

Public Document Pack



Executive Board Sub Committee

Thursday, 18 November 2010 10.00 a.m.
Marketing Suite, Municipal Building

A handwritten signature in black ink, appearing to read 'David W R'.

Chief Executive

ITEMS TO BE DEALT WITH IN THE PRESENCE OF THE PRESS AND PUBLIC

PART 1

Item	Page No
1. MINUTES	
2. DECLARATION OF INTEREST	
Members are reminded of their responsibility to declare any personal or personal and prejudicial interest which they have in any item of business on the agenda no later than when that item is reached and, with personal and prejudicial interests (subject to certain exceptions in the Code of Conduct for Members), to leave the meeting prior to discussion and voting on the item.	
3. RESOURCES PORTFOLIO	
(A) 2010-11 HALF YEAR SPENDING	1 - 5
4. ENVIRONMENTAL SUSTAINABILITY	

*Please contact Gill Ferguson on 0151 471 7395 or e-mail gill.ferguson@halton.gov.uk for further information.
The next meeting of the Committee is on Thursday, 2 December 2010*

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(A) SIX MONTH EXTENSION TO CURRENT DRUG SERVICE CONTRACTS	9 - 14

In accordance with the Health and Safety at Work Act the Council is required to notify those attending meetings of the fire evacuation procedures. A copy has previously been circulated to Members and instructions are located in all rooms within the Civic block.

REPORT TO: Executive Board Sub Committee

DATE: 18th November 2010

REPORTING OFFICER: Operational Director – Finance

SUBJECT: 2010/11 Half Year Spending

WARD(S): Borough-wide

1.0 PURPOSE OF REPORT

1.1 To report the Council's overall revenue and capital spending position as at 30th September 2010.

2.0 RECOMMENDED: That the report be noted.

3.0 SUPPORTING INFORMATION

Revised Budget and Capital Programme

3.1 Following the Government's announcement of in-year grant reductions, the Council on 1st September 2010 approved a revised revenue budget and capital programme for 2010/11. The reductions approved by Council have been made to the relevant Departments' budgets and capital programme.

Revenue Spending

3.2 Appendix 1 presents a summary of spending against the revenue budget for each Department, up to 30th September 2010. Although the budget profile is only a guide to eventual spending total revenue expenditure is almost £3m below the profile. This indicates that, in normal circumstances, overall spending would be within budget at the year end.

3.3 The Comprehensive Spending Review means that the funding gap is now predicted to increase over the next three years. As a consequence the likelihood of early retirements and redundancies is increased, and some of which could well take place in this financial year. These costs have not been included in the budget and would lead to the Council overspending its budget and thereby reducing balances. This would reduce any flexibility in using balances to help with next year's budget

3.4 To avoid this it has been agreed by Management Team that Directorates take steps to limit spending this year by £500,000 each. As a result £2m would become available to fund any redundancy costs and also increase any savings generated in this way.

3.5 Spending on employees is generally below the budget profile at this stage. This is partly due to delays in filling vacancies following the organisational restructuring from 1st April 2010, particularly in ICT and Support Services. In addition, there are a number of vacant posts within

Employment, Economic Regeneration & Business Development and Revenues & Benefits. The 2010/11 budget also included 1.0% for the pay award, however, the employers have offered a zero increase and therefore budgets will now be revised.

- 3.6 Spending on Agency Staff is more at this stage of the year than was the case last year. Directorates should closely control spending on Agency staff so that spending is limited to the absolutely essential.
- 3.7 Expenditure on Childrens within-Borough Foster Care Placements is below budget profile. Costs are expected to increase later in the year following a review of placement strategy, but with offsetting reductions in Agency Placement costs.
- 3.8 Community Care expenditure is currently below budget profile, however, costs falling upon this budget are beginning to increase steadily and are therefore likely to be more in line with budget by year-end. This budget therefore needs to be closely monitored during the second half of the year.
- 3.9 Although the impact of the economic downturn upon income levels was taken into account when setting the 2010/11 budget, Building Control Fee income is currently below budget profile due to the ongoing slowdown in the construction industry and private sector competition. Income from Open Spaces External Works is also significantly below the budget profile. These income budgets will need to be closely monitored and steps taken to reduce related expenditure if income levels do not improve.
- 3.10 Highways income is above budget profile due to increased income from defects and charges to utilities arising from prolonged occupation of highways. Collection rates for both Council Tax and Business Rates are marginally higher than last year despite the economic downturn and continue to be above the average for North West Councils.
- 3.11 Spending on the Local Strategic Partnership is below budget profile. The Comprehensive Spending Review has confirmed that the Working Neighbourhoods Fund grant is to cease at the end of this financial year. As a result the Partnership is to review its spending programme.

Capital Spending

- 3.12 A summary of capital spending is shown in Appendix 3. Capital spending to 30th September 2010 totalled £14.4m, which is 86% of the planned spending of £16.6m at this stage. However, this only represents 32% of the total revised capital programme of £44.4m (which assumes a 20% slippage between years).
- 3.13 The main areas of programme slippage to date are in respect of Upton All Saints Primary School and Mersey Gateway advance land acquisitions.
- 3.14 The Capital Programme was developed in a different financial climate and therefore all expenditure on schemes should continue to be

scrutinised to ensure it is absolutely essential. Given the considerable reductions to capital spending announced in the Comprehensive Spending Review, Management Team has agreed to review the Council's capital programme.

Balance Sheet

- 3.15 The Council's Balance Sheet is monitored regularly in accordance with the Reserves and Balances Strategy which forms part of the Medium Term Financial Strategy. The key reserves and balances have been reviewed and are considered prudent and appropriate at this stage in the financial year.
- 3.16 A significant number of equal pay claims have been lodged with the Council as part of the national single status agreement. Offers have been made to all claimants but only a small number of claims have so far been settled. Further costs will fall on the Council, although the timescales are as yet uncertain. A reserve has been established over recent years, although it is not certain whether this will be sufficient to meet the future cost of such claims.

4.0 POLICY AND OTHER IMPLICATIONS

- 4.1 None.

5.0 IMPLICATIONS FOR THE COUNCIL'S PRIORITIES

- 5.1 There are no direct implications, however, the revenue budget and capital programme support the delivery and achievement of all the Council's priorities.

6.0 RISK ANALYSIS

- 6.1 There are a number of financial risks within the budget. However, the Council has internal controls and processes in place to ensure that spending remains in line with budget. In preparing the 2010/11 budget, a register of significant financial risks was prepared which is updated and monitored throughout the year.

7.0 EQUALITY AND DIVERSITY ISSUES

- 7.1 None.

8.0 LIST OF BACKGROUND PAPERS UNDER SECTION 100D OF THE LOCAL GOVERNMENT ACT 1972

- 8.1 There are no background papers under the meaning of the Act.

APPENDIX 1

Revenue Expenditure to 30th September 2010

Directorate / Department	Annual Budget	Budget To Date	Actual Spend	Variance To Date	Actual Including Committed Items
	£'000	£'000	£'000	£'000	£'000
Children and Families Services	9,427	3,404	3,256	148	3,617
Children's Organisation and Provision	7,071	-5,866	-5,988	122	-5,281
Learning and Achievement Services	11,702	2,964	2,880	84	2,954
Children and Young People	28,200	502	148	354	1,290
Environment & Regulatory Services	13,262	6,197	6,574	(377)	6,628
Highways, Transportation & Logistics	12,847	4,043	3,770	273	5,156
Employment, Economic Regeneration & Business Development	6,428	3,132	2,895	237	4,540
Environment and Economy	32,537	13,372	13,239	133	16,324
Human Resources	2,147	969	948	21	1,063
Policy & Performance	3,672	1,992	1,984	8	1,943
Legal and Democratic Services	2,573	1,308	1,247	61	1,267
Finance	7,080	8,103	7,777	326	7,855
ICT and Support Services	7,416	3,988	3,873	115	4,626
Financial Arrangements	-10,186	-568	-649	81	-649
Resources	12,702	15,792	15,180	612	16,105
Community	12,698	5,181	5,156	25	7,187
Catering and Stadium	1,453	480	491	(11)	658
Prevention and Commissioning	19,459	8,151	7,874	277	8,623
Complex Needs	8,284	3,735	3,703	32	4,063
Enablement	4,597	2,167	2,207	(40)	2,608
Adults and Community	46,491	19,714	19,431	283	23,139
Local Strategic Partnership	7,370	3,562	1,969	1,593	1,969
	127,300	52,942	49,967	2,975	58,827

Capital Expenditure to 30th September 2010

Directorate	Actual Expenditure to Date £'000	2010/11 Cumulative Capital Allocation			Capital Allocation 2011/12 £'000	Capital Allocation 2012/13 £'000
		Quarter 2 £'000	Quarter 3 £'000	Quarter 4 £000		
Children & Young People	4,165	4,956	7,180	9,103	602	0
Environment & Economy						
Environment & Regulatory Services	290	658	997	1,494	861	665
Highways, Transportation & Logistics	6,498	7,664	17,155	24,975	46,258	11,674
Employment, Economic Regeneration & Business Development	2,357	2,422	4,170	14,330	9,994	872
Total	9,145	10,744	22,322	40,799	57,113	13,211
Adults & Community						
Community	3	30	40	50	0	0
Catering & Stadium	3	19	25	30	30	30
Prevention & Commissioning	798	580	1,796	3,510	444	0
Enablement	0	33	164	684	0	0
Total	804	662	2,025	4,274	474	30
Resources						
Legal & Democratic Services	0	0	0	0	120	120
ICT & Support Services	234	210	647	1,324	1,100	1,100
Total	234	210	647	1,324	1,220	1,220
Sub-Total	14,348	16,572	32,174	55,500	59,409	14,461
Slippage (20%)				-11,100	-11,882	-2,892
Total	14,348	16,572	32,174	44,400	58,627	23,451

REPORT TO: Executive Board Sub Committee
DATE: 18 November 2010
REPORTING OFFICER: Strategic Director, Adults & Community
SUBJECT: Bereavement Services – pre purchase of graves
WARD(S) Borough-wide

1.0 **PURPOSE OF THE REPORT**

1.1 To approve the temporary suspension of the right to pre purchase graves pending the establishment of new grave space.

2.0 **RECOMMENDATION:**

That members of the Committee:

i) **Approve:**

- **temporary suspension of the policy allowing the pre purchase of graves;**

3.0 This item was considered by The Environment and Urban Renewal Policy and Performance Board on the 15 September 2010. The Board passed the item and policies without amendment.

4.0 **PRE PURCHASED GRAVES**

4.1 Both Runcorn and Widnes cemeteries have approximately 6 years of burial space remaining. As the burial space is seen to reduce an increasing number of comments and enquiries are being made to Bereavement Services staff about the diminishing grave space. At the moment the council does not restrict when a grave can be purchased or how many. There is concern that as grave space is seen to decline there could be an acceleration in the pre purchasing of graves that would further reduce the remaining years left at each site.

4.2 It is recommended that to provide continuity of burial space the pre purchasing of graves is temporarily suspended pending the establishment of new cemetery space in both Runcorn and Widnes.

This change would be managed as follows:-

- Write to all funeral directors informing them of the temporary

suspension of pre-purchasing graves

- A notice will be displayed in the Cemetery Office informing the public of the position.
- Any person enquiring about the pre-purchasing of a grave will have their names put on to a waiting list until suspension has been lifted. The allocation of pre purchased graves will then be prioritised according to your position on the list.
- A notice will be displayed in the Register Office and staff briefed on how to deal with any enquiries should they arise.

5.0 **POLICY IMPLICATIONS**

5.1 Contained within the report.

6.0 **FINANCIAL IMPLICATIONS**

6.1 None identified.

7.0 **IMPLICATIONS FOR THE COUNCIL'S PRIORITIES**

7.1 **Children & Young People in Halton**

None identified.

7.2 **Employment, Learning & Skills in Halton**

None identified.

7.3 **A Healthy Halton**

None identified.

7.4 **A Safer Halton**

None identified.

7.5 **Halton's Urban Renewal**

None identified.

8.0 **RISK ANALYSIS**

8.1 If the right to pre purchase grave space is not suspended then there is a risk that there will be not being continuity of burials in Widnes.

9.0 **EQUALITY AND DIVERSITY ISSUES**

9.1 None identified.

13.0 **LIST OF BACKGROUND PAPERS UNDER SECTION 100D OF
THE LOCAL GOVERNMENT ACT 1972**

None.

REPORT TO: Executive Board Sub Committee

DATE: 18th November 2010

REPORTING OFFICER: Strategic Director, Adults & Community

SUBJECT: Six month extension to current Drug Service contracts

WARD(S) Borough-wide

1.0 PURPOSE OF THE REPORT

1.1 To seek authority to extend the contracts of ARCH Initiatives, Trust The Process Counselling, Addaction & 5 Boroughs Partnership NHS Trust until August 31st 2011. Current contracting arrangements expire on the 31st March 2011.

2.0 RECOMMENDATION: That:

- 1) **It is recommended that the Operational Director (Prevention & Commissioning) be authorised to award the following existing contracts direct and without tendering:**
 - a) **Open Access to the contractor ARCH Initiatives in the sum of £86k;**
 - b) **Drug Intervention Programme & Outreach services to the contractor AddAction in the sum of £150k;**
 - c) **Abstinence & Recovery services to the contractor Trust The Process Counselling in the sum of £100k; and**
 - d) **Community Prescribing services to the contractor 5 Boroughs Partnership NHS Foundation Trust in the sum of £212k;**
- 2) **the contract extensions be for a period up to 1st April 2011 to 31st August 2011; and**
- 3) **in the light of the exceptional circumstances that Procurement SOs be waived for purposes of SO 1.8.2, namely that emerging national policies relating to the changes in structure of the NHS and the National Treatment Agency necessitate reappraisal of future service provision options.**

3.0 SUPPORTING INFORMATION

- 3.1 In March 2009 the Executive Sub Committee delegated authority to the Operational Director Culture & Leisure Services to extend the contracts of ARCH Initiatives, Trust The Process Counselling & Addaction for one year until March 2011. It was anticipated that an open tendering process would have been undertaken during 2010/11 with the outcome of awarding a single contract to one provider of drug services from April 2011.
- 3.2 In July 2010 the Executive Committee agreed proposals to establish a multi-area approach to the commissioning of alcohol & substance misuse services with St Helens Council. However, since then there have been a number of significant national developments that have caused a review of this decision. The main areas include:
- The efficiencies to be gained by commissioning a drug service across the Halton & St Helens PCT footprint was one of the significant factors in deciding to move forward in a collaborative arrangement with St Helens. However, under the Government's White Paper for NHS reform; 'Equity & Excellence, Liberating the NHS', Primary Care Trusts will be phased out.
 - The White Paper also seeks to establish a Public Health Service. The National Treatment Agency, the Arms Length Body currently responsible for overseeing the development of drug services is to be subsumed within the new Public Health Service.
 - An indication of the strategic direction the Government are preparing to take can be found in The Centre for Social Justice Green Paper; Criminal Justice & Addiction. It proposes that in the future it would be Local Authorities, within a robust partnership arrangement, who would lead on the commissioning of substance misuse services.
 - It can also be found in the recent Government consultation on a new drug strategy where greater emphasis is being placed on services being paid as a result of supporting more individuals to achieve abstinence. The new drug strategy is due to be published in December 2010, but as yet there are no further details on 'payment by results' in this field.
- 3.3 The growing 'localism' agenda also calls for more involvement with & accountability to people who use services and their communities.
- 3.4 Therefore to prevent any gaps in service provision it is necessary to extend contracts for a further 6 months allowing the Local Authority & Partners to develop a service specification that reflects the changed national policy and structures.
- 3.5 An open tendering exercise will then be undertaken with a new service in place on 1st September 2011. Halton Borough Council, in

partnership with Halton & St Helens PCT will explore the tendering for a substance misuse service that incorporates both drugs & alcohol. This will be in line with the government proposals to place responsibility for these services under the Health and Wellbeing Board in 2012. It also offers the opportunity for potential efficiencies as well as better outcomes for people who may need to access a range of services. Should this be possible then, a further report will be submitted to the Committee for their consideration.

3.6 Business Case Supporting the Proposal to Waive

Value for Money & Competition

The abolition of Primary Care Trusts, the rising emphasis on 'localism' and the uncertainty over future levels of funding means that a rapid reappraisal of potential options needs to be undertaken. The time left following the completion of this urgent review would be insufficient to undertake a tender process and to award contracts commencing on 1st April 2011

3.7 In 2009/10 over 600 people accessed drug treatment in Halton and it is anticipated that there will be similar numbers in 2010/11. Tendering and awarding a 6 month contract from 1st April 2011 to 31st August 2011 would cause significant disruption to service delivery to those service users and staff in provider services.

3.8 Local targets and identified areas for improvement have been agreed with service providers. Robust performance monitoring processes that include comparators with regional and national performance measures are in place to ensure both value for money and achievement of standards.

3.9 The Council, in partnership with Halton & St Helens PCT will lead on an open competitive tendering process in 2011. The outcome of this tender will realise not only improvements in quality for service users, carers & their families, but also monetary efficiencies through the reduction in the number of contracts and underpinning performance management arrangements.

3.10 Transparency & Accountability

The choices regarding the extension of these contracts will be available for audit and inspection.

3.11 Details of expenditure and performance are reported to the Safer Halton Partnership.

3.12 The Officers supporting the award of these contracts will comply with the Public Contracts Regulations 2006.

3.13 Functional accountability for the contract will be with the Operational Director, Prevention & Commissioning, and the contract would be subject to internal and external audit & PPB scrutiny.

3.14 Propriety & Security

The contract documents will include the council's standard integrity clauses and staff only with a need to know will have commercial information about the contracts.

3.15 Position of the contract under the Public Contracts Regulations 2006

under the Public Contracts Regulations 2006 Health and Social Services are a part-exempt service. It is in any event subject to fundamental transparency and non-distortion of competition requirements and the award of the contract must be advertised in the Official Journal within 42 days of the award of the contract.

4.0 **SUPPORTING INFORMATION**

4.1 ARCH Initiatives currently provide the screening and assessment, carers support and structured counselling services at Ashley House. The full year contract value for these services in 2009/10 is £177k and is met by the Drug Action Teams ring fenced Pooled Treatment Budget. This will be subject to revision once allocations for 2011/12 are known.

4.2 Addaction currently provide the Outreach Service and the Drug Intervention Programme targeted at drug using offenders. The full year contract value for these services in 2009/10 is £301k and is met by the Drug Action Teams ring fenced Pooled Treatment Budget. This will be subject to revision once allocations for 2011/12 are known.

4.3 Trust The Process Counselling deliver abstinence & recovery programmes. The full year contract value for this service in 2010/11 is £200k and is met by the Drug Action Teams ring fenced Pooled Treatment Budget. This will be subject to revision once allocations for 2011/12 are known.

4.4 The 5 Boroughs Partnership NHS Foundation Trust delivers the Community Prescribing service. The overall contract value for this service in 2009/10 is £809k. However, of this £328k is paid by Halton & St Helens PCT through their block contracting arrangement. The remaining £424k is met by the Drug Action Teams ring fenced Pooled Treatment Budget. The overall contract value will be subject to revision once allocations for 2011/12 are known.

5.0 **POLICY IMPLICATIONS**

5.1 The proposal supports the local implementation of the national drug strategy 2008-18, Drugs: Protecting Families and Communities and the National Treatment Agency guidance on drug treatment systems, Models of Care and Commissioning for Recovery.

5.2 It also supports the anticipated responsibilities the Partnership will need to deliver following the publication of the new national drug strategy.

6.0 **FINANCIAL IMPLICATIONS**

6.1 All contract values will be met through existing resources. If the allocation of the Pooled Treatment Budget to the Drug Action Team is reduced in 2011/12, contract values will be adjusted accordingly.

7.0 **IMPLICATIONS FOR THE COUNCIL'S PRIORITIES**

7.1 **Children & Young People in Halton**

Whilst there has been significant progress in drug service providers looking beyond the immediate needs of the service user to their role as a parent or carer, or in ensuring adequate safeguarding arrangements are in place, the Think Family approach will be firmly embedded in any new service delivery.

7.2 **Employment, Learning & Skills in Halton**

Current treatment arrangements focus on accessibility and retention. Whilst these are important features of an effective treatment system future commissioning will increasingly focus on service user's progression and social reintegration particularly in relation to education, employment and training.

7.3 **A Healthy Halton**

Current treatment arrangements have undoubtedly delivered significant health outcomes in stabilising and retaining service users previously involved in the chaotic use of street drugs. Service users now have a greatly improved access to screening and vaccination programmes for blood borne viruses. However, many also suffer generally poor physical health, anxiety, depression and low self esteem. Future service delivery will also need to address these wider issues of health inequality resulting in both an improved quality of life for the individual but also a reduced monetary burden on the NHS and Social Care services.

7.4 **A Safer Halton**

Current treatment arrangements have delivered a significant 'crime

reduction dividend' through rapid access to substitute prescribing and the excellent partnership working between the Drug Intervention Programme, local prisons, the Prolific Offenders Team and the Problem Solving Court. This will be further sustained through the development of partnership work with the Integrated Offender management programme.

7.5 Halton's Urban Renewal

None identified

8.0 RISK ANALYSIS

8.1 Not approving contract extensions would result in significant loss of service delivery until at least September 2011, and mitigate against achieving the LAA and national target – NI 40, Numbers of drug users in effective treatment

8.2 The loss of these services will result in increases in drug related crime, increases in presentations to NHS services and increased risks to children and young people of drug using parents.

9.0 EQUALITY AND DIVERSITY ISSUES

9.1 There are no specific equality and diversity issues. Contractors will be expected to comply with current legislation.

10.0 LIST OF BACKGROUND PAPERS UNDER SECTION 100D OF THE LOCAL GOVERNMENT ACT 1972

Document	Place of Inspection	Contact Officer
Halton Treatment Plan 2010/11	Runcorn Town Hall	Steve Eastwood Joint Commissioning Manager Drug & Alcohol Action Team