

# Budget Overview and Savings Proposals 2015-2018

# December 2014









#### Introduction

The public sector continues to face significant service delivery challenges.

Demand for public services in Midlothian is set to increase as a consequence of changes in the size and profile of the County's population, with greater numbers of young people, older people and those with physical or learning disabilities. These demands combined with continued funding constraints, inflationary cost pressures and additional legislative burdens requires services to investigate alternative ways of working and to ensure resources are used effectively.

The Commission on the Future Delivery of Public Services (The Christie Commission) report highlighted that public service providers must work much more closely in partnership to integrate service provision and thus improve outcomes for residents. The Council must prioritise expenditure on public services which prevent negative outcomes from arising and simultaneously secure maximum benefit from all available resources.

Midlothian Council requires to make significant savings over the coming years. The Council has approved a Financial Strategy and this document supports that Strategy, setting out details of the additional actions proposed to maintain the financial sustainability of the Council. The projected budget shortfall by Match 2018 of £17.275 million equates to approximately 8% of existing spend, with significant elements of the budget committed or challenging to change through:-

- Historic decisions, for example, borrowing costs associated with investment in essential assets such as Schools, Roads etc, approximately £20 million;
- Specific constraints, for example on class sizes; and
- Growing demand for services through demographic pressures, Care Services £52 million.

These elements account for £114 million or 60% of current Council expenditure. The £17.275 million shortfall therefore principally falls on the remaining budgets and this equates to a 18% reduction.

This document provides an overview of the proposed changes in services that require to be made to ensure that the Council can maintain financial sustainability and move towards balancing its budgets for the next three years. For each of the proposals an Equalities Impact Assessment has been prepared and is published online alongside these proposals.

The sections which follow set out:-

- 1) Background information and an overview of the budget position.
- 2) A summary of the proposals.
- 3) Detail for each of the savings proposals.

# **Background**

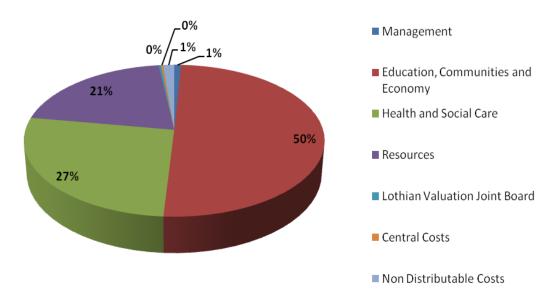
The provision of Council services in Midlothian is funded through a combination of government grant, non-domestic (business) rates, Council Tax and fees and charges for some services. Income from fees and charges is netted against expenditure.

To set the savings proposals in context table 1 below summarises the Council's net expenditure for the current year, 2014/15:

Table 1 - Total Budget - Net Expenditure 2014/15

Service	Budget
	£m
Management	1.596
Education, Communities and Economy	
Children's Services	16.753
Communities and Economy	6.767
Education	72.525
Health and Social Care	
Adult Social Care	38.243
Customer and Housing Services	12.813
Resources	
Commercial Operations	15.756
Finance and Integrated Service Support	9.693
Properties and Facility Management	13.668
Other Costs	
Lothian Valuation Joint Board	0.556
Central Costs	0.479
Non Distributable Costs	2.628
NET EXPENDITURE	191.477

# **Net Expenditure % Split**



# **Income & Expenditure**

The Council's financial projections indicate that service expenditure will continue to rise with income falling over the period to March 2018.

Income from Scottish Government and Council Tax is projected to be as set out in table 2. The Council has agreed a continued Council Tax freeze for 2014/15 and the projections assume a continuation of the Council Tax freeze through to March 2018.

Table 2 - Revenue Budget 2015-2018 - Income

	2015/16	2016/17	2017/18
	£m	£m	£m
Council Tax	40.000	40.500	41.000
Scottish Government Grant	154.097	152.241	150.441
Total Funding	194.097	192.741	191.441

The overall projection results in the following budget shortfalls which the Council needs to address to maintain financial sustainability:

Table 3 – Revenue Budget 2015-2018 – Budget Shortfall

	2015/16	2016/17	2017/18
	£m	£m	£m
Planned Expenditure	197.260	204.391	208.716
Expected Income	194.097	192.741	191.441
Savings Requirement	3.163	11.650	17.275

In summary the Council requires to save £17.275 million of savings by March 2018.

#### How will this be achieved?

The Councils Financial Strategy incorporates a series of work strands which aim to transform service delivery and to secure financial sustainability, table 4 provides details of the financial impact of the Council's existing transformation programme and table 5 provides an overview of current work strands.

Table 4: Transformation Programme Savings 2015/16 to 2017/18

	2015/16	2016/17	2017/18
	£m	£m	£m
Integrated Service Support	0.750	1.500	1.500
Energy	0.151	0.217	0.217
Customer Service	0.000	0.175	0.350
Income Maximisation	0.075	0.150	0.150
Education	0.150	0.300	0.300
Services to Communities	0.050	0.300	0.950
Externalisation/In-sourcing	0.000	0.500	1.000
Children's Services	0.350	0.700	0.700
Totals	1.526	3.842	5.167

**Table 5: Current Strands 2015/16 to 2017/18** 

	2015/16	2016/17	2017/18
	£m	£m	£m
Transformation Programme	1.526	3.842	5.167
Workforce Strategy			
<ul> <li>Management Review</li> </ul>	0.220	0.409	0.409
<ul> <li>Voluntary Severance/Early</li> </ul>			
Release	1.026	0.933	0.844
Asset Management	0.139	0.277	0.277
Procurement	0.200	0.350	0.505
Service Review	0.219	0.328	0.328
Efficiency/Financial Discipline			
Financial Discipline	0.571	0.571	0.571
Operational Savings	0.284	0.341	0.341
Remaining Efficiency Targets	-	0.288	0.738
TOTALS	4.185	7.339	9.180

Service savings proposals are set out in the following pages and these will be progressed alongside the existing work strands already approved by the Council. These will further reduce the projected budget shortfalls with the addition of a Service Review Programme being put in place to meet the remaining challenge in 2016/17 and beyond.

The overall position incorporating the proposals on the following pages is as follows.

Table 6 – Revenue Budget 2015-2018 – Overview

	2015/16	2016/17	2017/18
	£m	£m	£m
Planned Expenditure	197.260	204.391	208.716
Expected Income	194.097	192.741	191.441
Savings Requirement	3.163	11.650	17.275
Current Savings Plans (table 5)	(4.185)	(7.339)	(9.180)
Proposals on following pages	(0.599)	(2.088)	(2.475)
Remaining Shortfall/Surplus	(1.621)	2.223	5.620
Service Review Programme	-	(0.602)	(5.620)
Transfer to/from earmarked reserves	1.621	(1.621)	-
Remaining Shortfall	-	-	-

# REVENUE BUDGET 2015-18 BUDGET SAVING PROPOSALS - SUMMARY

Education, Communities and Economy			
Education			£m
Early Learning and Childcare	ECE1		0.195
Secondary Education provision	ECE2		0.420
		Total Education	0.615
Children's Services			£m
Co- Location of Children's Services teams,	ECE3		0.300
facilitating Service redesign			
		Total Children's Services	0.300

Health and Social Care		
Customer and Housing Services		£m
Midlothian Community Safety Teams	HS1	0.250
	Total Customer and Housing Services	0.250
Adult and Social Care		£m
Residential Respite Provision	HS2	0.075
Charging for in house day service provision	HS3	0.030
Telecare Provision	HS4	0.087
	Total Adult and Social Care	0.192

Resources			
Property & Facilities Management			£m
Budget for Property Maintenance	R1		0.250
Т	otals Pro	perty & Facilities Management	0.250
Finance and Integrated Service Support			
Midlothian News	R2		0.030
Totals for Finance and Integrated Service Support			0.030
Commercial Operations			£m
Budget for Roads Maintenance	R3		0.250
Capitalise spend on roads network	R4		0.500
Taxi card scheme	R5		0.012
Employing part time staff on Garden Waste	R6		0.076
Collection Service			
		Totals Commercial Operations	0.838

Budget Savings Proposals	2015-16	2016-17	2017-18	Total
	£m	£m	£m	£m
Cumulative savings				
Education	0.000	0.382	0.615	0.615
Children's Services	0.000	0.300	0.300	0.300
Customer and Housing Services	0.000	0.125	0.250	0.250
Adult and Social Care	0.030	0.167	0.192	0.192
Property & Facilities Management	0.000	0.250	0.250	0.250
Finance and Integrated Service Support	0.030	0.030	0.030	0.030
Commercial Operations	0.539	0.834	0.838	0.838
TOTALS	0.599	2.088	2.475	2.475

Early Learning and Childcare	
Option Number	ECE1
Savings Proposal	Pre School / Nursery Provision
Directorate	Education, Communities and Economy
Service Area	Education

Forecast Savings	2015-16	2016-17	2017-18	Total
	£m	£m	£m	£m
Incremental savings	0.000	0.122	0.073	0.195
Cumulative savings	0.000	0.122	0.195	0.195

The implementation of 600 hours early learning and childcare for all 3 and 4 year olds offers us an opportunity to review current practice and develop a vision for excellence in early learning and childcare within Midlothian. Research has shown that the single most important factor influencing the quality of provision is the workforce: maximising the skills of all members of our early year's workforce and building on our present staffing model will ensure we do not compromise the quality of provision. We plan to explore best practice in deployment of the early year's workforce and to examine the role of teachers in early learning and childcare. The highest quality early years centres have qualified teachers working alongside other well-qualified nursery staff - emphasising that pre-school settings benefit from having a range of professionals playing complementary roles.

We will explore a peripatetic model of teacher input that is flexible to the needs of our centres within our local communities. We will look at best examples from other authorities, evidence from early year's research, longitudinal studies and the outcomes of the Workforce Development Review to support and shape this proposal. Alongside this, we will review the skills and qualifications of our early year's workforce. We currently have an effective model of teacher support in our partnership centres with positive outcomes. This model offers the potential of a sound way forward. We are aiming to ensure greater flexibility of pre-school provision at less cost per place. This will allow us to target our resources on areas of greatest need and help ensure best outcomes for all Midlothian children in the years ahead.

We will use a significant proportion of the additional funding for 600 hours early learning to establish this team of peripatetic teachers, who will continue to ensure access to a teacher for all pre-school children. We will staff our nurseries with qualified Childcare Development Workers, counting only these staff in the ratio of adult to nursery pupils.

Potential impact on service outcomes and any mitigating actions proposed. This should take into account, where applicable, relevant strategic, service plan or community planning outcomes.

Our intention is that these proposals will have a positive impact on the experiences of our young children.

Early Years is one of our key priorities. Our plans outlined above need to ensure that we have a confidence that what we develop can help us ensure high quality early learning and childcare.

These plans may lead to some reduction in the number of teachers in Midlothian nurseries, but in the context of growing pupil numbers it is likely that we will continue to maintain the overall number of teachers we employ. Our priority will be to ensure that our remaining teachers are as highly qualified and skilled as any teachers in Scotland.

Secondary Education Provision.	
Option Number	ECE2
Savings Proposal	Review secondary education provision
Directorate	Education, Communities and Economy
Service Area	Education

Forecast Savings	2015-16	2016-17	2017-18	Total
	£m	£m	£m	£m
Incremental savings	0.000	0.260	0.160	0.420
Cumulative savings	0.000	0.260	0.420	0.420

The implementation and development of Curriculum for Excellence is leading schools to a radical rethink of the way they plan and organise the learning experience for pupils.

Highly inflexible, resource-intensive age-and-stage based approaches to secondary timetabling are being replaced by more flexible, coherent approaches to organising the broad general education in S1-S3. In the Senior Phase, S4-S6, greater flexibility in timetabling is being achieved through: the rationalisation of National Qualifications; development of supported independent learning; improved consortia arrangements between schools, and improved partnership arrangements with training providers, colleges and universities.

These revised approaches are leading to improved curricular opportunities for all pupils based on pathways approaches, whilst simultaneously generating greater efficiencies in timetabling which, across the school estate, has the potential to release staffing resources. Our intention is thus to ensure improved curricular opportunities for young people while simultaneously finding efficiencies in our approaches.

Potential impact on service outcomes and any mitigating actions proposed. This should take into account, where applicable, relevant strategic, service plan or community planning outcomes.

Our intention is that these proposals will have a positive impact on opportunities for our pupils.

There is presently a national commitment to maintain teacher numbers.

These plans may lead to some reduction in the number of teachers in Midlothian secondary schools, but in the context of growing pupil numbers it is likely that we will continue to maintain the overall number of teachers we employ. We will work along with Schools and Colleges to examine and develop effective timetabling.

Co- Location of Children's Services teams, facilitating Service redesign			
Option Number	ECE3		
Savings Proposal Redesign of Service following co-location			
Directorate Education, Communities and Economy			
Service Area	Children's Services		

Forecast Savings	2015-16	2016-17	2017-18	Total
	£m	£m	£m	£m
Incremental savings	0.000	0.300	0.000	0.300
Cumulative savings	0.000	0.300	0.300	0.300

Co-location of staff will allow redesign of the service on a Council wide basis and better deployment of staffing resources to meet the demand for service. It will provide for modern provision of facilities in line with EWiM using ICT to deploy a mobile flexible workforce.

The co-location of the Children and Families teams to one location will ensure a continued focus on work with children, young people and their families across the County to ensure that they remain safe within their homes and communities.

Potential impact on service outcomes and any mitigating actions proposed. This should take into account, where applicable, relevant strategic, service plan or community planning outcomes.

Working across Children and Families to look at the opportunities of co-location. Providing modern workspaces, flexible and mobile approach to continued delivery of excellent services to children and families.

Midlothian Community Safety Teams			
Option Number	HS1		
Savings Proposal Midlothian Community Safety Teams			
Directorate	Health and Social Care		
Service Area	Customer and Housing Services		

Forecast Savings	2015-16	2016-17	2017-18	Total
	£m	£m	£m	£m
Incremental savings	0.000	0.125	0.125	0.250
Cumulative savings	0.000	0.125	0.250	0.250

Midlothian Community Safety Teams - Tactical Police response to crime and Anti Social Behaviour in Midlothian.

Currently 2 Council funded Community Police Teams are in operation and proposal is to redesign the provision with Police and Fire Service Community Safety Partners and reduce funding by 50%.

The improvements in safeguarding communities in Midlothian is the work of a number of key agencies in the Community Safety Partnership with success in preventative intervention through MELDAP, the Public Protection Committee agencies, the ASBVO Group managing tenancies following Police charges. For example the work of Trading Standards in terms of tackling illegal highs alongside the work of MELDAP will tackle these issues, also the Over Provisioning Policy agreed by Midlothian Licensing Board target the source of contributing factors. Our approach to targeted and focussed efforts throughout our communities remains a priority, concentrating the efforts of all services on delivering integrated services to deliver results.

- Sustained reduction in crime and anti social behaviour in Midlothian, however, we will continue to monitor impact on vulnerable groups impacted as victims of crime or fear of crime or Anti Social Behaviour
- Delays in Police attending non- priority reports. Impact in safeguarding communities with displacement effects on communities, Housing, CJSW, ACC, C&F Social work services.
- Reputational
- Scottish Government commitment to 1,000 extra police officers
- Partnership Service or co-location prospects to be explored with Police Scotland and/or Scottish Fire & Rescue Service. Potential also with East Lothian and/or Scottish Borders in same Police Division.

Residential Respite Provision	
Option Number	HS2
Savings Proposal	Savings associated with the provision of residential respite
Directorate	Health and Social Care
Service Area	Adult Social Care

Forecast Savings	2015-16	2016-17	2017-18	Total
	£m	£m	£m	£m
Incremental savings	0.000	0.050	0.025	0.075
Cumulative savings	0.000	0.050	0.075	0.075

We are currently reviewing the respite provision for people with a learning disability within Midlothian to ensure that it is fit for purpose, fits with the principles of Self Directed Support (SDS) and offers best value. The review will realise savings, £0.050m within 2016/17 rising to £0.075m full year effect for all following years, as we move through the review process and ensuring our workforce are deployed making best use of skills and resource.

Current Budget/Spend - £0.335m (savings target is 22% of Current Budget).

- Some service users have received their services in the same way for a number of years and may
  be anxious and reluctant to accept the changes. The review is not about reducing service but
  about providing things in a different way.
- Significant work already undertaken with users, carers and providers to ensure future service delivery is fit for purpose.

Charging for in house day service provision		
Option Number	HS3	
Savings Proposal	Charging for in house day service provision	
Directorate	Adult Social Care	
Service Area	Health and Social Care	

Forecast Savings	2015-16	2016-17	2017-18	Total
	£m	£m	£m	£m
Incremental savings	0.030	0.000	0.000	0.030
Cumulative savings	0.030	0.030	0.030	0.030

Currently if a person receives a 1:1 day service this is chargeable, however if they go to Cherry Road it is not chargeable. This is not equitable.

Making savings through applying equal charges across the day services thus ensuring equality of provision for service users.

Potential impact on service outcomes and any mitigating actions proposed. This should take into account, where applicable, relevant strategic, service plan or community planning outcomes.

Consultations already undertaken suggest that whilst service users do not want to face charges for this service we need to ensure that we provide equality of provision for charges.

Further consultation with users and carers Comparisons with other LA's available.

Telecare Provision	
Option Number	HS4
Savings Proposal	Charging for Telecare
Directorate	Adult Social Care
Service Area	Health and Social Care

Forecast Savings	2015-16	2016-17	2017-18	Total
	£m	£m	£m	£m
Incremental savings	0.000	0.087	0.000	0.087
Cumulative savings	0.000	0.087	0.087	0.087

Charging for Telecare was introduced in 2012 following detailed consultation and benchmarking with other local authority areas. It is proposed to increase the level of charge from £2 per week to £3 per week from April 2016. This will still be in line with the charges levied within other Local Authority areas – placing Midlothian at the average charge level. The charge contributes to the full 24/7 response service which is available through telecare and offer significant peace of mind.

There is currently only one local authority that does not charge for this service; however we understand that this will be introduced within the next financial year. Other authorities charge from £1.65 per week up to £15 per week for an equivalent service.

Any increases to charges are challenging for those facing them and making the change in April 2016 ensures that work can be done to ensure people are fully aware of the proposals and are given time to allow for this increase to happen.

Potential impact on service outcomes and any mitigating actions proposed. This should take into account, where applicable, relevant strategic, service plan or community planning outcomes.

There will be no impact on service delivery. The excellent provision of service will remain a priority and future developments aligned to address the demographic demands within Midlothian.

Budget for Property Maintenance			
Option Number	R1		
Savings Proposal Budget for Maintenance			
Directorate	Resources		
Service Area	Property and Facilities Management		

Forecast Savings	2015-16	2016-17	2017-18	Total
	£m	£m	£m	£m
Incremental savings	0.000	0.250	0.000	0.250
Cumulative savings	0.000	0.250	0.250	0.250

This essentially relates to the repair and maintenance of public buildings and will reduce the overall financial provision by an agreed sum and officers will work to the new limited budget.

As a Council we continue to invest in our Education facilities, the Dalkeith Office Campus and continue through EWiM to deliver modern, flexible workspaces to accommodate flexible workforce practices.

The impact of EWiM will enable the Council to reduce its overall property portfolio holding.

Potential impact on service outcomes and any mitigating actions proposed. This should take into account, where applicable, relevant strategic, service plan or community planning outcomes.

Whilst still ensuring no adverse link to health and safety issues this reduction in spend will lengthen the time on works carried out to office/council buildings, for example painting on a reduced cycle.

Closely monitor impact to minimise the risk of future repairs and maintenance costs increasing and also the risk of having to potentially close buildings.

The long term condition of the Councils property portfolio may be affected

There will be no impact on the permanent workforce within the building maintenance teams.

Midlothian News	
Option Number	R2
Savings Proposal	Midlothian News
Directorate	Resources
Service Area	Finance and Integrated Service Support

Forecast Savings	2015-16	2016-17	2017-18	Total
	£m	£m	£m	£m
Incremental savings	0.030	0.000	0.000	0.030
Cumulative savings	0.030	0.030	0.030	0.030

The proposal for Midlothian News is to withdraw from the county wide circulation of a paper publication, with a shift to a mainly web based publication together with a limited print run for distribution via Council facilities. This will reduce the cost of £40,000 associated with printing and distribution of the circulation of 38,000, six times per year whilst retaining £10,000 for the cost of the proposed limited print run.

The shift to an electronic publication will be complemented the Council's website and reflects the trend to having more content provided online.

Potential impact on service outcomes and any mitigating actions proposed. This should take into account, where applicable, relevant strategic, service plan or community planning outcomes.

The withdrawal of the county wide circulation of paper copies of the Midlothian News will have no direct impact on our service outcomes. The Midlothian News content will be published online and a limited supply of paper copies will be available. This approach will complement web and social media communication channels already adopted by the Council and at the same time will have a lesser environmental impact.

Budget for Roads Maintenance	
Option Number	R3
Savings Proposal	Budget for Roads Maintenance
Directorate	Resources
Service Area	Commercial Operations

Forecast Savings	2015-16	2016-17	2017-18	Total
	£m	£m	£m	£m
Incremental savings	0.000	0.250	0.000	0.250
Cumulative savings	0.000	0.250	0.250	0.250

Reduce provision for repairs and maintenance of the roads and footpath network by an agreed sum and work to the new limited budget.

Council would examine the road maintenance budget priorities and ensure health and safety issues are addressed whilst ensuring that road and footpath maintenance spend is carried out in accordance with asset management principals.

- Risk of adverse comment.
- Future cost of repairs and potential deterioration of the network.
- User feedback will be negative.
- Long term condition of roads and footpaths will be affected.
- Essential repairs will continue to have the highest priority with non safety related defects included as part of a longer term repair strategy.

Capitalise spend on Road Network		
Option Number R4		
Savings Proposal Capitalise spend on roads network		
Directorate	Resources	
Service Area	Commercial Operations	

Forecast Savings	2015-16	2016-17	2017-18	Total
	£m	£m	£m	£m
Incremental savings	0.500	0.000	0.000	0.500
Cumulative savings	0.500	0.500	0.500	0.500

Reduce provision in the revenue budget by an agreed sum and replace with roads network projects within the Capital Budget. This is a reduction of £0.500 million of roads maintenance which is balanced by increased capital budget to allow capital projects to replace revenue works.

Repairs previously carried out under the revenue budget heading (for example carriageway and footway reconstruction works) will now be included under the capital budget.

Potential impact on service outcomes and any mitigating actions proposed. This should take into account, where applicable, relevant strategic, service plan or community planning outcomes.

Provided the Capital spend is maintained there will be no detrimental impact on the road network.

The ability to undertake some revenue type works may be impacted.

Taxi Card Scheme	
Option Number	R5
Savings Proposal	Closing the taxi card scheme to new entrants
Directorate	Resources
Service Area	Commercial Operations

Forecast Savings	2015-16	2016-17	2017-18	Total
	£m	£m	£m	£m
Incremental savings	0.004	0.004	0.004	0.012
Cumulative savings	0.004	0.008	0.012	0.012

The proposal is to close the scheme to new entrants, with existing participants retaining access to the scheme. This proposal will have no impact on existing users of the taxi card scheme. The Council is reviewing all other assisted transport with neighbouring authorities to ascertain a common level of services to be provided in future.

Minimal initial impact but budget savings will increase in future years.

Potential impact on service outcomes and any mitigating actions proposed. This should take into account, where applicable, relevant strategic, service plan or community planning outcomes.

This reduction will have minimal financial impact in the early years but will provide increasing budget savings in future years

There may be a risk of adverse comment as affects elderly and disabled.

Restricts travel opportunities for but the provision of a scheme for current taxi card holders will remain.

Employing part time staff on Garden Waste Collection Service			
Option Number R6			
Savings Proposal Employ part time staff on garden waste collection service			
Directorate Resources			
Service Area	Commercial Operations		

Forecast Savings	2015-16	2016-17	2017-18	Total
	£m	£m	£m	£m
Incremental savings	0.035	0.041	0.000	0.076
Cumulative savings	0.035	0.076	0.076	0.076

Against a current budget of £0.550 million we are looking to make best use of resource and employee part time staff for Garden Waste collection when Food Waste Collections are introduced in 2015. The existing staff would transfer to the Food Waste collection service and the Garden Waste collection service will be undertaken by seasonal employees.

- There will be no impact on residents as garden waste service will be fully resourced over the season.
- Current staff will be employed to carry out food waste collections from autumn 2015.