<b>171.62</b>	<b>171.62</b>	<b>171.62</b>	<b>171.62</b>	Based on average costs per week per bed derived from returns made by homes
<b>Total Operating Costs</b>	<b>570.14</b>	<b>623.38</b>	<b>582.53</b>	<b>635.76</b>	
<b>Returns</b>					
Return on Land & Buildings	81.89	81.89	81.89	81.89	Uses the sale price of a sample of 13 Care Homes recently for sale in the South West area weighted by the size of home, using a return on capital of 7%
Profit	39.91	43.64	40.78	44.50	Assumes a profit margin of 7% on total operating costs
<b>Total Returns</b>	<b>121.80</b>	<b>125.53</b>	<b>122.67</b>	<b>126.39</b>	
<b>Charge price per Bed</b>	<b>691.94</b>	<b>748.91</b>	<b>705.20</b>	<b>762.15</b>	
<b>Proposed Fee Range</b>	<b>692.00</b>	<b>749.00</b>	<b>706.00</b>	<b>763.00</b>	
<b>Funded Nursing Care</b>	-	-	158.16	158.16	Rate effective from 1st April 2018
<b>Proposed Base Fee</b>	<b>692.00</b>	<b>749.00</b>	<b>864.16</b>	<b>921.16</b>	



## Appendix B

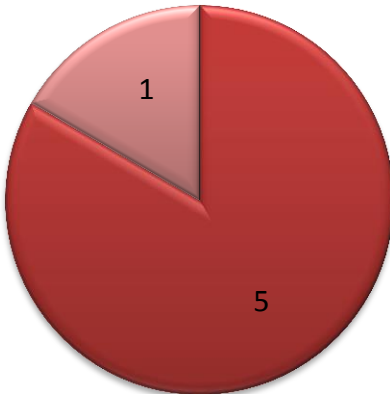
### Bristol City Council Care Home Proposed Prices (for Older People Placements)



### Analysis of provider responses to engagement exercise on cost of residential and nursing care and proposed new fixed prices.

12<sup>th</sup> April 2018

<b>Introduction</b>	Bristol City Council has conducted a cost of care exercise for Residential and Nursing Care (Older People's Homes). The Council asked providers to submit actual costs to inform this exercise. A review and analysis was completed with this information and a Market Engagement Report published, setting out the proposed ceiling prices for Residential and Nursing Care for Older People for the year 2018/2019. The Council has sought to consult with Providers on its costs to deliver care and provider views on proposals as set out in this report.
<b>Engagement Period</b>	The Consultation Period ran from:  9 <sup>th</sup> March 2018 until the 9 <sup>th</sup> April 2018.
<b>Engagement Methods</b>	A letter was emailed to Care Home Providers on 9 <sup>th</sup> March 2018 attaching the Cost of Care Market Engagement Report also dated 9 <sup>th</sup> March 2018. This letter invited providers to read the Market Engagement Report and provide feedback on the proposed prices. Providers were invited to do this by:  a) Completing an on-line Survey. A link to the Survey was included in the letter. Six responses were received.  b) Contacting the Care Home Commissioning Team directly. The email address to do so was included in the letter.  c) Completing the 'Data Collection Template' if not already done so. A blank template was attached to the emailed letter sent on 9 <sup>th</sup> March 2018. One further completed template was received.  d) Attending face to face meetings. A Provider Engagement Session

	<p>was held on 28<sup>th</sup> March 2018. 14 Provider Representatives attended the event.</p>
<b>Online Survey</b>	
<b>Number of Responses</b>	Six responses were submitted to the Online Survey.
<b>Who Responded to the Survey</b>	 <p>A pie chart with two segments. The larger segment, representing 5 respondents, is a dark red color. The smaller segment, representing 1 respondent, is a lighter red color. To the right of the chart is a legend with two entries: a dark red square followed by the text 'I provide care home services to older people in Bristol', and a lighter red square followed by the text 'Other (please specify) : I have worked as a Registered Manager of a Nursing Home in Bristol'.</p>
<b>What we asked</b>	<p><b>Question 1: The proposed rate for 'Residential &amp; Low Level Dementia' care home placements is £616.92. What is your view on the proposed rate?</b> Response breakdown:  100% of the 6 Respondents answered the rate is too low.</p> <p><b>Question 2: The proposed rate for 'Specialist Dementia (Medium to High Level Need) care home placements is £661.26. What is your view on the proposed rate?</b> Response breakdown:  100% of the 6 Respondents answered the rate is too low.</p> <p><b>Question 3: The proposed rate for 'Nursing Only' care home placements is £787.75. What is your view on the proposed rate?</b> Response breakdown:  100% of the 6 Respondents answered the rate is too low.</p> <p><b>Question 4: The proposed rate for Nursing and Dementia' care home placements is £832.09. What is your view on the proposed rate?</b> Response breakdown:  100% of the 6 Respondents answered the rate is too low.</p> <p><b>We asked Respondents to provide reasons for their views of the</b></p>

**proposed rates.**

**5 of the 6 Respondents provided comments, as follows:**

- The First Respondent gave the view that the model used is flawed with internal inconsistency. They explained that there are inconsistencies with the assumptions of a profit rate at 5% and return on capital at 7%. They used a scenario of a new build 60 bed nursing care home costing £6m and with a 95% occupancy assumption. Using these figures, the respondent stated that a profit rate set at 5% of sales would give a profit of £116,744. This yields a return on capital of only 1.95% rather than the 7% stated. To achieve 7% return on capital on the same 95% occupancy rate, the room rate would need to rise by £102.31 to £890.06. It was suggested that a different model be used whereby providers are invited to submit a fixed price for the financial year ahead for each category of care.
- The Second Respondent gave comprehensive reasons for their view that the rates are too low. They explained that there are cost pressures on their organisation from staff wage increases due to national living wage, additional increase in pension contribution, increase in council tax, increase in CQC registration fee, removal of employer's reimbursement of Statutory sick pay, training costs, and high cost of food, fuel and energy. Difficulties in retaining staff have compounded these problems. Brexit has also provided a level of uncertainty in terms of the long term movement of EU workers. The Home has decided to increase wages and meet the full 5% pension contribution in an effort to discourage staff leaving. A national shortage of Home Managers has led to an increase of 25% in the Respondent's Home Manager's wage. This increase was made to reduce the possibility of the Manager leaving for a competitor and destabilising the service. In light of this, they call for an uplift in rates to a minimum of £850 per week for all Local Authority clients. They quote that the Independent Care Group has warned about the decade of underfunding in social care and that this, coupled with projected increases in extra beds needed in the next 10 – 18 years, leads them to feel concerned about the potential for hardship and the possibility of service users going without needed care.
- The Third Respondent asserted that the rates were too low for Residential and Low Level Nursing Care, advising that, in their view, the rate is barely sufficient for a 50 bed minimum wage/minimum care home with training by e-learning only and no loan repayments. Therefore it will drive quality down. They felt the same for the Specialist Dementia (medium to high level need) rate, adding: "This

rate is about £100 per week too low to staff a 50 bed minimum wage Medium to High level needs dementia care home". In response to "Nursing only" and "Nursing and Dementia" rates they stated: "Assuming that FNC is on top of this rate it is barely sufficient to staff a 50 bed Home by e-learning only and no loan repayments. It will not allow RN salaries to be high enough to retain staff and avoid agency costs. Therefore it will drive quality down"

- The Fourth Respondent gave the view that the proposed rates "reflect a really low base rate". They added that "Even basic care should be higher than this". They listed: maintenance of Health & Safety of the building, activities, staffing, training, food, and utilities as factors to consider. The cost of all of which continue to rise with high inflation.
- The Fifth Respondent gave the view that the rates were too low because they are based on care staff hourly pay rate of £8.75. They explained that higher salaries have to be paid to attract staff to work in social care, and avoid excessive agency costs. The Respondent raised the issue of whether provision for agency costs had been included in the breakdown of the proposed rates. They referenced that the model used assumes that providers have cross subsidy of up to 50% of their beds from self-funders and explained that this is not the case for them. They are heavily focused towards local authority provision. They also raised a moral argument that the private sector should not be expected to bear the shortfall. They commented that the void assumption of 95% occupancy (rising to 98% occupancy) is unrealistic and that 90% occupancy would be more realistic. The Respondent considered that the calculation of holiday cover at 10.74% was understated. They questioned the value of the data collection exercise in this consultation process due to the methodology used when the indicative cost values derived from independent providers differed from validation sources.

**Question 5: Comments invited on Staffing Ratio Assumptions for Care Staff**

**3 of the 6 Respondents provided comments, as follows:**

- The assumptions for extra staff to provide care in higher need cases are entirely arbitrary.
- Staffing ratios are 1 carer to 4-5 residents (for nursing care) and 1 carer to 7 residents (for residential care).
- These would appear to be very low. In our service the vast majority of residents either have additional funding via ESN or additional identified 1:1 support needs.

#### **Question 6: Comments invited on Pay rates**

##### **4 of the 6 Respondents provided comments, as follows:**

- In relation to pay rates: Living wage increases are higher than inflation and differentials have to be maintained.
- Wages are typically £16 per hour for nurses and Minimum Living Wage for carers.
- Staff retention problems and issues with the Brexit induced uncertainty of movement of EU workers has led to increases in staff pay rates and employer pension contributions.
- National shortage of Home Managers has led to large increase in salary of current home manager to prevent destabilisation of home if she were to leave for a competitor.
- £8.75 an hour as an 'average' of support workers, senior support workers and team leaders is too low to be able to attract good staff to work in the social care sector.

#### **Question 7: Comments invited on Occupancy Levels**

##### **3 of the 6 Respondents provided comments, as follows:**

- There is no logic to the assumption that occupancy can increase from 95% to 98%. Regular resident turnover implies a 5% vacancy rate.
- Occupancy levels range from 88% to 95%.
- 95% occupancy and then 98% occupancy is unreasonable. 90% possibly rising to 93% would be more reasonable.

#### **Question 8: Comments invited on Profit and why a different percentage might be more applicable**

##### **4 of the 6 Respondents provided comments, as follows:**

- 5% seems reasonable.
- The model's profit and ROCE assumptions are inconsistent.
- Profit percentage should be as much as is possible to keep the building in good condition reward staff to retain them and provide good care and meals.
- Funders do not always give the issue of profit the prominence it deserves when looking at fees, believing on the application of a fixed percentage to all returns to account for return on capital employed. Profits made on the business are normally used to cover interest on bank debt, repayment over bank debt, capital expenditure (new beds, boilers, refurbishment), owner's time, ability to build reserves to cover unforeseen events, and a return on the amount of capital (asset value) invested in the business. Profit is equally an important element within the calculation of the true cost of providing care. Proportionately we need to ask ourselves, how can businesses grow if providers can't make or

	<p>show profits to their funders and who will continue to serve the industry if owner's time isn't being compensated?</p> <p><b>Question 9: Comments invited on Return on Capital and why a different percentage might be more applicable.</b></p> <p><b>4 of the 6 Respondents provided comments, as follows:</b></p> <ul style="list-style-type: none"> <li>➤ 7% seems reasonable.</li> <li>➤ The model's profit and ROCE assumptions are inconsistent.</li> <li>➤ The rate of return on capital ought to be as much as required to replace the building after 25-40 years.</li> <li>➤ It makes good business sense to accept that there must be an annual budget for capital expenditure. Ideally, costs for equipment, repairs and maintenance are met from profits, either directly or indirectly or by way of funding further debt to buy assets on a HP agreement. Any provider funded by bank or other debt will almost certainly have profit targets (bank covenants). Failure to meet those targets by a significant margin will over the longer term have consequences for continued availability of funding and the viability of the business. It does also impact on the ability to repay debt. A stable care sector requires investment to maintain and improve on quality standards over time and ultimately to have a sustainable provision of social care. Profit is a vital part of this element alongside other costs.</li> </ul>
<p><b>Main Issues raised</b></p>	<p><b><u>Summary of the main issues raised within the survey responses</u></b></p> <ul style="list-style-type: none"> <li>➤ All of the responses received indicated that the proposed rates as of March 9<sup>th</sup> were too low.</li> <li>➤ Two of the responses indicated an increase of around £100.00 on the proposed rates would be required to achieve the profit rate and return on capital expenditure the model suggests. <b><i>The new proposed rates as a result of engagement with providers are nearer this figure.</i></b></li> <li>➤ Most of the responses received indicated that the proposed occupancy levels are too high. There were differing suggestions as to a reasonable average occupancy level ranging from 88-95%.</li> <li>➤ Overall Respondents disagreed with the staffing ratios, suggesting that the ratios are too low.</li> <li>➤ Cost pressures on providers were highlighted within the responses. National Living Wage, National Minimum Wage, pension contributions, training, CQC registration fees, building maintenance, food, fuel, energy are all increasing cost challenges that Providers face.</li> <li>➤ Issues with recruitment and retention of staff are impacting on staff costs. Wages need to be at a level to attract and retain staff. Staff shortages, Brexit and the movement of the EU workforce are also</li> </ul>

	<p>influencing this. High agency staff costs compound this issue.</p> <ul style="list-style-type: none"> <li>➤ One Respondent answered that 5% profit rate and 7% return on capital expenditure (ROCE) were reasonable. Other responses indicated that the model's profit and ROCE assumptions were internally inconsistent.</li> <li>➤ Profits are an important element in calculating the true cost of care. Profits are used for the repayment of bank debts, meeting bank covenants, building reserves to ensure sustainability, meeting costs for equipment, repairs, maintenance and owner's time.</li> </ul>
<b>Written Feedback sent directly to Commissioning Team</b>	
<b>Number of responses received</b>	<ul style="list-style-type: none"> <li>➤ A number of responses were received and analysed.</li> </ul>
<b>Main Issues raised</b>	<ul style="list-style-type: none"> <li>➤ The rates are too low and are internally inconsistent.</li> <li>➤ The current system of pricing includes the local authority rate and Exceptional Special Needs (ESN) to arrive at a bed price. There are also service users who are funded for some additional 1:1 support hours. How will the new pricing model take into account these needs and additional funding streams?</li> </ul>
<b>Provider Engagement Session 28<sup>th</sup> March 2018</b>	
<b>Attendees</b>	14 Provider Representatives attended the Engagement Session
<b>Main Issues raised</b>	<ul style="list-style-type: none"> <li>➤ The proposed rates are too low. Assumptions made about staff ratios are not correct which means that staff salary costs have been calculated too low.</li> <li>➤ This is a highly regulated industry. Staff ratios are linked with CQC ratings on quality. The assumed staffing ratios are too low. Concern about delivering high quality of care.</li> <li>➤ Rate of return on investment assumptions are too low given bank lending policies and the fact that providers need significant capital in order to borrow more. This has an effect on the rate of return on capital expenditure.</li> <li>➤ Profit rate of return of 5% is too low in such a risky and costly sector.</li> <li>➤ There are cost pressures on providers from National Minimum Wage, National Living Wage, apprenticeship levy, council tax costs, recruitment costs due to turnover of staff through Brexit and seasonal shortages.</li> <li>➤ Staff training costs and backfill costs need to be factored into model.</li> <li>➤ The NHS Funded Nursing Care (£158.16 as of April 1<sup>st</sup> 2018) is not enough to cover the real costs of nursing care. Social care cannot address this but this squeeze is a real cost to providers.</li> <li>➤ There is no need for four different bands of price. Two pricing bands could be implemented instead.</li> </ul>

	<ul style="list-style-type: none"> <li>➤ Homes tend to operate with higher vacancy rates than those factored into original assumptions set out in the market engagement report.</li> <li>➤ Different providers have different cost bases depending on their hotel costs. The pricing needs to reflect these differences.</li> </ul>
<b>Summary</b>	
<b>Key Messages</b>	<p>After consideration of all the different responses received, the key messages of this consultation are:</p> <ul style="list-style-type: none"> <li>a) The original proposed rates were too low.</li> <li>b) Cost pressures on providers are mounting.</li> <li>c) Staff shortages and Brexit are driving up wage costs. The high turnover of staff increases training and recruitment costs.</li> <li>d) Providers' businesses have different cost bases and average prices need to reflect these differences.</li> <li>e) Staffing ratio assumptions are too low</li> <li>f) Occupancy level assumptions are too high</li> <li>g) The original profit assumptions and returns on capital expenditure rate did not marry up with the proposed rates and occupancy level assumptions.</li> <li>h) Two price bands could be implemented instead of four. This would be simpler.</li> <li>i) Price ranges would be beneficial rather than just two fixed rates.</li> </ul>



**Appendix E - Bristol City Council Equality Impact Assessment Form**



Name of proposal	<b>Older People’s Residential and Nursing Care – Application of a Bristol Rate to new placements as of July 2018</b>
Directorate and Service Area	Adult Social Care – Commissioning
Name of Lead Officer	Carol Watson, Lucia Dorrington and Neil Sinclair

**Step 1: What is the proposal?**

1.1 What is the proposal?
<p>This EQIA is part of a review of the price paid for Older People’s residential and nursing care placements. This review has included engagement with providers. The proposal is to establish a fixed Bristol Rate for new placements in Older People’s Residential and Nursing Care Homes for people aged over 65. Since the implementation of the Care Home Framework and use of Dynamic Purchasing System (DPS) which is a free market forces model of pricing care, placement costs have risen sharply. These costs are not sustainable within the Adult Social Care budget. Prices have been established via a fair cost of care exercise and benchmarking with other like LAs. Following this exercise new proposed fixed prices were calculated by BCC. Providers were given details of the proposal and the methodology behind the process. They were given the opportunity to feedback via email, online survey, provider events or requesting one to one meetings.</p> <p>The final prices were increased as a result of engagement with providers to reflect provider feedback and to mitigate against adverse impacts on providers and, in turn, service users.</p>

**Step 2: What information do we have?**

2.1 What data or evidence is there which tells us who is, or could be affected?		
The proposal may affect adults delivering services and adults over 65 using services with the following protected characteristics		
<table border="1"> <tr> <td>- People of all ages</td> <td>YES</td> </tr> </table>	- People of all ages	YES
- People of all ages	YES	

- A specific age group <i>* Whilst providers may be of all ages please note that this exercise applies only to services provided to people over the age of 65. Similar services are provided to people of other age groups but they are not in scope of this exercise</i>	NO*
- Disability	YES
- Gender Reassignment	YES
- Marriage/civil partnerships	YES
- Pregnancy/maternity	YES
- Race	YES
- Religion/belief	YES
- Sex	YES
- Sexual orientation	YES

Demographic data is available on people involved in the provision of social care via the National Minimum Dataset (NMDS). There is an estimated under-reporting of around 50% so figures may potentially be 50% lower than actual in terms of numbers, but this should not affect the proportions shown.

Gender	
Male	20%
Female	80%
<b>Total</b>	<b>2,337</b>

Age	
Under 24	11%
25 to 34	23%
35 to 44	20%
45 to 54	23%
55 to 64	20%
Over 65	3%
<b>Total</b>	<b>2,305</b>

Ethnicity	
White	58%
Mixed / Multiple Ethnic Group	2%
Asian / Asian British	5%
Black / African / Caribbean / Black British	8%
Other	0%
Not known	26%
<b>Total</b>	<b>1,892</b>

Nationality*	
British	77%
Non-British	23%
<b>Total - All Workers</b>	<b>2614</b>
Non-EU	39%
EU (non-British)	61%
<b>Total Non-British</b>	<b>606</b>

Disability Status	
No disability	99%
Has disability	1%
<b>Total</b>	<b>1,679</b>

Staff in the sector are predominantly female (80%) and 43% of staff work part time.

(\* whole sector data)

People aged 65+ in residential and nursing care at April 2018

<b>Primary Support Need</b>		
Learning Disability Support	110	7%
Mental Health Support	143	9%
Physical/Sensory Support	947	63%
Other Support	16	1%
Support with Memory and Cognition	299	20%
<b>Total</b>	<b>1515</b>	<b>100%</b>

<b>Ethnicity</b>		
Asian	12	1%
Black	50	3%
White British	1113	73%
White Other	130	9%
Other	18	1%
Not yet obtained	192	13%
<b>Total</b>	<b>1515</b>	<b>100%</b>

<b>Gender</b>		
Female	987	65%
Male	528	35%
<b>Total</b>	<b>1515</b>	<b>100%</b>

**2.2 Who is missing? Are there any gaps in the data?**

There is limited information on the protected characteristics of the staff working within these services. There is no information on gender reassignment, pregnancy and maternity for clients within these services.

**2.3 How have we involved, or will we involve, communities and groups that could be affected?**

BCC has worked closely with providers through the Care Home Provider Forum, workshops, email information, surveys and direct meetings.

### **Step 3: Who might the proposal impact?**

<p><b>3.1 Does the proposal have any potentially adverse impacts on people with protected characteristics?</b></p> <p>The scope of this work is limited to establishing the appropriate price the Council will pay for care home accommodation for adults aged over 65. These adults will have a care need which means that they are unable to live at home.</p> <p>The existence of this model would of itself prevent any discrimination against particular providers by BCC staff as it provides for transparent and equitable pricing.</p>
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The primary effect of this work will be on providers in this market, although we need to be mindful of the potential that changing the prices paid for care may have on providers, staff and thereby recipients of the service. There may be a risk that Care Homes may close or reduce staffing. This would have a disproportionate effect on females because they are overrepresented in the workforce.

There may be an impact on staff working within current care homes as care home providers will be required to regulate charges in line with the price ranges set for new placements. The expectation is that care homes will decide how to manage their staff ratios.

The council contractually requires providers to avoid any form of unlawful discrimination in the delivery of contracted services, and to take steps to ensure that their staff and suppliers do so too. Any impact on people with a protected characteristic would therefore be a breach of contract as well as a breach of the relevant law.

In analysing the risk to service users of changes in price paid to providers, a scenario could be that a reduction in prices paid, or the setting of a fixed price at an unsustainable level would be a potential trigger for reduction in costs by the providers which could impact on service users or staff. This is mitigated in three ways:

- The Care Act requires the Council to set its process with due regard to the cost of providing the service, and we will take all steps to comply.
- Providers have been involved in a cost of care exercise that has underpinned the new Bristol Rates
- Original proposed prices were increased based on feedback from providers about their costs

Officers have given due consideration to provider feedback in proposing the final recommended prices for new placements. The changes will be closely monitored for impact. This mitigates the potential impact on service users and their care.

### 3.2 Can these impacts be mitigated or justified? If so, how?

Whilst considering the staffing element of actual costs, officers paid regard to data sets referenced in this report, including national Laing Buisson staffing ratios and costs to support understanding of these costs. Officers are confident that staffing costs used in actual cost calculations are a fair and true reflection of staffing costs and do not disadvantage the workforce which is

predominately female and part time. This impact should be minimal as the market has been engaged throughout and the prices have been increased following engagement with the market.

Adjustments have been made to original price assumptions based on provider feedback. Under the Care Act BCC cannot fetter its discretion in terms of providing care for assessed needs so this applies.

The impact of this proposal on service users should be minimal as should the impact on family members and carers.

Current placements will be unaffected by these proposals.

3.3 Does the proposal create any benefits for people with protected characteristics?

The proposed fixed Bristol rate pricing should create more parity across the sector in terms of prices paid for care and make placements more equitable in terms of prices paid for care by different providers. It will also make the BCC Top-Up Policy easier to apply if a service user or family decides to opt for care at a higher rate or in a different setting to the care BCC is able to provide at the new Bristol rate.

3.4 Can they be maximised? If so, how?

There will be constant evaluation of the benefits and impact of these proposals.

#### **Step 4: So what?**

4.1 How has the equality impact assessment informed or changed the proposal?

The equality impact assessment has highlighted the benefits of a more transparent and equitable pricing system.

4.2 What actions have been identified going forward?


Ongoing monitoring of implementation, mitigations to risk in place. Adjustments can be made to these proposals as changes take place.

4.3 How will the impact of your proposal and actions be measured moving forward?

Ongoing communication and engagement with providers and monitoring of change by care management, brokerage, commissioning and finance.

Service Director Sign-Off:

Equalities Officer Sign Off:

Terry Dafter	 Duncan Fleming
Date: May 2018	Date: 30/4/2018



# Decision Pathway – Report

**PURPOSE:** Key decision

**MEETING:** Cabinet

**DATE:** 05 June 2018

<b>TITLE</b>	Parent and Child Residential Assessment		
<b>Ward(s)</b>	Citywide		
<b>Author:</b> Tom Rhodes	<b>Job title:</b> Commissioning Manager		
<b>Cabinet lead:</b> Helen Godwin	<b>Executive Director lead:</b> Jacqui Jensen		
<b>Proposal origin:</b> BCC Staff			
<b>Decision maker:</b> Cabinet Member			
<b>Decision forum:</b> Cabinet			
<b>Purpose of Report:</b> Cabinet is recommended to approve the establishment of an in house parent and child assessment and fostering team, approve the commissioning of a compliant procurement process for residential parenting assessment providers and delegate the award of contract(s) following procurement to the Interim Director for Children’s Services.			
<b>Evidence Base:</b> Approx 35 families each year are placed in assessment placements at an approximate annual cost of £800,000. The measures in this report will reduce the amount spent on independent parent and child fostering placements and residential assessment placements through establishing cheaper in house fostering provision. The measures will also regularise the current off contract spot purchase of residential assessment placements and provide assurance around quality, consistency and price (see Appendix A).			
<b>Recommendations:</b> Cabinet is asked to approve: <ol style="list-style-type: none"> <li>1. In house specialist fostering placements for parents and their children so that their parenting can be assessed.</li> <li>2. An in house assessment team, including a psychologist to carry out parenting assessments.</li> <li>3. The procurement of residential parenting assessment providers through an open framework/dynamic purchasing system that will be available for other local authorities to join.</li> <li>4. Delegate authority to the Director of Children’s Services, in consultation with the Cabinet member for Women, Children and Young People, to award the contracts.</li> </ol>			
<b>Corporate Strategy alignment:</b> The following objectives in the Corporate Strategy are relevant to this key decision: <ul style="list-style-type: none"> <li>• Getting involved early to reduce risk later – early intervention reduces the impact of problems later on.</li> <li>• Promoting independence – supporting people to live as independently as possible in their community.</li> <li>• Safeguarding the most vulnerable – fulfilling the statutory responsibility of the city to protect vulnerable children and adults.</li> <li>• Addressing inequality – doing all we can to make sure families do not live in poverty in a city of wealth and opportunity; ensuring nobody is left behind because of the circumstances of their birth.</li> <li>• Creating resilience – supporting individuals to help themselves to find solutions to difficulties and adversities, helping families to stay together and building resilient communities.</li> </ul>			
<b>City Benefits:</b> The proposal will help more families stay in Bristol throughout the assessment process, will reduce costs and will provide improved assurances over the quality of assessment placements.			
<b>Consultation Details:</b> These plans were described in a draft commissioning plan which was consulted on in autumn 2017 (see consultation summary report).			

<b>Revenue Cost</b>	£0.265m in a full	<b>Source of Revenue Funding</b>	General Fund base budget for children’s
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	year		placements.
<b>Capital Cost</b>	£0	<b>Source of Capital Funding</b>	n/a
<b>One off cost</b> <input type="checkbox"/>	<b>Ongoing cost</b> <input checked="" type="checkbox"/>	<b>Saving Proposal</b> <input checked="" type="checkbox"/>	<b>Income generation proposal</b> <input type="checkbox"/>

<b>Required information to be completed by Financial/Legal/ICT/ HR partners:</b>		
<p><b>1. Finance Advice:</b> This proposal aims to reduce the costs of parent and child assessment placements by recruiting specialist in-house foster carers and an assessment team instead. Current spend on such assessments will fluctuate, but there were 38 such placements annually at an average cost of £0.839m between 2014/15 and 2016/17. By recruiting 5 additional specialist foster carers at a cost of £0.265m this would aim to provide for 20 such assessments, reducing the need to commission from external providers.</p> <p>It would be expected that savings would accrue from this approach which would contribute to the Strengthening Families Programme targets that are within the Medium Term Financial Plan. The precise impact will depend on the extent to which this in-house provision can avoid the use of either independent fostering agencies or other (generally more expensive) specialist providers. It is estimated that this could contribute savings of up to £0.2m.</p> <p>A risk could be that the courts insist on a particular type of assessment or the need for assessment does not correspond neatly to the availability of the in-house specialist foster carers. In those circumstances, the specialist provision could be used to absorb other foster care work, so the resource would not be wasted: the Strengthening Families Programme plans to increase in-house foster carer numbers, too.</p>		
<b>Finance Business Partner:</b> David Tully, Finance Business Partner 22nd March 2018		
<p><b>2. Legal Advice:</b> Legal Services should be engaged early to assist with drafting procurement/contract documents and to work with Procurement on identifying the most appropriate procurement process to follow: there is greater flexibility in the Public Contract Regulations when procuring services of a social care nature. Equality obligations need to be kept in mind throughout.</p>		
<b>Legal Team Leader:</b> Jane Johnson, Team Leader Commercial & Governance, 21 March 2018		
<p><b>3. Implications on ICT:</b> Apart from the IT fit-out requirements for any new team/employees, there are no other identifiable IT implications in this initiative. However, should new applications, or changes to existing applications be required, then early engagement with the IT service is essential to ensure successful and timely delivery. Any requirements for data sharing with other parties will need to ensure compliance with BCC policies and relevant legislation (e.g. GDPR).</p>		
<b>ICT Team Leader:</b> Ian Gale – 12 <sup>th</sup> March 2018		
<p><b>4. HR Advice:</b> There will be HR implications as it is setting up a new internal team, this could mean progression opportunities for some employees or the new roles could be used for redeployment purposes. We would work with the redeployment team to ascertain whether there was anyone at risk of redundancy within the redeployment pool who had the relevant skills. It is always our aim to retain our highly skilled, experienced and well trained workforce wherever possible or to provide progression on career pathways within the organisation.</p>		
<b>HR Partner:</b> Lorna Laing, HR Business Partner 23 <sup>rd</sup> March 2018		
<b>EDM Sign-off</b>	Ann James	4 <sup>th</sup> April 2018
<b>Cabinet Member sign-off</b>	Helen Godwin	9 <sup>th</sup> April 2018
<b>CLB Sign-off</b>	Jacqui Jensen	17 <sup>th</sup> April 2018
<b>For Key Decisions - Mayor's Office sign-off</b>	Mayor's office	4 <sup>th</sup> May 2018

<b>Appendix A – Further essential background / detail on the proposal</b>	<b>YES</b>
<b>Appendix B – Details of consultation carried out - internal and external</b>	<b>YES</b>
<b>Appendix C – Summary of any engagement with scrutiny</b>	<b>NO</b>



<b>Appendix D – Risk assessment</b>	<b>NO</b>
<b>Appendix E – Equalities screening / impact assessment of proposal</b>	<b>YES</b>
<b>Appendix F – Eco-impact screening/ impact assessment of proposal</b>	<b>YES</b>
<b>Appendix G – Financial Advice</b>	<b>NO</b>
<b>Appendix H – Legal Advice</b>	<b>NO</b>
<b>Appendix I – Combined Background papers</b>	<b>NO</b>
<b>Appendix J – Exempt Information</b>	<b>NO</b>
<b>Appendix K – HR advice</b>	<b>NO</b>
<b>Appendix L – ICT</b>	<b>NO</b>



# **Bristol City Council**

## **Commissioning Services for Vulnerable Parents with Young Children**

**June 2018**

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# Section A - Introduction and context

## Purpose of this document

This plan sets out proposals for commissioning a set of related services for parents with babies and young children. These services are:

**Parent and child assessment placements** – These are short-term placements, usually of about 12 weeks, for families where there are concerns about the parents' ability to safely parent their child(ren). Placements are often ordered by the court in child protection court proceedings to inform the court about whether or not the child(ren) should continue to live with their parent(s). These placements are either in residential centres or with foster carers.

**Homelessness prevention services** – These services are for vulnerable parents with babies and young children who are at risk of homelessness. They include floating support and short-term supported accommodation.

We consulted on a draft version of this plan between 11<sup>th</sup> October and 6<sup>th</sup> December 2017, and have revised this plan accordingly<sup>1</sup>.

## What are we trying to achieve

We are seeking to commission a coherent range of services for vulnerable parents and aim to achieve the following:

- Reduced spend, particularly on costly residential assessments.
- Good procurement practice with robust contracts and clear quality standards.
- Local assessment placements, so that parents do not have to leave their communities.
- Effective homelessness prevention, including helping younger parents to stay living with their families.
- A coherent range of connected services, enabling suitable and timely move-on from assessment placements with recommendations that follow the family.
- Quality services and assessments, achieving the right outcomes for children and families and providing good value for money.
- Minimised use of emergency accommodation for homeless families.
- Homelessness prevention accommodation targeted at the most vulnerable parents, with families housed in the lowest cost supported accommodation able to meet their needs.
- Maximised opportunities for holistic commissioning, collaborative working and improvements to the whole system.

## Local strategic context

**Budget pressures** – With a rapidly growing population and increasing demand for council services at the same time as ongoing reductions in central government funding, Bristol City Council faces a substantial budget gap of around £120 million between 2017 and 2022. This means we have less funding to commission services for vulnerable parents with babies, which makes it crucial that we have effective prevention measures and that the services we commission are cost effective and targeted at the right people.

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<sup>1</sup> There is more detail about the consultation and responses in the 'Consultation Response Summary'

**Corporate strategy 2017-2022<sup>2</sup>** - The council's corporate strategy was agreed in February 2017. It contains a number of objectives that are relevant to this plan including:

- Getting involved early to reduce risk later – early intervention reduces the impact of problems later on.
- Promoting independence – supporting people to live as independently as possible in their community.
- Safeguarding the most vulnerable – fulfilling the statutory responsibility of the city to protect vulnerable children and adults.
- Reducing health inequalities through focussing on prevention and early intervention and the causes of ill health.
- Addressing inequality – doing all we can to make sure families do not live in poverty in a city of wealth and opportunity; ensuring nobody is left behind because of the circumstances of their birth.
- Creating resilience – supporting individuals to help themselves to find solutions to difficulties and adversities, helping families to stay together and building resilient communities.
- Housing as a springboard to achieving a high quality of life.

**Bristol's Strategy for Children, Young People and Families 2016-2020** – This strategy sets out the commitment of the Bristol Children and Families Partnership to ensure that Bristol children:

- Have the best possible start in life; protected from abuse, neglect or harm, at home, at school and in the community, with a secure and supportive network of family or carers and friends.
- Live in a nurturing home, in a family setting, with additional help or adaptations if needed, or, where necessary, in a suitable care setting.
- Live in safe and stable accommodation, free from financial exclusion and fear, indoors and out; giving the permanence and security upon which they can build.

**Housing and homelessness** – Homelessness, and in particular family homelessness, has been increasing in Bristol for the last five years due to a combination of welfare benefit reform and the availability and affordability of accommodation especially in the private rental sector. Since 2011-12 people seeking advice from the council's citizen service points has doubled from 6,000 to 12,000 each year; homelessness acceptances under the 1996 Housing Act have increased fivefold and the number of households with children in temporary accommodation at the end of each quarter has increased from 50 to 411 (31<sup>st</sup> December 2017) <sup>3</sup>.

The council's net spend on temporary accommodation far exceeds the allocated budget. We carried out another commissioning process recently which identified the need to increase the amount of affordable supported accommodation for families and decrease the use of more costly spot purchased temporary accommodation.<sup>4</sup> Within the context of this commissioning plan, this means that wherever possible we need to use the supported accommodation available for vulnerable parents as a flexible resource to help meet the council's duty to provide temporary accommodation for homeless families with young children and support needs.

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<sup>2</sup> <https://www.bristol.gov.uk/documents/20182/1188753/Corporate+Strategy+2017-2022+D5/c545c93f-e8c4-4122-86b8-6f0e054bb12d>

<sup>3</sup> P1E Homelessness Statistics

<sup>4</sup> Preventing Homelessness Accommodation Pathways – families and adults (22+) -

[https://www.bristol.gov.uk/en\\_US/housing/commissioning-homelessness-prevention-services](https://www.bristol.gov.uk/en_US/housing/commissioning-homelessness-prevention-services)

# Section B - Analysis

## Parent and child assessment placements

### Overview

Parenting assessments are used where there are serious concerns about the ability of parents/carers to meet the needs of their child(ren). The family is subject to a period of observation and assessment to identify any issues of concern and support them to make changes in their parenting. The assessment informs evidence-based recommendations to safeguard the child(ren) and is used to determine whether parents can safely care for their child(ren) in the community. Sometimes the court will request an assessment in the context of care proceedings. Assessments might take place with the family living in the community, in a residential setting or in foster care.

Residential assessments usually take place in residential family centres. These are defined as establishments where accommodation is provided for a child and their parents, the parents' capacity to respond to the child's needs and safeguard their welfare is monitored and assessed, and parents are given such advice, guidance or counselling as is considered necessary. They are regulated under the Care Standards Act 2000 and Residential Family Centres Regulations 2002. They are required to register with Ofsted and are subject to Ofsted inspection and the National Minimum Standards for Residential Family Centres.

Increasingly, assessments take place with the child(ren) and parents living with foster carers. The assessment may be carried out by the foster agency, or by a local authority social worker with the foster carer contributing by providing observation logs as well as supervising and supporting parents.

### Current provision and spend

Please see the separate needs analysis document for further information.

In the last three years, the council has placed about 33 families per year in an assessment placement. Approximately half of the families were placed with foster carers and half in residential assessment centres or residential substance misuse rehabilitation centres. A few families (about 5 each year) were placed in both residential assessments and foster placements. The average duration of placements last year was 11 weeks in residential and 10 weeks in foster care.

The council spot purchases residential assessments from a number of providers in the Southwest and Midlands. There is no residential assessment centre in, or close to Bristol, with the closest being 50 miles away in Taunton.

We purchase parent and child foster placements from independent foster agencies (IFAs) on the sub-regional IFA framework agreement. We do not generally commission assessments from IFAs. Instead, the council's social worker carries out the assessment.

Placement costs are high. The average weekly cost of a residential assessment placement in 2016/17 was £4,500 and the average total cost of a placement was £40,360. For parent and child foster placements (excluding assessment) the average weekly cost was c. £1,400 and the average total placement cost was £17,300.

The council's spend on assessment placements has increased significantly since 2013, but reduced last financial year. Last year we made 17 placements into residential assessments (total cost of c. £490,000) and 21 parent and child foster placements (total cost c. £370,000).

2013/14	2014/15	2015/16	2016/17
£575,851	£707,914	£952,596	£857,725

## Profile of families in parent and child assessment placements

The majority of parents placed are mothers, however between 2015 and 2017 there were also 12 couples and 2 single fathers in assessment placements.

The average age of parents in assessment placements has increased in recent years, from 17 years in 2011/12 to 26 years in 2017/18. There are also increasing numbers of parents aged 25+. The age of the child in placement ranges from unborn to 4 years at the point of first placement. The average was 4 months old.

Analysis of Bristol cases (2015-17) indicates the following range of needs of parents in assessment placements:

- Domestic violence or abuse as a current or historical concern (64%)
- Substance abuse (39%)
- Previously had a child removed (33%)
- Mental health issue (32%)
- Learning difficulty (21%)
- Care leaver (21%)
- Alcohol abuse (18%)
- Lack of engagement with professionals (11%)
- Received or offered help with anger management (10%)
- Homelessness (10%).
- Parent at risk of sexual exploitation (5%)

## Demand and projections

The number of placements has remained consistent over the last three years, at 32 or 33 per year. In 2016/17 we usually had 6 families in a parent and child foster placement and one or two (but up to five) families in a residential assessment placement at any one time.

While the population of Bristol is increasing, the birth rate had slowed at 2014/15. We do not anticipate an increase in the number of placements needed.

In June 2017 Pause Bristol<sup>5</sup> started to work with women in the city who have had two or more children removed from their care. It is an 18-month pilot aiming to work with 20 women, using the Pause model successfully adopted in other areas of the country, to support women to break the cycle of having their children removed from them. It works with women when they have no children in their care, providing an opportunity to take a pause from the usual periods of chaos, anger and reaction to care proceedings and helps them to take control of their lives and develop new skills and responses. Pause Bristol is hosted by the charity One25 in collaboration with Bristol City Council. This project should help to reduce the number of assessment placements required as nearly half of parents in assessment placements have had previous children removed.

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<sup>5</sup> <http://one25.org.uk/pause-bristol/>

## Homelessness prevention services

### Overview

Increasing levels of family homelessness acceptances has led to a massive increase in the number of families in temporary accommodation in the city. The council has a duty to provide temporary accommodation under part VII of the Housing Act 1996.

### Current provision and spend

- **Specialist young parents homelessness prevention service** – In September 2013, we commissioned an integrated city-wide homelessness prevention service for young parents aged 16-25 years. This contract is delivered by two providers, Elim Housing Association and Places for People, working in partnership as Bristol Young Parents Alliance (BYPA). Between them they provide 36 accommodation units and Elim provides a linked floating support service. The integrated service is commissioned to support a minimum of 150 new clients each year. The accommodation is based in Southmead, Easton and Knowle providing a geographical spread so that clients can live near their support networks.

Scheme	Provider	Accomm type	No of units	Age and other restrictions	Family size
Lanercost & Wigton	Elim Housing Association	Self-contained	11	Babies <18 mths & mother/father/couple	Up to 2 adults & 2 children
Bristol Mother & Baby project (Priory)	Elim Housing Association	Self-contained	10	Babies <18 mths & mother/father up to 25yrs	1 adult 1 child
Bristol Mother & Baby Project (328 Wells Rd)	Elim Housing Association	Shared	5	Babies <18 mths & mother up to 25yrs	1 adult 1 child
Kilburn Court & Owen Street	Places for People	2 Self-contained 8 shared	10	Babies <18 mths & mother/father/couple up to 25yrs in self-contained units and mother only in shared units.	1 adult 1 child

The budget is £404,000 p.a. for this integrated service, which is roughly evenly split between accommodation based support and floating support.

- **Other supported accommodation for homeless families** (please note this element is not part of this commissioning plan) – These services are referred to as level 4 accommodation (low support accommodation) and provide the council with an alternative to bed and breakfast accommodation, with 2-3 hours of support per week. The services also offer resettlement support to families to assist them in settling into their move-on accommodation.

There are currently 86 accommodation units plus one 'crash pad'<sup>6</sup> from 3 providers in the city: 51 units are internally provided by the council (two hostels and satellite units) with a further 35 units and a crash-pad provided by two external providers (a hostel and satellite units). These are available to families of any age or level of need.

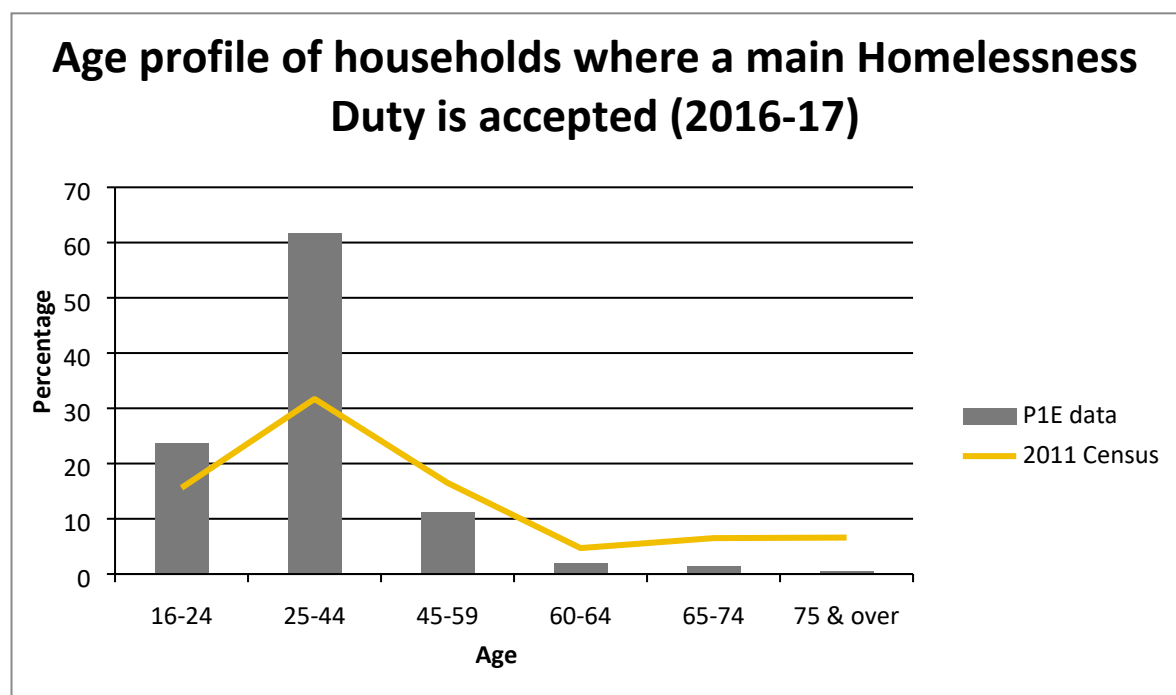
<sup>6</sup> A crash-pad is a bedroom that is used as an alternative to Bed and Breakfast within a supported scheme for which the provider receives Housing Benefit but no additional resources for support.



In a separate commissioning plan entitled, 'Preventing Homelessness Accommodation Pathways – families and adults (22+)' we have identified the need to increase supported family accommodation.<sup>7</sup> This is being achieved through re-modelling some units within other supported housing contracts (originally for single people) to provide additional units for small families, and increasing the number of units of supported family accommodation in existing contracts. The aim is to reduce the need to spot-purchase expensive accommodation for families. As part of a move towards more flexible use of commissioned provision, 53 units of young people specialist supported accommodation can now be used by young parents (28 units within the specialist provision and the remainder are within generic services).

### Profile of homeless families (all ages) presenting to the council

- **Level of support needs** – Many homeless families require housing but do not have support needs. However, a small number of households do have significant support needs that providers can find difficult to respond to given the level of support that they are able to offer.
- **Age** – Households to whom the council accepts a main homelessness duty (shown in the chart below as 'P1E data') have a much younger profile than the general Bristol population. This is largely because younger people are likely to have lower incomes, are less likely to own their own homes and therefore struggle to maintain or afford private sector accommodation in the city.



NB. P1E data is the statutory data returned by local authorities on their responsibilities under homelessness legislation.

- **Young parents** – In 2016-17, a total of 295 young parents aged 16-24 years presented to the council as homeless. The age breakdown at presentation:
  - 12 aged under 18 yrs
  - 136 aged 18 -21yrs
  - 147 aged 22 -24yrs

There has been a reduction in teenage pregnancies (in Bristol and nationally). The age profile of young parents who present as homeless to the council has changed. The head of the household is now more likely to be older, often in their early to mid 20s. The age of parents entering

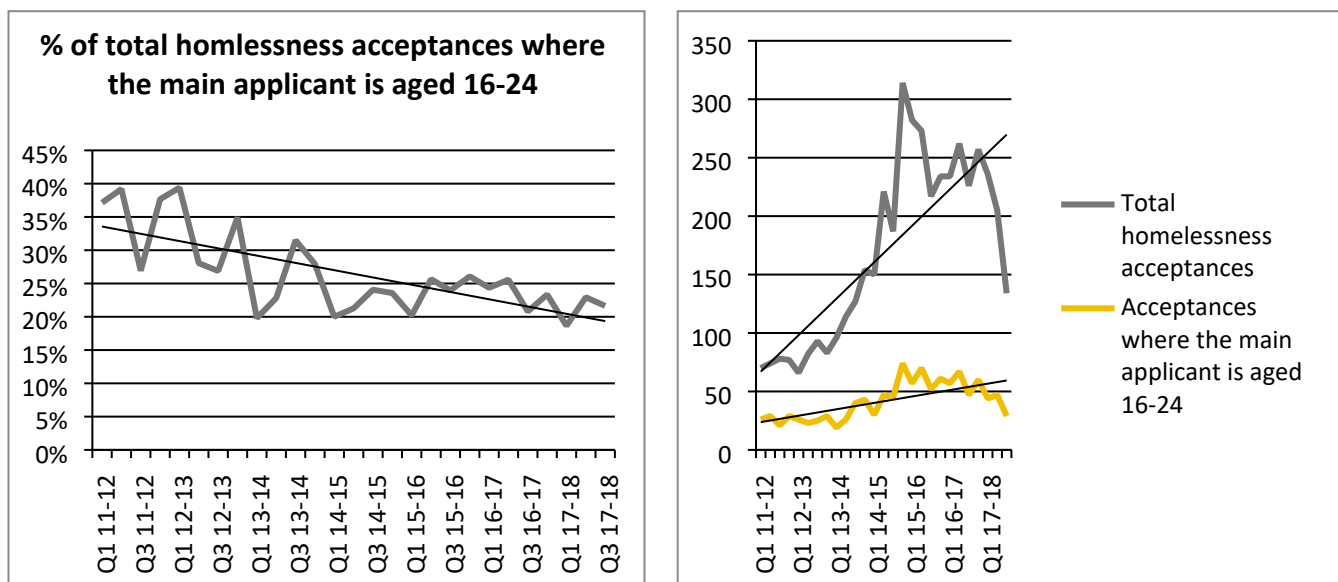
<sup>7</sup> [https://www.bristol.gov.uk/en\\_US/housing/commissioning-homelessness-prevention-services](https://www.bristol.gov.uk/en_US/housing/commissioning-homelessness-prevention-services)

homelessness prevention services has increased over the life of the current contract. Currently, only 1 person on the waiting list is under 18 years of age, with 57% aged 21 years or over. Also, now one in five parents in the BYPA young parents accommodation are couples. The main reason for homelessness amongst this client group is that they have been asked to leave by family, friends or relatives.

- **Support needs** – The council records information about the support needs of the people in supported accommodation on a quarterly basis. The information submitted shows us that families and young parents in supported accommodation do have significant needs in the following areas:
  - One third of all clients had mental health needs, although only half of this group are accessing mental health services. The level of need is twice as high as amongst the general population.
  - 39% have experienced domestic violence or abuse, although only half of these households have accessed support or advice in relation to this.
  - High numbers are struggling with debt (29%).
  - Over 40% of households are accessing support at local children’s centres, roughly half of whom are families with a child protection plan;
  - Reported drug and alcohol support needs are low for these client groups.

### Demand and projections

There has been a significant increase in the number of households contacting the council’s citizen service points for homelessness advice, with demand doubling over a five year period to 2016-17. Homeless acceptances for households containing children have also increased dramatically during this period increasing from less than 30-40 per quarter to over 200 per quarter. Demand has not increased evenly amongst different age groups, with proportionately less of an increase amongst parents aged 16-24:



The overall increase in homelessness acceptances has led to a huge increase in demand for temporary accommodation (TA) for families. Households containing children who are placed in TA has risen significantly during this period from less than 50 households at the end of the quarter in 2012-13 to more than 450 in 2016-17. There is some indication that demand has levelled out recently. However the impact of Universal Credit roll-out in the near future is likely to add further pressures.

# Section D – Commissioning Intentions

## Parent and child placements – Residential assessments

### Key aims

- Have a residential assessment centre local to Bristol so that families don't have to move away from their support networks and are assessed in a more realistic environment.
- Reduce spend on residential assessment placements by:
  - Making fewer residential assessment placements, using community-based and foster placements instead where possible;
  - Limiting the number of court-ordered residential assessments, by ensuring there are alternatives that have the confidence of the court;
  - Making sure residential assessments take no longer than necessary to complete and that families move on once assessments are completed;
  - Having a clear contract with external providers, including clear costs and fixed prices for an initial period.
- Commission timely, good quality assessments that the council and the courts can rely on to inform their decisions for children.
- The residential assessment centres where we place families link into the whole-system of assessment and support for those families. This includes making recommendations that follow the family once they leave the placement, and providing seamless moves into supported housing where necessary.

### Commissioning intention

We will establish an open framework of providers of residential parenting assessments, and purchase placements from this framework. Organisations that wish to sell residential assessment placements will be asked to apply to get onto Bristol's residential assessment framework, and will be asked to provide relevant policies and a transparent pricing structure. Placements will then be provided as specified in the agreed framework documentation. It is anticipated that all placements will be purchased from this framework, but there may still be rare occasions when spot purchase of placements will be needed outside of this framework. There will be no obligation on the council to make purchases from the framework, and the terms will be sufficiently flexible to allow for changes or termination. The framework will be open ended, with no fixed end date.

The framework will be available for use by other local authorities.

In addition, we will work in partnership with an external provider to develop a new 5 or 6 unit residential assessment centre in Bristol. The scheme would have to be registered with Ofsted as a residential family centre. The council will spot purchase placements in this centre as required.

Because we are not offering a contract, or block booking any places in the centre, we will work with any willing provider, and do not need to follow a selection process. The council will not be responsible for any up front costs and will not carry any risks related to voids or reputation.

## Parent and child placements – Foster care

### Key aims

- Have good quality local parent and child foster placements able to accommodate families with a range of needs and levels of risk, including parents aged 24+, single fathers and couples.
- Make increased use of parent and child foster placements in order to reduce our use of residential assessment placements, and reduce overall spend on assessment placements.
- Reduce the average weekly and total cost of parent and child foster placements.
- Commission good quality assessments that the council and the courts can rely on to inform their decisions for children.
- Foster placements and assessments that are linked into the whole-system of assessment and support for the families placed, including making recommendations that follow the family once they leave the placement.

### Commissioning intention

We will establish a council-run parent and child assessment foster scheme managed within the council's existing foster agency. We will recruit five specialist foster carers to each provide an average of four parent and child assessment placements a year, including to some single parent fathers and couples where appropriate. The scheme will include a senior practitioner social worker to carry out assessments and a social worker to supervise foster carers. Foster carers will contribute to assessments by providing observation logs and other input, as well as supporting and supervising the family. The assessment team will also include a clinical psychologist. This scheme would be able to deliver about 20 assessment placements per year of average duration. The total cost of the scheme will be £265,559 per year. It is expected that this will generate savings of between £130,000 and £200,000 each year, because of the cheaper cost of in house placements when compared to those purchased from Independent Fostering Agencies (IFA), and because having a well regarded in house foster service will reduce the number of placements that have to be made in residential centres.

If additional parent and child assessment placements are required, we will purchase these from suitable providers on the existing sub-regional IFA framework with the assessment being completed by a Bristol City Council social worker.

## Homelessness prevention services

### Key aims

- Balance potentially competing aims of targeting supported accommodation for vulnerable parents with the highest support needs versus the need to use supported accommodation for homeless families who otherwise would need to be housed in higher cost temporary accommodation.
- Limit spend on temporary accommodation for homelessness families.
- Make sure that families in parent and child assessment placements (both residential and foster placements) are able to move on to supported accommodation without delay if this is the best home for them.
- Ensure that there are effective and flexible floating support services to:
  - prevent vulnerable parents with young children from becoming homeless;
  - provide resettlement support to families moving on from the service's supported accommodation;

- provide additional support to meet the needs of a small number of families living in the service's supported accommodation who have particularly high support needs.

### **Commissioning intention**

We propose to have one contract to provide an integrated supported accommodation and floating support service for vulnerable parents with young children aged up to two years (with some flexibility around this upper age, where necessary). The service will be for parents of any age. The contract will be to provide:

- Support at the 36 units of accommodation used for the current specialist parents homelessness prevention service. We will require a higher level of support at 15 units of accommodation, but not with a 24 hour staff presence (there will be utilisation of CCTV cameras and parents will have access to 24 hour support via telephone). One of the three locations will specialise in supporting young parents, but this will not be a rigid division as there will be a need to balance demand.
- Floating support service that is linked to the supported accommodation units to prevent homelessness in parents, help vulnerable families settle into accommodation and link into support networks in their local community and will provide additional 'bolt-on' support to vulnerable families in lower support accommodation where needed.

The proposed service will be for vulnerable parents (of any age) with babies (up to the age of 2 years) who are homeless or at risk of homelessness, as well as providing move-on accommodation and/or support to families moving on from parent and child assessment placements. In relation to the latter families, the support the service provides will be informed by any recommendations from the assessment placement and work in partnership with the family's social worker and other practitioners working with the family.

The current level of funding for the floating support element of the integrated service will reduce to allow for additional funding to be provided for additional supported housing in the city for families. The maximum budget envelope for the new integrated service will be £368,000.

### **Procurement proposal**

We propose to commission the integrated homelessness prevention service for vulnerable parents by negotiating with the current provider of the specialist young parents homelessness prevention service (BYPA). We are doing this as market testing has demonstrated that there is a limited market of organisations that can bring suitable accommodation and skills to provide what we seek to procure.

During the consultation for this commissioning plan we sought responses from organisations able and interested in providing 36 units of suitable accommodation, and with the knowledge and skills to provide a medium/high support service to vulnerable families with young children. We issued a PIN (Prior Information Notice) to determine if there were other providers with suitable accommodation and the ability to provide a quality support service to the client group.

This process determined that there were no credible organisations interested in providing, and able to provide, these services, other than the current provider, so we will negotiate with BYPA for the new contract.

The contract will be for three years with the option to extend for up to a further two periods of one year each.

## Section E - Whole-system improvements

In addition to the commissioning recommendations set out above, we are working on a number of improvements to the whole-system of assessment and services for vulnerable parents with young children.

	<b>Service improvement</b>
1	BCC social workers will identify how to improve the assessment process for families in assessment placements. This will include how best to identify what will be needed from the family and any services supporting that family if the outcome of the assessment is to be that the family stay together.
2	BCC children's services will liaise with current providers of homelessness prevention services for young parents to agree how to work better together, including making sure assessments and recommendations follow the family as they move on from residential or foster placements as well as how to enable better communication between practitioners. A working protocol may be developed.
3	In order to facilitate timely move on from residential assessments into supported accommodation (reducing spend on residential assessments) commissioners will consider options for covering the costs of voids.
4	Improve the system of referrals into the current BYPA floating support service. Increased focus on working with the wider family (family, friends and relatives who may have asked the family to leave their accommodation) to prevent homelessness.
5	Improving and rationalising the waiting lists on the Housing Support Register so that they more accurately and transparently prioritise nominations into the current BYPA supported accommodation service to households with support needs.

## Section F – Other information for providers

### Indicative timescale

Activity	Timetable
Service improvements implementation	June 2018
Cabinet approval gained for the commissioning plan	June 2018
Lead in for new in-house services	
New in house fostering service starts	
New residential assessment framework agreement starts	November 2018
Work with new provider to establish residential assessment centre in Bristol	Summer 2019

### Social value

The Public Services (Social Value) Act 2012 places a duty on authorities to consider in their procurement and commissioning processes how public contracts can create wider social, environmental and economic value for the community they serve. In line with our [Social Value Policy](#) any procurement exercises we carry out will consider what social benefits we would expect as a minimum from a provider and in addition, will use our evaluation criteria to review the innovative ideas that will bring added social value to service delivery.



# **Bristol City Council**

## **Commissioning Services for Vulnerable Parents with Young Children**

**Consultation response summary**

**January 2018**

v. 09.01.18



# Introduction and context

## Purpose of this document

The draft plan 'Commissioning Services for Vulnerable Parents with Young Children' set out proposals for commissioning a set of related services for parents with babies and young children. These services are:

**Parent and child assessment placements** – These are short-term placements, usually of about 12 weeks, for families where there are concerns about the parents' ability to safely parent their child(ren). Placements are often ordered by the court in child protection court proceedings to inform the court about whether or not the child(ren) should continue to live with their parent(s). These placements are either in residential centres or with foster carers.

**Homelessness prevention services** – These services are for vulnerable parents with babies and young children who are at risk of homelessness. They include floating support and short-term supported accommodation.

The plan was published for consultation on 11<sup>th</sup> October 2017 and the consultation closed on 6<sup>th</sup> December 2017. Responses were invited online, via the council's Citizenspace, or by email/post and there was also a 'providers and practitioners' event on 15<sup>th</sup> November 2017 with attendees from six organisations. In total there were 30 participants in the consultation.

## What are we trying to achieve?

### Key aims for parent and child placements – residential assessments

- Have a residential assessment centre local to Bristol so that families don't have to move away from their support networks and are assessed in a more realistic environment.
- Reduce spend on residential assessment placements by:
  - Making fewer residential assessment placements, using community-based and foster placements instead where possible;
  - Limiting the number of court-ordered residential assessments, by ensuring there are alternatives that have the confidence of the court;
  - Making sure residential assessments take no longer than necessary to complete and that families move on once assessments are completed;
  - Having a clear contract with external providers, including clear costs and fixed prices for an initial period.
- Commission timely, good quality assessments that the council and the courts can rely on to inform their decisions for children.
- Regularise our procurement practice so that we are no longer reliant on spot purchasing.
- The residential assessment centres where we place families link into the whole-system of assessment and support for those families, including making recommendations that follow the family once they leave the placement.

### Key aims for parent and child placements – foster care

- Have good quality local parent and child foster placements able to accommodate families with a range of needs and levels of risk, including parents aged 24+, single fathers and couples.
- Make increased use of parent and child foster placements in order to reduce our use of residential assessment placements, and reduce overall spend on assessment placements.
- Reduce the average weekly and total cost of parent and child foster placements.
- Commission good quality assessments that the council and the courts can rely on to inform their decisions for children.

- Foster placements and assessments that are linked into the whole-system of assessment and support for the families placed, including making recommendations that follow the family once they leave the placement.

### Key aims for homelessness prevention services

- Balance potentially competing aims of targeting supported accommodation for vulnerable parents with the highest support needs versus the need to use supported accommodation for homeless families who otherwise would need to be housed in higher cost temporary accommodation.
- Limit spend on temporary accommodation for homelessness families.
- Make sure that families in parent and child assessment placements (both residential and foster placements) are able to move on to supported accommodation without delay if this is the best home for them.
- Ensure that there are effective and flexible floating support services to:
  - prevent vulnerable parents with young children from becoming homeless;
  - provide resettlement support to families moving on from the service’s supported accommodation;
  - provide additional support to meet the needs of a small number of families living in the service’s supported accommodation who have particularly high support needs.

## Proposals for consultation

The following proposals were included in the draft plan, and formed the basis for consultation.

### Parent and child placements – residential assessments

We have not yet formed a view about our preferred option for commissioning these placements. During the consultation period, we will seek the views of stakeholders on the following three options.

1	Establish a new five-year open framework for residential parenting assessments. This would be a Bristol City Council framework; other local authorities would be asked if they wish to join the framework as potential purchasers. We would undertake proportionate quality assurance and contract management of providers on the framework. Prices to be fixed for an initial period of two years.
2	Bristol City Council to develop its own 4 or 5 unit residential assessment centre in Bristol. A suitable building has been identified in South Bristol; planning permission would be required for the change of use. The scheme would have to be registered with Ofsted as a residential family centre. The centre’s staff would include family support workers to give guidance and help to families. Assessments would be completed by a specialist senior practitioner social worker working with a clinical psychologist. Places in the scheme could be purchased by other local authorities.
3	Bristol City Council to work in partnership with an external provider to develop a new 4 or 5 unit residential assessment centre in Bristol. The scheme would have to be registered with Ofsted as a residential family centre. The council aims to make a building available on favourable terms. A suitable building has been identified in South Bristol; planning permission would be required for the change of use. The council would wish to block purchase some of the places, probably three. The council would carry out a suitable procurement process to appoint the provider.

### Parent and child placements – foster care

We propose to establish a council-run parent and child assessment foster scheme managed within the council’s existing foster agency. We plan to recruit five specialist foster carers to provide an average of four parent and child assessment placements a year, including to some single parent fathers and couples where appropriate. The scheme will include a senior practitioner social worker to carry out assessments and a

social worker to supervise foster carers. Foster carers will contribute to assessments, by providing observation logs and other input, as well as supporting and supervising the family. The assessment team may also include a clinical psychologist. This scheme would be able to deliver about 20 assessment placements per year of average duration.

If additional parent and child assessment placements are required, we will purchase these from suitable providers on the existing sub-regional IFA framework with the assessment being completed by a Bristol City Council social worker.

### **Homelessness prevention services**

We propose to have one contract to provide an integrated supported accommodation and floating support service for vulnerable parents with young children aged up to two years. The service will be for parents of any age. The contract will be to provide:

- Support at the 36 units of accommodation used for the current specialist young parents homelessness prevention service. We will require a higher level of support at 15 units of accommodation, potentially with a 24 hour seven day a week staff presence. (We will be seeking views on the need for a 24 hour staff presence during the consultation.)
- Floating support that is linked to the supported accommodation units. This will be support to prevent homelessness, help vulnerable families settle into accommodation and link into support networks in their local community and will provide additional ‘bolt-on’ support to vulnerable families in lower support accommodation where needed.

We are proposing that the current level of funding for the floating support element of the integrated service be reduced to allow for additional funding to be provided to increase supported housing in the city for homeless families. This aligns with the aims of the linked commissioning plan - ‘Preventing Homelessness Accommodation Pathways – families and adults (22+)’ - to increase the overall level of supported family accommodation in order to reduce the level of expenditure of more expensive spot purchased emergency temporary accommodation.<sup>1</sup>

The proposed service will be for vulnerable parents (of any age) with babies (up to the age of 2 years) who are homeless or at risk of homelessness, as well as providing move-on accommodation and/or support to families moving on from parent and child assessment placements. In relation to the latter families, the support the service provides will be informed by any recommendations from the assessment placement and work in partnership with the family’s social worker and other practitioners working with the family.

The maximum budget envelope for the new integrated service will be £368,000 but we may seek to reduce this.

### **Procurement proposal**

We propose to commission the integrated homelessness prevention service for vulnerable parents by negotiating with the current provider of the specialist young parents homelessness prevention service (BYPA). We are doing this as we think that there is a limited market of organisations that can bring suitable accommodation and skills to provide what we seek to procure.

In order to test this assumption, during the consultation for this commissioning plan we are seeking responses from organisations who are able and interested in providing 36 units of suitable accommodation, and who have the knowledge and skills to provide a medium/high support service to vulnerable families with young children. The accommodation will need to be suitable for the client group and provide a geographical spread across Bristol, with units in different areas of the city. We will also be issuing a PIN (Prior Information Notice) to determine if there are other providers with suitable accommodation and the ability to provide a quality support service to the client group.

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<sup>1</sup> [https://www.bristol.gov.uk/en\\_US/housing/commissioning-homelessness-prevention-services](https://www.bristol.gov.uk/en_US/housing/commissioning-homelessness-prevention-services)

If there is clear evidence that there is a wider market able to provide suitable accommodation and support, then we will pursue a competitive tender for these services.

The contract will be for five years with the option to extend for up to a further two periods of one year each.

## Service improvements

In addition to the commissioning recommendations set out above, we also propose to implement a number of improvements to the whole-system of assessment and services for vulnerable parents with young children:

	<b>Service improvement</b>
1	BCC social workers will identify how to improve the assessment process for families in assessment placements. This will include how best to identify what will be needed from the family and any services supporting that family if the outcome of the assessment is to be that the family stay together.
2	BCC children’s services will liaise with current providers of homelessness prevention services for young parents to agree how to work better together, including making sure assessments and recommendations follow the family as they move on from residential or foster placements as well as how to enable better communication between practitioners. A working protocol may be developed.
3	In order to facilitate timely move on from residential assessments into supported accommodation (reducing spend on residential assessments) commissioners will consider options for covering the costs of voids.
4	Improve the system of referrals into the current BYPA floating support service. Increased focus on working with the wider family (family, friends and relatives who may have asked the family to leave their accommodation) to prevent homelessness.
5	Improving and rationalising the waiting lists on the Housing Support Register so that they more accurately and transparently prioritise nominations into the current BYPA supported accommodation service to households with support needs.

# Summary of consultation responses

The following is a summary of the responses that were received relating to specific questions. Responses were received in different formats, but all relate to the questions.

## Parent and child placements – residential assessments

### Which option, or combination of options, would be preferable and why?

Of the 13 responses to the online questionnaire, 7 (54%) felt that the council should go ahead with option 1 - establish a new five-year open framework for residential parenting assessments – either on its own (2 responses) or in combination with option 2 (4 responses) or 3 (1 response).

Option 2 - Bristol City Council to develop its own 4 or 5 unit residential assessment centre in Bristol – was the most popular option, with 9 respondents (69%) feeling that this was the preferable option, either on its own (5 responses) or in combination with option 1 (4 responses).

Option 3 - Bristol City Council to work in partnership with an external provider to develop a new 4 or 5 unit residential assessment centre in Bristol – was less popular, with only 3 responses (23%) preferring this option either on its own (2 responses) or in combination with option 1 (1 response).

The most popular single response was option 2 on its own, followed by options 1 and 2 combined.

*“I think it’s very important for Bristol to have its own assessment centre so families do not have to move to different parts of the country away from family and friends” – Tenant Support Officer.*

Having an assessment centre in Bristol, so that parents are able to maintain relationships with existing support networks throughout the assessment process, was supported by several respondents. There were also several comments about the importance of well trained and experienced staff, including access to psychology.

*“We would welcome the input from BCC to work collaboratively with us to ensure the residential assessments we provide are quality assured, provide consistent service and good value for money. We currently rely on debriefing with the individual Social Work teams at present and a more formal process would provide further reassurances about the quality of our service.” – Provider*

*“I would worry if only one type of service was available it would not be flexible enough” – Social Worker*

### Providers

3 providers of residential assessments responded to the consultation. One provider – Richmond House – expressed an interest in joining an open framework for residential parenting assessments. 3 providers expressed a possible interest in developing a residential assessment centre in Bristol.

## Parent and child placements – foster care

### Do you have any views about the proposal to establish a council-run parent and child assessment foster scheme?

All of the responses to the consultation were positive about the proposal to establish a council-run parent and child assessment foster scheme. Identified potential benefits included:

- Ensuring that the foster carers were sufficiently skilled to provide this kind of service;
- An anticipated saving on using external agencies or residential placements;
- Better quality assessments if the views of the foster carers are properly considered;
- The potential for regular experienced psychological input; and
- The potential to create smoother exit plans for families once the assessment is complete.

Potential downsides or risks of a council-run specialist scheme included:

- Perceived vulnerability to further cuts;
- The risk that a court may not view an assessment done by the council as sufficiently independent;
- Difficulty in recruiting foster carers with the right skills.

## Homelessness prevention services

### **Do you agree that we should commission an integrated accommodation and floating support service for this client group (rather than separate accommodation and floating support services)?**

9 of 11 responses (82%) agreed that we should commission an integrated service. 2 people disagreed and 2 did not respond.

Generally respondents felt that having an integrated support service would lead to a more efficient and joined up approach to supporting families. There was also support for the current service which is an integrated service. The only concern was around a possible conflict of interest, although this was not described in detail.

There was also widespread agreement that there should be a smoother route between residential assessments and the homelessness prevention services for vulnerable parents.

### **Do you agree with the proposal to change the client group from young parents aged 16-24, to vulnerable parents of all ages who have young children?**

On the online questionnaire, 10 respondents (77%) agreed with this proposal against 3 who disagreed. Respondents largely felt that access to the specialist service should be based on presenting need rather than on age.

Objections to the proposal, including one emailed response, were around three key areas:

- The issues faced by young parents are distinctive and not the same as those faced by older parents, as described in the LGA report *A framework for supporting teenage mothers and young fathers*. This report recommends that there should be 'specialist staff with skills to tailor behaviour change interventions to support young people'.
- The disproportionate effect on young parents (including care leavers) because increasing the age range without increasing the number of units effectively restricts young parents' access to the service.

*"We have to consider our corporate parenting role as Children in Care are 3 times as likely to be a parent before they are 18 and 50% of young women leaving care are pregnant within 18-24 months."* – Councillor

- Mixing young parents who may be vulnerable as a result of age and lack of support with older parents whose needs may be more complex could be problematic.

### **Do you think that there is a need to have a 24/7 staff presence at some of the accommodation units?**

8 respondents (61%) thought that there is a need to have 24/7 staffing at some of the accommodation. Only 1 respondent (8%) disagreed, with 4 respondents (31%) saying that there is 'maybe' a need.

There was very little agreement on the numbers of families who would need 24/7 supported accommodation, with numbers fairly evenly spread over all the options from 1-2 to 15+ at any one time.

## Service improvements

Comments around what can be done to ensure the service improvements are effective focused primarily around communication. For example:

*"Better communication with our service if we are involved with clients as this will help ensure placements are suitable and relevant information is shared."* – Senior Nurse

But there were also a couple of specific suggestions:

*“I think it would be a good idea for the local authority to consider funding additional support to the parent by the foster carers once they have left the placement.” – Fostering agency*

*“Improved planning for residential assessments to avoid extensions and unnecessary delays of placements. This includes legal representatives timetabling the assessment in line with the Courts and our assessment programme.” – Provider*

*“Accessible Roof Over my Head courses that offer crèche facilities as many clients have nobody to ask to care for their children while attending these well evaluated courses.” – Senior Nurse*

*“I would like some work to be done on supporting vulnerable adults whilst they are still in hospital with their young children” – Social Worker*

*“A more effective response to the homelessness issue would be to improve the initial assessment process and the knowledge of the different sorts of provision amongst Housing staff, providing training for housing providers on vulnerabilities and safeguarding risks for young parents and their children, and reviewing the Home Choice process to enable them to move on faster to free up spaces for those on the waiting list.” - Councillor*



## Bristol City Council Equality Impact Assessment Form

Name of proposal	Commissioning services for vulnerable parents with young children
Directorate and Service Area	Children's services, Care and Safeguarding
Name of Lead Officer	Tom Rhodes

### Step 1: What is the proposal?

We have consulted on proposals for commissioning services for vulnerable parents with young children. These services include:

**Parent and child assessment placements** – These are short-term placements, usually of about 12 weeks, for families where there are concerns about the parents' ability to safely parent their child(ren). Placements are often ordered by the court in child protection court proceedings to inform the court about whether or not the child(ren) should continue to live with their parent(s). These placements are either in residential centres or with foster carers.

**Homelessness prevention services** – These services are for vulnerable parents with babies and young children who are at risk of homelessness. They include floating support and short-term supported accommodation.

### Proposals for parent and child assessment placements

**Residential assessments** – we propose to:

1. Establish an open framework for residential parenting assessments. Providers of residential assessment centres will need to meet quality criteria to apply to get onto this framework. Because there is no obligation on the council to make purchases from the framework, and the terms will be sufficiently flexible to allow for changes, the framework will be open ended, with no fixed end date.
2. Work in partnership with an external provider to develop a new 5/6 unit residential assessment centre in Bristol.

Having an assessment centre in Bristol, so that parents are able to maintain relationships with existing support networks throughout the assessment process, was supported by several of the respondents during the consultation.

**Foster placements** – We propose to establish a council-run parent and child assessment foster scheme managed within the council's existing foster agency. If additional parent and child assessment placements are required, we will purchase these from suitable providers on the existing sub-regional IFA framework with the assessment being completed by a Bristol City Council social worker.

All of the responses to the consultation were positive about the proposal to establish a council-run parent and child assessment foster scheme. Identified potential benefits included:



- Ensuring that the foster carers were sufficiently skilled to provide this kind of service.
- An anticipated saving on using external agencies or residential placements.
- Better quality assessments if the views of the foster carers are properly considered.
- The potential for regular experienced psychological input.
- The potential to create smoother exit plans for families once the assessment is complete.

Potential downsides or risks of a council-run specialist scheme included:

- Perceived vulnerability to further cuts.
- The risk that a court may not view an assessment done by the council as sufficiently independent.
- Difficulty in recruiting foster carers with the right skills.

### **Proposals for homelessness prevention services**

We propose to have one contract to provide an integrated supported accommodation and floating support service for vulnerable parents with young children aged up to two years (with some flexibility around this upper age, where necessary). The service will be for parents of any age. Generally respondents to the consultation felt that having an integrated support service would lead to a more efficient and joined up approach to supporting families. Furthermore, respondents largely felt that access to the specialist service should be based on presenting need rather than on age, with 77% agreeing with the proposal to change the client group from young parents aged 16-24 to vulnerable parents of all ages who have young children. The number of consultation responses was relatively low with only 13 online respondents.

The contract will be to provide:

- Support at the 36 units of accommodation used for the specialist parents homelessness prevention service. We will require a higher support at 15 units of accommodation, but not with a 24 hour staff presence. 92% of respondents from the consultation thought there was a need or maybe a need for 24 hour staff presence at some of the units. We followed up with social workers on this but there was no clear preference expressed for 24 hour sleep in support. We therefore propose there to be utilisation of CCTV cameras and parents will have access to 24 hour support via telephone. One of the three locations will specialise in supporting young parents, but this will not be a rigid division as there will be a need to balance demand.
- Floating support service that is linked to the supported accommodation units to prevent homelessness in parents, help vulnerable families settle into accommodation and link into support networks in their local community and will provide additional 'bolt-on' support to vulnerable families in lower support accommodation where needed.

We are proposing that the current level of funding for the floating support element of the integrated service will reduce to allow for additional funding to be provided for additional supported housing in the city for families. The maximum budget envelope for the new integrated service will be £368,000.

### **Step 2: What information do we have?**

See the needs analysis for more information.

## Parent and child assessments

Over the past three years, the council has placed about 33 families per year in an assessment placement and we do not anticipate an increase in the number of placements needed.

### Couples with child assessments (2017/18)

- 29% (2) of residential assessment placements (not substance misuse/rehab) were occupied by couples (mother and father). There were no assessment placements occupied by fathers alone.
- 13% (2) of all foster placements where parenting assessments were being completed were occupied by couples (mother and father).
- No couples/fathers were assessed in substance misuse/rehab residential settings.

### Age of parents

During 2017-18 the age range of all parents ranged from 17 to 46. For residential assessments placements (not substance misuse/rehab) the age ranged from 18-40 and for foster placements was 17-34. There were more young parents (81% aged <=25 years) in foster placements than in residential assessment placements not substance misuse/rehab (57% aged <=25 years). The overall average age for parents in foster placements was 23 compared to 31 in all residential assessment placements.

The table below shows that since 2011 there has been an increase in the average age as well as in the age range of parents in BCC assessment placements.

### *Average age and age range comparison 2011-2018*

	2011-12	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18
Age range	15-22yrs	15-22	15-22yrs	18-35yrs	16-41yrs	15-33yrs	17-46yrs
Average age	17	17	18	25	27	24	26

### *Age of parents in residential and foster placements undergoing a parenting assessment 2015-2017*

Age	Residential			Foster			All couples	Parent in more than one placement (Resi + Foster)
	Mother	Couples	Father	Mother	Couples	Father		
15-19	4	2	0	6	1	0	3	1
20-24	8	1	0	8	1	1	2	2
25-29	4	2	0	10	1	1	4	1
30-34	9	3	0	3	0	0	3	0
35-41	4	1	0	2	0	0	1	2
Total	29	9	0	29	3	2	13	6

### Age and sex of child

In 2017-18 the age range of children in BCC placements was from unborn to 4 years at the point of the first placement. The average age of a baby in placement with parent was 4 months old. There were more boys in placements (62%) than girls (38%)<sup>1</sup>.

### Ethnicity

Recording of ethnicity for baby/child was typically good, whilst recording of ethnicity for parents was poor, particularly for fathers.

#### *Ethnicity of children in P&C assessment placements*

<b>Ethnicity of Child</b>	<b>Number of placements</b>	<b>% of placements</b>	<b>% for Bristol Population<sup>2</sup></b>	<b>'Non-White British' Bristol Population*</b>
African	1	2%	2.8%	17%
Black Somali	1	2%		
White and Black African	3	5%	1%	
White and Black Caribbean	6	10%	1%	
Any other Black African	1	2%	1%	
White and Asian	1	2%	1%	
Chinese	1	2%	1%	
Any other Ethnic group	1	2%	1%	
Any other White background	1	2%	6%	
White British	37	64%	83%	
not recorded	1	2%		

The table above shows that 'White and Black African' & 'White and Black Caribbean' babies are over represented in comparison to overall ethnicity demographics for Bristol.

'White British' and 'Any other White background' (European) are under-represented in comparison to overall ethnicity demographics for Bristol.

Overall, 'Non-White British' representation in these services closely matches Bristol demographics with the exception of the following under-represented ethnicities: White Irish, Indian, Bangladeshi, Pakistani.

### Needs of parents

Analysis of Bristol cases (2015-17) indicates the following range of needs of parents in assessment placements:

- Domestic violence or abuse as a current or historical concern (64%)
- Substance abuse (39%)
- Previously had a child removed (33%)
- Mental health issue (32%)
- Learning difficulty (21%)
- Care leaver (21%)
- Alcohol abuse (18%)
- Lack of engagement with professionals (11%)
- Received or offered help with anger management (10%)
- Homelessness (10%).
- Parent at risk of sexual exploitation (5%)

<sup>1</sup> BCC Placement Tracker 2017-2018

<sup>2</sup> Source: ONS 2011

## Homelessness prevention

### Age of homeless young parents

The age of parents entering the integrated city-wide homelessness prevention for young parents service has increased over the life of the current contract. Currently, only 1 person on the waiting list is under 18 years of age, with 57% aged 21 years or over. Furthermore, the rate of teenage pregnancies in the city has dropped during this period. The table below show the distribution of homeless young parents (aged 16-24) in 2016/17 by age.

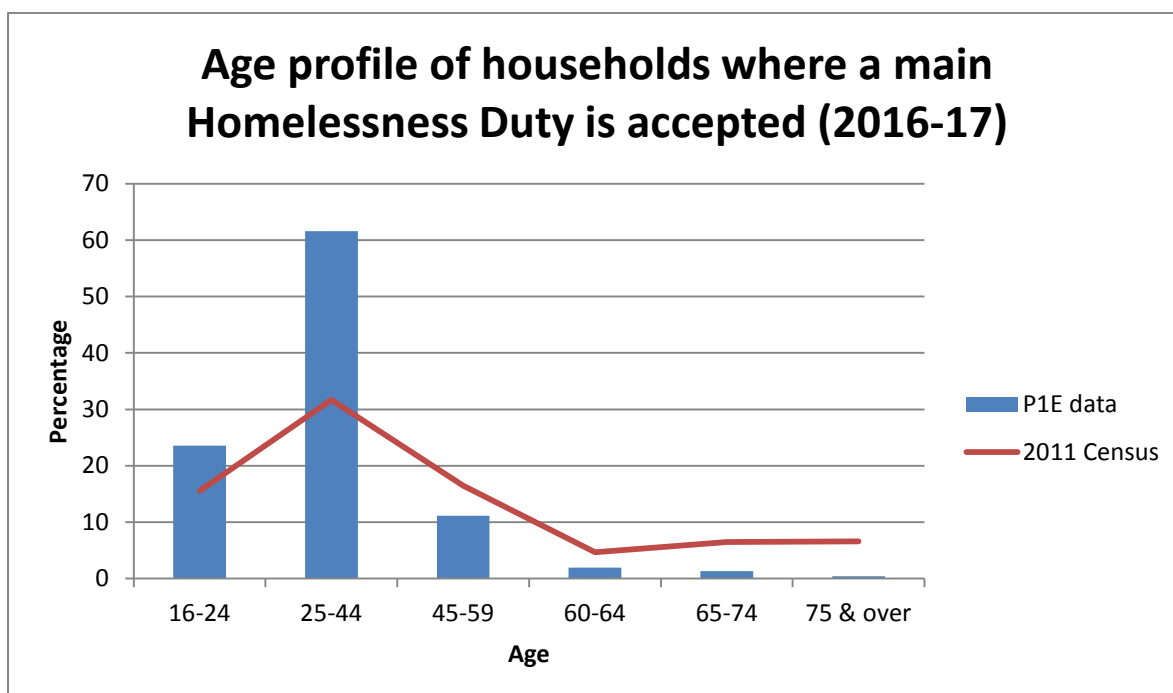
Age	16	17	18	19	20	21	22	23	24	Total
No.	3	9	16	28	27	28	33	38	49	231

We are however aware that younger parents have specific needs and will incorporate good practice into the new service for younger parents as recommended in 'A Framework for supporting teenage mothers and young fathers' Public Health England (2016), including:

- Arrangements for early assessment.
- A range of models of provision for different needs.
- Balancing relationships and safeguarding.
- Preparing young parents to progress to own tenancies.
- Partnership working.

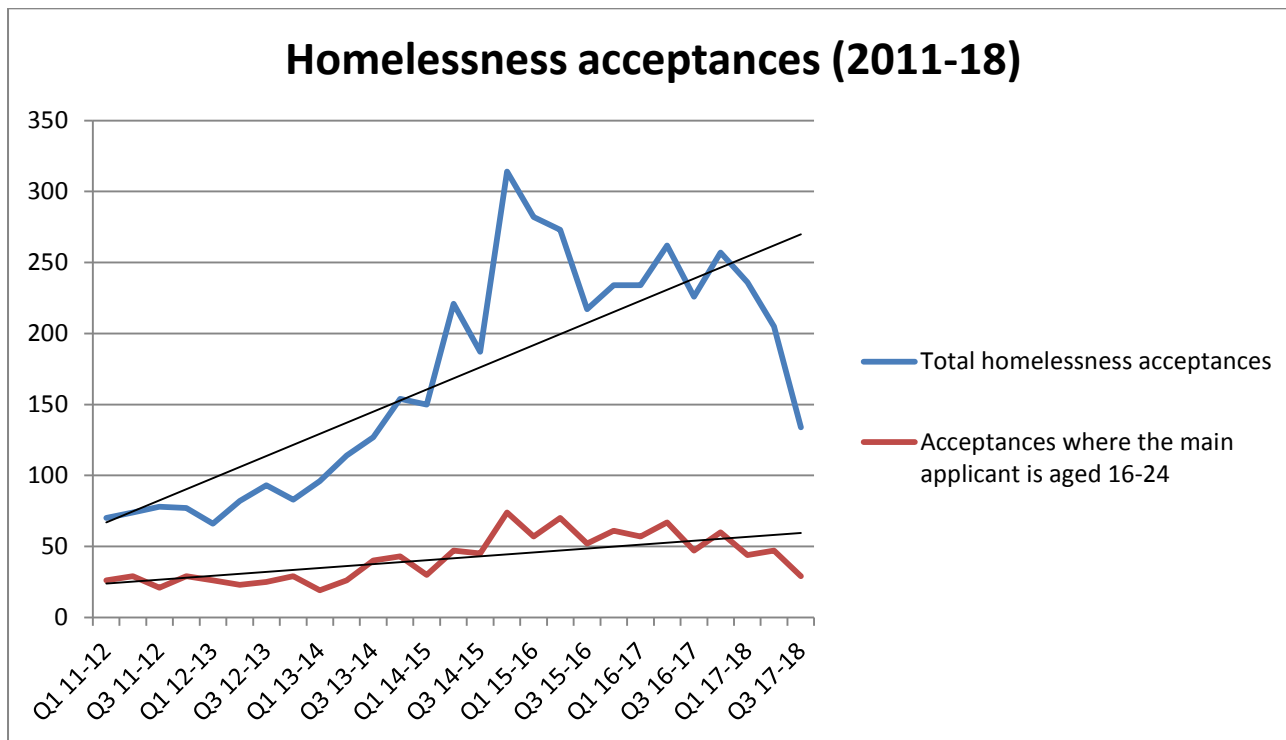
### Age – all Bristol homeless households

The age profile of households where a main Homelessness Duty is accepted has a much younger profile than the general Bristol population profile from the 2011 census. This broadly reflects the majority of households that present are families who are struggling to maintain or afford private sector accommodation in the city. However the main age group is still in the early twenties rather than teenagers.

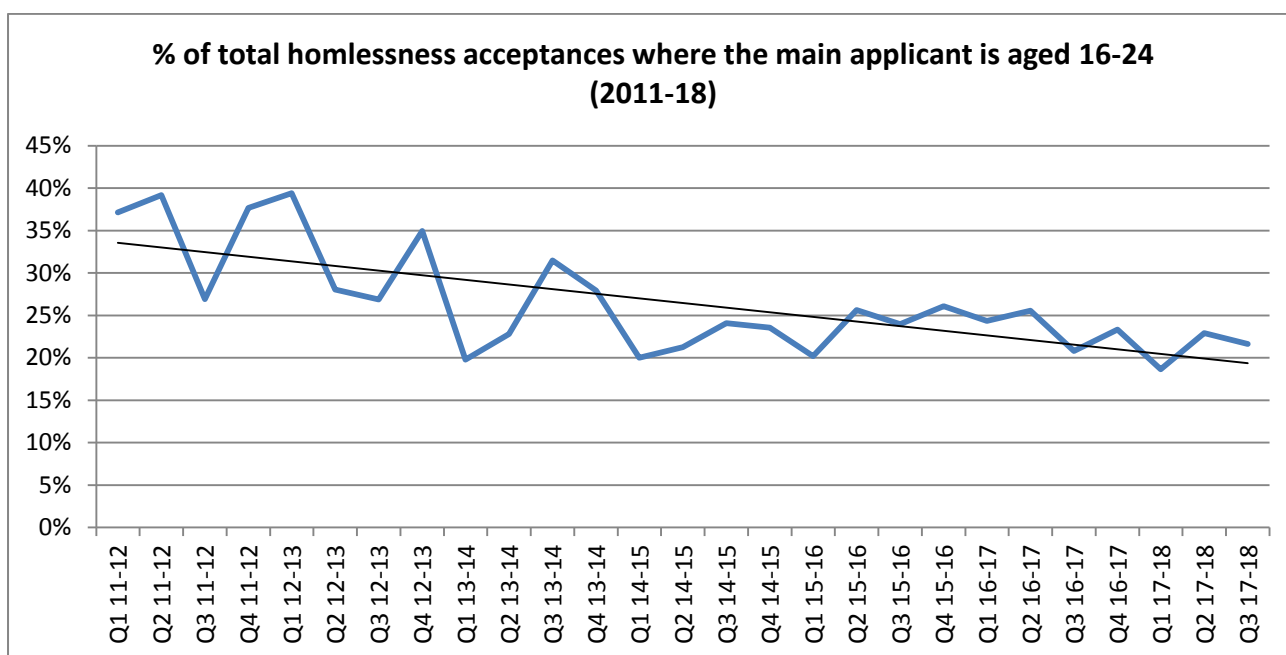


NB. P1E data is the statutory data returned by local authorities on their responsibilities under homelessness legislation.

Whilst the demand is changing as family homelessness is rapidly increasing, homelessness amongst young families is not increasing at the same rate, as demonstrated in the graph below detailing Homelessness (Part VII) acceptances in Bristol from 2011-2018.

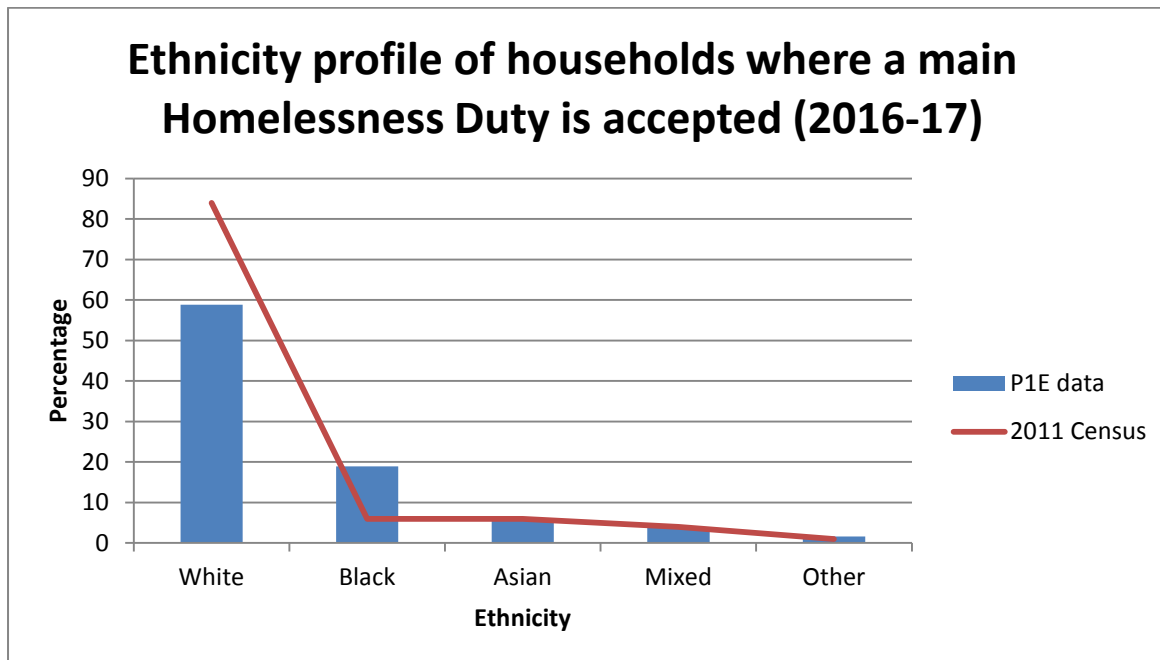


And is decreasing as a percentage of total homelessness, as demonstrated in the graph below.



### Ethnicity – all Bristol homeless households

The Black or minority ethnic group population of Bristol has increased from 8.2% of all people in 2001 to 16% in 2011. If the White groups with the exception of ‘White British’ are also included, then the non-‘White British’ population has increased from 12% of all people in 2001 to 22% in 2011. When compared with P1E ethnicity data for 2016-17, there are a far greater number of Black households who have a Part VII homelessness duty accepted in the city than is reflected in the general population.



### Gender – all Bristol homeless households

From the limited information on gender provided through the P1E statistical return for 2016-17 it is evident that aside from couples the majority of lone parent households are female.

Couple with dependent children*	Lone parent household with dependent children		One person household		All other household groups	Total
	Male Applicant	Female Applicant*	Male Applicant	Female Applicant		
245	33	481	115	78	27	979
25%	3%	49%	12%	8%	3%	100%

### Equalities data from current services

The table below represents equalities data submitted by BYPA for the first three quarters of 2017-18.

Characteristic of person accessing BYPA	Bristol population	BYPA
Male	50%	19%

Female	50%	81%
Transgender	<1%	0%
Lesbian or gay or Bisexual	7%	6%
Disabled	17%	62%
Total BME	16%	19%
Total White	84%	81%
Prefer not to say/did not respond	-	-
No religion	37%	56%
Christian	47%	19%
Buddhist	1%	0%
Hindu	1%	0%
Jewish	<1%	0%
Muslim	5%	13%
Sikh	1%	0%
Any other religion or belief	1%	0%
Prefer not to say/did not respond	-	10%
25 and under	16%	97%
26-59	54%	3%
60+	13%	0%
Prefer not to say/did not respond	-	-

The information submitted gives us the following equality information relating to the families and young parents placed in the services:

- There are more female service users (as head of the household) within these services (particularly in the BYPA service) as expected.
- There are higher levels of disability recorded for people in BYPA (predominantly mental and emotional distress 74%).
- There are higher levels of BME households in the family hostels than in the general Bristol population (reflecting the P1E equalities data).
- There are lower levels of Christian households in BYPA and higher levels of Muslim households and those indicating no religion.
- Age profiles appear to reflect the client groups that would be using these services.

#### Support needs of families housed in homelessness prevention supported accommodation

The table below represents equalities data submitted by BYPA for the first three quarters of 2017-18.

<b>Needs and engagement of the client/household</b>	<b>No.</b>	<b>%</b>
Number of current residents with mental ill health needs	84	<b>23.86%</b>
Number of current residents engaging with mental health services	43	<b>12.22%</b>
Number of current residents with drug/alcohol needs	15	<b>4.26%</b>
Number of current residents engaging with drug and alcohol services	5	<b>1.42%</b>
Number of current residents with support needs relating to domestic violence, sexual violence, child sexual exploitation or trafficking and forced marriage	67	<b>19.03%</b>

<b>Needs and engagement of the client/household</b>	<b>No.</b>	<b>%</b>
Number of current residents engaging with domestic violence, sexual violence, child sexual exploitation or trafficking and forced marriage services	21	<b>5.97%</b>
Number of current residents who have been involved in sex work	0	<b>0%</b>
Number of current residents who are engaged with sex work services	0	<b>0%</b>
Number of current residents struggling with debt	73	<b>20.74%</b>
Number of current residents engaging with debt advice/financial management/repayment plans etc.	50	<b>14.20%</b>
Number of current residents volunteering	4	<b>1.14%</b>
Number of current residents in employment	37	<b>10.51%</b>
Number of current residents in education	15	<b>4.26%</b>
Number of current residents in training	4	<b>1.14%</b>
Number of households engaged with the local children's centre.	112	<b>31.82%</b>
Number of households with child/children on the risk register	33	<b>9.38%</b>

Less than half of residents with mental ill health, drug/alcohol needs or who have experienced domestic violence or abuse were engaging with the relevant services.

### **Step 3: Who might the proposal impact?**

All equality groups

<b>Potential adverse impact</b>	<b>Mitigation / justification</b>
<b>Parent and child assessments (foster)</b> – We intend to increase our use of foster placements using a new in-house service. It is possible that foster carers may wish to refuse to house parents because of a particular protected characteristic (e.g. an LGB couple, a Muslim, a male parent)	Recruitment to clarify requirements to take parents regardless of protected characteristics. Training on equalities and inclusion. Monitor protected characteristics of parents/families placed in both foster and residential to see if there is a difference.
<b>Residential and housing schemes</b> – Families may experience discrimination from other parents living in the same centre/scheme.	Make sure that the provider (whether internal or external) has a suitable equalities policy that is implemented, including a clear code of conduct for residents and challenging discrimination by other service users.
<b>Potential benefit</b>	<b>How can be maximised</b>
We will have contracts with all external providers. Contracts will include requirements to comply with the public sector equality duty. Any new framework or tender process will include checking the provider's equality policy.	Use the council's standard equalities criteria which check the bidder's understanding of the Equality Act 2010 and public sector equality duties, their employment practices and that their service will be tailored to meet the range of needs of people with different protected characteristics. The bidders' answers will be evaluated by an expert from the



	council's equalities team.
<b>Parent and child assessments</b> More assessments will take place in Bristol, close to people's support networks and places of worship.	Ensuring there is a suitable number of specialist foster carers locally.
<b>Homelessness prevention –</b> During 2016-17 we have begun to implement a standardised thorough approach to Equalities monitoring for all commissioned supported housing providers as the information on the Housing Support register was incomplete. This approach monitors any outcomes by equality group.	The new equalities monitoring approach will be implemented with the new service. Providers will be required to complete an annual equalities impact assessment to improve practice and access to services.
<b>Homelessness prevention –</b> The new equalities monitoring approach will be implemented with the new service. Providers will be required to complete an annual equalities impact assessment to improve practice and access to services.	We will monitor referrals that are refused on the basis of risk. This will enable us to identify and challenge refusals that may be connected with a protected characteristic, e.g. gender or disability (such as learning difficulty or mental health).

## Age

Potential adverse impact	Mitigation / justification
<b>Homelessness prevention</b> - There will be no specialist services for young parents age 16-24, as these will be replaced by services for vulnerable parents of all ages.	<p>We do not think that there will be a significant disproportionate impact because of the changing profile of parents (there are fewer parents who are young parents). We are mitigating any impact through:</p> <ul style="list-style-type: none"> <li>• Having one location that focuses on young parents.</li> <li>• Increasing the number of young people's accommodation that can be accessed by young parents (53 units added in the last 18 months 28 for young parents in the specialist provision and the remainder are within generic services).</li> <li>• Contract management will ensure that there is still expertise around young parents in the accommodation service, and this will be supported through our procurement approach which will mean that the current service will bring its expertise to the new contract.</li> <li>• The specification will specify the need for specialist skills in working with young parents.</li> </ul> <p>Also there are measures in place to reduce demand for homelessness services amongst families and young people. These include Youth MAPS, the</p>

	Homelessness Reduction Act and the PAUSE project. There is an overall increase in the number of YP specialist units that parents can access.
<b>Parent and child assessments (foster care)</b> – There is a risk that foster carers will not be willing to take older parents.	Be clear in recruitment about the age profile of parents needing placements. Make sure that any communications do not prejudice carers, and potential carers, against older parents.
<b>Potential benefit</b>	<b>How can be maximised</b>
<b>Homelessness prevention</b> – Eligibility for new services will be determined by the level of need, not age, of the parent(s) meaning parents aged 25+ will be able to access higher support services in the future and there will be better join up and move on between assessment placements and homelessness prevention services.	Rationalise waiting lists and allocation criteria on the Housing Support Register so that places are allocated on the basis of need, rather than age. Monitor the number of referrals that are rejected on the grounds of risk (as older or younger parents may be perceived as higher risk).

## Disability

<b>Potential adverse impact</b>	<b>Mitigation / justification</b>
See all equality groups above	
<b>Potential benefit</b>	<b>How can be maximised</b>
<b>Whole system</b> – Better join up and move on between assessment placements and homelessness prevention services will particularly benefit parents with learning difficulties and/or mental health needs.	Consider if any service requirements (or selection criteria) should include examples of how a service will help parents with these needs when they are in supported accommodation or the community.
<b>Parent and child assessments (all)</b> – more control and knowledge of the market and more in-house provision will mean we have better understanding of providers’ ability to house a person with mobility issues and/or wheelchair user.	If we use BCC building for a new residential assessment centre, make sure at least one unit and communal areas are accessible.

## Gender

<b>Potential adverse impact</b>	<b>Mitigation / justification</b>
<b>Parent and child assessments (all)</b> – There are currently a shortage of places willing and able to take single fathers or couples. This disadvantages fathers and the whole family as well as adversely impacting on the quality of the assessment. The closest residential rehab able to take families and do assessments is Sheffield.	Be clear in BCC recruitment of foster carers and in the specification for the framework, the profile of parents needing placements, including fathers and couples. Make sure that any communications do not prejudice against taking fathers and couples.
<b>Potential benefit</b>	<b>How can be maximised</b>
<b>Homelessness prevention</b> – Only 11 out of 36 units in the current provision are able to take fathers/couples. This will be increased.	During the competition/negotiation to appoint the provider for this contract, we will ask the provider how they will maximise the number of units available to fathers, and how they will manage any associated risks.

	Rationalise waiting lists and allocation criteria on the Housing Support Register so that places are allocated on the basis of need, rather than age.
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### Race and religion

Potential adverse impact	Mitigation / justification
See all equality groups above.	
Potential benefit	How can be maximised
<b>Parent and child assessments</b> – We are aiming to have a local residential assessment centre in Bristol if possible and increase the number of in-house foster care placements rather than using out of area residential placements. This will mean that families will be able to stay closer to their existing family/social networks and places of worship. This is likely to benefit BME and/or families from different cultures and faiths who may feel particularly isolated when living away from Bristol.	Make sure that foster carers (through supervision) and the centre (as part of the specification and a requirement in the terms of the framework) are able to inform people about community resources and places of worship close to the centre and transport links. Also, to enable residents to maintain positive relationships with people in their network by allowing residents to have visitors as appropriate.

### Sexual orientation

Potential adverse impact	Mitigation / justification
See all equality groups above.	
Potential benefit	How can be maximised
All services that are suitable for couples will be able to accommodate same sex couples.	This will be an explicit requirement in the service specification(s).

### Step 4: So what? – *This section will be completed following the consultation*

The Equality Impact Assessment must be able to influence the proposal and decision. This section asks how your understanding of impacts on people with protected characteristics has influenced your proposal, and how the findings of your Equality Impact Assessment can be measured going forward.

4.1 How has the equality impact assessment informed or changed the proposal?
In mitigation around age it has been decided to have one location within the preventing homelessness accommodation to be for young parents. Furthermore, the provider awarded will bring expertise around working with young people.
4.2 What actions have been identified going forward?
<b>Parent and child assessments</b> Ensure that through the quarterly returns providers monitoring data reflects protected characteristics and monitor protected characteristics of parents/families placed in both foster and residential to see if there is a difference.  Equalities impact assessment will need to be incorporated into the framework agreement.



Service specifications will need to be explicit about inequalities requirements.

**Homelessness accommodation**

The new equalities monitoring approach will continue to be collected and analysed with the new service.

4.3 How will the impact of your proposal and actions be measured moving forward?

Annual EqIA for providers and monitoring data reflecting protected characteristics.

Service Director Sign-Off: 	Equalities Officer Sign Off:  Duncan Fleming
Date: 19 <sup>th</sup> April 2018	Date: 18/4/2018

## Eco Impact Checklist

<b>Title of report:</b> Commissioning services for vulnerable parents with young children				
<b>Report author:</b> Tom Rhodes				
<b>Anticipated date of key decision:</b> 5 <sup>th</sup> June 2018				
<b>Summary of proposals:</b> We recommend commissioning the following: <ul style="list-style-type: none"> <li>• In house specialist fostering placements for parents and their children so that their parenting can be assessed.</li> <li>• An in house assessment team, including a psychologist to carry out parenting assessments.</li> <li>• An open framework of residential parenting assessment providers to provide assurances over quality and value for money when we need to make a placement with an external provider. This framework will be available for other local authorities to join.</li> </ul>				
Will the proposal impact on...	Yes/No	+ive or -ive	If Yes...	
			Briefly describe impact	Briefly describe Mitigation measures
Emission of Climate Changing Gases?	Yes	+ive	Reduced travel time for households and social workers from increasing the number of local assessment placements, and decreasing the number of out of area assessments.	
Bristol's resilience to the effects of climate change?	No			
Consumption of non-renewable resources?	No			
Production, recycling or disposal of waste	No			
The appearance of the city?	No			
Pollution to land, water, or air?	No			
Wildlife and habitats?	No			
<b>Consulted with:</b> Nicola Hares				
<b>Summary of impacts and Mitigation - <u>to go into the main Cabinet/ Council Report</u></b>				
The significant impacts of this proposal are...				

More local placements reducing the need for out of area placements and reducing travel time for households and social workers.

The proposals include the following measures to mitigate the impacts...

The net effects of the proposals are positive

**Checklist completed by:**

Name:	Tom Rhodes
Dept.:	Strategic Children's Commissioning
Extension:	26752
Date:	16 <sup>th</sup> March 2018
Verified by Environmental Performance Team	Nicola Hares



# Decision Pathway – Report

**PURPOSE:** Key decision

**MEETING:** Cabinet

**DATE:** 05 June 2018

<b>TITLE</b>	<b>Direct award of contract for an integrated service for Vulnerable Parents with Young Children.</b>		
<b>Ward(s)</b>	Citywide		
<b>Author:</b>	Hywel Caddy	<b>Job title:</b>	Senior Commissioning Officer
<b>Cabinet lead:</b>	Paul Smith	<b>Executive Director lead:</b>	Alison Comley
<b>Proposal origin:</b> BCC Staff			
<b>Decision maker:</b> Cabinet Member			
<b>Decision forum:</b> Cabinet			
<p><b>Purpose of Report:</b> To gain approval for the direct award (following a negotiated procedure) of a contract to Elim and Places for People to provide an integrated supported accommodation and floating support service for vulnerable parents with young children aged up to two years. The service will be for parents of any age. The contract will be to provide:</p> <ul style="list-style-type: none"> <li>▪ Support at the 36 units of accommodation used for the current specialist young parents homelessness prevention service. We will require a higher level of support at 15 units of accommodation, but not with a 24 hour staff presence. One of the three locations will specialise in supporting young parents, but this will not be a rigid division.</li> <li>▪ Floating support that is linked to the supported accommodation units. This will be support to prevent homelessness, help vulnerable families settle into accommodation and link into support networks in their local community and will provide additional ‘bolt-on’ support to vulnerable families in lower support accommodation where needed.</li> </ul>			
<p><b>Evidence Base:</b> The current service provided by Elim and Places for People through the ‘Bristol Young Parents Alliance’ will vary from existing provision in that the previous service focussed on young parents. Since then there has been a significant reduction in teenage pregnancies in the city, the age profile of young parents who present as homeless to the council has changed - the head of the household is now more likely to be older in their early 20s, rather than a teenage parent - and one in five parents in the BYPA young parents accommodation are couples. There is also a need to provide a recognised move on pathway for families who are undertaking parent and child assessment placements which will reduce expenditure for Children and Families Services.</p> <p>The proposed service will be for vulnerable parents (of any age) with babies (up to the age of 2 years) who are homeless or at risk of homelessness, as well as providing move-on accommodation and/or support to families moving on from parent and child assessment placements. In relation to the latter families, the support the service provides will be informed by any recommendations from the assessment placement and work in partnership with the family’s social worker and other practitioners working with the family. To mitigate the change of emphasis of the client group to include vulnerable parents of any age we have remodelled other supported housing provision for young people to include 28 units in dispersed houses for young parents and a developed a further 25 Mother and baby units (for parents of all ages) in Phoenix House (a women only hostel). We will also ensure that one 10 bed unit within this contract is reserved for young parents.</p> <p>We propose to negotiate with the current provider partnership, because:</p>			

- The council is dependent on a small number of landlord and managing agents for supply of supported accommodation (including a very limited range of properties designed to provide on-site staff facilities and appropriate accommodation for service users with the most complex needs).
- There is no alternative source of supply for these services – providers have to supply accommodation. A specialist (vulnerable parents) support provider is extremely unlikely to be able to access affordable accommodation from a landlord if not already in an existing partnership.

In order to inform this decision, we issued a Prior Information Notice (PIN) describing the services we seek and asking for responses from any organisation that could provide those services. The only responses were from current providers – there is no new suitable and available accommodation in Bristol. Negotiating with the current provider partnership will mean that:

- We will specify what accommodation we want to meet specific needs, meeting the council’s assessed needs rather than the needs of landlords.
- A market with two providers will be retained.
- Service users will continue to receive an uninterrupted service.
- Providers will work closely in partnership, delivering good quality services, efficiencies and streamlined contract monitoring processes.

The negotiations will lead to the partnership submitting a bid, tested by a robust assessment process, and ability for commissioners to help shape the final submission. If the final submission is not deemed to be satisfactory then the contract will not be awarded and alternative competitive options revisited.

The market testing and market development we have undertaken mitigates the risk of a legal challenge to a direct award. In the event of a challenge we will need to follow a competitive approach. The proposal to directly award the contract has been approved by the Commissioning and Procurement Group on 5<sup>th</sup> March 2018.

**Recommendation:**

That Cabinet approves the direct award of a contract for an integrated service for Vulnerable Parents with Young Children to the Elim and Places for People for three years with an option to extend the contract for two additional years from October 1st 2018.

**Corporate Strategy alignment:** Links to Empowering and Caring Theme - Work with partners to empower communities and individuals, increase independence and support those who need it. Give children the best possible start in life – and the key commitment to Reduce the overall level of homelessness and rough sleeping, with no-one needing to spend a ‘second night out’.

**City Benefits:** The EQIA for the Housing Strategy and the Preventing Homelessness Strategy provides a useful overview. This commissioning proposal is included in the Commissioning plan for Vulnerable Parents with Young Children which also has an EQIA linked to it (see Appendix E): In summary:

**General**

Current Equalities monitoring through the Housing Support Register is incomplete so the new equalities monitoring approach will be implemented with the new service. Providers will be required to complete an annual equalities impact assessment to improve practice and access to services.

We will monitor referrals that are refused on the basis of risk. This will enable us to identify and challenge refusals that may be connected with a protected characteristic, e.g. gender or disability (such as learning difficulty or mental health).

**Age**

There will be no specialist services for young parents age 16-24, as these will be replaced by services for vulnerable parents of all ages. This is mitigated by maintaining specialist staff to work with young parents, increasing provision elsewhere and ensuring one of the units is for young parents only.

Eligibility for new services will be determined by the level of need, not age, of the parent(s) meaning parents aged 25+ will be able to access higher support services in the future.



**Gender**

Only 11 out of 36 units in the current provision are able to take fathers/couples. This will be increased.

The following objectives in Bristol's Strategy for Children, Young People and Families are relevant to this key decision:

- Have the best possible start in life; protected from abuse, neglect or harm, at home, at school and in the community, with a secure and supportive network of family or carers and friends.
- Live in a nurturing home, in a family setting, with additional help or adaptations if needed, or, where necessary, in a suitable care setting.
- Live in safe and stable accommodation, free from financial exclusion and fear, indoors and out; giving the permanence and security upon which they can build.

**Consultation Details:** These plans were described in a draft commissioning plan which was consulted on in autumn 2017 (see Appendix B). In summary, areas raised specifically linked to the service were:

- **Integrated Service:** 9 of 11 responses (82%) agreed that we should commission an integrated service.
- **Changing the client group:** 10 respondents (77%) agreed with the proposal to change the client group from young parents aged 16-24, to vulnerable parents of all ages who have young children, however, there will be a specialism around working with young parents and separate accommodation
- **24/7 staffing:** 8 respondents (61%) thought that there is a need to have 24/7 staffing at some of the accommodation. Only 1 respondent (8%) disagreed, with 4 respondents (31%) saying that there is 'maybe' a need. There were mixed responses in consultation events.
- **Reduced funding:** The service providers felt that the budget reduction would make 24/7 staff cover untenable, this is no longer a requirement. Providers also requested that the savings are not made through floating support, however, there must be adequate support in the accommodation.
- **Whole service improvements for vulnerable parents with young children:** providers and social workers requested closer joint working and improved communication between teams which is being undertaken.

For more detail on how we have responded to the consultation, please see Appendix B.

<b>Revenue Cost</b>	<b>£1,840,000</b>	<b>Source of Revenue Funding</b>	<b>Costcode provided.</b>
<b>Capital Cost</b>	<b>n.a.</b>	<b>Source of Capital Funding</b>	<b>n.a.</b>
<b>One off cost</b> <input type="checkbox"/>	<b>Ongoing cost</b> <input type="checkbox"/>	<b>Saving Proposal</b> <input type="checkbox"/>	<b>Income generation proposal</b> <input type="checkbox"/>

**Required information to be completed by Financial/Legal/ICT/ HR partners:**

**1. Finance Advice:** The cost of the services proposed in this report with Elim and Places for People will be contained within the budget available of £1.84m. The approach taken to negotiate with existing providers Elim and Places for People where there is no alternative local capacity is a sensible route to ensure supply over the life of the contract period.

**Finance Business Partner:** Neil Sinclair 28/03/18

**2. Legal Advice:** This estimated value of this contract is above the EU threshold for services, which would ordinarily trigger the need to run a tendering process under the PCR 2015. There are however exceptions provided in Regulation 32. In addition the Councils own procurement rules would ordinarily require a tender process, however this can be waived where certain requirements are met. The Commissioning and Procurement Group has supported a waiver in this case accepting that there appeared to be no reasonable alternative. A degree of market testing has been conducted through the use of a prior information notice (publicised in the OJEU) to which there were no responses other than from current providers suggesting there are no reasonable alternative providers. Accordingly the risk of challenge is likely to be low and in any event the Council would seek to rely on Regulation 32 (absence of competition) to direct award this contract.

**Consultation:** The responses to the consultation must be taken into account in finalising the decision.

- Consultation should occur when proposals are at a formative stage;
- Consultations should give sufficient reasons for any proposal to permit intelligent consideration;
- Consultations should allow adequate time for consideration and response;

- The consultation meets the requirements set out in case law and good practice guidance.

There must be clear evidence that the decision maker has considered the consultation responses, or a summary of them, before taking its decision.

**Equalities:** The decision maker must comply with the Public Sector Equality duty to consider the need to promote equality for persons with “protected characteristics”: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation and have due regard to the need to i) eliminate discrimination, harassment, and victimisation; ii) advance equality of opportunity iii) foster good relations between persons who share a relevant protected characteristic and those who do not share it.

The Equalities impact assessment attached to the report and summarised in the report should be considered carefully by the decision maker as it will assist on meeting this duty.

**Legal Team Leader:** Eric Andrews 16/05/2018

**3. Implications on ICT:** n.a.

**ICT Team Leader** n.a.

**4. HR Advice:** n.a.

**HR Partner:** n.a.

<b>EDM Sign-off</b>	Pam Wharfe	<b>4th April 2018</b>
<b>Cabinet Member sign-off</b>	Councillor Paul Smith	<b>16<sup>th</sup> April 2018</b>
<b>CLB Sign-off</b>	Jacqui Jenson	<b>17<sup>th</sup> April 2018</b>
<b>For Key Decisions - Mayor's Office sign-off</b>	Mayor's Office	<b>30<sup>th</sup> April 2018</b>

<b>Appendix A – Further essential background / detail on the proposal</b>	<b>NO</b>
<b>Appendix B – Details of consultation carried out - internal and external 'You said we did' document attached.</b>	<b>YES</b>
<b>Appendix C – Summary of any engagement with scrutiny</b>	<b>NO</b>
<b>Appendix D – Risk assessment</b>	<b>YES</b>
<b>Appendix E – Equalities screening / impact assessment of proposal</b>	<b>YES</b>
<b>Appendix F – Eco-impact screening/ impact assessment of proposal - No major changes are anticipated to the number of service users, building locations or travel patterns as a result of these proposals. No significant changes in environmental impact are likely to arise.</b>	<b>NO</b>
<b>Appendix G – Financial Advice</b>	<b>NO</b>
<b>Appendix H – Legal Advice</b>	<b>NO</b>
<b>Appendix I – Combined Background papers: Vulnerable Adults with Young Children Commissioning Plan</b>	<b>YES</b>
<b>Appendix J – Exempt Information</b>	<b>NO</b>
<b>Appendix K – HR advice</b>	<b>NO</b>
<b>Appendix L – ICT</b>	<b>NO</b>



# **Commissioning Services for Vulnerable Parents with Young Children – Homelessness Prevention services**

**You Said, We Did – Consultation Response**

**January 2018**

Between 11<sup>th</sup> October and 6<sup>th</sup> December 2017, Bristol City Council consulted on its plans for Commissioning Services for Vulnerable Parents with Young Children.

The draft plan 'Commissioning Services for Vulnerable Parents with Young Children' set out proposals for commissioning a set of related services for parents with babies and young children. These services are:

**Parent and child assessment placements** – These are short-term placements, usually of about 12 weeks, for families where there are concerns about the parents' ability to safely parent their child(ren). Placements are often ordered by the court in child protection court proceedings to inform the court about whether or not the child(ren) should continue to live with their parent(s). These placements are either in residential centres or with foster carers.

**Homelessness prevention services** – These services are for vulnerable parents with babies and young children who are at risk of homelessness. They include floating support and short-term supported accommodation.

This "You said, We did" relates to the **Homelessness prevention services** proposals

During the 12 week consultation we held 1 event attended by service providers.

We gathered responses through an online survey, which could be completed anonymously if preferred.

This document describes the comments made during consultation and what has been done. Where a recommendation has changed as a result of feedback, this will be incorporated in the final commissioning plan. Where feedback has resulted in no changes, the reasons are described below.

#### **Homelessness prevention services – summary of proposals:**

We propose to have one contract to provide an integrated supported accommodation and floating support service for vulnerable parents with young children aged up to two years (with some flexibility around this upper age for part VII families). The service will be for parents of any age. The contract will be to provide:

- Support at the 36 units of accommodation used for the current specialist young parents homelessness prevention service. We will require a higher level of support at 15 units of accommodation, potentially with a 24 hour seven day a week staff presence. (We will be seeking views on the need for a 24 hour staff presence during the consultation.)
- Floating support that is linked to the supported accommodation units. This will be support to prevent homelessness, help vulnerable families settle into accommodation and link into support networks in their local community and will provide additional 'bolt-on' support to vulnerable families in lower support accommodation where needed.

We are proposing that the current level of funding for the floating support element of the integrated service be reduced to allow for additional funding to be provided to increase supported housing in the city for homeless families This aligns with the aims of the linked commissioning plan -

‘Preventing Homelessness Accommodation Pathways – families and adults (22+)’ - to increase the overall level of supported family accommodation in order to reduce the level of expenditure of more expensive spot purchased emergency temporary accommodation.<sup>1</sup>

The proposed service will be for vulnerable parents (of any age) with babies (up to the age of 2 years with some flexibility around the upper age limit for Part VII families) who are homeless or at risk of homelessness, as well as providing move-on accommodation and/or support to families moving on from parent and child assessment placements. In relation to the latter families, the support the service provides will be informed by any recommendations from the assessment placement and work in partnership with the family’s social worker and other practitioners working with the family.

The maximum budget envelope for the new integrated service will be £368,000 but we may seek to reduce this.

### **Procurement proposal**

We propose to commission the integrated homelessness prevention service for vulnerable parents by negotiating with the current provider of the specialist young parents homelessness prevention service (BYPA). We are doing this as we think that there is a limited market of organisations that can bring suitable accommodation and skills to provide what we seek to procure.

In order to test this assumption, during the consultation for this commissioning plan we are seeking responses from organisations who are able and interested in providing 36 units of suitable accommodation, and who have the knowledge and skills to provide a medium/high support service to vulnerable families with young children. The accommodation will need to be suitable for the client group and provide a geographical spread across Bristol, with units in different areas of the city. We will also be issuing a PIN (Prior Information Notice) to determine if there are other providers with suitable accommodation and the ability to provide a quality support service to the client group.

If there is clear evidence that there is a wider market able to provide suitable accommodation and support, then we will pursue a competitive tender for these services.

The contract will be for five years with the option to extend for up to a further two periods of one year each.

**Do you agree that we should commission an integrated accommodation and floating support service for this client group (rather than separate accommodation and floating support services)?**

<b>You said</b>	<b>We did</b>
<p>9 of 11 responses (82%) agreed that we should commission an integrated service. 2 people disagreed and 2 did not respond.</p> <p>Generally respondents felt that having an integrated support service would lead to a more efficient and joined up approach to supporting families. There was also support for the current</p>	<p>Agreed. This will be reflected in the final commissioning plan.</p>

<sup>1</sup> [https://www.bristol.gov.uk/en\\_US/housing/commissioning-homelessness-prevention-services](https://www.bristol.gov.uk/en_US/housing/commissioning-homelessness-prevention-services)

service which is an integrated service. The only concern was around a possible conflict of interest, although this was not described in detail.	
Responses from consultation event – generally positive but included:	
Should have higher support accommodation and then move people into lower support in a ‘pathway’.	This is something we will look into to see whether the accommodation sites have the capacity for this to be achieved.
Restricts the market.	Noted but as market is limited anyway in terms of providers with specialist skills – we do not feel this outweighs the positives.

**Do you agree with the proposal to change the client group from young parents aged 16-24, to vulnerable parents of all ages who have young children?**

<b>You said</b>	<b>We did</b>
<p>On the online questionnaire, 10 respondents (77%) agreed with this proposal against 3 who disagreed. Respondents largely felt that access to the specialist service should be based on presenting need rather than on age.</p> <p>Objections to the proposal, including one emailed response, were around three key areas:</p> <ul style="list-style-type: none"> <li>The issues faced by young parents are distinctive and not the same as those faced by older parents, as described in the LGA report <i>A framework for supporting teenage mothers and young fathers</i>. This report recommends that there should be ‘specialist staff with skills to tailor behaviour change interventions to support young people’.</li> <li>The disproportionate effect on young parents (including care leavers) because increasing the age range without increasing the number of units effectively restricts young parents’ access to the service.</li> </ul> <p>And.....</p> <ul style="list-style-type: none"> <li>It fails to take into account the specific needs of younger parents. BCC have acknowledged the importance of specialist services for younger people elsewhere in their preventing</li> </ul>	<p>The phrase in the LGA report suggests having “Staff with skills to tailor behavioural change interventions to support young parents”. We believe that this will be possible within the proposal either as a requirement across the service and accommodation sites or for some of the staff and accommodation sites. The service will also link into specialist young peoples’ staff in health services.</p> <p>There has been a marked decrease in teenage pregnancies in the city, reflecting the national trend. We acknowledge there is a need for continued provision for this age group within the proposed service.</p> <p>We acknowledge that this is reducing the number of units for young parents within this project but by also making the resource available to older vulnerable parents who may be disabled we feel it is also being opened up to a</p>

<p>homelessness commissioning. In the commissioning of homelessness pathways, BCC have placed an exceedingly high value on the recognition of protected characteristics of the eligible client group. Why should these considerations not apply to young parents? Have BCC consulted or assessed their specific needs in relation to this matter?</p> <ul style="list-style-type: none"> <li>Mixing young parents who may be vulnerable as a result of age and lack of support with older parents whose needs may be more complex could be problematic.</li> </ul> <p>And...</p> <ul style="list-style-type: none"> <li>Since its inception BYPA has consistently delivered a high performing service. This is in part because it is a service tailored to the specific needs of the client group with which we are working. Working with adolescents (typically &lt;25 yrs) involves using different challenges and interventions. The circumstances surrounding a pregnancy for our current client group and an older cohort are likely to be very different.</li> </ul> <p>Additionally:          “We have to consider our corporate parenting role as Children in Care are 3 times as likely to be a parent before they are 18 and 50% of young women leaving care are pregnant within 18-24 months<sup>2</sup>.” – Councillor</p>	<p>client group with a different protected characteristic. We must also acknowledge the reduction in the BCC budget and the proposal will also help to achieve this reduction by accommodating families sooner rather than keeping them in expensive Parent and Child Assessment placements.</p> <p>We acknowledge that this is a potential issue but will seek to mitigate this through ensuring that within the various accommodation sites there is specific provision for young vulnerable parents and specific provision for older vulnerable parents whose needs may be more complex and problematic.</p> <p>We acknowledge our corporate parenting role and are seeking to continue to provide accommodation to young women who become pregnant shortly after leaving care.</p> <p><b>Summary:</b>          Agreed, the proposal will be amended to reflect that we will be mindful of competing demands, the need to have staff with skills to work with young parents and our corporate parenting role. We also recognise the need to have separate provision within the different sites for vulnerable young parents and older vulnerable parents whose needs may be more complex and</p>
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<sup>2</sup> ‘A framework for supporting teenage mothers and young fathers’ Public Health England & LGA

	problematic.
<p>Additional feedback from the current provider not addressed above:          `We cannot support this proposal as it stands for the following reasons:</p> <ul style="list-style-type: none"> <li>Both Places for People and Elim provide accommodation-based services to families outside of this commissioning plan and in the clients we are working with and those on the waiting list, we are still seeing demand exceed supply for the 16-25 client group.</li> </ul> <p>This point was also put forward in the consultation event</p>	<p>We acknowledge that demand exceeds supply, this is the case for all client groups that we are commissioning supported housing services for as we are facing an unprecedented increase in homelessness in the city. We have however increased provision for young parents with in the Young people’s accommodation pathway in response to this.</p>
Responses from consultation event:	
<p>Some older people can have a beneficial effect when in the same accommodation with young parents, although older people with entrenched behaviour can have a detrimental impact on young parents</p>	<p>Agreed, we acknowledge the potential benefits and that this is a potential issue but will seek to mitigate this through ensuring that within the various accommodation sites there is specific provision for young vulnerable parents and specific provision for older vulnerable parents whose needs may be more complex and problematic</p>
<p>Support needs depend on the individual rather than age, however, under 25’s have support needs around relationships, budgeting and mental health</p>	<p>We will be seeking to ensure that this accommodation is used for vulnerable parents with support needs of all ages</p>
<p>Robust risk assessments need to be in place to avoid potential impact on young parents of wider client group</p>	<p>Agreed</p>
<p>This change would further reduce support services for young parents ( eg closure of Meriton)</p>	<p>We will be seeking to ensure that within the various accommodation sites there is specific provision for young vulnerable parents.</p>

**Do you think that there is a need to have a 24/7 staff presence at some of the accommodation units?**

<b>You said</b>	<b>We did</b>
<p>8 respondents (61%) thought that there is a need to have 24/7 staffing at some of the accommodation. Only 1 respondent (8%) disagreed, with 4 respondents (31%) saying that</p>	



<p>there is 'maybe' a need. There was very little agreement on the numbers of families who would need 24/7 supported accommodation, with numbers fairly evenly spread over all the options from 1-2 to 15+ at any one time.</p>	
<p>Responses from consultation event:</p>	
<ul style="list-style-type: none"> <li>• 24/7 staffing could be achieved by CCTV</li> <li>• Could look at a system supported by our current out of hours arrangements</li> <li>• Could have long day hours but no sleep in</li> <li>• Yes, based on current provision for young people at Priory Court</li> <li>• Needed as a point of contact in emergency (often incidents with fathers causing disruption or trying to get in) as may mums are placed there if the baby is on the child protection register and there is a need to be away from the father of the child</li> <li>• Wider benefit in that Lanercost and Wigton can access the 24 hour support if they lose their keys to be given the door code or can receive advice over the phone if needed.</li> <li>• Sleep in is sufficient, no need for waking care (there can be a tendency to over-compensate and smother some young parents who have come through the care system and exacerbate the need for dependency rather than promoting independence.</li> <li>• Links to P&amp;C assessments</li> <li>• Is there a need for more supported accommodation in the city if demand exceeds supply?</li> <li>• Cost – concern moving forward that 24/7 will take up a larger chunk of the funding.</li> </ul>	<p><b>Summary:</b> There is a mixed response to this from both the online consultation and from the consultation event with regard to 24 hour cover. Further follow up with social workers has not come back with support for the need to have 24 hour cover. As it is proposed to have a higher support scheme within the overall service, it does make sense to have longer staff hours extending into the evening. In the absence of a strong response justifying a 24 hour staffing need, we are proposing to utilise CCTV cameras, and to have an out of hours response where there is an incident and to adopt a similar response to Lanercost and Wigton where a client loses their keys.</p>

**Finance**

You said	We did
<p>There is a significant reduction in the budget available for these services and the draft plan indicates that the funding available may reduce further from the mooted £368k. We believe that any reduction in funding fails to recognise the following:</p> <ul style="list-style-type: none"> <li>• Increased costs in delivery of the service.</li> </ul>	

<p>In particular the costs of providing 24/7 cover at one site have been significantly impacted by changes to the minimum wage and new case law in relation to working time directives.</p> <ul style="list-style-type: none"> <li>The preventative nature of the service. We have consistently tried to demonstrate that improved access to the waiting list for accommodation based services would enable us to support a greater number of people in their current accommodation, reducing costs to BCC elsewhere. We have not been given the opportunity to demonstrate this.</li> </ul> <p>The plan also specifies that the reduction in funding should come from the floating support arm of the service. We believe that an outcomes focussed approach to finance would be more effective. Allow the providers to determine how best to allocate resources in order to achieve the targets specified in the contract.</p>	<p>We are proposing to remove the requirement for 24 hour staffing (see above).</p> <p>This has now been actioned so that support and homelessness prevention work can now be done on the people on the waiting list for the accommodation service.</p> <p>The preventing homelessness commissioning is an outcome based approach however we have acknowledged that we need the accommodation with support so we must prioritise funding for adequate support linked to the accommodation.</p>
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### Service Improvements (related to Preventing Homelessness services)

You said	We did
<p><i>“Accessible Roof Over my Head courses that offer crèche facilities as many clients have nobody to ask to care for their children while attending these well evaluated courses.” – Senior Nurse</i></p>	<p>All Roof Over My Head courses have crèche facilities other than courses that are provided specifically for single homeless people.</p>
<p><i>“A more effective response to the homelessness issue would be to improve the initial assessment process and the knowledge of the different sorts of provision amongst Housing staff, providing training for housing providers on vulnerabilities and safeguarding risks for young parents and their children, and reviewing the Home Choice process to enable them to move on faster to free up spaces for those on the waiting list.” - Councillor</i></p>	<p>We have recently commissioned the Youth Maps service for young people that opened in October 2017. The Preventing Homelessness Team has been restructured to respond to the requirements of the Homelessness Reduction Act. We are also putting in an additional resource to ensure that households support needs are matched to the right type of supported accommodation for their needs and are focussing on faster move-on through the homelessness accommodation pathways.</p>
<p><b>g. How can we make the proposed service improvements effective?</b></p> <ul style="list-style-type: none"> <li>Covering voids would really help. Would enable planning.</li> </ul>	<ul style="list-style-type: none"> <li>Unfortunately there is no additional budget to cover rents to cover the void period to match a move-on client to a vacancy.</li> </ul>

<ul style="list-style-type: none"> <li>• Better liaison between services</li> <li>• Involve support providers in the assessment process</li> <li>• Improve info/better understanding of what the supported Housing offer is and training for children’s services on how to refer onto the HSR</li> <li>• Quality of the info shared is important to improve the support offer at an early stage – tighten up existing processes and make sure they work (particularly with floating support there to do this)</li> </ul> <p><b>h. What other improvements should be made to improve the whole system for vulnerable parents with young children to achieve the commissioning objectives?</b></p> <ul style="list-style-type: none"> <li>• Have a clear framework / pathway for vulnerable parents. Every social worker is likely to be doing these placements for the first time. They need to know what they should consider, who they should talk to, etc. Could build consideration of HSR referral into LCS as part of process mapping</li> <li>• Create a plan right at the beginning of an assessment placement (e.g. if the family has no accommodation to move on to, this is what will need to happen)</li> <li>• BYPA to have more control or influence over their waiting list. We could then decide who would be best placed where. It would enable us to plan.</li> </ul> <ul style="list-style-type: none"> <li>• Referral early is good to provide a reality check on the availability of social accom – need to do this early</li> <li>• Youth Maps not seeing parents aged 18 plus</li> </ul> <ul style="list-style-type: none"> <li>• Gap – young parents aged 16-25 have specific support needs and there is a need for a specialist service.</li> <li>• Need clarity on the message for under 25’s e.g. differences in benefits etc and links to specialist services for young parents.</li> </ul>	<ul style="list-style-type: none"> <li>• Work on this is underway following a workshop</li> <li>• This has been agreed as above</li> </ul> <ul style="list-style-type: none"> <li>• This will be made clear in the specification and through providers</li> <li>• As above, work on this is underway following a workshop</li> </ul> <p>We anticipate this will come out of the improved assessment and support working arising from the workshop</p> <p>As above. We also plan to ensure that leaflet/information about the HSR process is made available and promoted through the social workers practitioner forums</p> <p>There needs to be an overview of demand for both young parents with support needs and older parents with support needs held within the BCC accommodation team. Information on demand will be shared.</p> <p>Agreed, this will be an expectation in the specification</p> <p>Parents aged 18 plus are seen by BCC’s Preventing Homelessness service. The effectiveness of this will be reviewed</p> <p>We believe that this has been achieved through the commissioning of Youth Maps</p>
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# VP&C Risk Register

## Negative Risks that offer a threat to VP&C contract and its Aims (Aim - Reduce Level of Risk)

Ref	Risk Description	Key Causes	Key Consequence	Status Open / Closed	Strategic Theme	Risk Category	Risk Owner	Key Mitigations	Direction of travel	Current Risk Level			Monetary Impact of Risk £k	Risk Tolerance			
										Likelihood	Impact	Risk Rating		Likelihood	Impact	Risk Rating	Date
1	Challenge from another provider over direct award to current providers	New provider to the market who has suitable accommodation and skills to provide integrated service	Will need to go out to tender, potential costs awarded against BCC and disruption to service provision.	Open		financial loss	C Brogan	Advertised during the 12 week consultation and through a PIN notice	New	1	4	4	Unknown	1	4	4	Nov-17
2	High support accommodation lease coming to an end.	Orbit HA looking to lease or sell.	Property maybe lost to the contract	Open		Service provision	C Brogan	BCC have met with Orbit HA. Current leaseholder has funding to purchase property.	New	3	4	12	Unknown	2	4	8	Nov-17
3	Demand far exceeds supply for accommodation and cost implications for Housing Options.	Increasing Homelessness, increase in Parent & Child Assessments	Need to revert to block and SPOT purchased accommodation	Open		Service provision	C Brogan	Seeking to increase Temporary Supported accommodation available for families	New	2	4	8	Unknown	1	2	2	Nov-17
4	Reduced focus on young parents leading to lack of expertise and/or lack of available accommodation for young parents	Change of use to cover vulnerable parents of all ages.	Reduced specialism for young parents support.	Closed		Service provision	C Brogan	Proposal seeking to make direct award to current providers to enable continuation of specialist support. There are an additional 28 units of young people specialist supported accommodation that can now be used for young parents – so there is an overall increase in the number of YP specialist units that parents can access.	Old	2	3	6	Unknown	0	0	0	Nov-17

## Appendix E

### Bristol City Council Equality Impact Assessment Form

v. 28.03.18



Name of proposal	Commissioning services for vulnerable parents with young children
Directorate and Service Area	Children's services, Care and Safeguarding
Name of Lead Officer	Tom Rhodes

#### Step 1: What is the proposal?

We have consulted on proposals for commissioning services for vulnerable parents with young children. These services include:

**Parent and child assessment placements** – These are short-term placements, usually of about 12 weeks, for families where there are concerns about the parents' ability to safely parent their child(ren). Placements are often ordered by the court in child protection court proceedings to inform the court about whether or not the child(ren) should continue to live with their parent(s). These placements are either in residential centres or with foster carers.

**Homelessness prevention services** – These services are for vulnerable parents with babies and young children who are at risk of homelessness. They include floating support and short-term supported accommodation.

#### Proposals for parent and child assessment placements

**Residential assessments** – we propose to:

1. Establish an open framework for residential parenting assessments. Providers of residential assessment centres will need to meet quality criteria to apply to get onto this framework. Because there is no obligation on the council to make purchases from the framework, and the terms will be sufficiently flexible to allow for changes, the framework will be open ended, with no fixed end date.
2. Work in partnership with an external provider to develop a new 5/6 unit residential assessment centre in Bristol.

Having an assessment centre in Bristol, so that parents are able to maintain relationships with existing support networks throughout the assessment process, was supported by several of the respondents during the consultation.

**Foster placements** – We propose to establish a council-run parent and child assessment foster scheme managed within the council's existing foster agency. If additional parent and child assessment placements are required, we will purchase these from suitable providers on the existing sub-regional IFA framework with the assessment being completed by a Bristol City Council social worker.

All of the responses to the consultation were positive about the proposal to establish a council-run parent and child assessment foster scheme. Identified potential benefits included:

- Ensuring that the foster carers were sufficiently skilled to provide this kind of service.
- An anticipated saving on using external agencies or residential placements.
- Better quality assessments if the views of the foster carers are properly considered.
- The potential for regular experienced psychological input.
- The potential to create smoother exit plans for families once the assessment is complete.

Potential downsides or risks of a council-run specialist scheme included:

- Perceived vulnerability to further cuts.
- The risk that a court may not view an assessment done by the council as sufficiently independent.
- Difficulty in recruiting foster carers with the right skills.

### **Proposals for homelessness prevention services**

We propose to have one contract to provide an integrated supported accommodation and floating support service for vulnerable parents with young children aged up to two years (with some flexibility around this upper age, where necessary). The service will be for parents of any age. Generally respondents to the consultation felt that having an integrated support service would lead to a more efficient and joined up approach to supporting families. Furthermore, respondents largely felt that access to the specialist service should be based on presenting need rather than on age, with 77% agreeing with the proposal to change the client group from young parents aged 16-24 to vulnerable parents of all ages who have young children. The number of consultation responses was relatively low with only 13 online respondents.

The contract will be to provide:

- Support at the 36 units of accommodation used for the specialist parents homelessness prevention service. We will require a higher support at 15 units of accommodation, but not with a 24 hour staff presence. 92% of respondents from the consultation thought there was a need or maybe a need for 24 hour staff presence at some of the units. We followed up with social workers on this but there was no clear preference expressed for 24 hour sleep in support. We therefore propose there to be utilisation of CCTV cameras and parents will have access to 24 hour support via telephone. One of the three locations will specialise in supporting young parents, but this will not be a rigid division as there will be a need to balance demand.
- Floating support service that is linked to the supported accommodation units to prevent homelessness in parents, help vulnerable families settle into accommodation and link into support networks in their local community and will provide additional 'bolt-on' support to vulnerable families in lower support accommodation where needed.

We are proposing that the current level of funding for the floating support element of the integrated service will reduce to allow for additional funding to be provided for additional supported housing in the city for families. The maximum budget envelope for the new integrated service will be £368,000.

### **Step 2: What information do we have?**

See the needs analysis for more information.

## Parent and child assessments

Over the past three years, the council has placed about 33 families per year in an assessment placement and we do not anticipate an increase in the number of placements needed.

### Couples with child assessments (2017/18)

- 29% (2) of residential assessment placements (not substance misuse/rehab) were occupied by couples (mother and father). There were no assessment placements occupied by fathers alone.
- 13% (2) of all foster placements where parenting assessments were being completed were occupied by couples (mother and father).
- No couples/fathers were assessed in substance misuse/rehab residential settings.

### Age of parents

During 2017-18 the age range of all parents ranged from 17 to 46. For residential assessments placements (not substance misuse/rehab) the age ranged from 18-40 and for foster placements was 17-34. There were more young parents (81% aged <=25 years) in foster placements than in residential assessment placements not substance misuse/rehab (57% aged <=25 years). The overall average age for parents in foster placements was 23 compared to 31 in all residential assessment placements.

The table below shows that since 2011 there has been an increase in the average age as well as in the age range of parents in BCC assessment placements.

### *Average age and age range comparison 2011-2018*

	2011-12	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18
Age range	15-22yrs	15-22	15-22yrs	18-35yrs	16-41yrs	15-33yrs	17-46yrs
Average age	17	17	18	25	27	24	26

### *Age of parents in residential and foster placements undergoing a parenting assessment 2015-2017*

Age	Residential			Foster			All couples	Parent in more than one placement (Resi + Foster)
	Mother	Couples	Father	Mother	Couples	Father		
15-19	4	2	0	6	1	0	3	1
20-24	8	1	0	8	1	1	2	2
25-29	4	2	0	10	1	1	4	1
30-34	9	3	0	3	0	0	3	0
35-41	4	1	0	2	0	0	1	2
Total	29	9	0	29	3	2	13	6

### Age and sex of child

In 2017-18 the age range of children in BCC placements was from unborn to 4 years at the point of the first placement. The average age of a baby in placement with parent was 4 months old. There were more boys in placements (62%) than girls (38%)<sup>1</sup>.

### Ethnicity

Recording of ethnicity for baby/child was typically good, whilst recording of ethnicity for parents was poor, particularly for fathers.

#### *Ethnicity of children in P&C assessment placements*

<b>Ethnicity of Child</b>	<b>Number of placements</b>	<b>% of placements</b>	<b>% for Bristol Population<sup>2</sup></b>	<b>'Non-White British' Bristol Population*</b>
African	1	2%	2.8%	17%
Black Somali	1	2%		
White and Black African	3	5%	1%	
White and Black Caribbean	6	10%	1%	
Any other Black African	1	2%	1%	
White and Asian	1	2%	1%	
Chinese	1	2%	1%	
Any other Ethnic group	1	2%	1%	
Any other White background	1	2%	6%	
White British	37	64%	83%	
not recorded	1	2%		

The table above shows that 'White and Black African' & 'White and Black Caribbean' babies are over-represented in comparison to overall ethnicity demographics for Bristol.

'White British' and 'Any other White background' (European) are under-represented in comparison to overall ethnicity demographics for Bristol.

Overall, 'Non-White British' representation in these services closely matches Bristol demographics with the exception of the following under-represented ethnicities: White Irish, Indian, Bangladeshi, Pakistani.

### Needs of parents

Analysis of Bristol cases (2015-17) indicates the following range of needs of parents in assessment placements:

- Domestic violence or abuse as a current or historical concern (64%)
- Substance abuse (39%)
- Previously had a child removed (33%)
- Mental health issue (32%)
- Learning difficulty (21%)
- Care leaver (21%)
- Alcohol abuse (18%)
- Lack of engagement with professionals (11%)
- Received or offered help with anger management (10%)
- Homelessness (10%).
- Parent at risk of sexual exploitation (5%)

<sup>1</sup> BCC Placement Tracker 2017-2018

<sup>2</sup> Source: ONS 2011



## Homelessness prevention

### Age of homeless young parents

The age of parents entering the integrated city-wide homelessness prevention for young parents service has increased over the life of the current contract. Currently, only 1 person on the waiting list is under 18 years of age, with 57% aged 21 years or over. Furthermore, the rate of teenage pregnancies in the city has dropped during this period. The table below show the distribution of homeless young parents (aged 16-24) in 2016/17 by age.

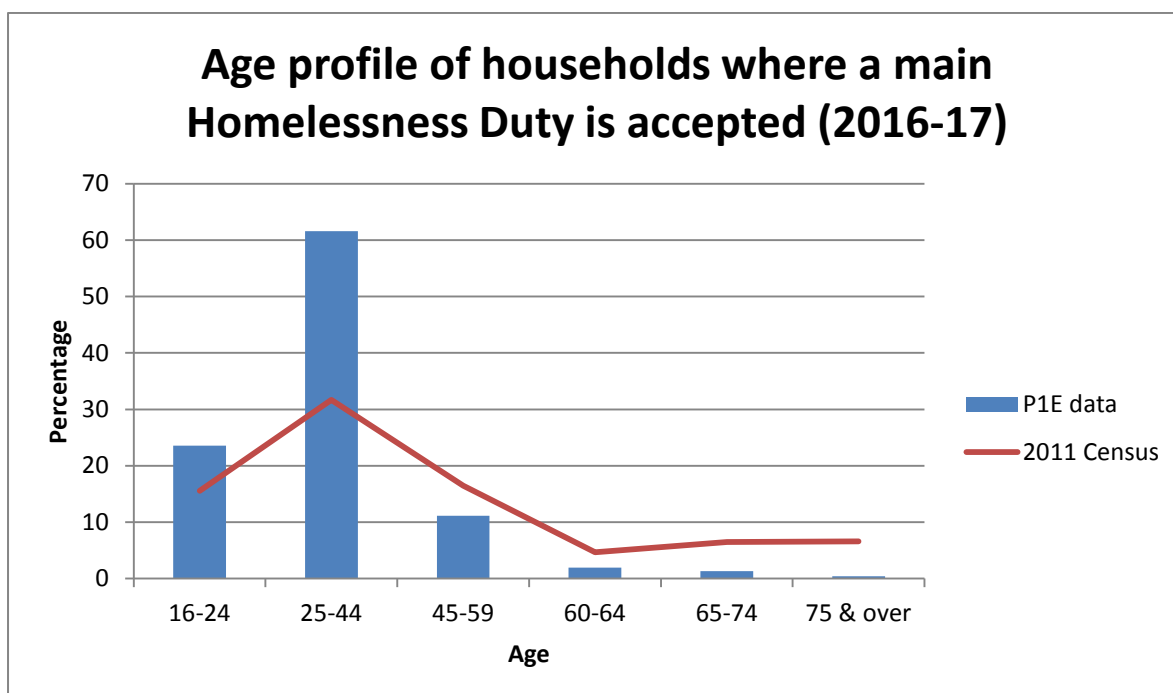
Age	16	17	18	19	20	21	22	23	24	Total
No.	3	9	16	28	27	28	33	38	49	231

We are however aware that younger parents have specific needs and will incorporate good practice into the new service for younger parents as recommended in 'A Framework for supporting teenage mothers and young fathers' Public Health England (2016), including:

- Arrangements for early assessment.
- A range of models of provision for different needs.
- Balancing relationships and safeguarding.
- Preparing young parents to progress to own tenancies.
- Partnership working.

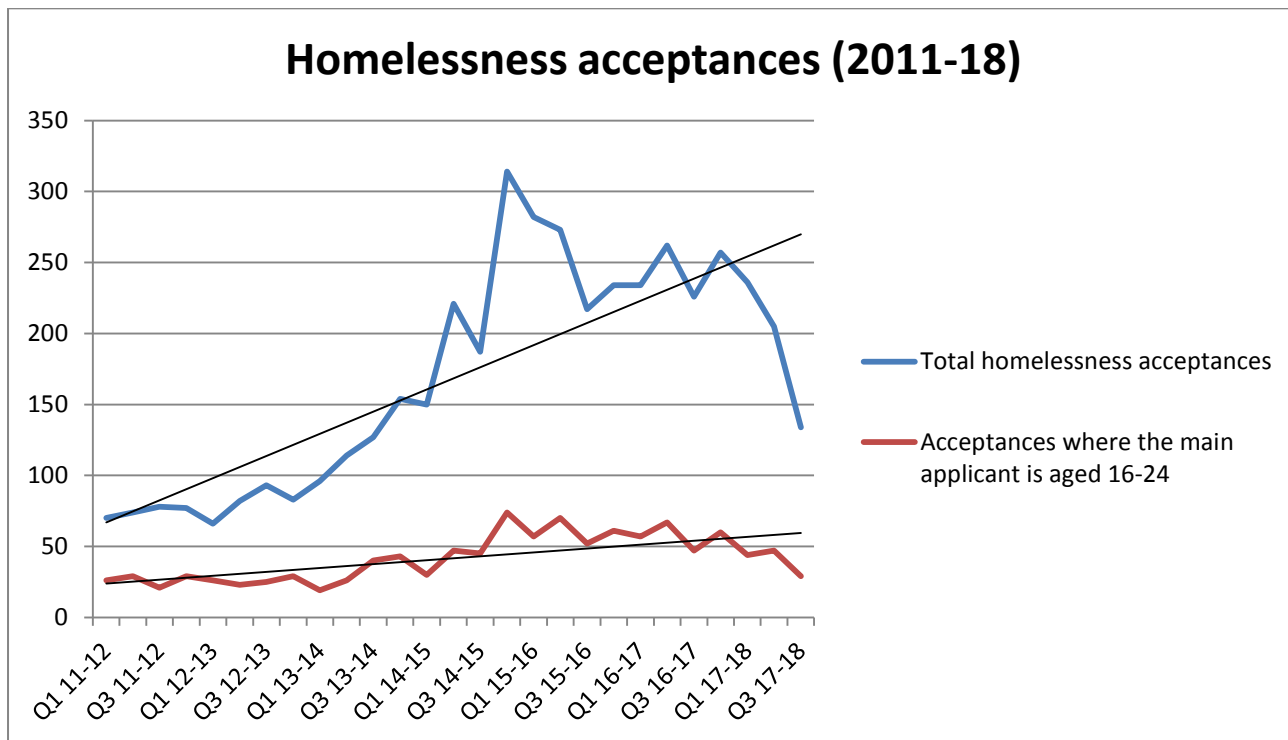
### Age – all Bristol homeless households

The age profile of households where a main Homelessness Duty is accepted has a much younger profile than the general Bristol population profile from the 2011 census. This broadly reflects the majority of households that present are families who are struggling to maintain or afford private sector accommodation in the city. However the main age group is still in the early twenties rather than teenagers.

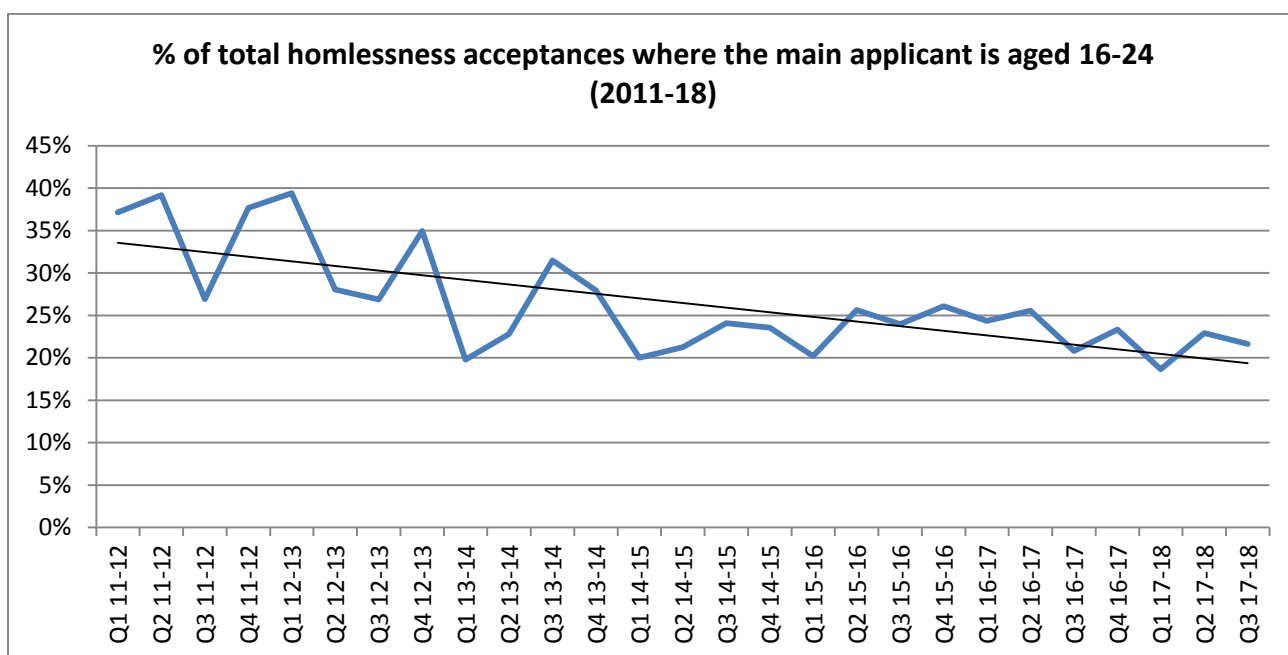


NB. P1E data is the statutory data returned by local authorities on their responsibilities under homelessness legislation.

Whilst the demand is changing as family homelessness is rapidly increasing, homelessness amongst young families is not increasing at the same rate, as demonstrated in the graph below detailing Homelessness (Part VII) acceptances in Bristol from 2011-2018.

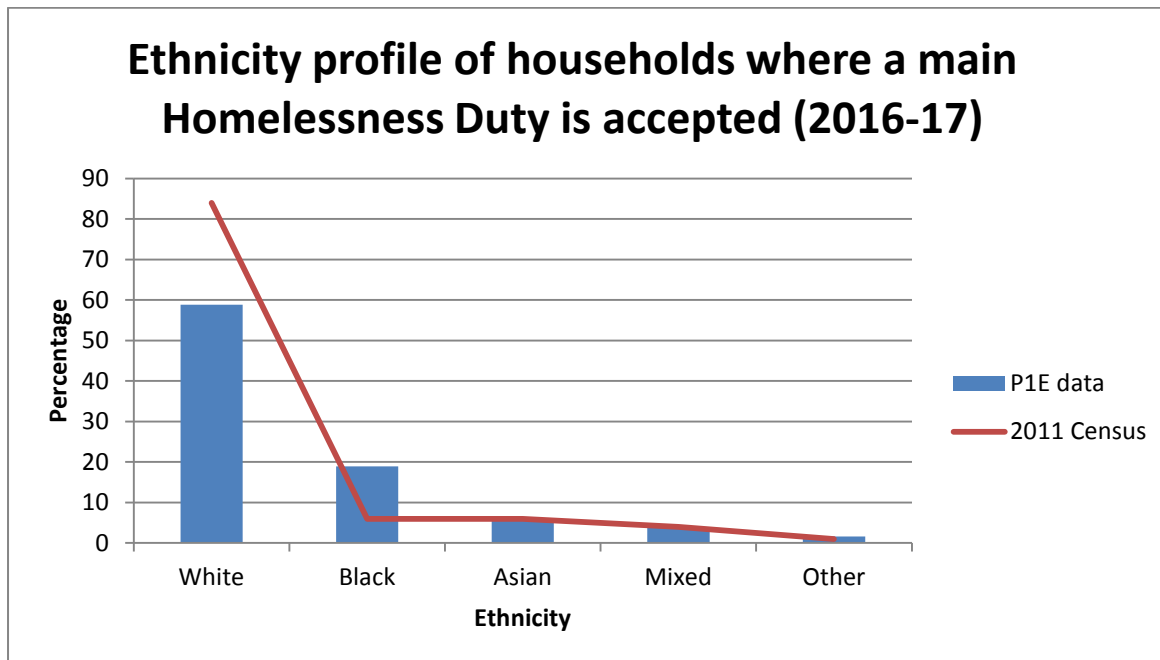


And is decreasing as a percentage of total homelessness, as demonstrated in the graph below.



### Ethnicity – all Bristol homeless households

The Black or minority ethnic group population of Bristol has increased from 8.2% of all people in 2001 to 16% in 2011. If the White groups with the exception of ‘White British’ are also included, then the non-‘White British’ population has increased from 12% of all people in 2001 to 22% in 2011. When compared with P1E ethnicity data for 2016-17, there are a far greater number of Black households who have a Part VII homelessness duty accepted in the city than is reflected in the general population.



### Gender – all Bristol homeless households

From the limited information on gender provided through the P1E statistical return for 2016-17 it is evident that aside from couples the majority of lone parent households are female.

Couple with dependent children*	Lone parent household with dependent children		One person household		All other household groups	Total
	Male Applicant	Female Applicant*	Male Applicant	Female Applicant		
245	33	481	115	78	27	979
25%	3%	49%	12%	8%	3%	100%

### Equalities data from current services

The table below represents equalities data submitted by BYPA for the first three quarters of 2017-18.

Characteristic of person accessing BYPA	Bristol population	BYPA
Male	50%	19%

Female	50%	81%
Transgender	<1%	0%
Lesbian or gay or Bisexual	7%	6%
Disabled	17%	62%
Total BME	16%	19%
Total White	84%	81%
Prefer not to say/did not respond	-	-
No religion	37%	56%
Christian	47%	19%
Buddhist	1%	0%
Hindu	1%	0%
Jewish	<1%	0%
Muslim	5%	13%
Sikh	1%	0%
Any other religion or belief	1%	0%
Prefer not to say/did not respond	-	10%
25 and under	16%	97%
26-59	54%	3%
60+	13%	0%
Prefer not to say/did not respond	-	-

The information submitted gives us the following equality information relating to the families and young parents placed in the services:

- There are more female service users (as head of the household) within these services (particularly in the BYPA service) as expected.
- There are higher levels of disability recorded for people in BYPA (predominantly mental and emotional distress 74%).
- There are higher levels of BME households in the family hostels than in the general Bristol population (reflecting the P1E equalities data).
- There are lower levels of Christian households in BYPA and higher levels of Muslim households and those indicating no religion.
- Age profiles appear to reflect the client groups that would be using these services.

#### Support needs of families housed in homelessness prevention supported accommodation

The table below represents equalities data submitted by BYPA for the first three quarters of 2017-18.

<b>Needs and engagement of the client/household</b>	<b>No.</b>	<b>%</b>
Number of current residents with mental ill health needs	84	<b>23.86%</b>
Number of current residents engaging with mental health services	43	<b>12.22%</b>
Number of current residents with drug/alcohol needs	15	<b>4.26%</b>
Number of current residents engaging with drug and alcohol services	5	<b>1.42%</b>
Number of current residents with support needs relating to domestic violence, sexual violence, child sexual exploitation or trafficking and forced marriage	67	<b>19.03%</b>

<b>Needs and engagement of the client/household</b>	<b>No.</b>	<b>%</b>
Number of current residents engaging with domestic violence, sexual violence, child sexual exploitation or trafficking and forced marriage services	21	<b>5.97%</b>
Number of current residents who have been involved in sex work	0	<b>0%</b>
Number of current residents who are engaged with sex work services	0	<b>0%</b>
Number of current residents struggling with debt	73	<b>20.74%</b>
Number of current residents engaging with debt advice/financial management/repayment plans etc.	50	<b>14.20%</b>
Number of current residents volunteering	4	<b>1.14%</b>
Number of current residents in employment	37	<b>10.51%</b>
Number of current residents in education	15	<b>4.26%</b>
Number of current residents in training	4	<b>1.14%</b>
Number of households engaged with the local children's centre.	112	<b>31.82%</b>
Number of households with child/children on the risk register	33	<b>9.38%</b>

Less than half of residents with mental ill health, drug/alcohol needs or who have experienced domestic violence or abuse were engaging with the relevant services.

### Step 3: Who might the proposal impact?

All equality groups

<b>Potential adverse impact</b>	<b>Mitigation / justification</b>
<b>Parent and child assessments (foster)</b> – We intend to increase our use of foster placements using a new in-house service. It is possible that foster carers may wish to refuse to house parents because of a particular protected characteristic (e.g. an LGB couple, a Muslim, a male parent)	Recruitment to clarify requirements to take parents regardless of protected characteristics. Training on equalities and inclusion. Monitor protected characteristics of parents/families placed in both foster and residential to see if there is a difference.
<b>Residential and housing schemes</b> – Families may experience discrimination from other parents living in the same centre/scheme.	Make sure that the provider (whether internal or external) has a suitable equalities policy that is implemented, including a clear code of conduct for residents and challenging discrimination by other service users.
<b>Potential benefit</b>	<b>How can be maximised</b>
We will have contracts with all external providers. Contracts will include requirements to comply with the public sector equality duty. Any new framework or tender process will include checking the provider's equality policy.	Use the council's standard equalities criteria which check the bidder's understanding of the Equality Act 2010 and public sector equality duties, their employment practices and that their service will be tailored to meet the range of needs of people with different protected characteristics. The bidders' answers will be evaluated by an expert from the

	council's equalities team.
<b>Parent and child assessments</b> More assessments will take place in Bristol, close to people's support networks and places of worship.	Ensuring there is a suitable number of specialist foster carers locally.
<b>Homelessness prevention –</b> During 2016-17 we have begun to implement a standardised thorough approach to Equalities monitoring for all commissioned supported housing providers as the information on the Housing Support register was incomplete. This approach monitors any outcomes by equality group.	The new equalities monitoring approach will be implemented with the new service. Providers will be required to complete an annual equalities impact assessment to improve practice and access to services.
<b>Homelessness prevention –</b> The new equalities monitoring approach will be implemented with the new service. Providers will be required to complete an annual equalities impact assessment to improve practice and access to services.	We will monitor referrals that are refused on the basis of risk. This will enable us to identify and challenge refusals that may be connected with a protected characteristic, e.g. gender or disability (such as learning difficulty or mental health).

## Age

Potential adverse impact	Mitigation / justification
<b>Homelessness prevention</b> - There will be no specialist services for young parents age 16-24, as these will be replaced by services for vulnerable parents of all ages.	<p>We do not think that there will be a significant disproportionate impact because of the changing profile of parents (there are fewer parents who are young parents). We are mitigating any impact through:</p> <ul style="list-style-type: none"> <li>• Having one location that focuses on young parents.</li> <li>• Increasing the number of young people's accommodation that can be accessed by young parents (53 units added in the last 18 months 28 for young parents in the specialist provision and the remainder are within generic services).</li> <li>• Contract management will ensure that there is still expertise around young parents in the accommodation service, and this will be supported through our procurement approach which will mean that the current service will bring its expertise to the new contract.</li> <li>• The specification will specify the need for specialist skills in working with young parents.</li> </ul> <p>Also there are measures in place to reduce demand for homelessness services amongst families and young people. These include Youth MAPS, the</p>

	Homelessness Reduction Act and the PAUSE project. There is an overall increase in the number of YP specialist units that parents can access.
<b>Parent and child assessments (foster care)</b> – There is a risk that foster carers will not be willing to take older parents.	Be clear in recruitment about the age profile of parents needing placements. Make sure that any communications do not prejudice carers, and potential carers, against older parents.
<b>Potential benefit</b>	<b>How can be maximised</b>
<b>Homelessness prevention</b> – Eligibility for new services will be determined by the level of need, not age, of the parent(s) meaning parents aged 25+ will be able to access higher support services in the future and there will be better join up and move on between assessment placements and homelessness prevention services.	Rationalise waiting lists and allocation criteria on the Housing Support Register so that places are allocated on the basis of need, rather than age. Monitor the number of referrals that are rejected on the grounds of risk (as older or younger parents may be perceived as higher risk).

## Disability

<b>Potential adverse impact</b>	<b>Mitigation / justification</b>
See all equality groups above	
<b>Potential benefit</b>	<b>How can be maximised</b>
<b>Whole system</b> – Better join up and move on between assessment placements and homelessness prevention services will particularly benefit parents with learning difficulties and/or mental health needs.	Consider if any service requirements (or selection criteria) should include examples of how a service will help parents with these needs when they are in supported accommodation or the community.
<b>Parent and child assessments (all)</b> – more control and knowledge of the market and more in-house provision will mean we have better understanding of providers’ ability to house a person with mobility issues and/or wheelchair user.	If we use BCC building for a new residential assessment centre, make sure at least one unit and communal areas are accessible.

## Gender

<b>Potential adverse impact</b>	<b>Mitigation / justification</b>
<b>Parent and child assessments (all)</b> – There are currently a shortage of places willing and able to take single fathers or couples. This disadvantages fathers and the whole family as well as adversely impacting on the quality of the assessment. The closest residential rehab able to take families and do assessments is Sheffield.	Be clear in BCC recruitment of foster carers and in the specification for the framework, the profile of parents needing placements, including fathers and couples. Make sure that any communications do not prejudice against taking fathers and couples.
<b>Potential benefit</b>	<b>How can be maximised</b>
<b>Homelessness prevention</b> – Only 11 out of 36 units in the current provision are able to take fathers/couples. This will be increased.	During the competition/negotiation to appoint the provider for this contract, we will ask the provider how they will maximise the number of units available to fathers, and how they will manage any associated risks.

	Rationalise waiting lists and allocation criteria on the Housing Support Register so that places are allocated on the basis of need, rather than age.
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## Race and religion

Potential adverse impact	Mitigation / justification
See all equality groups above.	
Potential benefit	How can be maximised
<b>Parent and child assessments</b> – We are aiming to have a local residential assessment centre in Bristol if possible and increase the number of in-house foster care placements rather than using out of area residential placements. This will mean that families will be able to stay closer to their existing family/social networks and places of worship. This is likely to benefit BME and/or families from different cultures and faiths who may feel particularly isolated when living away from Bristol.	Make sure that foster carers (through supervision) and the centre (as part of the specification and a requirement in the terms of the framework) are able to inform people about community resources and places of worship close to the centre and transport links. Also, to enable residents to maintain positive relationships with people in their network by allowing residents to have visitors as appropriate.

## Sexual orientation

Potential adverse impact	Mitigation / justification
See all equality groups above.	
Potential benefit	How can be maximised
All services that are suitable for couples will be able to accommodate same sex couples.	This will be an explicit requirement in the service specification(s).

### Step 4: So what? – *This section will be completed following the consultation*

The Equality Impact Assessment must be able to influence the proposal and decision. This section asks how your understanding of impacts on people with protected characteristics has influenced your proposal, and how the findings of your Equality Impact Assessment can be measured going forward.

4.1 How has the equality impact assessment informed or changed the proposal?
In mitigation around age it has been decided to have one location within the preventing homelessness accommodation to be for young parents. Furthermore, the provider awarded will bring expertise around working with young people.
4.2 What actions have been identified going forward?
<b>Parent and child assessments</b> Ensure that through the quarterly returns providers monitoring data reflects protected characteristics and monitor protected characteristics of parents/families placed in both foster and residential to see if there is a difference.  Equalities impact assessment will need to be incorporated into the framework agreement.





Service specifications will need to be explicit about inequalities requirements.

**Homelessness accommodation**

The new equalities monitoring approach will continue to be collected and analysed with the new service.

4.3 How will the impact of your proposal and actions be measured moving forward?

Annual EqIA for providers and monitoring data reflecting protected characteristics.

Service Director Sign-Off: 	Equalities Officer Sign Off:  Duncan Fleming
Date: 19 <sup>th</sup> April 2018	Date: 18/4/2018



# **Bristol City Council**

## **Commissioning Services for Vulnerable Parents with Young Children**

**June 2018**

v. 12.04.18

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# Section A - Introduction and context

## Purpose of this document

This plan sets out proposals for commissioning a set of related services for parents with babies and young children. These services are:

**Parent and child assessment placements** – These are short-term placements, usually of about 12 weeks, for families where there are concerns about the parents' ability to safely parent their child(ren). Placements are often ordered by the court in child protection court proceedings to inform the court about whether or not the child(ren) should continue to live with their parent(s). These placements are either in residential centres or with foster carers.

**Homelessness prevention services** – These services are for vulnerable parents with babies and young children who are at risk of homelessness. They include floating support and short-term supported accommodation.

We consulted on a draft version of this plan between 11<sup>th</sup> October and 6<sup>th</sup> December 2017, and have revised this plan accordingly<sup>1</sup>.

## What are we trying to achieve

We are seeking to commission a coherent range of services for vulnerable parents and aim to achieve the following:

- Reduced spend, particularly on costly residential assessments.
- Good procurement practice with robust contracts and clear quality standards.
- Local assessment placements, so that parents do not have to leave their communities.
- Effective homelessness prevention, including helping younger parents to stay living with their families.
- A coherent range of connected services, enabling suitable and timely move-on from assessment placements with recommendations that follow the family.
- Quality services and assessments, achieving the right outcomes for children and families and providing good value for money.
- Minimised use of emergency accommodation for homeless families.
- Homelessness prevention accommodation targeted at the most vulnerable parents, with families housed in the lowest cost supported accommodation able to meet their needs.
- Maximised opportunities for holistic commissioning, collaborative working and improvements to the whole system.

## Local strategic context

**Budget pressures** – With a rapidly growing population and increasing demand for council services at the same time as ongoing reductions in central government funding, Bristol City Council faces a substantial budget gap of around £120 million between 2017 and 2022. This means we have less funding to commission services for vulnerable parents with babies, which makes it crucial that we have effective prevention measures and that the services we commission are cost effective and targeted at the right people.

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<sup>1</sup> There is more detail about the consultation and responses in the 'Consultation Response Summary'

**Corporate strategy 2017-2022<sup>2</sup>** - The council's corporate strategy was agreed in February 2017. It contains a number of objectives that are relevant to this plan including:

- Getting involved early to reduce risk later – early intervention reduces the impact of problems later on.
- Promoting independence – supporting people to live as independently as possible in their community.
- Safeguarding the most vulnerable – fulfilling the statutory responsibility of the city to protect vulnerable children and adults.
- Reducing health inequalities through focussing on prevention and early intervention and the causes of ill health.
- Addressing inequality – doing all we can to make sure families do not live in poverty in a city of wealth and opportunity; ensuring nobody is left behind because of the circumstances of their birth.
- Creating resilience – supporting individuals to help themselves to find solutions to difficulties and adversities, helping families to stay together and building resilient communities.
- Housing as a springboard to achieving a high quality of life.

**Bristol's Strategy for Children, Young People and Families 2016-2020** – This strategy sets out the commitment of the Bristol Children and Families Partnership to ensure that Bristol children:

- Have the best possible start in life; protected from abuse, neglect or harm, at home, at school and in the community, with a secure and supportive network of family or carers and friends.
- Live in a nurturing home, in a family setting, with additional help or adaptations if needed, or, where necessary, in a suitable care setting.
- Live in safe and stable accommodation, free from financial exclusion and fear, indoors and out; giving the permanence and security upon which they can build.

**Housing and homelessness** – Homelessness, and in particular family homelessness, has been increasing in Bristol for the last five years due to a combination of welfare benefit reform and the availability and affordability of accommodation especially in the private rental sector. Since 2011-12 people seeking advice from the council's citizen service points has doubled from 6,000 to 12,000 each year; homelessness acceptances under the 1996 Housing Act have increased fivefold and the number of households with children in temporary accommodation at the end of each quarter has increased from 50 to 411 (31<sup>st</sup> December 2017) <sup>3</sup>.

The council's net spend on temporary accommodation far exceeds the allocated budget. We carried out another commissioning process recently which identified the need to increase the amount of affordable supported accommodation for families and decrease the use of more costly spot purchased temporary accommodation.<sup>4</sup> Within the context of this commissioning plan, this means that wherever possible we need to use the supported accommodation available for vulnerable parents as a flexible resource to help meet the council's duty to provide temporary accommodation for homeless families with young children and support needs.

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<sup>2</sup> <https://www.bristol.gov.uk/documents/20182/1188753/Corporate+Strategy+2017-2022+D5/c545c93f-e8c4-4122-86b8-6f0e054bb12d>

<sup>3</sup> P1E Homelessness Statistics

<sup>4</sup> Preventing Homelessness Accommodation Pathways – families and adults (22+) -

[https://www.bristol.gov.uk/en\\_US/housing/commissioning-homelessness-prevention-services](https://www.bristol.gov.uk/en_US/housing/commissioning-homelessness-prevention-services)

## Section B - Analysis

### Parent and child assessment placements

#### Overview

Parenting assessments are used where there are serious concerns about the ability of parents/carers to meet the needs of their child(ren). The family is subject to a period of observation and assessment to identify any issues of concern and support them to make changes in their parenting. The assessment informs evidence-based recommendations to safeguard the child(ren) and is used to determine whether parents can safely care for their child(ren) in the community. Sometimes the court will request an assessment in the context of care proceedings. Assessments might take place with the family living in the community, in a residential setting or in foster care.

Residential assessments usually take place in residential family centres. These are defined as establishments where accommodation is provided for a child and their parents, the parents' capacity to respond to the child's needs and safeguard their welfare is monitored and assessed, and parents are given such advice, guidance or counselling as is considered necessary. They are regulated under the Care Standards Act 2000 and Residential Family Centres Regulations 2002. They are required to register with Ofsted and are subject to Ofsted inspection and the National Minimum Standards for Residential Family Centres.

Increasingly, assessments take place with the child(ren) and parents living with foster carers. The assessment may be carried out by the foster agency, or by a local authority social worker with the foster carer contributing by providing observation logs as well as supervising and supporting parents.

#### Current provision and spend

Please see Appendix 1 for the detailed needs analysis.

In the last three years, the council has placed about 33 families per year in an assessment placement. Approximately half of the families were placed with foster carers and half in residential assessment centres or residential substance misuse rehabilitation centres. A few families (about 5 each year) were placed in both residential assessments and foster placements. The average duration of placements last year was 11 weeks in residential and 10 weeks in foster care.

The council spot purchases residential assessments from a number of providers in the Southwest and Midlands. There is no residential assessment centre in, or close to Bristol, with the closest being 50 miles away in Taunton.

We purchase parent and child foster placements from independent foster agencies (IFAs) on the sub-regional IFA framework agreement. We do not generally commission assessments from IFAs. Instead, the council's social worker carries out the assessment.

Placement costs are high. The average weekly cost of a residential assessment placement in 2016/17 was £4,500 and the average total cost of a placement was £40,360. For parent and child foster placements (excluding assessment) the average weekly cost was c. £1,400 and the average total placement cost was £17,300.

The council's spend on assessment placements has increased significantly since 2013, but reduced last financial year. Last year we made 17 placements into residential assessments (total cost of c. £490,000) and 21 parent and child foster placements (total cost c. £370,000).

2013/14	2014/15	2015/16	2016/17
£575,851	£707,914	£952,596	£857,725

## Profile of families in parent and child assessment placements

The majority of parents placed are mothers, however between 2015 and 2017 there were also 12 couples and 2 single fathers in assessment placements.

The average age of parents in assessment placements has increased in recent years, from 17 years in 2011/12 to 26 years in 2017/18. There are also increasing numbers of parents aged 25+. The age of the child in placement ranges from unborn to 4 years at the point of first placement. The average was 4 months old.

Analysis of Bristol cases (2015-17) indicates the following range of needs of parents in assessment placements:

- Domestic violence or abuse as a current or historical concern (64%)
- Substance abuse (39%)
- Previously had a child removed (33%)
- Mental health issue (32%)
- Learning difficulty (21%)
- Care leaver (21%)
- Alcohol abuse (18%)
- Lack of engagement with professionals (11%)
- Received or offered help with anger management (10%)
- Homelessness (10%).
- Parent at risk of sexual exploitation (5%)

## Demand and projections

The number of placements has remained consistent over the last three years, at 32 or 33 per year. In 2016/17 we usually had 6 families in a parent and child foster placement and one or two (but up to five) families in a residential assessment placement at any one time.

While the population of Bristol is increasing, the birth rate had slowed at 2014/15. We do not anticipate an increase in the number of placements needed.

In June 2017 Pause Bristol<sup>5</sup> started to work with women in the city who have had two or more children removed from their care. It is an 18-month pilot aiming to work with 20 women, using the Pause model successfully adopted in other areas of the country, to support women to break the cycle of having their children removed from them. It works with women when they have no children in their care, providing an opportunity to take a pause from the usual periods of chaos, anger and reaction to care proceedings and helps them to take control of their lives and develop new skills and responses. Pause Bristol is hosted by the charity One25 in collaboration with Bristol City Council. This project should help to reduce the number of assessment placements required as nearly half of parents in assessment placements have had previous children removed.

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<sup>5</sup> <http://one25.org.uk/pause-bristol/>

## Homelessness prevention services

### Overview

Increasing levels of family homelessness acceptances has led to a massive increase in the number of families in temporary accommodation in the city. The council has a duty to provide temporary accommodation under part VII of the Housing Act 1996.

### Current provision and spend

- **Specialist young parents homelessness prevention service** – In September 2013, we commissioned an integrated city-wide homelessness prevention service for young parents aged 16-25 years. This contract is delivered by two providers, Elim Housing Association and Places for People, working in partnership as Bristol Young Parents Alliance (BYPA). Between them they provide 36 accommodation units and Elim provides a linked floating support service. The integrated service is commissioned to support a minimum of 150 new clients each year. The accommodation is based in Southmead, Easton and Knowle providing a geographical spread so that clients can live near their support networks.

Scheme	Provider	Accomm type	No of units	Age and other restrictions	Family size
Lanercost & Wigton	Elim Housing Association	Self-contained	11	Babies <18 mths & mother/father/couple	Up to 2 adults & 2 children
Bristol Mother & Baby project (Priory)	Elim Housing Association	Self-contained	10	Babies <18 mths & mother/father up to 25yrs	1 adult 1 child
Bristol Mother & Baby Project (328 Wells Rd)	Elim Housing Association	Shared	5	Babies <18 mths & mother up to 25yrs	1 adult 1 child
Kilburn Court & Owen Street	Places for People	2 Self-contained 8 shared	10	Babies <18 mths & mother/father/couple up to 25yrs in self-contained units and mother only in shared units.	1 adult 1 child

The budget is £404,000 p.a. for this integrated service, which is roughly evenly split between accommodation based support and floating support.

- **Other supported accommodation for homeless families** (please note this element is not part of this commissioning plan) – These services are referred to as level 4 accommodation (low support accommodation) and provide the council with an alternative to bed and breakfast accommodation, with 2-3 hours of support per week. The services also offer resettlement support to families to assist them in settling into their move-on accommodation.

There are currently 86 accommodation units plus one 'crash pad'<sup>6</sup> from 3 providers in the city: 51 units are internally provided by the council (two hostels and satellite units) with a further 35 units and a crash-pad provided by two external providers (a hostel and satellite units). These are available to families of any age or level of need.

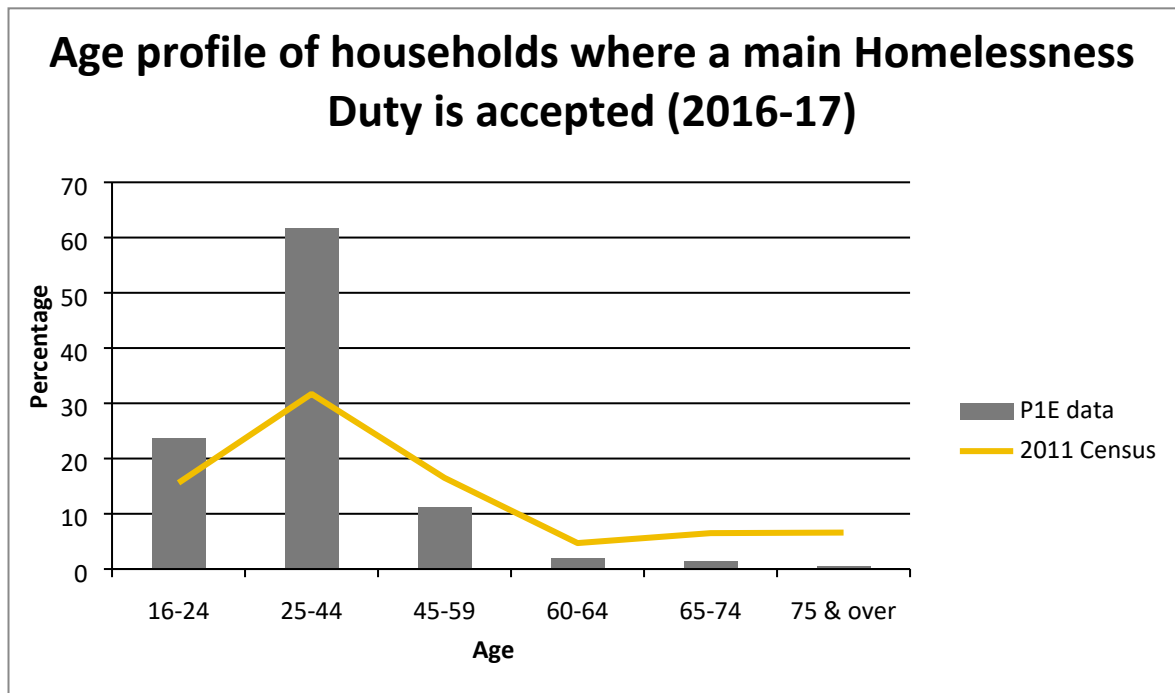
<sup>6</sup> A crash-pad is a bedroom that is used as an alternative to Bed and Breakfast within a supported scheme for which the provider receives Housing Benefit but no additional resources for support.



In a separate commissioning plan entitled, 'Preventing Homelessness Accommodation Pathways – families and adults (22+)' we have identified the need to increase supported family accommodation.<sup>7</sup> This is being achieved through re-modelling some units within other supported housing contracts (originally for single people) to provide additional units for small families, and increasing the number of units of supported family accommodation in existing contracts. The aim is to reduce the need to spot-purchase expensive accommodation for families. As part of a move towards more flexible use of commissioned provision, 53 units of young people specialist supported accommodation can now be used by young parents (28 units within the specialist provision and the remainder are within generic services).

**Profile of homeless families (all ages) presenting to the council**

- **Level of support needs** – Many homeless families require housing but do not have support needs. However, a small number of households do have significant support needs that providers can find difficult to respond to given the level of support that they are able to offer.
- **Age** –Households to whom the council accepts a main homelessness duty (shown in the chart below as 'P1E data') have a much younger profile than the general Bristol population. This is largely because younger people are likely to have lower incomes, are less likely to own their own homes and therefore struggle to maintain or afford private sector accommodation in the city.



NB. P1E data is the statutory data returned by local authorities on their responsibilities under homelessness legislation.

- **Young parents** – In 2016-17, a total of 295 young parents aged 16-24 years presented to the council as homeless. The age breakdown at presentation:
  - 12 aged under 18 yrs
  - 136 aged 18 -21yrs
  - 147 aged 22 -24yrs

There has been a reduction in teenage pregnancies (in Bristol and nationally). The age profile of young parents who present as homeless to the council has changed. The head of the household is now more likely to be older, often in their early to mid 20s. The age of parents entering

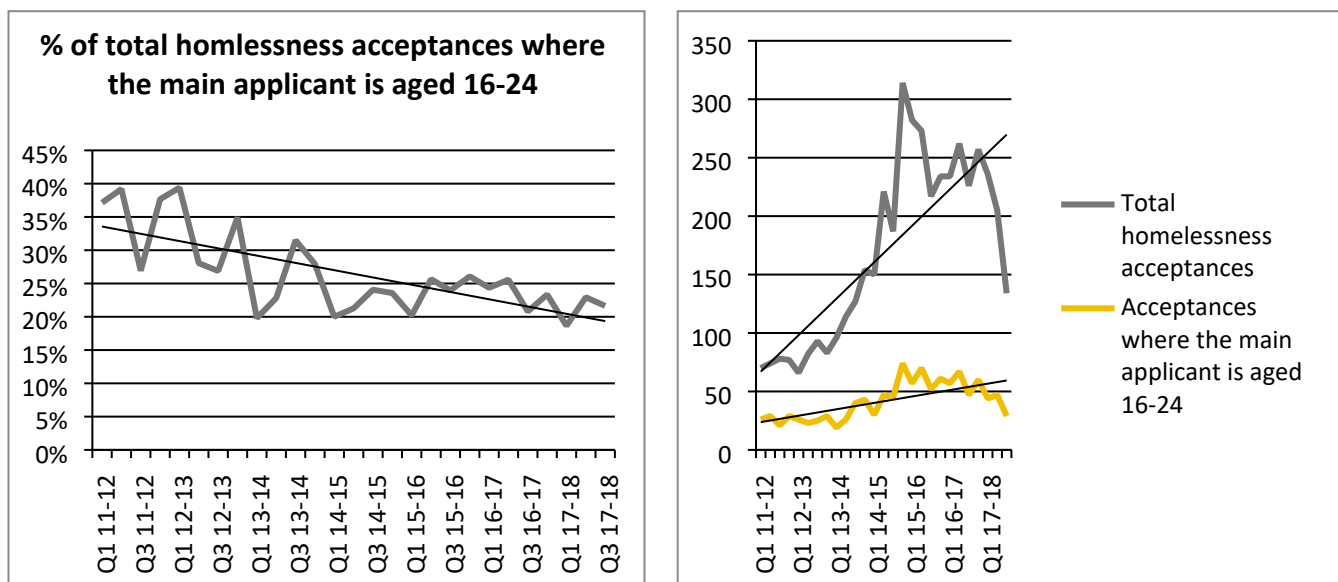
<sup>7</sup> [https://www.bristol.gov.uk/en\\_US/housing/commissioning-homelessness-prevention-services](https://www.bristol.gov.uk/en_US/housing/commissioning-homelessness-prevention-services)

homelessness prevention services has increased over the life of the current contract. Currently, only 1 person on the waiting list is under 18 years of age, with 57% aged 21 years or over. Also, now one in five parents in the BYPA young parents accommodation are couples. The main reason for homelessness amongst this client group is that they have been asked to leave by family, friends or relatives.

- **Support needs** – The council records information about the support needs of the people in supported accommodation on a quarterly basis. The information submitted shows us that families and young parents in supported accommodation do have significant needs in the following areas:
  - One third of all clients had mental health needs, although only half of this group are accessing mental health services. The level of need is twice as high as amongst the general population.
  - 39% have experienced domestic violence or abuse, although only half of these households have accessed support or advice in relation to this.
  - High numbers are struggling with debt (29%).
  - Over 40% of households are accessing support at local children’s centres, roughly half of whom are families with a child protection plan;
  - Reported drug and alcohol support needs are low for these client groups.

### Demand and projections

There has been a significant increase in the number of households contacting the council’s citizen service points for homelessness advice, with demand doubling over a five year period to 2016-17. Homeless acceptances for households containing children have also increased dramatically during this period increasing from less than 30-40 per quarter to over 200 per quarter. Demand has not increased evenly amongst different age groups, with proportionately less of an increase amongst parents aged 16-24:



The overall increase in homelessness acceptances has led to a huge increase in demand for temporary accommodation (TA) for families. Households containing children who are placed in TA has risen significantly during this period from less than 50 households at the end of the quarter in 2012-13 to more than 450 in 2016-17. There is some indication that demand has levelled out recently. However the impact of Universal Credit roll-out in the near future is likely to add further pressures.

# Section D – Commissioning Intentions

## Parent and child placements – Residential assessments

### Key aims

- Have a residential assessment centre local to Bristol so that families don't have to move away from their support networks and are assessed in a more realistic environment.
- Reduce spend on residential assessment placements by:
  - Making fewer residential assessment placements, using community-based and foster placements instead where possible;
  - Limiting the number of court-ordered residential assessments, by ensuring there are alternatives that have the confidence of the court;
  - Making sure residential assessments take no longer than necessary to complete and that families move on once assessments are completed;
  - Having a clear contract with external providers, including clear costs and fixed prices for an initial period.
- Commission timely, good quality assessments that the council and the courts can rely on to inform their decisions for children.
- The residential assessment centres where we place families link into the whole-system of assessment and support for those families. This includes making recommendations that follow the family once they leave the placement, and providing seamless moves into supported housing where necessary.

### Commissioning intention

We will establish an open framework of providers of residential parenting assessments, and purchase placements from this framework. Organisations that wish to sell residential assessment placements will be asked to apply to get onto Bristol's residential assessment framework, and will be asked to provide relevant policies and a transparent pricing structure. Placements will then be provided as specified in the agreed framework documentation. It is anticipated that all placements will be purchased from this framework, but there may still be rare occasions when spot purchase of placements will be needed outside of this framework. There will be no obligation on the council to make purchases from the framework, and the terms will be sufficiently flexible to allow for changes or termination. The framework will be open ended, with no fixed end date.

The framework will be available for use by other local authorities.

In addition, we will work in partnership with an external provider to develop a new 5 or 6 unit residential assessment centre in Bristol. The scheme would have to be registered with Ofsted as a residential family centre. The council will spot purchase placements in this centre as required.

Because we are not offering a contract, or block booking any places in the centre, we will work with any willing provider, and do not need to follow a selection process. The council will not be responsible for any up front costs and will not carry any risks related to voids or reputation.

## Parent and child placements – Foster care

### Key aims

- Have good quality local parent and child foster placements able to accommodate families with a range of needs and levels of risk, including parents aged 24+, single fathers and couples.
- Make increased use of parent and child foster placements in order to reduce our use of residential assessment placements, and reduce overall spend on assessment placements.
- Reduce the average weekly and total cost of parent and child foster placements.
- Commission good quality assessments that the council and the courts can rely on to inform their decisions for children.
- Foster placements and assessments that are linked into the whole-system of assessment and support for the families placed, including making recommendations that follow the family once they leave the placement.

### Commissioning intention

We will establish a council-run parent and child assessment foster scheme managed within the council's existing foster agency. We will recruit five specialist foster carers to each provide an average of four parent and child assessment placements a year, including to some single parent fathers and couples where appropriate. The scheme will include a senior practitioner social worker to carry out assessments and a social worker to supervise foster carers. Foster carers will contribute to assessments by providing observation logs and other input, as well as supporting and supervising the family. The assessment team will also include a clinical psychologist. This scheme would be able to deliver about 20 assessment placements per year of average duration. The total cost of the scheme will be £265,559 per year. It is expected that this will generate savings of between £130,000 and £200,000 each year, because of the cheaper cost of in house placements when compared to those purchased from Independent Fostering Agencies (IFA), and because having a well regarded in house foster service will reduce the number of placements that have to be made in residential centres.

If additional parent and child assessment placements are required, we will purchase these from suitable providers on the existing sub-regional IFA framework with the assessment being completed by a Bristol City Council social worker.

## Homelessness prevention services

### Key aims

- Balance potentially competing aims of targeting supported accommodation for vulnerable parents with the highest support needs versus the need to use supported accommodation for homeless families who otherwise would need to be housed in higher cost temporary accommodation.
- Limit spend on temporary accommodation for homelessness families.
- Make sure that families in parent and child assessment placements (both residential and foster placements) are able to move on to supported accommodation without delay if this is the best home for them.
- Ensure that there are effective and flexible floating support services to:
  - prevent vulnerable parents with young children from becoming homeless;
  - provide resettlement support to families moving on from the service's supported accommodation;

- provide additional support to meet the needs of a small number of families living in the service's supported accommodation who have particularly high support needs.

### **Commissioning intention**

We propose to have one contract to provide an integrated supported accommodation and floating support service for vulnerable parents with young children aged up to two years (with some flexibility around this upper age, where necessary). The service will be for parents of any age. The contract will be to provide:

- Support at the 36 units of accommodation used for the current specialist parents homelessness prevention service. We will require a higher level of support at 15 units of accommodation, but not with a 24 hour staff presence (there will be utilisation of CCTV cameras and parents will have access to 24 hour support via telephone). One of the three locations will specialise in supporting young parents, but this will not be a rigid division as there will be a need to balance demand.
- Floating support service that is linked to the supported accommodation units to prevent homelessness in parents, help vulnerable families settle into accommodation and link into support networks in their local community and will provide additional 'bolt-on' support to vulnerable families in lower support accommodation where needed.

The proposed service will be for vulnerable parents (of any age) with babies (up to the age of 2 years) who are homeless or at risk of homelessness, as well as providing move-on accommodation and/or support to families moving on from parent and child assessment placements. In relation to the latter families, the support the service provides will be informed by any recommendations from the assessment placement and work in partnership with the family's social worker and other practitioners working with the family.

The current level of funding for the floating support element of the integrated service will reduce to allow for additional funding to be provided for additional supported housing in the city for families. The maximum budget envelope for the new integrated service will be £368,000.

### **Procurement proposal**

We propose to commission the integrated homelessness prevention service for vulnerable parents by negotiating with the current provider of the specialist young parents homelessness prevention service (BYPA). We are doing this as market testing has demonstrated that there is a limited market of organisations that can bring suitable accommodation and skills to provide what we seek to procure.

During the consultation for this commissioning plan we sought responses from organisations able and interested in providing 36 units of suitable accommodation, and with the knowledge and skills to provide a medium/high support service to vulnerable families with young children. We issued a PIN (Prior Information Notice) to determine if there were other providers with suitable accommodation and the ability to provide a quality support service to the client group.

This process determined that there were no credible organisations interested in providing, and able to provide, these services, other than the current provider, so we will negotiate with BYPA for the new contract.

The contract will be for three years with the option to extend for up to a further two periods of one year each.

## Section E - Whole-system improvements

In addition to the commissioning recommendations set out above, we are working on a number of improvements to the whole-system of assessment and services for vulnerable parents with young children.

	<b>Service improvement</b>
1	BCC social workers will identify how to improve the assessment process for families in assessment placements. This will include how best to identify what will be needed from the family and any services supporting that family if the outcome of the assessment is to be that the family stay together.
2	BCC children's services will liaise with current providers of homelessness prevention services for young parents to agree how to work better together, including making sure assessments and recommendations follow the family as they move on from residential or foster placements as well as how to enable better communication between practitioners. A working protocol may be developed.
3	In order to facilitate timely move on from residential assessments into supported accommodation (reducing spend on residential assessments) commissioners will consider options for covering the costs of voids.
4	Improve the system of referrals into the current BYPA floating support service. Increased focus on working with the wider family (family, friends and relatives who may have asked the family to leave their accommodation) to prevent homelessness.
5	Improving and rationalising the waiting lists on the Housing Support Register so that they more accurately and transparently prioritise nominations into the current BYPA supported accommodation service to households with support needs.

## Section F – Other information for providers

### Indicative timescale

Activity	Timetable
Service improvements implementation	June 2018
Cabinet approval gained for the commissioning plan	June 2018
Lead in for new in-house services	
New in house fostering service starts	
New residential assessment framework agreement starts	November 2018
Work with new provider to establish residential assessment centre in Bristol	Summer 2019

### Social value

The Public Services (Social Value) Act 2012 places a duty on authorities to consider in their procurement and commissioning processes how public contracts can create wider social, environmental and economic value for the community they serve. In line with our [Social Value Policy](#) any procurement exercises we carry out will consider what social benefits we would expect as a minimum from a provider and in addition, will use our evaluation criteria to review the innovative ideas that will bring added social value to service delivery.

## Decision Pathway – Report

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**PURPOSE:** Key decision

**MEETING:** Cabinet

**DATE:** 05 June 2018

<b>TITLE</b>	Investment in Digital Research Technology – Open Programmable City Region initiative		
<b>Ward(s)</b>	City Wide with particular activities in Filwood.		
<b>Author:</b> Alex Minshull	<b>Job title:</b> City Innovation and Sustainability Manager		
<b>Cabinet lead:</b> Cllr Cheney	<b>Executive Director lead:</b> Colin Molton		
<b>Proposal origin:</b> BCC Staff			
<b>Decision maker:</b> Cabinet Member <b>Decision forum:</b> Cabinet			
<b>Purpose of Report:</b> To accept a grant from the West of England Local Enterprise Partnership for the Bristol elements of the Open Programmable City Region initiative and to approve the plan for the delivery of the project and authorise the spending of that grant.			
<b>Evidence Base:</b> Bristol is a leading city in the field of digital technology and in the city centre has a world class network and capability. This project extends that capability to South Bristol, enabling business and communities to benefit from it. A business case was submitted to the Local Enterprise Partnership which sets out the economic benefits of the project. See Background Papers.			
<b>Recommendations:</b>			
<ol style="list-style-type: none"> <li>1. To accept the West of England Local Enterprise Partnership Grant of up to £4.04m for the Open Programmable City Region initiative.</li> <li>2. To agree the approach to governance and delivery of the Project</li> <li>3. To agree the spending of the grant to manage the Project</li> <li>4. To agree the procurement of a programme/project manager to manage the Bristol OPCR Project</li> <li>5. To delegate the Executive Director for Growth and Regeneration the authority to enter into necessary agreements to achieve the Bristol OPCR Project in consultation with the Cabinet Member with responsibility for Finance, Governance and Performance.</li> </ol>			
<b>Corporate Strategy alignment:</b> This project supports two Key Commitments of the Corporate Strategy:			
<ul style="list-style-type: none"> <li>• “Make progress towards being the UK’s best digitally connected city</li> <li>• Develop a diverse economy that offers opportunity to all”</li> </ul>			
<b>City Benefits:</b> The main objective of the project is to create economic benefit and jobs and this is set out in the business case. This Project provides a valuable piece of research and innovation infrastructure which Universities, Businesses and Not for Profit organisations can use to create new jobs.			
<b>Consultation Details:</b> The Project has been developed in conjunction with the other West of England local authorities, the Local Enterprise Partnership and the host organisations, such as the Knowle West Media Centre, University of Bristol, University of the West of England and Bristol is Open.			

<b>Revenue Cost</b>	£0	<b>Source of Revenue Funding</b>	None
<b>Capital Cost</b>	Up to £4,040,101	<b>Source of Capital Funding</b>	Capital Grant, Local Enterprise Partnership
<b>One off cost</b> <input checked="" type="checkbox"/>	<b>Ongoing cost</b> <input type="checkbox"/>	<b>Saving Proposal</b> <input type="checkbox"/>	<b>Income generation proposal</b> <input type="checkbox"/>



**Required information to be completed by Financial/Legal/ICT/ HR partners:**

**1. Finance Advice:** This proposal seeks approval to accept and spend a grant from the WoE LEP for the OPCR project which includes programme setup and management and the delivery of a list of Bristol projects.

The £4.040m grant funding consists of:

	15/16-16/17 £000	17/18 £001	18/19 £002	19/20 £003	20/21 £004	TOTAL £005
Programme management setup cost and Project Management cost in relation to Bristol Projects*	£254	£50	£130	£50	£50	<b>£534</b>
Programme Management System Integration (include £100k Bristol share)			£100	£200*	£100*	<b>£400</b>
Phase A Bristol network	£409	£0	£290	£82	£79	<b>£860</b>
Bristol KWMC		£0	£192	£143	£46	<b>£381</b>
Bristol Fillwood green Sensor Factory		£0	£176	£796	£46	<b>£1,018</b>
Bristol and SG CAV Access Network		£0	£215	£570	£62	<b>£847</b>
<b>TOTAL</b>	<b>£663</b>	<b>£50</b>	<b>£1,103</b>	<b>£1,841</b>	<b>£383</b>	<b>£4,040</b>

\*these costs are contingent on the submission, approval and delivery of other WoE partners' projects.

The spending profile above is indicative and subject to change.

OPCR is aimed at providing a technology platform for R&D and other nominated projects, with the intention to extend the network further into the WoE region. Future business cases may be submitted by other WoE Partner Local Authorities for regional network expansion and additional Projects. There is £300k system integration costs set aside to integrate the expansion.

The grant condition has not been issued at the time of writing this report; however it is expected that the cost incurred by the Council will be claimed retrospectively each financial year.

It is important to note that the ongoing network maintenance costs have not yet been identified beyond 20/21 and there is currently no revenue cost provisions in the MTFP for the ongoing running costs of the assets. However the expectation is that the new asset OPCR creates will leverage new income through future public and private funding opportunities for R&D and other technology projects in the region.

**Finance Business Partner:** Tian Ze Hao, on the draft report provided on 24 April 2018

**2. Legal Advice:** Specific advice is included in the Appendix on Procurement, State Aid and Consultation

Whenever the Council procures goods, works or services, it must comply with (depending on the value) either the Council's procurement rules or the Public Contracts Regulations 2015. The relevant officers will need to ensure legal advice is sought once to ensure this obligation is complied with in relation to the OPCR Programme and Bristol Project.

Whenever the Council gives a benefit in any form to another organisation, the Council must assess whether the benefit could constitute State aid. State aid is prohibited under the Treaty on the Functioning of the European Union. However, the funding of infrastructure that is not meant to be commercially exploited is in principle excluded from the application of State aid rules.

A number of agreements will need to be entered into to ensure the Council's interests are protected including

- a grant agreement between BCC and the LEP
- agreements between BCC and the relevant parties in relation to each of the components comprising the Bristol Project
- agreements with each of the other Local Authorities setting out the role and responsibilities of each of the local authorities in relation to the OPCR Programme.

**Legal Team Leader:** Sinead Willis, Commercial and Governance Team, legal comments provided on the draft report provided on 24 April 2018

**3. Implications on ICT:** It is fully supportive of initiatives that improve the digital economy and technology base of Bristol and the area. There are no direct implications for IT Services in this initiative, but the resultant technology should be monitored for opportunities of benefit to Council services.

**ICT Team Leader:** Ian Gale, ICT Service Manager, on the draft report provided on 24 April 2018

**4. HR Advice:** There are no anticipated HR implications other than the requirement to recruit to 2 temporary roles (Programme Manager and Project Manager).

**HR Partner:** Celia Williams, HR Business Partner, on the draft report provided on 24 April 2018

<b>EDM Sign-off</b>	Colin Molton	25 <sup>th</sup> April 2018
<b>Cabinet Member sign-off</b>	Cllr Craig Cheney	30 <sup>th</sup> April 2018
<b>CLB Sign-off</b>	Jacqui Jensen	1 <sup>st</sup> May 2018
<b>For Key Decisions - Mayor's Office sign-off</b>	Mayor's Office	4 <sup>th</sup> May 2018

<b>Appendix A – Further essential background / detail on the proposal</b>	<b>YES</b>
<b>Appendix B – Details of consultation carried out - internal and external</b>	<b>YES</b>
<b>Appendix C – Summary of any engagement with scrutiny</b>	<b>NO</b>
<b>Appendix D – Risk assessment</b>	<b>YES</b>
<b>Appendix E – Equalities screening / impact assessment of proposal</b>	<b>YES</b>
<b>Appendix F – Eco-impact screening/ impact assessment of proposal</b>	<b>YES</b>
<b>Appendix G – Financial Advice</b>	<b>YES</b>
<b>Appendix H – Legal Advice</b>	<b>NO</b>
<b>Appendix I – Combined Background papers</b> West of England Investment Board, Full Business Case, Programme: Local Growth Fund Scheme: OPEN PROGRAMMABLE CITY REGION: BRISTOL INFRASTRUCTURE PLUS THE SENSOR FACTORY, C.A.V. ACCESS NETWORK, THE BOTTLE YARD & KNOWLE WEST MEDIA CENTRE RESEARCH PROJECTS	
<b>Appendix J – Exempt Information</b>	<b>NO</b>
<b>Appendix K – HR advice</b>	<b>NO</b>
<b>Appendix L – ICT</b>	<b>NO</b>

## Open Programmable City Region

### – Details of the Proposal

1. The West of England Local Enterprise Partnership Strategic Economic Plan, 2015-2030 allocated funding to create digital infrastructure and a research and development test-bed.
2. The Open Programmable City Region (OPCR) Programme is the resultant programme and will invest in new digital infrastructure and research projects for Bristol and the West of England. This will build upon previous investment in the Open Programmable City (OPC) network to create further economic opportunities, support university and business research and innovation in the city and enable wider community and SME engagement in this field.
3. The Open Programmable City (OPC) Network is a hyper fast, software defined research and development test-bed. It consist of a network of high capacity underground fibre optic cables linking several nodes (including Bristol University, Engine Shed, Watershed, and @Bristol), a high performance computer, a high definition 3D visualisation facility and a wireless network in the city centre. It is operated by Bristol is Open Ltd, a joint venture between Bristol City Council and the University of Bristol.
4. It is a research platform for the next generation of technologies and does not provide routine services, to the city council or anyone else, which are provided by commercial providers. This is an important distinction and ensures that the proposal is in accordance with State Aid legislation.
5. The platform will allow R&D, piloting and product realisation of software and hardware which have the potential to create the following outcomes for the city and region:
  - Jobs directly attributable to the roll out and operations of the network
  - Attracting companies that wish to develop/test applications, products and expertise on a ‘real world’ closed network – moving from lab prototype to a saleable ‘product’
  - Placing the West of England region at the centre of global development, leading to new centres of expertise attracting academics, employees and companies to the region.
6. The Open Programmable City Region (OPCR) Programme will extend the existing Open Programmable City (OPC) network to new areas of Bristol and future extension of this advanced and unique platform across the West of England. The resulting regional network will emerge as a unique, world leading Open Programmable City Region (OPCR), attracting people, businesses and investment. The Network will connect up areas, institutions and communities identified as having high potential for: producing valuable research projects with communities, developing new products or services, stimulating economic growth.
7. Bristol City Council will manage the overall OPCR Programme, working in partnership with the other local authorities and the Local Enterprise Partnership has approved funding for the regional scale activities, such as programme management and system integration.
8. Each local authority within the West of England is responsible for securing funding and developing its own part of the OPCR Network and Research Projects on that network. Based on a Full Business Case submitted by Bristol City Council the Local Enterprise Partnership has agreed funding for expansion of the Network within Bristol and research projects to utilise the infrastructure.
9. The “Bristol Project” comprises several components:
  - Deploy a technically and operationally compliant network extending the existing OPC infrastructure in Bristol, deploying links to the Knowle West Media Centre and the Sensor Factory at Filwood Green Business Park, and enabling a network to test Connected and Autonomous Vehicles (CAV).
  - Install research, development and prototyping infrastructure and equipment at the Sensor Factory to promote the development of skills and new products and services using the OPCR infrastructure.
  - Link Knowle West Media centre to the OPC network, providing connectivity between this network and the City’s Living Lab, encouraging new research funding bids and creating new opportunities to engage the broadest cross section of the community in creating the Future City.

- Deploy intelligent roadside infrastructure to support CAV research, promoting growth and investment in research in Bristol and the region.
  - If sufficient funds are available within the grant to link the Bottleyard studios to the network.
10. In addition, if funding becomes available, the Project will extend the network to the Bottle Yard Studios and deploy a research and development capability at the Bottle Yard Studios site.

### **Benefits**

11. This proposal links local businesses and communities in the South of the city into the existing network. The connectivity will provide a platform for R&D and the nominated projects will demonstrate the impact of this network on skills, jobs and growth in these specific domains.
12. The Economic Case has been assessed by independent consultants appointed by BCC, and reviewed by consultants appointed by the Local Enterprise Partnership. That assessment predicts that the Bristol Project is likely to create 200 Net Additional Jobs. It also assessed the effect on the economic value of goods and services produced in an area – termed Gross Value Added (GVA).
13. The analysis demonstrated that the Bristol Project had the capacity to produce an additional GVA per annum of £1.7 million, £21.5m cumulative.
14. The Consultants concluded the cost per net additional job favourable when compared to recognised benchmarks and that when calculating the GVA per pound of investment, the overall ratio performs well against established benchmarks.

### **Funding**

15. The LEP have agreed £4.04m of capital funding to cover the OPCR Programme and Bristol Project. This provides for the full cost of the delivery of the project, based on the estimates of costs made during the development of the business case.

### **Project Governance and Delivery**

16. The programme will be governed by a Programme Board consisting of
- A senior representative from each authority (Bath and North East Somerset, Bristol, North Somerset and South Gloucestershire) - as Senior Users to ensure the programme maintains direction to achieve the economic objectives.
  - A representative from the LEP to ensure alignment of the programme with strategic and network developments.
  - A member from the Supplier and to ensure deliverability and alignment with the wider network.
17. The Programme Board will ensure alignment of the programme and its constituent projects with the objectives, funding and reporting requirements.
18. The local authorities will enter into a Partnership Agreements with each other to set out how the grant is to be allocated and respective roles and responsibilities. BCC will also need to enter into one or more agreements to procure the works and services required to implement the OPCR Programme and Bristol Project and authority for the Executive Director of Growth and Regeneration is requested to enter into such agreements.
19. A Programme Manager will be appointed by BCC to co-ordinate the overall OPCR programme. Each authority will appoint its own Project Manager and Delivery Team for their activities, as business cases are approved, and will nominate a representative to take part in programme level activities as necessary. The Programme Manager will not manage the implementation of projects within the other local authority areas but will, through the Programme Board's decision making, ensure that the resultant network operates as a single, integrated network.
20. The Bristol OPCR Project will be governed by Project Board consisting of senior stakeholders from Bristol City Council, Bristol Is Open, Knowle West Media Centre and other organisations that are relevant to the delivery of

the projects. A Bristol Project Manager will be appointed to manage the delivery of the Bristol Project and its various component research projects.

## **Procurement**

21. The city council will procure suppliers to undertake the works necessary to deliver the Bristol project. It is envisaged this will involve a main contractor who will then procure the infrastructure and manage the relationships with equipment providers etc who will be procured under the most appropriate, straightforward and cost effective channel which may include use of existing framework agreements.

## **Appendix B: Details of Consultation and Engagement Carried Out**

Engagement has taken place with the existing core partners and with a wider range of stakeholders to the programme – primarily prospective industrial partners and representatives of the four universities and local authorities which comprise the WoE LEP area. The local authorities within the region will work together under a Collaboration Agreement to achieve the outcomes established for the programme.

Extensive engagement has been undertaken with the participants of the four research projects outlined in this document. Stakeholders have been fully involved over an extended period in developing the research project approaches, aims and objectives.

## **Appendix C – Summary of any engagement with scrutiny**

None

A risk log was contained within the Business Case. Key risks are:

<b>OPCR Risk Register</b>																	
<b>Negative Risks that offer a threat to OPCR and its aims (Aim - Reduce Level of Risk)</b>																	
Ref	Risk Description	Key Causes	Key Consequence	Status Open / Closed	Strategic Theme	Risk Category	Risk Owner	Key Mitigations	Direction of travel	Current Risk Level			Monetary Impact of Risk £k	Risk Tolerance			
										Likeli hood	Impac t	Risk Rating		Likeli hood	Impac t	Risk Rating	Date
1	Suppliers are not able to meet the requirements of the project	Capability of the Market/Suppliers	Unable to meet the obligations nor realise the benefits of the grant	Open	Delivery		Programme Manager	Rigorous testing of supplier capability	Improving	1	5	5	4,100	1	5	5	26/04/2018
2	Technology changes	Rapid change in this sector, for example 5G	Equipment is rapidly out of date	Open	Technology		Programme Manager	Future-proofing as much as possible with the suppliers	Static	3	3	9	Unknown	3	3	9	26/04/2018
3	Research Projects are not delivered by partners as envisaged in the business case	Changing circumstances in the Innovation landscape	The benefits of the Project will be different and potentially lower than expected in the business case	Open	Delivery		Programme Manager	Close liaison with research partners	Static	2	4	8	Unknown	3	3	9	26/04/2018
4	State Aid challenge.	A 3rd party takes a view that the funding contravenes state aid provisions	BCC will need to defend the state aid position	Open	Legal		Programme Manager	State aid approach backed by legal advice.	Static	2	2	4	Unknown	3	3	9	26/04/2018
Page 174	Insufficient funds within the grant to complete the Programme/Project	Rising costs of equipment or services or unforeseen costs	Additional BCC or Other funding required	Open	Financial		Programme Manager	Good procurement and project management	Static	2	3	6	Unknown	3	3	9	26/04/2018
	Insufficient expertise or capacity within BCC to manage the Programme and Project	The programme is in a new area of technology	Poor programme or project management	Open	Delivery		Service Manager	Recruitment of external programme and project management	Static	2	3	6	Unknown	3	3	9	26/04/2018
	Other local authorities do not bring forward business cases	Unable to identify suitable business cases in their areas or wish to allocate funding in a different way	The Regional network is smaller and covers part of the region, resulting in fewer jobs being created/ other benefits overall	Open	External		Programme Manager	Continued liaison with the LEP and other local authorities	Worsening	5	2	10	Unknown	5	2	10	10/05/2018

## Equalities screening / impact assessment of proposal

### Bristol City Council Equality Impact Relevance Check

This tool will identify the equalities relevance of a proposal, and establish whether a full Equality Impact Assessment will be required. Please read the guidance prior to completing this relevance check.

What is the proposal?	
Name of proposal	OPCR Programme and Bristol Project
Please outline the proposal.	<p>To extend the existing Open Programmable City (OPC) Network - a hyper fast, software defined research and development test-bed. It will consist of a network of high capacity underground fibre optic cables linking several nodes.</p> <p>It is a research platform for the next generation of technologies and does not provide routine services, to the city council or anyone else, which are provided by commercial providers.</p> <p>The platform, operated by the Bristol Is Open company, will allow R&amp;D, piloting and product realisation of software and hardware which have the potential to create the following outcomes for the city and region:</p> <ul style="list-style-type: none"> <li>• Jobs directly attributable to the roll out and operations of the network</li> <li>• Attracting companies that wish to develop/test applications, products and expertise on a 'real world' closed network – moving from lab prototype to a saleable 'product'</li> <li>• Placing the West of England region at the centre of global development, leading to new centres of expertise attracting academics, employees and companies to the region.</li> </ul> <p>The Open Programmable City Region (OPCR) Programme will extend the existing Open Programmable City (OPC) network to new areas of Bristol and future extension of this advanced and unique platform across the West of England. The resulting regional network will emerge as a unique, world leading Open Programmable City Region (OPCR), attracting people, businesses and investment. The Network will connect up areas, institutions and communities identified as having high potential for: producing valuable research projects with communities, developing new products or services, stimulating economic growth.</p> <p>The key extensions are into South Bristol into Filwood and the Knowle West Media Centre and in the north of the city a network for connected an autonomous vehicles.</p>
What savings will this proposal achieve?	N/A
Name of Lead Officer	Alex Minshull

<b>Could your proposal impact citizens with protected characteristics?</b> (This includes service users and the wider community)
Please outline where there may be significant opportunities or positive impacts, and for whom.
The project is unlikely to provide significant opportunities for people with protected characteristics. However, the key community opportunity is the investment at the Knowle West Media Centre and “The Factory”, at Filwood Green Business Park. This will give access to local people to state of the art technologies and create skills development and employment opportunities in this area.
Please outline where there may be significant negative impacts, and for whom.
None

<b>Could your proposal impact staff with protected characteristics?</b> (i.e. reduction in posts, changes to working hours or locations, changes in pay)
Please outline where there may be significant opportunities or positive impacts, and for whom.
None
Please outline where there may be negative impacts, and for whom.
None

<b>Is a full Equality Impact Assessment required?</b>	
Does the proposal have the potential to impact on people with protected characteristics in the following ways: <ul style="list-style-type: none"> <li>• access to or participation in a service,</li> <li>• levels of representation in our workforce, or</li> <li>• reducing quality of life (i.e. health, education, standard of living) ?</li> </ul>	
Please indicate yes or no. If the answer is yes then a full impact assessment must be carried out. If the answer is no, please provide a justification.	No.
Service Director sign-off and date: Zoe Willcox, 25thApril	Equalities Officer sign-off and date: Duncan Fleming, 25thApril



**Summary of Eco impact assessment**

The decision being taken is to develop a fibre and wireless research network and undertake a number of research projects to use this infrastructure, which will involve manufacture of products (The Factory), testing of vehicles (CAV) and digital media projects (KWMC).

Summary of impacts and Mitigation	
<p>The environmental impacts and mitigation measures were assessed in the development of the Business Case.</p> <p>The significant impacts of this proposal are...</p> <p>The construction of the network involving laying of ducting and fibre, erection of wireless communication boxes on lamp posts, the installation of ICT equipment at the nodes and the purchase of materials and disposal of waste from The Factory.</p> <p>The proposals include the following measures to mitigate the impacts:</p> <p>Assessment of environmental matters in procurement of goods and services, re-use of ducts and equipment where possible and a potential reduction in transport needs from the local manufacture of items at The Factory.</p> <p>The net effects of the proposals are positive</p>	
Checklist completed by:	
Name:	Alex Minshull
Dept.:	Planning Services
Extension:	
Date:	25/04/18
Verified by	Steve Ransom

## **Appendix I: Combined Background Papers**

West of England Investment Board, Full Business Case

Programme: Local Growth Fund

Scheme: OPEN PROGRAMMABLE CITY REGION: BRISTOL INFRASTRUCTURE PLUS THE SENSOR FACTORY, C.A.V. ACCESS NETWORK, THE BOTTLE YARD & KNOWLE WEST MEDIA CENTRE RESEARCH PROJECTS

<https://s3-eu-west-1.amazonaws.com/so-welep-uploads2/files/Joint%20Scrutiny/OPCR%20Full%20Business%20Case%20Publishable.pdf>

Note that the Bottleyard Project is not included in the Grant offer but remains part of the overall programme should funds be available for its completion.

# Decision Pathway – Report

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**PURPOSE:** Key decision

**MEETING:** Cabinet

**DATE:** 05 June 2018

<b>TITLE</b>	<b>Microsoft Licencing Agreement</b>		
<b>Ward(s)</b>	None		
<b>Author:</b>	Ian Gale	<b>Job title:</b>	Acting Head of IT
<b>Cabinet lead:</b>	Cllr Cheney	<b>Executive Director lead:</b>	Steve Somerfield
<b>Proposal origin:</b> BCC Staff			
<b>Decision maker:</b> Cabinet Member			
<b>Decision forum:</b> Cabinet			
<b>Purpose of Report:</b> This report identifies the requirement to procure a contract for the supply of licences for Microsoft Windows products used across the BCC Desktop estate.			
<p><b>Evidence Base:</b> Microsoft products are used extensively across the BCC IT estate to provide desktop applications, such as Microsoft Office suite (including Word, Excel and PowerPoint), as well as Outlook, Lync, Project and Visio. These products underpin the fundamental day-to-day operation of the organisation, as well as providing a common, almost universal, format to allow sharing of documents and information with other organisations. Additionally, some back end services and line of business applications are reliant on integration with Microsoft Office products. Our current contract expires 30 June 2018.</p> <p>We need to have a contract in place that will allow us to continue to use these products within the vendor licence terms. Given the reliance on Microsoft products, a multi-year contract would not pose a high commercial or financial risk, and would provide improved pricing and best value to the Council. Procurement will be through competitive bids from Government frameworks. This would provide a compliant route to market.</p> <p>These needs are currently serviced within existing budgets. Although overall staff numbers may have reduced within the authority, the use of technology, hence licence requirements, has increased. Exact numbers and types of licences are under review based on user numbers, our move to cloud hosting and the IT strategy in support of End User Computing. We are also reviewing the additional functionality available in the new subscription based licencing models and the benefits these will bring to the Council. However, the cost of any contract will be above key decision level.</p>			
<b>Recommendations:</b> Cabinet approves			
<ol style="list-style-type: none"> <li>1. entering in to a competitive process to award a 3 year contract, with an approved Microsoft reseller, for the range of Microsoft products currently used by BCC, to include provision within the contract for products that support the BCC cloud migration and end-user computing strategy,</li> <li>2. Delegates authority to award the contract to the Director of IT</li> </ol>			
<b>Corporate Strategy alignment:</b> There is no direct alignment with Corporate Strategy commitments. However, without the use of Microsoft products, the ability to deliver most elements of the Corporate Strategy would be severely compromised..			
<b>City Benefits:</b> There are no specific or direct benefits to the city; there are no identified equalities impacts. However, without the use of Microsoft products, the Council would be unable to deliver most services in an effective way.			
<b>Consultation Details:</b> No consultation is considered necessary.			

<b>Revenue Cost</b>	£ Between £3.3m (for current equivalent) and £5.2m (for enhanced features). (Estimated figures, based	<b>Source of Revenue Funding</b>	General Fund
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	on 3 year contract)		
<b>Capital Cost</b>	£	<b>Source of Capital Funding</b>	N/A
<b>One off cost</b> <input type="checkbox"/>	<b>Ongoing cost</b> <input checked="" type="checkbox"/>	<b>Saving Proposal</b> <input type="checkbox"/>	<b>Income generation proposal</b> <input type="checkbox"/>

<b>Required information to be completed by Financial/Legal/ICT/ HR partners:</b>		
<p><b>1. Finance Advice:</b> The report requests permission to procure a contract to enable continued use of common Microsoft products used across the Council. The procurement route will seek competitive bids which gives assurance best value will be achieved for these products.</p> <p>The contract value could be between £3.3m and £5.2m. The lower end assumes continued use of the current Microsoft products used at the Council. The higher end gives provision to support cloud migration and end-user computing strategy which should be aligned to the work being undertaken on ICT infrastructure future state assessment. The expenditure will be contained within budgets within the current medium term financial plan and any further funding approved as part of the future state assessment.</p>		
<b>Finance Business Partner:</b> Michael Pilcher 24/05/18		
<p><b>2. Legal Advice:</b> There are no specific legal implications in the report but the estimated value of this contract is above the EU threshold for services, which ordinarily requires a tendering process complying with the Public Contract Regulations 2015. Legal advice should be sought to ensure this obligation is complied with.</p>		
<b>Legal Team Leader:</b> Jane Johnson, Commercial & Governance, Legal Services, 28 March 2018.		
<p><b>3. Implications on ICT:</b> Loss of Microsoft licencing would severely adversely affect the ability of the Council to operate effectively.</p>		
<b>ICT Team Leader:</b> Ian Gale		
<p><b>4. HR Advice:</b> No HR implications if the proposal is accepted. If it is not accepted then HR implications are likely to be substantial given the Council's reliance on ICT systems to enable employees to discharge their duties.</p>		
<b>HR Partner:</b> James Brereton , HR Business Partner		
<b>EDM Sign-off</b>	Steve Somerfield	28/03/18
<b>Cabinet Member sign-off</b>	Cllr Cheney	16/04/18
<b>CLB Sign-off</b>	Shahzia Daya	17/04/18
<b>For Key Decisions - Mayor's Office sign-off</b>	Mayor's Office	04/05/18

<b>Appendix A – Further essential background / detail on the proposal</b>	<b>NO</b>
<b>Appendix B – Details of consultation carried out - internal and external</b>	<b>NO</b>
<b>Appendix C – Summary of any engagement with scrutiny</b>	<b>NO</b>
<b>Appendix D – Risk assessment</b>	<b>YES</b>
<b>Appendix E – Equalities screening / impact assessment of proposal</b>	<b>YES</b>
<b>Appendix F – Eco-impact screening/ impact assessment of proposal</b>	<b>YES</b>
<b>Appendix G – Financial Advice</b>	<b>NO</b>
<b>Appendix H – Legal Advice</b>	<b>NO</b>
<b>Appendix I – Combined Background papers</b>	<b>NO</b>
<b>Appendix J – Exempt Information</b>	<b>NO</b>
<b>Appendix K – HR advice</b>	<b>NO</b>
<b>Appendix L – ICT</b>	<b>NO</b>

# Microsoft Licencing Agreement Risk Register

## Negative Risks that offer a threat to BCC and its Aims (Aim - Reduce Level of Risk)

Ref	Risk Description	Key Causes	Key Consequence	Status Open / Closed	Strategic Theme	Risk Category	Risk Owner	Key Mitigations	Direction of travel	Current Risk Level			Monetary Impact of Risk £k	Risk Tolerance			
										Likelihood	Impact	Risk Rating		Likelihood	Impact	Risk Rating	Date
1	We will not have a contract in place in time	Delays in authorisation process	Unable to use MS products	Open	Corporate Services		Ian Gale	Process started 4 months before contract end date.		2	5	10	> £1m			0	
2	The licence will not reflect BCC requirements	Changes to BCC organisation, process and infrastructure	Under or Over licenced for key products	Open	Corporate Services		Ian Gale	Analysis of changing requirements		1	5	5	£100k			0	
												0				0	
												0				0	
												0				0	

## Bristol City Council Equality Impact Assessment Form

(Please refer to the Equality Impact Assessment guidance when completing this form)



Name of proposal	Microsoft Licencing Agreement
Directorate and Service Area	Resources – IT
Name of Lead Officer	Ian Gale

### Step 1: What is the proposal?

Please explain your proposal in Plain English, avoiding acronyms and jargon. This section should explain how the proposal will impact service users, staff and/or the wider community.

#### 1.1 What is the proposal?

To procure a contract for the supply of licences for Microsoft Windows products used across the BCC Desktop and Server estate

### Step 2: What information do we have?

Decisions must be evidence-based, and involve people with protected characteristics that could be affected. Please use this section to demonstrate understanding of who could be affected by the proposal.

#### 2.1 What data or evidence is there which tells us who is, or could be affected?

Most computers users within the authority will use Microsoft products. All service users will be dependent on the use of Microsoft products by Council employees.

#### 2.2 Who is missing? Are there any gaps in the data?

There is no specific data identifying anybody that may be affected by the use of Microsoft products. However, we expect our user profile to reflect our workforce equalities profile.

#### 2.3 How have we involved, or will we involve, communities and groups that could be affected?

All Microsoft products have accessibility features built-in, therefore we do not intend to involve any specific groups in this activity.

### Step 3: Who might the proposal impact?

Analysis of impacts on people with protected characteristics must be rigorous. Please demonstrate your analysis of any impacts in this section, referring to all of the equalities groups as defined in the Equality Act 2010.

#### 3.1 Does the proposal have any potentially adverse impacts on people with protected

characteristics?
No.
3.2 Can these impacts be mitigated or justified? If so, how?
N/A
3.3 Does the proposal create any benefits for people with protected characteristics?
Yes. Microsoft is a universally known producer of products, and as such our staff are familiar and comfortable with use and function. Any major changes to supplier would have a detrimental and disproportionate effect on disabled staff.
3.4 Can they be maximised? If so, how?
Benefits are maximised on a case-by-case basis, according to need, which is dependent on individual reasonable adjustments which may need to be made. Sometimes we seek bespoke software.

#### Step 4: So what?

The Equality Impact Assessment must be able to influence the proposal and decision. This section asks how your understanding of impacts on people with protected characteristics has influenced your proposal, and how the findings of your Equality Impact Assessment can be measured going forward.

4.1 How has the equality impact assessment informed or changed the proposal?
None.
4.2 What actions have been identified going forward?
None.
4.3 How will the impact of your proposal and actions be measured moving forward?
There are no measurable impacts.

Service Director Sign-Off: Steve Somerfield	Equalities Officer Sign Off: Jackie Healey
Date: 21/05/18	Date: 21/05/18

### Eco Impact Checklist

<b>Title of report: Microsoft Licencing Agreement</b>				
<b>Report author: Ian Gale</b>				
<b>Anticipated date of key decision: June 2018</b>				
<b>Summary of proposals: To procure a contract for the supply of licences for Microsoft Windows products used across the BCC Desktop and Server estate.</b>				
Will the proposal impact on...	Yes/No	+ive or -ive	If Yes...	
			Briefly describe impact	Briefly describe Mitigation measures
Emission of Climate Changing Gases?	No			
Bristol's resilience to the effects of climate change?	No			
Consumption of non-renewable resources?	No			
Production, recycling or disposal of waste	No			
The appearance of the city?	No			
Pollution to land, water, or air?	No			
Wildlife and habitats?	No			
<b>Consulted with:</b>				
<b>Summary of impacts and Mitigation - <u>to go into the main Cabinet/ Council Report</u></b>				
There are no identified significant environmental impacts of this proposal.				
<b>Checklist completed by:</b>				
Name:			Ian Gale	
Dept.:			Resources – IT	
Extension:			25581	
Date:			25/02/2018	
Verified by Environmental Performance Team			Nicola Hares	



## Decision Pathway – Report Template

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**PURPOSE:** For reference

**MEETING:** Cabinet

**DATE:** 05 June 2018

<b>TITLE</b>	2017/18 Financial Outturn Report		
<b>Ward(s)</b>	n/a		
<b>Author:</b> Chris Holme	<b>Job title:</b> Director Finance		
<b>Cabinet lead:</b> Cllr Craig Cheney	<b>Executive Director lead:</b> Denise Murray		
<b>Proposal origin:</b> <i>Other</i>			
<b>Decision maker:</b> Mayor <b>Decision forum:</b> <i>Cabinet</i>			
<b>Timescales:</b> <i>n/a</i>			
<b>Purpose of Report:</b> To inform Cabinet of the final financial position of the Authority for the year 2017/18			
<p><b>Evidence Base:</b> The Council is required to publish its annual statement of accounts for 2017/18 at the end of May, and they will be presented to the Audit Committee on the 31<sup>st</sup> May, prior to their review by the Council’s external auditors, for final approval and publication by the 31<sup>st</sup> July.</p> <p>This report sets out the final position of the Council’s General Fund revenue account for the year, along with other ring-fenced accounts of the Council and expenditure against the approved capital programme, along with reasons for key variances. General Fund net expenditure, after taking account of adjustments to and from reserves, has been contained within a balanced budget for the year. This incorporates additional S31 grant for small business rate relief which the Council has received as a consequence of late notification of formula changes.</p> <p>The Housing Revenue Account has underspent, which means a surplus for the year of £17m, which must be reinvested in the Council’s landlord functions. There have also been underspends in other ring-fenced and restricted partnership accounts, including public health. The Dedicated Schools Budget overspend is significantly less than previously forecast, and there is a slight improvement with regard to overall school balances.</p> <p>The report also sets out, in Appendix A3, performance against delivery of the programme savings as approved by Full Council in February 2017. Agreed savings to the value of £25m of that programme were delivered during the year, with the remainder mitigated through funds held back in abeyance and net underspends across services.</p> <p>All details are provided in Appendix A to the report.</p>			
<b>Cabinet Member / Officer Recommendations:</b>			
<ol style="list-style-type: none"> <li>1. Note the contents of the report and the final position of the General Fund for 2017/18 of a £0.3m underspend, and the key reasons for budget variances as set out in Appendix A of the report.</li> <li>2. Note the final outturn of the Council’s capital expenditure, of total expenditure of £135m compared to a final capital budget for the year of £161m.</li> <li>3. Note the outturn position for the Housing Revenue Account of a surplus for the year of £17m.</li> <li>4. Note the agreement of Schools Forum to carry forward the £1m deficit on the Dedicated Schools Grant and to agree the breakdown of the carry forward as set out in Table 2 in Appendix A under paragraph 5.10.</li> </ol>			
<b>Corporate Strategy alignment:</b> n/a			
<b>City Benefits:</b> n/a			
<b>Consultation Details:</b> n/a			

<b>Revenue Cost</b>	£ n/a	<b>Source of Revenue Funding</b>	n/a
<b>Capital Cost</b>	£ n/a	<b>Source of Capital Funding</b>	n/a
<b>One off cost</b> <input type="checkbox"/>	<b>Ongoing cost</b> <input type="checkbox"/>	<b>Saving Proposal</b> <input type="checkbox"/>	<b>Income generation proposal</b> <input type="checkbox"/>

<b>Required information to be completed by Financial/Legal/ICT/ HR partners:</b>		
<b>1. Finance Advice:</b> The report is concerned with the financial performance of the authority during 2017/18 and therefore all financial implications are contained within the report.		
<b>Finance Business Partner:</b> Michael Pilcher		
<b>2. Legal Advice:</b> There are no specific legal implications in this report. The Council has a legal obligation to deliver a balanced budget		
<b>Legal Team Leader:</b> Nancy Rollason		
<b>3. Implications on ICT:</b> No IT implications in publishing this report		
<b>ICT Team Leader:</b> Ian Gale		
<b>4. HR Advice:</b> No HR Implications		
<b>HR Partner:</b> James Brereton		
<b>EDM Sign-off</b>	Denise Murray	25/05/2018
<b>Cabinet Member sign-off</b>	Craig Cheney	25/05/2018
<b>CLB Sign-off</b>	[name]	24/05/2018
<b>For Key Decisions - Mayor's Office sign-off</b>	n/a	n/a

<b>Appendix A – Further essential background / detail on the proposal</b>	<b>YES</b>
<b>Appendix B – Details of consultation carried out - internal and external</b>	<b>NO</b>
<b>Appendix C – Summary of any engagement with scrutiny</b>	<b>NO</b>
<b>Appendix D – Risk assessment</b>	<b>NO</b>
<b>Appendix E – Equalities screening / impact assessment of proposal</b>	<b>NO</b>
<b>Appendix F – Eco-impact screening/ impact assessment of proposal</b>	<b>NO</b>
<b>Appendix G – Financial Advice</b>	<b>NO</b>
<b>Appendix H – Legal Advice</b>	<b>NO</b>
<b>Appendix I – Combined Background papers</b>	<b>n/a</b>
<b>Appendix J – Exempt Information</b> ( <i>Legal</i> )	<b>NO</b>
<b>Appendix K – HR advice</b>	<b>NO</b>
<b>Appendix L – ICT</b>	<b>NO</b>

## 1. Background

- 1.1. The report provides information and analysis on the Council's financial performance and use of resources to the end of the financial year 2017/18. The Council set its budget for 2017/18 on 21<sup>st</sup> February 2017 and this report focuses on the actual performance during 2017/18 against that budget.
- 1.2. The Council is required to publish on its website and submit its finalised statement of accounts for external audit inspection by the 31<sup>st</sup> May. The finalised accounts are being presented to Audit Committee, as the Council's nominated Committee at its meeting on the 31<sup>st</sup> May. This report sets out for Cabinet's consideration, an outturn position relating to the General Fund revenue and capital accounts of the Council, its Housing Revenue Account and Dedicated Schools Grant.
- 1.3. Over a number of months Cabinet have been updated on the Council's financial position, which at period 10 was expected to be an underspend of £0.4m. The final position, after taking account of adjustments to and from reserves, is a net General Fund underspend for the year of £0.3m.
- 1.4. This underspend has been achieved primarily through delivery of savings across all services and also, in a number of areas taking mitigating action following early identification of potential budget risks and overspends so there was sufficient time for remedial actions to be taken. The Council also received more than anticipated grant relating to small business rate relief following a late change in calculation of the threshold by the Government.

## 2. Revenue Expenditure

- 2.1. The Council's overall annual revenue spend during 2017/18 has been managed across a number of areas:
  - a. The General Fund with a net budget of £364.1m, providing revenue funding for the majority of the Council's services;
  - b. The Dedicated Schools Grant (DSG) of £177.7m, which is ring-fenced for schools funding, overseen by the Schools' Forum, and managed within the People Directorate;
  - c. Public Health, a ring-fenced grant of £33.3m, must be spent to support the delivery of the Public Health Outcomes Framework and is managed within Neighbourhoods;
  - d. The Housing Revenue Account (HRA) of £121.9m gross spend, is ring-fenced, and reported separately from the general fund, and is managed within Neighbourhoods.

## General Fund

2.2. The table below provides a summary of how each directorate performed against the general fund revenue budget for the 2017/18 financial year.

### General Fund Forecast Net Expenditure

Directorate	Net Budget £m	Outturn £m	Outturn Variance (Under)/Over spend £m	Forecast Outturn Variance at Period 10 £m
People	198.8	198.8	0.0	0.0
Resources	33.7	33.7	0.0	0.0
Neighbourhoods	62.1	61.8	(0.4)	(0.3)
Place	12.1	12.1	0.0	(0.1)
<b>Sub-total</b>	<b>306.7</b>	<b>306.4</b>	<b>(0.3)</b>	<b>(0.4)</b>
Other Budgets*	57.4	57.4	0.0	0.0
<b>Net Expenditure Total</b>	<b>364.1</b>	<b>363.8</b>	<b>(0.3)</b>	<b>(0.4)</b>

\*Other Budgets includes capital financing & borrowing costs, and un-apportioned central overheads.

## 3. Capital Programme

3.1. The capital programme changed during the year as the phasing of schemes was reviewed and approvals for additional schemes and resourcing were agreed.

3.2. The following table sets out the Capital Outturn position for 2017/18 by Directorate. The outturn was £26m less than re-profiled during the budget process, and £15m less than was forecast at Period 10. This has contributed to lower than anticipated capital financing costs, and will impact upon the 2018/19 position.

Approved Budget Council (Feb 17) £m	Full	Directorate	Revised Budget £m	Outturn £m	Outturn Variance £m
30.8		People	28.1	20.2	(8.0)
112.1		Place	76.0	66.5	(9.5)
8.8		Neighbourhoods	8.3	5.3	(3.0)
8.1		Resources	3.8	1.4	(2.4)
12.7		Corporate	10.3	9.6	(0.7)
41.0		Housing Revenue Account	35.3	32.4	(2.9)
213.5		<b>Total</b>	161.8	135.4	(26.4)
		<i>Financed By:</i>			
129.7		Prudential Borrowing		43.4	
38.8		Capital Grants		45.0	
0.5		Capital Receipts		4.1	
41.0		HRA		32.4	
3.5		Revenue Contributions		10.4	
213.5		<b>Total</b>		135.4	

## 4. Service Detail

### People

Revised Budget Movement	Forecast Outturn	Outturn Variance					
£218.6m in P10 P12 <b>£198.8m</b> ↓	£218.6m in P10 <b>£198.8m</b> ↓	£0.0m in P10 <b>£0.0m</b> ↓	from P10 <b>£0.0m</b>				
<b>Revenue Position by Division</b>							
	2017/18 - Year to date		2017/18 - Period 10				
	Revised Budget	Net Expenditure	Variance	Revised Budget	Forecast Outturn	Outturn Variance	Movement in Variance
	£000s			£000s			£000s
<b>People</b>							
Strategic Commissioning & Commercial Relations	780	826	46	780	767	(13)	59
Care & Support - Adults	138,242	138,048	(194)	138,206	138,206	(1)	(193)
Care & Support – Children & Families	58,484	58,283	(201)	61,626	61,626	(0)	(201)
Education & Skills	(1,193)	(1,111)	81	15,441	15,470	29	52
Management - People	2,528	2,780	252	2,526	2,524	(1)	253
<b>Total People</b>	<b>198,841</b>	<b>198,825</b>	<b>(16)</b>	<b>218,580</b>	<b>218,593</b>	<b>14</b>	<b>(30)</b>
<b>Analysis of Budget Movements P10 to P12</b>							
							£000
P10 Revised Budget (following additional £3.8m supplementary estimate)							218,580
PFI schools financing technical adjustment							(17,788)
Prior years DSG set aside for Early Help							633
Funding received for specific outcomes that can be utilised in 2018/19, e.g. Troubled Families grant							(4,134)
Use of transformation funding for Children's Centres							890
Other minor year-end adjustments re Capital							664
Final 2017/18 Revised budget							<b>198,825</b>

### Strategic Commissioning

4.1. The Strategic Commissioning and Commercial Relations Division was in the process of being re-structured towards the end of 2017/18, with services either transferring to Resources Directorate for 2018/19 or being absorbed into other Divisions within Adults, Children and Education. The residual budgets accounted for here are largely staffing budgets which are addressed in 2018/19.

### Adults Social Care

4.2. The outturn position at 31st March 2018 shows an underspend of £0.194m against a budget of £138.324m. The main elements of this variance are composed of a £10.6m overspend on Adult Purchasing offset by £1.7m underspend on staffing, savings of £0.7m from the closures of North Bristol Rehab Centres and the Out of Hours service and after applying iBCF income (net of Better Lives Programme Expenditure) of £7.5m. There are also a number of other smaller underspends that include, income from OLAs (£0.3m), R&M (£0.3m), net payments to Health Authorities (£0.3m), and Supporting People (£0.2m).

4.3. The P10 position included an additional £2.4m budget in recognition of the budget pressures that could not be met from the use of the iBCF of £8.7m, which was mainly as a result of the forecast overspend in the Preparing for Adulthood Service.

4.4. The budget for 2017/18 included savings totalling £7.464m, a number of the

savings had been reported as at risk of delivery and as a result an estimated £3.290m was delivered leaving a balance of £4.174m as a pressure carried into 2018/19. The proposed savings not delivered included the reduction in Community Support Services (£2.106m savings target), Review of Respite Policy (£0.349m savings target) and Implementing a Dynamic Purchasing System to spot purchase placements in care homes (£0.325m savings target).

4.5. In the financial year 2017/18 the gross spend on providing care and support for adults amounted to £138m, some £10m over budget. Some of the key pressures include:

- Due to lack of capacity in the home care market placements have had to be made into a residential or nursing home. As a result Bristol has more placements in care homes than all comparable councils. The cost of a care home placement is in almost all cases more expensive than maintaining independence with a home care package.
- The savings proposals for 2017/18 included the implementation of a dynamic purchasing system (DPS) for the spot purchase of care home beds with a saving of £325k. Instead of reducing the cost of beds placements the introduction of DPS has led to a significant increase in the cost of care home placements. The Better Lives Programme has implemented demand management and price controls to reduce pressures on the cost of placements and deliver savings through building market capacity with home care providers to maximise the opportunity to maintain a service users independence by providing support in their own home and scrapping the DPS and instead plans on implementing a ceiling price for care home placements.

4.6. The graphs below demonstrate that placement levels are reducing for both residential and nursing service users aged 65+ though until Cabinet approval is given in June to set ceiling prices for care home placements there are still pressures on placement costs that are offsetting the reduction in placements. Whilst there is evidence that demand management has begun to make a difference in the second half of the financial year it is been more than offset by the increase in average cost. There is evidence that there has been some increase in home care capacity since the increase in the hourly rate for home care to £17.04 in November 2017 but home care providers continue to report significant difficulties in recruiting and retaining care workers. There is clearly a significant challenge to deliver the savings target of £6.221m for 2018/19 though at this stage there are some positive signs that at least demand management is working.

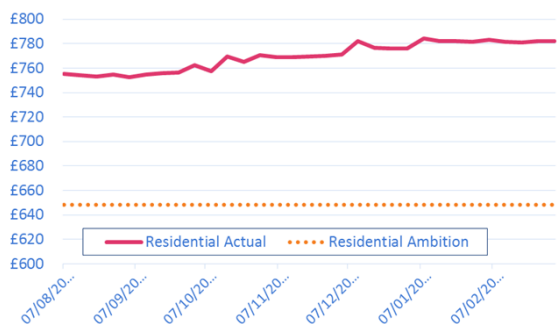
Residential Placements



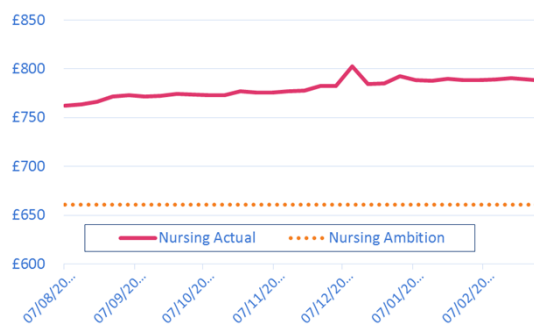
Nursing Placements



Residential average placement cost

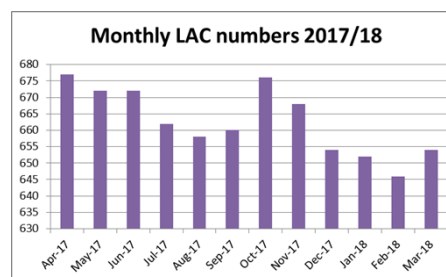
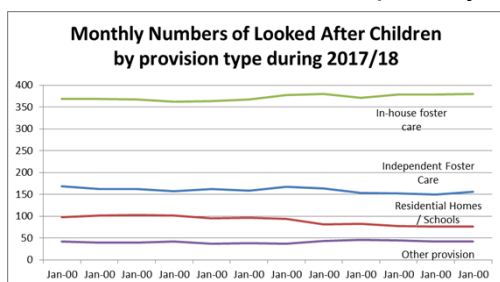


Nursing average placement cost



## Children's Services

4.7. Additional budget of £0.488m was added at P10 to acknowledge the reported level of overspend at that point. The planned use of reserves at P10 was £2.731m but further late allocations of grants increased the drawdown by a further £0.363m in the final analysis. Overall, Children's Service's forecast position has improved during 2017/18 and placement numbers have fallen. Had the budget not been increased by £0.488m at P10, with the same level of reserve movements, the service would have overspent by £0.287m.



4.8. The placements spend accounts for half of the budget in Children's Social Care and the level of spend is driven by the numbers of children that the Authority has responsibility for and the costs that need to be incurred to meet their needs. Overall spend on placements increased from £28.5m in 2016/17 to £29.7m in 2017/18. While headline numbers of looked after children reduced, unit costs rose, accounting for the increased costs.

4.9. The number of looked after children has fluctuated during 2017/18, but reduced by 25 (3.7%) between the start and end of the year. There was a modest increase in the number of in-house foster care numbers +11 (3%) and a modest reduction in the number of independent foster care placements -12 (-7%). This is the sort of trajectory that the service hopes to continue into 2018/19.

4.10. A cost pressure during the year was created with one of the in-house children's homes being decommissioned and occupancy in in-house children's homes being lower by an average of 5 places for the year, compared to 2016/17.

4.11. Elsewhere in the budget, new ways of working helped reduce forecast overspends and the level of overspend reduced steadily in this division during 2017/18.

4.12. The service has formally begun the Strengthening Families programme which plans to transform the way services are provided and to assist with delivery of the Authority's Medium Term Financial Plan (MTFP). The continued downward trajectories in numbers that have begun in 2017/18 and better control of unit costs are key aims of this programme.

## Educational Improvement and Division and Management People

4.13. These two divisions are managed by the Service Director Education. Although there is a reported overspend of £0.333m, the service intended to fund £0.652m of activity from reserves, however this has not been required as a consequence of compensatory underspends. The underlying underspend of (£0.219m) in Division 16 is in Early Years Children Centres as a result of a partly unused Corporate budget adjustment due to clawing back surplus Family Support balances, not just deficit balances as originally forecast. Various small underspends across Early Years, including salaries, lower commissioning and fees. Also, there is an underspend of (£0.100m) relating to unfilled vacancies.

### Capital

Revised Budget	Outturn Expenditure	Outturn Variance	Movement from P10
£28.5m in P10	£24.5m in P10	(£4.0m) in P10	
<b>£28.1m</b>	<b>£20.2m</b>	<b>(£8.0m)</b>	<b>(£4.0m)</b>
	72% of budget		

Capital Position	2017 Outturn			Period 2017/10 2017			Movement in Variance £000s
	Budget	Outturn	Variance	Budget	Forecast Outturn	Variance	
	£000s			£000s			
<b>Adults, Children and Education</b>							
Education Capital Programme 2	8,433	6,633	(1,800)	8,433	6,364	(2,069)	269
Schools' Devolved Capital	2,500	1,889	(611)	2,500	2,000	(500)	(111)
CYPS non-Schools	1,794	1,388	(406)	2,139	2,139	(0)	(406)
Education Capital Programme 3	13,856	9,902	(3,954)	13,856	11,240	(2,615)	(1,338)
Children & Families	390	143	(246)	390	277	(113)	(133)
Pending Approvals - Schools SEN & Social Care services	100	0	(100)	0	0	0	(100)
Care Management	0	0	0	137	562	425	(425)
Care Services	257	193	(64)	257	1,133	876	(939)
Strategic Housing	800	1	(799)	800	833	34	(832)
<b>Total Adults, Children and Education</b>	<b>28,129</b>	<b>20,151</b>	<b>(7,979)</b>	<b>28,511</b>	<b>24,548</b>	<b>(3,963)</b>	<b>(4,015)</b>

4.14. Out of a budget of £28m, only £20m was spent. While resources may be carried forward where the underspending is a timing issue, the expectation is generally that allocated capital should be used.

4.15. In 17/18 the Education Capital Programmes 2 & 3 budget of £22.3m accounted for over 80% of the People capital spend. These programmes completed delivery of an additional 30 secondary school places at Redland Green, 50 at Bristol Free School and 30 at Bristol Cathedral Choir School and work continues with our partners to increase secondary school places further in order to meet the increasing demand. On the 26<sup>th</sup> April Whitehall Primary celebrated the completion of expansion works where over 200 new places have been added.

4.16. There has been £5.9m invested to create additional early years places and improve the quality of the settings, with a new Knowle West Children's Centre recently opened, providing 60 additional places.

4.17. The Education Capital programme had an underspend of £5.9m, or 75% of overall People capital programme in 17/18, of which 55% was due to slippage through timescales and 45% was attributable to contract sign offs being delayed.

4.18. There were two other areas of major spend in 17/18, Devolved Schools capital grant funding of £1.9m which was passported to schools to help them undertake improvements to their premises, investing in their buildings, grounds, ICT equipment and infrastructure, thereby contributing to the raising of educational standards.

4.19. There continues to be investment, £1.3m in 17/18, on the Integrated



Education Management System, helping Education Teams to move away from having to use a large number of different ICT systems and work in a more efficient and effective manner with an integrated system. Phases of this system went live in 17/18, including the delivery of initial Phase 1 software at the end of August 2017 (which included substantial data migration of client and establishment information) and the Admissions Application Portal for September 2017. Work continues with the hope of the full technical delivery and roll out by December 2018.

- 4.20. Assumed expenditure on PE07 – Extra Care Housing did not take place as planned during the year. £0.2m will take place as part of the development at New Fosseway, planned for next year. The residual £600k relates to a change in the funding assumptions for the Redhouse development and will now facilitate those resources being freed up.

## Place

Revised Budget	Forecast Outturn from P10	Outturn Variance	Movement
£14.0m in P10 P12 <b>£12.1m</b> ↓	£13.9m in P10 <b>£12.0m</b> ↓	(£0.1m) in P10 <b>(£0.1m)</b> ⇒	<b>£0.1m</b>

Revenue Position by Division							
	2017/18 - Year to date			2017/18 - Period 10			Movement in Variance
	Revised Budget	Net Expenditure	Variance	Revised Budget	Forecast Outturn	Outturn Variance	
	£000s			£000s			£000s
<b>Place</b>							
Property	(1,015)	1,132	2,147	(3,141)	(1,079)	2,062	85
Planning	796	712	(84)	933	599	(334)	250
Transport	3,741	2,774	(967)	7,011	6,072	(939)	(28)
Economy	6,504	5,848	(656)	6,741	6,327	(414)	(242)
Energy	2,077	1,641	(436)	2,425	1,946	(479)	43
<b>Total Place</b>	<b>12,102</b>	<b>12,107</b>	<b>5</b>	<b>13,969</b>	<b>13,865</b>	<b>(104)</b>	<b>108</b>

### Analysis of Budget Movements P10 to P12

	£000
P10 Revised Budget	13,969
Use of Development Fund reserve and Future City Demonstrator funds	461
Provision for future spend including transport (£1.5m), Housing Delivery (£0.5m) and Planning (£0.4m)	(2,913)
Other minor year-end adjustments re Property Services recharges	(15)
Business rates pressure	600
<b>Final 2017/18 Revised Budget</b>	<b>12,102</b>

- 4.21. The Place Directorate overall outturn position was a balanced budget for 2017/18, which represents a slight overall adverse movement £0.1m compared to the P10 forecast position. All planned savings targets in 17/18 except for Property have either been fully delivered or appropriately mitigated.

- 4.22. Key variances in the outturn position and movements between outturn and P10 are as follows:

### Property

- 4.23. Property was £2.147m overspent in 17/18 mainly due to under delivered savings and budget pressures under Facilities Management and Business Rates for corporate buildings. This was broadly in line with previous forecasts reported to

Cabinet. Plans have now been put in place to address this inherent overspend in 18/19 alongside other savings commitments in the MTFP.

## Planning

4.24. Planning's outturn position is £84k underspend, £0.25m lower compared to the forecast underspend in P10. This is mainly due to additional provisions set aside for a number of planned one-off service improvements required as a condition of the increase in planning fees, and which will be delivered during 2018/19.

## Transport

4.25. Transport is reporting a £0.964m surplus position in 17/18, mainly due to higher than expected enforcement income, PCN income and off-street car parking income. New bus lane enforcement cameras have been activated and resulted in additional income. This will need to be closely monitored to take account of changes in behaviour. Parking income generally depends on the wider economic condition and is ring fenced for transported related activities.

4.26. The reported outturn position takes into account a list of planned use of reserves set aside for 18/19 for delivery of major revenue maintenance works, including essential works required on major public car parks.

## Economy

4.27. Economy has reported a £0.656m surplus, mainly due to higher than planned income generated from Filwood Green Business Park and in year salary savings as a result of capitalised staffing cost for housing development.

## Energy

4.28. Energy reported a £0.436m underspend at year-end, mainly due to in-year cost reductions / savings on corporate energy consumptions, across the council's asset portfolio.

## Capital

Revised Budget	Outturn Expenditure	Outturn Variance	Movement from P10
£71.3m in P10	£68.0m in P10	(£3.2m) in P10	
<b>£76.0m</b>	<b>£66.5m</b>	<b>(£9.5m)</b>	<b>(£6.3m)</b>
	88% of budget		

Place	2017 Outturn			Period 201710 2017			Movement in Variance
	Budget	Outturn	Variance	Budget	Forecast Outturn	Variance	
	£000s			£000s			
Property	4,818	4,624	(194)	4,702	5,596	895	(1,088)
Economy	10,337	7,031	(3,307)	10,346	8,620	(1,726)	(1,581)
Planning	563	413	(150)	683	530	(153)	3
Transport	49,932	44,794	(5,138)	45,290	41,924	(3,366)	(1,772)
Housing Delivery	7,545	9,075	1,530	7,465	9,210	1,745	(216)
Energy	2,770	554	(2,216)	2,770	2,156	(614)	(1,602)
<b>Total Place</b>	<b>75,966</b>	<b>66,491</b>	<b>(9,475)</b>	<b>71,256</b>	<b>68,037</b>	<b>(3,219)</b>	<b>(6,256)</b>

4.29. Place Directorate capital programme is £9.475m underspend at year end. The main areas of underspend are strategic transport, economy and energy.

## **Economy**

- 4.30. Colston Hall: There has been some delay against the original construction cost profile and the decision to appoint the building contractor was approved by Cabinet in May 2018.

## **Transport**

- 4.31. There had been some delays in the delivery of works at St Philip's Footbridge and Temple Circus due to delays in procurement and unexpected design changes. Frome Greenway as a part of the Cycle Ambition grant funded projects (£1.3m underspend) also suffered from further delays. In addition, A4/A4174 reported a £0.9m underspend due to contractual delays.

## **Housing**

- 4.32. There was a small increase in spend from that forecast at P10 to outturn of £216k on a total outturn of £9.075m (2.4%). The key factors for the movement are down to the grant payments to Registered Providers where progress on schemes has been marginally different from previously forecast and pace of progress across those schemes that are being prepared to be development ready. A review of all schemes is currently in progress to improve the accuracy of forecasting of Housing Delivery expenditure from 2018/19 onwards.

## **Energy**

- 4.33. Energy heat network infrastructure projects are reporting a £1.8m slippage due to delays to Temple Gate MetroBus works. There is also a c£0.5m underspend on the Car Parks LED project, the tender of which is currently still being evaluated.

## Neighbourhoods

Revised Budget Movement	Forecast Outturn	Outturn Variance	
£67.7m in P10	£67.4m in P10	(£0.3m) in P10	from P10
P12 <b>£62.1m</b> ↓	<b>£61.8m</b> ↓	<b>(£0.4m)</b> ↓	<b>(£0.1m)</b>

### Revenue Position by Division

	2017/18 - Year to date			2017/18 - Period 10			Movement in Variance
	Revised Budget	Net Expenditure	Variance	Revised Budget	Forecast Outturn	Outturn Variance	
	£000s			£000s			£000s
<b>Neighbourhoods</b>							
Citizen Services	10,565	10,409	(156)	13,102	13,102	(0)	(156)
Waste	31,531	31,612	80	27,479	27,479	(0)	80
Neighbourhoods & Communities	12,165	12,053	(113)	13,351	13,122	(229)	116
Women's Commission	5	5	0	5	5	0	0
Public Health - General Fund	(3,556)	(3,713)	(157)	1,425	1,424	(0)	(157)
Housing Options	11,411	11,388	(23)	12,332	12,268	(64)	41
<b>Total Neighbourhoods</b>	<b>62,121</b>	<b>61,753</b>	<b>(368)</b>	<b>67,694</b>	<b>67,401</b>	<b>(293)</b>	<b>(76)</b>

### Analysis of Budget Movements P10 to P12

	£000
P10 Revised Budget (following (£1.1m) supplementary estimate adjustment)	67,694
Waste settlement deferred income £4.0m	4,873
Funding received for specific outcomes that can be utilised in 2018/19, e.g. Substance Misuse grant (£2.0m), Flexible Homelessness grant (£0.6m)	(5,387)
PFI Financing	(2,205)
Year end adjustments re HRA Recharges and other minor adjustments	(2,854)
<b>Final 2017/18 Revised budget</b>	<b>62,121</b>

4.34. As part of the supplementary estimate process, £1.1m of previously identified budget underspend for Neighbourhoods was transferred to the People Directorate for 2017/18 only.

### Citizen Services

4.35. The service generated a (£2.8m) underspend due predominantly to Substance Misuse where the budget is pooled and comprised an annual element and a brought forward £2m due to underspends in prior years. The annual element was spent as planned however the brought forward element remained unspent at the year end and has consequently to be transferred to Reserves for future use. This £2m transfer is included in a total transfer to Reserves of £2.6m.

4.36. This leaves a net underspend of (£0.2m) representing salary savings from delayed recruitment within the Customer Service Operations Centres.

### Neighbourhoods and Communities

4.37. Neighbourhood Management has delivered savings of (£0.4m) against the early closure of Public Toilets and Neighbourhood Partnerships. Libraries have delivered savings of (£0.3m) through reduced spend on building works and salary savings arising from unfilled staff vacancies, both reflecting an anticipated service review. Parks report underspends of (£0.3m) due to delays in the procurement process for machinery and bad weather in Q4 delaying planned works.

4.38. A transfer to reserves of £0.9m leaves a net underspend of (£0.1m) representing the impact of the bad weather in Q4 in delaying planned works.

## Public Health – General Fund

4.39. An underspend of (£0.2m) represents a saving against Healthwatch activity.

### Housing Options

4.40. Total (£0.9m) underspend due for the main part to delays in the timing of recommissioning short term supported housing (such as homeless hostels), salary savings (excluding grant funded services) and increased emergency units income.

4.41. A transfer to Reserves of £0.9m has been made.

### Capital

<b>Revised Budget</b>	<b>Outturn Expenditure</b>	<b>Outturn Variance</b>	<b>Movement from P10</b>
<b>£8.3m</b>	<b>£5.3m</b> 64% of budget	<b>(£3.0m)</b>	<b>(£1.2m)</b>

Capital Position	2017 Outturn			Period 2017/10 2017			Movement in Variance £000s
	Budget	Outturn	Variance	Budget	Forecast Outturn	Variance	
	£000s			£000s			
<b>Neighbourhoods</b>							
Bristol Ops Centre	3,616	1,923	(1,694)	3,939	2,984	(954)	(739)
OmniChannel	279	189	(90)	279	279	0	(90)
Parks and Green Spaces	791	443	(349)	799	499	(300)	(49)
Neighbourhoods & Communities	153	114	(39)	153	114	(40)	0
Neighbourhoods Major Projects	0	0	0	0	0	0	0
Housing Services Capital - General Fund	3,432	2,615	(817)	3,167	2,715	(452)	(366)
<b>Total Neighbourhoods</b>	<b>8,273</b>	<b>5,284</b>	<b>(2,989)</b>	<b>8,337</b>	<b>6,591</b>	<b>(1,746)</b>	<b>(1,243)</b>

4.42. £3.0m underspend in outturn against budget. No significant impact to the MTFP budget spend 'envelope'. The roll forward in to 18/19 of the majority of the unspent 17/18 budget will be subject to formal request.

### Bristol Operations Centre

4.43. Original go live date of September 2017 was extended due to cancellation of originally planned procurement. Subsequent integration/connectivity and testing issues linked to the programme's reassessed requirements have further impacted the go live date and slipped it in to 18/19.

### Parks and Green Spaces

4.44. Bad weather in the final quarter of 17/18 has delayed activity and consequent spend. This will now be planned to take place in 18/19.

### Housing Services

4.45. Adaptations spend profile slowed due to delays in procurement process and additional funding being allocated in January. In addition, previously budgeted Prudential Borrowing against Discretionary Assistance is no longer required.

## Resources

Revised Budget Movement	Forecast Outturn	Outturn Variance	
£35.7m in P10	£35.7m in P10	£0.0m in P10	from P10
P12 <b>£33.7m</b> ↓	<b>£33.7m</b> ↓	<b>£0.0m</b> ⇒	<b>£ 0.0m</b>

### Revenue Position by Division

	2017/18 - Year to date			2017/18 - Period 10			Movement in Variance
	Revised Budget	Net Expenditure	Variance	Revised Budget	Forecast Outturn	Outturn Variance	
	£000s			£000s			£000s
<b>Resources</b>							
ICT	10,980	11,024	44	12,110	12,110	0	44
Legal and Democratic Services	6,138	6,199	61	6,651	6,890	239	(178)
Finance	3,528	3,528	0	3,100	3,100	(0)	0
HR & Workplace	3,105	3,105	0	3,190	3,180	(10)	10
Resource Transformation	4,841	4,841	0	4,294	4,294	(0)	0
Policy, Strategy & Communications	2,717	2,680	(37)	2,613	2,506	(107)	70
Executive Office Division a	2,385	2,316	(69)	2,340	2,217	(122)	53
<b>Total Resources</b>	<b>33,694</b>	<b>33,693</b>	<b>(1)</b>	<b>34,298</b>	<b>34,297</b>	<b>(0)</b>	<b>(1)</b>

### Analysis of Budget Movements P10 to P12

	£000
P10 Revised Budget (following (£1.4m) supplementary estimate adjustment)	34,298
Use of reserve for Coroners equipment	84
Provisions for future spend including ICT (£1.4m), Elections (£0.6m)	(2,574)
Year-end adjustments including use of transformation funding	1,886
<b>Final 2017/18 Revised budget</b>	<b>33,694</b>

4.46. The outturn for the Resources Directorate was in line with the revised budget. The Directorate had reduced all but essential spend within the year on the back of early monitoring that forecast significant overspends elsewhere and which culminated in the approval of supplementary estimates, whereby £1.4m was transferred to the People Directorate for the 2017/18 financial year only. The development of these one off savings also fed into the MTFP and identified a number of ongoing budget reductions.

4.47. The Directorate has also planned for additional cost pressures relating to the new General Data Protection Regulations (GDPR) which is applicable to anybody holding data on EU citizens, plus the outcome of the review of the emerging ICT strategy which has meant holding some development costs in abeyance, pending approval, but which is anticipated to be utilised early in the new financial year.

4.48. With pressures on front line services, the Resources Directorate planned to use remaining one off savings from the supplementary estimate saving plus any further identified to set aside funding to cover future risk relating to these identified pressures. These savings of £1.6m are included in the final outturn figures.

### Legal and Democratic Services

4.49. There have been a number of variances in the Legal and Democratic Services due to the volatility of costs such as disbursements and at P10 there was a forecast overspend of £0.2m but this has been reduced at outturn to an overspend of £0.1m which was assisted by receiving a New Burdens Grant of £65k

that had been settled across authorities at year end relating to Land Charges with instructions that it was to be accounted for in the 2017/18 financial year.

## ICT

4.50. The ICT Division budget has balanced as forecast. The Division has been developing the future state assessment of ICT, and this has meant not entering into new commitments that might not align with the emerging strategy. This along with planned savings made through vacancy management, software and maintenance contracts together with early savings from telephony (built into the future MTFP) have been set aside to cover future ICT costs and the cost of GDPR, as outlined above. It is anticipated that the additional expenditure will be incurred during 2018/19.

## Resource Transformation

4.51. Resource Transformation has balanced its budget as forecast. Costs of project managers over and above the funded core team who are working on delivering MTFP savings are funded through planned use of reserves.

## Executive Office

4.52. The Executive Office underspend relates mainly to an underspend on the Innovations Budget as a requirement to make savings to balance the bottom line.

## Capital

Revised Budget	Outturn Expenditure	Outturn Variance	Movement from P10
<b>£3.8m</b>	<b>£1.4m</b>	<b>(£2.4m)</b>	<b>(£2.3m)</b>
	36% of budget		

Capital Position							
	2017 Outturn			Period 201710 2017			Comparison to Period 201710 2017 Movement in Variance £000s
	Budget	Outturn	Variance	Budget	Forecast Outturn	Variance	
	£000s			£000s			£000s
<b>Resources</b>							
Information & Communication Technology	2,659	1,162	(1,497)	2,890	2,724	(166)	(1,331)
Bristol Workplace Programme - Design	0	14	14	0	0	0	14
Bristol Workplace Programme - Buildings	167	182	15	36	36	0	15
<b>Total Resources</b>	<b>2,826</b>	<b>1,358</b>	<b>(1,468)</b>	<b>2,926</b>	<b>2,760</b>	<b>(166)</b>	<b>(1,302)</b>

4.53. Most of the initiatives identified within the capital allocation fall under the remit and scope of the wide ranging IT Future State Assessment. The outcome of this assessment determines the technology choices and direction over the next 1 – 5 years; therefore any capital investment decisions have been deferred until the emerging strategy is agreed.

## Other Budgets

4.54. The main expenditure in this area is capital financing, borrowing costs and cross council expenditure such as insurance. At year end it also reflects any movement to and from reserves.

4.55. The underspend on the capital programme resulted in lower capital financing costs and meant the Council weren't required to take out the additional planned borrowing. This underspend was offset against additional provisions required at year end against future liabilities.

4.56. The Council received an additional £3.5m in section 31 grants to compensate for loss of business rates from mandatory business rates relief awarded during the year. £2.5m was due to errors by Central Government in the 17/18 grant calculations. Confirmation of the errors, and their impact on the Council's income, was notified too late for reporting, with arrangements for final adjustments confirmed in April 2018. There will also be a net gain for 2018/19 which will impact upon the council's medium term financial planning assumptions. This is being reviewed and will be reported back to Cabinet in conjunction with the Period 2 monitoring report in August. A further £1m was for additional relief announced in the Autumn Budget. This additional income has been added to an ear-marked risk reserve against future business rates volatility taking account of the commensurate loss of business rates collected during the year.



## 5. Ring-fenced Accounts

### Housing Revenue Account

<b>Revised Budget</b> £0.0m in P10	<b>Outturn Expenditure</b> (£9.4m) in P10	<b>Outturn Variance</b> (£9.4m) in P10	<b>Movement from P10</b>
P12 <b>£0.0m</b> ⇒	<b>(£17.0m)</b> ↓	<b>(£17.0m)</b> ↓	<b>(£7.6m)</b>

Housing Revenue Account Summary	2017/18 - Year to Date			2017/18 - Period 10			Comparison to P10		
	Budget £'000s	Net Expenditure £000s	Variance to Budget £'000s	Budget £'000s	Net Expenditure £000s	Variance to Budget £'000s	Movement in Budget £'000s	Movement in Forecast £'000s	Movement Variance £'000s
Income	(121,204)	(121,058)	147	(121,341)	(121,631)	(290)	137	573	436
Repairs & Maintenance	31,340	27,435	(3,905)	31,742	30,156	(1,586)	(401)	(2,720)	(2,319)
Supervision & Management	26,889	24,759	(2,130)	25,880	26,956	1,076	1,009	(2,197)	(3,206)
Special Services	7,957	7,441	(516)	8,373	8,786	413	(416)	(1,345)	(929)
Rents, Rates & Taxes	2,011	1,661	(350)	1,874	1,874	(0)	137	(213)	(350)
Other Expenditure	54,892	44,164	(10,727)	53,923	46,339	(7,584)	969	(2,174)	(3,143)
Funding from Reserves	(1,885)	(1,446)	440	(451)	(1,894)	(1,443)	(1,434)	448	1,883
<b>Total Surplus on the HRA</b>	<b>0</b>	<b>(17,043)</b>	<b>(17,043)</b>	<b>(0)</b>	<b>(9,415)</b>	<b>(9,415)</b>	<b>0</b>	<b>(7,628)</b>	<b>(7,628)</b>

5.1. For financial year 2017/18 the Housing Revenue Account has reported a surplus £17.0m an increase from forecast at P10 of £7.6m. The surplus must be retained within the ring-fenced HRA, and its impact on the medium term and long-term HRA business plan will be reviewed as part of the refresh of HRA financial model. The key reasons for the movement in the outturn from that forecast at P10 are set out below.

#### Income

5.2. The two material factors make up the movement, a reduction in income of £780k due to lower than anticipated district heating costs recharged to tenants as part of service charges offset by an increase in income from interest on investments of (£205k).

#### Repairs and Maintenance

5.3. The material factors that make up the movement are set out below:

- Response Repairs (£1.382m reduction), a reduction in employee costs not forecast at P10, a reduction in fleet costs where delays in replacement vehicles where the expected cost of new vehicles was greater than existing vehicles (£500k), the residual costs associated with moving to a new response repair contractor was lower than anticipated and there were fewer repairs undertaken due to adverse weather over the winter months.
- Relets (£0.658m reduction), generally the turnaround of properties had been completed to target but during January with a new contractor in place relet turnaround deteriorated resulting in fewer properties relet on target and a result a lower payment made for any work completed by 31<sup>st</sup> March 2018. In addition fewer 'general need' properties were refurbished offset by an increase in the refurbishment of temporary/acquired accommodation.
- Planned Maintenance (£0.212m reduction), all work on gas servicing, electrical safety and heat pumps were completed to target but recharges to the response trades budgets was less than forecast at P10 by £200k.
- Planned M&E (£0.302k reduction), includes the repairs to the following smoke vents, heating management, lifts and fire safety works. The material areas are as follows, there were capacity issues with the contractor on fire safety work where less work was completed than planned (£100k) and there was a forecasting issue

around prior year accruals which led to an adjustment in the forecast by £100k.

- Estate Management (£0.346m reduction), this reduction in spend was due to a lower than forecast spend on local schemes across a number of small budgets.

### Supervision and Management

5.4. Two material factors contributed to the reduction in expenditure, the forecast salary costs at outturn for Rent Management and Estates Management were £600k less than forecast at P10 and the costs in year of the Improving Tenants Experience Project was £1.4m less than forecast at P10 where there a significant portion of the project costs were capitalised that were previously expected to funded from revenue reserve.

### Special Services

5.5. The material factors contributing to the reduction are as follows, the forecast salary costs at outturn for Caretaking were £315k less than forecast at P10, there was a saving in utility costs in the district heating budget of £594k that was not anticipated in the forecast at P10, this resulted in a reduction in service charges to tenants and there was an underspend on the Communal Amenities budget of £148k due to lower than anticipated utility costs.

### Other Expenditure

5.6. The material factors that contributed to the reduction are as follows,

- the level of contribution to the provision for bad debts was £1.429m lower than anticipated as a result of a reduction in the actual level of debt than forecast in the early part of the financial year.
- Debt collection levels significantly improved in the second half of 2017/18.
- Due to a further reduction in the amount of capital work completed there was a reduction in depreciation charges and capital funded from revenue totalling £618k.

### Capital

Revised Budget	Outturn Expenditure	Outturn Variance	Movement from P10
<b>£35.3m</b>	<b>£32.4m</b>	<b>(£2.9m)</b>	<b>(£0.6m)</b>

5.7. There was a further reduction in outturn expenditure compared to forecast across a number of schemes of (£0.6m). Details of the movement is as follows:

- The material factors was a reduction of actual spend on multi-story blocks of (£784k) compared to the forecast at P10 and lower spend on planned capital works on heating system installation of £464k. An example of this is on the Duckmoor Road scheme where contractor issues and adverse weather delayed the project.
- Other factors were a lower level of spend on disabled adaptations of £319k, a lower level of spend on miscellaneous schemes (furniture packs) offset by an increase in spend on new build of £406k and the part capitalisation of the costs of the new housing system of £969k.

## Dedicated Schools' Grant (DSG)

Revised Budget	Outturn Expenditure	Outturn Variance	Movement from P10
£0.0m in P10 P12 <b>(£2.4m)</b> ↓	£5.1m in P10 <b>(£2.4m)</b> ↓	£5.1m in P10 <b>£0.0m</b> ↓	<b>(£5.1m)</b>

- Overall Dedicated Schools Grant (DSG) overspent by £1.0m at end of 2017/18
- Schools Forum's consent is needed to carry forward the £1.0m deficit into 2018/19
- High Needs Block actual year-end balance was £5.7m cumulative deficit, offset by (£4.7m) underspends in other budgets.
- Cabinet is invited to endorse the recommendation set out in Table 2, which would reduce the carry forward on High Needs to £2.0m, with (£1m) of individual underspends, comprising the net £1.0m deficit.

5.8. At year-end the Authority's accounting system transfers the movements between the DSG brought forward and the DSG carry forward carry forward to reserves, such that the figures net to zero. This report, however, explains the underlying position.

5.9. The Dedicated Schools Budget underspent considerably, compared to the Period 9 position reported to Schools Forum. **Table 1** sets out the position. Rather than an overspend of £5.245m (Schools Forum March 2018), the final position is an overspend of £1.016m, an improvement of (£4.229m).

**Table 1: Summary DSG outturn position (including ESFA Recoupment) 2017/18**

All figs in £'000s	Brought forward 2017/18	Budget 2017/18	Actual 2017/18	In-year movement	Carry forward 2017/18
School Central Block	0	244,117	242,022	(2,095)	(2,095)
De-delegated items	(295)	(62)	(62)	(357)	(345)
Early Years	(440)	34,815	33,227	(1,587)	(2,027)
High Needs Block	3,180	50,596	53,093	2,497	5,677
HN Projects	(815)	0	633	633	(182)
Funding	0	(329,528)	(329,528)	0	0
	<b>1,630</b>	<b>0</b>	<b>(614)</b>	<b>(614)</b>	<b>1,016</b>

*NB The differences from the Council's accounting system are: recoupment expenditure and income retained by the ESFA amounts to £151.851m gross (nil net); the High Needs Project funding ((£815k) b/f, £633k movement and (£182k) c/f) is accounted for within division 15; the budget adjustment of (£2.4m) is the b/f (excluding HN projects) and the adjustment to the net expenditure is (£1.2m) on top of the actual net expenditure of (£1.2m) (again excluding HN projects) to give a nil net variance.*

5.10. A deficit on the DSG may only be carried forward to be charged against the following year's Schools Budget with the consent of Schools Forum. At its meeting on 22<sup>nd</sup> May 2018, Schools Forum agreed to the £1.016m deficit being carried forward. Table 2 below sets out how it is proposed that the carry forward position be accounted for. The principle was to keep the deficit on the High Needs Block as low as it could be, recognising that there were some elements of underspent budget that would have to be attributed to the relevant services.

**Table 2: Basis proposed to Schools Forum for carrying forward the £1.016m DSG deficit into 2018/19 financial year**

Component	Purpose of carry forward	Year-end balance applied £'000
De-delegated items	Funding contributed by maintained schools	(357)
High Needs Early Help projects	Funding committed and will be spent this term	(182)
Early Years Block – Maintained Nursery Schools (MNS)	To provide better stability to funding than the DfE MNS supplement	(500)
High Needs Block	Balancing deficit (an improvement of £3.7m on actual deficit incurred)	+2,055
<b>Total net balance b/f 2018/19</b>	<b>Schools Forum has to consent to this being applied to the Schools Budget for 2018/19.</b>	<b>+1,016</b>

**Schools Central Block (-£2.1m)**

5.11. An underspend of £1.1m had been reported through 2017/18 within the Growth Fund, but there were other underspends on Prudential Borrowing (£0.2m) and other Schools Block allocations, including NNDR, of (£0.8m), which remained unallocated at year-end.

**De-delegated items (-£0.3m)**

5.12. It is a requirement that unspent funding for de-delegated items be carried forward and added to the same item for 2018/19. This includes underspend on Schools in Financial Difficulties.

**Early Years (-£2.0m)**

5.13. The Early Years report to Schools Forum in March indicated that there was a provisional assessment that the January 2018 pupil census was likely to improve the monitoring position by £0.5m. In the final analysis, there was a further £0.4m income due from the January 2018. In addition, there was evidence of prudence, with underspends on budgeted spend across the service in retained budgets and contingency and no material spend on brought forward sums. Overall, this leaves £2.0m unallocated for Early Years, set out in Table 3.

**Table 3: Components of Early Years DSG budget variances**

Component	Planned expenditure	Actual net spend	Difference
3/4 year olds formula	24,743	24,684	(59)
2 year olds formula	4,601	4,286	(315)
Formula Supplements (Deprivation, Quality)	791	808	16
Overheads	1,973	1,583	(390)
Inclusion	998	1,095	97
Pupil Premium	366	333	(34)
MNS Lump sum	1,239	1,239	
Disability Access Fund	103	41	(61)
Additional DSG income (based on 7/12ths of January 2018 census)		-843	(843)
Brought forward projects	440	0	(440)
<b>Total</b>	<b>35,255</b>	<b>33,226</b>	<b>(2,028)</b>

## High Needs

5.14. The High Needs budget began the year with a £3.2m deficit brought forward and this has worsened by £2.5m in-year. Pressures have been reported throughout the year on this budget. A budget recovery plan has been developed. There was some progress with this in 2017/18 in Further Education High Needs funding, where fewer place numbers have been needed or where colleges have agreed that lower top-up funding for learners was required. There was a £0.8m improvement between the March 2018 Schools Forum, which reported £6.5m overspend, and year-end. This is accounted for by £183k increase in top up spend related to therapy costs offset by; £318k reduction in the number of new placements & decrease in placement costs, £229k additional income from implementing a revised charging policy for Alternative Learning placements, £449k reduction due to freeze on recruitment & project related spend and generation of income.

## High Needs Projects (Early Help)

5.15. The last elements of project funding to support Early Help are now being spent. £0.6m of the £0.8m available in 2017/18 has been applied and there are some posts that will benefit from this funding in the summer term of 2018.

## Schools Balances

5.16. Overall school revenue balances have increased from £4.2m net surplus to £4.8m net surplus during 2017/18. There are 8 schools which became academies during 2017/18. By excluding the original £0.8m balances held by those schools in March 2017, the like-for-like comparison for existing maintained schools is £3.5m net surplus to £4.8m during 2017/18. The number of schools in deficit has reduced from 20 to 17, with a concerning number of nursery schools with deficit budgets. Indeed, the 17 schools in deficit have an aggregate deficit of £3.9m which will need to be addressed. Officers have been tightening processes during 2017/18 and are in a position to adopt a more systematic and rigorous approach during 2018/19.

5.17. School net capital balances have reduced from £3.8m to £3.5m, which is much less of a concern.

## Carry forward position REVENUE (Status 31.3.18)

	Deficit	Surplus	Total
Nursery	7	5	12
Primary	5	52	57
Secondary	1	2	3
Special	1	6	7
PRU (Pupil Referral Unit)	0	0	0
Hospital	1	1	2
Children Centres (DSG)	2	4	6
<b>Total</b>	<b>17</b>	<b>70</b>	<b>87</b>

## Summary revenue and capital balances for maintained schools as at 31<sup>st</sup> March 2018

	Revenue b/f	Revenue Movement	Revenue c/f	Capital b/f	Capital Movem ent	Capital c/f
Nursery	1,276	268	1,544	(369)	48	(321)
Primary	(3,597)	(2,134)	(5,732)	(2,392)	357	(2,035)
Secondary	(348)	88	(260)	0	(50)	(50)
Special	(1,206)	524	(682)	(1,057)	(69)	(1,126)
PRU	(181)	181		16	(16)	
Hospital	139	(136)	3	(7)	6	(1)
Children's Centres	(410)	684	274	(52)	63	11
Central	80	(80)		4	(4)	
<b>Total</b>	<b>(4,248)</b>	<b>(605)</b>	<b>(4,853)</b>	<b>(3,857)</b>	<b>336</b>	<b>(3,522)</b>

## Public Health

- 5.18. In 2017/18 Bristol City Council received a Public Health grant of £33.3m, of this £32.4m was spent leaving a £0.9m underspend.
- 5.19. The underspend is due to £0.2m savings on alcohol treatment, £0.1m savings on activity contracts for sexual health services, £0.1m on NHS Healthchecks (where take-up has been lower than planned), £0.1m on drug treatment services, £0.2m on food safety initiatives spend. The balance of £0.3m represents staff savings and additional income.
- 5.20. As the public health grant is ring-fenced this underspend is transferred into a ring-fenced reserve for future spending within the grant conditions.

	Budget £m	Outturn £m	Variance £m
Public Health	33.3	32.4	0.9

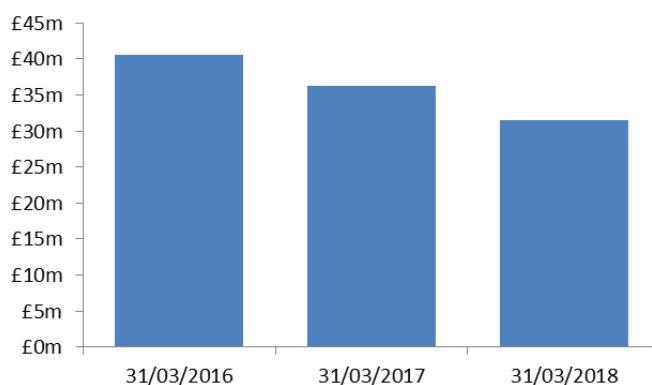
## 6. Savings Programme

- 6.1. To balance the 17/18 budget, savings totalling £33.1m were approved by Full Council. £24.9m of these have been confirmed as delivered on an on-going basis. £8.2m wasn't delivered during the year but was mitigated by other one-off tactical savings, or non-recurring income, which was addressed throughout the year and reported monthly to Cabinet. A proportion of these are expected to be delivered during 2018/19.
- 6.2. Of the undelivered savings a significant proportion is within Adult Social Care, which was mitigated through additional budget as a supplementary estimate. Deliver of savings within Adult Social Care is one of the biggest risks over the medium term to delivery of a balanced budget due to the pressures being faced in these services.
- 6.3. At P10 monthly budget monitoring showed £3m at risk in year, this referred to savings for which at that point no mitigation was in place. By the end of the year mitigations had been found for all in-year non-delivery of savings.
- 6.4. Appendix A3 gives additional detail regarding delivery of savings.

## 7. Debt Management

7.1. Outstanding debt at the end of the year is £34.5m which is a decrease from this time last year of £1.8m.

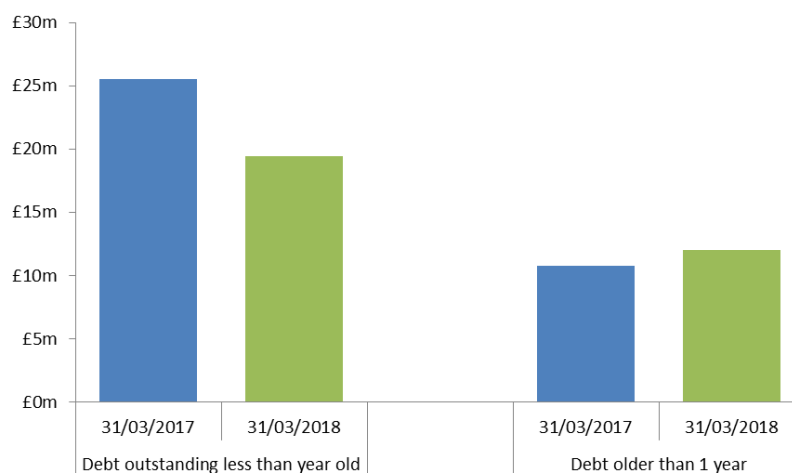
Figure 1: Outstanding Debt at 31<sup>st</sup> March for last three years



7.2. The opening sundry debt balance at 1<sup>st</sup> April 2017 was £36.3m, and an additional £130.1m income was raised during the year.

7.3. Our in-year collection of debt has improved, of the £130m invoices raised during the year £111m (85%, 79% in 16/17) was collected, with a further £19m to collect as at 31<sup>st</sup> March 2018, of which £9.6m was invoiced during March.

Figure 2: Breakdown of movement in outstanding debt between 31/03/2017 and 31/03/2018 by age of debt



7.4. Of the opening sundry debt balances of £36m (debt which is now greater than a year old) we have collected £24m (67%), leaving a further £12m to collect. This has meant the debt greater than a year old has increased from £10.8m to £12.0m.

### Debt Written Off

7.5. Writing off any debt is always a last resort and an action only taken when all other possible collection routes have been exhausted. Debt is written off in line with the Council's financial regulations.

7.6. During 2017/18 £0.549m of debt was written off as uncollectable, this compares to £1.071m written off during 2016/17. The lower level of write offs is partly why the debt older than a year has increased during 2017/18.

## 8. Movement in Reserves

- 8.1. The 2017/18 opening balance on reserves of £20.0m general balance, £65.4m earmarked reserve. As part of the 2017/18 budget process Council agreed a budgeted increase in reserves. The net increase in earmarked reserves for 2017/18 was £19m, which includes carry-forward of specific grants and dedicated funding which span more than one financial year, but which must be applied for the intended purpose, the additional S31 grant, and planned carry-forwards financed from in-year mitigations and underspends.
- 8.2. It has not been necessary to draw on the capital receipts to fund transformation in 2017/18 however it is expected this carry forward will be required over the life of the medium term to fund significant transformational projects and short life assets such as the ICT strategy and infrastructure projects.
- 8.3. During the year there were contributions to reserves of £34.5m during the year and drawdowns from reserves of £15.8m, resulting in a net increase in earmarked reserves for the year of £19m. This includes the overall underspend of £0.3m for the year.
- 8.4. In setting the 2017/18 budget there was a significant amount of planned contributions to reserves from the Collection Fund and reduced level of Minimum Revenue Provision.
- 8.5. There was also a large contribution to financing reserves such as PFI credits and grants received in advance of expenditure.

### Summary of Movement of Revenue Reserves during 2017/18

Earmarked Reserve Type	Opening Balance 01.04.17	Contributions	Transfer between	Drawdown	Closing Balance 31.03.18
Capital Investment Reserves	(15.936)	(2.333)	(6.030)	7.504	(16.795)
Transformation Reserves	(12.415)	(1.613)	8.334	-	(5.684)
Risk Management Reserves	(5.719)	(13.147)	(860)	1.487	(18.239)
Ring-Fenced Reserves	(10.046)	(4.645)	(2.000)	2.050	(14.642)
Financing Reserves	(11.833)	(5.949)	107	4.075	(13.600)
Service Specific Reserves	(9.497)	(6.842)	235	642	(15.462)
<b>Total Earmarked Reserve</b>	<b>(65.446)</b>	<b>(34.528)</b>	<b>(0.204)</b>	<b>15.758</b>	<b>(84.421)</b>
<b>General Reserve</b>	<b>(20.000)</b>	-	-	-	<b>(20.000)</b>
<b>HRA</b>	<b>(63.027)</b>	<b>(18.467)</b>	-	<b>1.656</b>	<b>(79.838)</b>
<b>Schools</b>	<b>(5.459)</b>	<b>(2.139)</b>	<b>0.204</b>	<b>0.633</b>	<b>(6.761)</b>

- 8.6. Of the contributions to reserves £10.7m was planned in the approved budget from the Collection Fund surplus and clawback of MRP overprovision to create reserves for use of new risk and legal reserves as well as to support the transformation programme over the medium term.
- 8.7. £6.6m of specific grant income received in advance has been put aside ahead of future planned expenditure due to timings in receipt of grant and planned expenditure.



### Summary of Contributions to revenue reserves during 2017/18

Grants in received in advance	6.614
Budgeted contribution from Collection Fund/MRP	10.728
Ring-fenced accounts	2.661
PFI Receipts (credits and refinancing)	3.046
Section 31 business rates grant	3.479
Planned in-year c/fwds from efficiencies and mitigations	8.000
<b>Total</b>	<b>34.528</b>

### Capital Reserves

8.8. During the year £33.9m of capital receipts were generated from sale of assets and lease renewals. These are primarily from buildings held under the commercial investment portfolio and HRA Dwellings rather than from operational buildings.

### Summary of Movement of Capital Reserves during 2017/18

	<b>Opening Balance 01.04.17</b>	<b>Receipts</b>	<b>Drawdown</b>	<b>Closing Balance 31.03.18</b>
Capital Reserves	(7.080)	(15.421)	5.018	(17.483)
HRA Capital Reserves	(41.969)	(18.494)	11.470	(48.993)

8.9. Capital receipts are often mostly used to fund short life capital assets such as ICT infrastructure projects and also to reduce our future borrowing requirements. Local Authorities also currently have flexibility to use these receipts to fund transformation projects to deliver savings if required. There is significant work required on the Council's ICT infrastructure over the medium term therefore capital receipts received in 2017/18 have been retained ahead of this planned investment.

## Appendix A - 1

## 2017/18 Budget Monitoring - Summary

	2017/18 - Year to date			2017/18 - Period 10			Movement in Variance £000s
	Revised Budget	Net Expenditure	Variance	Revised Budget	Forecast Outturn	Outturn Variance	
	£000s			£000s			
<b>People</b>							
Strategic Commissioning & Commercial Relations	780	826	46	780	767	(13)	59
Care & Support - Adults	138,242	138,048	(194)	138,206	138,206	(1)	(193)
Care & Support – Children & Families	58,484	58,283	(201)	61,626	61,626	(0)	(201)
Education & Skills	(1,193)	(1,111)	81	15,441	15,470	29	52
Management - People	2,528	2,780	252	2,526	2,524	(1)	253
<b>Total People</b>	<b>198,841</b>	<b>198,825</b>	<b>(16)</b>	<b>218,580</b>	<b>218,593</b>	<b>14</b>	<b>(30)</b>
<b>Resources</b>							
ICT	10,980	11,024	44	12,110	12,110	0	44
Legal and Democratic Services	6,138	6,199	61	6,651	6,890	239	(178)
Finance	3,528	3,528	0	3,100	3,100	(0)	0
HR & Workplace	3,105	3,105	0	3,190	3,180	(10)	10
Resource Transformation	4,841	4,841	0	4,294	4,294	(0)	0
Policy, Strategy & Communications	2,717	2,680	(37)	2,613	2,506	(107)	70
Executive Office Division a	2,385	2,316	(69)	2,340	2,217	(122)	53
<b>Total Resources</b>	<b>33,694</b>	<b>33,693</b>	<b>(1)</b>	<b>34,298</b>	<b>34,297</b>	<b>(0)</b>	<b>(1)</b>
<b>Neighbourhoods</b>							
Citizen Services	10,565	10,409	(156)	13,102	13,102	(0)	(156)
Waste	31,531	31,612	80	27,479	27,479	(0)	80
Neighbourhoods & Communities	12,165	12,053	(113)	13,351	13,122	(229)	116
Women's Commission	5	5	0	5	5	0	0
Public Health - General Fund	(3,556)	(3,713)	(157)	1,425	1,424	(0)	(157)
Housing Options	11,411	11,388	(23)	12,332	12,268	(64)	41
<b>Total Neighbourhoods</b>	<b>62,121</b>	<b>61,753</b>	<b>(368)</b>	<b>67,694</b>	<b>67,401</b>	<b>(293)</b>	<b>(76)</b>
<b>Place</b>							
Property	(1,015)	1,132	2,147	(3,141)	(1,079)	2,062	85
Planning	796	712	(84)	933	599	(334)	250
Transport	3,741	2,774	(967)	7,011	6,072	(939)	(28)
Economy	6,504	5,848	(656)	6,741	6,327	(414)	(242)
Energy	2,077	1,641	(436)	2,425	1,946	(479)	43
<b>Total Place</b>	<b>12,102</b>	<b>12,107</b>	<b>5</b>	<b>13,969</b>	<b>13,865</b>	<b>(104)</b>	<b>108</b>
<b>SERVICE NET EXPENDITURE</b>	<b>306,758</b>	<b>306,378</b>	<b>(380)</b>	<b>334,540</b>	<b>334,157</b>	<b>(383)</b>	<b>1</b>
Corporate Expenditure	57,352	57,398	46	30,445	30,440	(5)	51
<b>TOTAL REVENUE NET EXPENDITURE</b>	<b>364,110</b>	<b>363,776</b>	<b>(334)</b>	<b>364,985</b>	<b>364,597</b>	<b>(388)</b>	<b>52</b>

## HOUSING REVENUE ACCOUNT SUMMARY

	2017/18 - Year to date			2017/18 - Period 10			Movement in Variance £000s
	Revised Budget	Net Expenditure	Variance	Revised Budget	Forecast Outturn	Outturn Variance	
	£000s			£000s			
<b>Housing Revenue Account</b>							
Strategy, Planning & Governance	(114,363)	(114,159)	204	(111,161)	(111,289)	(128)	332
Responsive Repairs	28,134	25,671	(2,463)	25,833	27,256	1,422	(3,885)
Planned Programmes	16,492	13,924	(2,568)	17,730	15,642	(2,088)	(480)
Estate Management	18,316	16,584	(1,733)	15,711	16,117	405	(2,138)
HRA - Funding & Expenditure	10,776	9,475	(1,301)	12,210	10,768	(1,442)	141
HRA - Capital Financing	15,927	5,948	(9,979)	14,958	7,374	(7,584)	(2,395)
HRA - Year-end transactions	24,718	25,526	808	24,718	24,718	0	808
<b>Total Housing Revenue Account</b>	<b>0</b>	<b>(17,032)</b>	<b>(17,032)</b>	<b>(0)</b>	<b>(9,415)</b>	<b>(9,414)</b>	<b>(7,618)</b>

## RING FENCED PUBLIC HEALTH and DSG

	2017/18 - Year to date			2017/18 - Period 10			Movement in Variance £000s
	Revised Budget	Net Expenditure	Variance	Revised Budget	Forecast Outturn	Outturn Variance	
	£000s			£000s			
Public Health	(916)	(916)	0	29	(718)	(747)	747
Dedicated Schools Grant	(2,440)	(2,440)	0	(0)	5,055	5,055	(5,055)
<b>Total Ring Fenced Budgets</b>	<b>(3,357)</b>	<b>(3,357)</b>	<b>0</b>	<b>29</b>	<b>4,337</b>	<b>4,307</b>	<b>(4,307)</b>

**Appendix A - 2**

**Capital Outturn Summary Report**

Gross expenditure by Programme		2017/18 Outturn			Period 201710			Movement in Variance £000s
		Budget	Outturn	Variance	Budget	Forecast Outturn	Variance	
		£000s			£000s			
<b>People</b>								
PE01	School Organisation/ Children's Services Capital Programme	22,289	16,535	(5,754)	22,289	17,604	(4,685)	(1,069)
PE02	Schools Organisation/ SEN Investment Programme	100	0	(100)	0	0	0	(100)
PE03	Schools Devolved Capital Programme	2,500	1,889	(611)	2,500	2,000	(500)	(111)
PE04	Non Schools Capital Programme	1,794	1,388	(406)	2,139	2,139	(0)	(406)
PE05	Children & Families - Aids and Adaptations	390	143	(246)	390	277	(113)	(133)
PE07	Extra care Housing	800	1	(799)	800	833	34	(832)
PE08	Care Management/Care Services	257	193	(64)	394	1,694	1,301	(1,364)
<b>Total People</b>		<b>28,129</b>	<b>20,151</b>	<b>(7,979)</b>	<b>28,511</b>	<b>24,548</b>	<b>(3,963)</b>	<b>(4,015)</b>
<b>Resources</b>								
RE01	ICT Refresh Programme	250	0	(250)	250	250	0	(250)
RE02	ICT Development - HR/Finance	300	0	(300)	300	300	0	(300)
RE03	ICT Strategy Development	550	388	(162)	550	500	(50)	(112)
RE04	Bristol Workplace Programme	1,726	970	(756)	1,826	1,710	(116)	(640)
<b>Total Resources</b>		<b>2,826</b>	<b>1,358</b>	<b>(1,468)</b>	<b>2,926</b>	<b>2,760</b>	<b>(166)</b>	<b>(1,302)</b>
<b>Neighbourhoods</b>								
NH01	Libraries for the Future	153	114	(39)	153	114	(40)	0
NH02	Investment in parks and green spaces	791	443	(349)	799	499	(300)	(49)
NH06	Bristol Operations Centre	3,616	1,923	(1,694)	3,939	2,984	(954)	(739)
NH07	Housing Solutions	3,432	2,615	(817)	3,167	2,715	(452)	(366)
NH08	Omni Channel Contact Centre (ICT System development).	279	189	(90)	279	279	0	(90)
<b>Total Neighbourhoods</b>		<b>8,273</b>	<b>5,284</b>	<b>(2,989)</b>	<b>8,337</b>	<b>6,591</b>	<b>(1,746)</b>	<b>(1,243)</b>
<b>Place</b>								
PL01	Metrobus	15,677	16,207	531	15,677	15,677	0	531
PL02	Passenger Transport	1,387	1,094	(293)	1,482	1,483	1	(294)
PL03	Residents Parking Schemes	564	758	194	564	693	129	65
PL04	Strategic City Transport	9,029	7,817	(1,212)	8,944	8,956	13	(1,225)
PL05	Sustainable Transport	10,247	7,815	(2,432)	10,140	6,705	(3,435)	1,003
PL08	Highways & Drainage Enhancements	1,202	252	(949)	1,202	1,202	(0)	(949)
PL09	Highways infrastructure - bridge investment	50	0	(50)	100	100	0	(100)
PL10	Highways & Traffic Infrastructure - General	11,778	10,851	(927)	7,183	7,109	(74)	(853)
PL11	Bristol Arena & Temple Meads East Regeneration	2,000	1,997	(3)	2,000	2,000	0	(3)
PL11A	Cattle Market Road Development	1,000	1,439	439	1,000	2,030	1,030	(591)
PL12	Filwood Broadway	0	2	2	0	0	0	2
PL13	Filwood Green Business Park	200	0	(200)	200	0	(200)	0
PL14	Planning & Sustainable Development	563	413	(150)	683	530	(153)	3
PL16	Economy Development	495	389	(106)	495	389	(106)	0
PL17	Resilience Fund (£1m of the £10m Port Sale)	173	10	(162)	173	94	(79)	(84)
PL18	Energy services - Renewable energy investment scheme	2,770	554	(2,216)	2,770	2,156	(614)	(1,602)
PL20	Strategic Property	1,024	1,438	414	902	1,890	989	(575)
PL21	Strategic Property - Essential H&S	494	174	(320)	500	406	(94)	(226)
PL22	Strategic Property - Investment in existing waste facilities	0	271	271	0	0	0	271
PL23	Strategic Property - Temple St	3,300	2,741	(559)	3,300	3,300	0	(559)
PL24	Colston Hall	4,557	1,771	(2,786)	4,557	2,531	(2,026)	(760)
PL26	Old Vic & St George's	1,200	1,050	(150)	1,200	1,200	0	(150)
PL28	Bottleyard Studios	671	369	(302)	671	368	(303)	1
PL30	Housing Strategy and Commissioning	7,545	9,079	1,534	7,465	9,219	1,754	(220)
PL31	Kingswear & Torpoint Flats	41	0	(41)	50	0	(50)	9
<b>Total Place</b>		<b>75,966</b>	<b>66,491</b>	<b>(9,475)</b>	<b>71,256</b>	<b>68,037</b>	<b>(3,219)</b>	<b>(6,306)</b>
<b>Housing Revenue Account</b>								
HRA1	Housing Revenue Account (HRA)	35,319	32,377	(2,942)	34,350	33,541	(809)	(2,132)
<b>Total Housing Revenue Account</b>		<b>35,319</b>	<b>32,377</b>	<b>(2,942)</b>	<b>34,350</b>	<b>33,541</b>	<b>(809)</b>	<b>(2,132)</b>
<b>Corporate Funding &amp; Expenditure</b>								
CP01	Corporate Initiatives	10,450	9,745	(705)	705	0	(705)	0
<b>Total Corporate Funding &amp; Expenditure</b>		<b>10,450</b>	<b>9,745</b>	<b>(705)</b>	<b>705</b>	<b>0</b>	<b>(705)</b>	<b>0</b>
<b>Total Capital Expenditure</b>		<b>160,963</b>	<b>135,406</b>	<b>(25,557)</b>	<b>146,085</b>	<b>135,477</b>	<b>(10,608)</b>	<b>(14,999)</b>

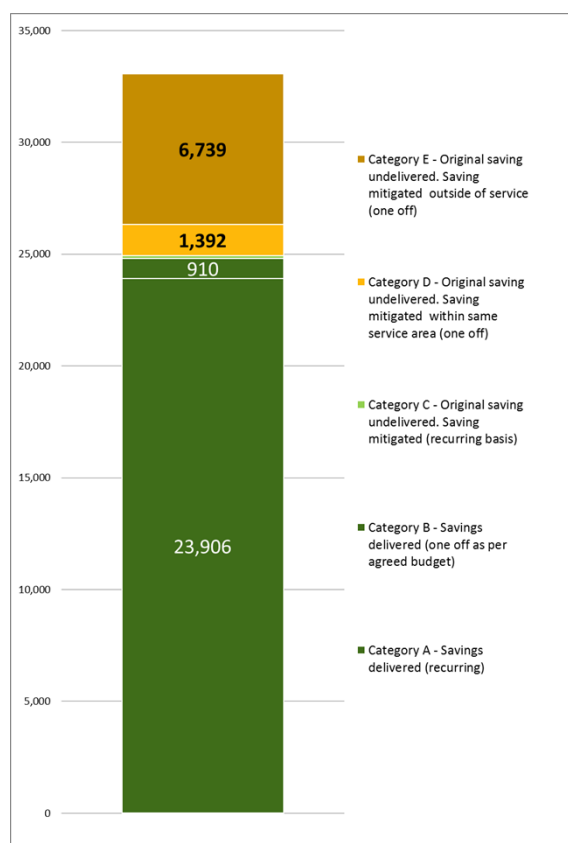
1.1 This report reflects the delivery of savings planned for in the 2017/18 budget as agreed at Full Council in February 2017. Whilst the report shows that a proportion of planned savings were not delivered, overall the Council has delivered an **underspend** to budget in 2017/18, however this is in large part due to holding other budgets in abeyance due to non-delivery of other savings.

1.2 Some of the savings which haven't been delivered in 2017/18 are still expected to deliver but over a longer time period, however of greater risk is the savings for which there is no delivery plan over the medium term. £8.1m of the £33.1m target for 17/18 were mitigated either within the service's budget or by the wider Directorate, or additional funding sources. In order to deliver a balanced medium term budget these savings will need to be delivered going forward, except where mitigations or alternatives have agreed on an ongoing basis.

1.3 As shown in Figure 1, of the original £33.07m savings target for 17/18 the **full** amount has been delivered however a number of these were mitigated via alternative approaches to that which was originally agreed.

*Delivered as Planned*

Figure 1: End of Year Savings Tracker Status



- **Category A: £23.9m delivered** as per the original agreed method and signed-off as closed. These are recurring savings.

- **Category B: £0.9m delivered** as per the original agreed method and signed-off as closed. These were always planned as one-off savings.

*Recurring Mitigations*

- **Category C: £0.1m was mitigated in year via recurring approaches within the same services.** These were each reviewed and approved by Delivery Executive.

*One-off mitigations for 2017/18*

- **Category D: £1.4m was mitigated in year via one-off approaches within the same services,** but the original approach still stands and will roll into 18/19.

- **Category E: £6.7m required mitigations from alternative sources such as wider Directorate budgets or contributions from other sources.** The savings will still be required to be delivered in 18/19. The status of plans for delivering these savings in 18/19 is varied.

## Mitigated Savings

1.4 The tables below document all the savings in category C and, D and E above, where there has been non-delivery during 2017/18 of the saving as originally described and approved by Full Council. In many cases Directors identified mitigations within their services.

1.5 If these savings continue to be unachievable in the future the Council will need to find other savings to compensate.

1.6 Table 1 below shows the savings which were delivered in a different way to the original proposal on an on-going basis but within the same relevant services (category C above).

1.7 Table 2 outlines the savings that weren't delivered during 2017/18 and the mitigation that was put in place to ensure delivery of a balanced budget.

**Table 1: Breakdown of savings delivered on an on-going basis in a different way to originally proposed**

<b>Directorate</b>	<b>Original Saving Description</b>	<b>Savings (£'000s)</b>	<b>Actual Saving Delivered</b>
<b>Resources</b>	IN20 – Offer tenancy fraud investigation and training services to housing associations	5	Sale of audit services
<b>Place (Growth &amp; Regeneration / Neighbourhoods (Communities))</b>	BE22 - Centralised events - Consolidation of Events Management into a single centralised service	117.5	Increased income in Parks and culture services.
<b>Total</b>		<b>122.5</b>	

**Table 2: Savings that weren't delivered during 2017/18 as originally described and the mitigation that was used to balance the budget**

Directorate	Saving Description	Savings (£'000s)	Saving Category	17/18 Mitigation	Action taken/ Medium Term Impact
People (Care & Safeguarding)	FP18 - Home To School Travel	225	E	Supplementary estimate	Full £225k rolled into 18/19. Original proposal considered undeliverable. <b>No alternative has yet been identified.</b>
	BE8 – Best Value Contracts	325	E	Supplementary estimate	Full 325k reporting as undelivered.
	FP22 – Increase Supported Living Provision	198	E	Supplementary estimate	Full 198k undelivered.
	FP03 – Implementing a new model of care	1,204	E	Supplementary estimate	£1.204m of the £2.687m target undelivered.
	RS08 – Respite Policy Review	454	E	Supplementary estimate	Full £454k undelivered.
	FP04 – Recommission Community Support Services	2,106	E	Supplementary estimate	Full amount £2.106m considered undelivered.
	FP24 – Develop a partnership model to deliver learning difficulties employment or training	70	E	Supplementary estimate	70k of the 122k 17/18 target undelivered. Shortfall will be rolled into 18/19. <b>No alternative has yet been identified.</b>

	FP10 – Increase Council Foster Carers	360	E	Supplementary estimate	£360k of the £862k undelivered. A provision has been made in the MTFP for base pressures within Children’s Social Care, so if savings aren’t deliverable in the medium term this contingency could be used.
<b>Neighbourhoods (Communities)</b>	FP14 - In-house Enforcement	60	D	Vacancy management within service	Full 60 mitigated in year via vacancy management as one off. The full £347k will be due in 18/19. Note the saving has now transferred to Resources Directorate.
	RS04 - Reduce the number of library buildings and redesign the service	300	D	Tactical mitigations by spending less from the libraries material fund.	The full 300k in 17/18 was mitigated. This is also planned as a mitigation for the anticipated 18/19 savings shortfall. Saving deliverable in medium term pending Cabinet decision.
<b>Resources</b>	IN10 – Increase External Design Income	40	E	Funds held in abeyance across Resources Directorate	More recent forecasting highlighted further shortfall to the in-year income target. £40k of the £100k undelivered, and mitigated. The income target of £100k remains unchanged for 18/19 but there are believed to be risks to delivery.
	BE1 - Restructure - Legal & Democratic Services	103	E	Funds held in abeyance across Resources Directorate	Savings mitigated in year. Full amount due in 18/19.
	BE23 - Register Office	20	D	Increased wedding income	Mitigated via service in year as one-off. Full amount will be due in 18/19 via original approach.
	BE13 - Improvements to legal case management system	187	D	Budget underspends and vacancy management.	Mitigated via service in year as one-off. Full amount will be due in 18/19 via original approach.

	BE3 – Redesign Admin & Business Support	172	D	Mitigated within service via vacancy management	Mitigated via service in year as one-off. Full amount will be due in 18/19 however this has been allocated across Directorates.
	IN06 –Increase Bookings for Lord Mayor’s Mansion House	75	D	Mitigated within service via service underspend.	The full 17/18 saving has been mitigated using tactical mitigations and one off budget underspends. The full amount will roll into 18/19. There are ongoing discussions around which Directorate and Director will take lead accountability for this saving.
<b>Place (Growth &amp; Regeneration)</b>	RS16 – School’s Crossings	90	D	Mitigated within service via additional unbudgeted bus lane enforcement.	Mitigated in year via additional unbudgeted bus lane enforcement. Saving has been re-profiled to deliver across 18/19 and 19/20 - deliverable in Medium term. Plans in place to remove a number of school crossing patrols in 18/19.
	BE2 – Property Savings	2,083	D/E	£1.616m mitigated via Directorate surplus. £0.467m are one-off savings only.	£1.616m of the £2.5m undelivered. Undelivered elements rolled into 18/19. New proposals have been identified by Property to deliver the BE2 Property savings over medium term.
	FP17 - Retendering Park and Ride Services	20	D	Mitigated within service via additional bus lane enforcement	20k mitigated. Full saving is expected via original method in 18/19.
	BE22 - Centralised events - Consolidation of Events Management into a single centralised service	37.5	E	£117.5k of this saving was delivered via increased income in Parks and culture services. The residual £37.5k was	The undelivered element was mitigated via corporate expenditure and written off going forward. The delivered elements will be closed.



				mitigated by corporate contingency and written off as undeliverable in the 2018/19 budget.	
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