CITY AND COUNTY OF CARDIFF

DINAS A SIR CAERDYDD

CHILDREN and YOUNG PEOPLE SCRUTINY COMMITTEE

13 February 2017

DRAFT CORPORATE PLAN 2017/2019 and 2017/18 DRAFT CABINET BUDGET PROPOSALS

Purpose of Report

 To provide Members with context for the scrutiny of the sections of the Council's draft Corporate Plan 2016 – 19 and draft Cabinet 2017/18 Budget Proposals that relate to Directorates falling within the remit of this Committee.

Structure of Papers

- 2. Attached to this report, Members will find a copy of relevant sections of the draft Corporate Plan 2017 2019 and draft Cabinet budget papers 2017/18 that fall within this Committee's remit, and which Members may wish to scrutinise during the meeting. The papers include:
 - Corporate Plan 2017 -19 Extract containing sections relevant to Children and Young People (Appendix 1);
 - Post Consultation amendments:
 - Summary of post consultation changes (Appendix 2a);
 - Post consultation changes Financial Resilience
 Mechanisms and Additional Pressures (Appendix 2b).
 - Budget savings overview:

- Overview of 2017/18 savings proposals (Appendix 3a);
- Addressable Spend Budget savings proposals 2017/18
 (Appendix 3b);
- Financial Pressure (Appendix 4);
- Employee Implications (Appendix 5);
- Consultation Executive Summary (Appendix 6).

Social Services Directorate

- Controllable Budget analysis (Appendix 7);
- Draft budget proposals (Appendix 8 lines 77, 78, 81, 89 & 92-95);
- Financial Pressures (Appendix 4 lines 15 31);
- Capital programme (Appendix 9 line 52).

Education Directorate

- Controllable Budget Analysis (Appendix 10);
- Draft budget proposals (Appendix 8 Line 47-55);
- Addressable spend Appendix 3b lines 1 5 & 16); and
- Capital programme (Appendix 9 line 6, 7, 21, 29, 30, 31, 59 63, 67 and 75).

Structure of Meeting

- 3. The following Cabinet Members and officers have been invited to attend the Committee:
 - Christine Salter Corporate Director Resources and Section 151
 Officer:
 - Councillor Sue Lent Deputy Leader, and Cabinet Member for Early Years, Children & Families;
 - Tony Young Director of Social Services;

- Sarah Merry Cabinet Member for Education;
- Nick Batchelar Director of Education and Lifelong Learning;
- 4. Christine Salter (Corporate Director, Resources) will initially provide a short outline of the final Welsh Government proposals as they impact on the Committee's terms of reference, and be available to answer questions that Members might have on this. Individual Cabinet Members and Directors will then in turn present the sections of the Corporate Plan and Draft Cabinet Budget proposals that fall within their area of responsibility.

Background

- 5. The Council's Constitution allows for Scrutiny Committees to consider the draft Cabinet Budget Proposals prior to their consideration by the Cabinet and Full Council.
- 6. This Scrutiny Committee meeting will focus on those areas of the draft budget proposals that fall within this Committee's terms of reference, together with the alignment of those proposals with the areas of the Corporate Plan that impact on the lives of children and young people in Cardiff. Members will therefore be presented with the budget proposals, for the following Directorates: Social Services (Children's Services) and Education and Lifelong Learning.
- 7. Following the Scrutiny Committee meeting, the Chair will detail the Committee's comments or recommendations in correspondence to the Cabinet, for their consideration, prior to finalising their budget proposals. The Cabinet will consider their draft Cabinet budget proposals at their meeting on 16 February 2017, at that meeting the Cabinet will formally recommend their budget recommendations for consideration and adoption by Full Council, at its meeting on 23 February 2017.

Corporate Plan 2017 - 2019

- 8. The Draft *Corporate Plan* is attached at **Appendix 1**. It is structured as follows:
 - Foreword by the Leader of the Council;
 - The Planning and Policy Framework;
 - Delivering our Vision;
 - Shaping the Corporate Plan;
 - Delivering for Cardiff;
 - Sections setting out the Administration's four priorities, along with a section on targets for each of these priorities.
- 9. The four priorities set out by the Administration will help to prioritise service, and inform the difficult decisions that have to be made. The four themes are identified in the *Corporate Plan* are:
 - Better education and skills for all;
 - Supporting vulnerable people;
 - An economy that benefits all our citizens; and
 - Working together to transform services.
- 10. The Plan confirms that each Directorate will publish a clear Delivery Plans (Page 6) which will continue to provide the clear lines of accountability and responsibility established by the Administration. The Directorate Delivery Plans, sitting underneath the Corporate Plan, will provide detail on all the other activities and services which the Council is responsible for delivering.

Council Wide Savings Proposals

11. The draft Cabinet Budget reports have identified that the Council finds itself with a funding shortfall of approximately £24,880 million for 2017/18 (before savings or Council Tax increase). This breaks down as follows:

Summary of Budgetary Position

12. As at 10 February 2017, the Council finds itself with a funding shortfall of approximately £16,889 million for 2017/18 before savings and new pressures have been accounted for. The shortfall comprises of:

BUDGETARY GAP:	£000
Resources Available	581,372
Resources Required	598,261
Shortfall before savings and new pressures	16,889

13. The resources available to finance the budget before any increase in the rate of Council Tax are made up as follows:

Resources Available	£000
Resources from WG	428,217
Council Tax (at nil increase)	151,655
Use of reserves to support the budget	1,500
Total Resources Available	581,372

14. The following table summarises the resources required to cover base expenditure, commitments and budget realignments.

Resources Required	£000
2016/17 adjusted base budget (after transfers)	578,846
New Responsibilities (per settlement)	1,278
Employees (pay awards, increments, NI etc.)	2,916
Demographic pressures	4,610
Commitments	840
Directorate expenditure and income realignments (net)	2,699
Special inflation	2,507
Schools non-pupil number growth (net)	4,565
Total Resources Required	598,261

15. In addition to the budget shortfall of £16,889,000, the Council has identified new directorate pressures of £4,638,000, bringing the shortfall to £21,527,000. Overall savings of £17,007,000 have been identified, resulting in £4,520,000 to be raised from additional Council Tax, as set out below:

Budget Shortfall	£000
Shortfall before directorate pressures and savings	16,889
New directorate pressures	4,638
Sub total	21,527
Less	
Total Savings	(17,007)
Net amount to be raised from additional Council Tax	4,520

16. Overall savings proposals have been identified, as shown in **Appendix 3a**, as follows:

Funded by:-	£000
Directorate Savings	13,264
Addressable Spend Savings	3,743
TOTAL SAVINGS	17,007

- 17. The tables above outline the position as stated in the draft Cabinet budget savings proposals. The position for Cardiff is a funding increase of 0.5% which equates to additional cash of £2.3 million compared with 2016/17. However, the actual increase in spending power for Cardiff reduces to £294,000 once new responsibilities and other differentiating year on year factors are taken into account. This, coupled with consideration of the responses to the consultation undertaken on draft proposals, has led to revised proposals. A summary of the Post Consultation Changes is shown at **Appendix 2**, and includes:
 - a. Summary of Post consultation changes £3.072 million.
 - Schedule of amended 2016/17 savings proposals £0.234 million.
 - c. Post consultation changes further details Financial Resilience £4 Million
 - d. Mechanisms and Additional Pressures £4.638 million.

These additional sums, along with updates of commitments, pressures and due diligence considerations will form part of the balanced position in February 2016.

- 18. City of Cardiff Council commitments are listed as comprising the following:
 - New Responsibilities (per Settlement);
 - Increased employee costs;
 - Demographic Pressures;
 - Commitments:
 - Directorate expenditure and income realignment;
 - Special inflation;
 - Schools non-pupil number growth (net).
- 19. The proposed 2017/18 budget proposals overview (**Appendix 3a**) set out savings of £17,007 million. Of these £13,264 million are Directorate

savings and £3,743 million from Addressable Spend savings (**Appendix 3b**).

20. To enable the Committee to understand the prioritisation of proposed consultation savings across Directorates, the table below sets out the level of savings proposals as a percentage of overall consultation budgets for each Directorate, as per the table below.

Total Savings	Employee Costs £000	Other Spend £000	Income £000	Total £000	% of overall saving
City Operations	0	695	494	1,189	7%
Communities,	120	754	209	1,083	6.4%
Housing & Customer					
Services					
Corporate		84		84	0.5%
Management					
Economic	269	542	1,359	2,170	12.8%
Development					
Education	782	605	984	2,371	14%
Governance and		102		102	0.5%
Legal Services					
Resources	511	503	254	1,268	7.5%
Social Services	340	4,657	0	4,997	294%
Addressable Spend	2,850	788	105	3,743	22%
Total	4,872	8,730	3,405	17,007	100%

21. Members will be aware that there is a requirement for every savings proposal to have an equality screening or (if the screening identifies a red or red/amber risk) a full equality impact assessment. Members have the opportunity to view those equality impact assessments which were identified as potentially having a significant negative impact on the various protected characteristics, on the Council's website¹.

 $^{^{1}\} https://www.cardiff.gov.uk/ENG/Your-Council/Strategies-plans-and-policies/Equality-diversity-and-cohesion/Equality-Monitoring-and-Impact-Assessment/Pages/Equality-Monitoring-and-Impact-Assessment.aspx$

Draft Capital Programme 2017/18 to 2021/22

22. The proposed 2017/18 budget outlines capital expenditure proposals of £373,076 million for the 2017/18 to 2021/22 financial years, of which £143,049 million is earmarked for 2017/18. Details of the individual Directorates' capital programmes are included in the sections below.

Social Services (Children's Services)

a) Draft Corporate Plan 2017 - 2019

23. The draft *Corporate Plan* set out the key issues, priorities, resources and most importantly outcomes for the Social Services directorate, copy attached at **Appendix 1 pages 21 - 29**. Councillor Sue Lent, Deputy Leader and Cabinet Member for Children, Families and Early Years will make a short statement on her section of the *Corporate Plan*.

Well-Being Objective 2 Supporting Vulnerable People (Page 22)

The Corporate Plan sets out the Council's key social care priority as follows: "The services we are responsible for delivering are crucial to the well-being of some of the most disadvantaged in the city and helping people who, from time to time are in need of our support. Our performance in these areas is therefore a priority for the organisation. We will prioritise the integration of our services to ensure vulnerable adults and children are supported and kept safe. Safeguarding is everybody's business so we will ensure that, together with partners, we protect the vulnerable from child sexual exploitation, human trafficking, abuse and neglect.

In addition, we will improve the provision of Adult Social Services through collaboration with partners in health and housing, ensuring that people in Cardiff receive the care and support they need, with an emphasis on maintaining independence where appropriate.

Whilst we have made strong progress in this area, we recognise that there is further work to be done. Our detailed planning in preparation for the Social Services & Well-being (Wales) Act 2014 has initiated a tangible cultural shift in our approach to the delivery of care and support whilst housing also remains a priority".

- 24. This Priority has three outcomes that the Council wishes to achieve:
 - People at risk in Cardiff are safeguarded;

- People in Cardiff have access to good quality housing (not within our Terms of Reference);
- People in Cardiff are supported to live independently.

Well-Being Objective 2.1 - People at risk in Cardiff are safeguarded (page 24)

25. The Plan states: "The Council is committed to supporting children, young people and adults who may be unable to take care of themselves and empowering individuals to protect themselves from significant harm or from exploitation. The Council will continue to collaborate with partners, playing a lead role in protecting and safeguarding individuals who need care and support from abuse and neglect or any other kinds of harm.

The Social Services and Well-being (Wales) Act 2014 aims to address these issues while giving people greater freedom to decide which services they need. The aim is to offer consistent, high-quality services across Wales. Cardiff is well positioned to respond to the Act, which places safeguarding vulnerable adults on the same statutory footing applicable to children under previous legislation.

"The Council also recognises the need to focus on developing a range of more effective services to prevent issues escalating, which may result in vulnerable children or adults being separated or cared for away from their families. Doing this effectively will offer a better quality of life for the individual and will deliver greater value for the Council and communities in the long term".

- 26. The Improvement objective sets out a number of Lead Cabinet Member commitments for the next three years:
 - Improve the recruitment and retention of children's social workers, ensuring the Council achieves and maintains a vacancy rate for Children's social workers below 18% by March 2018;

- Renew the safeguarding vision and strategies across Social Services by March 2018 in order to take account of new national policy and practice guidance currently under development;
- Develop and implement a mechanism for improve engagement with communities at large and faith communities in particular by March 2018 to improve the safeguarding of children across the various communities in Cardiff.

Well-Being Objective 2.3 – People in Cardiff are supported to live independently (Page 28)

27. The Plan states: "Helping people to live independently means enabling potentially vulnerable people to develop the skills they need to live on their own, supporting them with reasonable adaptation to their homes and providing more preventative services before their needs become critical. This is done by identifying an individual's strengths and skills through a reablement approach.

"Doing so respects the dignity and independence of individuals whilst reducing the demand for domiciliary packages and traditional models of care. In order to strengthen individual independence and effective care and support, we will continue to:

- Facilitate timely and safe discharge from hospital to allow people to remain at home.
- Build on the success of the new single point of contact for anybody who needs support.
- Ensure that on the first point of contact, those who need support can access a range of services to secure independent living.
- Facilitate access for young care leavers to good accommodation, employment opportunities and mentoring".
- 28. The Lead Cabinet member has a commitment to address this improvement objective:

- Implement the "Disability Futures" Programme by December 2018 to remodel services for disabled children, young people and young adults aged 0-25 across Cardiff and the Vale of Glamorgan to improve effectiveness and efficiency of services and outcomes for young people and their families;
- Continue to increase the number of children and adults with care and support needs in receipt of Direct Payments by March 2018 to enable people to make their own choices and take control over the care services they receive;
- Undertake campaign by March 2018 to raise young carers' awareness of their entitlement to a young carers assessment; and
- Conclude the implementation of Signs of Safety in Children's Services by March 2020 in order to ensure that all staff within the Directorate are able to engage with families using the Signs of Safety Risk Assessment Framework.

b) Draft Budget Proposals and Capital Programme

- 29. This section of the report provides the Committee with an opportunity to consider the draft Cabinet budget proposals and their alignment to the Children's Services section of the Corporate Plan 2017 2019, which relate to this Committee's terms of reference. Tony Young (Director of Social Services) will present the budget savings and answer any questions Members may have. The proposals are contained in the five key documents which are appended (2a, 4, 7, 8, & 9) to this report:
 - Controllable Budget Analysis 2017/18 (Appendix 7) This
 financial information sheet provides the relationship between the
 Social Services 2016/17 detailed controllable budget lines and budget
 proposals for the 2017/18 budget.

- Cabinet Budget Proposals Summary (Appendix 8) –The table provide a detailed analysis, of the budget saving proposed as well as showing the employees cost and the external spend element of the savings. To enable Members to identify those items falling within the terms of reference of this Committee the following lines have been identified as Children's Services total proposed savings £2,839,000 (lines 77-78, 81, 89 & 92 95).
- Post Consultation Changes (Appendix 2a) The appendix extract provides details of the Post Consultation Changes that has been identified for 2017/18 Social Service alignment at month 8. £1.183 for all social service.
- Financial Pressures (Appendix 4) The appendix extract provides details of the Financial Pressures that have been identified for 2017/18, totalling £2.3 million (lines 15 to 31).
- Capital Programme 2017 2022 (Appendix 9) The appendix extract provides the capital projects proposed over the next five years falling within the terms of reference of this Committee, the following line has been identified:
 - Children Services Accommodation Strategy 2017/18 £260,000 –
 line 52.

Education and Lifelong Learning

a) Corporate Plan 2017 - 2019

- 30. The *Corporate Plan* sets out the key issues, priorities, resources and most importantly outcomes for the Education and Lifelong Learning Directorate (attached at **Appendix 1, pages 13 -20**). Councillor Sarah Merry, Cabinet Member for Education, will make a short statement on the elements of the *Corporate Plan* relating to Education.
- 31. The *Corporate Plan*'s Priority 1 is "Better Education and Skills for all". The Plan has three well-being objectives that the Council wishes to achieve:
 - · Every Cardiff School is a great school;
 - Looked after children in Cardiff achieve their potential;
 - Supporting people into work and education (not relevant to our Terms of reference).

Well-Being Objective 1.1 – Every Cardiff school is a great school (page 16)

The Plan details: "During 2016, the Council and its partners launched 'Cardiff 2020 – A renewed vision for education and learning in Cardiff', which underlines a shared commitment to ensure that:

'All children and young people in Cardiff attend a great school and develop the knowledge, skills and characteristics that lead them to become personally successful, economically productive and actively engaged citizens'. Cardiff 2020 recognises that a strong school system is a key foundation for a prosperous economy and society. Our schools are pivotal in raising the skills and competences of the future workforce, and to empowering young people to respond to the rapidly changing needs of a dynamic labour market.

"Cardiff 2020 also acknowledges the essential role our schools and early years settings have to play in preventing and tackling poverty, enabling social inclusion, promoting mutual respect for each other and building the foundations for an open and democratic society upon which active citizenship rests. These are essential contributors to the goals of the Wellbeing of Future Generations Act.

"Building upon the strengthening picture of school performance in Cardiff in recent years, Cardiff 2020 outlines five key goals:

- Excellent outcomes for all learners
- A high quality workforce
- 21st Century learning environments
- A self-improving school system
- Schools and Cardiff in Partnership

The well-being objective sets out the Lead Cabinet Member's commitments:

- Improve educational outcomes for all children and young people, particularly at Key Stage 4, through improved school leadership, teaching and learning and curriculum development;
- Close the attainment gap for pupils from low income families,
 looked after pupils, pupils educated other than at school and pupils
 entering Cardiff schools with English as an additional language;
- Improve provision for children and young people with additional learning needs, through the implementation of the new Statutory Framework for Additional Learning Needs;
- Ensure there are sufficient and high quality school places to meet the population growth in the city, through planned expansion and the upgrade of the existing school estate via the School Organisation Programme;

- Recruit, retain and develop the best people to lead and work in our schools and education settings to secure a high quality workforce at all levels;
- Work with the Central South Consortium to further develop the capacity of the school system to be self – improving; and
- Build effective partnerships between schools, business, the voluntary sector and wider public services and communities to enrich the school curriculum and strengthen school governance.

• Well-being objective 1.2 - Looked After Children in Cardiff achieve their full potential (Page 18)

The Plan explains: "The Council is committed to providing high quality care and support for looked after children to help them achieve their potential. An integrated approach which promotes greater collaboration across Council Directorates, Cardiff schools and partner organisations is crucial. The Corporate Parenting Advisory Committee, delivering within a framework provided by our Corporate Parenting Strategy, helps ensure that our approach is as joined up as possible. This response also encourages us to concentrate on providing support that seeks to address problems before they arise and deliver positive long term outcomes for children and young people.

"A good proportion of looked after children achieve their aspirations and succeed educationally, including at university but there remain significant challenges for the authority in improving educational outcomes for looked after children overall. The award winning Looked after Children Traineeship Scheme has been successful in offering work placement opportunities to looked-after children and care leavers, some of whom have since taken up apprenticeships within the Council.

"The shared vision of the City of Cardiff Council and the Cardiff & Vale University Health Board is to continue to work together to ensure the best possible outcomes for children who are looked after or who have left care, so that they can be happy and lead fulfilling lives".

In order to achieve the above the Lead Cabinet member for Social Services is committed to:

 "Deliver the corporate parenting strategy by 2019 to ensure that the Council and partners collectively fulfil their responsibilities to all children and young people who are in their care by seeking exactly the same positive outcomes that every good parent would want for their own children".

b) Draft Budget Proposals and Capital Programme

- 32. This report provides the Committee with an opportunity to consider the draft Cabinet budget proposals and their alignment to the *Corporate Plan* 2017 2019, for the Education and Lifelong Learning Directorate, which relate to this Committee's terms of reference. The draft budget includes and extra 3.3% (£7.233 million) for school delegated budget. £4.565 million relates to non-pupil number growth. An additional £2.668 million for increasing pupil numbers in both mainstream and special school settings. There is no requirement place on Local Authorities to protect school budget. Neil Hardee (Head of Performance and Service for Education) will present the budget savings and answer any questions Members may have and Andrew Gregory, Director of City Operations will present the budget savings in respect of School Transport Budget Savings Proposals. The proposals are contain in the six key documents which are at detailed below:
 - Controllable Budget Analysis 2017/18 (Appendix 10) This financial information sheet provides the relationship between the

Departmental 2016/17 controllable budget lines and budget proposals for the 2017/18 budget.

Cabinet Budget Proposals Summary (Appendix 8) – This table
provides a detailed analysis of the budget saving proposed, as well
as showing the employees cost and the other spend element of the
savings. To enable Members to identify those items falling within the
terms of reference of this Committee the following lines have been
identified.

Education – total proposed savings £2,371,000 – lines 47 – 55. Addressable Budget savings (Appendix 3b) £480,000 – Lines 1 – 5 & 16.

- Post Consultation Changes (Appendix 2a) The appendix extract provides details of the Post Consultation Changes that has been identified for 2017/18. Cantonian Accommodation. £481.000.
- Financial Resilience (Appendix 2b) The appendix extract provides details of the Financial resilience that has been identified for 2017/18 totalling £200,000 Challenge Cymru and Youth Service £100,000.
- Financial Pressures (Appendix 4) The appendix extract provides details of the Financial Pressures that have been identified for 2017/18 totalling £80,000 line 12.
 - Capital programme 2017/18 2020/21 (Appendix 9)— The extract from the draft Capital Programme provides an analysis of the Directorate's capital projects proposed over the next five years. To enable Members to identify those capital projects falling within the terms of reference of this Committee, lines 6,7,21,29,30,31,59 63, 67 and 75.

Consultation and Engagement

- 33. The Cabinet report setting out the 2017/18 Budget Proposals For Consultation was approved on 10 November 2016, including details of the consultation and engagement used in the development and consideration of the budget proposals.
- 34. In consultation with both the public and partners a range of ideas have been explored as to how savings and income can be maximised, although the scale of cuts required means that consideration must be given to the level of services provided, and in some instances whether the resources remain to enable them to continue. The reality of this is that to maintain or improve some services, reductions will need to be made in other areas.
- 35. An on-line consultation document 'Changes for Cardiff' was launched on the 10 November and hard copies were distributed across libraries and hubs, postal delivery to selected households across the City, face to face engagement with targeted groups and selected locations across the city.
- 36. The timetable for the budget consultation process ran from 10 November 2016 until midnight on 16 December 2016. Results have now been analysed and the Executive Summary of the consultation document is attached at **Appendix 6**. The full set of consultation documents can be found on the Council's Internet page
- 37. Summarised below are the results from the key questions that relate to the Terms of Reference of this Committee:

School buildings (Appendix 6)
School Meal provision (Appendix 6)

Way Forward

- 38. Officers will make a presentation on the budget position, draft Cabinet proposals, financial pressures and capital items falling within the terms of reference of this Committee. The Cabinet Members and Officers will also be available to answer questions arising from their presentations and the attached papers.
- 39. Following consideration of the budget proposals, presentations and answers to Member questions, the Committee may wish to provide its comments, concerns and recommendations for the Cabinet at its business meeting on 16 February 2017. The Committee will also have the opportunity to have the letter considered at the Policy Review and Performance Scrutiny Committee due to be held on 15 February 2017.

Legal Implications

40. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct legal implications. However, legal implications may arise if and when the matters under review are implemented with or without any modifications. Any report with recommendations for decision that goes to Cabinet/Council will set out any legal implications arising from those recommendations. All decisions taken by or on behalf of the Council must (a) be within the legal powers of the Council; (b) comply with any procedural requirement imposed by law; (c) be within the powers of the body or person exercising powers on behalf of the Council; (d) be undertaken in accordance with the procedural requirements imposed by the Council e.g. Scrutiny Procedure Rules; (e) be fully and properly informed; (f) be properly motivated; (g) be taken having regard to the Council's fiduciary duty to its taxpayers; and (h) be reasonable and proper in all the circumstances.

Financial Implications

41. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct financial implications at this stage in relation to any of the work programme. However, financial implications may arise if and when the matters under review are implemented with or without any modifications. Any report with recommendations for decision that goes to Cabinet/Council will set out any financial implications arising from those recommendations.

RECOMMENDATION

The Committee is recommended to give consideration to the information received at this meeting, and to submit any recommendations or comments to the Cabinet prior to its consideration of the final budget proposals and to the Chairman of the Policy Review and Performance Scrutiny Committee.

Davina Fiore
Director of Governance and Legal Services
10 February 2017