AGENDA

Meeting:	**Cabinet**
Place:	**Alamein Suite - City Hall, Malthouse Lane, Salisbury, SP2 7TU**
Date:	**Tuesday 27 March 2018**
Time:	**9.30 am**

Please direct any enquiries on this Agenda to Will Oulton, of Democratic Services, County Hall, Trowbridge, direct line 01225 713935 or email william.oulton@wiltshire.gov.uk

Press enquiries to Communications on direct lines (01225)713114/713115.

All public reports referred to on this agenda are available on the Council's website at www.wiltshire.gov.uk

Membership:

Cllr Baroness Scott of Bybrook OBE	Leader of Council
Cllr John Thomson	Deputy Leader, and Cabinet Member for Communications, Communities, Leisure and Libraries
Cllr Richard Clewer	Cabinet Member for Housing, Corporate Services, Arts, Heritage and Tourismm
Cllr Laura Mayes	Cabinet Member for Children, Education and Skills
Cllr Toby Sturgis	Cabinet Member for Spatial Planning, Development Management and Property
Cllr Bridget Wayman	Cabinet Member for Highways, Transport and Waste
Cllr Philip Whitehead	Cabinet Member for Finance, Procurement, ICT and Operational Assets
Cllr Jerry Wickham	Cabinet Member for Adult Social Care, Public Health and Public Protection

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Public Participation

Please see the agenda list on following pages for details of deadlines for submission of questions and statements for this meeting.

The full constitution can be found at this link. Cabinet Procedure rules are found at Part 6.

For assistance on these and other matters please contact the officer named above for details

Part I

Items to be considered while the meeting is open to the public

Key Decisions   Matters defined as 'Key' Decisions and included in the Council's Forward Work Plan are shown as 🔑

1   **Apologies**

2   **Minutes of the previous meeting** (Pages 7 - 14)

To confirm and sign the minutes of the Cabinet meeting held on 6 February 2018, previously circulated.

3   **Declarations of Interest**

To receive any declarations of disclosable interests or dispensations granted by the Standards Committee.

4   **Leader's announcements**

5   **Public participation and Questions from Councillors**

The Council welcomes contributions from members of the public. This meeting is open to the public, who may ask a question or make a statement. Questions may also be asked by members of the Council. Written notice of questions or statements should be given to William Oulton of Democratic Services by 12.00 noon on Wednesday 21 March 2018. Anyone wishing to ask a question or make a statement should contact the officer named above.

6   **Community Recovery Update**

An update will be provided on the recovery plan for Salisbury city centre.
There will be an opportunity to ask questions

7   **Corporate Peer Challenge** (Pages 15 - 46)

Report by Dr Carlton Brand, Corporate Director

8   **Performance Management and Risk Outturn Report: Q3 2017/18** (Pages 47 - 66)

Report by Dr Carlton Brand, Corporate Director

9   **Income Generation - Advertising** (Pages 67 - 100)

⚷ Report by Dr Carlton Brand, Corporate Director

10   **Proposals for the Creation of a Major Road Network - Consultation** (Pages 101 - 136)

Report by Alistair Cunningham, Corporate Director

11   **The Enterprise Network - Old Fire Station Extension** (Pages 137 - 152)

⚷ Report by Alistair Cunningham, Corporate Director

12   **Land at Middlefields, Hungerdown Lane Chippenham** (Pages 153 - 164)

⚷ Report by Alistair Cunningham, Corporate Director

13   **Integrated Community Equipment and Support Services - Recommissioning** (Pages 165 - 172)

⚷ Report by Dr Carlton Brand, Corporate Director

14   **Urgent Items**

Any other items of business, which the Leader agrees to consider as a matter of urgency.

Part II

Items during consideration of which it is recommended that the public should be excluded because of the likelihood that exempt information would be disclosed

15   **Exclusion of the Press and Public**

This is to give further notice in accordance with paragraph 5 (4) and 5 (5) of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012 of the intention to take the following item in private.

To consider passing the following resolution:

To agree that in accordance with Section 100A(4) of the Local Government Act 1972 to exclude the public from the meeting for the business specified in Items Number 16 and 17 because it is likely that if members of the public were present

there would be disclosure to them of exempt information as defined in paragraph 3 of Part I of Schedule 12A to the Act and the public interest in withholding the information outweighs the public interest in disclosing the information to the public.

Reason for taking item in private:

Paragraph 3 - information relating to the financial or business affairs of any particular person (including the authority holding that information).

Paragraph 4 - information relating to any consultations or negotiations, or contemplated consultations or negotiations, in connection with any labour relations matter arising between the authority and employees of, or office holders under the authority.

16 **Integrated Community Equipment and Support Services - Recommissioning (Part ii)** (Pages 173 - 178)

❤ Report by Dr Carlton Brand, Corporate Director

17 **Outdoor Education** (Pages 179 - 212)

❤ Report by Terence Herbert, Corporate Director

Our vision is to create stronger and more resilient communities. Our priorities are: To protect those who are most vulnerable; to boost the local economy - creating and safeguarding jobs; and to support and empower communities to do more themselves.

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Wiltshire Council
Where everybody matters

CABINET

MINUTES OF THE CABINET MEETING HELD ON 6 FEBRUARY 2018 AT THE KENNET ROOM - COUNTY HALL, TROWBRIDGE BA14 8JN.

Present:

Cllr Baroness Scott of Bybrook OBE (Chairman), Cllr John Thomson (Vice-Chairman), Cllr Richard Clewer, Cllr Laura Mayes, Cllr Toby Sturgis, Cllr Bridget Wayman, Cllr Philip Whitehead and Cllr Jerry Wickham

Also Present:

Cllr Ian Thorn, Cllr Graham Wright, Cllr Ian Blair-Pilling, Cllr Clare Cape, Cllr Pauline Church, Cllr Richard Gamble, Cllr Alan Hill, Cllr Ruth Hopkinson, Cllr Jon Hubbard, Cllr David Jenkins, Cllr Johnny Kidney, Cllr Gordon King, Cllr Jerry Kunkler, Cllr Ashley O'Neill, Cllr Steve Oldrieve, Cllr Horace Prickett, Cllr Tom Rounds, Cllr John Smale and Cllr Hayley Spencer

189   Apologies

There were no apologies as all members of the Cabinet were present.

190   Minutes of the previous meeting

The minutes of the meeting held on 30 January 2018 were presented. Councillor Bridget Wayman confirmed that the questions asked by the CPRE at the meeting, had been responded to in writing and that these responses were appended to the minutes.

Resolved

To approve as a correct record and sign the minutes of the meeting held on 30 January 2018

191   Declarations of Interest

There were no declarations of interest.

192   Leader's announcements

There were no announcements.

193 **Public participation and Questions from Councillors**

Colin Gale, from Pewsey Community Area Partnership, presented the following questions in response to answers given to the questions presented at the meeting on the 30 January 2018:

a) *With regard to the response to question 4, why is Churchfields HRC, with an apparently similar drainage issue to Everleigh, seemingly not subject to the same levels of procedure and scrutiny as Everleigh, what is the cost of the remedial work at Churchfields, and why is that cost apparently not being considered by Cabinet?*

b) *With regard to Wiltshire Council's previous responses to question 5, both at the Cabinet Meeting on 30 January and in the Responses sent last Friday, CPRE wishes to point out that their question has not been fully answered. We requested that Cabinet give an undertaking that the Everleigh HRC will not be closed down because of its present problems or because of any associated drop in usage. Specifically we request that any assessment will not be based on usage figures since and including October 2017 when there was a change in operator.*

In response, Councillor Bridget Wayman stated:

That the cost of the work at Churchfields would be considered by Cabinet and is also under development. While the issue was similar in that it relates to drainage, it had not resulted in the need to remove part of the site from operational use; and

That the council held records of number of visitors and tonnes of waste and recycling delivered to each household recycling centre prior to October 2017 so was able to report these figures for a period of time in advance of the problems at Everleigh being identified.

Additionally, Councillor Wayman stated that the Council is constantly assessing the cost and benefits of HRC sites to see if they are viable. It was also noted that some HRCs had had their extended opening hours reinstated to meet need, but that this was not the case for all sites.

194 **Revenue and Capital Monitoring Period 9 2017- 2018**

Councillor Philip Whitehead presented the report which advised members of the revenue and capital budget monitoring position as at the end of period 9 (end of December 2017) for the financial year 2017/2018 with suggested actions as appropriate; and informed Cabinet on the position of the 2017/2018 capital programme, as at Period 9 (31 December 2017), including highlighting budget changes.

Matters highlighted in the course of the presentation and discussion included: That the projected overspend had reduced from £4m and would be £2m, if no action were to be taken; but that with the actions to be undertaken, the projection was for a balanced budget by the end of the year; and how areas are identified that require action to be taken to address overspends.

In response to a question raised by Councillor Gordon King, Michael Hudson, the Director of Finance, stated that system would be improved by the 1st of April to improve the process reconciling information between the SAP and manual adjustments for invoices.

At the conclusion of the debate, the Cabinet;

Resolved

1. **To note the outcome of the period 9 (end of December) budget monitoring and to approve all budget amendments outlined in the report.**

2. **To note the budget movements undertaken to the capital programme shown in appendices E and F and to also note the reprogramming of the capital £13.909 million between 2017/2018 and 2018/2019.**

Reason for Decision:

To inform effective decision making and ensure a sound financial control environment.

To inform Cabinet of the position of the 2017/2018 capital programme as at Period 9 (31 December 2017), including highlighting any budget changes.

195   **Commercial policy and approach**

Councillor Philip Whitehead presented the report which presented the Commercial Policy and Approach 2018-27 that enables the Council to support its Medium Term Financial Strategy and Plan (MTFS and MTFP) that drives long term financial sustainability and delivery of its Business Plan.

Matters highlighted in the course of the presentation and discussion included: that the policy had been through the Financial Planning Task Group and the Overview and Scrutiny Management Committee; that the Cabinet Member had welcomed the collaborative approach, and had accepted the seven proposals made through the scrutiny process, incorporating their suggestions into the plan; the ability of the policy to support the business and financial plan; and subsequent how decisions on individual projects will be made.

Councillor Graham Wright, Chair of the Overview and Scrutiny Management Committee, confirmed that there had been a full discussion of the document and commended the open approach taken to its development.

Councillor Ian Thorn, Chair of the Financial Planning Task Group, stated that the report of the task group outlining their recommendations had been circulated. In addition, Councillor Thorn stated that he believed for the policy to be effective it would require a cultural shift for members and officers, and that he would welcome an opportunity to discuss what steps would be required to make this happen.

In response to a question from Councillor Steve Oldrieve, Councillor Philip Whitehead stated that as the wider objectives of the council were already detailed in the business plan, he did not want to amend the Commercial Policy further. He also confirmed that the projects delivered under this policy would have an aim to be delivered for at least nil cost to the council.

In response to a question from Councillor Jon Hubbard, Councillor Philip Whitehead stated that, whilst there was a commercial value in the anonymised meta-data held by the council, the personal data of individuals would not sold.

In response to a question from Councillor Richard Clewer, Councillor Philip Whitehead stated that, whilst he was happy to pilot a short version of the business case for the initial assessment of project, he would ensure that all projects were assessed using a full business case to ensure that there was a consistency of the quality and the amount of information presented.

At the conclusion of the debate, the Cabinet;

Resolved

To endorses the Commercial Policy and Approach 2018-2027 attached at Appendix A.

Reason for Decision:
To enable Council to support its Medium Term Financial Strategy and Plan that drives long term financial sustainability and delivery of its Business Plan.

196 **Treasury Management Strategy 2018/2019**

Councillor Philip Whitehead presented the report which asked the Cabinet to consider and recommend that the Council approve the Prudential and Treasury Indicators, together with the Treasury Management Strategy for 2018/2019. In presenting the report, Councillor Whitehead highlighted: the statutory indicators and decisions that need to be identified in the strategy; the amendments proposed in the strategy this year; the activities that are covered by the strategy; and outlined the council's developing approach to risk.

There being no further comments, the Cabinet;

Resolved

To recommend to Council to:

a) **Adopt the Minimum Revenue Provision Policy as set out at paragraph 46;**

b) **Adopt the Prudential and Treasury Indicators (Appendix A);**

c) **Adopt the Annual Investment Strategy (Appendix B), including the ratification of the removal of the minimum requirement for high credit quality relating to viability ratings;**

d) **Delegate to the Director of Finance the authority to vary the amount of borrowing and other long-term liabilities within the Treasury Indicators for the Authorised Limit and the Operational Boundary;**

e) **Authorise the Director of Finance to agree the restructuring of existing long-term loans where savings are achievable or to enhance the long-term portfolio;**

f) **Agree that short term cash surpluses and deficits continue to be managed through temporary loans and deposits; and**

g) **Agree that any surplus cash balances not required to cover borrowing are placed in authorised money-market funds, particularly where this is more cost effective than short term deposits and delegate to the Director of Finance the authority to select such funds.**

Reason for Decision:

To enable the Council to agree a Treasury Management Strategy for 2018/2019 and set Prudential Indicators that comply with statutory guidance and reflect best practice.

197   Wiltshire Council's Financial Plan

The Leader introduced the Financial Plan, stating that she was pleased to see that the Councillors Briefing and Scrutiny meetings had been well attended, and that she did not want to add further the information presented at those meetings.

Councillor Philip Whitehead presented the report which provided an assessment to full Council to set a budget for 2018/19, that takes into account the impact on Council Tax, Social Care Levy, rents, fees and charges, the capital investment programme, schools overall budgets, as well as council reserves. The report also sets out an indicative Medium Term Financial Plan (MTFP) to highlight expenditure and income from 2018-19 to 2021/22.

In presenting the report, Councillor Whitehead: thanked officers for their assistance in putting the proposals together; outlined the process already undertaken; and highlighted how the information was presented.

Councillor Graham Wright, Chair of the Overview and Scrutiny Management Committee, thanked officers for producing the report of the previous days scrutiny meeting so promptly, and stated there had been good opportunities to ask questions.

The Leader noted that the Council had yet to receive confirmation of the final financial settlement from central government, but that it was hoped that this information would be available on the 7 February 2018.

There being no further comments, the Cabinet;

Resolved

To recommend to Council to:

a. **Endorses the update of the Financial Plan for 2018/19.**

b. **Approve the investment and savings proposals summarised at Sections 7 and 9 respectively of this report and at Appendix 1C, to provide a net revenue budget for 2018/19 of £327.746 million.**

c. **To vote separately:**

  i. **Set the Council's total net expenditure budget for 2018/19 at £327.746 million.**

  ii. **Set the Social Care Levy increases in line with Council's February 2017 decision, at 3%; and a Council Tax at 2.99%.**

  iii. **Approve the capital programme proposed at Appendix 1E of this report.**

  iv. **Set the changes in fees and charges set out in detail at Section 8 of and at Appendix 1G of this report.**

  v. **Set a 1% reduction for social dwelling rents.**

  vi. **Set the Housing Revenue Account (HRA) Budget for 2018/19 as set out at Appendix 1F of this report.**

  vii. **That all other service charges related to the HRA be increased by 4% (CPI September 2017 plus 1%), including garage rents. Except for sheltered housing schemes, as these have been reviewed individually this year and will be increased by a reasonable amount each year to move to a full cost recovery position.**

d. **Endorse the Medium Term Financial Strategy and receive annual updates on delivery against the strategy in setting future annual budgets.**

Reason for Decision:

To enable Council to:
- *Set its revenue, capital, housing revenue accounts, fees and charges, levels of reserves and resultant Council Tax and Social Care Levy for 2018/19, as well as to issue Council Tax and rent bills.*
- *Provide the Council with a strong business and financial plan for sustainable delivery for 2018/19.*
- *Provide the Council with a Medium Term Financial Strategy and Plan that drives long term financial sustainability and delivery of its Business Plan.*

199 **Urgent Items**

There were no urgent items.

(Duration of meeting: 9.30 - 10.09 am)

These decisions were published, earlier, on the 7 February 2018 and will come into force on 15 February 2018

The Officer who has produced these minutes is Will Oulton of Democratic Services, direct line 01225 713935, e-mail william.oulton@wiltshire.gov.uk

Press enquiries to Communications, direct lines (01225) 713114/713115

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Wiltshire Council

Cabinet

27 March 2018

Subject:	**Corporate Peer Challenge**
Cabinet Member:	**Councillor Baroness Scott of Bybrook, OBE** **Leader Wiltshire Council**
Key Decision:	**No**

Purpose of Report

1. To provide cabinet with the feedback report received from the Local Government Association following the Corporate Peer Challenge that took place in November 2017; and the draft action plan which has been developed to reflect the feedback and recommendations made.

Proposal

2. Cabinet is asked to:
   • Consider the feedback and recommendations from the Corporate Peer Challenge
   • Approve the draft action plan and receive an update on implementation in 2019
   • Consider the offer of a follow up visit in two years time to help the Council assess the impact of the peer challenge and demonstrate the progress it has made against the areas of improvement and development identified by the peer team.

Background

3. Corporate Peer Challenges (CPC's) are a form of sector-led improvement arranged by the Local Government Association. They are improvement focused and tailored to meet individual councils' needs, designed to complement and add value to a council's own performance and improvement. They are not inspections and do not provide a detailed diagnosis or scored assessment.

4. All CPC's cover five core components: Understanding of the local place and priority setting; Leadership of Place; Organisations leadership and governance; Financial Planning and viability and Organisational Capacity to deliver.

5. In addition, Wiltshire Council asked the Peer team to consider/review/provide feedback and reassurance to the council in respect of the plans it has in place to:
   • Enable greater digital access to all services
   • Focus more on commercialisation of its services (maximising every opportunity to generate income and operate in a more business like way).
   • Continue to involve communities and encourage them to do even more for themselves
   • Transform adult social care
   • Increase the supply of and access to affordable housing

6. The Peer team prepared for the corporate peer challenge by reviewing a range of documents and information in order to ensure they were familiar with the Council and the challenges it is facing. The team then spent 4 days onsite at Wiltshire Council between the 6 – 9 November 2017, during which they:

- Spoke to more than 130 people including a range of council staff together with councillors and external partners and stakeholders.

- Gathered information and views from more than 40 meetings, visits to key sites in the area and additional research and reading.

- Collectively spent more than 260 hours to determine their findings – the equivalent of one person spending more than 7 weeks in Wiltshire.

Main Considerations for the Council

7. The Peer team publish their report as a letter to the Leader of the council, Cllr Jane Scott (appendix 1).

8. The Peer Team noted that:
   - The council has strong and accessible political leadership which sets a clear direction for the council and the place.

   - Stakeholders are clear what the council stands for, how it goes about its business and what its plans are.

   - The council has launched its new Business Plan which sets out an ambitious agenda for the next ten years and there remains a resolute focus on 'strong communities' complimentary priorities which reinforce this and a refreshed approach highlighting the key enablers to deliver them.

   - The council benefits from a committed workforce. All staff that the Peer team met told them that Wiltshire Council is a great place to work; that they feel valued, are developed to undertake their roles and feel supported to progress their careers.

   - There is evidence of a very impressive approach to staff engagement, clearly owned throughout the organisation from front line staff to senior leaders.

   - The Council has a strong record in terms of financial management.

   - There has been a very good recovery in Children's services since a disappointing Ofsted inspection in 2012

9. There are a range of suggestions and observations within the main section of the report that will inform some 'quick wins' and practical actions. The following are the Peer team's key recommendations to the Council:

   - To enable the most effective delivery of the Council's Business Plan it should seek to clarify and quantify its key priorities. In such a way a sharper focus can be brought to organisational delivery and resource allocation which underpin this.

   - In respect of the key areas of commercialism and 'digital' the council should build a shared understanding of the opportunities, investment required and

skill needed in these areas so that it is more able to achieve successful outcomes.

- Revisit the current intent and application of the Area Boards - so that into the future the council's ambitions in terms of leadership of place can be further realised

- More closely align financial and budget planning to organisational priorities and underpin this with a more robust planning and performance management regime. This will enable better linking of business and financial planning and further supporting a culture of openness and accountability

- Apply the same approach and commitment to the Adults Services Transformation plans as was afforded to the council's previous children services recovery plan – so that it is organisationally owned and more likely to be delivered as a consequence

- In order to increase the delivery of housing numbers across Wiltshire, the council may wish to consider developing its plans in respect of a smaller number of strategic sites. This may strengthen its ability to secure the appropriate infrastructure and enable it to more effectively deliver its housing plan aspirations

- Ensure that both the council and CLT themselves invest sufficient time in focussing on their development as a team. They have a pivotal leadership role and such investment will help them realise their ambition to provide strong, collegiate corporate leadership on behalf of Wiltshire Council into the future.

10. The council's proposed method of addressing the recommendations is outlined in the draft peer challenge action plan (appendix 2)

Overview and Scrutiny Engagement

11. The Overview and Scrutiny Management Committee has been scheduled for 20.03.18 to consider both the Corporate Peer Challenge letter and draft action plan and will report direct to Cabinet on its views.

Safeguarding Implications

12. None in the context of this report, any specific issues will be considered in the context of individual actions

Public Health Implications

13. None in the context of this report, any specific issues will be considered in the context of individual actions.

Procurement Implications

14. None in the context of this report, any specific issues will be considered in the context of individual actions

Equalities Impact of the Proposal

15. None in the context of this report, any specific issues will be considered in the context of individual actions

Environmental and Climate Change Considerations

16. None in the context of this report, any specific issues will be considered in the context of individual actions

Risk Assessment

17. None in the context of this report, any specific issues will be considered in the context of individual actions

Financial Implications

18. None in the context of this report, any specific issues will be considered in the context of individual actions

Legal Implications

19. None in the context of this report, any specific issues will be considered in the context of individual actions

Conclusions

20. The feedback report provides a summary of the peer team's findings. It builds on the feedback presentation provided by the peer team at the end of their on-site visit 6th-9th November 2017. In presenting feedback, they have done so as fellow local government officers and members, not professional consultants or inspectors. By its nature, the peer challenge is a snapshot in time.

21. Reflecting on the findings and suggestions, a draft action plan has been developed as a suggested approach to take things forward

Dr Carlton Brand	Alistair Cunningham	Terence Herbert
Corporate Director	Corporate Director	Corporate Director

Robin Townsend (Director - Corporate Services and Digital)

Appendices
Appendix 1: Corporate Peer Challenge feedback letter
Appendix 2: Draft Peer Challenge action plan

Background Papers: None

Corporate Peer Challenge
Wiltshire Council

6 – 9 November 2017

Feedback Report

1. Executive Summary

Wiltshire Council (WC) has strong, visible and accessible political leadership which sets a clear direction for the council and the place. The council leader is at the core of this but it is equally evident throughout her very impressive cabinet colleagues. This means stakeholders are clear what the council stands for, how it goes about its business and what its plans are.

The council has just launched its new Business Plan which sets out an ambitious agenda for the next 10 years. There remains a resolute focus on 'strong communities', complimentary priorities which reinforce this and a refreshed approach highlighting the key enablers to deliver them, including transforming adult social care and being more commercial. The Business Plan is very new, so now is the ideal time to draw out those key priorities and enablers, clarifying and quantifying them so that in turn a sharper focus can be brought to organisational delivery and resource allocation which should underpin this.

The council benefits from a committed workforce. All the staff we met with told us that WC is a great place to work. They also told us they feel valued, are developed to undertake their roles and feel supported to progress their careers. There was evidence of a very impressive approach to staff engagement, which was clearly owned throughout the organisation from front-line staff to senior leaders.

Such characteristics as those described above will help ensure Wiltshire Council remains a progressive and well regarded council, but it will need to enhance that capacity further as its strives to deliver its Business Plan and develop those key organisational enablers, notably its commercial and digital capability. The council has a strong base but there is more work to do to build a shared understanding of the opportunities, investment required and skill needed in these areas and others, as this will be key in enabling it to achieve successful outcomes.

As one stakeholder told us 'strong communities is in our DNA' and the council has a track record and infrastructure to deliver this - campuses, community hubs and Area Board structures evidencing how it seeks to achieve its purpose. There is an opportunity now to think again about the current and potential intent of the Community Area Boards, build on this agenda further and be bolder about their intent so that the council's ambitions in terms of leadership of place can be further realised. In the same vein, the council is on a journey of transferring some operational services and assets to towns and parishes and we encourage them to provide more clarity in terms of the "what" will be transferred and 'why' so, and as with Area Boards be clear and proactive in how it progresses this agenda.

The council has a solid track record in terms of financial management. Since 2010 it has delivered over £120m of savings and has managed to both rationalise it's office buildings and invest in its estate, through campus and community hubs - all the time focusing it steadfastly on the 'strong communities' vision. It has also made savings through a range of ways including flexible and smart working practices. However, there are growing pressures in key demand areas such as adults and children's, there has been in year budget overspends in some services and the council has a relatively low level of reserves. As such, given the advent of the new Business Plan, now is timely for the council to more

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Chief Executive: Mark Lloyd

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closely align financial and budget planning to organisational priorities. Underpinning all of this it will be important that it adopts a more robust planning and performance management regime, linking that to business and financial planning and supporting a culture of openness and accountability. In the view of the peer team such clarity and alignment is somewhat underdeveloped.

Following a disappointing Ofsted inspection in 2012 it is clear 5 years on that there has been a very good recovery in Children's services. That recovery has successfully leveraged the wider resources and commitment from across the council and in the view of the peer team there is clear and collective ownership right across the piece. That same focus now needs to be replicated in adult social care, where the council is now directing significant efforts and resources to transform those services with a view to further improve outcomes, capacity and leadership. We are pleased to report there is a realistic recovery plan in place and leading councillors and officers are owning this. This is important as the current state of the service poses potential risks to the council in terms of service delivery and financial stability. For the future the council has plans to further integrate adult social care and health including the appointment of a joint Corporate Director for Adult Care and Health, with the CCG. Such intentions are very credible but for now our core advice at this juncture is to approach any such integration carefully, doing so from a position of strength and clear priorities set across the two agencies.

Although the leadership of the council is clear about the need for increased housing numbers across Wiltshire, we picked up that issues at the local level are sometimes slowing and frustrating progress. In the view of the Peer Team the council may wish to think about developing its thinking further around a smaller number of strategic sites which could strengthen its ability to secure the appropriate infrastructure and enable it to more effectively deliver its housing plan aspirations.

Finally, the council is looking to build its capacity at a senior officer level and at the time of our visit was appointing to some key posts. As part of this there is a new Corporate Leadership Team (CLT) being established. This is very encouraging and our advice is to ensure that both the council and CLT themselves invest sufficient time in focussing on their development as a team. They have a pivotal leadership role into the future and it will be important to learn the lessons of the past in terms of building an effective leadership team and help them think through collectively how they will provide strong, collegiate corporate leadership on behalf of Wiltshire Council into the future.

2.   Key recommendations

There are a range of suggestions and observations within the main section of the report that will inform some 'quick wins' and practical actions, in addition to the conversations onsite, many of which provided ideas and examples of practice from other organisations. The following are the peer team's key recommendations to the Council:

1. To enable the most effective delivery of the Council's Business Plan it should seek to clarify and quantify its key priorities. In such a way a sharper focus can be brought to organisational delivery and resource allocation which underpin this.

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2. In respect of the key areas of commercialism and 'digital' the council should build a shared understanding of the opportunities, investment required and skill needed in these areas so that it is more able to achieve successful outcomes.

3. Revisit the current intent and application of the Area Boards - so that into the future the council's ambitions in terms of leadership of place can be further realised

4. More closely align financial and budget planning to organisational priorities and underpin this with a more robust planning and performance management regime. This will enable better linking of business and financial planning and further supporting a culture of openness and accountability

5. Apply the same approach and commitment to the Adults Services Transformation plans as was afforded to the council's previous children services recovery plan – so that it is organisationally owned and more likely to be delivered as a consequence

6. In order to increase the delivery of housing numbers across Wiltshire, the council may wish to consider developing its plans in respect of a smaller number of strategic sites. This may strengthen its ability to secure the appropriate infrastructure and enable it to more effectively deliver its housing plan aspirations

7. Ensure that both the council and CLT themselves invest sufficient time in focussing on their development as a team. They have a pivotal leadership role and such investment will help them realise their ambition provide strong, collegiate corporate leadership on behalf of Wiltshire Council into the future.

3.   Summary of the Peer Challenge approach

The peer team

Peer challenges are delivered by experienced elected member and officer peers. The make-up of the peer team reflected your requirements and the focus of the peer challenge. Peers were selected on the basis of their relevant experience and expertise and agreed with you. The peers who delivered the peer challenge at Wiltshire Council were:

- Cllr Sean Anstee, Leader - Trafford Council
- Cllr Sue Baxter, Chairman – National Association of Local Councils
- Gavin Jones, Chief Executive - Essex County Council
- Joy Hollister, Strategic Director of Adult Care - Derbyshire County Council
- Dave Roberts, Head of Traded Services Strategy - Warrington Borough Council
- Paul Masters, Strategic Director Neighbourhoods - Cornwall Council
- Mark Golledge, Programme Manager, Digital Heath and Care - LGA
- Paul Clarke, LGA Challenge Manager

Scope and focus

The peer team considered the following five questions which form the core components looked at by all Corporate Peer Challenges cover. These are the areas we believe are critical to councils' performance and improvement:

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1. Understanding of the local place and priority setting: Does the council understand its local context and place and use that to inform a clear vision and set of priorities?

2. Leadership of Place: Does the council provide effective leadership of place through its elected members, officers and constructive relationships and partnerships with external stakeholders?

3. Organisational leadership and governance: Is there effective political and managerial leadership supported by good governance and decision-making arrangements that respond to key challenges and enable change and transformation to be implemented?

4. Financial planning and viability: Does the council have a financial plan in place to ensure long term viability and is there evidence that it is being implemented successfully?

5. Capacity to deliver: Is organisational capacity aligned with priorities and does the council influence, enable and leverage external capacity to focus on agreed outcomes?

In addition to these questions, you asked the peer team to consider/review/provide feedback and reassurance to the council in respect of the plans it has in place to:

- Enable greater digital access to all services
- Focus more on commercialisation of its services (maximising every opportunity to generate income and operate in a more business like way).
- Continue to involve communities and encourage them to do even more for themselves
- Transform adult social care
- Increase the supply of and access to affordable housing

The feedback for these areas as well as the core components has been incorporated into this report

The peer challenge process

It is important to stress that this was not an inspection. Peer challenges are improvement focussed and tailored to meet individual councils' needs. They are designed to complement and add value to a council's own performance and improvement. The process is not designed to provide an in-depth or technical assessment of plans and proposals. The peer team used their experience and knowledge of local government to reflect on the information presented to them by people they met, things they saw and material that they read.

The current LGA sector-led improvement support offer includes an expectation that all councils will have a Corporate Peer Challenge every 4 to 5 years. Wiltshire Council had a Corporate Peer Challenge in 2012. Where relevant to do so, findings from that previous peer challenge have been referenced in this report.

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The peer team prepared for the peer challenge by reviewing a range of documents and information in order to ensure they were familiar with the Council and the challenges it is facing. The team then spent 4 days onsite at Wiltshire Council, during which they:

- Spoke to more than 130 people including a range of council staff together with councillors and external partners and stakeholders.

- Gathered information and views from more than 40 meetings, visits to key sites in the area and additional research and reading.

- Collectively spent more than 260 hours to determine their findings – the equivalent of one person spending more than 7 weeks in Wiltshire.

This report provides a summary of the peer team's findings. It builds on the feedback presentation provided by the peer team at the end of their on-site visit 6th-9th November 2017. In presenting feedback to you, they have done so as fellow local government officers and members, not professional consultants or inspectors. By its nature, the peer challenge is a snapshot in time. We appreciate that some of the feedback may be about things you are already addressing and progressing.

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4.   Feedback

4.1   Understanding of the local place and priority setting

Wiltshire Council (WC) used the opportunity of becoming a unitary council in 2009 to establish a strong and steadfast focus on establishing a modern council and delivering better outcomes for its communities. The creation of one council offered significant opportunities to rationalise assets, including the programme to reduce from 98 offices into 3 main administrative hubs, creating significant savings and headroom to invest in its community infrastructure plans and ambitions.

The council has a well-established and respected community area model with 18 Area Boards which reinforces their 'strong communities' mantra. Led by Wiltshire councillors, but managed in partnership with the local key public services partners they are active forums which meet 8 weekly and focus on tackling local issues and delivering local solutions.

Each community area is furnished with a subset of the joint strategic needs assessment providing a detailed evidence base on which each area consults and sets local priorities. This then helps focus activity on those things that matter most to local communities based on robust facts.

Areas are further empowered with some local decision making processes on behalf of council in place and with access to devolved budgets for a number of activities, for example minor highways works, the spend of which is prioritised by local communities.

It was the team's view that this sound basis of an area model could be used to influence still further activities to support 'place based' delivery of services so that co-ordination of activities between communities, parishes and towns across a larger geographical footprint can be exploited to the full. This could be done by further exploration of larger devolution packages that would require the input and coordination of parish and town councils, particularly where devolved services serve greater geographical areas.

The peer team thought that further consideration should be given to the project management of the devolution agenda being tightened up with clearer community reporting and the capturing of financial and community benefits. This will ensure that the council is clearly monitoring the delivery of the budget saving identified in the forward plan.

The council's new business plan has a 10 year horizon. This is a very positive approach which lays out a vision and aspirations for the next decade structured around Wiltshire, its communities and how the council will influence these through its four key priorities, notably: Strong communities, Growing the economy, Protecting the vulnerable and an Innovative and effective Council. That Business Plan is new and the council should use this opportunity to be more specific about translating these priorities into tangible outcomes with plans, actions and resource allocations assigned so the Business Plan is brought to life and can be delivered.

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The council is well aware of the opportunities for growth and its economic corridors are well understood and drive its focus. Its central location, proximity to major economic centres, military presence and partnership, rapidly growing population and strength of a skilled workforce are all areas where the council is investing in to make its contribution count. That growth and ambition to drive the economy needs to be matched with housing growth and infrastructure. The Peer Team felt that there was some evidence of what we called a 'disconnect' between senior political understanding for need of new housing and a resistance felt at more local level in terms of growth and especially housing. This disconnect will need to be addressed if the growth and especially housing aspirations are to be met and this is explored further in the section below.

4.2 Leadership of Place (including delivering housing and involving communities)

The political leadership at Wiltshire Council is palpable. The Leader, her Cabinet and indeed other members we met with are highly visible and accessible to public, partners and staff. We witnessed at first hand the openness, transparency and importance of public engagement at the cabinet meeting we attended. We also saw at first hand a strong sense of ambition and passion for the residents of Wiltshire. We know the Leader and her cabinet are front and centre in promoting Wiltshire regionally and on a national stage but just as importantly they are equally visible locally and recognise the need to be accountable to their residents.

As well as the Area Boards we saw proactive engagement between the council and its towns and parishes including a renewed focus on parish councils being invited to negotiate packages to transfer assets and devolve services in order to localise but importantly sustain services. Indeed across the partnership spectrum we could point to several examples of strong leadership of place, e.g. the military rebasing specifically but generally the strength and trust within that relationship was very evident and the attention to the needs of the military and their families was second to none. Likewise, the application of the One Public Estate Programme in Wiltshire and the gains achieved and anticipated from that, we were told make Wiltshire the 'go to exemplar site' for effective partnership and implementation. A challenge for the council in terms of the breadth of its partnership domain would be to reflect on its leadership role and influence and consider how in other areas, for example the community safety partnership and how it could leverage further the capabilities of existing partners to achieve better their collective ambitions. This is particularly true of the engagement of blue light services at a community level and their method of engagement. The peer team considered that a thematic approach may well improve engagement with communities rather than standing agenda items for multiple partners.

On the back of a disappointing Ofsted inspection in 2012, Wiltshire Council established a focussed and effective council wide response to turning around its children's services. It has a strong story of improvement to tell. In turn, the council is very aware of some of the underlying weaknesses in the performance and management of its adult social care arrangements. We would advise that it reflects on the lessons, approaches and successes from children's and apply these with vigour so that the same outcomes can

be gained for its adult services recovery plan-this is explored in more detail later in the report.

We have pointed to a vibrant and talented Cabinet. They, 'working hand in glove' alongside the newly formed officer Corporate Leadership Team will provide an important and pivotal leadership focus. The advice from the peer team is to invest time at this important stage to work together on tackling potentially complex issues in the Business Plan that require collective council ownership and ensure there is a diarised forward plan to identify and progress these issues together.

Delivering Housing - Supply and Access

In summarising our findings and observations in respect of this area it is important to identify the strong foundations that exists -there is a Core Strategy in place (adopted 2015 and 42,000 houses to be built between 2006-2026) and a review of the Local Plan has also commenced. As such the strategic framework, clarity in respect of delivery and review of plans are all in place.

Crucially, the council has a five year land supply which makes the area far less vulnerable in respect of speculative development. Overall, both housing delivery and affordable housing delivery appears to be broadly in line with that plan, for example since 2006 the council has delivered approximately 6,000 affordable houses (29% of total housing against an overall plan target of 30%). Furthermore, in line with our earlier comments in terms of effective partnerships, it is clear that there is a strong, productive and sustainable partnership with the HCA (Homes England). In respect of this, at the time of our visit there was a major infrastructure bid awaiting decision - the ambition of which is aimed at unlocking and accelerating planned and sustainable development-so again clear evidence of real strength and purpose.

More frequently nowadays councils are taking an active role in the housing market, many being bold and assertive in terms of developing housing companies and taking on house building. Wiltshire Council, from a position of strength, would be wise to review its assets and capabilities in terms of how it should intervene in housing delivery (the council does have a small house building programme already-158 new homes built through use of council resources). As such it has some experience, but there are many fore-runners in this area in terms of significant progress other councils have made and as such it is an ideal time to look elsewhere, see and assess what others have done and with the benefit of their learning decide what is in the best interests of the council and its residents. The LGA can provide additional support and signposting in respect of this if required.

We made reference in the executive summary to local issues holding back the council's plans for sustainable development and growth. As such we would encourage the council to develop further its thinking around a smaller number of more strategic sites to focus its time and attention so that ambitions are met. We believe this approach will in turn bring with it the ability to secure appropriate infrastructure to meet the required housing demand.

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Finally, in line with other observations in respect of delivering priorities from the councils new Business Plan, we recommend the council consider the real opportunity that targeted and sustainable housing growth can support in terms of its other priorities and demand pressures. For example, a full housing needs assessment for older adults, younger adults and children with complex needs, translating this then into a plan covering accessible homes, sheltered housing and extra care for example, so that it is proactively intervening to deliver better outcomes in these areas.

Involving Communities

The council's vision and priorities right from the outset has been focussed on strong communities. That strategic intent is constantly reinforced through the leadership of Wiltshire Council and they are rightly proud of what they have achieved to date.

The council is now steadfastly progressing the opportunities that early intervention, investment in the fabric of communities and prevention can create. In short, it stems demand on overstretched services and builds more resilient communities into the future. This mantra of strong communities is lived out through many community activities and programmes which the council sponsors, for example: 'men's sheds', luncheon clubs, 'knit and natter groups' etc. These and many more besides provide sound local solutions. Our challenge is for the council to expand its thinking, capability and targets in respect of these approaches and then plan for how it could extend these to reach a larger cohort of people and communities to achieve more coverage and greater impact.

The Area Boards are a very tangible means through which the council shows its commitment to engaging with local communities. The focus on these boards is rightly prominent with the political leadership of the council and they are a very important aspect of Wiltshire Council's presence across the county. From this well established and respected baseline we would now encourage the council to build on this agenda further and to be bolder about its intent to engage and empower local communities to take even more control and influence of things that matter to them, and to further enhance the role of divisional members as leaders of place. The local plan and future development may well benefit from the use of area boards as champions of local delivery.

The council is committed to transferring some operational services and assets down to towns and parishes as it has a strategic view that such services can be provided more efficiently, effectively and sustainably at such a level. The council is actively engaging its towns and parishes to pursue this agenda and indeed there was scheduled to be a county wide Town and Parish Council Conference facilitated by WC shortly after our peer challenge. We encourage the council to work with its Towns and Parishes and provide more clarity in terms of the "what" is to be devolved and there is a real window of opportunity now to be bolder in terms of its intent, to ensure not only that parish and town councils are true partners in enhancing services for their local communities but that the delivery of the budget saving highlighted in the council's forward plan is delivered.

The council raised a specific frustration with the Peer Team in respect of the time it takes to secure asset transfers and movement of some operational responsibilities to town and parish councils. In essence this is not happening with the pace or coverage it would wish for and we recommend that the council pulls together a 'start and finish task force' to identify the issues and establish a plan to unblock them.

4.3 Organisational leadership and governance

A constant theme of this report is the strong political leadership which gives clarity of direction and is publically visible. In the view of the Peer Team to lever the best from it for the future it needs to work, in a 'business like' way, in harness with the new CLT to set the collective leadership tone for the council. Our challenge to the council is to do this well, so that the need to set in train recovery plans, as has been in place for children's and which is now in place for adults, are mitigated against. This means that new CLT specifically must take the opportunity to establish collaborative and collegiate managerial leadership, be given the space to allow it to lead the officer group of the council and provide an effective foil, including challenge to the political leadership. Indeed we left the council with some suggestions in respect of the characteristics of being 'business like' and proposals to promote a successful CLT, which we have highlighted at Appendix 1 and 2 respectively.

Overall we saw harmonious and productive member and officer relationships throughout the council and some great examples of where this partnership of trust and challenge is alive and well, especially between cabinet members and their respective corporate director-but in truth these were reflective of several strong senior leadership partnerships.

As well as developing the CLT team, the council is looking to build capacity across its whole senior officer structure. To reflect its new Business Planning priorities it has both increased and realigned its tier 2 structure, increasing capacity with 15 new director roles reporting to the Corporate Directors. Again, as with CLT, this group will also require focus and development through change and there are some existing vacancies in that new structure. These will need to be filled in the medium term with new but appropriately skilled and experienced staff to enable that cohort of leaders to achieve their maximum potential.

We were pleased to hear about then see at first hand that the core value and behaviours of Wiltshire Council are well embedded across the council; furthermore staff engagement is first class. The EPIC values and approach (empowering people innovation and collaboration) is very much owned and lived out through the organisation, with systems and processes underpinning them, such as the council's GROW system, which provides a digital platform for both learning & development and performance management and has been developed further to make that engagement real, meaningful and focussed steadfastly on helping to achieve the council's objectives.

In contrast we had some doubts about the current effectiveness of all of the council's commissioning, procurement and contract management arrangements, although we didn't have the opportunity to review this area in detail it was evident in the slippage in the capital programme. We advise the council to commission a discrete and detailed

piece of work to review this as in terms of outcomes, performance and efficiencies we believe there is headroom to exploit.

4.4   Financial planning and viability including commercialisation

The council has created a relatively strong financial position. This has been achieved through good financial management and a focus on efficiencies. Indeed since 2010 it has made in excess of £120m of savings and as such has an established track record in this respect. Furthermore, it has a strong base of core revenue, including council tax base, good growth projections and from the financial year 2018/19 will be free from Governments Revenue Support Grant.

There are challenges of course, and as with all councils there are further efficiencies that will need to be made. Indeed the council estimates it will be required to make savings in the region of £45m over the next 3-4 years. Significant elements of its emerging approach are based upon the implementation of its digital and commercial plans. Therefore it will be important that more detailed work is done to substantiate and provide confidence around deliverability in respect of these. As we shall see later in this report such plans are relatively new.

The council is well aware of its relatively low level of reserves. Given the existence of current demand pressures in front line services areas, for example adult social care, it will be important to keep a strong focus on this. It should plan accordingly to ensure it does not further restrict the council's ability to manage in year budget overspends as this will have a negative impact on its medium term financial planning.

Along with comments already made and given the financial challenges referred to we feel it will be important for the council to adopt a stronger planning and performance management regime; one that more explicitly links business, risk, financial planning, and major programmes into one coherent whole and establish a clear and coherent "Golden Thread" throughout. The council is well aware of the need to focus its attention on this and as it does so it will be moving from what we felt to be "budget based priorities" to "priority based budgeting' which can be linked more clearly to strategic objectives and specific priorities and outcomes.

Commercialisation

The council asked us to provide external challenge to how it might better focus its approach to commercialisation and maximising opportunities to generate income and operate in a more 'business like' way.

First and foremost we saw both ambition and appetite (consensus politically and at officer level) that commercialism should become a key driver for change and improvement; it is identified as a key enabler to help achieve the priority of being an Innovative and Effective Council in the new Business Plan. The success of the council's own office rationalisation and the resounding success to date of the One Public Estate Programme across Wiltshire shows that the council can through effective partnerships achieve considerable leverage from a better use of its own and others assets.

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When we gave feedback on the final day of the peer challenge we produced a bulleted list of what we coined as the characteristics of being 'business like' (appendix 1). First and foremost the council is at an early stage in developing a commercial strategy and it was in draft at the time of our visit. As such the potential to underpin that strategy with a *clear sense of purpose that captures the imagination and stretches the organisation* seemed a key component that will be required in its development and subsequent adoption.

A further characteristic of being business like is *having financial literacy and using resources effectively*. In this area we felt the council could make relatively easy strides forward. For example, we felt that officers didn't always understand the true costs of providing all services or how financial models might be used to effectively support business case development and we believe the council would be wise to develop its plans in this area.

Another example of how the council may become more commercial or business like lies within the approach to fees and charges. We recognised that a recent review was carried out across the council, however it wasn't always clear about the benefits that could be accrued by reviewing its fees and charging policy and maintaining the discipline of doing this on an annual basis – this seemed a potential quick win that could very easily create momentum and appetite to progress this agenda further.

The council has a good base to build upon but the financial imperative to make savings in the order of £45m over the next 3-4 years is rightly creating the impetus and thrust to further stretch its strategies and plans. This means in these next 3-4 years it must become more commercial and inject the pace and focus that will be required. As part of this the council has, can and will need to be more proactive in learning from and applying in context what other councils are doing to become more commercial: to what end, why and what value is being achieved. A good starting point would be to review some of the work of other councils via public sector support organisations such as the LGA's own website (https://www.local.gov.uk/our-support/efficiency-and-income-generation/commercialisation) and to actively seek out and contribute to sector networks and events and realise the wider benefits of sharing best-practice.

In respect of the above we believe it will be important for the council to internally validate its commercial ambitions. At present those ambitions reflect a contribution toward the £45m of savings as part of the medium term financial plan. But it will be really important that the council spends focussed time reviewing its appetite for risk, and likewise its appetite for investment too. For example, does or could the council intend to be more interventionist in the housing market to both stimulate income but also achieve its priorities in terms of vulnerable people. That review of risk, investment and focus on achieving key priorities is very important within this context.

As part of reviewing its commercial ambitions, the council must be clear that operating existing services more efficiently is a major contributory factor in becoming more 'business-like' and a focus should remain on improving the financial envelope of the council. It can do this by continuing to seek out operational commercialisation opportunities as well as adopting innovative income generating models. Using digital

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technologies to support service design activities is a very good example of how it may deliver on this agenda.

As with other references in this report the council will, once its commercial ambitions are clear, need to ensure it has the necessary skills and capabilities in terms of processes and people to generate sufficient income to achieve its targets. Into the medium term therefore it will be important to align its commercial ethos to the vision and priorities outlined in its Business Plan so they can be achieved and Wiltshire Council can truly be 'business like'

4.5 Capacity to deliver (including transforming adult social care and digital)

There is great strength in the people and processes underpinning the political leadership of the council. We were particularly impressed with the Cabinet and portfolio holders' structure which is strong, inclusive, increases capacity and provides opportunity for succession planning.

In terms of capacity there is the clear investment in the new senior officer structure and the increase in number of Associate Directors and likewise in Corporate Directors, focussing around key council priority areas. As already outlined that capacity will only be enhanced further by investment in the development of that senior officer team to support collegiate and strategic working.

The council has a motivated and committed workforce with strong development programmes, staff engagement and flexible working in place. WC's approach to flexible working has reaped rewards in terms of staff satisfaction, improved customer outcomes and efficiency savings for some years now. New examples to report since the last peer challenge were the range of the leadership development programme-from apprenticeships to master's level and the very impressive EPIC programme mentioned already in this report. All of this demonstrates a council which sees the benefits in investing in staff.

The council has sought to build capacity through reconfiguring services and transforming key service areas. Again the reconfiguration of the children's services pathways as well as the realignment of domestic abuse and substance misuse services all point to a council that is seeking to constantly gain improved outcomes for service users and gain maximum efficiencies through strong partnership working.

Our main advice for the council in respect of this area is twofold. Firstly to consider how it can seek to get that balance right between continual change at organisational level and the need to give its staff group a sense of stability and certainty at any given time**.** Furthermore, within the context of change and stability above it will be important that the council becomes forensic about the skills and capabilities it needs for the medium to long term, especially in the light of observations in respect of digital and commercial etc. and puts in place a clear plan to recruit and grow such capacity so it can meet the changing demands and priorities of the council.

Transforming Adult Social Care

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The council recognises the need to change and transform adult social care. A council led review coupled with the external challenge of an LGA led peer review in February this year, signalled several key areas for improvement across adult social care and led to the council establishing a programme for transformation. There were core issues to attend to in the way the service was managed and led and a need to refocus on key aspects such as prevention, commissioning, managing demand and costs, information, managing more effectively the 'front door' into services and providing a coherence to performance management. The council has also recognised the need for further integration and collaboration with its health partners through the Better Care Fund which interface with the transformation programme through an emphasis on re-ablement. Equally, the council saw the benefits of the well-established Children's Multi Agency Safeguarding Hub (MASH) and determined that it was necessary to create a similar arrangement to improve the safeguarding for vulnerable adults.

The council has created capacity within its officer senior leadership, through for example, the appointment of an interim corporate director. This coupled with the leadership shown by the cabinet lead, the establishment of the transformation programme and an emerging plan instilled confidence within the Peer Team that the council is aware of what is required and is intent on improvement. However, at this stage, and again the council is aware, there is much to do and there remains some risks due to a range of 'unknowns', which can impact upon and across the range of issues outlined in the paragraph above, including the challenging performance targets for DToC and the potential consequences for BCF funding associated. Clearly many of these issues are not particular to Wiltshire and its partners, since they are national issues that the majority of local authorities across the country are likewise facing.

In terms of learning it is important to reflect that many of the lessons in respect of children's services can be applied to aid improvement here. The council - wide ownership is key, the stability and focus of leadership to see the change through equally important and a resolute focus on achieving outcomes and measuring success. In recognising this, the council deliberately has included representatives from across the entire organisation, particularly from Children's Services, as key members of the transformation board. The programme is in the midst of being developed and it is considerable. At this stage it has the appropriate coverage but not the granular detail nor clearly sufficient progress to sense the likelihood of successful deliverability. As such it will be important that this is regularly reviewed and the reporting and governance framework surrounding the transformation programme needs to be reflected upon, which oversees the deliverables and timetable.

As well as the ownership and leadership across the council there are other encouraging signs. We saw strong staff engagement with the transformation programme across the piece and staff throughout the service understood the need for change, welcomed the opportunity to shape the future and told us they were fully committed to improving services for customers. In our view 'Making Safeguarding Personal' is embedded into the working culture supported by clear processes and auditable evidence. We also saw that across both children's and adults there are seemingly strong safeguarding boards with effective chairs. As said, the council are planning to enter into a partnership arrangement to have an adult Multi Agency Safeguarding Hub (MASH) building on the success of the MASH within their children's partnership. Partners were very positive

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about the potential of the MASH for data sharing and joint approaches to safeguarding particularly across health and social care. Furthermore, Public Health is now beginning to be used as a corporate resource and the Joint Strategic Needs Assessment is being used at Place level, shaping prevention approaches such as tackling isolation and within spatial planning. Clearly there is the potential to develop all of these further but they are all positive examples of ownership and positive change.

'Market management', in our view is in its infancy. The council needs to ensure that it has learned the lessons from provider failure and demonstrate it has a strong grip on market sustainability and quality. There appeared to us to be a 'disconnect' between commissioning (what do we need) and procurement (how do we get it) and contract management (is it working). Importantly the council is aware of all these matters so it is now key that it secures a market development strategy as a priority including securing and then retaining appropriate skills.

Although they are clear priorities within the council's transformation plans, demand management including front door, prevention strategy and re-ablement are only just beginning to 'transform'. As such it will be important that these are the subject of regular review within the context of that plan and sufficient resources are allocated toward these key areas so that in due course WC has a consolidated and effective approach which delivers the outcomes it seeks.

Enabling greater digital access to all services

The council has some well embedded core approaches which provide a good platform from which to support its broader transformation objectives.

It has a strong and well established approach to 'systems thinking' throughout the organisation and its strategic application is well understood and enacted, helping improve service design and delivery. There has been broad engagement in this approach from across the organisation at both officer and member level.

The council is combining its work on systems thinking with the approach to digital service design – an approach which has been shared nationally. This approach is helping the council to identify priorities, reduce complexity of services and improve service delivery to residents. The council has used data to prioritise areas of focus e.g. high volume transactions and the method of resident engagement with those services and has worked to re-design those services using digital solutions. This includes work enabling residents to sign up and pay for garden waste collection services online, including renewals, where 76% of transactions have been shifted to a new automated channel.

The council has made significant progress in other areas – enabling citizens to do more things for themselves, at a time they want. For example, the My Wiltshire platform and app is enabling residents to report issues to the council in key areas such as highways, street scene, rubbish collection, fraud and trading standards.

Similarly, the council has been making progress through the "Single View" programme in supporting joint working with partner organisations. The platform is starting to enable

key information to be shared with partner organisations including with social care, health and the police. This has aided partnership working and ensuring that residents are receiving joined up services. There are further ambitions to extend this programme of work.

We saw a developing focus on using data and analytics to drive improvement in services and ensure that this is ensuring resources are targeted effectively to those most in need. For example, in adult social care there has been close working with expertise in public health to identify need across local areas which is being used to shape the adult social care change programme. Importantly, there has been strong engagement with local area forums – using data to better understand their local population and need and helping to identify future priorities. We believe that there are opportunities to build on this approach in the use of data across the council as a whole.

The council has made a strong commitment at both a member and senior officer level to re-design services and consider how they can better be delivered in the context of the digital environment in which we live. This aspiration has recently been set out in the new Digital Strategy which has had positive engagement from across all services in the council. This Strategy sets out an aspiration for end-to-end digital services for citizens.

We believe 'digital' can be a real driver to help achieve improved delivery of services at Wiltshire Council. As is often the case when introducing new or refreshed approaches to drive improvement in any organisation, clarity of purpose and outcomes is key and we found that when we spoke with various people across the council we heard mixed views of what 'digital' is or could be. There is a potential risk therefore that it is viewed in a narrow way as a technology and systems programme championed by a few core individuals. Our view and indeed the view of some key stakeholders within the council is that what is required is a shared narrative of what is being sought through 'digital' which starts with a vision for re-designing the way services are delivered.

The steps the council has already taken are important and is bringing knowledge and expertise from systems thinking, customer and digital give an excellent opportunity to enhance this work. Again, the new Business Plan provides an ideal opportunity for the council to better align the key programmes it has or is intending to put in place to tackle the core challenges it is facing now. These apply across its range of priorities. For example, there is already significant work underway in adult social care to re-design the way services are delivered, including how citizens are supported where care and support may be needed. There are opportunities here to work with citizens and staff to re-design services and consider how digital channels can support this approach.

The council has highlighted within the Digital Strategy the importance of using design standards to guide their approach. We feel more focus could be given to these design standards and how they can be embedded within the work undertaken (either adopted Government Digital Service (GDS) Standards or Local Government Digital Service Standards). This will help the council to better understand user needs, ensure there are sufficient and appropriate skills as part of multi-disciplinary team working as well as encourage maximum usage of services. These three areas were areas where we felt the council could give additional consideration. For example, we felt that there are opportunities for the council to consider the necessary skills needed to enable this work

as well as ensure that there is strong customer engagement both in understanding the existing service – as well as in re-designing the future service. The importance of encouraging residents to use these channels through behavioural insight was also highlighted during the review with opportunities to further promote these with residents.

Overall, the council has made important steps in recognising the importance of re-designing services to ensure that they are fit for a digital age. Progress has already been made in a number of areas guided by the adoption of systems thinking. There is recognition amongst a number of senior individuals that this is not an IT programme but rather about improving services for residents in collaboration with them. There are however opportunities to further strengthen the approach – particularly in ensuring that the areas of focus are aligned to key council priorities, considering the three areas highlighted above and broadening the ownership for this across the organisation.

5.   Next steps

Immediate next steps

We appreciate the senior managerial and political leadership will want to reflect on these findings and suggestions in order to determine how the organisation wishes to take things forward.

As part of the peer challenge process, there is an offer of further activity to support this. The LGA is well placed to provide additional support, advice and guidance on a number of the areas for development and improvement and we would be happy to discuss this. Andy Bates, Principal Adviser is the main contact between your authority and the Local Government Association (LGA). His contact details are: Email andy.bates@local.gov.uk

In the meantime we are keen to continue the relationship we have formed with the Council throughout the peer challenge. We will endeavour to provide signposting to examples of practice and further information and guidance about the issues we have raised in this report to help inform ongoing consideration.

Follow up visit

The LGA Corporate Peer Challenge process includes a follow up visit. The purpose of the visit is to help the Council assess the impact of the peer challenge and demonstrate the progress it has made against the areas of improvement and development identified by the peer team. It is a lighter-touch version of the original visit and does not necessarily involve all members of the original peer team. The timing of the visit is determined by the Council. Our expectation is that it will occur within the next 2 years.

Next Corporate Peer Challenge

The current LGA sector-led improvement support offer includes an expectation that all councils will have a Corporate Peer Challenge or Finance Peer Review every 4 to 5 years. It is therefore anticipated that the Council will commission their next Peer Challenge before 2022.

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Appendix 1

What does a good business look like?

- A clear sense of purpose that captures the imagination and stretches the organisation
- Leadership that is accountable and drives performance by paying attention to the business
- A can-do, customer focussed culture
- Financial literacy that uses it resources effectively
- Robust but agile systems, processes and structures
- A culture of continuous learning and skills development
- Communicates well

Appendix 2

Helping to make your new CLT successful

1. **Empowered:** The Corporate Leadership Team are empowered to make the organisational decisions they deem necessary to deliver on the Council's priorities and policies
2. **Time and Space**: CLT commit a sizeable portion of their individual time working as a leadership team on the strategic council wide agenda
3. **Team Development** : CLT prioritise investment in their collective leadership development so they are able to act as a collegiate team that leads organisationally
4. **Performance Managemen**t: CLT implement a Corporate Performance regime that ensures there is clarity in terms of success criteria and the culture, processes and systems are in place to drive sustainable performance improvement
5. **Wicked issues :**Identify a number of cross cutting issues/opportunities that create the opportunity for organisational and system wide collaboration
6. **Transformative Learning**: An environment is set where active learning is valued as a means of Improvement, reflection leading to continuous performance improvement

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Corporate Peer Challenge – Action Plan
February 2018

Recommendation	Action	Measure of success	Timescale	Lead(s)		
				Cllr	**CD**	**D**
Main recommendations						
1. To enable the most effective delivery of the Council's Business Plan it should seek to clarify and quantify its key priorities. In such a way a sharper focus can be brought to organisational delivery and resource allocation which underpin this.	Deliver a comprehensive service planning process including a strong planning and performance management regime; one that more explicitly links business, risk, financial planning, and major programmes into one coherent whole with a clear and coherent "Golden Thread" throughout	'Plans for change' in place with key priorities distilled for budget setting process Redesigned performance measures and reporting arrangements agreed by cabinet	Jan 18	Cabinet	CB, AC, TH	RT MH JP

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2. In respect of the key areas of commercialism and 'digital' the council should build a shared understanding of the opportunities, investment required and skill needed in these areas so that it is more able to achieve successful outcomes.	Agree commercial strategy and appetite for risk/investment. Review approaches across UK.	Commercial Strategy agreed by cabinet; with resources to deliver.	Feb 18	Cllr PW	AC	MH, D- C&H
	Clarify the skills, knowledge, behaviours and expertise required	Staff are clear in respect to required skills, capabilities and expectation of income	Mar 18	Cllr PW	AC	JP, D-C&H MH MH,
	Increase financial literacy and use of financial models to effectively support business case development	Heads of Service understand true cost of all services	Mar 18	Cllr PW	CB	MH
	Review fees and charges policy across the council, and maintain on an annual basis	New fees and charges agreed as part of council budget annually	Feb 18	Cllr PW	CB	RT
	Agree narrative for Digital Strategy, aligning programs to address core challenges	Vision, priorities and outcomes clearly set out and understood by staff	Feb 18	Cllr PW Cllr AO	CB	RT, JP
	Clarify the skills, knowledge, behaviours and expertise required	Heads of Services are clear in respect to required skills, capabilities and knowledge of their respective teams	Mar 18	Cllr PW Cllr AO	CB	RT
	Increase use of data and analytics and embed digital service Design Standards in redesign	GDS standards embedded in work undertaken (encompassing user needs, multi-disciplinary team skills and uptake of services)	Mar 18	Cllr PW Cllr AO	CB	RT LB MH
	Explore opportunities to market and promote these new channels more effectively with citizens and businesses – and learn from why citizens do not access through those channels	Services are improved, more accessible (outside core hours) and better aligned to meet expectations of residents and businesses	Dec 18	Cllr PW Cllr AO	CB	

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Objective	Action	Outcome	Date	Cllr		
3. Revisit the current intent and application of the Area Boards - so that into the future the council's ambitions in terms of leadership of place can be further realized	Review all remaining discretionary services to determine which may benefit most from devolution ('local-first' approach).	Devolution of remaining discretionary services and budgets	Apr 2018	Cllr JT Cllr PW	AC	RT LB TC PK D-C&H
	Establish with CEMs collaborative teams of front line services, partners, local VCS and economic groups.	Multi-agency community team approach in place, mobilising community assets and volunteers, transferring assets and services.	Dec 18	Cllr JT	CB	LB
	Project bank audit of each community area.	Additional projects in place. More themed interactive meetings, shorter formal AB meetings.		Cllr JT	CB	LB
	Support health and wellbeing groups to expand support.			Cllr JW	CB AC TH	LB TD
	Ensure that social care reviews adopt a community-led approach to appropriate areas of service.	Localisation of adult social care service and children social care integration through the reviews		Cllr JW	CB AC TH	GW LT
4. More closely align financial and budget planning to organisational priorities and underpin this with a more robust planning and performance management regime. This will enable better linking of business and financial planning and further supporting a culture of openness and accountability	Comprehensive service planning process linking priorities, finance, procurement and HR informs budget setting.	Medium Term Financial Strategy published	Mar 18	Cllr PW	CB	RT, MH JP
		Full Council agree budget closely allied to service change plans		Cllr PW	CB	JP

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5. Apply the same approach and commitment to the Adults Services Transformation plans as was afforded to the council's previous children services recovery plan – so that it is organizationally owned and more likely to be delivered as a consequence	Investment in appropriate capacity	Strong programme office support in place with breadth of capacity and capability in ASC transformation team		Cllr JW	CB AC TH	GW
	Delivery of Front Door elements of ASC transformation programme	As defined in business case	Apr 18	Cllr JW	CB AC TH	GW
	Secure a market management strategy as a priority including securing and retaining appropriate skills	Strategically managed diverse and sustainable market is in place	April 20	Cllr JW	CB AC TH	GW EW
Approach integration of DASS post with health carefully, doing so from a position of strength and clear priorities set across the two agencies	Undertake due diligence on joint post	Joint DASS/ CAO post in place with NHS Wiltshire	2018	Cllr JW	CB AC TH	GW TD
	Scope joint commissioning arrangements	Commissioning staff co-located	2018	Cllr JW	CB AC TH	GW EW
	Examine the potential for alliance contracting	Framework agreed with partners	2019	Cllr JW	CB AC TH	GW EW

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6. In order to increase the delivery of housing numbers across Wiltshire, the council may wish to consider developing its plans in respect of a smaller number of strategic sites. This may strengthen its ability to secure the appropriate infrastructure and enable it to more effectively deliver its housing plan aspirations	Develop local plan accordingly	New local plan and HRA business plan focuses development in fewer places	2020	Cllr TS Cllr RC	AC	TM D-C&H
	Use area boards to explain and champion local delivery	Fewer objections to significant local developments		Cllr JT Cllr RC	AC	TM LB D-C&H

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7. Ensure that both the council and CLT themselves invest sufficient time in focusing on their development as a team. They have a pivotal leadership role and such investment will help them realise their ambition to provide strong, collegiate corporate leadership on behalf of Wiltshire Council into the future.	• **Empowered:** CLT are empowered to make the organisational decisions they deem necessary to deliver on the Council's priorities and policies		Dec 18	CB AC TH	IG MH RT
	• **Time and Space**: CLT commit a sizeable portion of their individual time working as a leadership team on the strategic council wide agenda	Regular CD away days in calendar Development Programme developed for CLT established	Jan 17	CB AC TH	JP
	• **Team Development** : CLT prioritise investment in their collective leadership development so they are able to act as a collegiate team that leads organisationally	Plans for change in place	Dec 17	CB AC TH	JP
	• **Performance Managemen**t: CLT implement a Corporate Performance regime clarity in terms of success criteria and the culture, processes	Redesigned performance reporting arrangements agreed by cabinet, with systems in place to drive sustainable performance improvement	Feb 18	CB AC TH	RT JP MH
	• **Wicked issues:** Identify a number of cross cutting issues/ opportunities that create the opportunity for organisational and system wide collaboration	Cross service initiatives are delivered with programme office and systems thinking support – key work programs already agreed and in progress are Social Mobility and High Frequency Contact (HFC)	Mar 18	CB AC TH	RT JP MH
	• **Transformative Learning**: An environment is set where active learning is valued as a means of Improvement, reflection leading to continuous performance improvement	Increase in apprenticeships and formal learning uptake and participation	Feb 18	CB AC TH	JP

Additional suggestions						
Provide more clarity in terms of the "what" will be devolved to town and parish councils and 'why' when transferring operational services and assets down to towns and parishes and be more assertive about the agenda.	Pull together a start and finish task force to identify issues and unblock the reasons for the time it takes to secure asset transfers and movement of some operational responsibilities to Town and parish councils.	Accelerated phasing of transfers Progress reports on CATs available and accessible online, including capture of financial and community benefits for those that have transferred. Clear list of potential assets for transfer available	Sep 18	Cllr PW	AC	RT IG TM LB D-C&H
	Support 'place based' delivery of services so that co-ordination of activities between communities, parishes and towns across a larger geographical footprint can be exploited to the full. This could be done by further exploration of larger devolution packages that would require the input and coordination of parish and town councils, particularly where devolved services serve greater geographical areas.	Consider and define approach Parish Council's collaborate on devolution agreements	Jan 18	Cllr JT Cllr PW	AC	RT LB TM D-C&H

The council should consider its assets and capabilities in terms of how it should intervene in housing delivery	Examine business case for new local housing company	Local housing company up established on a sound basis	2019	Cllr RC	AC	D-C&H
	Undertake a full housing needs assessment for older adults, younger adults and children with complex needs, translating this into a plan covering accessible homes, sheltered housing and extra care for example, so that the council is proactively intervening to deliver better outcomes in these areas.	Housing needs assessment completed	Jun 18	Cllr RC	AC	D-C&H
Review commissioning, procurement and contract management arrangements with a detailed improvement plan .	Undertake a systemic review including systems, data, information, reporting, staff development, and organization. Agreed a full suite of performance measures	Director of Commissioning in place	Feb 18	Cllr JW	TH	DoC
		Detailed review complete with clear roles and responsibilities across the commercial cycle involving commissioning, procurement and contract management.	Sep 18	Cllr JW	TH	EW MH .

Wiltshire Council

Cabinet

27th March 2018

Subject:	**Performance Management and Risk Outturn Report: Q3 2017/18**
Cabinet member:	**Councillor Philip Whitehead Cabinet Member for Finance**
Key Decision:	**No**

Executive Summary

This report provides an update on performance against the stated aims in the council's new Business Plan 2017-27. The information provided includes key measures as well as the council's strategic risk register.

Proposals

Cabinet to note updates and outturns

1. Against the measures and activities ascribed against the council's priorities.
2. To the strategic risk register.

Reason for Proposal

The current corporate performance framework compiles measures used to monitor progress in service areas against planned objectives that relate to the goals laid out in Wiltshire Council's current Business Plan 2017-27.

The strategic risk register captures and monitors significant risks facing the council: in relation to significant in-service risks facing individual areas, in managing its business across the authority generally and in assuring our preparedness should a national risk event occur.

Carlton Brand, Alistair Cunningham, and Terence Herbert,
Corporate Directors

Wiltshire Council

Cabinet

27th March 2018

Subject: Performance Management and Risk Outturn Report: Q3 2017/18

Cabinet member: Councillor Philip Whitehead Cabinet Member for Finance

Key Decision: No

Purpose of Report

1. This report provides an update on the progress against the stated aims in the council's Business Plan. It includes measures from the performance framework as well as the latest version of the council's strategic risk register. This report covers the period October to December 2017.

Relevance to the Council's Business Plan

2. This report updates Cabinet on the performance against each of the stated goals contained in the Business Plan 2017 to 2027 at the end of quarter three 2017/18.

Overview of outturns

3. Below are some key measures shown under the three key priorities of the new business plan: growing the economy, strong communities and protecting those who are most vulnerable.

Priority 1.1 Growing the Economy – Highly Skilled Jobs

4.   To create the workforce needed to match the demands of a future economy Wiltshire Council is keen to promote high educational standards for all children in the county. Last financial year was a high point for the classification of Wiltshire's schools with over 94% of pupils attending good or outstanding schools according to OFSTED. At the end of quarter three this year that figure was 88% but it remains above the national average.
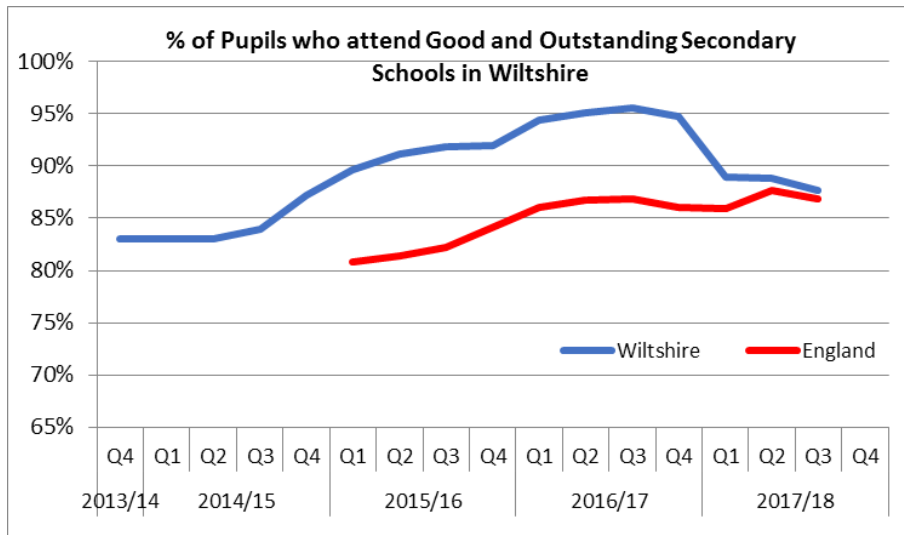
5.   Building a workforce for the future involves support for apprenticeships and improved access to further and higher education. The result of this support should be fewer young people not in education, employment or training (NEET). There is an annual cycle in NEET numbers and they do tend to fall in quarter three. Even so, the fall in the current year sees a Wiltshire NEET level 0.7% points lower than at the same period last year and at its lowest level in more than two years.

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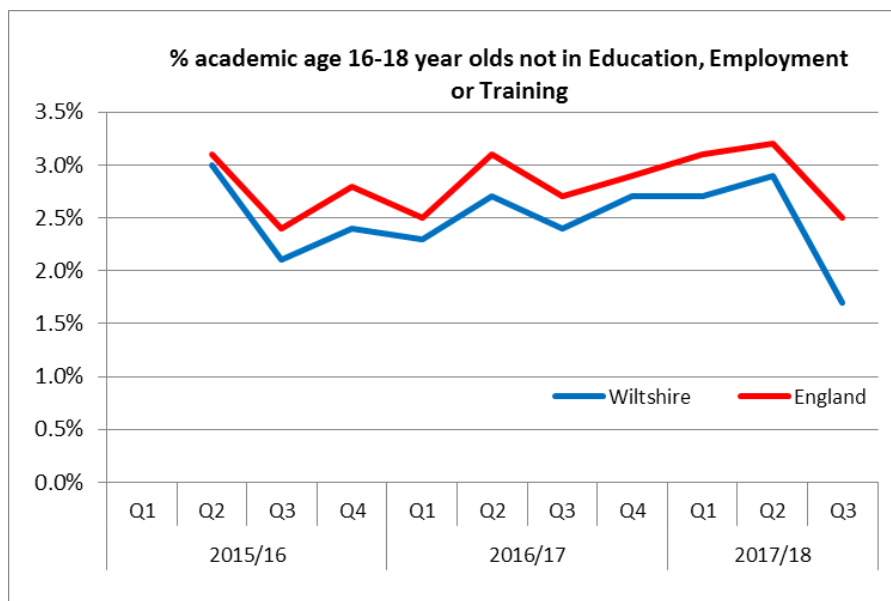
Priority 1.2 Growing the Economy – Sustainable Development

6. Wiltshire Council's Business Plan states that sustainable development will be achieved by delivering development where it is needed and in accordance with Wiltshire's Core Strategy. Making the right planning decisions help enable that ambition. Quarter three was the third quarter in a row that the number of appeals against planning decisions fell; down 27% on the same period last year. This was also the third consecutive quarter that the proportion of appeals that were successfully defended was above the 70% target. In quarter three there were 30 appeals made which represents a rate of challenge of just 2.5% against all decisions made.
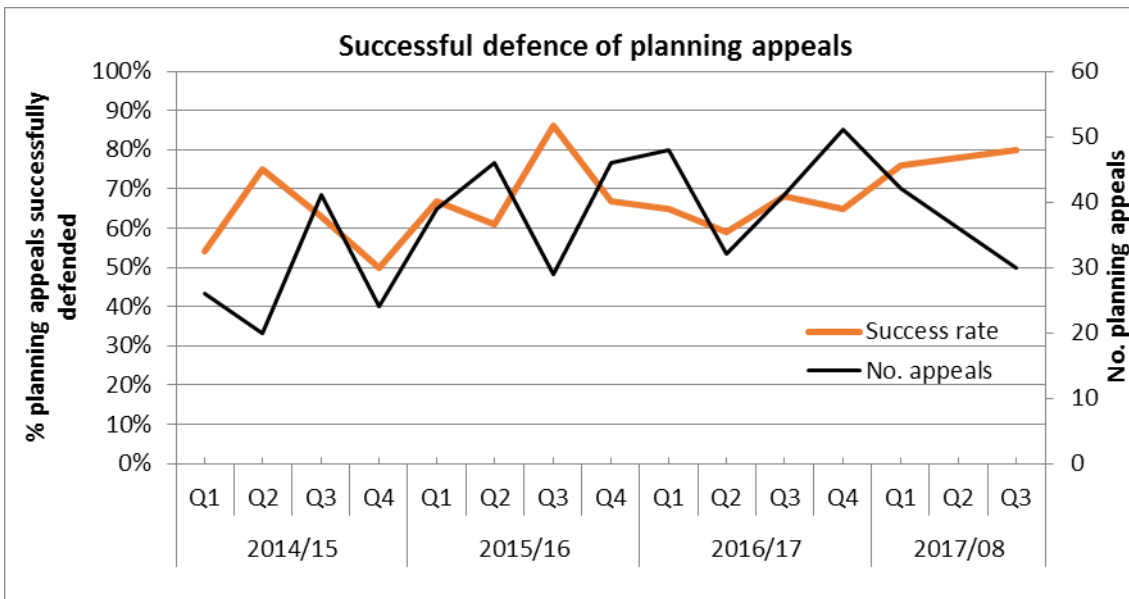
Priority 1.3 Growing the Economy – Transport and Infrastructure

7. Strategically managing the county's highways is one way in which Wiltshire Council aims to improve infrastructure and thereby help create conditions in which Wilshire's economy can grow. One outward sign of well managed highways is the filling of potholes and the undertaking of general repairs to the highway. The average length of time it takes Wiltshire Council and its contractors to respond to, and resolve, a highways issue (11.2 days) and to fill potholes (2.6 days) has fallen in the current quarter. There is some difficulty in reducing the average time for all issues because of the variance and complexity of those issues. In quarter three 1,817 potholes were filled which is a 46% increase on the same period in the previous year.

Highways - average days between issues report and fix
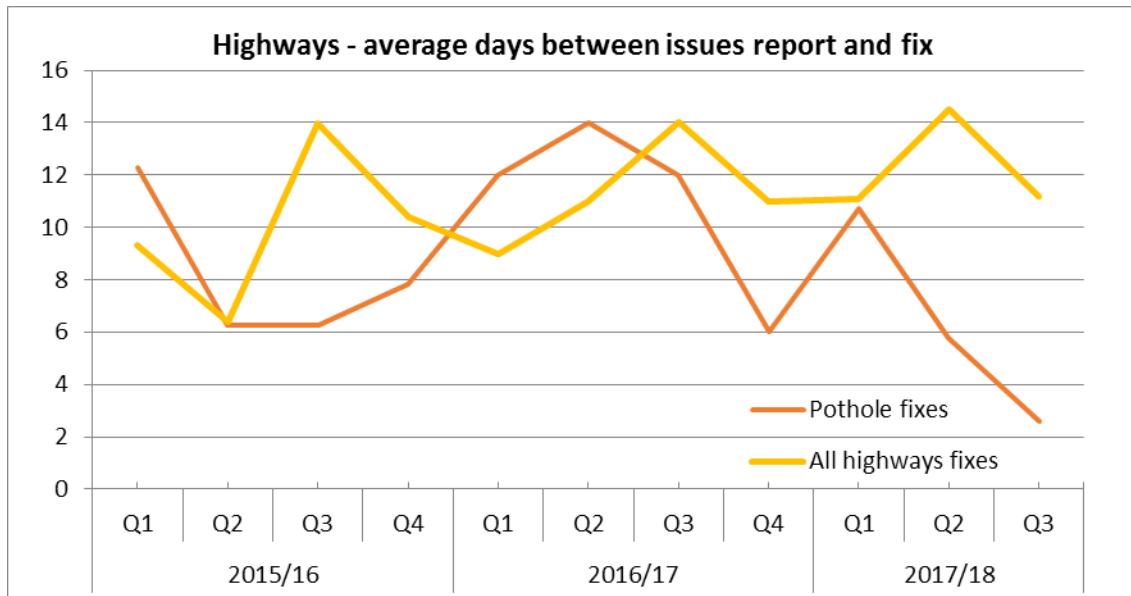
## Priority 2.1 Strong Communities – Community Wellbeing

8. Volunteering is a measure of community wellbeing. One of the ways in which the council can promote volunteering is to provide voluntary opportunities for people to take-up. Volunteers are used in many of the council's services. One such example is in maintaining countryside sites and rights of way where participation rates remain high. Both measures were up on the same period last year; a combined increase of 42%. This provided 3,600 hours across October, November and December.

Hours of Volunteering for Wiltshire Council
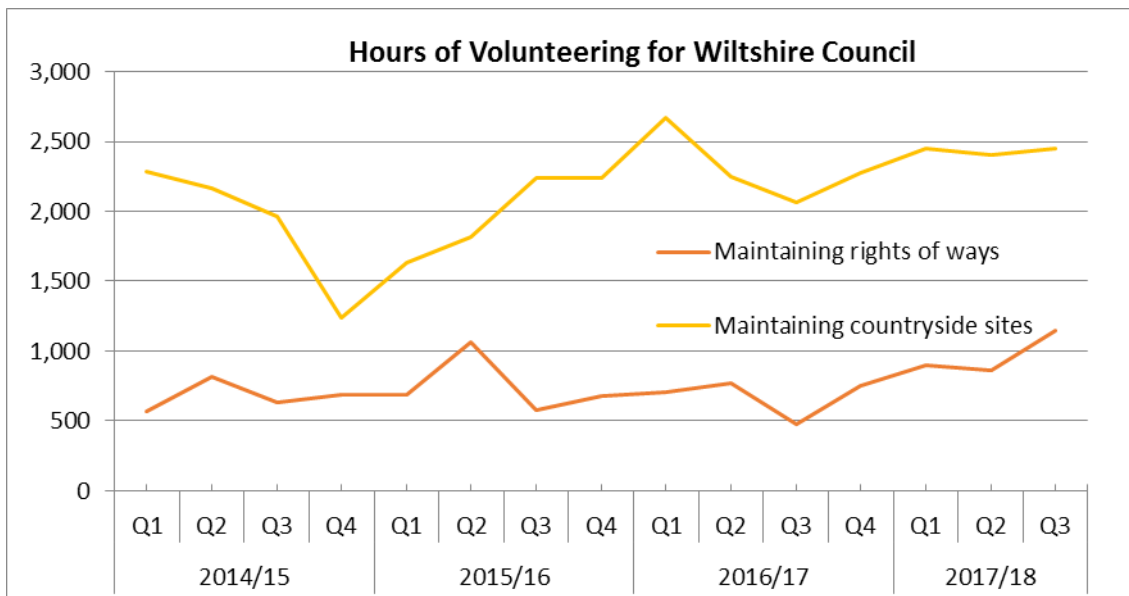
9. Wiltshire Council supports communities, including town and parish councils, in developing a shared vision for their neighbourhood and shaping the development and growth of their local area through neighbourhood planning. Wiltshire has 72 designated plan areas of which 15 have a neighbourhood plan 'made' following a successful referendum.

Priority 2.2 Strong Communities – Safe Communities

10. In order to improve safety in communities Wiltshire Council aims to reduce substance misuse. Part of the solution is to ensure the people that most need support receive the most appropriate treatment as soon as possible. The latest figures show that the proportion of people waiting for specialist treatment for more than three weeks remains low in Wiltshire and below the national average.
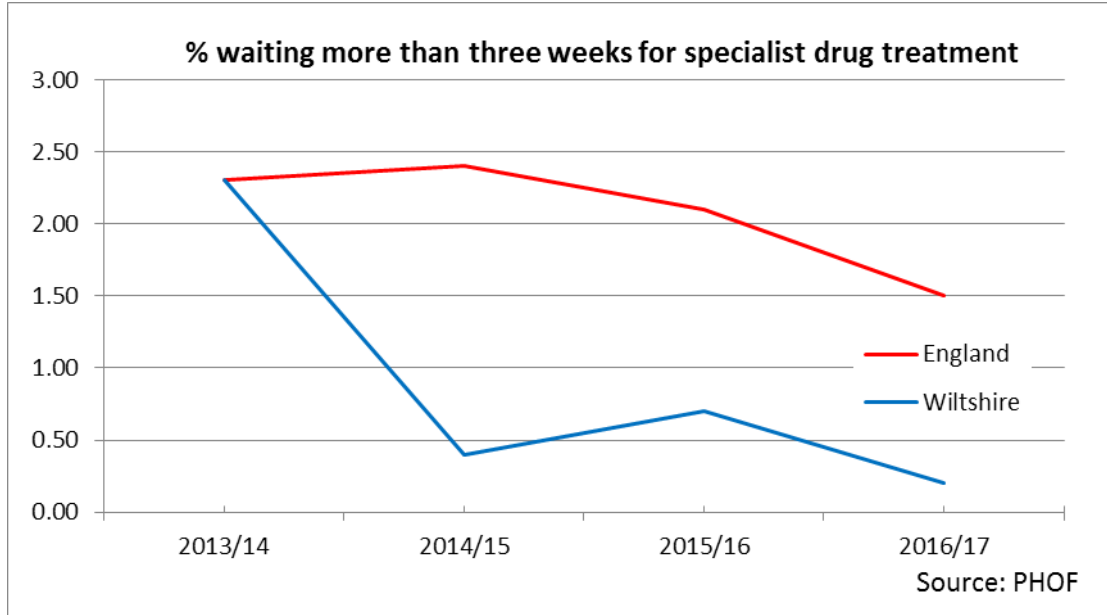

11. Wiltshire Council, through its management of highways and through public safety training hopes to make communities safer by reducing the number of casualties from road traffic accidents. The most recent data (July – Sept 2017) shows 56 individuals killed or seriously injured on Wiltshire's roads of which 12% were children. This is an increase on the same period last year.
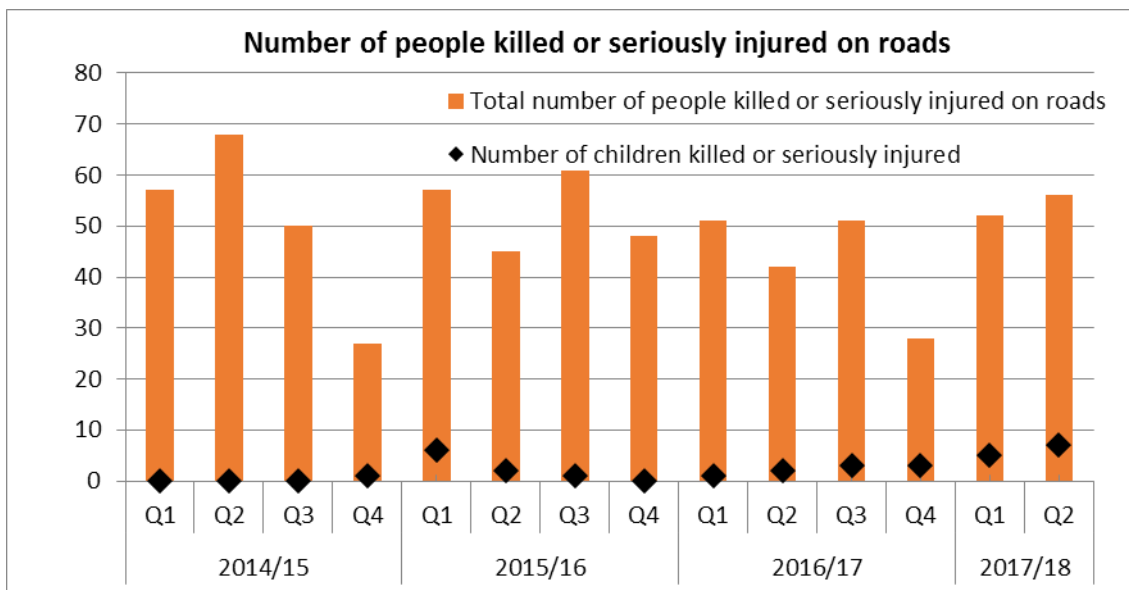
Priority 2.3 Strong Communities – Personal Wellbeing

12. In order to achieve healthier communities Wiltshire Council aims to tackle excess weight at all ages. There is a focus on excess weight in children so that healthier lifestyles can be embarked upon at an early age. Through initiatives such as free swimming, promotion of physical activities and health trainers supporting parents the council hopes to reduce the incidents of obesity in young people. The latest data show a 1% point rise in the proportion of four and five year olds with excess weight in Wiltshire where the rate is still below the national average.
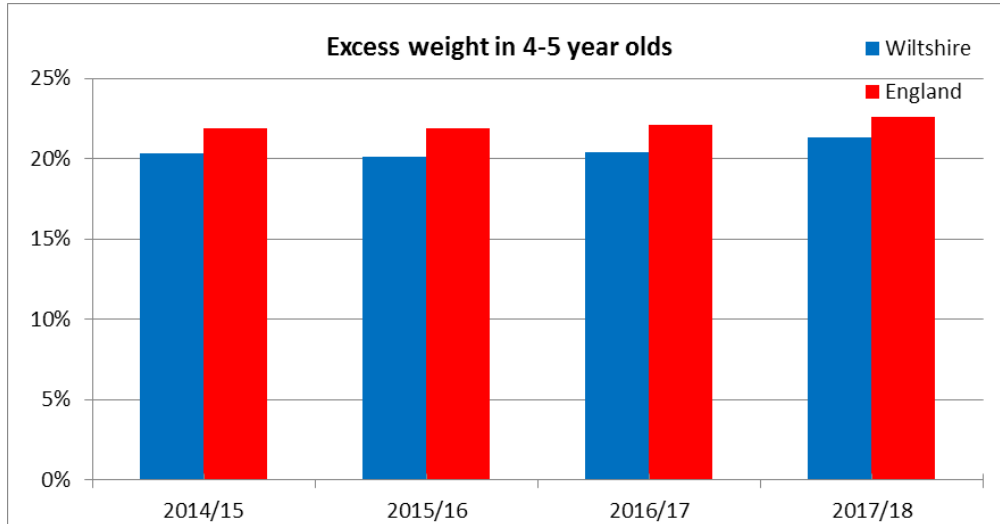

13. Alongside monitoring health conditions Wiltshire Council aims to provide opportunities for its residents to participate in physical activity through its leisure offer. Visits to Wiltshire Council leisure centres go through an annual cycle with the highest attendance figures in quarter four of each year (following the start of the new calendar year) and quarter three showing the lowest. There was a 0.5% decrease on the same period last year which represents small reductions in activity at some centres such as the Chippenham Olympiad and Melksham Pool.


> Page 53
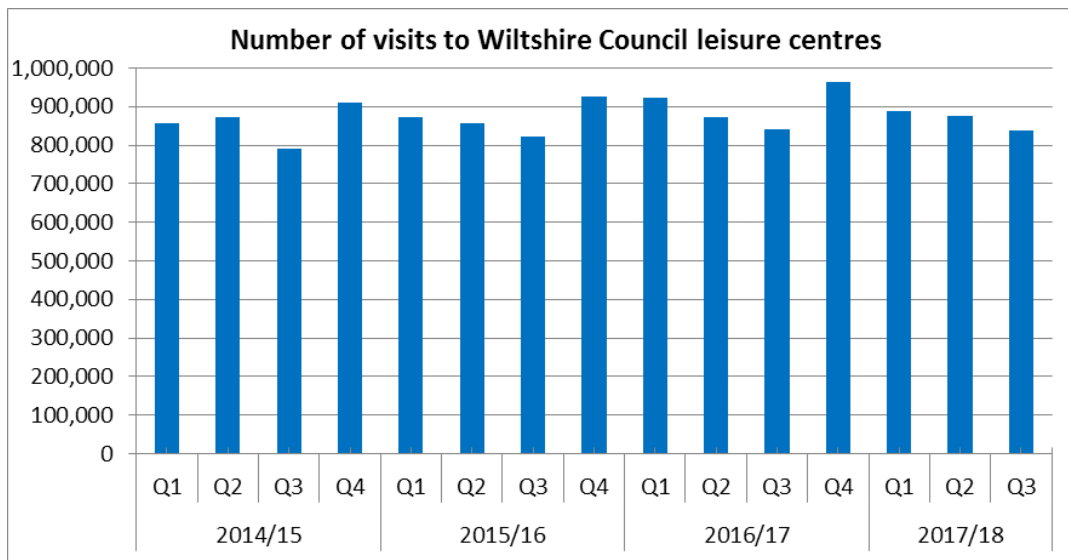
Priority 3.1 Protecting the Vulnerable – Early Intervention

14. Wiltshire Council's business plan put a greater emphasis on early intervention for potentially vulnerable people. The desired impact is that there will be less demand for more intensive statutory support for vulnerable people further down the line. This is a long-term aim. The number and rate of referrals to children's social care might be expected to reduce over time as more emphasis is placed on helping children and families before they require a referral to social care. However, it is important to note that more referrals may also be an indication of better identification of those who are vulnerable. There has been a reduction in both the overall number of referrals to children's services and rate (per 10,000 of the child population) in the past three years and the rate in Wiltshire remains below that of England as a whole.
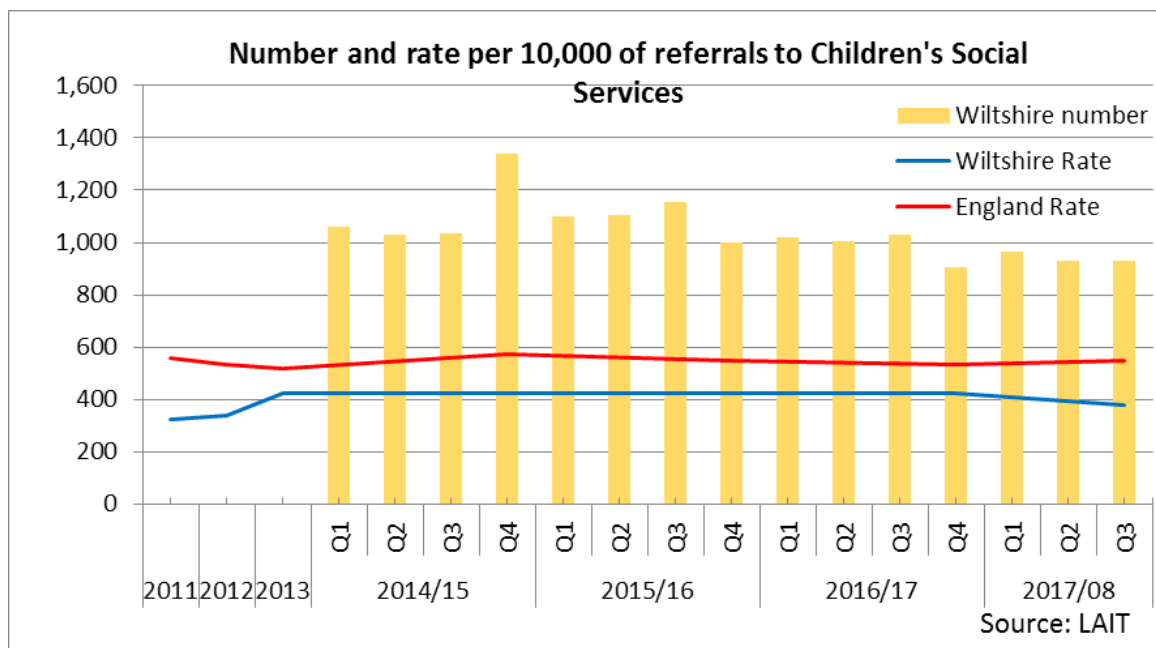

15. As with children's social care a greater focus on prevention and early intervention within adult's social care should lead to a reduction in demand on services. The figures below are cumulative for each financial year and the overall trend is down with 2% fewer individuals being supported by adult social care at the end of December 2017 than at the same time in 2016. The planned transformation of Adult services will see an increased focus on reablement and the introduction of a strength based approach which should significantly improve the demand management of the system, whilst keeping people safe within the community.

The number of people requiring adult care services.
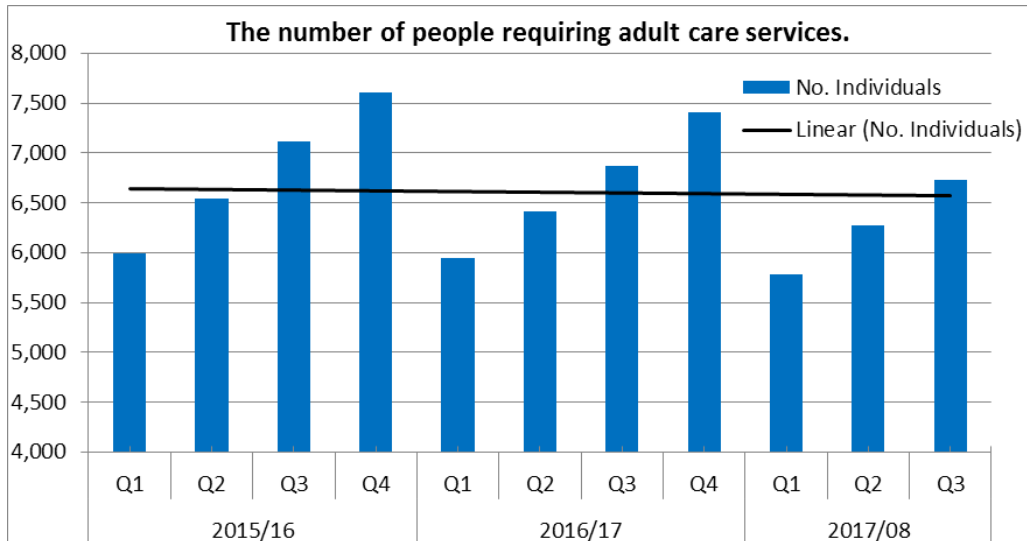
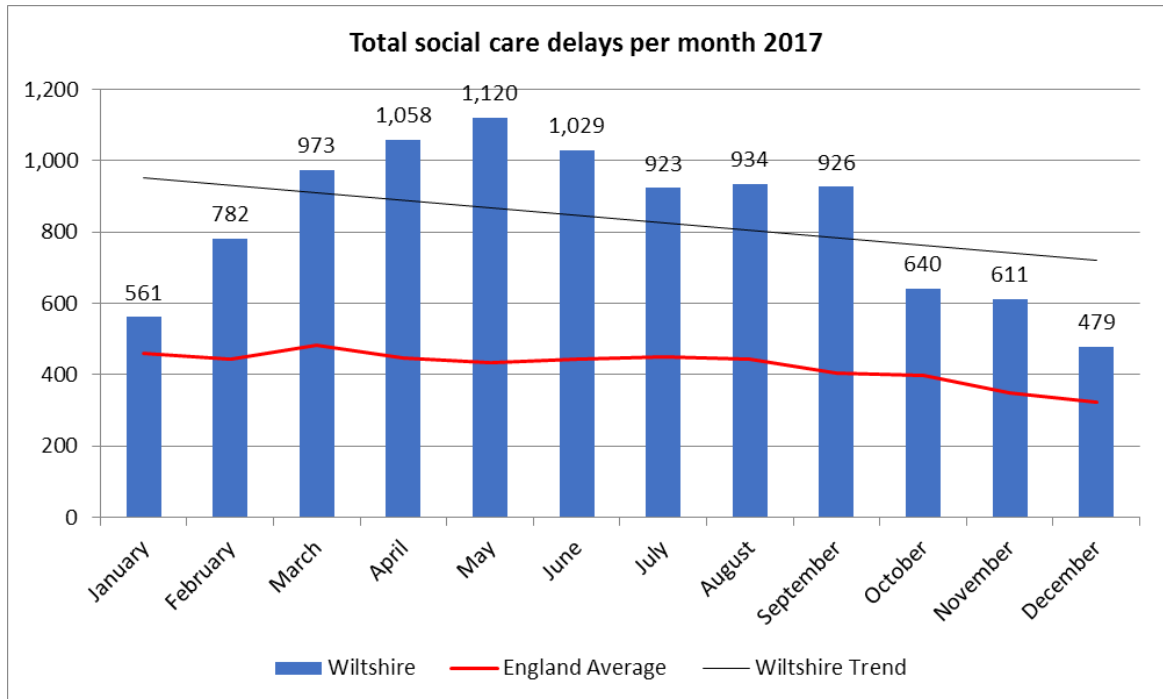*Priority 3.2 Protecting the Vulnerable – Integration*

16.   Ensuring that services which are designed to protect the most vulnerable in our communities are well linked and work together is a key goal for Wiltshire Council. One particular group identified in Wiltshire Council's Business Plan is care leavers – those looked after by the council for at least 13 weeks since the age of 14. Working with education providers, housing associations, health services, employers and other support services the council's care and support teams hope to improve life chances for care leaves by ensuring they have positive outcomes after leaving care. While support is ongoing outcomes for care leavers (in terms of those in suitable accommodation, still in contact with the council, undertaking employment, education or training [EET] and progressing to higher education) in Wiltshire are not as good for those in England as a whole.
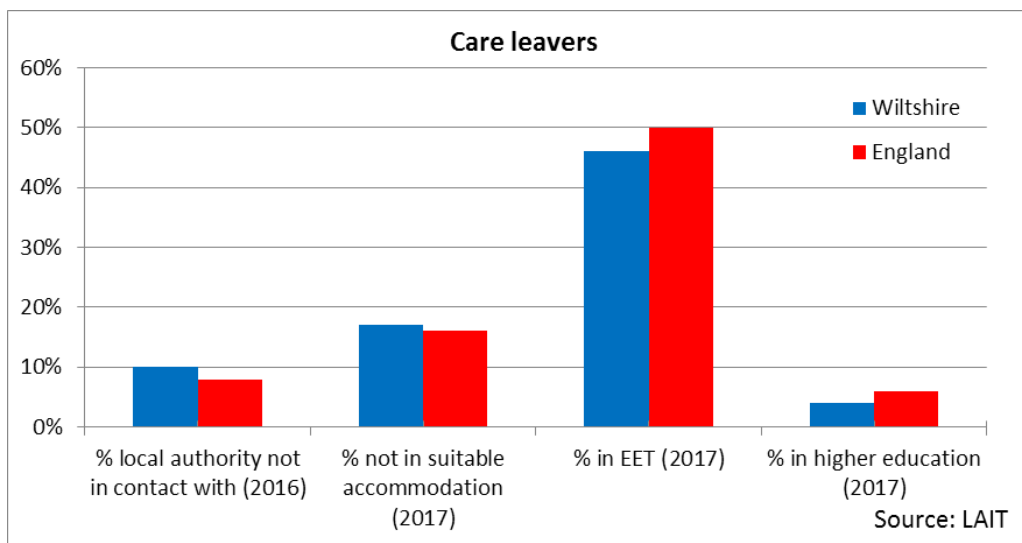
17.　By joining up supportive services within the council, and those provided by the council's partners, Wiltshire Council aims to improve access to support for those with poor mental health. Overall the expectation is that by providing the right, joined up support early enough fewer people will need longer-term support. The proportion of school pupils with social, emotional and mental health needs was lower in Wiltshire in 2017 than in the region and the country as a whole.
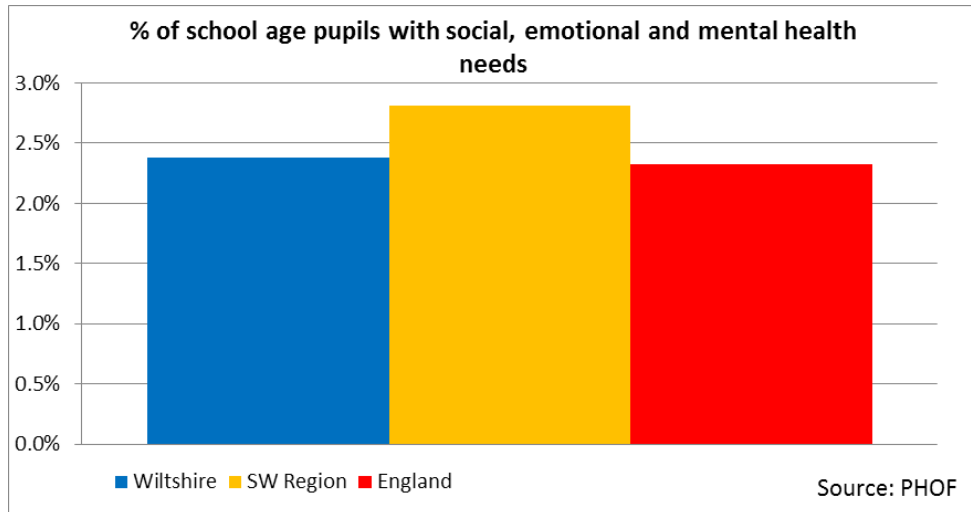
18.　Wiltshire Council's performance in the delayed transfer of care (DTOC), when a patient is ready to leave hospital but is unable to do so because of a lack of appropriate care in the community, is not good when compared to the national average. Wiltshire's adult care teams are working directly with colleagues in the NHS to ensure that the numbers of delayed transfers are reduced. A sector wide review, being conducted by the Care Quality Commission during March, is looking at the role that all of the health and care partners contribute to the DTOC levels and Wiltshire Council awaits the findings with interest. Of note is that the trend over the last 12 months has been in the right direction. The overall number of delays due to lack of social care was 15% lower in December than it was in January but a great deal of this can be attributed to the pressures arising from the winter together with an escalation in the instances of influenza in the community.

Total social care delays per month 2017

Legend: Wiltshire (blue bars), England Average (red line), Wiltshire Trend (black line)

Values: January 561, February 782, March 973, April 1,058, May 1,120, June 1,029, July 923, August 934, September 926, October 640, November 611, December 479

19.   Social care teams play a role in referring and completing joint (health and social care) assessments that determine if a person is eligible to receive Continuing Healthcare (CHC) funding – this support is individually designed care for people whose primary need is health related and who are not cared for in hospital. The latest data (for June 2017) indicates that Wiltshire has a lower rate of registered patients eligible for NHS CHC funding and support than the national average. Wiltshire Council officers are working with colleagues from the NHS to help design CHC processes that clearly identify people who are eligible for CHC funding.

Patients eligible for NHS CHC per 50,000

Legend: Wiltshire (blue), England (red)
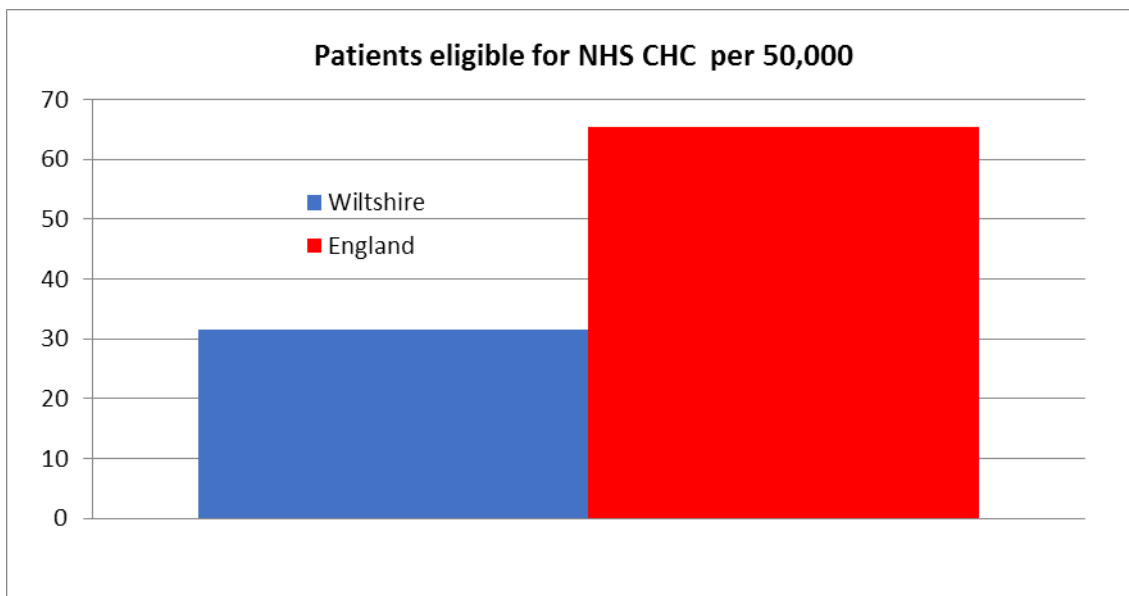
Priority 3.3 Protecting the Vulnerable – Personalisation

20.   In order to better protect more vulnerable people in Wiltshire's communities the council aims to provide care and support that is designed around the individual. For children and families one of the ways in which that support is judged as successful is whether or not a child and family is referred back into the service. The number of children and families who are re-referred within 12 months in Wiltshire is below 20% and below the national average.

Proportion of referrals to children's social care within 12 months of a pervious referral

Source: LAIT
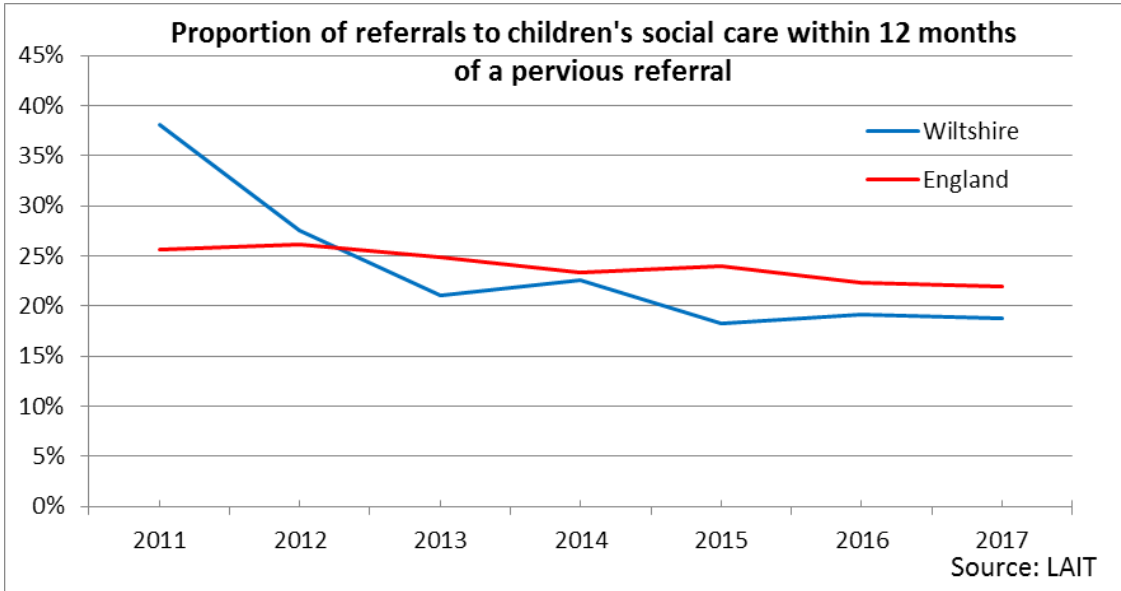
21.   In order to empower individuals and families Wiltshire Council aims to provide more opportunities for people to live in suitable accommodation. To this end the council is committed to seeing more affordable homes provided in Wiltshire. At the end of quarter three there were 67% more affordable homes delivered that at the same time in the previous year.


Number of affordable homes delivered in Wiltshire

An Innovative and Effective Council

22. It's important for Wiltshire Council to appear effective to our customers as well as with its inhouse processes. The introduction of Universal Credit Full Service created a spike in new claims and workload prior to its introduction in June 2017 and has had an impact on the council's teams delivering benefits services to residents. There has been a fall in the number of new Housing Benefits claims since June 2017. There were 40% fewer new claims in December 2017 than there were in December 2016. However Universal Credit does not include council tax reduction where the caseload has fallen by less than 4% in the same period with over 25,000 households receiving this benefit. Despite the impact of Universal Credit Full Service, the average processing time was actually five days less in December 2017 than in the same month the previous year.
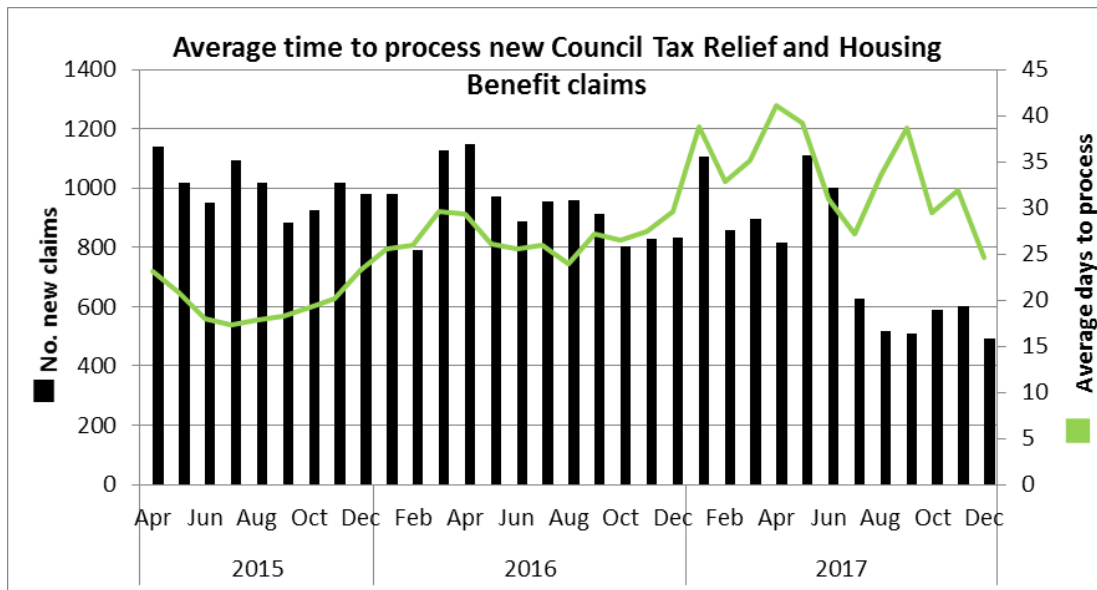
23. As Wiltshire Council improves the efficiency of its contact with its residents by providing more, and more efficient, ways for people to contact the council and conduct transactions the number of occasions where people need to interact with a member of council staff face-to-face has reduced. The trend in the number of face-to-face contacts over the last four years shows a slow reduction. That reduction has been more marked in the year to December 2017 with the average monthly number of contacts falling by 14% suggesting a greater uptake of digital contact options

>

Total volume of face-to-face contacts per month (and trend)
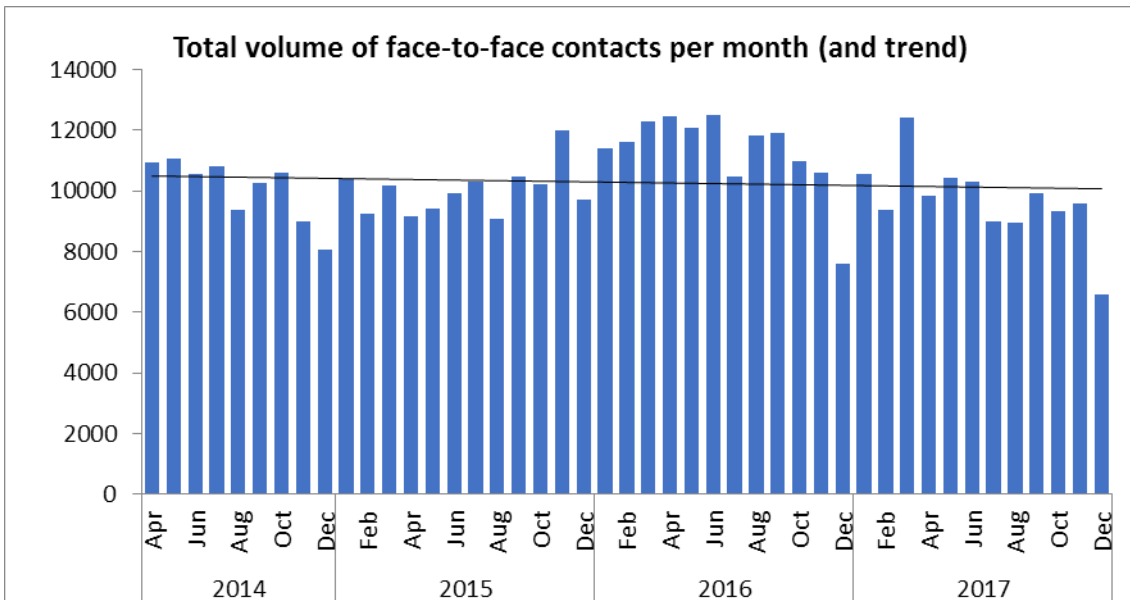
24.   The number of telephone calls has also fallen in the last year. The average monthly number of telephone calls received was 22% lower in December 2017 tan the same period in the previous year.

25.   In order to ensure the efficient delivery of Wiltshire Council's planned activity the council must ensure that it has access to the planned income. Council Tax collection is measured over the whole year as a percentage of the expected income collected. As most households pay monthly the collected proportion grows over the financial year. Over the last five years the proportion collected by the end of December has remained fairly static at between 85% and 87%. This is a success for the Council's revenue team who have been tasked with collecting 22% more council tax this year than in 2013/14 and 7% more than last year. The increased net expected council tax revenue is due to increases set in the council budget (including the additional charge to help fund adult social care), changes to the benefit systems, the monitoring of discounts and exemptions and the prompt reporting of newly built homes in Wiltshire.

Average time to process new Council Tax Relief and Housing Benefit claims
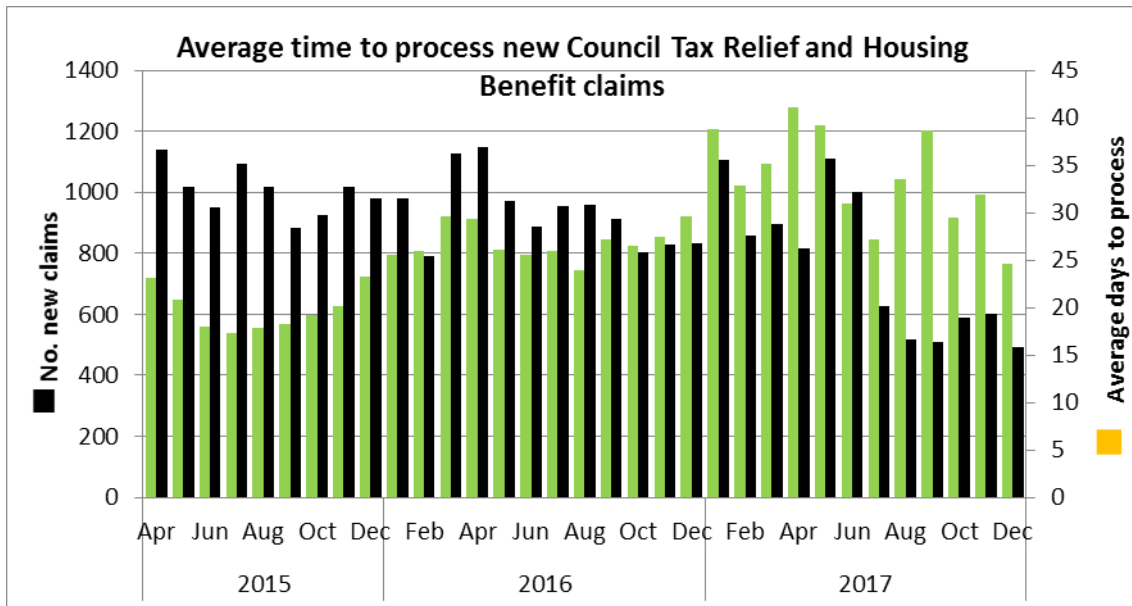
Strategic Risk Register (as at end December 2017)

26.   Delivering the Council's new Business Plan will continue to offer a significant challenge given an increasing demand for key services, such as care for vulnerable children and adults, waste management and highways maintenance, as well as rising inflation costs and smaller central government grants. The Strategic Risk Register reflects these challenges.

27.   The Strategic Risk Register draws together information recorded on risk registers at service delivery level. Each Directorate area holds at least one Service Risk Register.

28.   Information that has significance across the council as a whole is displayed in three categories on the Strategic Risk Register.

- *Critical service risks*: significant single service risks, which, should they be realised will have a significant impact on the organisation as a whole.

- *Composite strategic risks*: risks which are significant within a number of service areas although individually would not significantly impact on the organisation as a whole. These risks are compiled into a single strategic composite risk (owned by the most appropriate service) and included within the strategic risk register. The ongoing monitoring of these risks therefore is drawn from the updates to the individual service level risks.

- *National risks*: These risks mirror the most significant risks on the Cabinet Office's national risk register and is Wiltshire's response should these be realised. These are typically captured within the Wiltshire Community Risk Register managed by the Local Resilience Forum.

29.   The simplified version of the current strategic risk register is provided in appendix 1.

30. Each risk is fully defined by the responsible service (who assess the cause, event and effect that make up the identified risk) and scored for impact and likelihood to give an overall score. A risk is scored twice; firstly, as inherent (the current level of risk) and then as residual (the risk as it would be once all mitigating actions are in place). The actions described are RAG'd, based on progress towards completion. This RAG guides the reader of the register to understand the true current risk.

31. A whole range of service risks are kept under observation each quarter.

32. Of the 12 risks listed on the strategic risk register three have an inherent score that puts them in the 'high' bracket.

33. The risk of a pandemic flu outbreak or widespread flooding remain high risk. The scoring of these risks, and the other national level risks, reflects the national risk assessment and does not change with local activity. This lack of movement reflects how far the council's able to influence the likelihood of these eventuality and how reliant on its partners the council is for a meaningful response.

34. Other national level risks have medium or low inherent and residual scores and suggest good progress against planned actions.

35. Activity continues to ensure the current level of local mitigation for national risks is maintained. Full day workshops for flood wardens and community volunteers were held; collaboration with the emergency services was evident at September's Emergency Services Show; the Local Health Resilience Partnership is currently reviewing the action plan to deal with an influenza pandemic.

36. Of the composite corporate risks only Information Governance has a high inherent score. This is an increase since the previous quarter. This rise is due to the increased knowledge about and reporting of data protection incidents. An organisational eLearning programme is underway, with service specific procedures and training being put in place for the most vulnerable areas. A number of services, including Children's Services and IT, have reviewed, or added, a service level risk in the last quarter.

37. Some of the issues described in composite corporate risks are more severe in specific services but the scores displayed represent the risk for Wiltshire Council as a whole. This is the case with Contract Management and Staff Capacity where the relevant lead services are undertaking reviews of service level risks.

38. The safeguarding of vulnerable adults and children remains a high priority for the council. This focus means that actions continue to be sought and undertaken, to mitigate the likelihood of safeguarding incidents. This includes the development of an adult multi-agency safeguarding service (MASH) made up from the Police, Clinical Commissioning Group and the council which will further enhance our safeguarding response across Wiltshire, ensuring better communication and response. However, the unpredictability of the sources of such events means that safeguarding will always be a risk to the organisation.

39. New and increasing risks this quarter include: safety of parking staff and the potential loss of income from parking due to a reduction in staffing levels; the potential impact of universal credit on council tenants; the

effect of not successfully upgrading software used by the public protection teams.

40.   There were reductions in the inherent risks scores in the following areas: safety on community transport; safety of planning staff working on location; community services failing due to lack of volunteers and; missing decision deadlines on planning applications.

Overview & Scrutiny Engagement

41.   The Financial Planning Task Group is due to consider this report at its meeting on 21 March 2018. The Financial Planning Task Group will also play a role in the development of the new performance management framework helping to ensure clear links to the council's new business plan

Safeguarding Implications

42.   A number of indicators are regularly analysed which directly relate to the safeguarding of children and adults. Action is taken where improvements in performance are required.

Public Health Implications

43.   Not applicable as no decision is required.

Procurement Implications

44.   Not applicable as no decision is required.

Environmental and Climate Change Considerations

45.   Not applicable as no decision is required.

Equalities Impact of the Proposal

46.   Not applicable as no decision is required.

Risk Assessment

47.   Not applicable as no decision is required.

Financial Implications

48.   Not applicable as no decision is required.

Legal Implications

49.   Not applicable as no decision is required.

Options Considered

50.   Not applicable as no decision is required.

Conclusions

51.   This report brings together updates performance indicators that make up the corporate performance framework as well supplementary commentary to provide further context around the council's activities in these areas and the risks faced by the council.

Robin Townsend
Director, Corporate Services & Digital

Report Author:
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November 2017

Appendices

•   Appendix 1: Strategic Risk Register (Q3 December 2017)

Wiltshire Council Strategic Risk Register
2016/17 Quarter Three

Risk short name	Primary Risk Category	Secondary Risk Category	Q3 Inherent Impact	Q3 Inherent Likelihood	Q3 Inherent Risk Rating	Q3 DoT	Q3 Actions RAG	Q3 Residual Impact	Q3 Residual Likelihood	Q3 Res Risk Rating	Q3 Comments
Critical Service Risks											
Safeguarding Children	Service Delivery	Reputation	4	2	8	▶	Green	4	1	4	The Children's Service Integration project phase one implementation is being robustly managed to ensure appropriate oversight during the change and into the future.
Safeguarding Adults	Reputation	Service Delivery	4	2	8	▶	Amber	4	1	4	The individual risk areas remain well monitored and managed during a period of transformation.
Composite Corporate Risks											
Staff capacity: Recruitment and Retention	Staffing/ People		3	2	6	▶	Green	3	2	6	Ongoing review of service level risks by HR business partners ensures a full understanding of the overall risk to the organisations. This full review is expected to continue over the next six months.
Budget management	Financial	Reputation	3	3	9	▶	Amber	3	3	9	New processes and support for budget managers have been put in place alongside new, clearer, reports. Improvement in the communication of the role of budget managers have all helped to keep the likelihood at the current level.
Contract monitoring and management	Service delivery	Financial	2	4	8	▶	Amber	2	4	8	The Contract Management Framework has been updated following discussions with SWAP. Further contract management training has been undertaken.
Corporate Health, Safety & Wellbeing	Health & Safety		3	2	6	▶	Green	2	2	4	New service specific training and risk assessments have been put in place to help manage the likelihood.
Information Governance	Reputation	Financial	4	3	12	▲	Amber	3	3	9	Increased scoring due to heightened awareness of incident reporting. New measure in place to mitigate but will take some time to embed.

Wiltshire Council Strategic Risk Register
2016/17 Quarter Three

Risk short name	Primary Risk Category	Secondary Risk Category	Q3 Inherent Impact	Q3 Inherent Likelihood	Q3 Inherent Risk Rating	Q3 DoT	Q3 Actions RAG	Q3 Residual Impact	Q3 Residual Likelihood	Q3 Res Risk Rating	Q3 Comments
National Level Risks											
Pandemic influenza	Health & Safety		4	3	12	►	Green	4	3	12	
Flooding	Health & Safety		4	3	12	►	Green	4	3	12	The scoring of national level risks does not change at the local level.
Widespread electricity failure	Health & Safety		4	2	8	►	Green	4	2	8	Wiltshire's partnerships continue to monitor and manage these risks in the most appropriate way for the county. This includes:
Catastrophic terrorist attacks	Health & Safety		4	2	8	►	Green	4	2	8	• Workshops planned to lead a review of the Pandemic Influenza action plan. • Ongoing winter planning and review. • Liaison with energy suppliers. • Completed Corporate Deliberate Threats Plan testing. • More air quality testing.
Poor air quality events	Health & Safety		4	2	8	►	Green	4	2	8	

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Wiltshire Council

Cabinet

27 March 2018

Subject: **Income Generation - Advertising**

Cabinet Member: **Cllr John Thomson**
                        Communities, Communication, Campuses, Area
                        Boards and Broadband

Key Decision: **Yes**

Executive Summary

This report sets out proposals to adopt a more commercial approach – in line with the council's 10 year Business Plan - to generate income through third party advertising opportunities.

A policy and the council's assets and channels available for third party advertising forms the basis of this report and consideration by cabinet.

Proposals

1. Cabinet is asked to approve the policy for third party advertising, noting that the draft policy has been shaped and developed by an Overview and Scrutiny Third Party Advertising Task Group to ensure that it reflects the vision, priorities and values of the council (Appendix 1).

2. Cabinet is asked to approve the procurement of an external provider to secure third party advertising, on behalf of the council:

   a. Third party advertising income is a new venture for the council and to secure the income commercial expertise, specialist skills and capacity is required that the council does not currently have.
   b. There is also the requirement to deliver the income generation targets in the budget timelines for 2018/19 (circa: £150,000).
   c. The specification to contract an appropriate provider will require careful consideration to ensure that it can capitalise on the opportunities available and adhere to the vision, priorities and values of the council.

Reason for Proposals

Wiltshire Council has to become more business-like and find opportunities to generate additional income.

£25 million of savings have to be found in 2018/19 and the communities and communications department has a target to generate an additional £1.2 million, of which, £150,000 has been aligned to advertising and better utilisation of space in the council's community campuses and hubs.

The council has a substantial asset base; including buildings, livery, street scene facilities such as lampposts, roundabouts and digital channels. These assets provide an opportunity to reach a wide range of audiences through third party advertising and as an outcome generate additional revenue income.

Corporate Director: Dr. Carlton Brand

Wiltshire Council

Cabinet

27 March 2018

Subject:	**Third Party Advertising Policy**
Cabinet Member:	**Cllr John Thomson** **Cabinet Member for Communities, Communication, Campuses, Area Boards and Broadband**
Key Decision:	**Yes**

1. **Purpose of Report**

2. This report sets out proposals for the council to adopt a more commercial approach generating additional income through third party advertising opportunities.

3. A policy and the council's assets and channels available for third party advertising forms the basis of this report and consideration by cabinet (Appendix 1).

4. Advertising is defined as an agreement between the council and the third party advertiser, where the council receives money from a business, organisation or individual in return for an approved advertisement.

5. **Relevance to the council's Business Plan**

6. The proposals support the council's commercialisation agenda – as set out in the 10 year Business Plan – and are based on the identified opportunities to generate additional income that can be aligned to support the council's priorities.

7. One of the council's three priorities is to grow the local economy. The proposals present an opportunity to support local businesses; raising awareness, improving reputation management and promoting products and growth; including the recruitment of staff.

8. **Background information**

9. Wiltshire Council has to become more business-like and find opportunities to generate additional income. £25 million of savings have to be found in 2018/19 and the communities and communications department has a target to generate £1.2 million of income, of which £150,000 has been aligned to third party advertising and better utilisation of space in the community campuses and hubs.

10. The council has a substantial asset base, including buildings, livery, street scene facilities such as lampposts, roundabouts and digital channels. These assets provide the opportunity to reach a wide range of audiences across the county.

11. This report sets out proposals to capitalise on this opportunity and generate additional and a new income stream for the council.

12. Current position

13. The council's assets are not currently used to generate income through third party advertising.

14. Businesses focus on cost effective methods and channels to reach audiences and the maximum impact. The council - through its range of assets and channels - can access and target all audiences across Wiltshire.

15. There is currently no policy in place for third party advertising.

16. The council does have experience of securing significant local business sponsorship. This includes the established annual Wiltshire Business and Sports Gala Dinner – now in its fifth year (circa. £100,000 pa in total and circa. £50,000 pa of fundraising to support the county's future Olympians and Paralympians), and the recently launched Clean up Wilts campaign (circa. £20,000 to support awareness raising of litter issues and products such as bags for life and reusable cups - to reduce litter and the £2.5m pa spent on litter clearance). This income enables the delivery of the dinner and positive campaigns at minimal cost to the council.

17. A third party advertising policy will enable additional income to be secured and build on the successful approach to sponsorship income.

18. Main considerations for the council

19. Opportunity for third party advertising

20. This report sets out the opportunities available to generate income through third party advertising.

21. The council has enormous audience reach and interacts with every Wiltshire resident through the delivery of its services.

22. The council's buildings are community spaces benefiting from high footfall; some in the thousands (Five Rivers in Salisbury averages 2,500 visitors per day). The estimated income potential through third party advertising in the council's campuses and hubs is attached at Appendix 4.

23. Other locations such council owned car parks and household recycling centres benefit from high traffic and visitor flow and offer additional advertising opportunities.

24. The council's livery is a significant advertising opportunity. Whilst some of the livery is outsourced, or being outsourced as part of the service outsourcing, there is a contractual agreement that the council retains the right for display and advertisements on the vehicles.

25. It is proposed that bespoke packages are tailored to meet business need; enabling third party advertising with both small local businesses (SME's) and large national brands and organisations. Packages offered will be monitored and evaluated to measure the Return on Investment (ROI).

26. An example of proposed bespoke packages are highlighted - Appendix 2.

27. Digital channels can also be used for third party advertising. Whilst the website is not currently able to facilitate third party advertising this will be reviewed as the council develops its digital strategy. Other channels; such as the audio visual

screens in all the community campuses and hubs; including the three main administrative hubs can be utilised.

28. Delivery model proposal

29. Third party advertising income is a new venture for the council and to secure the income commercial expertise, specialist skills and capacity is required that the council does not currently have. There is the requirement to deliver the income generation targets in the budget timelines for 2018/19 (circa: £150,000). It is therefore proposed that this additional and new income is contracted to an external provider.

30. The specification to contract an appropriate provider will require careful consideration to ensure that the opportunities available can be fully utilised.

31. It is proposed that the specification focuses on contracting a Wiltshire based company that has an established network of local and national businesses. The specification will be based on the advertising policy.

32. A profit share agreement will be set out as part of the specification and negotiation.

33. It is anticipated that an external company can generate income more quickly and effectively than the council resourcing internally. An example of a specialist company securing advertisements on lampposts is attached at Appendix 3. The example highlights Birmingham City Council and the procurement of Bay media to generate this income.

34. Third Party Advertising Policy

35. Cabinet is asked to approve the policy for third party advertising. The draft policy has been considered and developed by an Overview and Scrutiny Third Party Advertising Task Group to ensure that it reflects the vision, priorities and values of the council.

36. The policy sets out the terms for third party advertising and sponsorship and the guidelines for what is acceptable, or conversely unacceptable, to ensure there is no conflict with the council's vision, priorities and values.

37. The policy includes the advertising codes of conduct and sets out the criteria for the advertising materials that are deemed appropriate.

38. The policy is attached as Appendix 1.

39. Overview and Scrutiny Task Group

40. Following an invitation from the cabinet member; communities, communications, campuses and area boards, to the Overview and Scrutiny Management Committee, a Third Party Advertising Policy Task Group was established to contribute to the development of the policy.

41. The Overview and Scrutiny Third Party Advertising Policy Task Group presented its report and recommendations to the Overview and Scrutiny Management Committee on 20 March. The draft report is attached as Appendix 5.

42. Safeguarding implications

43. The Third Party Advertising policy ensures that any advertising material is appropriate and adheres to the advertising code of conduct.

44. More specifically the policy states that any advertisements must be deemed appropriate for children.

45. Public health implications

46. The Third Party Advertising policy states that advertisements will not conflict with the council's vision and priorities. The council retains the right to refuse advertising if it conflicts with services provided by the organisation, or in any way undermines the council's business and service delivery.

47. Procurement implications

48. A provider will be contracted based on a specification to secure third party advertising, based on a competitive model, on behalf of the council.

49. **Equalities impact**

50. An equalities impact will be carried out.

51. Environmental and climate change considerations

52. The advertising policy states that advertisements will not conflict with the council's vision and priorities. The council retains the right to refuse advertising if it conflicts with services provided by the organisation, or in any way undermines the council's business and service delivery.

53. Risk assessment

54. Risks that may arise if the proposed decision and related work is not taken

55. Not pursuing third party advertising based on an approved policy will reduce the council's opportunity to generate additional and new income.

56. Other local authorities have successfully capitalised on third party advertising opportunities to generate significant additional annual revenue income.

57. Risks that may arise if the proposed decision is taken and actions that will be taken to manage these risks

58. There are inherent risks associated when working with third party organisations. The policy provides a framework to assist in determining whether a business is an appropriate advertiser. The policy makes it clear that acceptance of advertising or sponsorship does not imply endorsement of the products and services of that company, by the council. All advertising on the council's assets and channels will carry a disclaimer.

59. The income potential at this stage is estimated. Whilst other authorities have adopted third party advertising, we have yet to fully test the market place. This

presents an element of risk. This risk is being mitigated by procurement of a third party provider.

60. There is a potential risk that large national companies could secure advertising opportunities over smaller local businesses. The scope of the council's assets and channels allows advertising opportunities for both large and small businesses.

61. Financial implications

62. The council has to become more business-like and find opportunities to generate additional income. £25 million of savings have to be found in 2018/19 and the communities and communications department has a target to generate an additional £1.2 million of income, of which £150,000 has been aligned to advertising and better utilisation of space in the community campuses and hubs.

63. The advertising market is difficult to quantify at this stage but other local authorities are generating significant income through third party advertising: as indicated in the research undertaken by the Overview and Scrutiny Third Party Advertising Policy Task Group.

64. There is the opportunity to build an income stream from third party advertising. The value is an estimate at this stage, but a target of £150,000 for 2018/19 has been allocated. The estimated income potential through third party advertising in the council's campuses and hubs is attached at Appendix 4.

65. To fully test the market the council needs an approved policy. This report requests cabinet to approve the policy so that the market can be tested.

66. To mitigate the financial risk and to deliver the income required in the tight timeline, it is proposed that third party advertising income is secured by an external company; based on clear terms including adherence to the policy and an agreed and appropriate profit share.

67. Legal implications

68. The advertising policy prohibits any agreement being made that is conflict with the council's legal obligations.

69. The policy also states that all advertisements must be legal.

70. All advertising carried on the council's assets and channels will include a disclaimer, as set-out in the policy.

71. Conclusion

72. This report recommends that cabinet approve the Third Party Advertising policy so that the opportunity to generate significant income can be tested and realised.

73. The council already generates income from business sponsorship arrangements. This policy would provide the mandate and a clear policy to expand this opportunity and increase income generation.

Laurie Bell (Director Communities and Communications)

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Date of report: 27 March 2018

Appendices:

Appendix 1 – Working for Mutual Benefits
Appendix 2 – Packages
Appendix 3 – Bay Media
Appendix 4 – Proposed Policy
Appendix 5 – OS Committee Report

Third Party Advertising Policy

Appendix 1

Wiltshire Council
Where everybody matters

Wiltshire Council policy for generating income through third party advertising and sponsorship

The purpose of the policy is to set out the terms upon which advertising and sponsorship may be secured.

The council is committed to developing appropriate advertising and sponsorship opportunities to support its core activities and generate new and additional income. It will encourage commercial relationships which do not conflict with the delivery of the council's vision, priorities and values.

The policy aims to provide guidance on what is, and is not, acceptable advertising and sponsorship for the council.

The policy relates to advertising opportunities related to the council's assets, channels, services, events and other activities, for which it is responsible.

Advertising is defined as...

An agreement between the council and the advertiser, whereby Wiltshire Council receives money from a business, organisation or individual in consideration of which the advertiser gains publicity in the form of an advertisement.

All adverts must adhere to the codes of conduct laid down by the Advertising Standards Authority and must not conflict with the council's vision and priorities. All adverts must meet the national advertising standards code (CAP code) applied by the Advertising Standards Authority (ASA). The code covers taste and decency in the depiction of religion, race, gender, alcohol and products aimed at children. Advertising will also be subject to the Code of Practice on Local Government Publicity and the requirements of the Financial Services Authority.

The policy is not an exhaustive list.

Advertisements **must be:**

- legal, decent, honest and truthful
- not bring advertising into disrepute, in addition must not bring the council into disrepute
- must conform to the code
- must respect the principles of fair competition
- must be created with a sense of responsibility to consumers and society

Most products and services may be promoted on the council's assets and channels if the advertisements meet the criteria outlined above. However, the council has agreed some specific categories of products and services which are prohibited as defined below:

Advertisements **will not** be accepted if they are:

- inappropriate or objectionable

- may result in the council being subject to prosecution
- promote gambling
- promote payday loans and money lending
- promote, or refer to, tobacco or similar products
- charity appeals
- promote the misuse of alcohol or promote the use of alcohol to children
- inappropriate for children, for example violent films, pornography, adult entertainment
- appear to influence support for a political party/candidate
- appears to promote racial or sexual discrimination, or discrimination on the basis of disability, faith, gender or age
- are the subject of a complaint to the Advertising Standards Authority and upheld by the ASA as a legitimate complaint.

The above list is not exhaustive, and the council retains the right to refuse advertising on the grounds that, in the council's opinion, it is inappropriate, or it conflicts with services already provided by the organisation. Wiltshire Council reserves the right to remove advertising without reference to the advertiser.

Sponsorship is defined as...

An agreement between the council and the sponsor, where the council receives either money, or a benefit in kind, for an event, campaign or initiative from a business, organisation or individual which in turn gains publicity or other agreed benefits.

The policy aims to:

- maximise opportunities to attract commercial sponsorship for appropriate events, campaigns or initiatives
- ensure Wiltshire Council's position and reputation is protected
- ensure an appropriate return is generated from sponsorship agreements
- ensure a consistent and professional approach is adopted for the development of sponsorship agreements
- protect elected councillors and officers from potential allegations of inappropriate dealings or showing alleged favouritism to sponsors.

The council will welcome all opportunities to work with sponsors where such arrangements support its core values. However, it will not enter into a sponsorship agreement if, in the reasonable opinion of the council, the agreement:

- may be perceived as potentially influencing the council, or its officers in the course of carrying out statutory functions, in order to gain favourable terms from the council for any business or other agreement
- aligns the council with any organisation or individual which conflicts with Wiltshire Council's values and priorities.

The council **will not** enter into sponsorship agreements with:

- organisations that do not comply with the council's Advertising Policy or the Advertising Standards Authority (ASA) code of practice
- organisations that are in financial or legal conflict with the council
- organisations with a political purpose, including pressure groups and trade unions
- organisations that demonstrate and/or support racial or sexual prejudice or discrimination on the basis of disability, faith or gender.
- The list above is not exhaustive and the council retains the right to decline sponsorship from any business, organisation or individual, or in respect of particular products which the council in its sole discretion considers inappropriate.
- Wiltshire Council will agree with the sponsor the type and content of the projected publicity generated by the sponsorship opportunity such as press launches, press releases, photo opportunities, interviews. The council retains the right to approve all advertising materials prior to public release. No materials will be released without the council's sign off.
- Wiltshire Council has a strong corporate brand identity and all materials relating to sponsorship agreements must comply with its branding requirements and most not be in conflict with the council's brand or compromise it in any way.

Procedures

Before agreeing to accept any advertising or sponsorship, the policy guidelines must be adhered to.

All potential advertisers and sponsors will be referred to the policy for information and guidance.

Advertising and sponsorship agreements will be referred to Legal Services for review, as appropriate.

Disclaimer

Acceptance of advertising or sponsorship does not imply endorsement of products and services by Wiltshire Council.

All advertising carried on any of the council's assets and channels including the website, print, digital screens, vehicles, publications, billboards (interior and exterior) or other media, will carry the following disclaimer:

'*Every effort has been made to ensure the accuracy of the content of the advertisements displayed here. Wiltshire Council cannot accept any liability for errors or omissions contained in any advertisements provided by an advertiser.*

Wiltshire Council does not accept any liability for any information or claims made by the advertisement or by the advertisers. Wiltshire Council does not support or endorse any company or organization advertising on its website or in its premises. The council

is not responsible for the quality or reliability of the product or services offered within any advertisement. The council would never knowingly run an advertisement that is misleading, offensive, untrue or fraudulent.

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Example packages **Appendix 2**

The packages below are examples of the assets and channels that could be used based on the price paid.

Packages offering localised advertising and smaller scale advertising.

Aimed at smaller companies and those wanting to support a localised campaign or a timed campaign such as recruitment, event, and specific promotion.

- Package 1: £500 – full colour advert on digital screens

- Package 2: £1,000 – combination of website (when able to accept third party advertising), digital screen, roadside billboard for a set period of days.

- Package 3: £2,500 – combination of assets and channels: website, digital screens, freighters/livery, community campuses and hubs, County Hall - atrium window and banner, roadside billboard, car park billboard.

Premium packages targeted at larger companies and organisations.

Ability to create bespoke campaigns using the client's chosen mix of channels within the price bands.

The determining factor of the different price bands is the length of time for advertisement.

- Package 1: £05,000 – 1 week
- Package 2: £10,000 – 2 weeks
- Package 3: £15,000 – 3 weeks
- Package 4: £20,000 – 4 weeks

External provider third party advertising   **Appendix 3**

Bay Media Case Study

Below is an example of a lamppost third party advertising that Bay Media delivers for Birmingham City Council.

Commenced in April 2014 to sell advertising on lampposts at 176 sites across 19 main roads.

Bay Media were procured to deliver planning, testing, sales, marketing and fulfilment based on a profit sharing arrangement.

Planning was granted on almost all sites submitted.

60% of the cost was charged to the advertiser; the council received 20% of the profit.

Bay Media lease and cover the costs of all fixings so there was no initial outlay.

The average price charged per lamppost is £200 - £300 a week.

Bay Media has looked at Wiltshire and estimated that with a similar scheme could realise up to £20,000 pa.

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Third Party Advertising Policy

Appendix 4

Wiltshire Council
Where everybody matters

Wiltshire Council policy for generating income through third party advertising and sponsorship

The purpose of the policy is to set out the terms upon which advertising and sponsorship may be secured.

The council is committed to developing appropriate advertising and sponsorship opportunities to support its core activities and generate new and additional income. It will encourage commercial relationships which do not conflict with the delivery of the council's vision, priorities and values.

The policy aims to provide guidance on what is, and is not, acceptable advertising and sponsorship for the council.

The policy relates to advertising opportunities related to the council's assets, channels, services, events and other activities, for which it is responsible.

Advertising is defined as...

An agreement between the council and the advertiser, whereby Wiltshire Council receives money from a business, organisation or individual in consideration of which the advertiser gains publicity in the form of an advertisement.

All adverts must adhere to the codes of conduct laid down by the Advertising Standards Authority and must not conflict with the council's vision and priorities. All adverts must meet the national advertising standards code (CAP code) applied by the Advertising Standards Authority (ASA). The code covers taste and decency in the depiction of religion, race, gender, alcohol and products aimed at children. Advertising will also be subject to the Code of Practice on Local Government Publicity and the requirements of the Financial Services Authority.

The policy is not an exhaustive list.

Advertisements **must be:**

- legal, decent, honest and truthful
- not bring advertising into disrepute, in addition must not bring the council into disrepute
- must conform to the code
- must respect the principles of fair competition
- must be created with a sense of responsibility to consumers and society

Most products and services may be promoted on the council's assets and channels if the advertisements meet the criteria outlined above. However, the council has agreed some specific categories of products and services which are prohibited as defined below:

Advertisements **will not** be accepted if they are:

- inappropriate or objectionable

- may result in the council being subject to prosecution
- promote gambling
- promote payday loans and money lending
- promote, or refer to, tobacco or similar products
- charity appeals
- promote the misuse of alcohol or promote the use of alcohol to children
- inappropriate for children, for example violent films, pornography, adult entertainment
- appear to influence support for a political party/candidate
- appears to promote racial or sexual discrimination, or discrimination on the basis of disability, faith, gender or age
- are the subject of a complaint to the Advertising Standards Authority and upheld by the ASA as a legitimate complaint.

The above list is not exhaustive, and the council retains the right to refuse advertising on the grounds that, in the council's opinion, it is inappropriate, or it conflicts with services already provided by the organisation. Wiltshire Council reserves the right to remove advertising without reference to the advertiser.

Sponsorship is defined as...

An agreement between the council and the sponsor, where the council receives either money, or a benefit in kind, for an event, campaign or initiative from a business, organisation or individual which in turn gains publicity or other agreed benefits.

The policy aims to:

- maximise opportunities to attract commercial sponsorship for appropriate events, campaigns or initiatives
- ensure Wiltshire Council's position and reputation is protected
- ensure an appropriate return is generated from sponsorship agreements
- ensure a consistent and professional approach is adopted for the development of sponsorship agreements
- protect elected councillors and officers from potential allegations of inappropriate dealings or showing alleged favouritism to sponsors.

The council will welcome all opportunities to work with sponsors where such arrangements support its core values. However, it will not enter into a sponsorship agreement if, in the reasonable opinion of the council, the agreement:

- may be perceived as potentially influencing the council, or its officers in the course of carrying out statutory functions, in order to gain favourable terms from the council for any business or other agreement
- aligns the council with any organisation or individual which conflicts with Wiltshire Council's values and priorities.

The council **will not** enter into sponsorship agreements with:

- organisations that do not comply with the council's Advertising Policy or the Advertising Standards Authority (ASA) code of practice
- organisations that are in financial or legal conflict with the council
- organisations with a political purpose, including pressure groups and trade unions
- organisations that demonstrate and/or support racial or sexual prejudice or discrimination on the basis of disability, faith or gender.
- The list above is not exhaustive and the council retains the right to decline sponsorship from any business, organisation or individual, or in respect of particular products which the council in its sole discretion considers inappropriate.
- Wiltshire Council will agree with the sponsor the type and content of the projected publicity generated by the sponsorship opportunity such as press launches, press releases, photo opportunities, interviews. The council retains the right to approve all advertising materials prior to public release. No materials will be released without the council's sign off.
- Wiltshire Council has a strong corporate brand identity and all materials relating to sponsorship agreements must comply with its branding requirements and most not be in conflict with the council's brand or compromise it in any way.

Procedures

Before agreeing to accept any advertising or sponsorship, the policy guidelines must be adhered to.

All potential advertisers and sponsors will be referred to the policy for information and guidance.

Advertising and sponsorship agreements will be referred to Legal Services for review, as appropriate.

Disclaimer

Acceptance of advertising or sponsorship does not imply endorsement of products and services by Wiltshire Council.

All advertising carried on any of the council's assets and channels including the website, print, digital screens, vehicles, publications, billboards (interior and exterior) or other media, will carry the following disclaimer:

'*Every effort has been made to ensure the accuracy of the content of the advertisements displayed here. Wiltshire Council cannot accept any liability for errors or omissions contained in any advertisements provided by an advertiser.*

Wiltshire Council does not accept any liability for any information or claims made by the advertisement or by the advertisers. Wiltshire Council does not support or endorse any company or organization advertising on its website or in its premises. The council

is not responsible for the quality or reliability of the product or services offered within any advertisement. The council would never knowingly run an advertisement that is misleading, offensive, untrue or fraudulent.

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Wiltshire Council

Overview and Scrutiny Management Committee

20 March 2018

Final Report of the Third Party Advertising Policy Task Group

Purpose

1. To present the conclusions and recommendations of the Third Party Advertising Policy Task Group for endorsement and referral to the Cabinet Member for Communications, Communities, Leisure and Libraries.

Background

2. On 31st October 2017 the Chairman and Vice-Chairman of OS Management Committee met with the Cabinet Member to discuss OS engagement on key projects within the 'Communities and Communications' portfolio. The Cabinet Member invited OS to help develop the council's Third Party Advertising Policy, which was then scheduled for Cabinet approval in December 2017.

Terms of Reference

3. The task group was subsequently established by OS Management Committee on 28 November 2018 with the following terms of reference:

    a) To support the development of the council's Third Party Advertising Policy, by considering,
      • Legal and commercial issues
      • The ethos, values and reputation of the council
      • Supporting local businesses and economic development
      • Opportunities for income generation

    b) To submit and findings and recommendations to the Cabinet Member prior to the Policy's consideration by Cabinet in 2018.

Membership

4. The opportunity to take part in the task group was offered to all non-executive councillors and the following were appointed:

    Cllr Stuart Wheeler (Chairman)
    Cllr Alan Hill

Cllr George Jeans
Cllr Nick Murry
Cllr Graham Wright

Methodology

5.   The task group met on 6 occasions between November 2017 and March 2018. It is grateful to the following witnesses who contributed to its review:

Laurie Bell	Service Director for Communities and Communications, Wiltshire Council
Cllr John Thomson	Cabinet Member for Communications, Communities, Leisure and Libraries, Wiltshire Council
Helen Burnett	Head of Business and Commercial Development, Birmingham City Council
Susan Fleming	Senior Account Executive, Birmingham City Council
Kerry Carpenter	Marketing and PR Co-ordinator, Dorset County Council
Mark Fortune	Commercial Manager, Dorset County Council
Angela Redman	Commercial Business and Marketing Manager, West Sussex County Council
Susanne Sanger	Scrutiny Officer, West Sussex County Council

Evidence

Context

6.   The council's Business Plan 2017-27 (scrutinised by OS Management Committee in June 2017) set out the objective of taking an "efficient, commercial and long term approach with an increase in trading of our services." The council's Financial Plan update 2018/19, also scrutinised by Committee and agreed by Full Council, included an income target of £0.150M specifically from advertising and sponsorship opportunities for the next financial year.

7.   The task group contacted approximately 30 other councils with a view to learning from their experiences of developing advertising functions, with particular focus on 10 councils considered to be Wiltshire's close comparators. Overall the responses suggested that a large majority of councils are in their infancy in terms of developing this area or have not yet developed it at all.

8.   Research also suggests that, of those councils that are pursuing some form of advertising, few have had significant Executive or non-Executive councillor involvement in the development of their advertising policies or functions.

The ethos, values and reputation of the council

9.   The Advertising Policy proposed to Cabinet sets out the terms for third party advertising and sponsorship and the guidelines for what is acceptable, or unacceptable, to ensure there is no conflict with the council's vision, priorities and values. The policy includes the advertising codes of conduct and sets out the criteria for the advertising materials that are deemed appropriate.

10. Having considered advertising policies from a number of other councils, Wiltshire's is the most detailed in terms of defining what will, and will not, be considered acceptable. Birmingham City Council has a well-developed advertising function generating substantial income for the authority, but so far it has not adopted an advertising policy. Guidance on what advertisements are acceptable to the authority are instead set out in the template contract used with its advertising agencies.

11. Other councils spoken to by the task group have reported many instances where their advertising policy has required a degree of interpretation. For example, when an advert is submitted by a national 'fast-food' outlet, but promoting one of its healthier options; or an established local brewery wishing to advertise on a council roundabout, something potentially and arguably in conflict with that council's substance abuse agenda.

12. This council's proposed Policy and those considered from other councils are similar in terms of the criteria outlining which adverts and organisations will be considered acceptable or prohibited. It is noted that some local authorities' policies also consider adverts selling defence products or 'fast food' unacceptable; neither are referred to in this council's proposed Policy.

13. The draft Policy states that all adverts run by the council will carry a disclaimer, absolving council liability for errors or omissions in the content, and clarifying that the council does not support or endorse the advertiser.

Delivery model

14. The proposal in the report to Cabinet is to procure an external provider to secure third party advertising on behalf of the council.

15. Other councils spoken to by the task group reported a range of models for the delivery of their advertising functions. This included Dorset County Council delivering aspects of their the function entirely inhouse (having previously contracted an eternal agency); and Birmingham City Council having a small internal team that contract-manages a selection of agencies responsible for different advertising formats.

16. All of the councils spoken to reported advantages in retaining a strong element of internal management:
     a)   Doing so maximises the development of skills and experience within
          the council, which better enables the function to expand into the longer

term. The commercial acumen within the relevant officer teams was considered to be crucial.

b) The income generated is not shared with another organisation and can be used to further develop internal capacity, creating greater income potential in the future;

c) The council is more able to assure itself that the maximum possible revenue is being generated from its estate. One of the councils spoken to identified that income from roundabout advertising was not reaching its potential under external management and generated significantly more having brought the service inhouse.

d) Potentially a greater ability to ensure that the council's advertising policy is applied and that the council's values and reputation are being protected.

17. In terms of the function's delivery, other councils have offered the following 'lessons learned' drawn from their own experiences of developing an advertising function:

a) Any contract with an advertising agency should be on a Guaranteed Lump Sum (GLS) percentage profit-share model to ensure the risk is shared with the agency. This should be on a gross income basis to avoid disagreements about cost;

b) Advertising that requires more significant capital investment (for example, new billboards) should point to longer contract terms (10-15 years);

c) All of the upfront costs, such as capital expenditure and rates, should fall on the contractor;

d) Advertising estate always has periods of dis-use ("voidage") and the "voidage" percentage agreed in the contract should be carefully considered;

e) Localities will only attract and sustain finite amounts of advertising investment, i.e. More assets don't mean exponentially more investment. It is unwise to dilute one's offer by scattering it too thinly and better to identify the key opportunities and maximise those;

f) The advertising market can be fickle and unpredictable in terms of income potential, even with the benefit of years of experience. The local, national and international economy has a significant effect on advertising investment and it can diminish it very suddenly.

Opportunities for income generation

18. The draft report to Cabinet outlines some potential areas of the council's estate that could provide advertising opportunities, though it does not set out which areas will be taken forward first. By speaking to other councils the task group has identified some potential avenues, and the advantages and challenges presented by each:

a) **Website:** While some council websites do host adverts from partners or local VCS groups (e.g. for forthcoming community events) the task group is not aware of any council websites generating income through adverts. Some councils have previously explored this area, but have then stepped away and

focused on opportunities considered more straight-forward. This was due to the time investment and specialist skills required when implementing and managing web adverts. There are companies that specialise in managing this service for councils, but the usual downsides such as profit-share and loss of full control apply.

b) **Roundabout sponsorship and county boundary signs:** Dorset County Council has been successful in increasing their annual income from adverts on roundabouts year on year. It now has 81 sponsored roundabouts in place, generating around £0.150million per annum, with a target of £0.500M income within 5 years from all advertising and sponsorship. The service was previously contracted out to an external provider, but the council saw an opportunity to improve the income stream and profit-share by bringing it inhouse (including creating and installing the signs themselves). Some councils are also now considering introducing adverts near or attached to their county boundary signs.

c) **Refuse vehicles:** The other councils spoken to had mixed views on the commercial appeal and income potential of adverts on refuse vehicles. One council had previously developed a business case for this area, but was unable to generate interest from the market. Conversely, two other councils were optimistic regarding its potential and one is actually now implementing advertising on 30 of its fleet of 200 refuse lorries.

d) **Bus stops and lampposts:** For Birmingham City Council, small format digital advertising, such as in bus stops with digital screens, is a key growth area for generating income from advertising. Telephone kiosks are also popular.

e) **Council payslips:** West Sussex County Council enclose advertisements with their staff's payslips, which reach over 15,000 employees across the county.

f) **Council publications:** West Sussex County Council also offers adverts in its various publications, which include its Bereavement Guide, Buy With Confidence Directory, Taste West Sussex and West Sussex Connections.

19. West Sussex County Council has a webpage presenting its advertising offer, setting out the options to potential advertisers in detail, including an indication of cost. Dorset County Council is now developing a webpage through which potential advertisers can search those roundabouts available for commercial sponsorship by certain criteria.

20. The Cross Council Revenue Group is a national network that has been operating for over a decade and shares ideas and best practice regarding local authority income generation. Its members are typically officers working in marketing, communications, sponsorship and advertising roles. The Group's overall strategic aim is to achieve better commercial outcomes for its members, including the ambition to bolster return on investment rates and value for money, responding to the challenges of austerity. A fundamental element of this is through improving collaborative opportunities, grow business minded innovation and entrepreneurial thinking in local government.

Legal issues

21. Several of the local councils spoken to emphasised the importance of councils' planning strategy being in alignment with the its objectives regarding income from advertising. With both roundabouts and boundary signs, gaining planning permission is obviously an essential part of the process. Several years ago one council agreed a large advertising contract and then its planning department refused permission for the relevant sites. Obtaining planning consent for specific sites before seeking contractors also increases the value of, and interest, advertising contracts.

Conclusions

Context

22. As the report to Cabinet sets out, the council continues to operate in a challenging financial climate with significant budget pressures and increasing demand for some services. In this context and with the income generating potential evident within the council's asset base, the task group supports taking forward a programme to generate revenue through the provision of third party advertising opportunities. (**Recommendation 1**)

The ethos, values and reputation of the council

23. The task group supports the adoption of a robust advertising policy to guide this work. The policy will be essential in ensuring that the council's approach to advertising reflects its vision, priorities and values. It will help mitigate the risk of the council incurring reputational damage, being exposed to legal challenge, causing conflicts with existing service priorities or negating the council's public service role. Finally, the Policy will support councillors and officers to take fast, consistent decisions in terms of the advertisers and adverts that are appropriate for the council's estate. (**Recommendation 2**).

24. The task group is grateful for the Executive's proactive engagement with Overview and Scrutiny on this topic (**Recommendation 3**). Ongoing councillor input on the Policy is to be welcomed, given the importance of protecting the council's role and reputation as the more 'commercial' approach outlined in the Business Plan 2017-27 takes shape. It will be important that this council's Policy is reviewed regularly, including by overview and scrutiny, to ensure any lessons are learned from the criteria's practical application. (**Recommendations 4 and 5**)

25. The task group welcomes the clear statement in the proposed Policy that the council will retain the right to refuse advertising when it considers it inappropriate or in conflict with services already being provided. The clear disclaimer absolving the council liability for errors or omissions in advertisement content, and clarifying that the council does not support or endorse the advertiser, is also welcomed. It may be that adverts in certain media (such as web, if this is pursued in the future)

are more likely to be misinterpreted as representing endorsement by the council and consideration will need to be given to this.

26. Although certain restrictions on the adverts and advertisers the council will do business with are vital, excessive restriction can make it more difficult to find an advertising agency willing to market the council's assets. Birmingham City Council had planned to ask fast-food advertisers to state their products' sugar and fat content, but had subsequently not found an agent interested in marketing the space.

27. As well as generating income for the council, which is emphasised in the report to Cabinet, advertising opportunities can be for wider community benefit and support the local economy. West Sussex County Council suggested that while some of its commercial activities may only generate small profits for the authority, they have been worth investment for their wider community impacts. (see Recommendation 1)

Delivery model

28. The task group recognises that advertising is a new venture for the council and it may not currently have the commercial expertise, specialist skills and capacity to develop this function from a standing start. The procurement of an external agency may therefore be sensible in the short term to get the function up and running. It will also enable the council to learn from its initial experiences of advertising while sharing the challenges and risks with a partner organisation. However, if the external route is chosen, retaining control regarding both our Policy's application and the ability to bring the function inhouse without significant complication or delay (through an appropriate contract) must be considered. (**Recommendation 6**)

29. The task group supports the proposal that the contract specification focuses on procuring a Wiltshire-based company that has an established network of local and national businesses. However, undertaking a difficult tendering process to potentially not find a willing or suitable agency may also be a risk to be considered and was experienced by one of the councils spoken to. The task group supports the market analysis already undertaken in terms of assessing potential advertising income, but likely interest from Wiltshire-based advertising agencies should be determined before this route is agreed. (**Recommendation 7**)

Opportunities for income generation

30. The various opportunities and challenges highlighted by other councils are outlined under paragraph 18 are referred to Cabinet for consideration to support the development of this council's advertising function. (**Recommendation 8**)

31. To be successful, the council's advertising offer will need to reflect Wiltshire's characteristics. While Birmingham City Council has been able to generate significant income from its inner-city billboards and bus stops the footfall at equivalent locations in Wiltshire will not compare, thus neither will their income

potential. The highest yielding opportunities in Wiltshire will need to be identified and balanced with the complexity and risk involved in taking them forward. (**Recommendation 9**)

32.   Success will also rely on the effective promotion of the council's advertising offer, including through a clear and informative webpage presenting the options and packages available (see West Sussex County Council).

33.   The task group has found its conversations with other councils extremely informative and is grateful to all those who contributed. It hopes the council takes all opportunities to collaborate and learn from other local authorities when taking this area forward, including through active participation in the Cross Council Revenue Group. The collective knowledge and experience of other local authorities will be a valuable resource as local government's interest in generating income through commercial opportunities gathers pace across the country. (**Recommendation 10**)

Proposal

34.   To endorse the following recommendations and, where appropriate, refer them to Cabinet for consideration and response:

1. **In light of the financial challenges faced by the council and of wider potential benefits to the local economy, to begin using the council's asset base to begin to generate revenue income through the provision of third party advertising opportunities.**

2. **To adopt the proposed Advertising Policy in order to guide the council's choice of advertisers and adverts and its development of an advertising function.**

3. **To welcome the Executive's proactive engagement with Overview and Scrutiny on the development of the council's Advertising Policy and function.**

4. **To review the Advertising Policy regularly to ensure any lessons are learned from its application in practice and that the council's core purpose, values and reputation are protected.**

5. **a) To ask the task group to reconvene and receive an update on the development of the advertising function on a date to be agreed with the Cabinet Member;**

    b) In light of that update, the task group to bring a recommendation to OS Management Committee regarding appropriate further scrutiny of this area.

6. **To note,**

a) The advantages of managing the council's advertising function internally when the necessary skills and knowledge are in place, and therefore…

b) The advantages of being able to bring the function inhouse when appropriate without significant complication or delay (through an appropriate contract).

7. **To support the focus on procuring a Wiltshire-based company with established network of local and national businesses, but that likely interest from such agencies is assessed before committing to external management of the function.**

8. **To consider the 'lessons learned' offered by the other councils spoken to and reported under paragraph 18.**

9. **To ensure that Wiltshire's specific characteristics are considered when selecting the key opportunities to pursue and assessing the council's advertising income potential.**

10. **To take all opportunities to collaborate and learn from other local authorities in developing the council's advertising function, including through participation in the Cross Council Revenue Group.**

11. **To ensure that the councils' planning strategy is in alignment with the its objectives regarding advertising.**

Cllr Stuart Wheeler, Chairman of Third Party Advertising Task Group

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henry.powell@wiltshire.gov.uk

Appendices

Appendix 1   Report to Cabinet, 27 March 2018: "Third Party Income Generation - Advertising Policy" plus appendices

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Wiltshire Council

Cabinet

27 March 2018

Subject: **Proposals for the Creation of a Major Road Network - Consultation**

Cabinet Member: Cllr Bridget Wayman

Key Decision: No

Executive Summary

In July 2017, Department for Transport's "Transport Investment Strategy" was published.

As part of the Strategy, Government committed to creating a 'Major Road Network' across England – more specifically a network of England's most important routes which complement motorways and strategic trunk roads.

In December 2017, Department for Transport (DfT) issued a consultation document "Proposals for the Creation of a Major Road Network" (MRN).

The consultation suggests how the MRN might be defined, and outlines proposals that acknowledge the need for a long-term funding stream for an MRN, specifically through use of the National Roads Fund.

This report explains what that opportunity represents, a high level indication of resource implications and seeks views on the need to establish associated regional governance.

Proposals

Note the contents of this report.

Delegate responsibility to the Director of Highways and Transport in consultation with the Cabinet Member for Highways, Transport and Waste to enter into discussions with neighbouring authorities in the South West, to establish:

a) the level of individual and collective support for establishing a Sub-National Transport Body (or Bodies) and

b) the geography over which that Body or Bodies are most likely to be most effectively defined.

Note the additional potential financial implications arising as a result of this opportunity, which will require more detailed discussion as the Council's position is further developed.

Reason for Proposals

To ensure that the Council is best placed to take advantage of this significant funding opportunity.

Alistair Cunningham – Corporate Director

Wiltshire Council

Cabinet

27 March 2018

Subject:	**Proposals for the Creation of a Major Road Network - Consultation**

Cabinet Member: Cllr Bridget Wayman

Key Decision: No

Purpose of Report

1.   To advise Cabinet of a new significant funding opportunity for major road scheme funding, and to seek views on the need to establish associated regional governance.

Relevance to the Council's Business Plan

2.   The Wiltshire Council Business Plan 2017 – 2027 sets out a vision to create strong communities, with priorities for growing the economy, strong communities and protecting the vulnerable. As part of growing the economy it is acknowledged that it is necessary to have good transport networks. The goals are that:

- Strategic Road infrastructure is improved

- New infrastructure is delivered to support housing and employment growth

Main Considerations for the Council

3.   In order that the above goals are achieved, the Council needs to keep abreast of national and local funding opportunities, and ensure that it is best placed to take advantage of those opportunities as and when they emerge.

4.   England's existing road network consists of the Strategic Road Network (SRN) and the Local Road Network (LRN). The SRN and LRN are funded and managed differently. However, users do not distinguish between the two networks when making journeys, and rightly expect a seamless experience.

5.   The Strategic Road Network:

- Comprises nationally significant roads which connect the main centres of population. These roads provide access to major ports, airports and inter-modal freight terminals and the main crossborder

routes to Scotland and Wales. In Wiltshire, that comprises the M4, A303, A419 and A36.

- Is the busiest part of the road network consisting of 4,400 miles which is 2% of England's road network, but carrying a third of traffic and two thirds of HGV traffic.

6. The Local Road Network:

- Consists of 184,100 miles of road, 98% of the entire road network.

- Responsibility is split between 153 Local Authorities.

7. <u>Funding</u>

The Strategic Road Network

- The SRN is managed by Highways England and its funding is determined by Government through the statutory Road Investment Strategy (RIS) cycle.

- It is now mid-way through the first (2015 - 2020) £15.2 billion RIS and planning has started for the second period beyond 2020.

- The first RIS is funding improvements to the A303 between Amesbury to Berwick Down, including a twin bored tunnel at Stonehenge.

- In collaboration with BaNES and Dorset Councils, the West of England Combined Authority and Poole Harbour Commissioners and our respective Local Enterprise Partnerships, the Council has put together a proposition that argues a "case for action" based on improving north - south links between M4 and the south coast. The partnership is lobbying for its inclusion in RIS2.

The Local Road Network

- Local Authorities are funded to maintain their local road networks with sustained grant funding and other incentive-driven competitive schemes totalling £6.2 billion between 2015 and 2021. This is chiefly made up of the Highways Maintenance Fund and the Pothole Action Fund. £1.55 billion has also been allocated over the same period for small local roads schemes from the Integrated Transport Block.

Additional funding streams have been created to provide support to the local road network:

- The Department for Transport contributed £7 billion to the Local Growth Fund (LGF), to meet priorities set by Local Enterprise Partnerships (LEPs) Swindon and Wiltshire LEP has awarded £16 million toward transport schemes in Wiltshire since 2014.

- The Large Local Majors Fund was launched by DfT in 2016 and provides funding for capital schemes that are too large to be funded from the regular LGF allocations to LEPs. The Council submitted an unsuccessful bid to this fund for a bypass at Beanacre.
- £244 million has been awarded to Local Authorities from the National Productivity Investment Fund to deliver small projects. The Council is delivering 25 projects in 2017/18 using this funding to a total value of £2.946 million.

Background

8.   In July 2017, DfT's "Transport Investment Strategy"[1] was published.

9.   As part of the Strategy, Government committed to creating a 'MRN' across England – more specifically a network of England's most important routes which complement motorways and strategic trunk roads.

10.   In December 2017, DfT issued a consultation document "Proposals for the Creation of a Major Road Network"[2]

11.   DfT are proposing the identification of a 'MRN', of approximately the same mileage as the network for which Highways England is responsible.

12.   The proposed MRN is underpinned by a number of core principles being:

- increased certainty of funding

- a consistent network

- a co-ordinated Investment Programme

- clear Local, Regional and National roles

- a focus on Enhancement and Major Renewals and

- strengthening links with the Strategic Road Network

13.   The consultation proposes that the MRN is defined through the use of both quantitative and qualitative criteria.

Quantitative Criteria

14.   Traffic flow levels have been used to identify an initial set of roads for inclusion in the network, specifically:

- links with average daily flow greater than 20 000 vehicles, along with

- roads with as few as 10 000 vehicles provided that at least 5% of that flow is heavy goods vehicles or 15% is light vans

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[1] https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/624990/transport-investment-strategy-web.pdf
[2] https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/670527/major-road-network-consultation.pdf

Qualitative Criteria

15.   The consultation recognises that the MRN cannot be defined by quantitative criteria alone. This would fail to recognise local and regional characteristics and would produce a series of fragmented road links across the country. In order to define a coherent network, a series of qualitative criteria also needs to be applied.

16.   These proposed qualitative criteria are:

Ensuring a Coherent Network: The MRN must be consistent and coherent across the country when considered alongside the SRN. In order to achieve this, the following is proposed:

- Adding links to join up stretches of road that meet the traffic thresholds to form continuous sections of road.

- Removing isolated links and those that form part of a corridor where most links did not reach the traffic thresholds.

Linking Economic Centres: Ensuring that major conurbations, airports, ports and other significant economic centres are connected via the MRN. This includes:

- Connecting all towns/cities with a population greater than 50,000.

- In specific circumstances, DfT proposes that it will consider using the MRN to connect economic centres with a population below this threshold. For example, towns that contribute substantially to the economy in peripheral areas.

- Connecting all major ports, airports and key transport hubs not already linked by the SRN.

17.   As part of the consultation, an indicative MRN map has been prepared[3] – further work is required to refine the criteria and their application.

18.   Figure 1 below is an extract from the map showing the indicative MRN in Wiltshire

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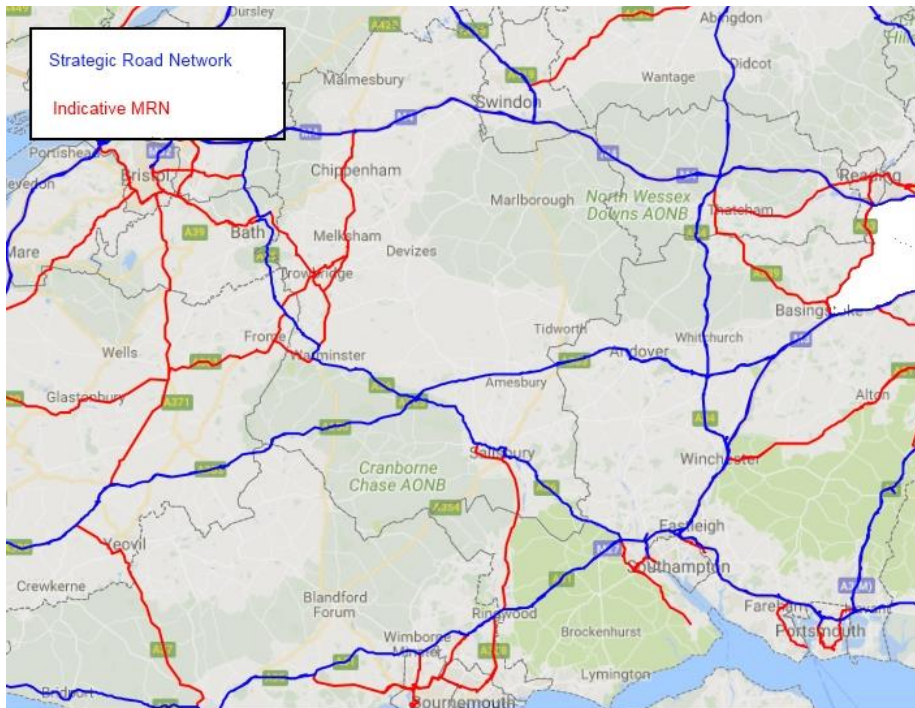[3] http://maps.dft.gov.uk/major-road-network-consultation/

Figure 1

19. For the avoidance of doubt, the roads in Wiltshire meeting the initial criteria are:

- A350 between M4 J17 and A36 (Warminster)

- A361 between A350 (Semington) and A36 (Beckington)

- A362 between Warminster and Frome (to Somerset County Boundary)

- A363 between A350 (Yarnbrook) and A4 (Batheaston)

- A338 between A31 (Ringwood) and A36 (College Roundabout Salisbury)

- A3094 between A338 (Harnham) and A36 (Quidhampton)

20. DfT is also proposing to create a specific new funding stream which will be dedicated to investing in the MRN and raising the performance standards which motorists experience on it.

21. The Government has outlined proposals that acknowledge the need for a long-term funding stream for an MRN, specifically through use of the National Roads Fund[4].

22. It is proposed that MRN funding should target significant interventions which offer *'…transformative solutions…'* to the most economically important local authority 'A' roads. These solutions will include, but are not limited to:

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[4] From 2020/21 the Government has guaranteed that all revenue raised from Vehicle Excise Duty (VED) in England will be allocated to a new National Roads Fund and invested directly back into the road network, providing stable funding that will allow maintaining levels of investment.

- bypasses
- major renewal work
- major junction improvements
- use of technology and
- widening of existing (MRN) roads.

23. It is proposed that MRN schemes will only be considered if they seek funding in excess of **£20 million**, up to a maximum ceiling of **£100 million**, and are supported by a local contribution.

24. In terms of planning that investment, Government has made it clear that the important national and regional role played by roads included in the MRN means that individual Local Authorities cannot plan investments in isolation; nor can decisions be completely centralised at either a national or regional level. Government proposes that, alongside the local role of highway authorities, there needs to be a strong regional focus for investment planning within a consistent national framework.

25. Government has made it equally clear that Sub-national Transport Bodies (STBs), where they exist, are best placed to carry out this important strategic role – i.e. as bodies designed to enable regions to speak with one voice on strategic transport planning.

26. An early proposed requirement in the MRN process is the preparation of a 'Regional Evidence Base', that will provide the data on which future investment decisions can be made. That evidence basis needs to be data led and underpinned by rigorous analysis.

27. DfT proposes to shortly issue guidance to STBs and regions in the development of their evidence base.

28. For areas of the country where STBs have yet to be established, roles, responsibilities and expectations of Local Authorities are far less clear.

29. What is becoming very clear however, from this consultation and discussion with senior colleagues at DfT, is that those areas without a STB will be increasingly and significantly disadvantaged in terms of future funding opportunities.

Sub-National Transport Bodies (STBs) – Wiltshire's position

30. STBs were identified, with accompanying legislation, within the Cities and Local Government Devolution Act 2016. By formulating a statutory STB, local partners have the ability to have direct influence over decisions that are currently within the control of Government and its agencies. The Act allows existing individual authorities to formally join in a partnership with another authority(s) to formulate, and potentially deliver, a transport strategy for the wider area. Essentially the value of the STB becomes one of greater powers than the sums of the individual authorities.

31.   Some key aspects of a STB:

- An STB area must consist of two or more relevant authorities.

- A relevant authority is: A County Council, Unitary District Council, Combined Authority, Integrated Transport Authority

- The Secretary of State (SofS) considers all requests for an STB to be established.

- The SofS will consider the establishment of an STB if:
    - It would facilitate the development of a transport strategy for the proposed wider area
    - Economic growth for that area would be furthered by the development of the joint transport strategy.

- The SofS may request that the STB:
    - Prepares a Transport Strategy
    - Provides advice to the SofS of transport functions
    - Coordinates transport functions within the STB area

- In addition the STB can request the transfer of functions to the STB from Government and its agencies.

- The boundaries of an STB can be amended once established.

Emerging Sub-National Bodies

32.   At the time of writing, three STBs have been formed and are working towards becoming statutory authorities. They include: Transport for the North, Midlands Connect and England's Economic Heartland. In addition, a shadow STB has been created for South East England and work has begun on creating a STB for East Anglia. The South West remains the only part of England not covered by an existing or nascent STB.

33.   Were that position to remain, it seems clear that Wiltshire, along with other South West Authorities, will be significantly disadvantaged in its ability to take advantage of the opportunities presented through MRN funding. It is increasingly the case that access to other significant transport funding streams will be compromised for areas outside STBs.

34.   Having regard to all the above, a main consideration for the Council is its willingness to participate in the establishment of a Sub National Transport Group in the South West of England.

35.   ADEPT[5] (South West) subnational Board meets on a quarterly cycle and is regularly attended by around 20 Councils, Government Departments/Agencies and partners, including LEP Chief Executives and the Institute of Civil Engineers.

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[5] The Association of Directors of Environment, Economy, Planning and Transport

36.	Supported by its members, the Board has begun to consider what the composition and geography of a Sub-National Transport Body (or Bodies) in the South West might look like.

37.	Its early thinking suggests that a single STB comprising all southwest authorities (Gloucestershire, Wiltshire, Swindon, West of England, Somerset, Dorset, Devon and Cornwall and the smaller unitaries) would be too large, and would struggle to represent a shared identity.

38.	If that view prevails, it would indicate that the SW region might be represented by more than one STB – likely no more than two.

39.	There are options to explore and work to help with that is ongoing.

40.	It is acknowledged that STBs take significant time to become finally and formally established. Given the pressing need for regional representation in the MRN process however, DfT has confirmed that constituting a shadow STB in the relative short term would offer much of the input required to guide investment priorities.

41.	The Council's response to the MRN consultation based on existing policies is included as **Appendix 1.** (to follow)

Overview and Scrutiny Engagement

42.	Whilst no specific Overview and Scrutiny activity has been undertaken to date, it is a matter which appears suitable for consideration in the future.

Safeguarding Implications

43.	None.

Public Health Implications

44.	A key outcome of the MRN investment is to reduce congestion, securing (inter alia) the following outcomes:

- improve air quality and biodiversity
- reduce noise and risk of flooding
- protect water quality, landscape and cultural heritage sites

Procurement Implications

45.	There are no obvious procurement implications to the objectives set out in the report; however, should any arise then they would be undertaken in consultation with the Strategic Procurement Hub and in accordance with the Council's procurement regulations.

Equalities Impact of the Proposal

46.   An Equalities Impact Assessment would form part of the proposed Regional Evidence Base referred to above.

Environmental and Climate Change Considerations

47.   Assessment of the implications for heritage, archaeology and ecology of proposed schemes would be undertaken as part of individual scheme design.

48.   As far as individual schemes are concerned, it is anticipated that they will provide benefits through improved traffic flows, thereby reducing delays and a consequential reduction in noise and excessive fuel consumption and emissions associated with slow moving or stationary traffic.

49.   There are no specific Environmental and Climate Change issues to be considered at this stage.

Risk Assessment

50.   It is anticipated that engagement with the direct and indirect implications of the MRN proposition will be controversial both in terms of decisions that would need to be made to establish a shadow STB, and also agreeing the priorities for investment.

Risks that may arise if the proposed decision and related work is not taken

51.   The opportunity to take advantage of a significant new funding stream could be compromised or lost.

Risks that may arise if the proposed decision is taken and actions that will be taken to manage these risks

52.   There are no significant immediate risks to the Council if Members endorse the conclusions of the report.

53.   Members will be regularly updated and agreement sought at each of the key stages associated with this emerging initiative.

Financial Implications

54.   As proposed, access to MRN funding will require an initial investment in creating a Regional Evidence Base. That cost would be borne by Local Authorities in parts of the country where there is no STB.

55.   At the same time, it seems reasonable to assume that where there is no STB, affected Local Authorities will now be considering how best to remedy that situation, and work towards establishing a suitable body (or bodies). That would demand significant unbudgeted resource.

56.   For those projects likely to be eligible for MRN funding, the Council may wish to develop individual business cases to a high state of readiness to

improve the prospect of early entry into the programme. Again, that would require a significant unbudgeted resource.

Legal Implications

57.   102F(3)(a) of the Local Transport Act 2008[6] sets out the legal framework for the creation of STBs namely that the constituent authorities together make a proposal to the Secretary of State for there to be an STB for the area.

58.   As any proposal must be supported by the constituent authorities, the Council needs to be involved in the set up discussions to ensure that the Council is informed of all potential benefits and detriments and that the Council has input into issues of governance.

59.   As the current thinking is that a single STB for the South West may be too large and difficult to present a shared identity it is appropriate that the Council is represented in these early discussions to have input into what would assist in presenting a shared identity for Wiltshire.

Options Considered

60.   None.

Conclusions

61.   The proposal to create a Major Road Network with additional funding will lead to improvements along busy roads, which so far have been managed and funded locally, and is therefore generally welcomed by Highway Authorities.

62.   There is a compelling argument for the Council to engage with neighbouring Authorities, to explore options towards the formulation of a Sub-National Transport Body (or Bodies) in the South West of England.

63.   There is an equally compelling argument for the Councils to establish a shadow STB in the very short term, in order to respond accordingly to DfT's MRN-led call for a Regional Evidence Base.

Parvis Khansari (Director - Highways and Transport)

Report Author: **Allan Creedy -** Head of Sustainable Transport
allan.creedy@wiltshire.gov.uk,   Tel: 01225 713444
Date of report: 29 January 2018

The following unpublished documents have been relied on in the preparation of this Report: None

Appendices: Appendix 1 – Council's response to MRN Consultation

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[6] https://www.legislation.gov.uk/ukpga/2008/26/section/102E

Proposals for the creation of a Major Road Network

1. Introduction

As part of the Transport Investment Strategy, the government announced that it would take forward proposals to create the Major Road Network (MRN).

This middle-tier of economically and strategically important local authority 'A' roads will sit between the nationally-managed Strategic Road Network (SRN) and the rest of the Local Road Network. These roads will benefit from targeted funding available through a share of the National Roads Fund, with the aim to improve productivity and connectivity in our towns and cities.

In creating this network, the government has 5 central policy objectives. These are:

- **Reduce congestion –** alleviating local and regional congestion, reducing traffic jams and bottlenecks.

- **Support economic growth and rebalancing –** support the delivery of the industrial strategy, contributing to a positive economic impact that is felt across the regions.

- **Support housing delivery –** unlocking land for new housing developments.

- **Support all road users –** recognising the needs of all users, including cyclists, pedestrians and disabled people.

- **Support the SRN –** complementing and supporting the existing SRN by creating a more resilient road network in England.

This consultation seeks views on the government's proposals for how the MRN will achieve these policy objectives across 3 themes. These are:

- **defining the network**
- **investment planning**
- **eligibility and investment assessment criteria**

The proposals in this consultation outline how the MRN will:

- form a consistent, coherent network alongside the SRN that brings about the opportunity to better co-ordinate roads investment
- provide funding certainty to roads in the network, through use of the National Roads Fund, and raise standards and performance across the new network
- provide clear roles for local and regional partners, who will support the government to deliver and develop MRN schemes

Confidentiality

We thank all respondents for taking the time to read the consultation document and to respond to the consultation questions. Your views on the programme's core objectives and principles, as well as the major themes set out in the consultation, will contribute to the formulation of MRN policy.

2. Respondent details

Your contact details. We will only contact you if we need to clarify any of the answers you give us.

Your name	Allan Creedy
Your email	allan.creedy@wiltshire.gov.uk

In what capacity are you responding?

- [ ] Central government, executive agency or non-departmental public body
- [x] Local authority or combined authority
- [ ] Sub-national transport body, ADEPT or other regional partnership (public sector)
- [ ] Industry or business (private sector)
- [ ] MP / Councillor
- [ ] Member of the public
- [ ] Other (please specify):

In which region are you based?

- [ ] East Midlands
- [ ] London
- [ ] East of England
- [ ] North East
- [ ] North West
- [ ] South East
- [x] South West
- [ ] West Midlands
- [ ] Yorkshire and the Humber

3. MRN core principles

Questions in this section relate to pages 20 to 21 of the consultation document, 'MRN Core Principles'.

In order to deliver our objectives for the MRN, we believe there are a number of fundamental principles that must be at the heart of our plans for a MRN and its programme of investment. These are:

- **increased certainty of funding**
- **a consistent network**
- **a coordinated investment programme**
- **a focus on enhancement and major renewals**
- **clear local, regional and national roles**
- **strengthening links with the Strategic Road Network**

Q1. Do you agree with the proposed core principles for the MRN outlined in the consultation document?

☐ Yes

☐ No

☐ Don't know

4. MRN core principles

If you answered no, which core principle(s) do you disagree with? Provide an explanation why.

5. Defining the network

Questions in this section relate to pages 22 to 27 of the consultation document, 'Defining the Network'.

The extent of the network must strike a balance between capturing the most economically important regional roads and ensuring that its size is appropriate, enabling investments that can drive an improvement to the level of funding available.

Any definition must make the best use of local and regional knowledge to ensure that the most economically important roads are captured. To strike this balance appropriately, we are proposing the use of both quantitative and qualitative criteria to define the network. This approach ensures:

- the network is coherent, i.e. more than just a set of fragmented sections of road
- the network has a sound, objective analytical basis, yet also has the flexibility to factor in local knowledge and requirements

Q2. To what extent do you agree or disagree with the quantitative criteria outlined in the consultation document and their proposed application?

Strongly agree

Agree

Neither agree nor disagree

Disagree

Strongly disagree

6. Defining the network - quantitative criteria

If you disagree or strongly disagree, what should be the quantitative criteria?

7. Defining the network - qualitative criteria

Q3. To what extent do you agree or disagree with the qualitative criteria outlined in the consultation document and their application?

Strongly agree

Agree

Neither agree not disagree

Disagree

Strongly disagree

8. Defining the network - qualitative criteria

If you disagree or strongly disagree, what should be the qualitative criteria?

9. Defining the network

Q4. Have both the quantitative and qualitative criteria proposed in the consultation document identified all sections of road you feel should be included in the MRN?

☐ Yes

☐ No

☐ Don't know

If no, explain how the criteria are failing to identify a section of road you feel should be included.

Wiltshire Council believes that there is one significant exclusion being the A350 south of A36 (to Poole).

The A350 between M4 (J17) and the south coast is a National Primary Route, and plays a significant role for local economies.

The map accompanying the consultation indicates the section of the A350 between M4 and A36 as MRN - the remainder not.

In quantitative terms, the 'missing' section of the A350 qualifies due to:

- · A350 Poole to Blandford 10,900 AADT with 6% HGVs and 17% LGVs

- · A350 and C13 Blandford to Shaftesbury combined flows 11,000 AADT with 10.6% HGVs and 19.2% LGVs (flows on both routes need to be taken together because there is an advertised one way HGV route management plan in place - vehicles travelling north use the A350 and those travelling south use the C13)

- · A350 Shaftesbury to Dorset boundary 10,500 AADT with 7% HGVs and 20% LGVs.[1]

In qualitative terms, it is argued that

- · The absence of this link would not achieve the consistency and coherence proposed to lie at the heart of the planned network

- · The link is an important North/South connection from the south coast to the SRN (M4) and

- · It provides a connection to the major port of Poole (with significant plans for growth)

DfT colleagues will also be aware of the proposition being advanced by BaNES, Wiltshire and Dorset Councils, respective LEPs, West of England Combined Authority and Poole Harbour Commissioners, who have developed a 'case for action' that highlights the economic value of improving connectivity across this North South corridor – see here http://www.bathnes.gov.uk/sites/default/files/connectivity_prospectus_single_page_version.pdf

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[1] Data supplied by Dorset County Council

Q5. Have the quantitative or qualitative criteria proposed in the consultation document identified sections of road you feel should not be included in the MRN?

☐ Yes

☐ No

☐ Don't know

If they have, explain why these roads should not be included in the MRN.

· **A362 between A361 (Frome) and A36 (Warminster)**

The average daily two way flow from counts taken in 2014 shows that the A362 at the Warminster (A36) end only carried 9,415 vehicles.

The quantitative data alone suggests the inclusion of the A362 as part of the MRN is questionable because the 10,000 vehicles per day threshold is not met.

In addition, it is a road which is not currently or planned to be managed in a way to support MRN status. In context, the A362 has a westbound weight limit which is not commensurate to supporting MRN status. The presence of a weight limit restricts HGV flow. Consequently, data shows that the proportion of HGV traffic westbound is less than 5%.

Moreover, the Council is keen to introduce a two way weight limit on the A362, which further undermines its inclusion in the MRN.

For these reasons, the Council suggests that the A362 should not be afforded MRN status.

10. Defining the network – refreshing the MRN

It will be important for the MRN to remain relevant and reflect the latest data and changes to economic centres and road use. However, this must be balanced against the need to provide a stable platform on which the MRN investment programme can be delivered.

We propose to review the MRN every 5 years to coincide with the existing Road Investment Strategy (RIS) timetable. This will involve updating and reviewing the data that are used and engagement with all bodies involved in the delivery of the MRN programme.

Q6. Do you agree with the proposal for how the MRN should be reviewed in future years?

☐ Yes

☐ No

☐ Don't know

If you answered no, how should the MRN be reviewed in future years?

11. Investment planning

Questions in this section relate to pages 28 to 31 of the consultation document, 'Investment Planning'.

The creation of the MRN should support long-term strategic consideration of investment needs in order to make best use of the targeted funding that will be made available from the National Roads Fund and deliver the best possible result for the user. The important national and regional role played by roads included in the MRN means that individual local authorities cannot plan investments in isolation, nor can decisions be completely centralised at either a regional or national level.

As set out in the core principles section of the consultation document we propose that, alongside the local role of highways authorities, there needs to be a strong regional focus for investment planning within a consistent national network. The consultation document sets out roles for:

- **local bodies (such as local authorities and local highways authorities)**
- **regional bodies (such as sub-national transport bodies)**
- **national bodies (such as the department)**

Q7. To what extent do you agree or disagree with the roles outlined in the consultation document for:

	Strongly agree	Agree	Neither agree not disagree	Disagree	Strongly disagree
Local bodies		☐			
Regional bodies		☐			
National bodies		☐			

If you have selected Disagree or Disagree Strongly for any of the proposed roles, what should the role involve? Specify which role you're referring to, ie local, regional or national.

12. Additional roles and responsibilities

Q8. What additional responsibilities, if any, should be included? State at which level these roles should be allocated.

Q9. Do you agree with our proposals to agree regional groupings to support the investment planning of the MRN in areas where no sub-national transport bodies (STBs) exist?

☑ Yes

☐ No

☐ Don't know

If you answered no, explain how the MRN should be managed in regions where no STBs exist.

To maximise the role of local authorities in the Major Road Network decision making process, local authorities in South West England are currently engaged in discussions to determine options for forming at least two Sub-National Transport Bodies for the region.

Current proposals have this split on an east / west basis. Regardless of the outcome of this discussion the South West region will retain a co-operative narrative focussing on shared strategic travel corridors.

The development of the Sub-National Transport Bodies will enable flexibility in determining investment priorities.

13. Investment planning – regional evidence base

We propose that STBs or regional groups would be responsible for developing a regional evidence base which would be the basis for the development of the MRN investment programme. Where STBs exist we expect that the regional evidence base would be developed from the existing statutory transport strategies for which STBs are responsible.

The regional evidence base would be evidence-based and should not be limited to performing a mechanical sifting exercise. As a minimum, the department would expect them to comprise the following:

- an assessment of the overall condition of the existing network and its performance.

- the identification of network-wide issues and priority corridors.

- analysis of potential region-wide solutions and the development of specific interventions to tackle the issues identified over at least a 5 year period, although we expect and encourage STBs or regions to look beyond this in their strategic planning.

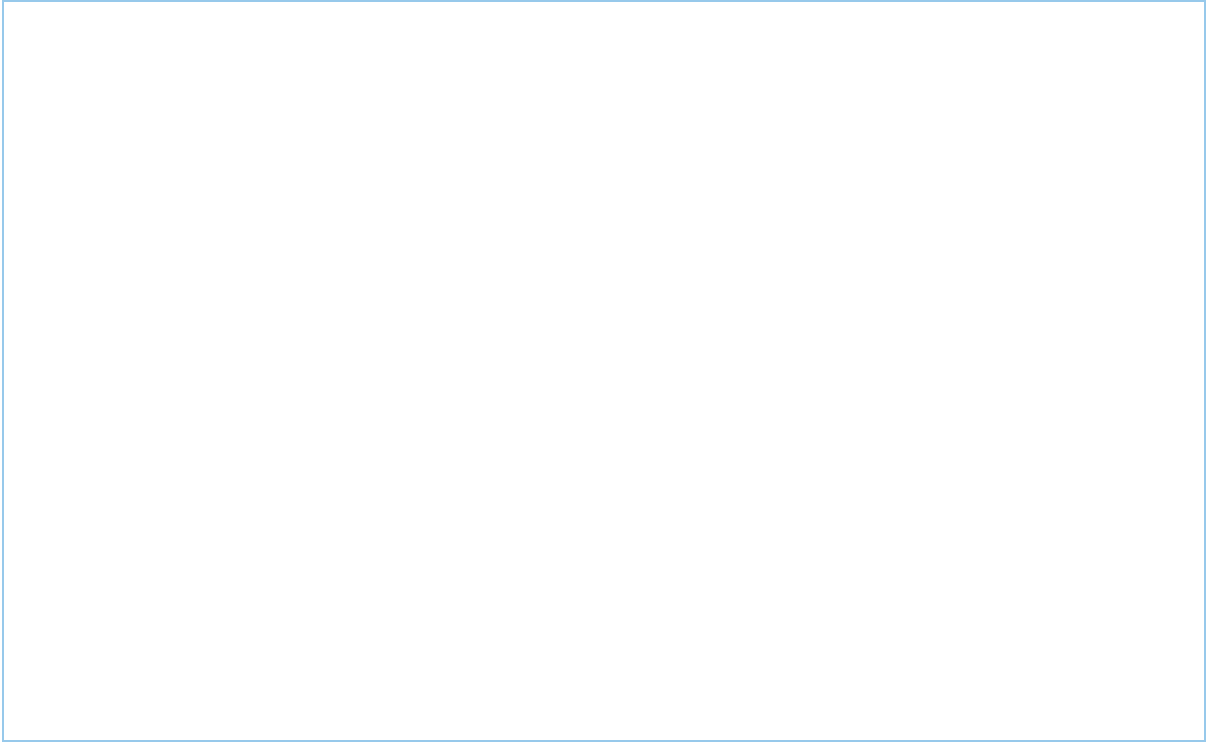- an assessment of the potential sequencing of the schemes identified.

Q10. Are there any other factors, or evidence, that should be included within the scope of the regional evidence bases?

Yes

No

Don't know

If you answered yes, describe the additional factors or evidence you feel should be within the scope of the regional evidence bases.

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14. Investment planning – the role of Highways England

A core principle of the MRN programme is to bring more coordinated planning to these important roads. Given Highways England's experience in road investment planning, and the need to ensure a seamless transition between the SRN and MRN, we propose that Highways England, the body responsible for running the SRN, should also have a role in the MRN Programme. This role could include:

- **programme support** - Highways England could have a role in the governance of the MRN investment programme advising the department on the development of the MRN pipeline and its interactions with the SRN, and providing wider support as needed.

- **analytical support** - Highways England could support the department in analysing the regional evidence bases in order to prepare advice to ministers on the MRN investment programme.

- **cost estimate support** - Highways England could support the department in assessing scheme cost estimates.

- **delivery support** - Highways England could support, if required, LAs in the delivery of agreed MRN schemes. This could include advising LAs on design and development as well as supporting access to the supply chain to enable LAs to take advantage of economies of scale that may be available.

Q11. Do you agree with the role that has been outlined in the consultation document for Highways England?

☐ Yes

☒ No

☐ Don't know

If you answered no, what should be the role of Highways England?

The programme and analysis roles seem appropriate for HE in the context of any interactions with the SRN.

Where there is no significant impact on the SRN, the suggested value of HE becoming involved in cost estimating and delivery is not persuasive.

Experience suggests that HE's processes can be overly complex, and may not be either helpful or effective when considering schemes on the local highway network that require a more proportional approach.

Aside from the above, HE's capacity to resource their existing commitments is extremely stretched – it seems unlikely that they would have sufficient capacity to support an additional demand such as that proposed.

15. Eligibility criteria

Questions in this section relate to pages 32 to 35 of the consultation document, 'Eligibility and investment assessment criteria'.

The department does not intend to replace existing funding streams such as formula funding for Highway Maintenance or Integrated Transport Block funding which may be directed to any LA roads including the MRN network. For that reason, we propose that funding to improve and enhance the MRN should be targeted towards significant interventions that will transform important stretches of the network.

We propose that only proposals for contributions of £20 million or over will be considered for MRN funding. As we want this fund to benefit all areas of the country and produce an improvement for users across the network we would expect that most funding requests would not exceed £50 million, where there is a strong case we would be willing to consider scheme proposals requiring higher contributions, up to a maximum of £100 million.

To get the best value for money, regions and local authority promoters should work to minimise scheme costs through scheme optimisation and the securing of third party contributions, alongside local contributions. We are proposing the following schemes would be eligible for MRN funding:

- **bypasses**

- **missing road links**

- **widening of existing MRN roads**

- **major structural renewals**

- **major junction improvements**

- **variable message signs**

- **traffic management and the use of smart technology and data**

- **packages of improvements**

Q12. Do you agree with the cost thresholds outlined in the consultation document?

☐ Yes

☐ No

☐ Don't know

If you answered no, what should be the cost thresholds?

Wiltshire Council suggests that the entry level minimum of £20m should be lower – at £10m.

Although bypass schemes will typically exceed the £20m threshold, the other scheme types may not.

They represent the range of lower cost/high value initiatives that are capable of securing precisely the sort of outcomes envisaged from the Fund – an entry level of £20m may well have the perverse effect of excluding them from consideration.

Q13. Do you agree with the eligibility criteria outlined in the consultation document?

☐ Yes

☐ No

☐ Don't know

If you answered no, what should the eligibility criteria be?

16. Investment assessment criteria

To support the development of regional evidence bases and a national investment programme we are proposing that a clear set of criteria be developed. These support the government's overarching objectives for the MRN programme whilst providing local and regional bodies the flexibility to develop proposals that support the delivery of local and regional objectives.

We propose that these criteria should be as follows:

Objective	Criteria
Reduce Congestion	o Alleviate Congestion o Environmental Impacts: o Improve air quality and biodiversity o Reduce noise and risk of flooding o Protect water quality, landscape and cultural heritage sites
Support Economic Growth & Rebalancing	o Industrial Strategy: Supports regional strategic goals to boost economic growth o Economic Impact: Improve ability to access new or existing employment sites o Trade & Gateways Impact: Improve international connectivity, e.g. access to ports & airports
Support Housing Delivery	o Support the creation of new housing developments by improving access to future development sites and boosting suitable land capacity
Supporting All Road Users	o Deliver benefits for non-motorised users, including cyclists, pedestrians and disabled people o Safety Benefits: Reduce the risk of deaths/serious injuries for all users of the MRN
Support the SRN	o Improve end to end journey times across both networks. o Improve journey time reliability o Improve SRN resilience

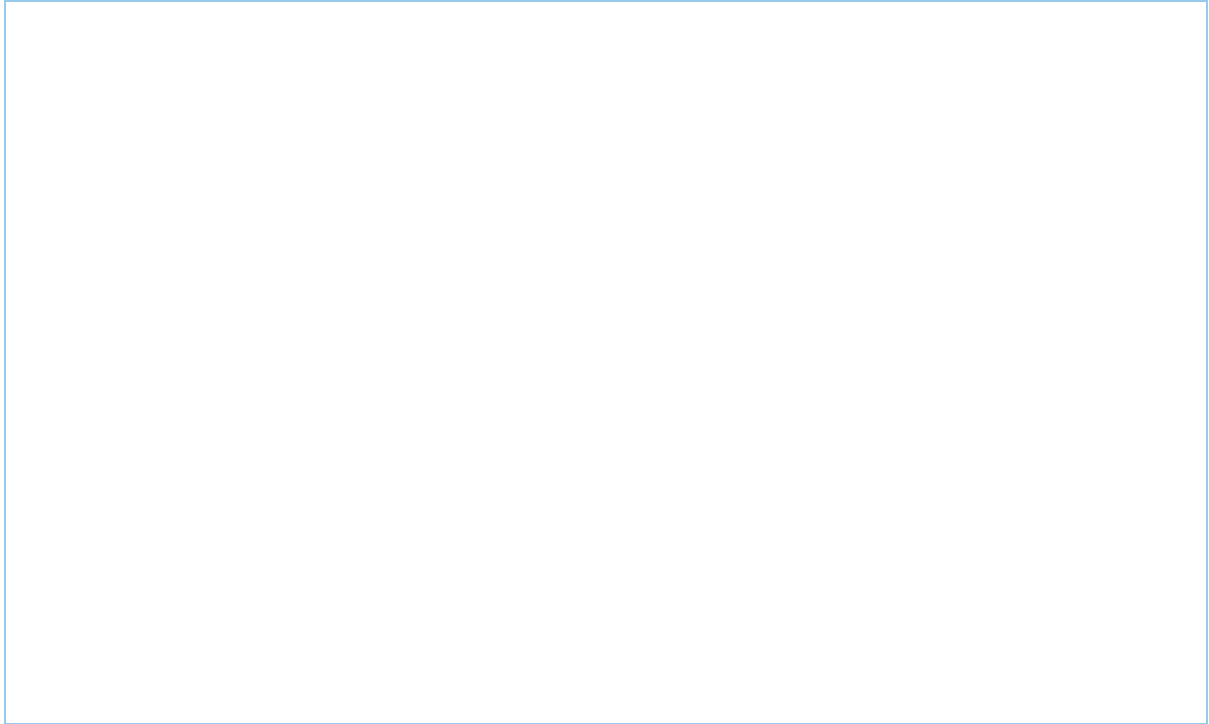**Q14. Do you agree with the investment assessment criteria outlined in the consultation document?**
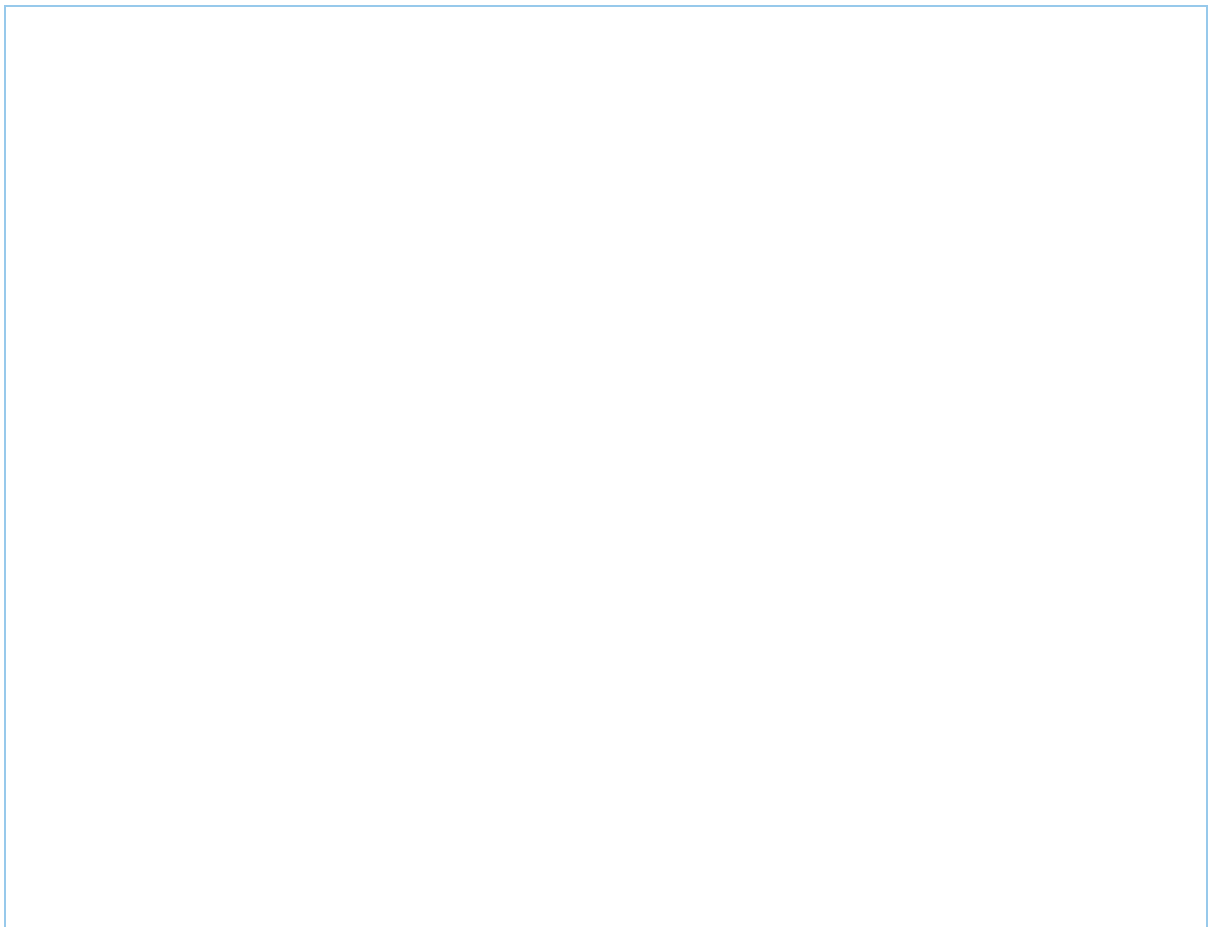
☐ Yes

☐ No

☐ Don't know

If you answered no, what should the investment assessment criteria be?

Q15. In addition to the eligibility and assessment criteria described what, if any, additional criteria should be included in the proposal? Please be as detailed as possible.

17. Other considerations

Q16. Is there anything further you would like added to the MRN proposal?

Resource Funding

It is understood that scheme promotors will have to fund development costs up to OBC stage.

When the Large Local Majors Fund was announced in 2016, it explicitly acknowledged that the inability of local bodies to afford early stage development costs was a significant barrier to schemes being brought forward.

The 'development fund' was a way of addressing that.

The initial resource challenge for local bodies will be the work required to produce Regional Evidence Bases – the unsupported funding for development of Outline Business Cases will present an even greater dilemma.

Rough science puts OBC costs at around 3-4% of estimated scheme costs.

Competitive funding streams are typically overbid by at least 5 times over - with an annual MRN budget of, say, £1bn, that might attract an at risk gamble of around £150 - 200m across the country pa.

That will be unaffordable.

MRN should acknowledge this issue in the same way as was recognised by the Large Local Majors Fund.

Not to do so will inhibit the capacity of LAs to bring forward schemes, and inevitably compromise the pipeline of projects.

The creation of a 'development fund' to assist with:

· The assembly of Regional Evidence Bases and

· Pre OBC development work

should be given serious consideration.

MRN/PRN

There may be unintended confusion comparing MRN with PRN.

The consultation suggests that there are only two types of road – the Strategic Road Network (SRN), and the Local Road Network (LRN).

The MRN is put forward as a type of road that would lie between those two categories, broadly described as *"…the most economically important local authority 'A' roads…".*

There is not a single mention in the document of the Primary Route Network (PRN) – however DfT elsewhere[2] describe the PRN as *"…roads between places of traffic importance across the UK…"*

To many they will appear much the same, however the way in which they are defined is subtly different.

By way of example in Wiltshire, there will be situations where parts of the PRN form part of the advisory freight network, although those links will not be part of the MRN.

It would be useful if the distinction in status could be acknowledged and explained.

[2] Guidance on Road Classification and the Primary Route Network - DfT 2013

Wiltshire Council

Cabinet

27 March 2018

Subject:	**The Enterprise Network - Old Fire Station Extension**
Cabinet Member:	**Cllr Baroness Scott of Bybrook OBE** **Leader of Wiltshire Council**
Key Decision:	**Yes**

Executive Summary

Cabinet approved the business case for the extension of the Old Fire Station Enterprise Centre and placed the project on the Forward Plan in September 2016, with a caveat noting that if Council funding is required the proposal will be brought back to Cabinet.

Council funding is required, and the proposal to Cabinet is a request to borrow £500k from the Public Works Loan Board to match against £500k secured through European Structural and Investment Fund (ESIF) to refurbish an extension at the Old Fire Station Enterprise Centre in Salisbury.

Proposal

To approve borrowing £500k from the Public Works Loan Board to match against £500k secured through European Structural and Investment Fund (ESIF) to refurbish an extension at the Old Fire Station Enterprise Centre in Salisbury enabling the previously approved business case to progress to delivery.

Reason for Proposal

Funding for this project has been sought through an initial application to the Growing Places Infrastructure Fund (GPIF) which was not awarded, on the recommendation of the Section 151 officer, advising that funds could be borrowed more cheaply elsewhere.

A subsequent application was made to the European Structural and Investment Fund for an amount of £500k– to be matched by the applicant / partners 50:50 (total project value £1m). This has passed the first stage and has now proceeded to full application.

Cost effective borrowing of £500k from the Public Works Loan Board would match £500k secured through European Structural and Investment Fund (ESIF).

Cabinet approval is sought as Council funding through the Public Works Loan Board is required to realise the business case for the extension of the Old Fire Station Enterprise Centre.

Alistair Cunningham – Corporate Director

Wiltshire Council

Cabinet

27 March 2018

Subject:	**The Enterprise Network - Old Fire Station Extension**
Cabinet Member:	**Cllr Baroness Scott of Bybrook OBE** **Leader of Wiltshire Council**
Key Decision:	**Yes**

Purpose of Report

1. To authorise submission of the full application to European Structural and Investment Fund (ESIF) with £500k match funding provided by borrowing from the Public Works Loan Board.

Relevance to the Council's Business Plan

2. This agreement will support the development of sustainable communities and a resilient economy through economic development activity. The project will underpin the Wiltshire Council Business Plan priority "to increase the number of businesses that start up and support those in existence to grow and invest" and "to continue supporting businesses across the LEP area with initiatives such as the ERDF SME Growth Project; Growth Hub; The Enterprise Network and Wiltshire 100". The proposed extension of the Salisbury Enterprise Centre will help to address the Council's priority to boost the local economy; creating and safeguarding jobs by stimulating economic growth in partnership with the Swindon and Wiltshire Local Enterprise Partnership.

Background

3. The Enterprise Network (TEN) is a project delivering business space for new and early growth businesses operating with the oversight of the LEP. Four Centres were established in 2013/14 alongside six satellite centres offering office and light industrial workspace. The four TEN-managed centres have grown to achieve occupancy levels of 70-80% with the centres in Salisbury and Trowbridge being fully occupied. During the period 2016-17 141 businesses were supported with physical space. Many more were supported with networking events, training and grant support.

4. The demand for space in Salisbury exceeds supply. The planned extension will add around 18 additional offices and flexible work and meeting spaces through refurbishment of the adjoining, unutilised section of the building (previously Social Services) which will be refurbished with this funding. Physical workspace will be provisioned with on-site business support and development services.

5. This project was placed on the Forward Plan in 2016 when Cabinet approved the business case for the extension of the Old Fire Station Enterprise Centre, with a caveat noting that if Council funding is required the proposal will be brought back to Cabinet. The rationale for the approval of the extension was cited as "*The Old Fire Station*

building is currently underused and the Enterprise Centre is oversubscribed having already demonstrated considerable success in providing a much needed service, assisting business growth and generating jobs. There is a lack of business workspace in the centre of Salisbury as a result of commercial pressure to convert property to residential use. This risks having a knock on effect of decreasing the overall vitality and attractiveness of the retail core. Providing for and stimulating the demand for office space for new start-ups will have considerable economic benefit for the area while maximising the usage of one of the Council's assets."

Main Considerations for the Council

6. TEN are seeking to enter a funding agreement with DCLG to obtain £500k to refurbish the unutilised part of the Old Fire Station premises. Borrowing of £500k to match this is sought from the Public Works Loan Board.

7. The funding will enable the previously approved business case proposal to be realised. This involves converting the remainder of the Salisbury Old Fire Station building (corner of Salt Lane and Endless Street), doubling the existing workspace. An outline floor plan is attached (**Appendix 2**).

8. This will involve refurbishing the redundant half of the building, making good and repairing the roof, undertaking general repairs and fit out as contemporary start up business units. If the building continues to deteriorate, it would result in considerably higher costs in future to either remediate the building or significant loss in the sale value.

9. There is strong demand for space of this type in Salisbury. The current operation in the Old Fire Station was 81% occupied within 12 months of opening and is now 100% with a strong waiting list.

10. Extending the Salisbury Enterprise Centre will allow more small businesses the chance to operate in the city centre, where there is an identified shortage, in part as a result of 'above retail' office accommodation being changed to residential use.

11. Retention of business and office accommodation, as well as provision of a range of business services and networking opportunities, will help maintain/increase the vitality and vibrancy of the city centre.

12. The proposal will also create additional income that can be used to support costs at other TEN centres where the optimum occupancy is taking longer to achieve increasing the overall sustainability of the service.

13. The project will result in a refurbished, attractive asset with an increased value that the Council could sell on as a going concern at some point in the future.

14. It will also contribute towards creating a more vibrant local economy and consolidate the business support offer.

15. The 18 new offices, provide a minimum of 46 desks, potentially delivering an additional 75 jobs per annum, plus ancillary off site employment likely to factor (e.g. administrative businesses employing field based workers e.g. domiciliary care enterprises). The additional space will provide local employment opportunities close to local homes.

16. The development of the Old Fire Station in its central location will enhance business activity in Salisbury and benefit from being within an existing Business Improvement District.

17. The Section 151 Officer has indicated that borrowing from the Public Works Loan Board is a more appropriate way of funding this project, and this directive was key in rejecting an application to the Growing Places Infrastructure Fund (GPIF). Potential funding from European and other national programmes has been explored leading to £500K match funding through the European Structural and Investment Fund (ESIF).

18. Senior officers' projections show that the anticipated revenue from rental income and room hire from the extension would generate a net surplus after operating costs, which could be used to repay borrowing.

Overview and Scrutiny Engagement

19. There is no requirement for Overview and Scrutiny.

Safeguarding Implications

20. There are no safeguarding implications.

Public Health Implications

21. Improving access to employment has an overall benefit to public health locally as there is a proven link between jobs, financial security and better health.

Procurement Implications

22. Wiltshire Council Procurement regulations will be followed for all items of expenditure. Advice and guidance has been sought and will continue to be sought from the Corporate Procurement Unit prior to embarking on any procurement activities.

Equalities Impact of the Proposal

23. There is no requirement for an Equality Analysis regarding the decision to approve applying for a loan. There will need to be an assessment of equality impacts during planning/design of the refurbishment, particularly in regard to access to the building and services provided.

Environmental and Climate Change Considerations

24. Refurbishment of the remainder of the building will help maintain and preserve the fabric of the building and prevent further deterioration. Refurbishment and repairs to the roof will also improve the buildings overall efficiency and reduce heat loss.

Risks that may arise if the proposed decision and related work is not taken

25. The previously approved project will be delayed or shelved.

    (i)   The building continues to deteriorate resulting in considerably higher costs in future to either remediate the building or significant loss in the sale value.

    (ii)   Failure to improve the income stream to the wider TEN operation will have an impact on its future sustainability and self-sufficiency resulting in either reduction of closure of the programme.

    (iii)   There is a potential loss of growth businesses from Salisbury as result of lack of suitable space.

Risks that may arise if the proposed decision is taken and actions that will be taken to manage these risks

Risk	Impact (0-4)	Prob (0-4)	Total	Mitigation
Project cost exceeds funds available.	4	2	8	A full cost appraisal will be undertaken at the start of the project and any necessary cost engineering to keep the project within the budget envelope. Tight project management controls will be put in place and the project will be developed in conjunction with the programme office. The forecast figures provide contingency for repaying a higher value loan. Potential match funding from ESIF is in the pipeline.
Cost escalation due to unknown / unforeseen issues.	3	2	6	A full survey will be carried out to identify the extent of construction risk and required contingency. Ongoing monitoring throughout delivery will ensure further issues and risks are identified early and dealt with efficiently.
Lack of buy-in from local partners.	2	2	4	Ongoing liaison with local partners will continue. A user/design group has been established to ensure the project is delivered to the specifications required by the end user.
Delay in the project delivery / completion time	2	2	4	A detailed project plan will be prepared in advance. Funding will only be drawn down when project is ready to commence.

Risk	Impact (0-4)	Prob (0-4)	Total	Mitigation
Insufficient income generated over project lifetime to repay loan	3	2	6	Evidence has been gathered which demonstrates a high level of demand. More of the resources of the wider TEN service can be directed at marketing and promotional efforts. Alternative letting arrangements and target markets could be considered i.e. pop up retail, Contingency has been allowed in the cash flow forecast to increase the percentage of the operating margin used to repay any borrowing. The building could be sold either as a going concern or as a refurbished building for office use or if necessary as a potential residential conversion if for any reason it is not viable. This would enable the council to recoup its borrowing.

Financial Implications

26. The financial model is based on certain assumptions around utility costs, staffing levels and occupancy achieved. The costs are based on figures prepared by Steele Davies and officers from the property service. Full costings will be supplied before the money is drawn down. The revenue part of the European funding will support staff costs to facilitate the capital build and operate the building.

27. The running and projected income costs are based on the operation of the existing centre. It should be noted that the income from operating half the building already covers the business rates for the whole building.

Legal Implications

28. There are no specific legal implications beyond normal procurement regulations.

29. The building will be operated as a TEN centre as is the current situation. It will simply be bigger with an accompanying increase in turnover.

Options Considered

30. Option 1 – to obtain funding from other grant sources. This avenue has been tested without success.

31. 15. Option 2 – borrow the £500k from the submit Public Works Loan Board and submit a full application in order to secure the £500k funds from ESIF.

32. 15. Option 3 – do not refurbish the unutilised part of the Old Fire Station. This would miss an opportunity to grow The Enterprise Network and support business across the LEP area. The 500k funds from ESIF would not be drawn down.

Conclusions

33. Cabinet support for the Economic Development recommendation to submit the full application for £500k with the £500k secured from the Public Works Loan Board (total project value £1m) will enable to previously approved business case to be realised. Redevelopment of the remainder of the building as an extension to the successful Enterprise Centre is both financially viable and beneficial to the local economy. Furthermore it will safeguard and enhance the value of a Council asset.

Tim Martienssen (Director - Economic Development and Planning)
Report Author: Rachel Finlay Senior Development Officer (ED&P with responsibility for The Enterprise Network).
Date of report 23.02.18

Appendices

Appendix 1: Floor plans (x4 before & after)
Appendix 2: Cash flow spreadsheet (Cash flow_capital costs_OFS2.xls)

Background Papers

The following documents have been relied on in the preparation of this report: none

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OLD FIRE STATION ENTERPRISE CENTRE EXTENSION

MULTI-YEAR CASH FLOW FORECAST v1	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	Year 11	Year 12	Year 13	Year 14	Year 15	Total
	£	£	£	£	£	£	£	£	£	£	£	£	£	£	£	£
SALES																
Rental income - PHASE II OFSEC EC	60,840	123,240	147,030	160,160	160,160	160,160	160,160	160,160	160,160	171,600	171,600	171,600	171,600	171,600	171,600	2,321,670
Total Sales	60,840	123,240	147,030	160,160	160,160	160,160	160,160	160,160	160,160	171,600	171,600	171,600	171,600	171,600	171,600	2,321,670
OTHER INCOME																
GPIF Capital Grant (loan)	750,000															
Additional income from comensurate rent increase to tenants resident in the existing OFSEC EC phase I	8,320	8,320	12,480	16,640	16,640	16,640	16,640	16,640	16,640	20,800	20,800	20,800	20,800	20,800	20,800	253,760
Total Income	819,160	131,560	159,510	176,800	176,800	176,800	176,800	176,800	176,800	192,400	192,400	192,400	192,400	192,400	192,400	2,575,430
OVERHEADS																
Staffing Costs	13,500	13,635	13,771	13,909	14,048	14,189	14,331	14,474	14,619	14,765	14,912	15,062	15,212	15,364	15,518	217,308
CENTRE RUNNING EXPENSES																0
Water	575	604	634	666	699	734	771	809	850	892	937	983	1,033	1,084	1,138	12,408
Electricity	2,880	3,024	3,175	3,334	3,501	3,676	3,859	4,052	4,255	4,468	4,691	4,926	5,172	5,431	5,702	62,146
Gas	1,225	1,286	1,351	1,418	1,489	1,563	1,642	1,724	1,810	1,900	1,995	2,095	2,200	2,310	2,425	26,434
Business rates	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Property maintenance	0	0	0	5,000	5,150	5,305	5,464	5,628	5,796	5,970	6,149	6,334	6,524	6,720	6,921	70,960
Planned servicing	2,000	2,060	2,122	2,185	2,251	2,319	2,388	2,460	2,534	2,610	2,688	2,768	2,852	2,937	3,025	37,198
Cleaning & Waste	4,950	5,099	5,251	5,409	5,571	5,738	5,911	6,088	6,271	6,459	6,652	6,852	7,058	7,269	7,487	92,065
Insurance	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Marketing	1,000	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1,000
Legal & Professional	0		0	0	0	0	0	0	0	0	0	0		0	0	0
Evaluation (intermediate and final)	0	0	0		0	0	0	0	0	0	0	0	0	0	0	0
Office Equipment	2,500	0	0	500	0	0	500	0	0	500	0	0	500	0	0	4,500
Consumables	700	1,000	1,400	1,442	1,485	1,530	1,576	1,623	1,672	1,722	1,773	1,827	1,881	1,938	1,996	23,565
ICT on-going	2,175	2,175	1,785	1,874	1,968	2,066	2,170	2,278	2,392	2,512	2,637	2,769	2,908	3,053	3,206	35,968
Server & Switches	12,500	0	0	0	0	0	0	0	0	0	0	0	0	0	0	12,500
Contingency	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Inflation (allowed for in yoy increments)	0	0	0	0	0	0	0	0	0	0	0	0	0		0	0
Total Overheads	44,005	28,883	29,489	35,737	36,162	37,119	38,610	39,135	40,197	41,797	42,436	43,616	45,339	46,106	47,419	596,051
Conversion costs																0
Build costs (Demolition & Alterations)	90,000															90,000
Roof	80,000															80,000
Repairs (incl. windows/doors)	50,000															50,000
Mechanical & Electrical	240,000															240,000
Refurbishment (Décor & finishing)	70,000															70,000
IT cabling/installation	10,400															10,400
Building remedial costs e.g. asbestos removal	20,000															20,000
Preliminaries/Design Risk/Contingency	42,000															42,000
Planning fees	45,000															45,000
Professional Fees 10%	70,000															70,000
Contingency	32,600															32,600
Total Conversion Costs	750,000	0	0	0	0	0	0	0	0	0	0	0	0	0	0	750,000
Income	819,160	131,560	159,510	176,800	176,800	176,800	176,800	176,800	176,800	192,400	192,400	192,400	192,400	192,400	192,400	
Outgoings	794,005	28,883	29,489	35,737	36,162	37,119	38,610	39,135	40,197	41,797	42,436	43,616	45,339	46,106	47,419	
Balance	25,155	102,678	130,021	141,063	140,638	139,681	138,190	137,665	136,603	150,603	149,964	148,784	147,061	146,294	144,981	
Loan repayment @ 75% operating margin p/a	18,866	77,008	97,516	105,797	105,478	104,761	103,643	103,248	102,452	112,952						
Cumulative loan repayment	18,866	95,874	193,390	299,187	404,665	509,426	613,068	716,317	818,769	931,721						
Residual 25% to TEN project	0	25,669	32,505	35,266	35,159	34,920	34,548	34,416	34,151	37,651						
Loan repayment @ 95% operating margin p/a	23,897	97,544	123,520	134,009	133,606	132,697	131,281	130,781	129,773							
Cumulative loan repayment	23,897	121,441	244,961	378,970	512,576	645,273	776,553	907,335	1,037,107							
Residual 5% to TEN project	0	5,134	6,501	7,053	7,032	6,984	6,910	6,883	6,830							
Loan repayment @ 100% operating margin p/a	25,155	102,678	130,021	141,063	140,638	139,681	138,190	137,665	136,603	150,603						
Cumulative loan repayment	25,155	127,833	257,853	398,916	539,554	679,234	817,424	955,089	1,091,692	1,242,295						
	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	Year 11	Year 12	Year 13	Year 14	Year 15	Total

NOTES

SALES

Rental income - Salisbury Centre | Based on 46 rentable desks (approx. 19 office units) @ £60 per desk per week assuming no discounts apply for larger units due to local demand. Assume 2 desks available at any time for 'churn' i.e. model based on 90%+ max occupancy. Occupancy target Y1 = 75% (36 desks let by year end, 6 in Q1/2 & 12 in Q3/4 cumulative) , Y2 87% (42 desks let), Y3 91% (44 desks let) rolling 90%+ occupancy thereon. Rent reviewed to £65 per desk in Y3 and £70 per desk in Y4 onwards - *see calculations on next tab*

OTHER INCOME

GPIF Capital Grant (loan) | **REQUESTED LOAN £500k.**

TEN Income Share | Additional income from comensurate rent increase to tenants resident in the existing OFSEC EC phase I - based on bringing 50% pf additional income across to Phase II budget - see calculations on next tab

OVERHEADS

Development Officer | No costs allocated as DO already employed with costs covered elsewhere in TEN budget. Should we take a proportion of the F/T cost here?
Staffing Costs | Asssume half of a F/T roll Grade H SPC 25 £22,212 allow for NI/Pension @£4.75Kpa = Gross £27K) allow 1% yoy increment.
Centre running expenses
Water | 1/4 of 2015/16 budget from TEN Business Plan + 5% yoy increase
Electricity | Based on actual av monthly invoices 2015 @ £240 x 12 = 2880 pa + 5% yoy increase
Gas | Based on actual March-Dec figure 2014/15 @ £919 / 9 x 12 = £1225 pa + 5% yoy increase
Business rates | Rateable value for entire site @ £59K actual payment £24,896/2 + 3% yoy - figures checked with Phil Ruddle !!OFSEC already covering rates for both halves of site!! Not accounted for here therfore as the costs are currently covered elsewhere in the TEN Budget
Property maintenance | Allowance for necessary repairs & ad hoc works as needed, assuming refurbishment works subject to min 3yrs guarantee so active from Y4 & based on estimate taken from TEN Business Plan 14/15
Planned maintenance | Regular annual services e.g. boiler/lights/fire extinguishers and monitoring of file alarm etc. based on 2015 projections + 3% yoy
Cleaning & Waste | Cleaning rota & waste to replicate scope and scale as current at OFS. Figures based on TEN budget 2014/15 + 3% yoy (Churchill/Initial/Hills)
Insurance | No insurance bills for TEN to date
Marketing | £10K pa already budgeted for TEN - allow extra for initial OFS Extension marketing - e.g. new brochure/launch event nominal £1K
Legal & Professional | No current allowance in TEN budget
Evaluation (intermediate and final) | No current allowance as this is a loan based budget not a grant based budget
Office Equipment | Desks/Chairs/Meeting Room furniture taken from old WC stock - no charge. Allowance for post boxes/fire extinguishers/refreshment station with kettle & microwave/dressing etc. based on actual spend figures
Consumables | Consumables e.g. tea/coffee, stationery, loo rolls etc. based on actual, current costs scaled to allow for build up in occupation and with a 3% yoy increase from Y3
ICT on going | Local network costs based on actual £525 p/a, VoIP costs @ £3.50pm based on scaled occupancy to max 30 (15 Y1 + 15 Y2 only) & include supply new handsets (£68 each - 15 Y1 + 15 Y2 only). 5% yoy increment after Y3. Assume use of existing Virgin Broadband leased line (annual actual cost £995),
Server & Switches | Based on actual cost for OFS
Contingency | Should a contingency figure be allowed yoy? Contingency for refurb work included below - this would simply be an operating cost contingency
Inflation | Worked into figures already at 3% and 5%

Conversion costs | Approximate and estimated figures from Steele Davis, these figures aligned with projected figures/preliminary estimates for the original OFS refurbishment dating to 2012 + 10% allowed for inflation + 5% for scale up to slightly larger site. N.B. The new site is marginally larger than the existing OFS site.

Build costs (Demolition & Alterations)
Roof | The figure here allows for a comprehensive 'make good' of the existing roof of just this side of the building. Figure taken from the 2012 estimate + £30K contingency There *is* an opportunity to look at replacing the roof of the entire site, but this may not be necessary and could be cost prohibitive.

Repairs (incl. windows/doors) |
Mechanical & Electrical | The figure used was based on a projected 41 desks and 2 meeting rooms in the original 2012 plan - this is broadly commensurate with estimates of the amount of lettable space to be created in the extension

Refurbishment (Décor & finishing) |
IT cabling | Installation based on *actual* Stickman costs for OFS £7750 + 10%
Building Remedial Costs e.g. Asbestos removal | There is asbestos in the building but I can find no references to asbestos removal or separate costings for this from the original refurbishment of the current OFS site.
Preliminaries/Design Risk/Contingency | Assume that this cost line covers an element of fee for preliminary viability work incl. professional services e.g. commissioning a mechanical survey or feasibility report likely to be incurred?
Planning fees | Would planning fees be incurred or would these be treated as internal cross-charge elements? Allownce shown here
Professional Fees | Estimate approx 10% of build costs
Contingency | A small allowance for contingencies

Income | Sum of projected rental and meeting room income (+ loan amount in Y1)
Outgoings | Sum of overheads (and conversions costs in Y1)
Balance | Difference between income & outgoing costs

Loan repayment @ 75% operating margin p/a | Annual amount repayable to GPIF fund taken as 75% of operating margin for extension side of OFS only with residual 25% returned to support TEN project
Cumulative loan repayment | Cumulative amount of above - *n.b. total loan will be paid off after between years 8/9*

Loan repayment @ 95% operating margin p/a | Annual amount repayable to GPIF fund taken as 95% of operating margin for extension side of OFS only with residual 5% returned to support TEN project
Cumulative loan repayment | **** Loan repaid in between Y6 & Y7**

Loan repayment @ 100% operating margin p/a | Annual amount repayable to GPIF fund taken as 100% of operating margin for extension side of OFS only
Cumulative loan repayment | **** Loan repaid in between Y6 & Y7**

Rental income calculation

Based on 46 rentable desks (approx. 19 office units) @ £60 per desk per week

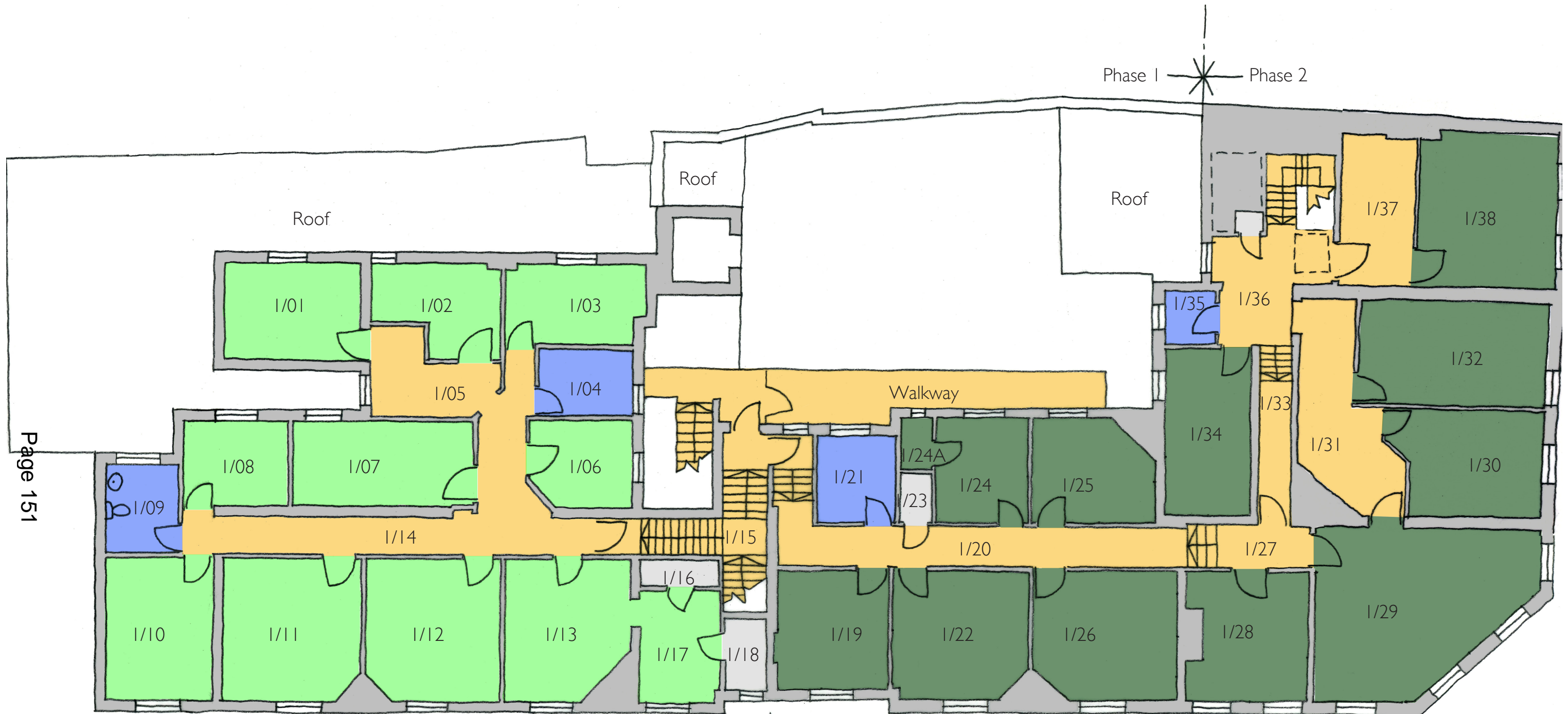Assuming no discounts apply for larger units due to local demand.

Assume high uptake in Y1 as model and demand proven

Assume 2 desks available at any time for 'churn' i.e. model based on 90%+ max occupancy.

Higher rent per desk from outsent @ £60 per desk per week - reflected across all insitu tenants (first rental increase in 3 years of operation) with subsequent rent increases in Y3, Y4 and Y1

Y1						Y1 - additional income from OFSEC 1 with increased rental				
Desks let	Rate per desk	No of weeks let	Rental income	Total		Desks let	Xtra per desk	No of weeks let	Rental income	Total
6	£60	52	£18,720			16	£10	52	£8,320	
6	£60	39	£14,040							
12	£60	26	£18,720							
12	£60	13	£9,360	**£60,840**						**£8,320**
Y2						**Y2**				
2	£60	39	£4,680			16	£10	52	£8,320	
4	£60	26	£6,240							
36	£60	52	£112,320	**£123,240**						**£8,320**
Y3						**Y3**				
2	£65	39	£5,070			16	£15	52	£12,480	
42	£65	52	£141,960	**£147,030**						**£12,480**
Y4						**Y4**				
44	£70	52	£160,160	**£160,160**		16	£20	52	£16,640	**£16,640**
Y5-Y9						**Y5-Y9**				
44	£70	52	£160,160	**£160,160**		16	£20	52	£16,640	**£16,640**
Y10-Y15						**Y10-Y15**				
44	£75	52	£171,600	**£171,600**		16	£25	52	£20,800	**£20,800**

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Phase 1 — Phase 2

Roof

Roof

Roof

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1/02

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Walkway

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Phase 1 — Phase 2

Key:

- Rentable Office Space
- Meeting Rooms
- Flexible / Event Space
- Not in Use
- Kitchen / Tea Point
- WC / Showers
- Store / Plant / Risers
- Circulation

0 — 5m

1:100 @ A3

North

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Wiltshire Council

Cabinet

27 March 2018

Subject: **Land at Middlefields, Hungerdown Lane Chippenham**

Cabinet Member: **Cllr Toby Sturgis - Spatial Planning, Development Management and Property**

Key Decision: **Yes**

Executive Summary

At its meeting on 15th September 2015, the Council's Cabinet Capital Assets Committee, approved the sale of around 0.59 hectares (1.45 acres) forming part of the land at Middlefields, Hungerdown lane, Chippenham to The Orders of St John Care Trust (OSJCT).
The sale did not complete and the Trust no longer requires the land.

Proposals
To authorise the Director for Housing and Commercial Development, in consultation with the Cabinet Member for Spatial Planning, Development Management and Property to dispose of freehold interest of around 0.59 hectares (1.45 acres) forming part of the land at Middlefields, Hungerdown lane, Chippenham, at Best Value.

Reason for Proposals

To generate a capital receipt in support of the Council's capital programme.

Alistair Cunningham
Corporate Director for Housing and Commercial Development

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Wiltshire Council

Cabinet

27 March 2018

Subject:	**Land at Middlefields, Hungerdown Lane Chippenham**
Cabinet Member:	**Cllr Toby Sturgis - Spatial Planning, Development Management and Property**
Key Decision:	**Yes**

Purpose of Report

1. To authorise the Director for Housing and Commercial Development, in consultation with the Cabinet Member for Spatial Planning, Development Management and Property, to dispose of freehold interest of around 0.59 hectares (1.45 acres) forming part of the land at Middlefields, Hungerdown lane, Chippenham, at Best Value.

Relevance to the Council's Business Plan

2. The disposal of assets raises capital to assist and support the Council's medium term financial plan (MTFP) which subsequently supports the Council's Business Plan and its aims and targets. Specifically, the business plan describes taking *a commercial approach to managing assets* as part of the *Working with partners as an innovative and effective council* priority.

Background

3. The receipt of capital from the sale of assets is used to support the capital programme of investment in the communities of Wiltshire. Examples of the types of investment made and programmed to be made are provided in the Council's Budget but they range from investment in better roads, waste collection and recycling, extra care homes, health and wellbeing centres and initiatives to provide better and more efficient customer access to Council services.

4. At its meeting on 15th September 2015, the Council's Cabinet Capital Assets Committee, approved the sale of around 0.59 hectares (1.45 acres) forming part of the land at Middlefields, Hungerdown lane, Chippenham to The Orders of St John Care Trust (OSJCT).

5. The sale did not complete and the Trust no longer requires the land.

6. Contracts have been exchanged on the remainder of the land, and a planning application has been submitted for a mixed development of housing and retail.

Main Considerations for the Council

7. The land is currently vacant and unused. Therefore following the withdrawal of its interest by OSJCT, it can be offered for sale.

8. Whilst the land has yet to be offered for sale, the Council has received an offer from the Pilgrim's Friend Society. The key elements of the Society's offer, which has the approval of its Board of Trustees, are:

   - It will pay market value for the land.
   - No external funding is required.
   - It will exchange contracts, conditional upon obtaining planning consent for a care home, within 3 months of receiving the draft legal documentation.
   - It will give the Council first refusal to acquire its existing property at market value.

9. A letter dated 9th March 2018 from the Society's Chief Executive can be found at Appendix B.

10. It is anticipated that the proposed purchaser of the Council's adjoining land, see paragraph 6 above, may submit an offer. If it does so prior to this meeting of Cabinet, Members will be informed.

Overview and Scrutiny Engagement

11. Not consulted

Safeguarding Implications

12. None known

Public Health Implications

13. None known

Procurement Implications

14. None.

Equalities Impact of the Proposal

15. None known

Environmental and Climate Change Considerations

16. It is anticipated that a purchaser of the land will submit a planning application for development at which time full consideration can be given to any environmental and climate change considerations.

Risks that may arise if the proposed decision and related work is not taken

17. The land could become overgrown and used for antisocial activities that may be a nuisance or cause distress for the community and neighbours.

18. The MTFP for the Council is, in part, dependent on the success of the disposal of property and assets. Failure to decide to declare new freehold interests to be sold or failure to sell those that are currently declared will impact on the council's ability to achieve its business plan.

Risks that may arise if the proposed decision is taken and actions that will be taken to manage these risks

19. The Council's selling agent, Alder King, will advise on the terms of the disposal to ensure that the Council obtains Best Value. Accordingly it is considered that any risk of proceeding will be minimal.

Financial Implications

20. The Council will receive a substantial capital receipt.

Legal Implications

21. The land is to be sold at or above market value, thus ensuring that Best Value is achieved thus satisfying the requirements of s123 of the Local Government Act 1972.

Options Considered

22. The option of not offering the land for sale is rejected as the opportunity for a substantial capital receipt to support the medium term financial plan would either be missed or delayed

Conclusions

23. It is in the Council Tax Payers of Wiltshire's best interests to dispose of the land.

Alistair Cunningham **(Director - Housing and Commercial Development)**

Report Author: Mark Hunnybun - Strategic Projects & Development Manager Telephone: 01225 713230 Email: mark.hunnybun@wiltshire.gov.uk,
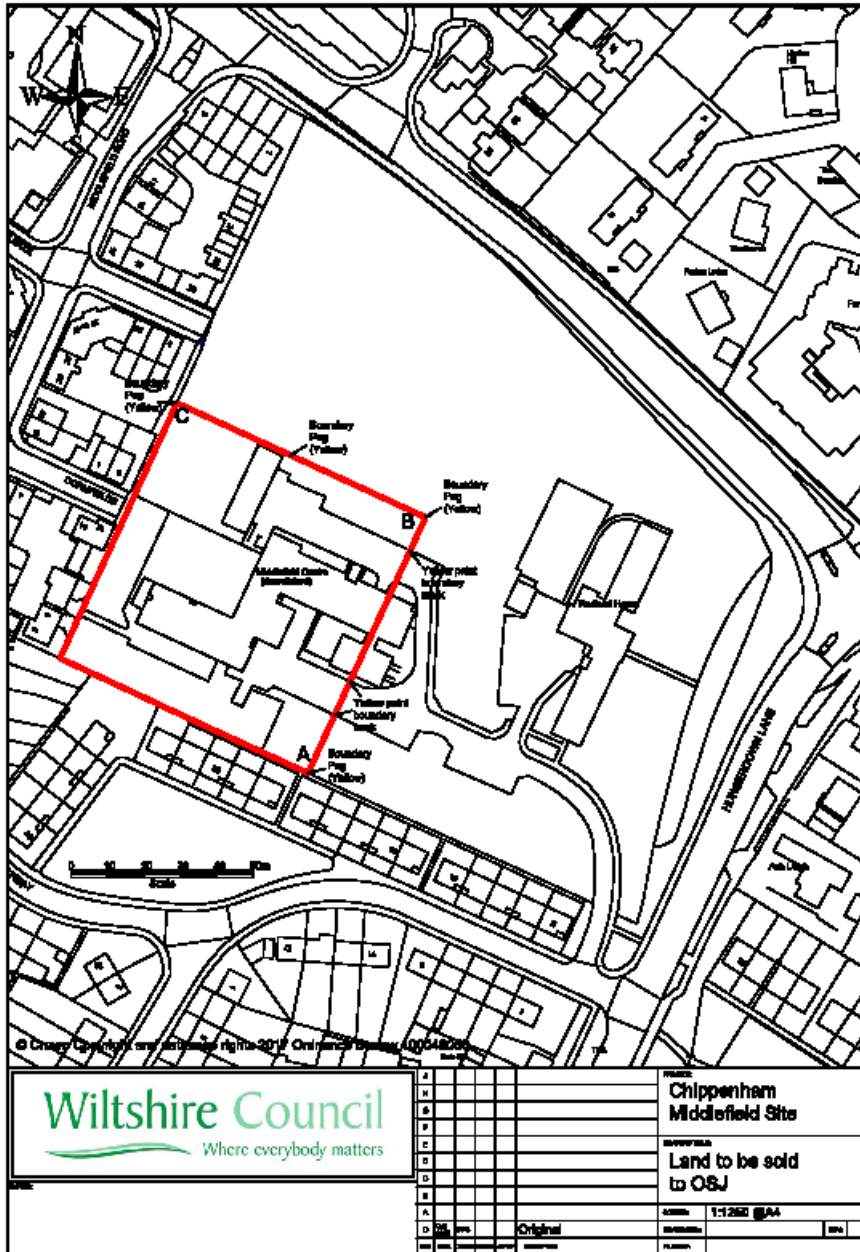
Date of report:20th February 2018

Appendices: A - Site Plan; B- Letter

Background Papers: None

Appendix A

Site Plan

Appendix B

Letter from Chief Executive of Pilgrims'' Friend Society

9 March 2018
Mr Will Oulton, The Cabinet Committee Clerk
Cllr Sturgis, Cabinet Member for Spatial Planning, Development
Management and Property Cllr Jerry Wickham, Cabinet Member for
Adult Social Care, Public Health and Public Protection Wiltshire
Council

Dear Sirs

Council land at Middlefields, Hungerdown Lane, Chippenham SN14 0JP

Further to authorisation by its Board of Trustees, Pilgrims' Friend Society
(the Society) has made an offer to purchase part of the above property. The
land in question is 0.59 hectares (1.45 acres) of land forming part of
Middlefields, Hungerdown Lane, Chippenham and was previously under
offer to The Order of St John Care Trust who now no longer require the site.

We understand that this site will be discussed at Wiltshire Council Cabinet on
27 March 2018 and in support of our offer the Chief Executive Officer of the
charity would be pleased to make a representation at the meeting. In
advance of the meeting we submit the following representation setting out
the benefits of pursuing an off-market sale to Pilgrims' Friend Society.

1. Introduction
Although this is a commercial offer its added value to the people of
Chippenham comes from our commitment as a charity to the wellbeing of
older vulnerable people both within our homes and in the communities, we
serve.

As the rest of this letter explains, we want to be a growing force for good in
Chippenham, but the lack of suitable premises over the longer term is
calling into our question our capacity to do that.

We regard ourselves as a partner with the council in the delivery of
Wiltshire's Health and Wellbeing Strategy and our thinking and practice
joins that up with the Wiltshire End of Life Care Strategy 2017 -2020 and its
Volunteering Strategy.

Particularly exciting to us is that we have a commitment to doing what we
see written in the Wiltshire Health and Wellbeing Strategy, but we do that in
partnership with volunteers and follow through right to the end of life.

>>

Using language borrowed in part from Wiltshire strategies our plans will support and sustain healthy living and we will explicitly deliver:

- Healthy lives: through our work with volunteers and churches, encouraging communities, families and individuals to take on more responsibility for supporting older vulnerable people
- Empowered lives: personalised care through our homes right through to the end of life, and out in the community by engaging churches and others in support and care for older people again right through to the end of life.

The following sections explain in more detail what our plans comprise and what we plan to offer to the people of Wiltshire if we can find the right site.

2 Open Market Offer

The Society will step in where the Order of St John Care Trust have left off and pay open market value as discussed with Wiltshire Council officer Mark Hunnybun.

3 Benefits to the people of Chippenham

3.1 Our commitment to care and the community in Chippenham

The purchase will be subject to contract and obtaining satisfactory planning permission for a C2 use care home. The Society is looking to replace its 20-bed care in Chippenham with a high-quality care home with increased capacity and purpose built facilities that the local community will be encouraged to use and engage with. We have consulted widely with local organisations and specifically with a wide range of churches through open public meetings and we have been delighted with the positive responses we have had to our proposition to:

- Care for people who need that level of attention, so that they live fulfilled lives right through to the end of life.
- Share with the local community what we have learned about care for older people so that people, organisations and particularly churches are better equipped to support care in the community. We plan to employ an engagement officer to make sure that this happens
- Site permitting, to have a community facility linked to our home that benefits the community.

Having missed out on other potential sites in Chippenham we have started to look elsewhere in the region. We have commissioned a report from JLL to this end. This has identified that there are no other viable sites for us in Chippenham and this makes a move away from Chippenham and Wiltshire an unwelcome possibility.   We are keen to stay in Chippenham where we have committed staff, dependent residents and good support and links with the local community, churches and health professions. The Middlefields site is well located for a care home and is close to Ladyfield Church on Hungerdown Lane who are longstanding supporters of the charity and the Chippenham care home.

3.2 No delays

The offer is made with the approval of the Charity's Board of Trustees. The Society is a willing buyer with funds available and is not reliant on external funding.

The Society would be committed to meeting Wiltshire Council's timescales of entering into an exchange of contracts on a subject to planning basis within three months of receiving the draft documentation.

3.3 Affordable Housing possibilities

The Society would offer Wiltshire Council first right of refusal to buy the freehold of its existing care home and adjoining properties at Wood Lane, Chippenham totalling approximately 1.35 acres at Market Value. Wiltshire Council to have an exclusivity period of three months from the resolution of grant to the Society satisfactory planning consent at the Middlefield site. Wood Lane is a sustainable brownfield residential site which might yield some new affordable housing. We have explored rebuilding our care home on this site and our current view is that the level of disruption that this would cause to existing residents and the constraints that it would impose on what we can build renders it at best a last resort option. We are not prepared to close the existing home while we rebuild on the site.

3.4 A Distinctive Values based Investment in Chippenham

Pilgrims' Friend Society, is a charity founded in 1807 when it was called the Aged Pilgrims' Friend Society (Charity Number 1045920). The Society has to compete with the private residential and retirement sector for suitable sites and every pound spent on due diligence for an abortive purchase is funds diverted from the charity's purposes.

As a not for profit organisation the Society provides for a gap in the market which is not as profitable or attractive to corporate operators, particularly end of life care. We welcome people who are funded by the Local Authority and we have never declined admission to any of our homes because of a person's lack of ability to pay.

We currently provide 260 care rooms in the eleven Care Homes we own and operate across England. We provide high quality person-centred care for the old and frail, the majority of whom suffer a degree of dementia. One of our key reasons for needing a new home is so that we can invest in the quality of care for people living with dementia.

We rely heavily on community and church support and volunteers, so close proximity to these groups is very important. We also seek integration into the wider community via publicly accessible facilities and providing resources including establishing the care home as a site to develop and disseminate best practice in supporting people with dementia.

We see older people as having gifts and abilities that benefit us, their fellow residents and the communities around our homes. We will also invest in sharing that perspective with others in and around Chippenham and if we are able to proceed will employ an engagement officer to make sure that this happens alongside the sharing of best practice in supporting people with some of the challenges of older age such as dementia.

3.5 Alignment with Wiltshire Council's policies and commitments to vulnerable people

Pilgrims' Friend Society's objectives align well with Wiltshire Council's policies and commitments to vulnerable people, especially Wiltshire's Joint Health and Wellbeing Strategy and End of Life Care Strategy 2017 -2020. The following is an extract from a design document for our new care home and sets out what we expect from this new facility:

- We promote a relationship-based experience of receiving care and support that enables a natural life, promotes choice, control, independence and meets the spiritual, social and emotional needs of the people we support.

- Improved listening and assessment. We understand 'what matters' and we know the person 'ordinarily'. In this context person centred support is only ever about the individual and founded on the person's individual needs for autonomy, inclusion, identity, attachment, comfort and spiritual support.

- Making it home. We recognise that "home" is different to us all and our homes reflect who we are as an individual. For those that live and stay at the home we will support the person to create a home and be at home; what comfort, security and individuality is to you. Shared areas will reflect the people who live in the home and their preferences.

- Services support the spirit of the person. We will place equal importance on the spiritual, social and emotional well-being of the person as well as their physical well-being.

- Services support families, friends and other important people to remain involved so that they will feel involved and listened to and encouraged to actively advocate for their loved ones.

- The home looks, sounds and feels like a place for individuals to express themselves, have fun, make noise, be involved, be busy, find retreat and privacy and is at its heart whatever it needs to be to respond to how any person feels at any given moment.

- We recognise the importance of food and drink to a person's well-being. Meal times should be an occasion and be about so much more than just the food we eat.

- Maintaining connections with their local communities and specifically church communities - to support people to maintain a sense of personal identity and inclusion in the local community. Communities will become more inclusive and awareness of dementia will increase. We will actively seek opportunities to engage in the local community both through accessing the community and inviting community groups to visit regularly. In particular we aim to share what we have learned about living with older people with visitors, churches and others locally.

- The role of our teams develops. We utilise the skills of individual team members and they feel empowered, valued and their well-being improves. Individual team members are fully engaged and involved in developments.

It is envisaged that our new care home will complement best care practices and get away from the previous and outdated institutional model. That is a key reason why we need a new home in Chippenham that is generally domestic in scale, attractive and welcoming in appearance. It will

facilitate basic life-affirming things such as enjoying the natural environment, enjoying the health- giving benefits of natural daylight, living in safe, domestic-scale accommodation. The building layout of the care home will be based around significant places that are held within a person's oldest and strongest memories. This will aid a person to recollect the purpose of that space or how they should interact with it. It will appeal to a person's earlier memories and in most cases evoke positive and useful associations. In addition to evoking memories of home and familiar settings, these visual clues are also useful for 'wayfinding' around the building. Critical to the ethos of this development is the sub-division of the home into small, familial, domestic scale units giving a feel of being part of a household rather than a large institution.

The building will also encourage contact with the wider community, family, friends and churches. It is therefore envisaged that the new Care Home will have a 'Community Hub' which might include a Bistro/Café area, hairdresser, nail bar/treatment room and meeting/multi-purpose rooms.
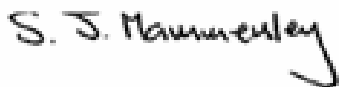Volunteers are a vital ingredient to the success of such a care home and volunteers from the local community will be encouraged and supported.

3.6 A commitment to end of life care

Just as it is important that in life those we care for are supported to live well, we also place significant emphasis on ensuring that as end of life approaches residents are helped to live meaningful lives, surrounded by their families and the people who have cared for them. Through Advance Care planning they and their families can be confident that their wishes have been taken into account and that their emotional social, spiritual and physical needs will be met by those caring and supporting them.

Given the opportunity we very much look forward to working with Wiltshire Council in providing this facility benefiting the local elderly, frail and vulnerable, both in our home and in the wider community, being a source of fulfilling employment and a community facility offering services, resources and support to the locality.
Yours faithfully

S. J. Hammersley

Stephen Hammersley
Chief Executive

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Wiltshire Council

Cabinet

27 March 2018

Subject:	**Integrated Community Equipment and Support Services - Recommissioning**
Cabinet Member:	**Jerry Wickham - Adult Social Care, Public Health and Public Protection**
Key Decision:	**Yes**

Executive Summary

Wiltshire Council and NHS Wiltshire Clinical Commissioning Group (CCG) currently delivers its Integrated Community Equipment and Support Services (details of the current service can be found at Appendix 1) through a contract with Medequip. This contract, held by the Council on behalf of both organisations, was extended for two years in July 2016 and is now due to end on 3rd January 2019.

Wiltshire Council and Wiltshire CCG's original intention was to remodel and commission these services, but we have recently been approached by Bath and North East Somerset (BaNES) and Swindon to explore opportunities around commissioning these services jointly, as part of the BaNES, Swindon and Wiltshire (BSW) Sustainability and Transformation Partnership (STP).

It is felt that this opportunity requires further examination, as it could produce greater efficiencies and would support a consistent service across the STP footprint. The potential benefits of an STP wide contract, including savings, would also be a positive impact on hospital discharges, if all hospitals are working to a common process and contract performance.

The impact of this engagement and scoping stage to Wiltshire's original timeline means, to ensure we have continuation of service in Wiltshire, we would further extend the current Wiltshire ICESS contract with Medequip.

This paper is seeking an exemption to the Medequip contract for up to 18 months, 12 months plus the option for a further 6 months. This will allow flexibility of the commissioning approach, including the option to revert to Wiltshire commissioning on its own if efficiencies cannot be achieved under the BSW STP. This approach would also require the agreement of the provider.

BaNES, Swindon and Wiltshire agreed to an early engagement meeting in February 2018. Details of current service models and the future commissioning strategies of each organisation was shared and a meeting is being arranged in March 2018 to develop joint recommendations, including robust collaborative commissioning and governance arrangements.

Proposals

Cabinet is asked to:

a) Agree to the opportunities being explored for a joint commissioning exercise between BaNES, Swindon and Wiltshire STP, of integrated community equipment and support services.

b) Authorise an exemption to Wiltshire Council's Integrated Community Equipment and Support Services to enable up to a further 18 months extension of the Medequip contract, that will be applied in a 12 months period, plus the option for a further 6 months.

Reason for Proposals

1. The purpose of this paper is to outline the potential of a joint commissioning process between BaNES, Swindon and Wiltshire Sustainability and Transformation Partnership, of integrated community equipment and support services.

3. This report is seeking for Cabinet to grant a formal exemption to the procurement rules to enable a further 18 months extension of the Medequip contract, that will be applied in a 12 months period, plus the option for a further 6 months, to deliver Wiltshire Council's Integrated Community Equipment and Support Services.

Carlton Brand – Corporate Director

Wiltshire Council

Cabinet

27 March 2018

Subject:	**Integrated Community Equipment and Support Services - Recommissioning**
Cabinet Member:	**Jerry Wickham - Adult Social Care, Public Health and Public Protection**
Key Decision:	**Yes**

Purpose of Report

1. Wiltshire Council and NHS Wiltshire Clinical Commissioning Group (CCG) currently delivers its Integrated Community Equipment and Support Services (ICESS) (details of the current service can be found at Appendix 1) through a contract with Medequip. This contract, held by the Council on behalf of both commissioners, was extended for two years in July 2016 and is now due to end on 3rd January 2019.

2. Wiltshire Council and Wiltshire CCG's original intention was to remodel and commission these services, but have recently been approached by BaNES and Swindon to explore opportunities around commissioning these services jointly, as part of the BSW STP.

3. It is felt that this opportunity requires further examination, as it could produce greater efficiencies and would support a consistent service across the STP footprint. The potential benefits of an STP wide contract, including savings, would also be a positive impact on hospital discharge, if all hospitals are working to a common process and contract performance.

4. The impact of this engagement and scoping stage to Wiltshire's original timeline means, to ensure we have continuation of service in Wiltshire, we would further extend the current Wiltshire ICESS contract with Medequip.

5. This paper is seeking an exemption to the Medequip contract for up to 18 months, 12 months plus the option for a further 6 months. This will allow flexibility of the commissioning approach, including the option to revert to Wiltshire commissioning on its own if efficiencies cannot be achieved under the BSW STP. This approach would also require the agreement of the provider.

6. BaNES, Swindon and Wiltshire agreed to an early engagement meeting in February 2018. Details of current service models and the future commissioning strategies of each organisation was shared and a meeting is being arranged in March 2018 to develop joint recommendations, including robust governance arrangements.

Relevance to the Council's Business Plan

7. ICESS supports Wiltshire Council's business plan objectives in several ways. It supports the key priority to 'Protect those who are most Vulnerable' through countywide provision of equipment and adaptations in a timely and consistent way.

8. Wiltshire's Joint Health and Wellbeing Strategy sets out the main areas that working together will be a priority for health and social care organisations in Wiltshire. The provision of integrated community equipment supports and sustains healthy, independent living, which supports two key aims described in the strategy:

   - Healthy lives: encouraging communities, families and individuals to take on more responsibility for their own health.
   - Empowered lives: personalising care and delivering care in the most appropriate setting at or as close to home as possible.

Background

9. The ICESS contract has an important role in enabling people to remain in their own homes and links with other community based services delivered by health and social care by providing:

   - Provision of community products and equipment.
   - Telecare (installation and maintenance).
   - Provision of aids and adaptions.
   - Delivery of continence products.
   - Retail outlets/demonstration facilities.
   - Home improvements and handyperson service.
   - Pressure area care.

10. Telecare, sometimes referred to as assistive technology, (installation and maintenance) has already been re-commissioned as part of the Integrated Urgent Care contract and will be delivered by Medvivo from January 2019, so will not be included within a future ICESS procurement for Wiltshire.

11. The service delivers a safe, effective, personalised and fair service to people with health and social care needs, who require a range of community equipment and services to be supported to remain in their own homes.

Main Considerations for the Council

12. The need to facilitate earlier discharges and to support more people within the community has increased the need for efficient, appropriately resourced equipment services and referrals into the service have subsequently grown. This increase in demand is expected to continue and, where equipment may avoid the need for spend on more costly interventions (such as domiciliary care and care home placements), this is encouraged.

>

13. The key objectives are to provide services that:
    - are sustainable, efficient and effective for the benefit of all customers in Wiltshire, whether they receive the service through the Commissioning Partners or fund the service themselves.
    - offer a single point of contact for all community equipment and products and provide practical help to enquiries/requests.
    - provide a one-stop-shop where assessment, provision and delivery of products/equipment and related services can be provided where appropriate.
    - allow people to maintain their independence and live their life by having access to appropriate equipment, adaptations and products to support them to meet their outcomes.
    - enables health and social care support to be delivered where the customer lives.
    - contributes to the prevention of inappropriate hospital admission or care home placement through the provision of timely and appropriate equipment and support services.
    - supports safe and timely hospital discharge.
    - contributes to supporting a carer to continue safely in their caring role.
    - maximises opportunities to recycle equipment by offering Customers a 'buy back' service for equipment that is no longer required that can be offered to others through the contract.
    - gives value for money to Commissioners and Customers.

14. As detailed at Appendix 1 – Current Service Provision, we are meeting our key objectives through commissioned services within our ICESS contract.

Overview and Scrutiny Engagement

15. The chair and vice-chair of the Health Select Committee were briefed on this report prior to consideration by Cabinet. Information will be provided to the Health Select Committee once the plans for a joint procurement are clearer.

16. Wiltshire Council and Wiltshire CCG have undertaken other engagement sessions with key stakeholders and briefings have been provided for the Joint Commissioning Board in February 2018.

Safeguarding Implications

17. Current contract arrangements with the ICESS provider contain robust safeguarding measures in line with Council and CCG policy. Contracts give clear direction on how and when to raise a safeguarding alert to avoid any confusion about who will do this and/or assumptions that someone else will raise the alert. Contracts also ensure that any issues relating to child protection are identified and appropriate referral made to children's services. Any new service specification will continue to include these robust measures.

Public Health Implications

18. The current service specification is underpinned by public health data and evidence with relevant Key Performance Indicators. As part of the

recommissioning route, public health data and evidence will be analysed to support the development of the specification for optimum service coverage and delivery.

Procurement Implications

19. The option of Wiltshire participating in a joint procurement for its community equipment services, as part of the BSW STP footprint, has been discussed with Officers within the Strategic Procurement Hub (SPH). To allow sufficient time to complete analysis of options available, Officers from the SPH agree that an exemption to the current ICESS contract is needed.

20. Officers from the SPH will be involved in the analysis of options available and will inform the decision about the most appropriate commissioning approach. This will ensure that, whichever option is decided upon, awarding the contract can demonstrate the arrangements comply with the requirements of Best Value and other applicable legislation including, where relevant, the EU Procurement Directives.

Equalities Impact of the Proposal (detailing conclusions identified from Equality Analysis, sections 4 and 5)

21. The extension of the current ICESS contract will support equitable access to any individual to health and social care community equipment and adaptations. The specification of future services will state that providers be expected to demonstrate use of local resources. It will require the provision of services which take account of and are committed to ensuring that the organisation/s values diversity and promotes equality and inclusivity on all aspects of its business.

Environmental and Climate Change Considerations

22. The proposal to extend the ICESS contract has no environmental or climate change impacts as:

   - the energy consumption will be remaining roughly at current levels,
   - carbon emissions will be managed through energy efficient options,
   - the impacts of environmental risks are eliminated where possible.

Risks that may arise if the proposed decision and related work is not taken

23. The ICESS contract has been extended for 2 years and there is no further scope for extension within the current contract. If agreement is not reached to grant an exemption, there is a risk that options cannot be explored around the BSW joint commissioning approach and so potential efficiencies not attained.

24. A Wiltshire only commissioning approach will have been delayed and the mobilisation of a new contract will be challenging within the time available.

Risks that may arise if the proposed decision is taken and actions that will be taken to manage these risks

25. The current provider does not wish to extend their current agreement. We have had without prejudice conversations with the provider and they are willing to continue to deliver ICESS.

26. With any integrated procurement, it is important to avoid the risk of dispute by agreeing the following:

- setting out the relationship between all partner commissioners. Legal Services will be fully involved throughout the commissioning stage, including the implications of the collaborative commissioning structure, to mitigate the risk of any dispute; and
- separate terms setting out how the partner commissioners will work together to manage the contract and deal with any risks or liabilities during the lifetime of the contract. The intention is that Legal Services will advise on a separate collaboration agreement to mitigate the risk of any dispute between the commissioners.

Financial Implications

27. Wiltshire Council and Wiltshire CCG currently commission ICESS under a pooled budget within the Better Care Fund. Expenditure against the contract is based upon prescribing/ordering of equipment by health and social care professionals across the system, more detail is set out in Appendix 1 – Current Service Provision.

28. Spend for both the Council and the CCG is monitored by the Contract Monitoring and Review Group (CMRG) and this will continue during the extended period. CMRG has developed an action plan, with the current provider, to identify and implement opportunities for savings.

Legal Implications

29. This is a modification to a public contract and so its extension is governed by the Public Contract Regulations 2015 (PCR). As a general principal PCR does not allow the extension of existing contracts, the extra service contained in the extension usually has to be put to tender. However, there are some exemptions, one of which can be used in this case. In particular, PCR regulation 72 (1) b states that extensions are available where (1) a change cannot be made for reasons of interoperability; and such a change would cause significant cost duplication; and such an extension is not being done to avoid the application of PCR 2015.

30. The swapping out of existing technology for a maximum two year extension would be technically infeasible and cause significant duplication of costs. In addition, it is clear that the extension is to present to the market a better opportunity to the advantage of the Authorities involved and tenderers.

31. This is not a certain argument so it would be prudent to put in place measures to mitigate risk. The Authorities could, now or at least well in advance of the award of any extension, place in the Official Journal a notice notifying the intent to extend the Medequip Contract. If no claim is made within 30 days of the notice being published then risk of challenge is in effect closed down.

Options Considered

32. The following option was considered:

> Wiltshire Council to recommission an integrated service on behalf of both commissioners, Wiltshire Council and NHS Wiltshire CCG, without considering the potential for an STP wide process.

33. This option would fail to explore the efficiencies that a consistent service across the STP footprint would support and the potential benefits of an STP wide contract.

Report Author: Sue Geary, Head of Service – Commissioning Community Services, sue.geary@wiltshire.gov.uk, Tel: 01225 713922 and Jessica Mitchell, Commissioner – Commissioning Community Services, jessica.mitchell@wiltshire.gov.uk, Tel: 01225 712755

Date of report: 14/02/2018

Appendices

Appendix 1 – Current Service Provision (Part ii)

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

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By virtue of paragraph(s) 4 of Part 1 of Schedule 12A
of the Local Government Act 1972.

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