



Cabinet

23 March 2016

Time 5.00 pm **Public Meeting?** YES **Type of meeting** Executive

Venue Committee Room 3 - Civic Centre, St Peter's Square, Wolverhampton WV1 1SH

Membership

Chair Cllr Roger Lawrence (Lab)
Vice-chair Cllr Peter Bilson (Lab)

Labour

Cllr Claire Darke
Cllr Steve Evans
Cllr Val Gibson
Cllr Andrew Johnson
Cllr Elias Mattu
Cllr John Reynolds
Cllr Sandra Samuels
Cllr Paul Sweet

Quorum for this meeting is five Councillors.

Information for the Public

If you have any queries about this meeting, please contact the democratic support team:

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Some items are discussed in private because of their confidential or commercial nature. These reports are not available to the public.

Agenda

Part 1 – items open to the press and public

Item No. *Title*

MEETING BUSINESS ITEMS

- 1 **Apologies for absence**
- 2 **Declaration of interests**
- 3 **Minutes of the previous meeting (24 February 2016)** (Pages 5 - 14)
[For approval]
- 4 **Matters arising**
[To consider any matters arising from the minutes of the previous meeting]

DECISION ITEMS (AMBER - DELEGATED TO THE CABINET)

- 5 **Staying Put - providing support to young people formerly in care** (Pages 15 - 20)
[To approve a revised policy for those who provide support (Staying Put carers) to young people who were previously in care]
- 6 **Outcome of consultation on future of Recovery House (an in-house service for people suffering with mental ill health)** (Pages 21 - 50)
[To consider the results of the consultation]
- 7 **Better Care Fund Section 75 Agreement (Pooled Budget) 2016/17** (Pages 51 - 66)
[To approve arrangements relating to the joint administration of the budget for the delivery of integrated health and social care services]
- 8 **Increasing the availability of council flats to young people and families** (Pages 67 - 84)
[To approve the removal of age designations from a number of Council flats to improve accessibility to housing for those in housing need, in particular families and young people]
- 9 **Waste and recycling strategy** (Pages 85 - 90)
[To approve a timetable and governance arrangements leading to the approval of a Waste and Recycling Strategy]
- 10 **Consultation on modifications to the Wolverhampton City Centre Area Action Plan** (Pages 91 - 106)
[To approve modifications to the Wolverhampton City Centre Area Action Plan for public consultation]

- 11 **City of Wolverhampton Procurement Charter** (Pages 107 - 112)
[To approve a process for embedding the City of Wolverhampton Procurement Charter within the Council's own commissioning and procurement processes]
- 12 **Scrutiny review of the City of Wolverhampton volunteering offer** (Pages 113 - 168)
[To consider the recommendations of the scrutiny review group and the Cabinet's response thereto]
[NOTE: The Chair of the scrutiny review group has been invited]
- 13 **Exclusion of press and public**
[To pass the following resolution:
- That in accordance with Section 100A(4) of the Local Government Act 1972 the press and public be excluded from the meeting for the following items of business as they involve the likely disclosure of exempt information on the grounds shown below.]

Part 2 - exempt items, closed to press and public

<i>Item No</i>	<i>Title</i>	<i>Grounds for Exemption</i>
14	Community asset transfer process (Pages 169 - 180) [To approve the revised process]	Information relating to the financial or business affairs of any particular person (including the authority holding that information) Para (3)
15	Staffing Issues [To approve staffing changes][report to follow]	Information relating to any individual. Para (1)

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Meeting of the Cabinet

Minutes - 24 February 2016

Attendance

Members of the Cabinet

Cllr Roger Lawrence (Chair)
Cllr Peter Bilson (Vice-Chair)
Cllr Claire Darke
Cllr Steve Evans
Cllr Val Gibson
Cllr Andrew Johnson
Cllr Elias Mattu
Cllr John Reynolds
Cllr Sandra Samuels
Cllr Paul Sweet

Employees

Dereck Francis	Democratic Support Officer
Keith Ireland	Managing Director
Tim Johnson	Strategic Director - Place
Linda Sanders	Strategic Director - People
Mark Taylor	Director of Finance
Kevin O'Keefe	Director of Governance

Part 1 – items open to the press and public

Item No. *Title*

- 1 **Apologies for absence**
No apologies for absence were received for the meeting.
- 2 **Declaration of interests**
No declarations of interests were made.
- 3 **Minutes of the previous meeting (3 February 2016)**
Resolved:
That the minutes of the meeting held on 3 February 2016 be approved as a correct record and signed by the Chair.
- 4 **Matters arising**
There were no matters arising from the minutes of the previous meeting.

5

Capital programme 2015/16 to 2019/20 quarter three review and 2016/17 to 2020/21 budget strategy

Cllr Andrew Johnson presented a report on an update on the financial performance of the General Fund and Housing Revenue Account (HRA) capital programmes for 2015/16 and the revised forecast for 2015/16 to 2020/21 as at quarter three of 2015/16. He also presented a revised medium term General Fund capital programme for recommendation to Full Council.

Resolved:

1. That Full Council be recommended to:
 - a. Approve the revised medium term General Fund capital programme of £246.0 million, an increase of £31.3 million from the previously approved programme, reflecting the latest projected expenditure for the medium term.
 - b. Approve the additional resources for six new and thirty one existing General Fund projects totalling £31.3 million.
2. That the thirteen General Fund virements totalling £7.5 million be approved.
3. That the updated schedules of works for the capital projects under the following directorates be approved;
 - i. Corporate: ICTS and in relation to Education; Primary Expansion programme and Schools Capital Maintenance.
 - ii. People: Sports Investment Strategy, Co-location programme, Short Breaks for Disabled Children Programme and Community Hubs.
 - iii. Place: Corporate Asset Management, Urban Parks Refurbishment Programme, Disposals Programme, Accessing Growth Fund, Managing Short Trips and Structural Maintenance.
4. That the revised budgets for the Housing Revenue Account (HRA) as approved by Council on the 27 January 2016 be noted.
5. That the expenditure position for quarter three of 2015/16 which stands at 43.5% of the approved general fund capital budget be noted.
6. That the expenditure position for quarter three of 2015/16 which stands at 49.9% of the approved HRA capital budget be noted.
7. That it be noted that this report incorporates three budget reduction proposals which are subject to approval by this meeting and Council on 2 March 2016 as part of the Budget 2016/17 setting process, (see report "2016/17 Budget and Medium Term Financial Strategy 2016/17 to 2019/20" on the agenda). The inclusion of the three projects in this report is on the assumption that approval would be given and therefore, their progression is dependent on that decision. The names of the budget reduction proposals/projects are:
 - Street Lighting
 - Highways Management
 - Fleet

If the budget reduction proposals are not approved, the capital programme would be reduced accordingly.

6 Treasury management strategy 2016/17

Cllr Andrew Johnson presented the Council's Treasury Management Strategy for 2016/17 for recommendation to full Council for approval. The strategy incorporated six elements, the Treasury Management Strategy, the Annual Investment Strategy, the Prudential and Treasury Management Indicators, Minimum Revenue Provision (MRP) Statement, the Disclosure for Certainty Rate and the Treasury Management Policy Statement and Treasury Management Practices.

In presenting the report Cllr Johnson paid tribute to the work of the Council's Treasury Management Team whose treasury management activities have resulted in considerable financial savings to the Council.

Resolved:

1. That Full Council be recommended to approve:
 - a. The authorised borrowing limit for 2016/17 as required under Section 3(1) of the Local Government Act 2003 be set at £1,008.6 million.
 - b. The Treasury Management Strategy Statement 2016/17 as set out in appendix A to the report.
 - c. The Annual Investment Strategy 2016/17 as set out in appendix B to the report.
 - d. The Prudential and Treasury Management Indicators as set out in appendix C to the report.
 - e. The Annual Minimum Revenue Provision (MRP) Statement setting out the method used to calculate MRP for 2016/17 onwards as set out in appendix D to the report.
 - f. The method used to calculate MRP for 2015/16 as set out in the Annual Minimum Revenue Provision (MRP) Statement approved by Council on 4 March 2015 be amended to the method as set out in appendix D to the report.
 - g. The Treasury Management Policy Statement and Treasury Management Practices as set out in appendix F to the report.
 - h. That authority continues to be delegated to the Director of Finance to amend the Treasury Management Policy and Practices and any corresponding changes required to the Treasury Management Strategy, the Prudential and Treasury Management Indicators, the Investment Strategy and the Annual MRP Statement to ensure they remain aligned. Any amendments would be reported to the Cabinet Member for Resources and Cabinet (Resources) Panel as appropriate.
2. That it be noted that as a result of the changes to the MRP policy approved and implemented during 2014/15, the MRP charge for financial years 2015/16 to 2017/18 would be zero increasing to £12.3 million in 2018/19.

3. That it be noted that Cabinet (Resources) Panel and Council would receive regular Treasury Management reports during 2016/17 on performance against the key targets and Prudential and Treasury Management Indicators in the Treasury Management Strategy and Investment Strategy as set out in paragraph 2.8 and appendices B and C to the report.

7 2016/17 budget and medium term financial strategy 2016/17 to 2019/20

Cllr Andrew Johnson reported that an Equalities Analysis (EA) report had been released as a late addition to the Budget report. It was an important aspect of the Cabinet's proposals and all Cabinet members had seen the EA report prior to the meeting. He also informed Cabinet that a petition had been received regarding 'Saving Warstones Centre'. A report on the matter would be considered by the Petitions Committee on 26 February 2016. If the outcome had an impact on the budget proposals an appropriate amendment would need to be reported to Full Council.

Cllr Andrew Johnson then went on to present the final report of the financial year on the 2016/17 Budget and the Medium Term Financial Strategy for the period to 2019/20, which included a budget for recommendation to Full Council.

Resolved:

1. That Full Council be recommended to approve:
 - a. The net budget requirement for 2016/17 of £217.4 million for General Fund services.
 - b. The Medium Term Financial Strategy 2016/17 to 2019/20 as detailed in Table 6 and the budget preparation parameters underpinning the MTFS as detailed in Appendix B.
 - c. A Council Tax for Council services in 2016/17 of £1,424.29 for a Band D property, being an increase of 3.99% on 2015/16 levels, which incorporates the newly permitted 2% increase in relation to Adult Social Care.
 - d. In principle the acceptance of the Government's offer of a four year settlement by 14 October 2016, noting that the Financial Plan and Efficiency Strategy would be reported to Cabinet and Council ahead of final acceptance of the offer.
 - e. The Efficiency Plan Relating to Capital Receipts Flexibility as detailed in Appendix C.
 - f. That work starts on developing budget reductions for 2017/18 and progress be reported to Cabinet in July 2016.
2. That the changes to the 2016/17 draft budget for General Fund services, since the draft budget was last reported to Cabinet on 21 October 2015, as detailed in sections 3 to 12 and summarised in Appendix A be approved.

3. That the delegation of authority to the Director of Finance (Section 151 Officer) to agree the composite rate for employer's contributions with West Midlands Pension Fund be approved.
4. That the budget for 2016/17 is in balance without the use of general reserves.
5. That, in the opinion of the Director of Finance (Section 151 Officer), the 2016/17 budget estimates are robust.
6. That, in the opinion of the Director of Finance (Section 151 Officer), the proposed levels of reserves, provisions and balances is adequate in respect of the forthcoming financial year.
7. That a further £54.6 million needs to be identified over the period 2017/18 to 2019/20 in order to address the projected budget deficit.
8. That, due to external factors, budget assumptions remain subject to significant change, which could, therefore, result in alterations to the financial position facing the Council.
9. That, having identified significant budget reductions over the last six financial years, the extent of the financial challenge over the medium term continues to represent the most significant that the council has ever faced.
10. That the overall level of risk associated with the 2016/17 budget and Medium Term Financial Strategy 2016/17 – 2019/20 is assessed as Red.
11. That Councillors must have due regard to the public sector equality duty (Section 149 of the Equality Act 2010) when making budget decisions.

8 Wolverhampton Homes annual delivery plan 2016/17

Cllr Peter Bilson presented the Wolverhampton Homes (WH) Annual Delivery Plan 2016-17. The plan had been negotiated between WH and the City Council and endorsed by the Delivery Plan Monitoring Group. He drew Cabinet's attention to the priorities for action during 2016/17 set out in the Delivery Plan and recommended the annual delivery plan to Full Council for approval.

Resolved:

That the Wolverhampton Homes Annual Delivery Plan 2016-17 be accepted and recommend to Full Council for approval.

9 Council tax charges and empty properties

Cllr Andrew Johnson sought approval to discontinue the discretionary scheme under which a council tax discount was granted for the first 21 days that a property was empty. The proposal had been included in the draft budget proposals and had been the subject to consultation along with other proposals. The outcomes of the consultation showed that there was support for the proposal as well as support across the region.

Resolved:

That the discretionary scheme which grants 100% council tax discount for 21 days on empty properties, be ended with effect from 1 April 2016.

10

Admissions arrangements for Wolverhampton - 2017/18

Cllr Claire Darke presented for approval the City of Wolverhampton's schemes for co-ordinated school admission arrangements for secondary and primary schools and the admission arrangements for community and voluntary controlled schools for 2017/18.

Resolved:

1. That the Co-ordinated admission schemes for secondary and primary school admissions at the normal year of entry for 2017/18 be approved and the Secretary of State be notified accordingly by 28 February 2016.
2. That the proposed admission arrangements for community and voluntary controlled schools for 2017/18 be approved.

11

Children's Services re-design

Cllr Val Gibson presented the report on updated proposals for the fundamental re-design of front line services that deliver Early Intervention and Prevention (EIP) also termed "Early Help". The report summarised the feedback from the three month consultation and set out changes to the proposed model as a result of the feedback. It also provided an overview of the work currently being undertaken to prepare for full implementation. Cllr Gibson highlighted that positive feedback had been received regarding the parent champion scheme and that a number of volunteers had come forward. Based on this positive feedback the scheme would be moved up in the priorities as part of the implementation plans.

Resolved:

1. That the eight localities strengthening families hub model with outreach, as detailed in the report presented to Cabinet on 11 November 2015 and as further developed following public consultation be approved.
2. That the outcome of the employee and stakeholder consultation be received and the areas for action arising from consultation feedback as summarised in the report be approved.
3. That the full implementation of the new Early Intervention and Prevention model, including the structural arrangements be approved.
4. That the design, workforce development, commissioning, performance management and implementation be approved.
5. That authority be delegated to the Cabinet Member for Children and Young People, in consultation with the Strategic Director of People, to make any further changes to the employee establishment within the new model as a result of the formal employee consultation which had taken place during January and February 2016 and ceases on 1 March 2016.

12

HeadStart Wolverhampton submission of phase three funding bid to Big Lottery

Cllr Val Gibson reported that Big Lottery was currently inviting phase three bids from the 12 HeadStart Partnerships to roll out the phase two pilot. These would range from £6m - £10m. The final submission deadline for phase three proposals was 26 February 2016. Cllr Gibson requested delegated authority to agree and submit the phase three funding submission to Big Lottery by the deadline.

Cllr Gibson also placed on record her thanks to Kevin Pace, HeadStart Programme Manager and his team and Viv Griffin, Service Director, Disabilities and Mental Health who had worked tirelessly to put together the phase three Big Lottery bid.

Resolved:

That authority be delegated to the Cabinet Member for Children and Young People in consultation with the Strategic Director People and the Service Director – Disability and Mental Health to agree the phase three funding submission to Big Lottery by 26 February 2016.

13 Full joint inspection of the Youth Offending Team

Cllr Val Gibson presented the report from a full Joint Inspection (FJI) of the Wolverhampton Youth Offending Team (YOT) which took place in November 2015. The set judgement criteria for the FJI comprised six categories with graded outcomes ranging from one star to four stars without an overall judgement. Wolverhampton YOT had received ratings of four 4 stars and two 3 stars, which demonstrated a high performing organisation.

Cllr Gibson also placed on record her thanks to the YOT and partners who took part in the FJI and contributed to the excellent inspection results.

Resolved:

1. That the inspection be received and the strong level of performance identified in the inspection process be recognised.
2. That the continuing work to address the inspection recommendations and further improve practice be supported.

14 Joint Special Educational Needs and Disabilities strategy

Cllr Val Gibson presented a joint Special Educational Needs and Disabilities Strategy for approval and implementation.

The SEND Strategy outlined the commitment from partners in education, health and social care in the city to making sure that disabled children and young people get the same life chances as children who do not have a disability. It aimed to highlight the good practice already achieved in co-production with families and young people by the Council, Wolverhampton Clinical Commissioning Group and other partners during the local implementation of the SEND code of practice. It also highlighted the challenges emerging in the city and areas for further development.

Resolved:

That the final joint Special Educational Needs and Disabilities Strategy be approved for implementation over the next five years.

15 Consultation on joint Autism Strategy

Cllr Elias Mattu presented a draft Joint Autism Strategy which he proposed to use as the basis for consultations with wider stakeholders.

Autism was a lifelong neurodevelopmental condition, it was a 'spectrum' disorder which meant that individuals experience it differently and are affected in different ways. The draft strategy had been developed by partners in education, health and social care in the city to make sure that children, young people and adults with autism get the same life chances as people who do not have autism.

Cllr Val Gibson welcomed the draft strategy and commented that it was important for people with the autism spectrum that there was an all age strategy. She also welcomed the proposal to establish an Autism Action Alliance group to monitor delivery of the strategy.

Resolved:

That a three month period of consultation around the draft Autism Strategy be approved. This would enable all key stakeholders to have active involvement in shaping the final strategy.

16 City of Wolverhampton open space strategy and action plan

Cllr Peter Bilson presented, for approval and adoption, an updated version of the City of Wolverhampton Open Space Strategy and Action Plan which would direct investment and planning decisions on open space across the City in future years, help the Council to secure external funding (including developer contributions) and release surplus assets to maximise local community and regeneration benefits.

Resolved:

That the updated City of Wolverhampton Open Space Strategy and Action Plan be approved and adopted.

17 Black Country Core Strategy review

Cllr Peter Bilson requested Cabinet approval for the Council to begin work on the Black Country Core Strategy review in early 2016 in partnership with Dudley, Sandwell and Walsall Councils and to incorporate the review timetable into the Council's Local Development Scheme.

Resolved:

1. That the timetable for the Black Country Core Strategy review be approved for incorporation in the Council's Local Development Scheme.
2. That a further report be submitted to the Committee to approve public consultation on a Scoping / Issues / Options Document in late 2016.
3. That the financial implications of the review be noted.

18 South Staffordshire site allocations document - preferred options consultation

Cllr Peter Bilson presented a report which summarised the issues arising from the South Staffordshire Site Allocations Document Preferred Options consultation and which set out the basis for a proposed City of Wolverhampton Council response. The Site Allocations document was important to the City of Wolverhampton in terms of employment and economic impact.

Resolved:

That the following be approved as the basis of the Council's response to the South Staffordshire Site Allocations Document Preferred Options consultation:

1. To support the principle of South Staffordshire District Council progressing the Site Allocations Document as a sound platform to support the bringing forward of an appropriate supply of land for new housing and employment development to complement the regeneration of Wolverhampton and the Black Country.
2. South Staffordshire covers large areas of Green Belt land, but those parts which are of most strategic importance are located around the urban area, as they stop settlements from merging and also support urban regeneration. Therefore it is of key importance to maintain the gap between the Black Country urban area and South Staffordshire villages.
3. In the case of Perton, site 239 is an appropriate allocation for housing up to 2028 and safeguarded land up to 2038, as this site makes a low contribution to Green Belt purposes and will not reduce the gap between Wolverhampton and Perton.
4. In the case of Bilbrook, site 443 should not be allocated or safeguarded for housing, as preferable alternative sites are available (sites 213 and 211) which would place less pressure on the Wolverhampton road network.
5. In the case of Codsall, sites 406 /419 should not be allocated for housing up to 2028 and safeguarded land up to 2038, as preferable alternative sites are available (sites 446, 447, 224, 225 and 220) which make a more limited contribution to Green Belt purposes and would place less pressure on the Wolverhampton road network.
6. Opportunities should be explored to bring forward safeguarded land for delivery by 2031 to help address the identified housing shortfall in the Greater Birmingham and Black Country Housing Market Area.
7. For all housing sites allocated in Perton, Bilbrook and Codsall, any detailed proposals should consider the impacts on Wolverhampton in terms of highway and school place implications and the City Council should be consulted on such proposals.
8. Support the proposed western extension of the i54 employment site and the bringing forward of additional high quality employment land at Featherstone. These sites should be made available for development in the short term.
9. Employment development at Featherstone should be served by the most direct, viable access, which presents minimum disruption to the surrounding area. Access options should be properly evaluated and the Council should ensure that any new route does not have a detrimental effect on the Wolverhampton network and take responsibility for remedial actions and other mitigation measures as appropriate for the

Wolverhampton area. Any new infrastructure should cater for other modes of transport (cycling / walking / public transport users) and properly connect walking and cycling routes with the surrounding infrastructure, which would include cross boundary liaison for design and delivery.

10. Support extension of the i54 employment site boundary to include the Wobaston Road site to the south of i54.

19 **The local strategy for flood risk management in the Black Country**

Cllr Steve Evans presented the report on the outcomes of consultation on a draft Local Strategy for Flood Risk Management in the Black Country. He sought Cabinet approval to a final version of the Local Strategy on behalf of City of Wolverhampton Council.

Resolved:

1. That the Local Strategy for Flood Risk Management in the Black Country be approved on behalf of the City of Wolverhampton Council.
2. That the outcomes of public consultation on the Local Strategy for Flood Risk Management in the Black Country be noted.

20 **Exclusion of press and public**

Resolved:

That in accordance with Section 100A(4) of the Local Government Act 1972, the press and public be excluded from the meeting for the following item(s) of business as they involve the likely disclosure of exempt information falling within the paragraph 3 of Schedule 12A of the Act.

21 **Developing a shared Urban Traffic Control service**

Cllr Steve Evans presented the report on the outcomes from the wider service review undertaken on the Urban Traffic Control Service and associated services in conjunction with Walsall Metropolitan Borough Council.

Resolved:

1. That the transfer of incoming staff from Walsall Metropolitan Borough Council, in line with the staff transfer of undertakings (protection of employment) regulation (TUPE) arrangements, to formalise the shared service arrangements for the provision of Urban Traffic Control (UTC), development and design services to improve operational performance with an agreed transfer date of 31 March 2016 be approved.
2. That consideration be given to further Black Country shared service opportunities within transportation and network management with the undertaking of further soft merge pilots for periods of up to 12 months where suitable opportunities are identified.
3. That the Director of Governance, in consultation with the Service Director, City Environment, be authorised to agree terms and enter into contracts with Dudley, Sandwell and Walsall Metropolitan Borough Councils for the provision of UTC services.



Cabinet Meeting

23 March 2016

Report title	Staying Put - providing support to young people formerly in care	
Decision designation	AMBER	
Cabinet member with lead responsibility	Councillor Val Gibson Children and Young People	
Key decision	Yes	
In forward plan	Yes	
Wards affected	All	
Accountable director	Emma Bennett, Children and Young People	
Originating service	Looked After Children	
Accountable employee(s)	Alison Hinds Tel Email	Head of Service 01902 553035 Alison.hinds@wolverhampton.gov.uk
Report to be/has been considered by	Peoples Leadership Team Strategic Executive Board	7 March 2016 15 March 2016

Recommendation(s) for action or decision:

The Cabinet is recommended to agree the revised policy to support young people in Staying Put arrangements when they are at university.

To recommend to align the Staying Put fees to the fees and allowances paid to foster carers.

1.0 Purpose

- 1.1 To enable Cabinet to consider and agree the revised Staying Put Policy as part of the overall transformation of children's social care.

2.0 Background

- 2.1 From the age of 18 years old young people are no longer in care or "looked after" and therefore fostering arrangements and legislation relating to children placed with their former foster carers no longer applies. In circumstances where a young person chooses to remain with their former foster carer after their 18 birthday, a Staying Put arrangement should be introduced.
- 2.2 Staying Put enables young people who are in a stable, supportive foster placement the opportunity to pursue education, training and employment, without the disruption of having to move to independence during this critical period of their lives. The benefits are primarily about extending a familiar relationship where the young person continues to experience security and stability. Young people who are in foster care are able to benefit from Staying Put regardless of whether they are in education, training or employment before turning 18 years old. When both the young person and foster carer agree to a Staying Put arrangement and where such an arrangement is assessed as being appropriate then all young people and foster carers will be supported to ensure that this arrangement is pursued.
- 2.3 A policy to support Staying Put arrangements is in place in Wolverhampton. The current policy has been reviewed, and as part of this review consideration has been given to the particular support required to support young people and their Staying Put carers when the young person is residing at university during term time.
- 2.4 Wolverhampton is continuing to raise aspirations of looked after children and, positively, more looked after young people are now being supported to attend university. For the 12 young people who are currently at university three are living in staying put arrangements, living in university accommodation during term time and returning to their staying put carers during vacation.
- 2.5 It is important that Staying Put carers are financially supported to enable them to continue to support the care leaver during term time by offering opportunities for the young person to return home as and when they require whilst at university.
- 2.6 This particular issue has been brought to the attention of City of Wolverhampton Council (CWC) via a Stage One complaint as part of the formal complaints procedure. Given the Staying Put policy has been subject to review it is an opportune time to address this issue.
- 2.7 The review of the Staying Put policy has also incorporated an opportunity to align the payments made to Staying Put carers to the recently implemented fees and allowances paid to foster carers.

3.0 Progress, options, discussion, etc.

- 3.1 Under the current arrangements Staying Put carers receive a weekly Staying Put allowance whilst the young person resides in their property. This allowance is made up from: a contribution from the Local Authority, housing benefit claimed by the young person and a contribution from the young person themselves. The total amount received by the Staying Put carer is £255.00 per week.
- 3.2 In line with the recently implemented new fees and allowances fostering payment scheme, in circumstances where a Staying Put carer was receiving Level 3 advanced payments as a foster carer, the Staying Put allowance would be paid at a maximum of £331.50 per week, which would reflect this fee. This higher level allowance may also be paid to Staying Put carers who were previously foster carers approved by an Independent Fostering Agency.
- 3.3 For those young people who are at university, some reside at the university during term time. Currently the Staying Put carers receive no financial support during this time. However, it is acknowledged that Staying Put carers in this situation will continue to support the young person by offering opportunities for the young person to return home for visits if they wish. Although Staying Put carers are not offering full time physical care to young people during term time they will continue to offer emotional support and be available to the young people. In this situation it would not be appropriate for them to consider fostering another child as this would interrupt the potential for them to offer the required support to our young person.
- 3.4 Following a bench marking process with other Local Authorities, to ascertain what financial support is offered to Staying Put carers in this scenario, it is proposed that Staying Put carers are offered a retainer during term time when the young person is residing at university .The retainer will serve to recognise the on-going support offered to young people, by their Staying Put carers, when they are away at university; and additionally, it will enable the Staying Put carer to maintain their fostering vacancy for the young person as and when they return home throughout the year.
- 3.5 In such circumstances it is proposed that Staying Put carers will be paid a retainer fee. The Local Authority would pay one seventh of the agreed weekly fostering fee allowance less one seventh of the relevant young person's contribution for 30 weeks of the year which covers the three semesters whilst the young person resides at university.

4.0 Financial implications

- 4.1 The cost of the Staying Put arrangement is contained within the Supported accommodation approved budget for 2015/16 of £511,000.
- 4.2 The City of Wolverhampton Council currently receives £51,280 per annum from the Department for Education, (DfE) to contribute towards the cost of Staying Put arrangements which is included in the above figure under paragraph 3.1

- 4.3 With regard to the introduction of a retainer the agreed weekly fostering fee allowance for a level two carer is £255 per week less the relevant young person's allowance which is currently £25 per week. This gives rise to a total allowance of £230 per week. It is proposed that the carer would be paid one seventh of this rate for 30 weeks of the year. This would equate to £986 which would be paid in three equal instalments at the start of each semester.
- 4.4 Of the 12 care leavers currently at university, three are in staying put arrangements and hence the cost for the academic year 2015/16 will be an additional £3,000.. For the academic year 2016/17 it is currently projected that one further young person will be eligible for the Staying Put arrangement giving rise to a total additional cost of £4,000.
- 4.6 The additional costs of £3,000 for 2015/16 academic year and £4,000 for 2016/17 academic year will be contained within the allocation received from DfE referred to in paragraph 3.2.
[NM/15032016/T]

5.0 Legal implications

- 5.1 The Staying Put Good Practice Guide 2013-15 published by The Children's Partnership in partnership with the DfE states:
"Statutory guidance makes it clear that living away from home on a temporary basis does not preclude a staying put arrangement from continuing. This includes, but is not limited to, studying at university, or a further educational institution, undertaking induction programmes for the armed services and other training programmes which require a young person to be living away from home.
- 5.2 Staying Put policies need to explain how young people will continue to be supported during such periods, this may mean the carer receiving a reduced allowance whilst the young person is away from home, but payment should still cover the reasonable costs of continuing support to them and of preserving a home for them."
- 5.3 Statutory Guidance underpinning Staying Put arrangements include: The Children Act 1989 Guidance and Regulations Volume 2: Care Planning, Placement and Case Review; and The Children Act 1989 Guidance and Regulations Volume 3: Planning Transition To Adulthood for Care Leavers.
- 5.4 The Children and Families Act 2014 Section 98 details the arrangements for young people to remain living with former foster parents after reaching adulthood.
- 5.5 There may be a risk of challenge from previous foster carers in relation to the reduction in their fostering fees resulting from the young person continuing in full time education but not residing within their fostering home although remaining part of the family.
[TC/15032016/U]

6.0 Equalities implications

- 6.1 This report details the support available to staying put carers to enable young care leavers to remain with their previous foster carers where this is appropriate. Staying put arrangements are designed to ensure care leavers are offered the same opportunities as their peers, to live within a supportive family environment. The arrangement will:
- Ensure that young people are not obliged to leave their former foster family before they feel ready to move into greater independence
 - Help care leavers to maximise opportunities for education, employment or training;
 - Reduce the likelihood of periods of homelessness
 - Ensure that care leavers develop the necessary emotional and practical skills before they are required to live independently;
 - Reduce the likelihood of social exclusion
- 6.2 The revised Staying Put policy also addresses the needs of a small number of care leavers who are living away at university and returning to Staying Put carers during vacations , it is imperative that appropriate support is made available to all care leavers to ensure that care leavers are supported with the opportunity to participate in Higher Education.
- 6.3 An Equality Impact Assessment has been completed.

7.0 Environmental implications

- 7.1 There are no known environmental implications

8.0 Human resources implications

- 8.1 There are no known human resources implications

9.0 Corporate landlord implications

- 9.1 There are no known corporate landlord implications

10.0 Schedule of background papers

- 10.1 The draft Staying Put policy is attached.

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Cabinet Meeting

23 March 2016

Report title	Outcome of consultation on the Recovery House and new service model	
Decision designation	AMBER	
Cabinet member with lead responsibility	Councillor Elias Mattu Adults	
Key decision	Yes	
In forward plan	Yes	
Wards affected	All	
Accountable director	Linda Sanders, Strategic Director (People)	
Originating service	Disabilities & Mental Health	
Accountable employee(s)	June Pickersgill	Head of Service Mental Health
	Tel	01902 551393
	Email	June.Pickersgill@wolverhampton.gov.uk
	Kathy Roper	Head of Service Disability and Mental Health Commissioning
	Tel	01902 550975
	Email	Kathy.roper@wolverhampton.gov.uk
Report to be/has been considered by	People Leadership Team Strategic Executive Board	15 and 22 February 2016 1 March 2016

Recommendation(s) for action or decision:

The Cabinet is recommended to:

1. Approve the revised service model for the mental health recovery service which has been developed following a period of consultation. It includes:
 - the development of an assertive outreach service that will work in an integrated way with clinical mental health services
 - a two bed flat for use in emergencies for an initial two year period

- Development of the existing building into a supported living service for people with complex mental health needs.

The Cabinet is recommended to note:

1. The feedback from the consultation contained in the consultation report (Appendix A).

1.0 Purpose

- 1.1 The purpose of this report is to outline the outcome of consultation on a revised service model for the mental health Recovery House and to seek permission to implement the redesign of the service.

2.0 Background

- 2.1 The Recovery House and Outreach Team is a Care Quality Commission (CQC) Registered in-house service for people suffering with mental ill-health. The service is jointly funded by the Local Authority and Clinical Commissioning Group (CCG) with a combined budget of £745,000. The current provision is a residential four bedded service which primarily delivers urgent crisis interventions to individuals who are experiencing an acute mental health episode and a community outreach team that supports people in their own homes.
- 2.2 The average bed occupancy figures during 2015/16 were 80%. The service supported 48 people in the Recovery House. In addition to the residential element, a community outreach service is available. This supports people discharged from hospital, in recovery, during assessments and on- going low level maintenance support. This element of the service provided 80 hours community support a week 2015/2016 to 38 people over the course of the year.
- 2.3 The CCG have indicated that they plan to withdraw their contribution of £197,000 from the service with effect from 1 April 2016. . The city council also has to make efficiencies over the next three years.
- 2.4 The building currently being used by the service is not compliant with the requirements of the Equalities Act as people who use a wheelchair cannot access the building.
- 2.5 On 21 October 2015 Cabinet agreed a 12 week consultation on the future service model. Consultation focused on four options:
- Do Nothing
 - Promoting Independence Model – outreach and supported living service
 - Complete Decommissioning of the service
 - Outreach Team Only

3.0 Consultation

- 3.1 A formal consultation was undertaken over a twelve week period. Commencing on Monday 16 November 2015 and ending on Friday 5 February 2016. The consultation was carried out following good practice guidelines as set out in the City of Wolverhampton Council Engagement Guidance. The consultation also respects the principles outlined in the Wolverhampton Compact.

- 3.2 A variety of different methods were used to collect people's views. People were able to engage with a short survey available online on Survey Monkey. Consultation packs were distributed to service users through by post and via staff from the Outreach Service. Staff were sent consultation information packs by email, as were stakeholder.
- 3.3 In total a minimum of 189 people were invited to participate, this included:
- 93 people who had used the service over the last 12 months
 - 19 members of staff
 - 39 stakeholders
 - 21 mental health self-support groups
 - 17 copies of the paper questionnaire were requested and supplied.
- 3.4 The Recovery House survey was available at www.surveymonkey.com/r/recovery-house 32 responses were received through this mechanism. Paper questionnaires were available upon request, 20 people completed and returned paper versions.
- 3.5 Six consultation meetings were held, two with staff and four with the public. Morning, afternoon and evening sessions were organised to enable people with commitments at different times of the day to attend. A total of 36 people attended consultation meetings.
- 3.6 In total 90 people engaged in the consultation process. Of the people invited to participate the total number that participated represents 48% of those invited. 33 (37%) were service users, two (2%) were relatives of a services user, two (2%) were carers, six (7%) respondents identified themselves as service providers, 30 (33%) were members of staff, six (7%) identified themselves as a member of the public, two people (2%) skipped the question and nine (10%) selected 'someone else' and stated they were; a resident of the local area, a concerned person, a Mental Health Social Worker, Complex Care Team, a Band 4 NHS service user, and a Community Psychiatric Nurse.
- 3.7 28 people who filled in the questionnaire shared their experience of Recovery House and/or the Outreach Team. Of that number only two people shared a negative experience and felt that their stay at Recovery House had worsened an existing neck, arm and back problem. The other person felt that there are limited scheduled activities and a lack of signposting to other opportunities such as education. Overall respondents felt that it is a flexible and responsive service which is delivered in an informal environment where they are treated with dignity.
- 3.8 During the consultation the staff team at Recovery House submitted a 5th Option. This option was a restructure of the existing service which included reduced management time. However this option requires the CCG to continue to make a financial contribution to the service. The CCG have confirmed that this is not their intention and so this option cannot be pursued.
- 3.9 A formal petition containing 46 signatures was also submitted and is scheduled to be considered by petitions Committee in April 2016.

- 3.10 Feedback received during the consultation showed an overwhelming support for the existing service and a preference for the service to remain the same. The elements of the service that people appreciated the most were the staff's ability to respond and support them in a crisis and the security service users felt from having a long term relationship with the service. Consultation also identified that the service is also used to provide emergency accommodation when a service user has either a short or long term housing need.

4.0 New service model.

- 4.1 Mental health services are currently part of the Better Care Fund. Two integrated care pathways have been agreed. Recovery services are an integral part of the Planned Care pathway. It is therefore important that the revised service for the Recovery House can be delivered in an integrated way with clinical service commissioned by the CCG.
- 4.2 Feedback from consultation evidenced the importance of a flexible and responsive recovery service that can support people in their own homes. Analysis of the usage of the building has also identified the need for some overnight accommodation to respond to safeguarding issues, some emergency carer short breaks and a facility to act as a 'Place of Safety' in response to the Mental Health Crisis Concordat. It is proposed that the funding for this part of the new model has been identified from the current non-staffing budget that has been used for supporting the Recovery House previously. An identified £20,000 for rent and utilities has been costed to be available for supporting the overnight emergency accommodation. This will be consistently evaluated and reviewed.
- 4.3 It is there recommended that the service is transformed into a Recovery Outreach Service, that will primarily support people in their own homes. In response to the information from the consultation, the service will also identify a two bedroomed flat that can provide emergency accommodation for up to 72 hours. This element of the service will initially be available for a two year period. The staff will be available from the Recovery Outreach service to support this in conjunction with the Home Treatment team as part of the urgent Care Pathway through the Better Care Fund
- 4.4 The new service will develop and deliver a service within an integrated recovery pathway with clinical services currently provided by Black Country Partnership Foundation Trust as part of the Better Care Fund transformation programme.
- 4.5 The existing building will be developed into a new supported living service for three people with complex needs currently living in residential or nursing homes. The scheme will maximise the use of tele-care and will be developed as an exemplar service to promote supported living as a viable option for people with mental health needs. This new service will not require any of the current Recovery House budget. It will be a resettlement scheme using a combination of housing benefit and personal budgets. This development will be the subject of a more detailed report and further exploration.

- 4.6 The staffing levels have been predicted at the level required when the service users first move in, it is anticipated that as people become more independent that this will reduce and greater savings will be achieved. These are not new savings but will contribute to the exiting savings programme for the mental health promoting independence programme. The reduction will be from the Care purchasing budget as part of the Medium Term Financial Strategy (MTFS) and resettlement programme.

5.0 Financial implications

- 5.1 The 2016/17 budget (before savings) is £490,000, of which £453,000 relates to direct staffing.
- 5.2 The MTFS includes a savings target of £300,000 (£100,000 annually for 2016/17 to 2018/19) for the restructure of Mental Health Care Management – Social Work Teams.
- 5.3 The impact of this savings proposal will result in a draft budget of £190,000 by 2018/19 of which £153,000 will be for direct staffing costs.
- 5.4 The savings will be achieved by a reduction in the staffing establishment which will reduce from its current configuration of 1 team manager, 6 team leaders and 12.7 social care workers to 1 team leader and 3 social care workers by 2018/19.
- 5.5 The new model also includes an emergency overnight facility sourced from an external housing provider. The cost of this is estimated to be in the region of £20,000 for rent and utilities per year. The outreach team will be used to staff this facility as and when required. The need for this service will be re-considered after 18 months.
- 5.6 It is proposed that the existing building (Recovery House) is developed into a new supported living service for three people with complex needs currently living in residential and nursing homes. This model would not require any additional investment as it uses a combination of housing benefit and personal budgets. This proposal will be subject to a further report for approval. The personal budgets would be sourced from the Care Purchasing budget. This would not create any additional pressure on the budget. The scheme would offer a supported living environment for 3 people that are moving out of Nursing care and the cost would reduce to support costs rather than Nursing /Residential fees.
[GS/07032016/Y]

6.0 Legal implications

- 6.1 There are legal implications associated with this report as it recommends the reconfiguration of a council run service.
- 6.2 The Council has consulted extensively in determining the revised service model. The consultation (Appendix A) provides a detailed analysis of the consultation which the Council has taken into account in arriving at the revised service model.

- 6.3 The Council has various duties to meet the needs of people experiencing mental health issues principally under the Mental Health Act 1983, the National Health Service Act 2006, the Health and Social Care Act 2012 and the Care Act 2014.
- 6.4 Paragraph 4.3 of this Report refers to identifying a property for use by the Recovery Outreach Service. If the property is to be bought or leased by the Council a further report may be required. The Council will also need to ensure that the property has the correct planning permission for its intended use and that it is held in the appropriate portfolio. If the property needs to be appropriated to the correct portfolio an additional report may be required.
[TS/11032016/S]

7.0 Equalities implications

- 7.1 The proposal supports people with mental ill health in an emergency situation and those being resettled from nursing and residential care to live more independently in the community.
- 7.2 Evidence suggests that a number of equalities and demographic factors can have an effect on the local need and uptake of mental health services, including:
- Age and gender
 - Black and minority ethnic communities
 - Persons in prison or in contact with the criminal justice system
 - Service and ex-service personnel
 - Deprivation
 - Housing and homelessness
 - Refugees and asylum seekers (new arrivals)
 - People with long term conditions or physical and or learning disabilities including autism
 - Lesbian, gay, bisexual and transgender people
 - Substance misuse
 - Victims of violence, abuse and crime
- 7.3 This proposal is about supporting people to live more independently in the community. It will enable people to move back to, or into communities of their choice rather than having to receive services that are available in a single location.

8.0 Environmental implications

- 8.1 There are no environmental implications associated with this report.

9.0 Human resources implications

- 9.1 The proposals for re-design will lead to a reduction in the overall resource requirements within the Mental Health service. Affected employees will have the opportunity to participate in the design and development of the future service. Full consultation with

employees and trade unions will be undertaken regarding proposed changes to the service, now that public consultation is complete.

- 9.2 Changes to organisation structure, job roles and resource numbers will be managed in accordance with the City of Wolverhampton Council policies and procedures. In order to minimise the impact of redundancy on employees, in accordance with the councils Assimilation Policy and Process, where appropriate employees will be assimilated into posts with ring fenced recruitment being used for new posts or posts for which duties have substantially changed.
- 9.3 It is proposed that in the first year there will need to be a reduction of 5 Team Leader posts, Grade 6 and 5.5 Social Care Workers, Grade 5. In the second year this is proposed to reduce further by 3 Social Care Workers, Grade 5.
- 9.4 The proposed re-design will require employees to adopt a 5 out of 7 day working pattern. In accordance with the Collective Agreement full consultation will be undertaken with affected employees.
- 9.5 Employees who do not secure a post through the restructure will be offered redeployment support in accordance with the Restructure and Redundancy Policy. The council is currently operating a voluntary redundancy scheme which has been made available to all employees to mitigate the need for compulsory redundancy.
[HR/JF/VG/010]

10.0 Corporate landlord implications

- 10.1 There are corporate landlord implications associated with this report as it recommends a change of use for the Recovery House and the need to identify a social landlord to take on the building, so that it can be turned into a supported housing scheme for people with complex mental health needs.

11.0 Schedule of background papers

- 10.1 Cabinet on 21 October 2015 for permission to consult.

Appendix A

Mental Health Provision

Consultation on proposed options for the future for Recovery House

CONSULTATION REPORT

November 2015 – February 2016

CONTENTS

Theme	Page Number
1.0: Methodology	4
1.1: People invited to participate	4
1.2: Questionnaire	4 - 5
1.3: Consultation meetings	5
1.4: Total number consulted	5
1.5: Participant breakdown	5 - 6
1.6: Demographic information of participants	6
1.6.1: Service used	6
1.6.2: Geographic location	7
1.6.3: Gender identity	8
1.6.4: Disability	8
1.6.5: Sexual orientation	8 - 9
1.6.6: Religion	9
1.6.7: Ethnic origin	9
1.6.8: Age	10
1.6.9: Gender	10
2.0: Background	10 - 11
2.1: Recovery House	11
2.1.1: The Outreach Support Team	11
2.2: Proposed options for the Future of the Service	11
2.2.1: Option 1 – Do Nothing	11
2.2.2: Option 2 – Promoting Independence Model	11 - 12
2.2.3: Option 3 – Complete Decommissioning of the Service	12
2.2.4: Option 4 – Outreach Team Only	12
3.0: Consultation Feedback Summary	12
3.1: Experience of current services	12
3.1.1: Recovery House	13
3.1.2: The Outreach Team	13
3.1.3: Other feedback	13 - 14
3.2: Preferred Options	14
3.2.1: Option 1 – Do Nothing	14
3.2.2: Option 2 – Promoting Independence Model	14 - 15
3.2.3: Option 3 – Complete Decommissioning of the Service	15
3.2.4: Option 4 – Outreach Team Only	15
3.2.5: Other Responses	15
3.3: Alternative suggestions	15 - 16
3.3.1: Summary of Option 5	16
4.0: Option 5	16 - 18
5.0: Experience of current services	18
5.1: Positive experiences	18

5.2: Negative experiences	19
6.0: View expressed on proposals	19
6.1: Detailed comments	19 - 20
6.1.1: Option 1 – Do Nothing	20
6.1.2: Option 2 – Promoting Independence Model	20
6.1.3: Option 3 – Complete Decommissioning of the Service	20
6.1.4: Option 4 – Outreach Team Only	20
7.0: Case Studies	20
7.1: Case study one	21
7.2: Case study two	21 - 22

1.0: Methodology

A formal consultation exercise was undertaken over a twelve week period. Commencing on Monday 16th November 2015 and ending on Friday 5th February 2016. The consultation was carried out following good practice guidelines as set out in the City of Wolverhampton Council Engagement Guidance. The consultation also respects the principles outlined in the Wolverhampton Compact.

A consultation plan was drawn up prior to the consultation commencing. The consultation plan outlines the consultation activity that will take place, sets out the approach that will be taken to consult and includes consideration of the following:

- Timescale for consultation
- Consultation methods
- Who will be consulted and when
- The person(s) who will lead on the required actions

A variety of different methods for collecting people's views were utilised. People were able to engage with a short survey available online on Survey Monkey. Consultation packs were distributed to service users through by post and via staff from the Outreach Service. Staff were sent consultation information packs by email, as were stakeholders.

The consultation packs included a cover letter, consultation information pack, consultation questionnaire and a freepost envelope (if distributed by post).

People were also able to call a dedicated phone line, email or submit comments by post.

Four public meetings were held over the consultation period. Two meetings were held with affected members of staff.

A press release was issued on 17th November 2015 and the consultation subsequently promoted on social media, advertising the consultation and mechanisms for taking part.

Information pertaining to the consultation and mechanisms for participation are also uploaded to <http://www.wolverhampton.gov.uk/article/4047/Current-consultations>

1.1: People invited to participate

93 people who had used the service over the last 12 months were invited to give feedback through the circulation consultation materials. 19 members of staff who will be affected by the proposals were invited to participate, along with 39 stakeholders and 21 mental health self-support groups. 17 copies of paper questionnaire were requested and supplied. In total a minimum of 189 people were invited to participate.

1.2: Questionnaire

A questionnaire was uploaded onto Survey Monkey asking participants 14 questions. Six questions related to the proposed options for the future of the service, the other nine

collected useful information to support the equality analysis and demographic information of respondents.

The Recovery House survey was available at www.surveymonkey.com/r/recovery-house 32 responses were received through this mechanism. Paper questionnaires were available upon request, 20 people completed and returned paper versions.

1.3: Consultation Meetings

Six consultation meetings were, two meetings with staff and four public meeting were held. Morning, afternoon and evening sessions were organised to enable people with commitments at different times of the day to attend. A total of 36 people attended consultation meetings.

1.4: Total Number Consulted

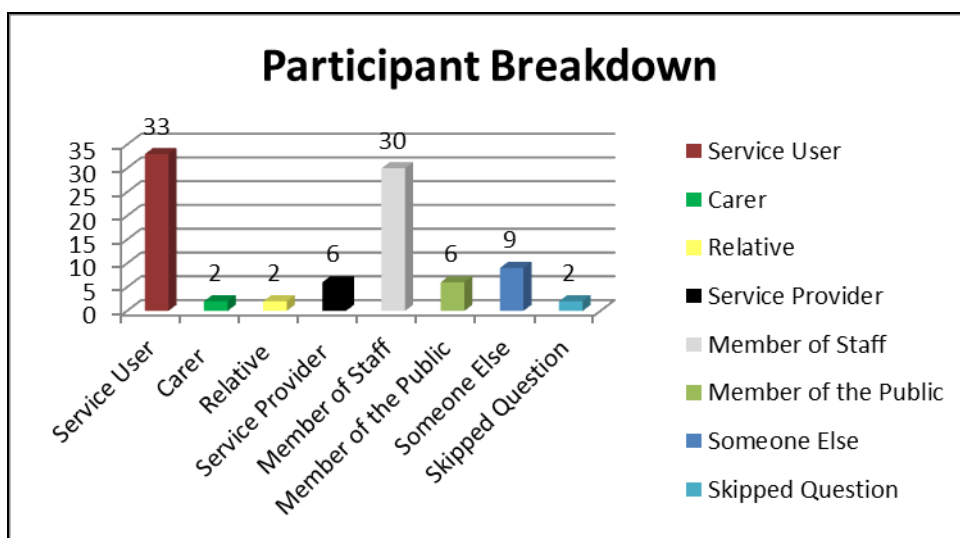
Mechanism	Number that Attended	Date
Brickklin Community Centre (Staff)	6	Monday 23rd November 2015
Brickkiln Community Centre (Staff)	8	Thursday 26th November 2015
Committee Room 1	5	Thursday 3 rd December 2015
Brickkiln Community Centre	1	Thursday 3 rd December 2015
Committee Room 2	1	Thursday 3 rd December 2015
Committee Room 3	15	Friday 15 th January 2016
Survey Monkey	32	Throughout consultation period
Paper Questionnaires	20	Throughout consultation period
Letters Received	2	Throughout consultation period
Total Number Consulted	90	

In total 90 people engaged in the consultation process. Of the people invited to participate the total number that participated represents 48% of those invited.

1.5: Participant Breakdown

33 (37%) were service users, two (2%) were relatives of a services user, two (2%) were carers, six (7%) respondents identified themselves as service providers, 30 (33%) were members of staff, six (7%) identified themselves as a member of the public, two people (2%) skipped the question and nine (10%) selected 'someone else' and stated they were; a resident of the local area, a concerned person, a Mental Health Social Worker, Complex Care Team, a Band 4 NHS service user and a Community Psychiatric Nurse.

Question 1: Are You...	Survey Monkey	Questionnaire	Staff Meetings	Public Meetings	Other	Total
Service User	7	17		8	1	33
Carer	1			1		2
Relative	1	1				2
Service Provider	4			2		6
Member of Staff	11	1	14	3	1	30
Member of the Public				6		6
Someone Else	7			2		9
Skipped Question	1	1				2



1.6: Demographic Information of Participants

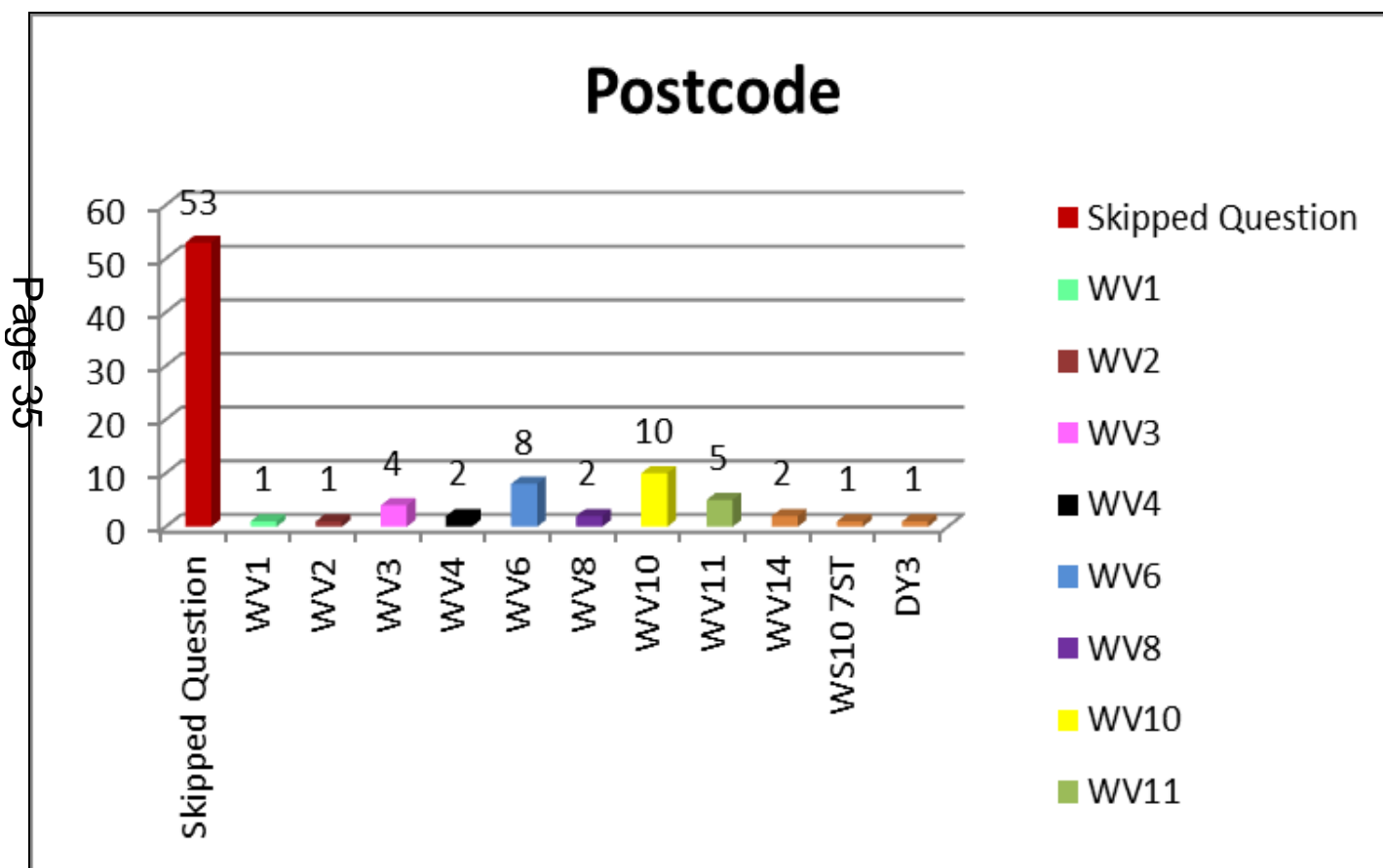
Demographic and equalities information is collected from participants throughout consultation activity. There is a legal requirement for local authorities to show that they have paid due regards to the Public Sector Equality Duty, created by Section 149 of the Equality Act 2010. The broad purpose of the equality duty is to integrate consideration of equality and good relations into the day-to-day business of public authorities. As well as adhering to legal requirements; the Council has its own commitment to equalities and wants to ensure the services it provides are equally accessible and fair to all of Wolverhampton's diverse communities. We can only do this if we know how different communities feel about different issues. Although we encourage people to share information with us, participation, in full or in part is optional and all personal information shared is kept confidential.

1.6.1: Service Used

Use of the services provided through Recovery House and the Outreach Support Team was identified 79 times. A total of 44 respondents had used/referred to Recovery House and 35 respondents had been supported by the Outreach Team.

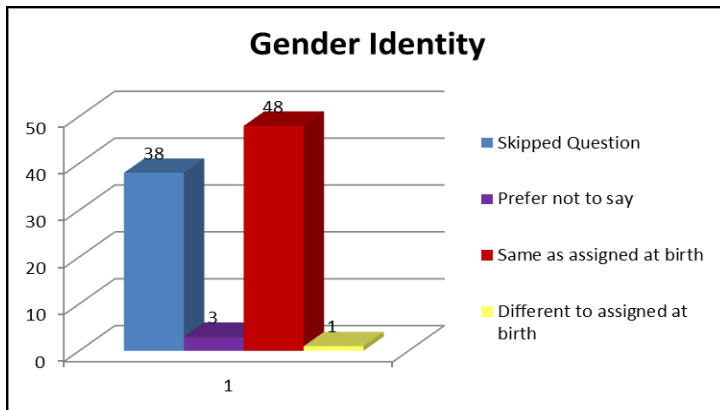
1.6.2: Geographic Location

53 (59%) respondents skipped the question, two (2%) people were from out of area and 35 (39%) people lived in Wolverhampton.



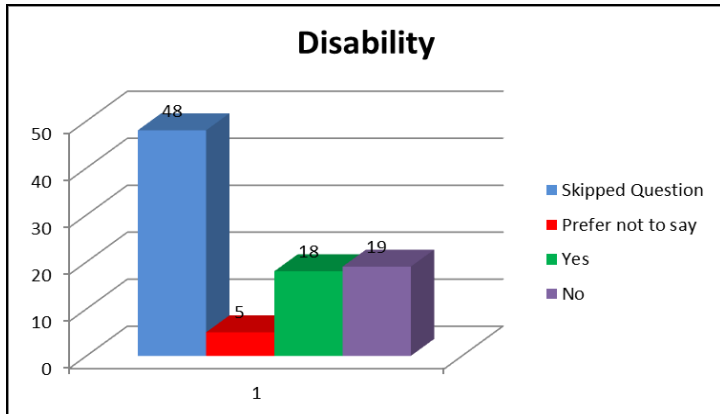
1.6.3: Gender Identity

Three (3.3%) participant's said they preferred not to say if their gender was the same as assigned at birth. 48 (53.3%) of people had the same gender identity, one person (1.1%) said their gender identity was different to assigned at birth and 38 people (42.2%) skipped the question.



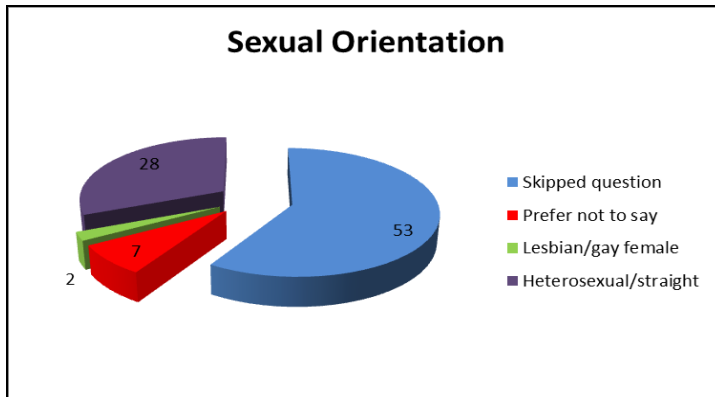
1.6.4: Disability

Eighteen (20%) of respondents considered themselves to be disabled, 19 (21%) said they were not. 48 people (53%) skipped the question and five (6%) preferred not to say.



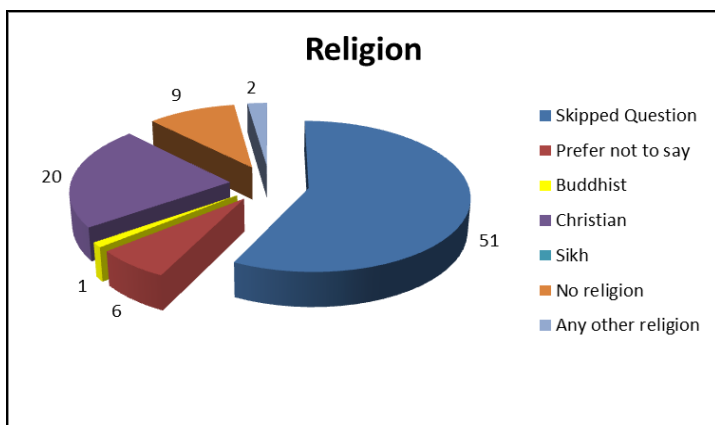
1.6.5: Sexual Orientation

Fifty three people (59%) chose to skip this question, whilst seven people (8%) said they preferred not to say. Two were (2%) lesbian/gay female and 28 people (31%) are heterosexual/straight.



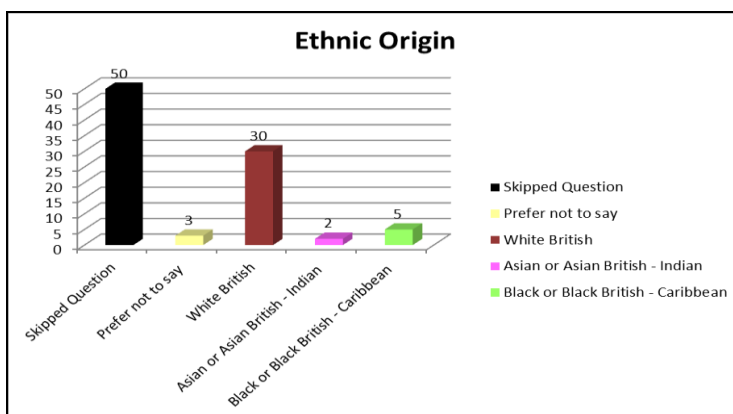
1.6.6: Religion

Twenty (22%) people identified themselves as Christian, two people (2%) identified with another religion and stated Wicca/pagan and catholic. Nine (10%) were of no religion. 51 people (57%) skipped the question, one person (1%) was a Buddhist and one person (1%) was Sikh whilst six (7%) people said they prefer not to say.



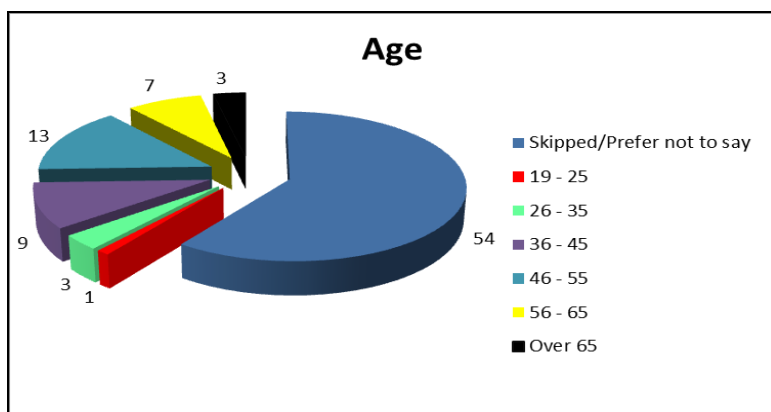
1.6.7: Ethnic Origin

Fifty people (56%) skipped this question and three (3%) preferred not to say. The top three responses were: 30 people (33%) were White British, two people (2%) was Asian or Asian British – Indian and five (6%) were Black or Black British – Caribbean.



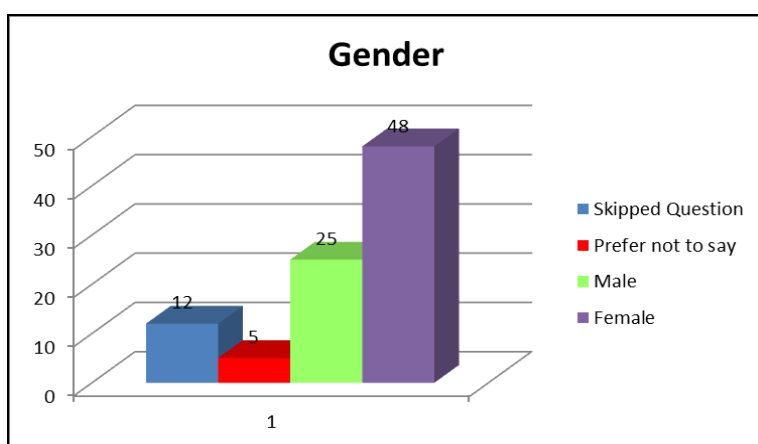
1.6.8: Age

No feedback was received from the 16 – 18 years age group. 54 people (60%) skipped this question. One respondent (1.1%) was aged 19 – 25, three respondents (3.3%) were aged 26 – 35 years, nine (10%) were aged 36 – 45, 13 (14.4%) were aged 46 – 55, seven (7.8%) respondents were aged 56 – 65 and three (3.3%) people were aged over 65.



1.6.9: Gender

Twelve people (13%) skipped this question and five people (6%) preferred not say. Twenty five (28%) respondents were male and 48 (53%) were female.



2.0: Background

Recovery House is a four bed crisis house which offers urgent and planned interventions for people with acute mental health needs. The service includes an Outreach Support Team.

To improve service delivery to this client group, the City of Wolverhampton Council's objective is to deliver a service which supports the resettlement programme. The programme aims to reduce the number of clients living in residential and nursing home settings, and supporting them to live more independently in the community.

A four bed unit is no longer a cost effective model for either partner. Based on 2014 – 15

activity and financial data, it is estimated that the average cost of each bed per week is £2,300.

The City of Wolverhampton Council is facing an unprecedented budget challenge. To address this, budgets across the council have been assigned spend reduction targets. The local authority needs to make a saving on this service as part of the Medium Term Financial Strategy.

Wolverhampton CCG is separating from the current joint funding arrangements for the different elements of the service, and has indicated that they intend to source crisis beds from an alternative provision.

2.1: Recovery House

The Recovery House service has been delivered in partnership with health partners since 2000. Wolverhampton's Clinical Commissioning Group (CCG) currently invests in the service in partnership with the City of Wolverhampton Council.

The service is a short term provision for people with mental health needs leaving hospital to provide support in readiness for living in a more independent setting, and/or for individuals in need of a period of assessment, reablement or a short break.

The service was restructured in May 2014 which resulted in a continuation of a four bed crisis unit and an Outreach Support Team.

2.1.1: The Outreach Support Team

Outreach support is available seven days per week between the hours of 10 am and 8 pm; community support may be available outside of these hours if identified as required and community outreach support provides practical social care support tailored to meet individual's needs in their local community.

2.2: Proposed Options for the Future of the Service

The City of Wolverhampton Council has considered a range of options for the future of Recovery House and those who use the service.

2.2.1: Option 1 - Do Nothing

Although all ways forward must be considered, doing nothing is not an option. The local authority needs to make a saving on the funding allocated to this service as part of the Medium Term Financial Strategy. Additionally, Wolverhampton CCG is separating from the current partnership arrangement for the different elements of the service and intend to source step down beds from an alternative resource. Without joint funding the service would not be able to continue to be delivered as it is currently.

2.2.2: Option 2 - Promoting Independence Model

The house itself would no longer be registered with the Care Quality Commission (CQC) as residential accommodation. The facility would continue to have capacity for four

people who would have a more secure and longer term tenancy through an external housing provider until they are ready to live in a more independent setting. The support would be provided by the Community Outreach Service.

The Community Outreach Service would also provide support to people living in their own homes in the local community. Staff who are not delivering the Community Outreach Service would be located with the Community Mental Health Service to support other people who are moving into the community from nursing or residential care settings.

The staff team would be reduced over a period of time as the number of people resettled in the community increases.

2.2.3: Option 3 – Complete Decommissioning of the Service

This option would involve the withdrawal of all funding for the service delivered at Recovery House and the Community Outreach Team.

2.2.4: Option 4 – Outreach Team Only

This option would involve decommissioning the Recovery House building so it is no longer used for service delivery and handing it over to the Corporate Landlord. An enhanced Outreach Team would have increased capacity to support the Social Work Team in the resettlement and transition programmes for people moving out of long stay residential and nursing settings.

The staff team would be reduced over a period of time as the number of people resettled in the community increases.

3.0: Consultation Feedback Summary

The following is a summarised overview of the feedback received through the consultation. Further detail can be found throughout this report. A full written transcript of all feedback is available by request.

3.1: Experience of current services

28 people who filled in the questionnaire shared their experience of Recovery House and/or the Outreach Team. Of that number only two people shared negative experiences. One felt that their stay at Recovery had worsened an existing neck, arm and back problem. The other felt that there were limited scheduled activities and a lack of signposting to other opportunities such as education. Additionally, they felt that the treatment options weren't flexible and consulting time was limited.

Overall respondents felt that it is a flexible and responsive service which is delivered in an informal environment where they are treated with dignity. It was noted that service is preventative and 22 out of the 36 referrals received in the last 12 months were for people in acute crisis which would have required hospital admission otherwise.

3.1.1: Recovery House

It is felt that Recovery House provides holistic care and assists with promoting independence and the development of life-skills such as cooking, shopping and money management. Staff assist with move on and furnishing properties. Overall those that responded felt that they delivered good care, emotional support, reablement and respite 24 hours a day, seven days a week which support recovery.

Respondents feel that the service prevents self-harm, suicide, delayed discharge and hospital admission. It allows safe discharge from hospital, relocation back home and prevented clients being sent out of area. The service has enabled clients with children to be kept close to them and has been able to monitor and support clients that self-neglect.

However it was acknowledged that there is a prevalence of users of the residential service who are experiencing housing crisis/issues. A lack of suitable housing and the length of time it takes to find appropriate accommodation is seen as a contributory factor. It was noted that the residential element of the service is not suitable for people with disabilities.

3.1.2: The Outreach Team

It is felt that the Outreach Team provides on-going support which helps clients who are unable to leave the home due to acrophobia or who have been resettled. The outreach service helps clients to attend appointments, introduces them to other services and self-help groups.

3.1.3: Other feedback

It is felt that Recovery House should not be looked at in isolation but holistically with other mental health provision across the city. It was fed back that the remodelling exercise in May 2014 had had a positive effect and had the most impact on the planned elements such as; supporting people out of nursing homes, supporting the reablement agenda and supporting service users into supported living and more independent settings. The Integrated Panel ensures that nursing homes specify why individuals are there and their planned next steps which has improved step up and step down. It is felt a step up and step down replacement service needs to be in place before a closure is considered.

Staff feel that they build good, sustainable relationships with current and former service users which allows maintenance of wellbeing and prevents crisis. They fed back that a residential placement is always utilised as a last resort if outreach support is not possible or is unsuitable. They feel that the resettlement programme had slowed down turnover as clients stay longer which increases cost. Staff at Recovery House feel that they plug gaps and take the pressure of other services as well as identifying safeguarding concerns with other providers.

Staff queried how we would continue to assess resettlement clients for independent living, carry out urgent crisis assessments and administer medication if the service did

not continue. Additionally they expressed concern regarding the pressure on social workers to resettle people from nursing homes and felt that often these decisions are being made with no evidence base. The staffing ratio, roles and base going forwards was also queried. It is felt the staff team are highly skilled, experienced and trained and it would be a shame to lose their expertise.

It was fed back that there is difficulty accessing secondary mental health services, however, the CCG report that they commission more activity and invest more money in services than previously. A respondent felt there is a lack of public health and other health service provisions. Additionally, the CCG fund a lot of out of area beds which at times is unavoidable but which can have negative impact on service users. It was noted that since the Section 75 agreement had come to an end, the pathways into the service have changed. It was questioned if Recovery House is able to provide the intensive support required to people that are acutely unwell. Health colleagues report that they have experienced difficulty placing people who are unwell in Recovery House because of the nature of the building and the service it provides.

It was pointed out that if a service is stopped then the pressure is felt elsewhere. An attendee felt that Recovery House closing would lead to increases in Section 136, increased homelessness and people waiting to be admitted to hospital where there are already bed shortages. It is believed that there is pressure on acute beds which it is felt would be made worse if Recovery House was to close.

3.2: Preferred Options

Respondents were able to choose more than one of the proposed options available. 55 selections were made through the questionnaire, letter or email. Additionally 41 comments were noted as to the reasons for the options selected. Top three selections were Do Nothing, followed by the Promoting Independence Model and then Outreach Team only.

Eight respondents said they did not wish to choose any of the options, although one intimated that they did not want Recovery House to close. Two people said they were not sure about a preferred option. They said the reasons for this was because they were not sure what is happening with the services currently and the other respondent said they were unsure of what the options are.

One respondent queried how the proposed options will replicate the current benefits to clients and carers.

3.2.1: Option 1 – Do Nothing

24 people who completed the questionnaire or sent in feedback chose the 'Do Nothing' option. A petition was received on 3rd December 2015 containing 46 signatures along with a letter for the Cabinet Member for Adults Cllr Mattu. Overall the vast majority of those who attended consultation meetings also did not want the service to change and gave the following reasons. They felt:

- the service should be left as it is and kept open

- there should be more provision
- the £2,300 per bed per week figure was questionable
- the other options available are unsuitable for future needs
- This is a need for this type of service for people in crisis or vulnerable people
- it would be a travesty to close it
- the service is well used and is an invaluable asset to the city.

3.2.2: Option 2 – Promoting Independence Model

12 people who completed the questionnaire chose the Promoting Independence Model. One person felt that money would be better spent in promoting care in own home and sorting out the root problems of people. However concern was expressed by one respondent at the proposed staff reduction once clients were resettled in the community.

3.2.3: Option 3 – Complete Decommissioning of the Service

One person who completed the questionnaire chose the option of the complete decommissioning of the service. They felt the current cost is far too expensive and is unsustainable.

3.2.4: Option 4 – Outreach Team Only

Eight people who completed the questionnaire chose option four, the following reasons were given.

- The fourth option is best so can still have a service
- I agree to Option 4 as long as services will be provided to people like myself
- Agree with Option 4.

3.2.5: Other Responses

Eight people who completed the questionnaire said they did not wish to choose any of the options. Two people were unsure and nine skipped the question.

3.3: Alternative Suggestions

The staff team at Recovery House have submitted an Option 5 through the consultation. A summary of this option can be found in 3.3.1 and further detail can be found in 4.0.

Other alternative suggestions received during the consultation are as follows:

- Make football supporters or the football team pay for policing on match days instead of the tax payer. The money saved could go towards financing mental health projects.
- Faster turnover of clients which would make money or be given a bigger property to house and support more people.
- Increase council tax by 2% for the social care needs of mental health service users.

- Volunteers to man Recovery House.
- Charging service users who have the ability to contribute
- Ring fence for this vital service.
- Step down from wards to re-enable return home with a maximum of two weeks of planned care. Crisis or respite use but done in a controlled manner i.e. care planned and fixed time frame as an alternative to inappropriate hospital admissions.
- 1) Supported housing at Recovery House with a progressive individual plan leading to independent living. 2) Those with lower support needs can be supported via outreach in their own homes.
- De-register the service with Care Quality Commission (CQC)
- Explore other options such as the Mental Health and Learning Disability Trust or specialist housing associations
- A cost benefit analysis exercise be undertaken to establish the best option(s) going forwards
- Additional support online to that already provided such as sexual abuse/trauma for those who won't attend conventional services.
- Sheltered housing to provide the same support at a lower cost.
- A better building for the same amount of funding could mean the service could be offered to more people with a static critical mass of staff.
- Rented units that can be utilised as and when required for residential placements
- Training to ensure a common framework of independence is used from a service user's activity.

3.3.1: Summary of Option 5

Option 5 relies on the continuation of a jointly funded service. It proposes to maintain links with health partners through weekly hospital visits to identify suitable referrals and/or begin in reach to support faster discharge.

Option 5 proposes a staffing reduction from a current team of 18.5 full time employees to a team of 13. Current staffing costs are approximately £634,260 per year, the proposed reduction in staffing brings this cost down to approximately £451,709. Option 5 offers a saving of approximately £182,551 whilst retaining both the residential element of the service and intensive outreach support.

The service would maintain the ability to administer medication and provide an immediate response to assessment and admissions. The staffing ratio would enable the service to continue to offer 24 hour residential support and continue to support the resettlement project.

4.0: Option 5

The staff team at Recovery House have submitted an Option 5 through the consultation. The following detail is taken from the proposal.

There is no question that the service currently offered is expensive however, there is currently no data available to evidence what costs would have been associated with the

referrals received if the Recovery House had not been available. It would be questionable as to whether there would have been any service available at all to some of the recent admissions due to associated risks and current capacity in the supported housing schemes.

It is also acknowledged that previous links within the Black Country Foundation Partnership Trust (BCFPT) have been eroded and systems need to be re-established to ensure that a more effective and proactive 'step down' and 'alternative to admission' is available. This could be easily achieved by early intervention and identification and point of admission if not achieved before. Currently health colleagues rarely contact or refer into the service until there is a bed crisis within the hospital and frequently the referrals are not appropriate however, the service regularly helps to alleviate bed pressures and blockages.

It is recommended that a continued joint service be provided as simply as visiting the hospitals on a weekly basis to identify any possible suitable referrals and/or commence in reach to support a quicker discharge.

A merger of the Community Inclusion Team and Recovery House following a restructure in May 2014 resulted in an increase of staff within the service which is not a true reflection of the baseline staff that would be required to deliver the majority of the services currently delivered: residential, outreach and maintenance support.

Current Staffing Resource

1 FTE Registered Manager – Grade 7 = £46,116
6 FTE Team Leaders – Grade 6 = £221,271
5 x Night Social Care Workers – Grade 5 = £156,783
6.6 FTE Social Care Workers – Grade 5 (6 @ 37hrs + 1 @ 25.9 hrs.) = £210,090

Total Approximate Cost = £634,260

Based on rough calculations the current staffing budget could be reduced from a current team of approximately 18.5 FTE employees to a team of 13 as detailed below.

Option 5 – Staffing Resource

1 FTE Registered Manager – Grade 7 = £46,116
3 FTE Team Leaders – Grade 6 = £110,982
5 Night Social Care Workers – Grade 5 + 10% night working allowance = £169,184
4 FTE Social Care Workers – Grade 5 = £125,427

Total Approximate Cost = £451,709

Saving of £182,551

Option 5 would be able to offer a significant saving of £182,551 whilst still retaining both the residential element of the service and the intensive outreach support. The service would offer 2 qualified, experienced members of staff on duty at all times inclusive of a

team leader on duty between the hours of 8 am – 9 pm. This would enable continued administration of medication and immediate response to assessment and admissions. This staffing ratio would enable the service to continue to offer the high intensity 24 hour residential support with minimal exclusion to service users due to the potential risks associated with lone working. This would also enable the service to continue to effectively support the resettlement project.

5.0: Experience of current services

Participants were invited to share their experience of the services that they receive(d) or the person they care for currently use at Recovery House or through the Outreach Support Team. Twenty eight people provided feedback.

5.1: Positive Experiences

Twenty six respondents shared positive experiences of Recovery House and/or the Outreach Team. Overall respondents see the service as a lifeline and feel that it is a flexible and responsive service which is delivered in an informal environment where they are treated with dignity. *"Recovery House has literally been a life saver for me on several occasions. Having their support available has stopped me severely harming or committing suicide. Outreach has been useful at other times. Both have provided continuity of care at difficult times and being able to relate to staff when in crisis is invaluable."*

It was felt that Recovery House provides holistic care and assists with promoting independence and the development of life-skills such as cooking, shopping and money management. Staff assist with move on and furnishing properties. It is felt they deliver good care, emotional support, reablement and respite 24 hours a day, seven days a week which supports recovery. *"I found it was very good and very helpful. I got on very well with the staff. I went shopping and to drop-ins. I learnt a lot of new things. The staff taught me about cooking and also about food and to go on buses. I moved into Recovery House from Harper House and now live in my own house."*

The service prevents self-harm, suicide, hospital admission and a breakdown of care arrangements. *"I have used Recovery House on several occasions. Each time I have had good care and it has enabled me to return to home life and not return to hospital or end up killing myself. The staff are generally great and helpful."* It allows safe discharge from hospital, relocation back home and prevented clients being sent out of area. The service has enabled clients with children to be kept close to them and has been able to monitor and support clients that self-neglect. *"When I was initially admitted to hospital there were no NHS beds in the country and I was placed in Bristol. This made it impossible for my children to stay in touch with me."*

It is felt that the Outreach Team provides on-going support which helps clients who are unable to leave the home due to acrophobia or who have been resettled. The outreach service helps clients to attend appointments, introduces them to services and self-help groups. *"The service has helped me get to appointments and I have been lonely so I have asked them for help."*

5.2: Negative Experiences

Two respondents shared negative feedback. One felt that their stay at Recovery House had worsened an existing neck, arm and back problem which resulted in them experiencing pain. The respondent said that they now considered themselves as disabled after their stay at Recovery House. A respondent felt there are limited scheduled activities or signposting to other opportunities. Additionally they felt the treatment options and consultation times were inflexible. *"However, the inflexibility of their treatment options and limited consulting time make this part of the service look pressured from within; less than load of the client register dictating the outcomes."*

6.0: Views expressed on the proposals

6.1: Detailed comments

Some respondents used this section to reiterate the value placed on the service and the need for the service in the city. *"Although I usually like independence there are times when I just need to be cared for and someone to keep you safe."* The calculation of £2,300 per bed per week was queried particularly when compared to costs applied by other similar organisations. *"Whilst the service may appear expensive, does the intensive short term cost of enablement/maintenance then reduce lifetime costs?"* One respondent felt that none of the proposed options are suitable as a replacement for the existing or future needs of clients and their families. An attendee queried whether the CCG were able to remove their funding from the service without consultation? It was suggested that consultation should have taken place earlier to shape the options. An attendee felt that the proposals were not joint/integrated and were not robust. It was felt that a step up, step down facility needed to be in place before a closure.

Concern was expressed regarding the potential loss of a local step up, step down community mental health resource due to resource constraints. Additionally it was felt that the loss of this resource would leave unsatisfactory alternative options for vulnerable people such as a P3 hostel or the Wulfrun Hotel which it was said used by prostitutes. They felt the implications of travelling out of area would impact negatively on clients. *"Some will have further to go if they are in real need of help. Especially if they have no car. Also they will have to get used to new personnel and surroundings which will already add to the stress they are in."* Additionally they felt that the CCG had made decisions and plans which undermined a joint approach and the consultation, and also meant that complex issues and models are not being explored.

Relatives feel that a residential service is necessary when someone becomes unwell as their life style may be contributing to the problem, additionally they felt that it is important that their loved one be removed from home when in crisis to enable them to be supported in a different environment and then returned home. Environment is seen as very important to wellbeing and recovery; however it was noted that if clients remain too long in a service it can deskill them. Others felt that resettlement in the community and support in the home was not always appropriate. *"And as far as I'm concerned condemning someone to live alone in their own house is not independence but purgatory. It might be cheap, it might be cheap but it's purgatory."*

An attendee felt that GP's provide little support and that people need help to sort out the root problem and chronic loneliness is an issue for many. It was suggested that there is need for more advocacy provision in the city and better promotion of existing services. An attendee felt that people were not receiving mental health support in the community. It was queried how the £600 million national additional funding for mental health and crisis intervention would be spent locally.

6.1.1: Option 1 - Do Nothing

Overall Option One – Do Nothing was the favoured option with those that participated. It was felt by the majority that the service should be kept open as it is a unique service for people in crisis. It provides support 24 hours a day, seven days a week in a safe environment which is appropriate for building relationships and learning new skills.

"When in crisis going to a small informal place such as Recovery House is much less stressful than inpatient psychiatric services and ultimately leads to a speedier recovery."

It is felt that service aids recovery and is relied on by other organisations. *"I believe that the residential beds are frequently used and are an invaluable asset to both WCC and BCPFT."* It is felt that closure of Recovery House would be a loss to the city and may but strain on other resources. It was suggested that the service should be expanded and provide more beds. *"My preferred option or better option would be to expand it to more beds. I'm sure they are needed."*

6.1.2: Option 2 – Promoting Independence Model

Option Two – the Promoting Independence Model was the second favourite option amongst participants. *"Money would be better spent promoting care in their own home, sorting out the root problems of people."* However, concern was expressed regarding to intention to reduce staff numbers once clients have been resettled in the community as it focusses on existing clients and had not considered new clients coming through the service.

6.1.3: Option 3 - Complete Decommissioning

Option Three – Complete Decommissioning of the service was the least favoured option and was only endorsed by one participant who felt the current cost was far too expensive and unsustainable.

6.1.4: Option 4 – Outreach Team Only

Option 4 – Outreach Team Only was the third popular of the options. Participants felt that at least there would be some level of provision. *"The fourth option is the best so can still have a service."*

7.0: Case Studies

The following case studies have been supplied by Recovery House staff to highlight the varied and complex nature of the work undertaken by the service.

7.1: Case Study One

October 2015 - 17.30 pm. Telephone call received from Home Treatment Team (HTT) Penn Hospital for an urgent assessment for admission to Recovery House. Doctor on call is looking for a bed for a female patient for around three days. Recovery House initiated a prompt response. Staff arrived at the hospital at approx. 18.20. HTT brief - Patient known to Mental Health Services and has a diagnosis of Schizophrenia with a history of relapse in mental health resulting in paranoia and delusional beliefs. Patient sat in Hospital reception. HTT had conducted a visit to the home at tea time. She reported to them her husband had hit her. Husband admitted he had hit her and should she remain in the house he would do it again. HTT transported her to hospital for a place of safety as they felt should she remain there was a high risk of the situation escalating. Nurse stated the patient has a history of allegations towards her husband and family and believes the allegations are part factual/part illness. During the assessment she stated she wanted to report the incident to the Police and was worried about her two dependent children. Nurse stated she had raised a safeguarding regarding her welfare earlier today. Documented evidence on risk assessment Safeguarding raised for children August 2014 which was investigated and case closed. Nurse stated they were waiting on the Emergency Duty Team (EDT) for advice. Patient rang the Police during the assessment and reported the incident to the Police who took the relevant details with a plan to visit to take a statement.

Outcome:

Dr on Call felt the patient did not require a hospital admission. No beds available. Patient asked if Recovery House was another hospital /institution as she would not be happy to go. Staff explained we are a four bed "house type" Social Services residential establishment staffed 24 hours per day which she accepted. She was admitted to Recovery House at 20.00 hrs. Police attended and took her statement whilst supported by staff as she felt frightened and anxious. Safeguarding application made for the children the same night.

Patient remained at Recovery House for 24 hours until her mother collected her to take her to stay with her. Staff liaised with HTT throughout the process to ensure she continued to have a place of safety. Safeguarding investigated.

7.2: Case Study Two

October 2015 - Recovery House were called to attend an urgent assessment at Penn Hospital by the Home Treatment Team (HTT) at the request of the on call Doctor. Assessment completed at 19.30 pm, two staff in attendance. During the car journey back to Recovery House a call was received from a colleague regarding concern for one of our clients. The young person had telephoned and sounded distressed stating she had taken an overdose of sleeping pills. She informed them of the area she was in but not an address.

Staff turned the car around and drove to the area she stated she was in. She was found on a street corner crying and refused to get into the car and threatened to run off should staff telephone the Police. Following reassurance she agreed to return to Recovery

House. Staff telephoned colleague to call an ambulance during our journey back. On a safe return to Recovery House paramedics arrived and transported her to hospital for further investigations. She returned during the early hours of the morning where night staff sat with her offering her reassurances. This continued the following day as she had stated she felt very upset and about what she had done.

Outcome:

The person is under the Transition Service from the Looked after Children Team to Adults with a view to independent living. Work is continuing with this individual.

City of Wolverhampton Council would like to thank everyone who contributed to this consultation exercise.

Cabinet Meeting

23 March 2016

Report title	Better Care Fund Section 75 Agreement (Pooled Budget 2016/17)	
Decision designation	AMBER	
Cabinet member with lead responsibility	Councillor Sandra Samuels, Public Health and Wellbeing Councillor Elias Mattu, Adults	
Key decision	Yes	
In forward plan	No	
Wards affected	All	
Accountable director	Linda Sanders, People	
Originating service	Disabilities and Mental Health	
Accountable employee(s)	Viv Griffin	Service Director, Disabilities and Mental Health
	Tel	01902 555370
	Email	Vivienne.griffin@wolverhampton.gov.uk
Report to be/has been considered by	People Leadership Team	22 February 2016
	Strategic Executive Board	1 March 2016
	Integrated Commissioning and Partnership Board	10 March 2016
	Better Care Fund Programme Board	10 March 2016

Recommendation(s) for action or decision:

The Cabinet is recommended to:

1. Agree to continue the Section 75 Agreement (Pooled Fund) with NHS Wolverhampton Clinical Commissioning Group ("WCCG") for 2016/17, on the terms and conditions outlined in this report along with any other ancillary legal agreements necessary for the joint administration of the Better Care Fund, including setting up a pooled fund to be managed by the Council.
2. Delegate authority to approve the final terms of the proposed section 75 agreement to Cabinet Members for Adults, Public Health and Well Being and Resources, (Cllrs Elias Mattu, Sandra Samuels, and Andrew Johnson) in consultation with the Strategic Director for People and Director of Finance.

1.0 Executive Summary

- 1.1 In the last spending review Government confirmed the intention to move Health and Social Care into a more integrated state by the business year 2019/20, in recognition of the fact that health services cannot operate effectively without good social care. To support Local Authorities to meet growing social care needs government also confirmed an option for local authorities who are responsible for social care to levy a new social care precept of up to 2% on council tax. The additional money raised will have to be spent exclusively on adult social care.
- 1.2 The Government also reconfirmed the Better Care Fund (“BCF”) as a key national policy directive for the rest of the current parliament and that the Better Care Fund would be the vehicle used to support that integration. The principle aims of the BCF continue to be the reduction of accident and emergency admissions, improvement to the level of delayed transfers and reduction in the number of care home admissions by investing in joined up health and social care services focused on prevention.
- 1.3 In December 2015 NHS also published the guidance “Delivering the Forward View: NHS planning guidance 2016/17 – 2020/21”

Which in summary mandates:

- A five year Sustainability and Transformation Plan (“STP”), place-based and driving the Five Year Forward View; and a one year Operational Plan for 2016/17, organisation-based but consistent with the emerging STP
 - Place based planning - Planning by individual institutions will increasingly be supplemented with planning by place for local populations, and the agreement of transformation footprints’ and the programming of clear deliverables across the STP
- 1.4 Work across both the Black Country and West Midlands regional areas is underway to jointly agree regional footprints and the Wolverhampton STP.
- 1.5 On 11 January Department of Health/Department for Communities and Local Government released the BCF policy framework for 2016/17. From this guidance the key points relating to the operation of the BCF in 2016/17 are:
- The National £1 billion payment for the performance element of the Better Care Fund and mandated local targets for the reduction of delayed transfers of care have been removed from BCF arrangements replaced by two new national conditions:
 - Local areas to fund NHS commissioned out-of-hospital services (to ensure continued investment in NHS commissioned out-of-hospital services, which may include a wide range of services including social care).

- To develop a clear, focused action plan for managing delayed transfers of care (DTOC), including locally agreed targets. The conditions are designed to tackle the high levels of DTOC across the health and care system. Councils, CCGs and NHS providers will have to agree a local target for cutting delayed transfers of care.
 - The policy framework provides for more flexibility for Councils and CCGs to put more money into the pool funding arrangement with more flexibility to agree local risk sharing agreements.
 - The framework also suggests that a more “streamlined” assurance process for better care fund plans will be in place for the 2016/17 period. Assurance plans will not be subject to a national assurance process. Instead, local plans will be assessed by regional teams including NHS England and local government officials. Plans will only be approved centrally where areas are designated “high risk”.
- 1.6 The detailed technical guidance was due to be published by DCLG/DH in mid-December; however this was not received until March which has led to challenges around the production of the detailed BCF submission.
- 1.7 The proposed revenue value of the pooled fund to be managed via the S. 75 agreement is £53.9 million (absolute values to be confirmed) and consists of £32.3 million (60%) of CCG funded services alongside, £21.6 million council funded services (40%). The council contribution includes £6.4 million representing the NHS transfer to social care (‘Section 256 funding’). The pooled budget also include a capital grant (Disabled Facility Grant) amounting to £2.4 million which are managed by the council.
- 1.8 This paper explains the basis for the S. 75 agreement, and the requirement to set up a pooled fund using the hosting arrangements already in place. It also outlines the risk share arrangements that will operate once the pool is in place. The requirement for a S.75 agreement considered in this paper is for the financial year 2016/17.

2.0 Purpose

- 2.1 The purpose of the report is:
- To brief Cabinet members on the function of the Section 75 agreement proposal for the management of the Better Care Fund and to obtain Cabinet approval to the continuation of the Section 75 pooled fund for 2016/17;
 - To appraise Cabinet members regarding the approach to risk share and performance management within the agreement;
 - To appraise Cabinet members of the proposed governance arrangements for the Section 75 Agreement

3.0 Background

- 3.1 A Section 75 (S.75) Agreement is an agreement made under section 75 of the National Health Services Act 2006 between a local authority and an NHS body in England (in this case Wolverhampton CCG). S. 75 agreements can include arrangements for pooling resources and delegating certain NHS and local authority health-related functions to the other partner(s) if it would lead to an improvement in the way those functions are exercised.
- 3.2 The Better Care Fund arrangements require a pooled fund, and the Care Act 2014, Section 121 provides for this.
- 3.3 A S.75 agreement is already in place for 2015/16, this paper outlines the amendments to this existing agreement for 2016/17. The S.75 agreement governing the creation and management of the pooled fund must be in place before the beginning of the 2016/17 financial year (the year to which it applies).

4.0 Progress, options, discussion, etc.

- 4.1 City of Wolverhampton Council and Wolverhampton Clinical Commissioning Group have been working collaboratively to explore the details of a proposed S. 75 agreement in order that Cabinet may be presented with a proposal which is effective, sustainable, and mitigates risk where identified and possible. This has been done taking into account lessons learned from the current Section 75 agreement. The draft proposal considers the following and in summary below is the recommended approach;
- 4.2 Commissioning
 - 4.2.1 There is not a formal requirement to make commissioning arrangements as part of the S.75 agreement, though in practice, having shared strategic vision and commissioning plan which maximises opportunities for effective commissioning approaches will be advantageous.
 - 4.2.2 The proposal for supporting the management of the S. 75 pooled fund and its planning therefore is the adoption of an integrated commissioning approach which provides the Council and the CCG with the flexibility and focus to continue to take their own decisions with the arrangements supporting effective co-ordination and shared planning and development. This arrangement will ensure that both the Council and CCG board are sighted on the overarching commissioning intentions and the integrated plans to deliver them.
 - 4.2.3 The 2016/17 Better Care Fund Policy Framework emphasises the need for integration, as did the Government's Autumn Statement 2015 in saying "the Spending Review sets out an ambitious plan so that by 2020 health and social care are integrated across the country. Every part of the country must have a plan for this in 2017, implemented by 2020."

4.3 Governance

- 4.3.1 The governance arrangements for the fund have been designed to be as streamlined as possible, bearing in mind the scale of the financial commitment involved and the scope of the overall project. Day to day operational management and oversight of the fund will be the responsibility of the Integrated Commissioning and Partnership Board whose members will have delegated responsibility from both partner organisations to hold the Executive work stream leads to account and to make necessary decisions from a planning, and performance management perspective.
- 4.3.2 The scope of these powers will be within the existing limits set by both organisations schemes of delegation, particularly from a financial and procurement perspective. Beyond these limits, decision making will remain within the responsible bodies in the individual organisations (Cabinet and the CCG's Governing Body), to whom the members of the Integrated Commissioning and Partnership Board will be accountable for the operation of the fund. Beyond this, the Health and Wellbeing Board will continue to oversee both organisations for the performance of the fund against the objectives set out in the BCF plan and the Health and Wellbeing strategy.
- 4.3.3 The governance arrangements ensure that there is sufficient authority to take appropriate decisions and scrutiny of those decisions and the operation of the arrangements generally. The Governance arrangements have been developed over the last 12 months, and clearly articulate the reporting requirements. They will be set out in full in Schedule 2 of the S.75 agreement. Existing contracts between the CCG and providers and the Council and their respective providers will not be affected by the continuation of a single host for the pooled fund.
- 4.3.4 To reflect the high number of partners and stakeholders and to ensure effective programme delivery a governance structure has been agreed by the programme's Senior Responsible Owners (attached at appendix 10.2)

4.4 Pooled fund management

- 4.4.1 Each individual work stream where there is a pooled fund has designated pooled fund management from both a health and social care perspective (commissioner). This role is undertaken by existing commissioners within each of the statutory partners, with the following duties and responsibilities:
- The day to day operation and management of the pooled fund;
 - Ensuring that all expenditure from the pooled fund is in accordance with the provisions of the S.75 agreement and the relevant scheme specification;
 - Maintaining an overview of all joint financial issues affecting the Council and the CCG in relation to the services and the pooled fund;
 - Ensuring that full and proper records for accounting purposes are kept in respect of the pooled fund;
 - Reporting to the Integrated Commissioning and Partnership Board (ICPB) as required (this would be through Executive work stream lead);

- Ensuring action is taken to manage any projected under or overspends relating to the pooled fund in accordance with the S.75 agreement;
- In conjunction with the overall pooled fund manager preparing and submitting to the Health and Wellbeing board/Integrated Commissioning and Partnership Board quarterly reports (or more frequent reports if required) and an annual return about the income and expenditure from the pooled fund together with such other information as may be required by the HWB to monitor the effectiveness of the BCF and to enable the CCG and the Council to complete their own financial accounts and returns;
- In conjunction with the overall pooled fund manager, preparing and submitting performance reports to the Health and Wellbeing Board on a quarterly basis.

4.5 Risks, Risk Share Arrangements and Management of Risk

- 4.5.1 The proposed risk share arrangements are detailed in this section. This is based on the risk assessment attached at appendix 10.1

4.6 Risk Share – Underperformance

- 4.6.1 The proposed revenue value of the pooled fund to be managed via the S. 75 agreement is £53.9 million (absolute values to be confirmed) and consists of £32.3 million (60%) of CCG funded services alongside, £21.6 million council funded services (40%). The council contribution includes £6.4 million representing the NHS transfer to social care ('Section 256 funding'). The pooled budget also includes a capital grant amounting to £2.4 million which are managed by the council.
- 4.6.2 The council's contribution to the pool includes £3 million (which is relates to demographic pressures applied in the year 2015/16 of £2 million , and £964,000 of funding relating to the Care Act) that must be abated in order to retain funds for the burden of demographic growth and the new costs associated with the implementation of the Care Bill. This also creates a cost pressure within the pool and this risk is being shared across each work stream according to its size. Each work stream will be responsible for delivering efficiencies to meet this cost pressure and failure to do so will be dealt with in line for the arrangements for overspends below.
- 4.6.3 The risk sharing arrangement will be based on the proportion of each partner contribution (currently CCG 60% and CWC 40%). Please refer to table in section 4.5
- #### 4.7 Risk Share – Overspend
- 4.7.1 The host organisation shall produce monthly financial reports and share these with the other party. The first reconciliation to recoup any overspend shall take place at quarter two (month six), and quarter three (month nine). Month 11 reporting will incorporate year end estimates on the pool fund.

4.7.2 The Integrated Commissioning and Partnership Board shall consider what action to take in respect of any actual or potential overspends. The Board will take into consideration all relevant factors including, where appropriate the Better Care Fund Plan and any agreed outcomes and any other budgetary constraints and agree appropriate action in relation to overspends which may include the following:

- Whether there is any action that can be taken in order to contain expenditure;
- Whether there are any underspends that can be vired from any other fund maintained under this Agreement;
- How any overspend shall be apportioned between the Partners, such apportionment to be determined on the basis of the individual partner's contribution to the individual work stream as detailed in the section 4 of this report.

4.8 Approach to Risk Management

4.8.1 The two main bodies at the heart of the risk management process, and oversight of the S.75 agreement are;

- The Integrated Commissioning and Partnership Board (ICPB):
- The Integrated Commissioning and Partnership Board will be the governing body for integrated commissioning and also the pooled fund arrangements for the S.75 agreement. The ICPB operates at a strategic planning and approval level for all commissioning plans and associated delivery plans which form the body of the partnership.

4.8.2 The ICPB membership includes executive level, senior managerial decision makers from the Council (Strategic Director-People, Service Director Older People and Service Director Disabilities and Mental Health) and CCG Executive Commissioning and Finance Leads. It aims to develop stronger and deeper integration of health and social care and enhance joint working, including the pooling of budgets where appropriate. The ICPB will hold the system to account and performance manage against key performance indicators on a monthly basis. They will include mandated reporting against a dashboard for:

- Metrics
 - Admissions to residential and care homes
 - Effectiveness of reablement
 - Delayed transfers of care
 - Patient / service user experience
 - A locally – proposed metric
 - NHS Commissioned out of hospital services
 - Development of a clear, focused action plan for managing delayed transfers of care
- Finance
 - Budget Allocation
 - Actual Spend
 - Mitigation against overspend

- 4.8.3 This forum is not a statutory body and therefore needs to work in accordance with its delegated responsibility and also the accountability arrangements of the Council and CCG when it comes to, for example, considering the allocation of resources, undertaking mitigating actions or making policy commitments. It is the ICPB that will monitor the implementation of the integrated commissioning plans, the BCF work programme, and undertake a performance management role. It will report its findings to:
- 4.8.4 The Health and Wellbeing Board will operate as the governing body for natural oversight and facilitated discussions between NHS England, Wolverhampton CCG and Wolverhampton City Councils on how the funding should be spent, as part of their wider discussions on the use of their total health and care resource. The HWB provides the following in support of the S. 75 agreement :
- Leadership – providing strategic support to the developing relationship between the CCG and council, developing a shared vision of future services, holding a helicopter view of resources across the whole system, oversight of the impact of transformational change and risk management;
 - Public, patient/user and community engagement;
 - Professional and administrative support – engagement of public health in assessing need, deriving evidence, and harnessing opportunities for fuller approaches to integrated commissioning, support to the integrated commissioning process and its fit with existing programmes of integrated care, agreement and use of performance metrics for BCF, oversight of organisational capacity;
 - Plan delivery – oversight and exception reporting via the Integrated Commissioning and Partnership Board
- 4.8.5 In addition individual organisational systems of governance will remain intact, and the approach to delivering the ongoing programme of work for the Better Care Fund will continue to deliver in accordance with the governance requirements of both Governing Body (CCG), and City Council Cabinet requirements, as per the current Better Care Fund approach.
- 4.8.6 The Better Care Fund Programme Board consists of Commissioners and Provider representatives and oversees the delivery of the programme and its associated work streams.
- 4.9 Risk Analysis - management of the proposed section 75 agreement
- 4.9.1 A detailed risk assessment has been undertaken to understand document, and mitigate the risks that could occur in relation to the operation of the pooled fund in 2016/17. This is attached at appendix 10.1

5.0 Financial implications

- 5.1 The value of the pooled fund for 2015/16 was £70.7 million revenue; of which £22.8 million related to council funded services and £47.9 million related to CCG funded services. The fund also includes £2.1 million capital grant which is managed by the council.
- 5.2 The draft BCF revenue pooled fund for 2016/17 is £53.9 million, of which, £21.6 million is made up of services that are managed by the council and £32.3 million for the CCG. This includes £6.4 million representing the NHS transfer to social care ('Section 256 funding'). In addition to the revenue services the bid includes capital grants amounting to £2.4 million (Dedicated Facilities Grant).
- 5.3 The pooled fund requires efficiencies to be realized to fund the council's demographic growth of £2 million and care act implementation funding of £964,000. (Plus inflation to be confirmed). The risk sharing agreement sets out how these costs will be shared between the partners if the efficiencies are not found (see section 5.5 below).
- 5.4 The pooled budget is broken down into the following work streams:

Work streams	CCG Funded services (£000)	Council Funded services (£000)	Total Services (£000)
Adult Community Services	24,015	18,639	42,654
Dementia	2,586	321	2,907
Mental Health	5,705	2,645	8,350
Total Contribution to Pooled Fund	32,306	21,605	53,911
(Ring Fenced Capital Grants)		2,440	2,440

- 5.5 The risk sharing arrangements for any over/underspends with the pooled fund and the non-delivery of efficiencies as detailed in section 5.3 will be shared as follows:

	CCG Risk %	Council Risk %
Adults Community Services	56	44
Dementia	89	11
Mental Health	68	32
Ring Fenced Capital Grant	0	100
Demographic Growth	60	40
Care Act Monies	60	40

[AS/14032016/I]

5.0 Legal implications

- 5.1 The section 75 agreement must be in place for the start of the 2016/17 financial year.
- 5.2 Section 75 of the NHS Act 2006 (the “Act”) allows local authorities and NHS bodies to enter into partnership arrangements to provide a more streamlined service and to pool resources, if such arrangements are likely to lead to an improvement in the way their functions are exercised. Section 75 of the Act permits the formation of a pooled budget made up of contributions by both the Council and the CCG out of which payments may be made towards expenditure incurred in the exercise of both prescribed functions of the NHS body and prescribed health-related functions of the local authority. The Act precludes CCGs from delegating any functions relating to family health services, the commissioning of surgery, radiotherapy, termination of pregnancies, endoscopy, the use of certain laser treatments and other invasive treatments and emergency ambulance services.

For local authorities, the services that can be included within section 75 arrangements are broad in scope and a detailed exclusions list is contained within Regulations of the NHS Bodies and Local Authorities Partnership Arrangements Regulations 2000.

- 5.3 The agreement has been drawn up using a template produced for the programme based on pilot projects and has been developed following advice from the Clinical Commissioning Group and Council's Legal Services and external solicitors. It will contain detailed provisions concerning a number of key issues, including performance, governance, fund management and risk sharing as outlined above.
- 5.4 The agreement describes the detailed arrangements that will be covered by the individual BCF projects and work streams, outlines the financial commitment of both organisations and outlines the governance structures and hosting arrangements for the pooled fund.
- 5.5 The governance arrangements will ensure that there is sufficient authority to take appropriate decisions and scrutiny of those decisions and the operation of the arrangements generally. This is outlined in Section 3 above, and will be included in detail within Schedule 2 of the agreement.
- 5.6 A Section 75 agreement with the CCG in relation to the BCF is required to be in place before the beginning of the financial year 2016/17
- 5.7 Work is underway to ensure that the S.75 schedules, which form a critical part of the agreement, are completed and agreed. The Council's legal department has been leading on the provision of legal advice to the process alongside the CCGs legal representation in support of the partners through the development stage.
- 5.8 Prior to signing both partners will secure independent legal review of the final agreement.

5.9 The S.75 agreement is a vehicle for the delivery of the BCF plan. This plan was developed jointly across the CCG, City Council and involving other lay partners and providers and aims to support the delivery of the Councils and CCGs strategic vision, supporting the achievement of effective, efficient and integrated community and neighbourhood facing services.

5.10 The notice period for ending the Section 75 agreement, by negotiation, is 3 months. (RB/09032016/X)

6.0 Equalities implications

6.1 Individual schemes and initiatives funded by the Better Care Fund will be subject to robust Equality Impact Assessments. This is to ensure compliance with the Equality Act 2010 and to pay due regard to the Public Sector Equality Duty.

6.2 All identified opportunities for integrated delivery of care and effective integrated commissioning in Wolverhampton will be informed by the local population needs identified in the Joint Strategic Needs Assessment, in detailed analysis of local neighbourhoods, and set out in the City Council's Corporate Plan and CCG's Strategic Vision.

7.0 Environmental implications

7.1 No apparent environmental impact.

8.0 Human resources implications

8.1 No apparent HR impact.

9.0 Corporate landlord implications

9.1 None identified

10.0 Schedule of background papers

Appendices

10.1 Risk Assessment

10.2 Programme governance

Appendices

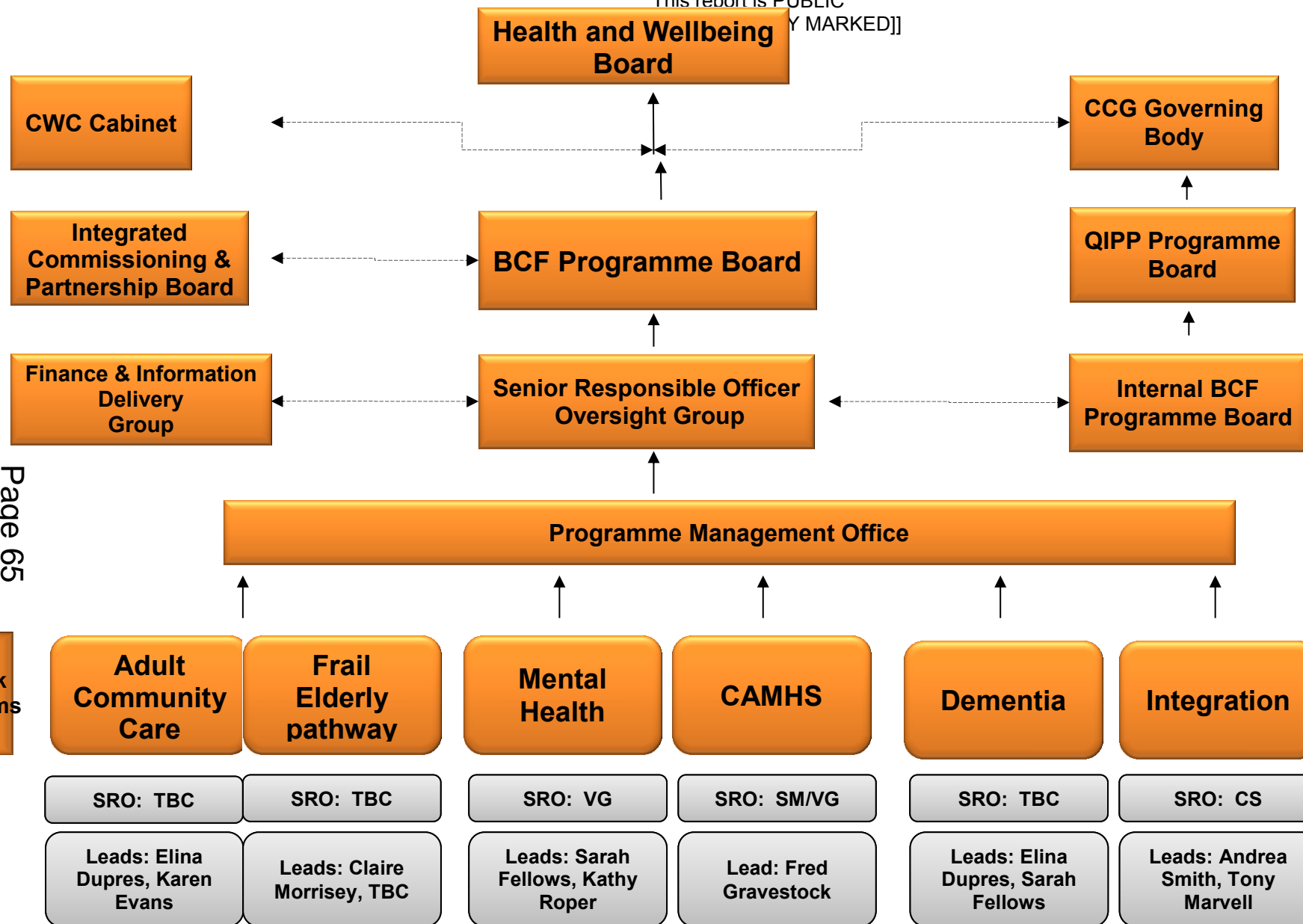
10.1 Risk Assessment

Financial Risk	Mitigation	Maximum Negative Pooled Financial
Overspends across work streams within the pool fund. Budgets are net of efficiencies required by both organisations (savings programmes (CWC Medium Term Financial Savings ("MTFS") and CCG QIPP)).	<ul style="list-style-type: none"> • CCG set budgets based on previous years out-turn, mitigating against the carry forward of any overspend. • Monthly financial monitoring reports • Development of a Transformation Programme Board and PMO approach • within the City Council • Existing performance management 	Unable to quantify
The proposed 2016/17 BCF allocation includes funding of £2.0 million for the forecast financial impact of demographic growth on social care, and £964,000 for Care Act implementation costs. Efficiencies will need to be realised within the pooled budget to fund these costs. The ongoing demographic growth pressure for 2016/17 and beyond is forecast to increase by £2.0 million per year: it is essential that the pooled fund is of sufficient scale to enable these efficiencies to be realised. The council's medium-term financial strategy (MTFS) currently assumes that these pressures will be funded in full from the BCF.	<ul style="list-style-type: none"> • Ongoing financial and redesign modeling in progress • Care Act costs are incremental • Redesign and development enables further efficiencies to be achieved • NHS England has not yet identified how non recurrent contingency funds will fit in with the broader requirements for contingency and transformational funding. 	£3.0 million (Withheld from the pool by the Local Authority at pooled budget commencement to cover local authority risk. Pooled budget risk apportioned based on the total revenue contribution of both parties to the pool.

Operational Risk	Mitigation
Better Care Fund schemes will not succeed in reducing A&E attendances and as a result the 4-hour target will be missed.	<ul style="list-style-type: none"> • Provider engagement with planning and development has been significant and plans were agreed across the commissioning and provider landscape. • A dedicated resource (senior nurse) is now in place within the acute provider specifically working on implementation plan development and support, in order to build capacity into the system
	<ul style="list-style-type: none"> • Monitoring monthly against identified HRG codes • Performance reporting via TCB and HWB • Ongoing leadership from the local acute and community providers • Further urgent development of primary care models (completion 13.03.2015) to harness this resource in delivering alternatives to A&E attendance through design •
Better Care Fund schemes will increase demand for community services, resulting in higher waiting times for community care assessment.	<ul style="list-style-type: none"> • Plans for redesign to minimise this impact are in place. Fully integrated health and social care teams are planned to reduce duplication (identified through mapping), and increase capacity • Further urgent development of primary care models (completion 13.03.2015) in place to harness this resource in delivering alternatives to A&E • Capacity demand modeling in progress
Better Care Fund schemes shift staff to community services, resulting in deteriorating performance against the 18-week referral-to-treatment target.	<ul style="list-style-type: none"> • No immediate plans to shift staff into community but through redesign, capacity is being developed, and through capacity modeling, capacity in current structure has been identified

Quality Risks.

The disruption associated with Better Care Fund schemes reduces social care related quality of life for service users.	All plans are designed to improve social care related quality of life for service users Quality and Risk group established
The disruption associated with Better Care Fund schemes impacts on patient experience of NHS services as measured through the Friends and Family Test.	Implementation plans in development will take the potential for disruption into account and mitigation plans Communication and engagement with the public regarding the plans, rationale, and impact – plan in development Establishment of a communication group has commenced linked to the national communication network

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Cabinet Meeting

23 March 2016

Report title	Increasing the availability of Council flats to young people and families	
Decision designation	AMBER	
Cabinet member with lead responsibility	Councillor Peter Bilson City Assets	
Key decision	Yes	
In forward plan	Yes	
Wards affected	All	
Accountable director	Lesley Roberts, City Assets	
Originating service	Housing	
Accountable employee(s)	Mila Simpson Tel Email	Service Lead Housing Strategy 01902 554845 mila.simpson@wolverhampton.gov.uk
Report to be/has been considered by	Vibrant and Sustainable City Scrutiny Panel Strategic Executive Board Improving the City Housing Offer Board	11 February 2016 23 February 2016 24 February 2016

Recommendation(s) for action or decision:

The Cabinet is recommended to:

1. Approve the proposal to remove age designations across all flats in the City.
2. Approve the proposal to apply an age designation of 50 years plus to former sheltered flats set out in the report.
3. Approve the proposal for a small number of former sheltered properties to have the age designation permanently removed with additional priority given to tenants within the Council's housing Allocation Policy should they wish to move to an age designated property.
4. Approve the allocation of additional properties (studio flats or one bedroom flats) to the People Directorate for use by the Looked after Children Transitions Housing Support Service.

1.0 Purpose

- 1.1 The purpose of this report is to seek approval from Cabinet for the removal of age designations from a number of Council flats to improve accessibility to housing for those in housing need.

2.0 Background

- 2.1 This report brings together two key workstreams relating to the supply and need for Council housing.
- 2.2 The Council's housing stock plays a vital role in the city's housing market, accounting for nearly a quarter of all housing and supply's homes to those households most in housing need.
- 2.3 A proportion of the Council's flatted accommodation is reserved for people over a minimum age. This means it is not accessible to young people or households with children. These age designations are set out within the Council's Allocation Policy; the scheme for determining priorities, and the procedure to be followed, in allocating Council housing and property nominated from social landlords. It is good practice to regularly review allocation policies, with the most recent review focusing on age designated property, as endorsed by Cabinet on 10th December 2014. The aim of this review was to increase the supply of housing for those in housing need, make best use of the Council's housing stock and to ensure equality of opportunity for those accessing Council housing.
- 2.4 Alongside this there has been a strategic review of supported accommodation for vulnerable 16 and 17 year olds which has been carried out jointly by the Council's Children's Commissioning and the Looked after Children's (LAC) Transitions Team. This has recommended an increase in the number of Council properties (studio flats and one bedroomed flats) let to the People directorate to support the LAC Transition Team's housing support service in supporting young people leaving care. This empowers them to learn and develop the necessary skills to enable them to move onto independent living.
- 2.5 Removing age designations will give thousands of residents, in particular younger families with children who really need a decent home, much more opportunity to access housing. It also provides further opportunity for the Council to act as 'One Council' supporting the needs of specific client groups and service areas.

3.0 Current Position

- 3.1 There is a significant level of housing need within the city with over 7,000 households on the Council's housing register however typically only 1,700 properties become available to let each year. The Council must look at all opportunities to increase the supply of housing, make the best use of its housing stock and support vulnerable residents.

Review of Age Designations on Council Flats

- 3.2 There is significant demonstrable housing need emanating from young people as well as families with children. Currently neither of these groups are able to access 10% of the Council's housing stock that has an age designation applied to it. Age designated flats provide good quality family accommodation across the city, particularly in areas where there is a lack of affordable housing. Since the introduction of the Welfare Reform Act 2012 and the 'removal of the spare room subsidy', commonly referred to as the "bedroom tax", there is a greater demand for two bedroom property in the city.
- 3.3 A working group including Housing Services, Legal Services and Wolverhampton Homes employees was established to undertake the review of age designation on flats, with the aim of establishing a policy that is based on a clear and proportionate rationale and achieving the objectives of increasing the amount of housing available to those in housing need to improve their chances of being housed; making best use of stock ensuring equality of opportunity and compliance with the Equality Act 2010.
- 3.4 Cabinet is being asked to remove age designations across all flats in the city, as 70% of them were set at age 25 years plus. This improves the scale and choice of available accommodation for residents.
- 3.5 Also a proportionate amount of housing should be reserved for older people. The entails the application of an age designation of 50 years to former sheltered properties that meet the justified objective of creating *'supportive and secure environment(s) that enables older people to continue to live independently and with people of a similar age, in an environment that supports communal interaction and helps to reduce the likelihood of social isolation'*.
- 3.6 There are a small number of former sheltered properties whose design means they are unable to meet the justification for and age designation as above. It is recommended that these tenants are given an additional priority within the Council's Allocation Policy should they wish to move to a property with an age designation when they become available to let. This will require an amendment to the Allocations Policy to include an additional need for those tenants wanting to move.
- 3.7 Affected tenants and their Councillors as well as a number of stakeholders have been consulted on the proposals. Feedback received focused mainly on the perceived increase in anti-social behaviour and inter-generational conflict that may result from the changes. Reassurance will be provided to tenants as Wolverhampton Homes have a number of processes in place to reduce the likelihood of anti-social behaviour but also to quickly respond and address any issues if and when they arise. Further details are set out in Appendix D.
- 3.8 A number of appendices are attached to the report that set out the detail of the review. These include:
- Appendix A – A list of all properties and how they will be affected by the recommendations.

- Appendix B – A local lettings plan that sets out how age designations will be applied going forward.
- Appendix C – Changes to the Allocations Policy to give additional priority to tenants wanting to move.
- Appendix D – The consultation process and feedback received from tenants and their Councillors including pre decision scrutiny feedback from 11th February 2016 Vibrant and Sustainable City Scrutiny Panel.
- Appendix E – The communications plan for supporting tenants through the transition

Provision of properties for the Looked after Children Transition Team's Housing Support Service

- 3.8 There are currently ten council-owned properties and five Private Sector Leased properties that are let to the People Directorate for use by LAC Transitions Team's Housing Support Service which provides housing related support to young people leaving care.
- 3.9 The corporate priority to reduce the number of LAC and to support young people on the edge of care has led to the increase in the number of vulnerable young people requiring similar housing provision. In line with this priority and to ensure the efficient and effective use of resources, there is a need to reduce the use of external, expensive placements and there is a strong business case for the expansion of the internal service.
- 3.10 Since the service commenced in 2013, 36 young people have accessed the LAC Transition Team's Housing Support Service and it has been evidenced that a high level of positive outcomes are achieved by the young people, with 85 % who have moved into independence still successfully maintaining their own tenancy with their landlord.
- 3.11 The business case to expand the service was presented to People Leadership Team on 22 February 2016 and approved.

4.0 Benefits

- 4.1 Approval of the recommendations emanating from these workstreams will lead to a number of benefits to the Council and residents of the city in housing need:
- Increase in the supply of housing to those in housing need, in particular for children and young people, including those leaving care;
 - A policy on the use of Age Designations that is proportionate to need and has given due regard to the Public Sector Equality Duty in its development;
 - Expansion of the LAC Transition Team's Housing Support Service will significantly reduce use of the regional supported accommodation framework, the number of emergency placements and placement breakdowns.
 - Use of internal resources including the Councils' own stock as oppose to externally funded places represents significant savings to the Council. Costs to date to support a young person in one of the LAC Transitions Housing Support Service properties

equate to £232 per young person per week, compared to the average cost of an external placement of £1050 per week.

5.0 Financial implications

- 5.1 The changes to age designations will increase the potential applicant base for council properties, which has the potential to reduce void loss due to the increased the likelihood of a property being let.
- 5.3 Rental income to the Housing Revenue Account will be unaffected by an increased use of properties for LAC transitions as rent will be paid from the General Fund LAC Transitions Team budget.
[JB/14032016/U]

6.0 Legal implications

- 6.1 The occupation of Council properties used by the LAC Transitions Housing Support Service will involve the use of the Council's introductory and secure tenancy agreements. In cases where the care leaver is younger than the age of 18, a trust document will need to be entered into between the Council and the Service Director for Children and Young People on behalf of the care leaver. The LAC Transitions Housing Support Service will be responsible for the management of these tenancies. In many cases the care leaver will not be resident long enough to convert to a secure tenancy and the LAC Transitions team will work with the care leaver once they attain the age of 18 to assess their future housing options. The young person will agree to a set of conditions of residency. Legal advice will be sought throughout the process.
- 6.2 The removal of the age designations in places where there is no objective justification for keeping them in place serves to reduce inequality of access to the Council's housing stock. The new policy will for example, allow greater opportunity of chance for those with certain protected characteristics under the Equality Act 2010 ('the Act') who previously were at a disadvantage. The change in policy also accords with the Council's public sector equality duty as outlined in s149 of the Act in terms of advancing equality of opportunity. Legal advice shall be sought by Wolverhampton Homes and the TMOs on a regular basis in terms of lettings and tenancy management issues.
[RP/08032016/Y]

7.0 Equalities implications

- 7.1 The provision of additional properties to the Looked after Children's Transitions Team supports the Council's Corporate Parenting Strategy for Looked after Children and demonstrates its commitment to furthering the life chances of every child and young person in its care; improve their outcomes, narrowing the gap between them and their peers, and providing effective support which enables them to reach their full potential.

- 7.2 Following a stage one Equality Analysis undertaken on age designations of flats, which flagged up issues that required further exploration, a full stage two Equalities Analysis was completed. This identified potential detrimental impacts on women and pregnancy and maternity.
- 7.3 In undertaking the review of age designations in flats due regard has been paid to the Equality Act 2010. This Act seeks to tackle unlawful discrimination against a person or group of people with a protected characteristic(s). An important part of the Act is the Public Sector Equality Duty, which plays a key role in ensuring that fairness is at the heart of public bodies' work and that public services meet the needs of different groups. It also requires public bodies to think about how they can eliminate discrimination, advance equality of opportunity and foster good relations for all protected groups.
- 7.4 The Public Sector Equality Duty requires public bodies to think proactively about how they can ensure that everyone has an equal opportunity to use and access public services. However, anti-age discrimination provisions are not extended to accommodation as referred to in paragraph 4.13 of the Equality Act. Part 4 of the Equality Act deals with accommodation and Section 32 makes it clear that Part 4 does not apply where the protected characteristic is age. This means that it is not unlawful to discriminate on the grounds of age in the disposal and management of accommodation. This is because of the need to retain age-based housing such as foyer homelessness services for young people or sheltered housing for older people.
- 7.5 Due to the Public Sector Equality Duty, the Council needs to demonstrate that it has given due regard to the need to eliminate discrimination, advance equality and foster good relations in respect of age for their housing functions. In light of 7.1 to 7.4 the potential detrimental impact the current policy has on women the Council could not objectively justify a policy that continues to apply age designations to the current extent and in the current way (i.e. weighted at a minimum age of 30 years). It could however identify a justifiable objective for a proportionate amount of housing to be reserved for older people within the Council's housing offer that creates an environment for older people who would like to live together to support communal interaction, reduce social isolation, in a supportive environment.

8.0 Environmental implications

- 8.1 No environmental implications have been identified.

9.0 Human resources implications

- 9.1 There are no additional human resources implications arising from the recommendations.
- 9.2 Implementation of an Age Designation local lettings plan will be undertaken within current resources from Housing Services and Wolverhampton Homes. This will include amendments to the Allocations Policy, Northgate system (The Council's housing management software), briefing of staff and communication of changes to tenants and applicants.

- 9.3 The expansion of the will be undertaken within current resources of the Looked after Children's (LAC) Transitions Team

10.0 Corporate landlord implications

- 10.1 There are no direct corporate landlord implications resulting from this report. The report deals exclusively with property available for letting within the Housing Revenue Account.

11.0 Schedule of background papers

- 11.1 IEDN Provision of properties for Looked After Children Transitions Housing Support Service 3 June 2014.
- 11.2 Allocations Policy Review, Cabinet, December 2014
- 11.3 Review of Age Designations on Council Flats, Vibrant and Sustainable City Scrutiny Panel, 11 February 2016

Appendix A – Recommended changes to age designated flats

Recommendation: Age designation removed from blocks

Block	Ward	Current Age Designation
James Street	Bilston East	30 Plus
Lord Street	Bilston East	40 Plus
Broadmeadow Green	Bilston North	30 Plus
Fellows Road	Bilston North	30 Plus
Green Lanes, Stowlawn	Bilston North	30 Plus
Langdale Drive	Bilston North	30 Plus
Lawnside Green	Bilston North	30 Plus
Primrose Avenue	Bushbury North	30 Plus
Cannock Road	Bushbury South and Low Hill	50 Plus
First Avenue	Bushbury South and Low Hill	30 Plus
Arthur Greenwood Court	Ettingshall	25 Plus
Boydon Close	Ettingshall	30 Plus
Frost Street	Ettingshall	30 Plus
Princess Court	Fallings Park	40 Plus
Queens Court	Fallings Park	40 Plus
Dale Street	Graiseley	30 Plus
Graiseley Street	Graiseley	30 Plus
Lord Street	Graiseley	40 Plus
Merridale Court	Graiseley	40 Plus
Oak Street	Graiseley	40 Plus
Russell Court	Graiseley	30 Plus
St Philips Grove	Graiseley	30 Plus
Brockfield House	Heath Town	30 Plus
Campion House	Heath Town	30 Plus
Eversley Grove	Heath Town	40 Plus
Lincoln Street	Heath Town	30 Plus
Longfield House	Heath Town	30 Plus
Red Oak House	Heath Town	30 Plus
Wednesfield Road	Heath Town	30 Plus
William Bentley Court	Heath Town	30 Plus
Highfield Court	Merry Hill	30 Plus
St Josephs Court	Merry Hill	30 Plus
Warstones Drive	Merry Hill	30 Plus
Barley Close	Oxley	40 Plus
Bracken Close	Oxley	40 Plus

Block	Ward	Current Age Designation
Ash Street	Park	40 Plus
Connaught House	Park	30 Plus
Vauxhall House	Park	30 Plus
Ettingshall Road	Spring Vale	50 Plus
Fozdar Crescent	Spring Vale	50 Plus
Birch Court	St Peter's	30 Plus
Dinsdale Walk	St Peter's	30 Plus
Flaxton Walk	St Peter's	30 Plus
Weston Court	St Peter's	30 Plus
Whitmore House	St Peter's	30 Plus
Field Head Place	Tettenhall Regis	30 Plus
Lower Street	Tettenhall Regis	40 Plus
Regis Road	Tettenhall Regis	30 Plus
Brantley Avenue	Tettenhall Wightwick	30 Plus
Bromfield Court	Tettenhall Wightwick	30 Plus
Castlecroft Road	Tettenhall Wightwick	30 Plus
Limehurst Avenue	Tettenhall Wightwick	30 Plus
Sandy Hollow	Tettenhall Wightwick	55 Plus
Adey Road	Wednesfield North	30 Plus
Ferguson Street	Wednesfield North	30 Plus
Griffiths Drive	Wednesfield North	30 Plus
Higgs Road	Wednesfield North	30 Plus
Prestwood Road	Wednesfield North	30 Plus
Stanley Close	Wednesfield North	30 Plus
Gregory Court	Wednesfield South	30 Plus
Grosvenor Court	Wednesfield South	50 Plus
Hart Road	Wednesfield South	30 Plus

Recommendation: Age Designation Applied at age 50 – No change

Block	Ward	Current Age Designation
Hugh Gaitskell Court	Bilston North	50 Plus
Hayling Grove	Blakenhall	60 Plus
Chetton Green (Harrowby)	Bushbury North	50 Plus
Masefield Road	Fallings Park	50 Plus
Redcotts Close	Fallings Park	50 Plus
Graiseley Court	Graiseley	60 Plus
Lincoln House	Heath Town	50 Plus
Tremont House	Heath Town	50 Plus

Shaw Road	Spring Vale	50 Plus
Tong Court	St Peter's	50 Plus
The Acres	Tettenhall Regis	50 Plus
The Poynings	Tettenhall Regis	60 Plus
Grosvenor Court	Wednesfield South	50 Plus

Recommendation: Age Designation Removed with additional priority in the Allocations Policy for a move to an age designated property

Block	Ward	Current Age Designation
Johnson Street	Blakenhall	50 Plus
The Hollows	Ettingshall	50 Plus
Albert Road (Park View Mews)	Park	60 Plus

Appendix B - Designated Properties Local Lettings Plan

1.0 Introduction

- 1.1 The Council is required by Part VI Section 167 of the Housing Act 1996 to have a scheme for determining priorities, and the procedure to be followed, in allocating housing accommodation both to first time applicants and transferring tenants including nominations to Registered Providers (Housing Associations). This is set out within the Allocations Policy.
- 1.2 The aim of the Allocations Policy, whilst meeting legislative requirements, is to make best use of the limited supply of social and affordable housing becoming vacant each year by providing a simple, transparent priority system based on clear criteria which determines an applicant's place within the allocations scheme.
- 1.3 The policy recognises that from time to time certain housing stock would benefit from a local lettings plan where the needs are not met by way of the main Allocations Policy.
- 1.4 The Allocations Policy sets out that specific property can be designated by age in certain circumstances, the detail of which is to be set out within a local lettings plan.

2.0 Objective

- 2.1 This local lettings plan sets out how the Council has varied the Allocations Policy to enable a proportionate amount of Council flats to be reserved for older households.
- 2.2 The aim of the local lettings plan is to:

Provide supportive and secure environment(s) that enables older people to continue to live independently and with people of a similar age, in an environment that supports communal interaction and helps to reduce the likelihood of social isolation.

3.0 Designation

- 3.1 Properties covered by this local lettings plan are designated at age 50 years plus.
- 3.2 A one year tolerance is acceptable. Applicants who will be 50 within a year of when a bid is placed on a property are eligible to bid.
- 3.3 If it is a joint application both of the applicants will need to meet the age designation.
- 3.4 Any further members of the household will need to meet the age designation.

4.0 Application of the local lettings plan

- 4.1 Designated properties will be advertised with the age requirement.
- 4.2 The shortlist of applicants will be made up of eligible households that meet the age requirement.

- 4.3 If no eligible applicants bid for it then the property will need to be re-advertised.
- 4.4 Properties will then be allocated in accordance with the Allocations Policy as set out in 'Selection of offers'.
- 4.5 All other clauses within the Allocations Policy apply.

5.0 Properties

- 5.1 This local lettings plan extends only to flats. The specific properties that are designated by age and to be let in accordance with this local lettings plan are set out at appendix 1.

6.0 Monitoring and review

- 6.1 The impact and effectiveness of the local lettings plan will be under periodic review. This will include but is not limited to monitoring lettings, demand, void loss and equality implications.
- 6.2 Following a review the Council reserves the right to amend this local lettings plan and/or the designated properties within to ensure but not limited to:
 - that designated properties continue to meet the aims of the local lettings plan
 - that the Council is able to react to changes in supply and demand
 - that the Council is able to respond to Government policy or other external drivers
- 6.3 This local lettings plan will initially be reviewed six months post implementation.

7.0 Equality Implications

- 7.1 This local lettings policy is as a result of a review undertaken on age designated property within the Allocations Policy, which concluded in March 2016. As part of this process an equality analysis was undertaken on the previous policy and the recommendations of the review, including this local lettings plan which was a key recommendation of the review.

Appendix 1
Flatted properties designated at age 50 years plus

Block	Address
Harrowby Court	Chetton Green Brinsford Road Wolverhampton, WV10 6ER
Patshull Court	Block C Chetton Green Brinsford Road Wolverhampton, WV10 6RL
Graiseley Court	Hallet Drive Graiseley Wolverhampton, WV3 0NT
Grosvenor Court	Lakefield Road Wednesfield Wolverhampton, WV11 3RD
Hayling Grove	Tudor Crescent Penn Wolverhampton, WV2 4OE
Hugh Gaitskell Court	Park View Road Stowlawn, Bilston Wolverhampton, WV14 6HE
Lincoln House	Tremont Street Heath Town Wolverhampton, WV10 0JB
Masefield Road Odd properties 55 to 113	Masefield Road The Scotlands Wolverhampton, WV10 8SB
Redcotts Close Properties 1 to 74	Redcotts Close The Scotlands Wolverhampton, WV1 8RF
Shaw Road Odd properties 17 to 31	Shaw Road Woodcross Wolverhampton WV14 9PU
The Acres Properties 1 to 16	Brantley Avenue Finchfield Wolverhampton, WV3 9AR
The Poynings Properties 1 to 20	Regis Road Tettenhall Wolverhampton, WV6 8QN
Tong Court	Boscobel Crescent Boscobel Wolverhampton, WV1 1QQ
Tremont House	Tremont Street Heath Town Wolverhampton, WV10 0JD

Appendix C – Amendments to the Allocations Policy

To ensure tenants of former sheltered properties where the age designation is being removed are given priority within the Allocations Policy to move to an age designated property the following clause to be added for a year, expiring April 2017:

12. Social/welfare grounds

- 12.1 Social/Welfare grounds are factors affecting a person's situation where a move would help in resolving that particular circumstance. Social need awards will be reviewed after 3 months or on refusal of a suitable offer of accommodation.

Circumstances applicable to a Band 1 award

- City of Wolverhampton Council tenants wanting to move to an age designation block reserved for older households who are currently living in a flat that was a former sheltered scheme and the age designation was removed in April 2016.

In accordance with the outcome of the review, section 32 of the Allocations Policy, 'Designated Properties' to be updated to reflect the new policy, which is set out in the 'Designated Properties Local Lettings Plan' (Appendix B)

32. Designated Properties

- 32.1 Particular blocks of flats are designated for older households as set out within the 'Designated Properties Local Lettings Plan', which is an addendum to the Allocations Policy. The local lettings plan contains the detail on the properties that are age designated, eligibility and the process for selection of offers on these properties.
- 32.2 Periodic reviews of designations may be undertaken. This can result in changes being made to the local lettings plan to ensure that age designations are fit for purpose and meet their original aim as well as allowing the Council to react to changes in supply and demand.
- 32.3 For further detail please refer to the 'Designated Properties Local Lettings Plan'.

Appendix D

Consultation on the review of age designations on flats

Recommendations have been shared with affected tenants, their Councillors, TMOs and Wolverhampton Federation and Tenants Association offering the opportunity to provide feedback to be considered alongside this report. A limited response has been received but most notably concerns were expressed around a potential increase in anti-social behaviour and clashes of lifestyle.

The following reassurances can be provided:

- New applicants to the housing register are subject to a number of checks. Where there is evidence of previous ASB using the Allocations Policy the applicant can be placed within Band 4 Lesser Preference, giving them the lowest priority for housing.
- Where the behaviour is serious enough to make them unsuitable to be a tenant they can be excluded from the housing register and so unable to bid for housing.
- Robust pre tenancy work is undertaken with new tenants, which sets out their responsibilities and the consequences of ASB, which can result in eviction.
- The integration of younger people and families into blocks will be a slow process dependent on flats becoming available and households being successful in their bids.
- Estate Managers are alerted to the potential changes and are geared up to quickly address any issues as and when they arise through exiting Wolverhampton Homes processes.
- Based on statistics and discussions with the Anti Social Behaviour Manager a significant increase in ASB is not anticipated.
- If there is an increase the ASB team will act quickly to respond and will undertake targeted, multi-agency, preventative work.
- New tenants have an introductory tenancy for 12 months. Any breaches are dealt with and in cases of persistent or serious ASB the tenant will be evicted.
- There is a tenancy sustainment service which helps to identify and resolve any issues;
- The Anti-social Behaviour, Crime and Policing Act 2014 has made things simpler and faster for agencies when dealing with ASB.
- As the policy is implemented it will be monitored based on a range of information including feedback from Estate Managers, the ASB Manager, management information and periodic reviews including equality analysis.

A communications plan has been developed which ensures that affected tenants will be clear on the mechanisms for reporting issues and seeking support if it should occur (Appendix E).

A report of the review of age designations on flats was presented at Vibrant and Sustainable City Scrutiny Panel on 11th February 2016. The panel agreed to receive details of interim public communication plan to tenants covering the period from publication to the date it will be considered by Cabinet. The panel comments on the report to be included as an appendix to the report presented to Cabinet. The majority of the panel accepted the recommendations. Councillors Haynes and Wynne wanted it recorded that they rejected the proposal to remove age discrimination across those properties affected.

Appendix E – Communications Plan

Date	Activity	Lead	Aim
March	WFTA Board Meeting	Housing Strategy	Respond to any outstanding queries relating to the age designation recommendations.
Fri 11 March or earlier	Circulate updated business rules to City Direct, Homes in the City and front line Housing Officers	Housing Strategy	To ensure customer service officers are fully briefed on key issues so they can provide appropriate response to customers and provide clear guidance on reporting any issues or seeking additional support
Mon 14 March	Existing FAQ's (updated) and contact details go live on Wolverhampton Homes website	Housing Strategy/ Wolverhampton Homes	An updated FAQ will provide clear messages on: <ul style="list-style-type: none"> • The purpose of the changes to provide residents with as much choice as possible when choosing a suitable home for themselves and their families. • Reassurance on how ASB will be addressed should it arise – Wolverhampton Homes has a zero tolerance approach to ASB from application to secure tenancy • Clear contact details to clarify any issues on changes to age designations for both City Direct and Homes in the City • Clear contact details to report issues relating to ASB or neighbour conflict •
Mon 14 March	News release issued through normal communication channels. Include link to FAQ's on Wolverhampton Homes website.	Comms	City of Wolverhampton Council to issue a news release through the usual channels reiterating key messages above.
Wed 23 March	Report goes to Cabinet	Housing Strategy	

Thursday 24 March	Bespoke letters issued to 2,500 affected tenants and leaseholders with separate FAQ's (repurposed if necessary following cabinet approval).	Housing Strategy	Letter to set out the decision that is made at Cabinet and how each tenants block will be affected if approved. Provide contact details for Estate Management contact details for help with individual housing matters or concerns Provide contact details for reporting issues of ASB or other issues arising
Thurs 24 March	Bespoke email to all councillors with FAQ's attached	Housing Strategy	Circulate email to Councillors to notify them of the changes if approved. Email to: <ul style="list-style-type: none"> • Reinforce zero tolerance - pre-tenancy workshops for new tenants • Estate Management contact details for help with individual housing matters or concerns. • Housing Strategy contact details for further enquiries
W/C 28 March	Article on Homes in the City highlighting the additional stock available for letting	Wolverhampton Homes	Publish article alerting applicants to the additional properties that may be showing up on HitC within their eligibility

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Cabinet Meeting

23 March 2016

Report title	Waste and Recycling Strategy	
Decision designation	AMBER	
Cabinet member with lead responsibility	Councillor Steve Evans City Environment	
Key decision	No	
In forward plan	No	
Wards affected	All	
Accountable director	Nick Alderman, City Environment	
Originating service	Commercial Services	
Accountable employee(s)	Chris Huddart Tel Email	Head of Service 01902 556788 Chris. Huddart@wolverhampton.gov.uk
Report to be/has been considered by	Strategic Executive Board	23 February 2016

Recommendation(s) for action or decision:

The Cabinet is recommended to:

- i) Approve the timetable for development of the waste strategy and strategic environmental assessment.
- ii) Approve the governance arrangements for the draft strategy including consultation.
- iii) Agree to receive a further report in October 2016 to approve the waste strategy and associated strategic environmental assessment

1.0 Purpose

- 1.1 To brief Cabinet on the provisional work programme for the production of the waste management strategy for the city and seek approval on the proposed timetable and governance arrangements leading to the approval of the final document.

2.0 Background

- 2.1 The Council's waste management and recycling service is supplied by an external partner, Amey, under the terms of a 14 year public-private partnership agreement expiring in 2022.
- 2.2 The waste service is highly complex with inter-relationships between multiple waste streams, legislative requirements and fleet management as well as being highly visible to residents. Many different waste management and recycling solutions have been adopted by other waste authorities and there is no single "one size fits all" solution.
- 2.3 The 2015 report "Waste on the Front Line – Challenges and Innovations" commissioned by the Chartered Institute of Wastes Management (CIWM) identified the need to think strategically and holistically when planning for changes to waste services. Otherwise services can be "left disjointed and could result in increased levels of litter and fly tipping, with associated effects on health, investment, general prosperity and social attitudes about how you value where you live".
- 2.4 The waste service is a key user of various council sites and depots across the city. Better utilisation of these sites would aid the regeneration of key areas of the city. However the requirement of the waste service for facilities in the future cannot be determined without a clear and comprehensive strategy.
- 2.5 The completed strategy will enable the council to effectively manage municipal waste generated within the city as set out in the following key objectives:
- i) To reduce the growth of waste in the city through waste minimisation.
 - ii) To increase recycling and composting in the city through improved facilities, kerbside collections and through public education and publicity
 - iii) To set out how the council intends to meet key national and EU legislative requirements and likely changes over the course of the strategy
 - iv) To provide a sustainable waste service within financial and environmental constraints

In addition, the document will confirm the infrastructure requirements for the collection, recycling and processing of waste that will support the progression of the East Park Gateway regeneration project.

- 2.6 Strategic Executive Board agreed on the 29 September 2015, for the Council to engage an external provider to assist in the development of the waste strategy. The opportunity was tendered on the Councils e-tendering portal using the ESPO Framework with the contract being awarded to Amec Foster Wheeler (AFW).

3.0 Project Programme

- 3.1 AFW have commenced work on the project and a provisional programme is summarised below in table 1 for the completion of the waste strategy and Strategic Environmental Assessment (SEA).

Table 1 – Provisional work programme

Milestone	Date
Commissioning Meeting	1 March 2016
Cabinet – report seeking approval for the timetable of work and agreement to receive a further report in October 2016 on the finalised option for the waste strategy and Strategic Environmental Assessment	23 March 2016
Data gathering and review	31 March 2016
Workshop 1 - Council and stakeholder objective and criteria setting and the identification of a long list of options	11 April 2016
Scope services	15 April 2016
Strategic Environmental Assessment (SEA) scoping development	29 April 2016
Workshop 2 - Options appraisal & identification of a short list of options	31 May 2016
Short list analysis and modelling	17 June 2016
SEA statutory/public consultation	17 June 2016
Workshop 3 – Review short list options and identification of the preferred option.	30 June 2016
Draft waste strategy	29 July 2016
Draft SEA report	19 August 2016
Consultation draft waste strategy	September 2016
Vibrant and Sustainable City Scrutiny Panel	September 2016
SEA Final report and non- technical summary	16 September 2016
Cabinet – Approval of the waste strategy	October 2016

- 3.2 The methodology to fulfil the requirements of the council's brief has been based on the extensive experience of AFW. The key elements of the programme are the stakeholder workshops that will focus on the options appraisal process. The first session (Workshop 1) will define a set of evaluation criteria that encompasses the technical, environmental, cultural and financial aspects of the strategy including the council priorities. Once the criteria has been agreed, the draft options identified by AFW will be refined based on a SWOT analysis. This will require input from representatives of the council about changes and matters relating to the contractual and practical aspects of implementing the finalised document. The purpose of this approach is to screen out options that will never be implemented to avoid abortive work and be left with a long list of options to be appraised using the agreed evaluation criteria

- 3.3 The second workshop will allow the council and stakeholders to review the options against the criteria and will be open to challenge from workshop attendees. The output from the workshop will be used to screen the long list of potential waste management options down to a short list that can be modelled in detail.
- 3.4 The performance of the short listed options will be examined using detailed waste collection resource modelling that will include waste flow data analysis, shift patterns, disposal points and working day optimisation. The council will be engaged to help develop the assumptions to be used in the option models.
- 3.5 The results of the modelling will be used to revisit the options appraisal in the final workshop with the council. Having quantitative results to inform the scoring of several of the criteria will mean the attendees will be better placed to identify a preferred option to meet the council aims and objectives
- 3.7 The council has also stipulated the requirement that the final waste management strategy be supported by a Strategic Environmental Assessment (SEA). Government advice is that preparation of the SEA in conjunction with the drafting of the waste strategy is good practice. The Governments guidance sets out five main stages of a SEA which includes consulting on the draft plan with mandatory bodies.
- 3.8 It is proposed that the draft strategy is presented to the Vibrant and Sustainable City Scrutiny Panel in September 2016 and forwarded to Cabinet in October 2016 for final approval.

4.0 Financial implications

- 4.1 The costs of appointing that AFW will be met from the remaining waste collection grant funding from the DCLG held within waste services.
[TT/18022016/Y]

5.0 Legal implications

- 5.1 There are no direct legal implications arising from this report.
[Legal Code: TS/17022016/W]

6.0 Equalities implications

- 6.1 There are no direct equalities implications arising from this report, but the final report will be supported by an equalities analysis.

7.0 Environmental implications

- 7.1 The Strategic Environmental Assessment will describe the most relevant potential effects of the waste strategy and provide recommendations where appropriate regarding mitigation.

8.0 Human resources implications

8.1 There are no direct human resources implications arising from this report

9.0 Corporate landlord implications

9.1 There are no direct corporate landlord implications arising from this report. Once the preferred option has been identified, it will be possible to review the capacity and operations of the existing waste management facilities used by the service

10.0 Schedule of background papers

10.1 None

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Cabinet Meeting

23 March 2016

Report title	Consultation on Modifications to the Wolverhampton City Centre Area Action Plan	
Decision designation	AMBER	
Cabinet member with lead responsibility	Councillor Peter Bilson City Assets	
Key decision	Yes	
In forward plan	Yes	
Wards affected	St Peter's, Graiseley, Blakenhall, Heath Town, Ettingshall	
Accountable director	Nick Edwards, Service Director City Assets	
Originating service	Planning	
Accountable employee(s)	Michele Ross Tel Email	Senior Planning Officer 01902 554038 Michele.ross@wolverhampton.gov.uk
Report to be/has been considered by	Planning for Growth Board Cabinet Member for City Assets Strategic Executive Board	11 February 2016 08 March 2016 15 March 2016

Recommendation(s) for action or decision:

The Cabinet is recommended to:

1. Consider and approve modifications to the Wolverhampton City Centre Area Action Plan (AAP) for public consultation;
2. Receive a further report in autumn 2016 on the AAP prior to adoption by Full Council.

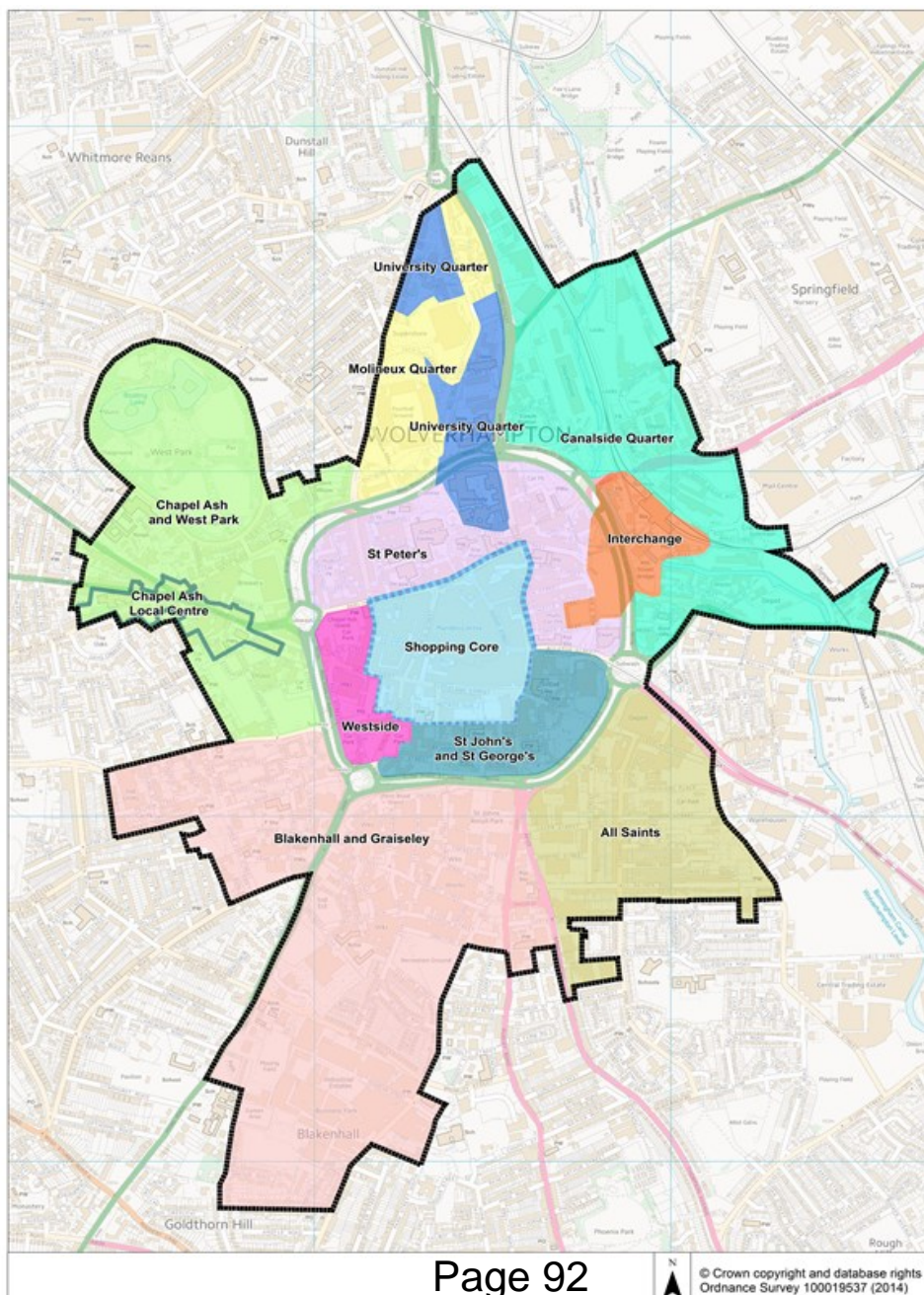
1.0 Purpose

- 1.1 To summarise modifications to the Wolverhampton City Centre Area Action Plan (AAP) which are required following independent examination for consideration and approval for six weeks public consultation during April / May 2016. Cabinet are also asked to agree to receive a further report in autumn 2016 on the AAP prior to adoption by Full Council.

2.0 Background

- 2.1 The Wolverhampton City Centre AAP was approved for publication by Cabinet and subject to six weeks public consultation during summer 2015. The AAP will form part of the adopted Local Plan for Wolverhampton and will be used as part of the determination of planning applications in the AAP area (see Plan 1).

Plan 1 – City Centre AAP Boundary and Character Areas



The publication stage was the final opportunity for comments to be made on the soundness of the AAP before submission to the Secretary of State for independent examination. In September 2015 the Council approved submission of the publication AAP and minor modifications recommended following consultation.

- 2.2 The Inspector appointed to examine the AAP has substantially completed his examination, which included raising a number of written questions and undertaking one day of public hearings on 25 January 2016. The Inspector has not raised any major concerns with the AAP, which reflects the comprehensive evidence base and high degree of stakeholder support for the Plan. However, he has proposed that a small number of “main” modifications should be made to the AAP to address matters of soundness. This requires an additional phase of public consultation. Also, a schedule of “additional” modifications (minor changes to correct, for example, typographic errors) has been produced to form part of this public consultation, for completeness.

3.0 Summary of Main Modifications

- 3.1 The main modifications proposed to the AAP are not significant. A summary of the main modifications and the reasons they are required is set out below. The detail of the main modifications which will be subject to public consultation can be viewed at: <http://wolverhampton.moderngov.co.uk/mgConsultationDisplay.aspx?ID=52>
- 3.3 The main modifications are as follows:
- Changes to Policy CC9 – Protecting and Enhancing Historic Character and Local Distinctiveness to clarify the protection given to Historic Landscape Characterisation (HLC) buildings and sites and to the views and visibility of Landmark Buildings, in accordance with national guidance;
 - Changes to the description of development appropriate for the Royal Hospital site (11a) to reflect the lawfully implemented extant planning permission for a foodstore-led mixed-use scheme;
 - Changes to the description of development appropriate for the Former Post Office site (3e) to clarify that leisure and residential are acceptable ancillary uses.

4.0 Consultation and Next Steps

- 4.1 The main and additional modifications will be published for six weeks consultation during April / May 2016 in accordance with Government guidance and the Wolverhampton Statement of Community Involvement. The additional modifications are as approved in the 9 June 2015 Individual Executive Decision Notice and those set out in the Council’s Updated Schedule of Changes of 5 February 2016 in the light of the Inspector’s questions and the hearing sessions, amended to avoid any duplication with the main modifications.
- 4.2 The modifications will be made available on the Council’s website and at Council offices and other appropriate locations around the City. Key stakeholders and other interested parties will be consulted. Following consultation, any responses will be reported to the

Inspector and he will take them into account when completing his report. Once the Inspector's report is published, the AAP can then be amended to reflect the agreed main and additional modifications, and taken to Cabinet and Full Council for adoption in autumn 2016.

5.0 Financial implications

- 5.1 The costs of preparing the AAP are being met from the approved Local Plan budget for 2015/16 and future years, combined with Neighbourhood Plan Grant.
(TK/08032016/T)

6. Legal implications

- 6.1 Section 15 of the Planning and Compulsory Purchase Act 2004 requires Local Planning Authorities to prepare, publish and maintain a Local Development Scheme (LDS) including Local Development Documents. The AAP will become a Local Development Document which forms part of the Local Plan for Wolverhampton.
- 6.2 The procedure to be followed to prepare the AAP is set out in the Town and Country Planning (Local Planning) (England) Regulations 2012 (SI 2012/767) which came into force on 6 April 2012 and revoked the 2004 Regulations (SI 2004/2204). The Regulations (Regulation 38) provide a 'saving provision' to ensure work done by the Local Planning Authority under the 2004 Regulations are treated as 'done' under the corresponding provision of the 2012 Regulations.
(LD/03032016/A)

7.0 Equalities implications

- 7.1 A screening of the AAP has been carried out for equalities implications. This concluded a full equalities assessment was not required as the full implications will only be known once consultation on detailed proposals is complete.
- 7.2 Representations to the AAP consultation did raise issues around accessibility but these were in connection with the detailed implementation of proposals as opposed to the overall strategy addressed in the AAP. The proposed Main Modifications to the Publication Plan are of a minor nature and therefore not envisaged to have any specific implications for equality.

8.0 Environmental implications

- 8.1 A Sustainability Appraisal (SA) has been carried out throughout the plan preparation process, and this includes for the Publication Plan and Main Modifications. SA is a process for evaluating the environmental consequences of proposed policies and proposals to ensure sustainability issues are fully integrated and addressed at the earliest appropriate stage. The overall aim of the SA process is to inform and influence the development of the AAP and maximise its sustainability value.

9.0 Human resources implications

9.1 The report has no human resources implications.

10.0 Corporate landlord implications

10.1 The policies and proposals in the AAP will apply to any Council land and property in the AAP area which is subject to a development proposal. Liaison with corporate landlord has been and will continue to take place on an on-going basis.

11.0 Schedule of background papers

Report to Cabinet 10 December 2014: City Centre Area Action Plan (AAP) – Draft Plan Consultation Stage

Individual Executive Decision Notice 9 June 2015: City Centre Area Action Plan (AAP) – Publication Plan Consultation Stage

Wolverhampton City Centre Area Action Plan 2015-2026 - Publication Plan for Consultation June-July 2015

Report to Cabinet 16 September 2015: City Centre Area Action Plan – Submission

Report to Full Council 23 September 2015: City Centre Area Action Plan - Submission

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[NOT PROTECTIVELY MARKED]

Wolverhampton City Centre Area Action Plan

PROPOSED ADDITIONAL MODIFICATIONS

Additional Modifications are those minor changes to the Wolverhampton City Centre Area Action Plan (AAP) suggested by the City of Wolverhampton Council that do not change the meaning or scope of a policy but are provided for clarity and/ or to correct errors, as set out in para 27 of the Inspector's Guidance Note of 3 December 2015. Although this Guidance Note states that Additional Modifications can be made by the Council on adoption of the AAP and would not need to be the subject of consultation, the Council are consulting on these Additional Modifications at the same time as the consultation on the Inspector's possible Main Modifications, for completeness. The Additional Modifications below have not been identified by the Inspector as possible Main Modifications, have been included in the Council's Updated Schedule of Changes February 2016, have also been informed by the Inspector's Notes to the Council of 15, 26 and 29 February 2016, and have been approved by the City of Wolverhampton Council Cabinet Meeting of 23 March 2016.

The Additional Modifications below are expressed either by underlining where new text is added or by ~~striketrough~~ where text is deleted.

The Page, Policy or Paragraph references refer to the Wolverhampton City Centre Area Action Plan Publication Plan for Consultation June-July 2015 [CC3.4].

Council Reference	Page, Policy or Paragraph	Additional Modification
AM1	Page 5	Add text to end of page 5, under "Policies and Proposals to be replaced by the AAP": <u>"AAP Proposals Map</u> <u>The AAP Proposals Map consists of Figs. 2, 6, 7, 8, 11, 13, 15, 18, 20, 22, 24, 26, 28, 30, 32 and 34."</u>
AM2	Figures	Use stronger shading for conservation areas on all relevant figures: Figs. 8, 13, 15, 18, 20, 22, 24, 26,

	throughout	28, 30, 32 and 34
AM3	Para 3.1.2	Amend last sentence to read: "These revised figures are reflected in Policy CC1-(a) and update the figures in Table 14 of Policy CEN3 of the Core Strategy."
AM4	Para 3.1.9	Amend to read: "The provision of cultural <u>(including places of worship)</u> , visitor, entertainment and leisure facilities are a vital component in ensuring the City functions well, particularly in the evening."
AM5	Para 3.2.2	Amend second sentence to read: "The Core Strategy anticipates that the AAP area could accommodate a further 3,800 homes, which could more than double the population. "
AM6	Para 3.2.17	After 3.2.16 add new para: <u>"3.2.17 The City Centre is well served by a wide range of sports facilities within easy walking distance of new housing sites. These include Central Baths pool and gym, University indoor sports halls and gym, West Park tennis courts and bowling green, Fowlers Park football pitches and a new 3G artificial grass pitch, climbing wall, four court sports hall, dance studio and gym at the Youth Zone. The area south of the City Centre is served by the Youth Zone, the Blakenhall Healthy Living Centre sports halls and gym, Dixon Street Playing Fields and Phoenix Park, which were improved through All Saints and Blakenhall New Deal for Communities funding, and a new community use pitch will be created at St Luke's Primary school. However, as the population increases through housing development sporting provision will be kept under review, in light of forthcoming playing pitch and built facility strategies. Open space and play contributions secured from residential developments can be spent on outdoor sports provision where this is a local priority."</u> and re-number Publication Plan para 3.2.17: "3.2.17" <u>3.2.18"</u>
AM7	Para 3.3.3	Amend to read: "The importance of high quality design in the built and natural environment for successful place making <u>and promoting historic character and local distinctiveness</u> ..."
AM8	Fig, 8, Fig, 22 and throughout	Amend Fig. 8 and Fig. 22 key to read: " Historic Registered Park and Garden" and remove designation from key for all other figures: Figs. 13, 15, 18, 20, 24, 26, 28 and 30
AM9	Para 3.3.9	Delete apostrophe: "landmark's"
AM10	Para 3.3.18	Amend to read: "...reference for those who live <u>in</u> , work <u>in</u> and visit the city centre, <u>as shown on Figure 10.</u> "
AM11	Para 3.3.20	Amend to read: "... carried out to assess the potential impact, on views <u>and visibility</u> of key landmark

		buildings, of buildings on the development opportunity sites.” and “... demonstrate that their proposal will protect or enhance views <u>and visibility</u> .”
AM12	Para 3.3.39	Amend reference to: “Canal and <u>&</u> River Trust”
AM13	Fig, 9	labels to be added to the top of each column on p. 45
AM14	Part C	<u>In Part C, where there is reference to “potential for archaeological interest”, add the following wording: “- desk based archaeological assessment required and, where necessary, field evaluation by a qualified professional” to “Further Information” entries for:</u> Policy CA1: Table CA1A sites 1b(i), (ii) and (iii) Policy CA2: Table CA2A sites 2a(i), (ii) and (iii) Policy CA3: Table CA3A site 3d Policy CA4: Table CA4A sites 4b, c, e, l, m and n Policy CA6: Table CA6A site 6b Policy CA8: Table CA8A site 8a Policy CA10: Table CA10A sites 10a, e, f and g
AM15	Para 4.1.1	Insert the following text at the end of para: “ <u>It should be noted that the planning issues covered in this section are not exhaustive and development proposals should be assessed against all Local Plan policies.</u> ”
AM16	Para 4.1.2	Delete para: “4.1.2 Given the aims and objectives for the AAP area set out in the Core Strategy, the policy options taken forward in Part B (including the focus of key land uses across the AAP area) and the detailed evidence for individual sites (including soft market testing) there are no significant options for the balance of uses and detailed proposals for each of the Character Areas.”
AM17	Policy CA3 Table CA3A	Amend “further information” entry for Site 3c as follows: “... bus station. <u>As the site may be affected by air pollution, any proposal involving residential development will need to be carefully designed and may be required to incorporate air quality mitigation measures.</u> ”
AM18	Fig, 13, 15 and 22	The delineation of Chapel Ash Local Centre in the AAP mapping to be consistent with the key. Remove Chapel Ash Local Centre designation from the key of other figures where the Local Centre is not shown: Figs. 18, 20, 24, 26, 28, 30, 32 and 34

AM19	Policy CA5(a)	Amend to read: "... recreational resource, green space and <u>heritage</u> historic asset "
AM20	Policy CA6	Amend Development Outputs by deleting first bullet point: <ul style="list-style-type: none"> • Potential for 110 new student homes
AM21	Policy CA7	Amend Development Outputs by deleting first bullet point: <ul style="list-style-type: none"> • Potential for 40 new homes
AM22	Policy CA7	Delete Policy CA7 part (e): " (e) Sustainability to be maximised across the quarter through the use of green roofs, solar panels, and eco-friendly construction products. "
AM23	Policy CA10	Amend Development outputs fourth bullet point by replacing " historic buildings " with " <u>local heritage/ townscape features</u> "
AM24	Fig, 33	Make boundary of character area/ site 11a clearer
AM25	Fig, 34	Highlight which buildings have been demolished and add explanatory note: " <u>* These buildings have been demolished</u> "

2 March 2016

Wolverhampton City Centre Area Action Plan

POSSIBLE MAIN MODIFICATIONS

The possible main modifications below are expressed either by underlining where new text is added or by ~~striketrough~~ where text is deleted.

The Page, Policy or Paragraph references refer to the Wolverhampton City Centre Area Action Plan Publication Plan for Consultation June-July 2015.

Inspector Reference	Page, Policy or Paragraph	Main Modification
MM1	Page 5	Amend to read “ UDP Policy Replacement Policy in the Wolverhampton City Centre AAP CC1-CC13 CC1-CC12 <u>and CA1-CA11</u> SH4 CC1, CC2 and CC3 SH10 CC1 and CA5 <u>(For Policies SH4 and SH10 their replacement applies to the City Centre AAP area only)”</u>
MM2	Policy CC1	Amend first line to read “The following amounts of net additional retail floorspace will be planned for by 2026 <u>prior to commitments:</u> ” Amend final sentence to read: “Proposals for retail development in locations not identified in the AAP for such uses, or alternative forms of proposals for <u>proposals for</u> retail development than to those set out in Part C must meet the relevant requirements of the Core Strategy and national planning policy.”
MM3	Para 3.1.5	Amend to read “This could be provided by the combination of opportunities for new foodstores set out in Policy CC1 part (d) <u>(b)</u> ”

MM4	Para 3.1.7 2nd & 3rd bullet	Amend to read “(particularly those provided in Policy CC1(e) <u>CC1(a)</u> ” and “planned investment identified in Policy CC1(e) <u>CC1(a)</u> above”
MM5	Policy CC7(a)	Amend to read “with a potential for a further 840 <u>920</u> on flexible use sites.”
MM6	Para 3.2.8	Amend to read “with a shortfall of around 4445 <u>1280</u> homes”
MM7	Policy CC8(vii)	Amend to read: “ <u>Sustain and enhance the significance of settings of and views to heritage assets to help promote local distinctiveness including their settings, and views to and from these assets;</u> ”
MM8	Policy CC9	<p>Delete existing policy and replace with: <u>“New development should be designed to strengthen local character and identity and in particular should respect Historic Landscape Characterisation (HLC) buildings and sites identified on the Proposals Map and views and visibility of landmark buildings as shown on Figure 10.</u></p> <p><u>Historic Landscape Characterisation Buildings and Sites</u> <u>Any development relating to an HLC building or site should demonstrate how the significance of that building would be sustained and enhanced. If any harm is to be caused to the HLC building or site, a balanced judgement will be required having regard to the scale of any harm, the significance of the HLC site or building, and the benefits of the proposal.</u></p> <p><u>Effects on views and visibility of Landmark Buildings</u> <u>Any development of more than 20 metres in height will not be permitted if the development will result in a significant impact on the views and visibility of any landmark building shown on Figure 10, unless it can be demonstrated that this is necessary to achieve public benefits that outweigh the impact and that the highest possible quality of design will be achieved.</u></p> <p><u>Where development of less than 20 metres in height will potentially have a significant impact on the views and visibility of any landmark building shown on Figure 10 any impact should be assessed and mitigated as far as possible.”</u></p>
MM9	Para 3.3.3 6th bullet point	Amend to read: “... improvements to heritage assets and it is important to protect <u>sustain</u> and enhance these areas.”

MM10	Para 3.3.15	Amend to read: "... and identifies and assesses the significance of previously unrecognised heritage assets ("HLC sites") <u>sites</u> which are not covered by a listed or local list designation."
MM11	Para 3.3.19	Amend to read: "...and new views of landmark buildings and conservation areas created where possible"
MM12	Para 3.3.21	Amend to read: "...this effect should be assessed and mitigated where possible (see Figure 9 and Part C for further details). The proximity and character of any conservation areas from which the new building may be visible from should also be taken into consideration. Buildings above 20m in height will stand above the majority of buildings in the city centre and therefore the visual impact of any development of this height should be carefully considered, particularly any impact on landmark buildings and conservations areas. "
MM13	Policy CA1	Amend to read: "...broadens the current offer and preserves <u>sustains and</u> enhances the character or appearance..." and "(e) ...Frontages which fall within the Area of Enhancement and Refurbishment identified in Figure 42 <u>13</u> are classed as Primary Frontages, and frontages which fall outside the Area of Enhancement and Refurbishment identified in Figure 42- <u>13</u> are classed as Secondary frontages. The individual frontages within each frontage category referred to above are listed in Appendix E <u>C</u> ."
MM14	Policy CA1	Amend Development Outputs to read " Around <u>A minimum of</u> 120 homes" and " Protection <u>The sustaining</u> and enhancement of heritage assets"
MM15	Policy CA3(f)	Amend to read: " Sustain and enhance the significance of heritage assets, including their enhance the settings of important heritage assets, including the canal, Old Steam Mill , Chubb Building, Prince Albert Public House and conservation areas."
MM16	Policy CA3 Table CA3A	Amend the Development Capacity entry for site 3e to read: "Around 15,500 sq metres of office and ancillary <u>leisure</u> , retail <u>and residential</u> development."
MM17	Policy CA3	Remove references to Old Steam Mill by <ul style="list-style-type: none"> - Fig 16 remove mapping label: "Old Steam Mill" - Table CA3A Site Ref 3a Further Information, amend to read "Exemplary standard of design to

		reflect gateway location, create new civic spaces, maximise canalside location and enhance the conservation areas covering parts of the site and the setting of the Old Steam Mill Grade II listed building.
MM18	Policy CA3	Amend Development Outputs to read: "Protection and enhancement of public spaces and <u>the sustaining and enhancement of</u> local heritage/townscape features"
MM19	Policy CA4	Amend to read: "protect and enhance areas of landscape <u>and</u> ecological and archaeological interest within the adjoining canal including green space, <u>and sustain and enhance areas of heritage and archaeological interest.</u> "
MM20	Policy CA4	Amend Development Outputs to read: "Creation and enhancement of open space and <u>the sustaining and enhancement of</u> local heritage / townscape features"
MM21	Policy CA5(b)	Amend to read: "Strengthening the retail and service offer of Chapel Ash Local Centre as defined in Appendix D <u>B</u> ."
MM22	Policy CA5	Amend Development Outputs to read "Protection and enhancement of open space and <u>the sustaining and enhancement of</u> local heritage / townscape features".
MM23	Policy CA6	Amend Development Outputs to read: "... Protection and enhancement of open space and <u>the sustaining and enhancement of</u> local heritage / townscape features"
MM24	Policy CA7	Amend Development Outputs to read: "... Protection and enhancement of public realm <u>and</u> open space and <u>the sustaining and enhancement of</u> local heritage / townscape features"
MM25	Policy CA8(c)	Amend to read " <u>The sustaining and enhancement of the</u> Wolverhampton City Centre conservation area and important heritage assets, <u>including</u> and their settings, including St Peter's Church and Wolverhampton Art Gallery."
MM26	Policy CA8	Amend Development Outputs to read: " Protection and enhancement of public spaces and <u>the sustaining and enhancement of</u> local heritage / townscape features."

MM27	Policy CA9(a)	Amend to read “ Protection <u>The sustaining and enhancement of historic character...</u> ”
MM28	Para 4.10.1	Amend to read “The strategy is to preserve <u>sustain</u> and enhance this historic character...”
MM29	Policy CA9	Amend Development Outputs to read: “ Protection <u>The sustaining and enhancement of local heritage/townscape features.</u> ”
MM30	Policy CA10 Vision	Amend to read: “The rich historic character of the area will be <u>sustained and</u> enhanced.”
MM31	Policy CA10(h)	Amend to read: “ Preserving <u>Sustaining</u> and enhancing the historic industrial environment.”
MM32	Policy CA10	Amend Development Outputs to read “Enhanced open space and <u>the sustaining and enhancement of historic buildings</u> ”.
MM33	Policy CA10 Table CA10B	Under the “Policy” column delete “ CC5 ” and insert “ <u>CC4</u> ”
MM34	Policy CA11	<p>Amend fourth para to read: “It is important that the area delivers at least 100 new homes, <u>as part of any mixed-use proposal</u>, to maximise the potential of this sustainable location, served by new open space, enhanced public realm and improved linkages to the rest of the city centre.”</p> <p>Amend Development Outputs to read: “Around 22,300 sq metres mixed use development, including a minimum of 100 homes, <u>with potential total capacity for around 350-500 homes and including potential for delivery of the lawfully implemented extant planning permission for a foodstore of up to 13,840 sq metres (gross) (providing up to 9,000 sq metres net sales area, of which up to 4,050 sq metres can be for comparison goods sales), around 1,668 sq metres of new office floorspace (gross) and up to 2,652 sq metres of mixed uses.</u></p>
MM35	Policy CA11 Table CA11A	Amend Development Capacity to read: “Around 22,300 sq metres of floorspace including a minimum of 100 homes <u>and including potential for delivery of the lawfully implemented extant planning permission for: a foodstore of up to 13,840 sq metres (gross) (providing up to 9,000 sq metres net sales area, of which up to 4,050 sq metres can be for comparison goods sales), around 1,668 sq metres of new office floorspace (gross) and up to 2,652 sq metres of mixed uses,</u> served by open space and enhanced public realm”

MM36	Policy CA11	Amend Development Outputs to read: "... and enhancement of open space <u>and</u> public realm and <u>the sustaining and enhancement of</u> local heritage / townscape features."
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Dated 29 February 2016



Cabinet Meeting

23 March 2016

Report title	City of Wolverhampton Procurement Charter	
Decision designation	AMBER	
Cabinet member with lead responsibility	Councillor John Reynolds City Economy	
Key decision	Yes	
In forward plan	Yes	
Wards affected	All	
Accountable director	Keren Jones, City Economy and Mark Taylor, Finance	
Originating service	Economic Inclusion/Procurement	
Accountable employee(s)	Sheila Collett/Andy Moran Tel Email	Heads of Service Economic Inclusion/Procurement 01902 551848/551432 Sheila.collett2@wolverhampton.gov.uk/andy.moran@wolverhampton.gov.uk
Report to be/has been considered by	Strategic Executive Board Executive Team City Board	26 January 2016 29 February 2016 26 April 2016

Recommendation(s) for action or decision:

The Cabinet is recommended to:

1. Consider the progress with embedding the City of Wolverhampton Charter within the City of Wolverhampton Council and within the work of wider partners.
2. Agree the process for embedding the charter within the procurement and commissioning processes of the City Council.

Recommendations for noting:

The Cabinet is asked to note:

1. The leadership role taken by the City Council in embedding the Charter in the City.

1.0 Purpose

- 1.1 To advise Cabinet of progress to embed cross-partnership commissioning and procurement as set out in the City of Wolverhampton Charter. To also seek Cabinet approval for the processes to now be put in place for embedding the Charter within the Council's own commissioning and procurement processes.

2.0 Background

- 2.1 In 2015 the City Board identified commissioning and procurement as a key priority area for cross-partnership work. This piece of work aims to help increase the levels of local expenditure with local businesses and other local agencies and to increase the impact of public expenditure on the Wolverhampton City Strategy priorities to increase local jobs, increase economic activity and employment, reduce child poverty and health inequalities.
- 2.2 The City Board received a joint presentation at their 22 July meeting outlining a proposed commissioning and procurement cycle for adoption by all partners. This commissioning and procurement cycle was developed by a cross- partnership group comprising:

Sheila Collett – Head of Economic Inclusion, City Council (Chair)

Andy Moran –Head of Procurement, City Council

Ros Jervis – Service Director Public Health and Well-Being, City Council

Jim Cunningham – Head of Enterprise and Skills, City Council

Fiona Ward – Head of Procurement , Wolverhampton University

Neil Simmonds – Head of Procurement, NHS Trust

Ian Darch – Chief Executive, Wolverhampton Voluntary Sector Council

The City Board agreed the commissioning cycle at their July meeting and requested that the Inclusion Board develop and present the agreement in the form of a Wolverhampton Charter. The aim of the Charter is to detail the key outcomes that a city approach to commissioning and procurement will create in terms of added social value. The draft Charter was endorsed by Strategic Executive Board (SEB) in August 2015 and subsequently agreed by City Board in November 2015.

3.0 Progress to date

- 3.1 The Charter has been developed to be fully complimentary to the Councils own Procurement Strategy. The outcomes and measures that the Charter will deliver against are outlined below:

The City of Wolverhampton Charter

The Charter establishes five principles that will underpin the commissioning and procurement activities of key partners in the City. These are set out below along with the measures to be used annually by the City Board to monitor progress. The City Board have committed to using their commissioning and procurement processes to:

Develop and grow a skilled workforce through: *Creating employment and training opportunities for local residents including supporting people into work and providing work experience placements; mentoring and supporting personal development and, where appropriate incorporating provision within contracts to offer training and employment opportunities for local people*

Measure – numbers of local people into employment, training and work experience as a result of commissioning and procurement.

Encourage healthy lifestyles and independence by: *Encouraging the adoption of workplace health initiatives which keep people in work, reduce sickness and also create a workplace that is more conducive to good health. Promoting active travel such as walking, cycling and public transport use*

Measure – number and % of suppliers adopting workplace health initiatives

Support more people to be active within their communities by: *Building the capacity of local voluntary and community organisations and schools through the provision of resources and expertise in areas with the greatest need e.g. mentoring and the provision of meeting facilities etc.*

Measure – number of small local voluntary and community organisations and schools supported as part of the commissioning and procurement process

Support business to develop and grow by: *Having a preference to buy locally on the condition that a suitable supplier exists and that this provides value for money.*

Measure – %, number and value of contracts to local suppliers

Support the reduction to the carbon footprint and eliminate unnecessary waste by: *Specifying good and services on the basis of whole life costing and which minimise the use of resources and the creation of pollution and greenhouse gases*

Measure - % of goods and contracts procured on the basis of whole life costs (purchase use and disposal) and which minimise the use of resources (production, operation and disposal) pollution and greenhouse gases

3.2 The Charter and accompanying commissioning and procurement cycle were promoted by the City Board during Business Week as an example of positive work by the City Council and its partners to support local businesses. This formed part of the meet the buyer event 'Invest – Supporting the Local Market' which took place on 30 September 2015.

3.3 Following approval of the Charter in November 2015 the following actions have now been taken to ensure that it becomes embedded within the City:

A meeting of City Board representatives was held on 7 January 2016. The meeting agreed that all partners present (University/College/City Council/Voluntary and Community Sector) would now:

(i) Embed the Charter within their procurement and commissioning processes

- (ii) Provide quarterly updates (collated by the City Council) on the outcomes that have been achieved within their organisation
- (iii) Display the Charter publically within their main offices as a demonstration of their commitment to its principles
- (iv) Promote adoption of the Charter within their own networks to secure a wider sign-up to its principles
- (v) Provide an update progress report to the City Board in April 2106 and provide a full monitoring report on the outcomes of the Charter in October 2016.

3.4 A meeting of key officers responsible for commissioning and procurement from across the City Council was held on 13th January 2016. This meeting considered:

- The individual Charter principles
- How we can maximise the Council impact on the Charter principles in the expenditure that we control
- What added information we may require, as a City Council, on each of the Charter principles to ensure that we progress them in a way that meets our specific corporate priorities and which has some consistency
- Any additional support required within the Council to make the Charter a reality across all of the goods and services that we commission and procure.

3.5 This meeting discussed the mechanisms for ensuring that the Charter is now embedded within all expenditure by the City Council. It was agreed that the pivotal point for this to take place is through the procurement team. In order for this to be achieved the procurement team proposes to adopt the following process:

- Inclusion of the Charter within the standard invitation to tender documents
- An oversight and challenge role for procurement officers to ensure that all officers/services include consideration of the Charter in what they commission and procure.
- Consideration of the Charter will be included as a step within the Procurement Gateway process.
- Inclusion of the relevant Charter principals within the quality and social value scoring for all contracts
- Agreement of key outcomes for each contract in terms of the Charter principal outcome measures
- Monitoring of the outcomes achieved by procurement officers as part of their contract management function

3.6 In addition to the role of procurement it is proposed that the Council has allocated lead officers for each of the Charter principals able to provide expertise on the types of outcomes that are appropriate to the contract. These officers will be responsible for providing advice and support and for ensuring that the Council develops challenging targets that maximise the impact of every pound spent in the City.

4.0 Financial implications

- 4.1 The processes have been developed with colleagues from procurement to ensure that all financial and legal issues in relation to procurement and commissioning are met. The Charter does not involve any additional costs to the City Council but will maximise the impact of the expenditure of all public sector agencies in the City
[ES/25022016/P]

5.0 Legal implications

- 5.1 The relevant legislation that applies to public sector procurement and has been taken into account when developing this policy including;
- EU Procurement Directive (Public Sector) 2014/24/EU
 - EU Procurement Directive (Concessions) 2014/23/EU
 - Public Contracts Regulations 2015
 - Social Value Act 2012
 - Local Government Acts in relation to non-commercial considerations
 - Cabinet Office Guidance
 - Equality Act 2010
- 5.2 The Social Value (Public Services) Act 2012 mandates that for all services contracts with a value above the Official Journal of European Union (OJEU) threshold for goods and services, currently £164,176 that consideration is given to the inclusion of Social Value.
- 5.3 The Public Contracts Regulations 2015 regulation 67 sets out the Contract award criteria that can be used for evaluating tenders. This states that it can include criteria; '.....such as qualitative, environmental and/or social aspects, linked to the subject-matter of the contract in question.'
- 5.4 Regulation 67 also states in clause (5) that;
'Award criteria shall be considered to be linked to the subject-matter of the public contract where they relate to the works, supplies or services to be provided under that contract in any respect and at any stage of their life cycle.'
[RB/11022016/C]

6.0 Equalities implications

- 6.1 The Charter and accompanying commissioning and procurement cycle ensure that social value is considered by partners in purchasing goods and services. The Charter also sets out measures to increase employment, health and well being and environmental outcomes for all residents in the City. The integration of this approach with the economic inclusion agenda within the Council will ensure that those facing multiple-barriers to employment are provided with the opportunities for training, work experience and mentoring that supports their pathway to work.

7.0 Environmental implications

- 7.1 The Charter and its implementation will have a positive environmental impact. It sets out specific environmental sustainability priorities that will be progressed through this approach.

8.0 Human resources implications

- 8.1 None.

9.0 Corporate landlord implications

- 9.1 None

10.0 Schedule of background papers

- 10.1 Procurement Strategy – Executive Team 1 June 2015
Future Practice – Procurement Strategy Principles, Confident Capable Scrutiny Panel 22 April 2015
Commissioning and Procurement Cycle – Wolverhampton City Board 22 July 2015



Cabinet Meeting

23 March 2016

Report title	Scrutiny Review of The City of Wolverhampton Council Volunteering Offer	
Decision designation	AMBER	
Cabinet member to give management response	Councillor John Reynolds City Economy	
Key decision	No	
In forward plan	Yes	
Wards affected	All	
Review Chair	Cllr Ian Claymore (Lab)	
Review Members	Labour Cllr Payal Bedi Cllr Alan Bolshaw Cllr Dr Michael Hardacre Cllr Milkinderpal Jaspal Cllr Lynne Moran Cllr Judith Rowley	Conservative Cllr Mark Evans
Lead Scrutiny Review Officer	Deb Breedon Tel. Office: 01902 551250 <u>E-mail: Deborah.breedon@wolverhampton.gov.uk</u>	
Link Officer	Sheila Collett Head Of Economic Inclusion Tel. Office: 01902 551848 <u>E-mail: Sheila.collett@wolverhampton.gov.uk</u>	
Report to be/has been considered by	Strategic Executive Team	16.02.2016
	Executive Team	29.02.2016
	Cabinet	23.03.2016

Recommendation(s) for action or decision:

1. The Cabinet is recommended to receive the report of the review group (appendix 1) and consider the following recommendations:

Volunteering policy

1. That the Heads of Service (HoS) Group develop the draft volunteering policy and the offer, taking into account the comments and recommendations arising from the review of the City of Wolverhampton Volunteering offer.
2. That the HoS group ascertain, through consultation, the current volunteers perception of the draft volunteering offer.
3. That definition of volunteering and work experience is included in the council volunteering policy and guidelines.
4. That where applicable any person volunteering within the Council will have the required DBS checks as specified by the receiving service area.
5. That the HoS group develop a process for volunteers entering the workplace and volunteer role descriptions.
6. That 'Investing in Volunteers' (IiV) standards be included in the policy appendices, and HoS to explore accreditation for the Council.
7. That there is a 12 month review of the final policy.

Skills and pathways

8. That all volunteers are referred to the Volunteer Service at Wolverhampton Voluntary Sector Council (WVSC) in the first instance to determine the best pathway for the individual.
9. That the volunteer pathway should include the following:
 - a) A volunteer role description for each service area detailing how the role will support existing service delivery.
 - b) The agreement with a volunteer will detail mandatory and job specific training and support for the role.
 - c) Initiating a DBS check where applicable for all volunteers in Council services.
 - d) Ensuring robust equality monitoring processes are in place identifying and following up gaps in current practice and other relevant policies. In exploring this officers have identified and raised the need to review the Equality and Diversity Policy Statement with H.R.
 - e) All volunteers are registered on the Agresso system and records of DBS, training and equality are monitored.
 - f) All service groups should monitor volunteers to check progress and development needs in line with the volunteer offer.
10. That a sensible review period is built into each volunteering role for the protection of the service, the benefit of the volunteer and to ensure the role has not changed substantially over a set period of time.
11. That volunteers are provided access to the Council Learning Hub to develop skills for mandatory and role specific training.
12. That the HoS group and Volunteer Service develop a package of training for managers, volunteers and volunteer supervisors to be delivered via the Council learning hub.

Additionality

13. That the volunteer role description should be service specific and include the following:
 - a) The volunteering hours required (determined by the task).
 - b) The days and duration of the volunteering opportunity (determined by the task).
 - c) The training available – what skills they need, the support role and skill development.
 - d) How the role will support existing service delivery.
 - e) An agreed and appropriate review period for the protection of the service and the volunteer.
 - f) DBS checks to be arranged if applicable.
 - g) Volunteering code of conduct.
 - h) Advertising opportunities to access volunteering with WVSC and partner organisations.
14. That specific text should be included in the policy taken from the TUC guidance to ensure that volunteering provides additionality to rather than replacement of existing staffing resources.
15. That as part of the development of the wider partnership Volunteering Strategy, a discussion with the Inclusion Board and Wolverhampton Voluntary Sector Council (WVSC) to explore arrangements for DBS checks should take place. Where feasible a process for ensuring that DBS checks are in place should be incorporated as part of the contractual arrangements for the agency providing volunteering services.
16. That there is a review of the volunteering policy once the Combined Authority is functioning to ensure synergy with the wider region.

Resource

17.
 - a) That an investigation or assessment of the types of costs associated with volunteering is undertaken by HoS as part of the policy refinement and incorporated within the guidance to service areas.
 - b) That the HoS group identifies resource implications of training, DBS checks and supervising volunteers for each service area.
 - c) That the HoS group explore and identify funding opportunities with funders, partners and businesses, internally and externally.
2. Approve the executive response to the review recommendations (appendix 2).
3. Refer the Cabinet response to Scrutiny Board for it to track and monitor the implementation of the agreed recommendations.

1.0 Purpose

- 1.1 The report presents the findings and recommendations of the scrutiny review of the City of Wolverhampton Council Volunteering Offer (appendix 1). Cabinet is requested to receive the report and agree the executive response.

2.0 Background

- 2.1 Volunteering was identified as a potential topic for scrutiny review at the annual work programme planning event in June 2015 and agreed as a scrutiny review item for 2015-16 by Scrutiny Board.
- 2.2 The review was needed to consider the City of Wolverhampton Council volunteer offer and the volunteer's journey in terms of the routes to employment in Wolverhampton that will inform the wider City Volunteering Strategy which will be considered by Cabinet in September 2016.
- 2.3 Volunteering in Council services helps to deliver the following corporate priorities:
- People and communities achieve their full potential - Enabling Communities to support themselves.
 - People develop the skills to get and keep work - Improving our critical skills and employability approach by supporting and providing volunteering opportunities.
- 2.4 Key question(s) that this review sought to answer:
- What is the current Council volunteer offer?
 - How do people access volunteering – how transparent is it?
 - What is the current volunteer journey within the City? Are there supported pathways and how do we currently monitor and track volunteers in the City?
 - What is the current Council coordinated volunteer offer in the City to help people into employment?
 - What best practice is available to inform the development of the volunteer offer and volunteer pathways in Wolverhampton?
 - What improvements can be made to current practice to improve the volunteer offer in the City?
 - What are the resource implications?
 - How does this sit with the thrust for value for money (VFM) and added social value?
- 2.5 The scrutiny review group met on five occasions to consider evidence from a wide range of sources. A variety of methods were used which included desk top research, written and verbal reports, site visits with volunteers and providers, witness attendance and presentations at meetings and round table discussions.
- 2.6 The review group considered the following:
- Current policy and mechanisms for training and support for volunteering.

- Perspectives of the current offer from public surveys involving employees who manage or support volunteers in the Council, the Citizens Panel and of working aged people attending the Wolverhampton Jobs Fair.
- Good practice in the City and Nationally.
- Visits were carried out to voluntary sector organisations to meet providers and talk with volunteers.
- Witness evidence from Department of Works and Pensions, voluntary projects co-ordinators, partner and voluntary sector organisations, the Wolverhampton Voluntary Sector Council Volunteer Service and Unison.

2.7 During evidence gathering the review group received and examined a substantial evidence base. Witnesses provided perspectives about a range of mechanisms, resources and good practice in volunteering and contributed to a healthy debate about the barriers and advantages of robust and sustainable mechanisms for volunteers in the City.

3.0 Financial implications

3.1 The costs of volunteers is currently met by service areas, this will continue to be the case with each service area determining the costs that they can meet and allocating this from within their service budgets.

3.2 The review report identifies the need for an investigation of the types of costs associated with volunteering to be undertaken as part of the Heads of Service Group policy refinement. Associated costs will vary considerably depending on the type and duration of volunteering opportunity and the related training, but this will have to be considered by each service group.

3.3 Many service groups already provide a good volunteering offer from within their existing resources.
[ES/07012016/Y]

4.0 Legal implications

4.1 Volunteers will be required to agree to terms and conditions of a volunteer placement in line with TUC and liV guidance.

4.2 Where required a Disclosure and Barring Service (DBS) check will be carried out.
[TS/12012016/V]

5.0 Equalities implications

5.1 The Volunteer Policy is part of the Volunteer Strategy currently being developed. The Equality Analysis is on-going as evidence, discussions and recommendations are still taking place. The outcome of this will inform the final strategy and be presented to Cabinet in September 2016.

6.0 Environmental implications

6.1 There are no environmental implications

7.0 Human resources implications

- 7.1 There will be no direct human resources implications. Mentoring, supervision and training opportunities will be made available to volunteers in service groups in accordance with the Councils volunteering policy.

8.0 Corporate landlord implications

- 8.1 There are no corporate landlord implications.

9.0 Schedule of background papers

- 9.1 Background papers for the review group meetings as follows: [here](#)
16 September 2015
21 October 2015
28 October 2015
18 November 2015
9 December 2015
4 February 2016

SEB report 19 January 2016

Appendix 1

- 1. Preface**
- 2. Summary of report**
- 3. Introduction**
- 4. Context – Volunteering at Wolverhampton City Council**
- 5. Findings**
 - 5.1 Wolverhampton City Council
 - 5.1 Heads of Service Group
 - 5.2 Voluntary work experience (volunteering) pathway to work (DWP)
 - 5.3 Talent Match (TM)
 - 5.4 Wolverhampton Voluntary Sector Council Volunteer Centre - Support to Volunteers
 - 5.5 Access to Business (A2B)
 - 5.6 Lesbian Gay Bi-sexual Transgender Network
 - 5.7 Refugee and Migrant Centre (RMC)
 - 5.8 Arts, Heritage and Culture best practice
 - 5.9 National best practice
 - 5.10 Unison and TUC guidelines
 - 5.11 Investing in Volunteers
 - 5.12 Heads of Service Work Group
- 6. Conclusions**
 - 6.1 Main messages summary
 - 6.2 Volunteer Policy
 - 6.3 Skills and Pathways
 - 6.4 Additionality
 - 6.5 Resource
- 7. Recommendations**

R1-R19
- 8. Contributors to the review**
 - 8.1 Councillors and Co-opted Members
 - 8.2 Officer support
 - 8.3 Cabinet Members
 - 8.4 Schedule of Witness evidence
- 9. Appendix**
 - 1 Draft Policy
 - 2 Flow Chart and guidance
 - 3 TUC guidance
 - 4 liV standards

Preface

Becoming a volunteer in the City is a good way to help your local community it is also a way to help yourself. People volunteer for all sorts of reasons, to give something back to the community, to develop or share skills and experience¹ or simply to get involved, be active and meet people.

Volunteers add that all important 'extra' to existing services, adding value to existing provision throughout the City. We think it is important to recognise the vital work being done by our volunteers in Wolverhampton.

The evidence gathered throughout the review has been eye opening, the public sector and voluntary and community sector have been particularly hit with reductions in resources. The review is clear that volunteering is not about replacing paid staff, our aim is to continually improve the experience of volunteers who choose to give their time on behalf of the Council and the people of Wolverhampton.

In recent years there have been changes in the way and reason why people volunteer which has been highlighted in the evidence gathered. Meetings with the voluntary and community sectors and trade union discussions were productive and resulted in a 'meeting of minds' by all who participated in the review. The common aim was determined to be to work together, to develop and promote volunteering in the City and to implement jointly volunteering policies which ensure equity of access and provision for all volunteers.

We recognised the need for regular review of volunteering policy by Councillors in conjunction with the voluntary and community sector to ensure further work to develop volunteering continues to develop with partners and agencies in the City and in the Combined Authority once it is fully active.

Finally, it would be remiss of me in not placing on record my thanks and appreciation to Councillors, employees, organisations who attended meetings and the visits made, for their help, assistance and advice which proved invaluable in the preparation of this report.



Councillor Ian Claymore, Chair of the Scrutiny Review

¹ • The number of residents aged 16-64, without any recognised qualifications in Wolverhampton is 30900 or 19.6% of the working population (16.01.2016).

2. Summary of Report

The report considers the City of Wolverhampton Councils volunteering offer. It considers how and why individuals volunteer, and seeks to understand the issues and challenges for volunteers and service areas in the Council.

The review group has acted in a complementary role to inform the existing Council work stream to develop the Councils volunteer policy and for the Councils offer to be shared as an exemplar with other organisations as part of the wider work that needs to happen to develop the City Volunteering Strategy.

In recent years there has been a shift in the way and reasons why people volunteer, and recognition that volunteering is an individual pursuit for which there should be robust mechanisms and support to embrace existing and develop new skills and experience; in turn this will add social value to existing service provision.

The report identifies that the Councils volunteer offer should make clear the difference between voluntary work placements, work experience and volunteering in its purest form. It outlines the different pathways, training and support that should be available to individuals, volunteers and supervisors in service areas. It considers the service area capacity and resource required to facilitate and provide equal opportunities and protection of all volunteers, supervisors and customers.

The evidence gathered during the review has captured the current mechanisms, initiatives and good practice in the council and across the City. The review group identified the barriers to accessing volunteering and highlighted opportunities that need to be factored into the draft policy. It emphasises the ambition of the Council to work closely with various organisations, public and voluntary, to take volunteering forward as a way to develop skills and experience to help people back into employment, and also to add depth and value to existing services.

This report highlights the need to work effectively within the Council service areas and with partners, particularly our voluntary sector colleagues, to maximise the impact of current and future resources. It aims to influence better access to volunteering opportunities, to improve volunteer processes and monitoring and provide more detailed information that will help to shape and develop a Volunteering Strategy for the City with partner organisations.

The review group has contributed to and considered the draft volunteering policy for people who want to volunteer in the City of Wolverhampton Council (appendix 1). The review group made recommendations for the development and delivery of the policy which clearly relates to volunteering as a pathway to developing skills and employment.

The aspirations of the review are to improve skills and employment in the City through volunteering opportunities and to promote independence to strengthen community resilience. There are clear and deliverable recommendations coming from the review group's work which will develop and strengthen current volunteering arrangements within existing internal and contracted out resources.

3. Introduction

- 3.1 Volunteering was identified as a potential topic for scrutiny review at the annual work programme planning event in June 2015 and agreed as a scrutiny review item for 2015-16 by Scrutiny Board.
- 3.2 The review was needed to consider the City of Wolverhampton Council volunteer offer and the volunteer's journey in terms of the routes to employment in Wolverhampton that will inform the wider City Volunteering Strategy which will be considered by Cabinet in September 2016.
- 3.3 The core principles of a scrutiny review are:
- Setting up a review only when it is clear that it would have resonance with Wolverhampton residents and workers.
 - Applying scrutiny only to issues where there is a real and legitimate opportunity to influence.
 - Understanding when a 'narrow and deep' method of scrutiny is of greater value than one that is 'broad and shallow'.
 - Being flexible in the conducting of scrutiny to ensure that it is tailored to the different demands of each situation.
- 3.4 Volunteering in the Council will help to deliver the following corporate priorities:
- People and communities achieve their full potential - Enabling Communities to support themselves.
 - People develop the skills to get and keep work - Improving our critical skills and employability approach by supporting and providing volunteering opportunities.
- 3.5 Key question(s) that this review sought to answer:
- What is the current Council volunteer offer?
 - How do people access volunteering – how transparent is it?
 - What is the current volunteer journey within the City? Are there supported pathways and how do we currently monitor and track volunteers in the City?
 - What is the current Council coordinated volunteer offer in the City to help people into employment?
 - What best practice is available to inform the development of the volunteer offer and volunteer pathways in Wolverhampton?
 - What improvements can be made to current practice to improve the volunteer offer in the City?
 - What are the resource implications?
 - How does this sit with the thrust for value for money (VFM) and added social value?
- 3.6 The Scrutiny Review Group met on five occasions to gather evidence from a wide range of sources using a variety of methods including desk top research, written and verbal reports, site visits with volunteers and providers, witnesses attendance at meetings and round table discussions.

3.7 The review group considered the following:

- Current policy and mechanisms for training and support for volunteering.
- Perspectives of the current offer from public surveys involving employees who manage or support volunteers in the Council, the Citizens Panel and of working aged people attending the Wolverhampton Jobs Fair.
- Good practice in the City and Nationally.
- Visits were carried out to voluntary sector organisations to meet providers and talk with volunteers.
- Witness evidence from Department of Works and Pensions, voluntary projects co-ordinators, partner and voluntary sector organisations, the Wolverhampton Voluntary Sector Council Volunteer Service and Unison.

3.8 During evidence gathering the review group considered a substantial evidence base. Witnesses provided perspectives relating to mechanisms, resources and good practice in volunteering and contributed to a healthy debate about the barriers and advantages of robust and sustainable mechanisms for volunteers in the City.

4.0 **Context - Volunteering at the City of Wolverhampton Council.**

4.1 Volunteering is any activity that involves spending time, unpaid, doing something that aims to benefit the environment or someone (individuals or groups) other than, or in addition to, close relatives. Central to this definition is the fact that volunteering must be a choice freely made by each individual to use their time, talents, professional skills and energy to improve the lives of people in our local communities.

4.2 The work to improve the City of Wolverhampton Council volunteering offer started in February 2015 with a focus of improving skills and employment in the City through volunteering opportunities.

4.3 A stakeholders meeting took place to discuss the current offer. Employees who manage or support volunteers in the Council, representatives from the Department of Works and Pensions (DWP), the Wolverhampton Voluntary Sector Council (WVSC) Volunteer Service and Council Human Resources Policy Team met to find out what volunteering in the Council looked like. The messages from the meeting were that there was a long history of volunteers in the Council but data was patchy and further detail needed.

4.4 The 'Citizens Panel Volunteering Survey' (July 2015) was conducted to explore the capacity and interest of Wolverhampton residents and visitors to donate their time to volunteering in the City. 387 surveys were emailed and 1120 letters sent to Citizens panel. The survey was broken down into four broad categories:

- Information about the member.
- Expectations and barriers of volunteering.
- About their skills and experience.
- About their interests and the organisations they would volunteer in.

4.5 A questionnaire was circulated to 60 Heads of Service (HoS), the questionnaire aimed to confirm number of volunteers and the current picture relating to the current volunteer

offer in the City of Wolverhampton Council including policy, process and support.

- 4.6 The Council's Senior Executive Board (SEB) received initial feedback from the surveys and agreed to develop a Heads of Service (HoS) Working Group to work with the Voluntary Sector Co-ordinator and SEB to consider the Council's volunteering offer with a focus on a structured pathway into work.
- 4.7 The Scrutiny Review of City of Wolverhampton Volunteering Offer was established by Scrutiny Board in July 2015 to look in depth at the issues identified. The core values of a scrutiny review (paragraph 3.3) have been observed and the scrutiny resource has acted in a complementary manner, the evidence and key findings of the scrutiny review has informed the HoS group work.

5.0 Findings

5.1 Wolverhampton City Council (WCC)

- 5.1.1 Heads of Service (HoS) questionnaire was circulated to 60 HoS relating to current picture, policy, support and process. 56 responses were received ranging from highly positive to areas where there are clear gaps that need to be addressed.
- 5.1.2 The main messages from managers and support officer survey were as follows:
Some services have coordinated pathways for volunteers and others have no formal process to refer to.
- 143 core volunteers worked across the organisation (some cases for more than 10 years).
 - Almost 80% had people volunteering for less than 5 years.
 - Nine service areas in the Council have volunteer coordinators.
 - Six areas have formal volunteering processes. Only one area has a budget for volunteers. Over 40% of volunteers are of working age (it is not known if they are already working).
 - There is an appetite to help people, supporting them into work and giving them experience through volunteering.
 - There is no funding to develop the Volunteering Offer it is intended to look externally to fund anything that needs to be done.
 - The Council is not a natural place for people to approach for volunteering so, there has to be a clear offer.
- 5.1.3 The main messages of the Citizen Panel survey were shared with the review group as follows:
- 197 responses were received.
 - The majority of respondents were aged 55+.
 - 58% said they have or are considering volunteering.
 - 40 % of respondents have previously or are currently volunteering.
 - 83 respondents were not motivated to volunteer with 83% stating work and family commitments as the common causes.
 - The majority of respondents willing to do so would do so for organisations focusing on education and literacy, followed by wildlife and animals.
 - Giving back to the community was the most common reason for volunteering.

- 97% said they would volunteer for a not for profit organisation, 46% for a public sector organisation and 26% for a private company.
- The most common activity respondents would carry out was administrative duties (44%) followed by advice, information and support (41%) and general help (41%).

5.1.4 The review group carried out a public survey at the Wolverhampton Job Fair to gather face to face feedback from people of working age. The survey focussed on working age residents and their interest in volunteering at the Council.

5.1.5 The main messages:

- Footfall of 1200 at the Job Fair, 59 people completed the survey.
- Of the respondents 31 female and 28 male.
- 91.3% of the respondents were of working age 18-64 years.
- The review group found it very encouraging that the majority of respondents were willing to volunteer at the Council (59%) or would consider volunteering (36%).
- More respondents indicated a preference towards administrative, retail, community, computers and ICT and information and advice. There were more specific areas highlighted such as legal, teaching, hospitality and security / warehouse work.
- 26 respondents identified no experience as the most common barrier to volunteering, also identified was lack of skills, confidence and relevant qualifications. Transport cost and availability were highlighted as barriers by almost a quarter of respondent's and 15% (9) of the respondents said they had no barriers to volunteering.
- 70% of respondents highlighted accredited training as a motivator to volunteering with a further 22 highlighting non accredited training. Paid expenses were the highest motivator with 76% (45) of respondents.
- 27% (16) of respondents were from WV10 postcode, 15% from WV3 and 10% from WV8. There were no respondents from WV9, WV7, WV5 or WV4.
- 50% of respondents were white British, 20% Asian British Indian, 13% White other, 5% Black Caribbean.
- The importance of training was highlighted and it was confirmed that the WVSC Volunteer Service does provide some free training, however with funding reductions there was less available. The Head of Economic Inclusion advised that some initial discussions had been held about accredited training at the Council and that discussion was underway regarding the use of the learning hub.

5.1.6 The surveys identified key things that need to happen:

- Improve the offer to include training, accreditation, experience
- A clear pathway for volunteers coming into the organisation
- Volunteers have a consistent and positive experience across all Council services
- Volunteering to create a work history and a pathway into employment
- Monitoring progress and tracking volunteers in the Council
- Engagement with Trade Unions to clarify that the volunteer offer is not about replacing paid jobs
- Volunteering strategy should be detached from the Budget Savings
- There needs to be a register of volunteering opportunities and role descriptions
- Look at best practice in the City and other Authorities

- Work closely with partners in DWP and WVSC and the Volunteer Service as the organisation the Council funds to work with volunteers in the wider City
- More information was needed relating to public attitudes about volunteering
- Final report of this group by January to feed into the wider City Volunteering Strategy by March 2016.

5.2 Department of Works and Pensions (DWP) - Voluntary work experience (volunteering) pathway to work and sanctions

5.2.1 DWP provided a summary of their approach to volunteering into employment. The main messages:

- DWP are keen for people of working age to have option to volunteer.
- People claiming Jobseekers Allowance (JSA) can volunteer between two and eight weeks as part of their journey into employment at the same time as actively seeking employment.
- Anyone can volunteer to gain work experience to develop their curriculum vitae (CV) and to offer volunteering to the community and build on skills they have.
- Volunteering opportunities are identified through the volunteer service and DWP are looking at working with a variety of organisations across the City. When a voluntary work placement is known about by the work coach and is part of the journey to work there would be no impact on JSA.
- There are no volunteers at the DWP job centres however voluntary work placements are arranged.
- The work coach meets with the individual and carries out a diagnostic interview. They use work experience as one of a number of tools to help move the individual into work.
- The demand for work experience is on-going and work coaches try to get individuals involved at some part of their journey. Young people generally have little or no work experience and will participate in voluntary work experience at an early stage of their journey; 25 plus age group some have work history and voluntary work experience may be picked up later in their journey (somewhere in the 26-39 weeks bracket), the focus of their journey to get them back into work as soon as possible.
- Further details relating to the Work Programme (WP):
 - Under 25 year olds move into the WP if they have been unemployed for 39 weeks.
 - Over 25 year olds move into the WP if they have been unemployed for more than 52 weeks.
 - Young people are on the WP for almost 3 years with older individuals are being on the WP for up to four years.
 - If the individual does not attend the WP DWP will look to see if sanctions will apply.
 - The longer an individual is on the WP, DWP will work more intensively with them.
 - Less people are coming back to the WP (6-10 a week).
- The process for employers has been revised and now a single sheet form is all that is required for potential employers to join the DWP to offer work experience.

- Between 16-30 hours is allocated per week to voluntary placements depending on the individual and the individual's needs.
- An issue highlighted by the review group was the length of DWP WP placements of eight weeks and a recognition that many of the accredited training course would take longer than that time to complete. This in effect would mean that an individual would have to come off the pathway to work to complete the training.
- All JSA claimants are recorded in unemployment figures including those on work experience placements, those individuals not claiming JSA would not show in the figures.
- All JSA and ESA claimants are allocated a work coach to support them in their journey.
- People furthest from gaining work often need intensive mentoring that DWP cannot provide. In these cases flexibility may be possible through close liaison between DWP and Talent Match. Talent Match has a dedicated resource and individual circumstances and development can be considered between DWP work coaches and the programme provider and negotiated on an individual basis.
- The review group welcomed the close working approach and suggested that this approach could be used more widely for other programmes and initiatives.
- They also welcomed the partnership approach between DWP and Talent Match and highlighted the need for this review to be clear about the difference between volunteering and voluntary work experience. He highlighted tensions by some JSA claimants who thought they had been told to go and volunteer by job coaches.

5.3 Talent Match (TM)

5.3.1 TM provided a summary of the volunteering offer and work with DWP to engage young people who are furthest from employment in voluntary work experience to gain skills and experience. The main messages:

- TM is funded by the Big Lottery Fund and focuses on enabling young people furthest away from being work-ready to secure or take up enterprising and/or job opportunities, by improving confidence, optimism and offering intensive support through the provision of solution focused mentors.
- TM has been live for 12 months and is currently handling 60-70 referrals a month from DWP.
- TM is struggling to meet demand which outweighs resource. Mentors can only mentor up to ten young people at a time.
- Two hubs are operational YMCA Wolverhampton Central and Bilston, which also covers Darlaston referrals.
- Target audience for TM is young people furthest from the work place; criminal history, drugs and alcohol, looked after children and other issues.
- There are probably a further 20% of young people (YP) 'hidden' not receiving benefit who chose to dismiss the statutory process but can access volunteering and work experience. It is important for YP health and wellbeing and development that they can access training and move into employment.
- 60 YP have moved into employment, both part-time and full time, during the first year of operation and many more have gone back into education, college and university.

- Volunteering and work experience does move YP closer to the job market and Big Lottery funding has been secured for a further 18 mentors across the Black Country (BC) this year.
- YP are referred to TM from organisations such as Base 25, Children and family support, the Shaw Trust, The Princes Trust.
- Family referrals and self-referrals are also a mechanism used to access the TM programme.
- Match funding has been allowed for the Big Lottery funding therefore effectively doubling funding available this year.

5.4 Wolverhampton Voluntary Sector Council Volunteer Centre and the volunteering offer

5.4.1 Wolverhampton Volunteers is a project hosted by Wolverhampton Voluntary Sector Council (WVSC). WVCS exists to support the development and sustainability of an effective voluntary and community sector, promoting the principle and practice of voluntary and community activity, in order to facilitate the development of diverse, strong communities and to enhance quality of life within the City of Wolverhampton.

5.4.2 The volunteer service aims to make it as easy as possible for any Wolverhampton resident aged 18 or over to volunteer and to help local voluntary and community organisations get access to the right volunteers. The evidence identified the reason why people volunteer as follows:

- To give back to the community. They may be retired or have practical expertise. School governors' are an excellent example of volunteers who make a valuable contribution to communities.
- To gain experience and skills. They may be a graduate, a school leaver, person returning to work following a career break or change of career direction, unemployed, part-time, people for whom English is not a first language.
- To be active and involved. They may be isolated in their home or community.
- To complete 'voluntary work placement'. Long term unemployed arrange placements as part of the Governments Work Programme helping people into employment by undertaking fixed term work experience.

5.4.3 Main messages highlighted at a site visit to the volunteer service were as follows:

- Anyone over the age of eighteen and a resident of the City of Wolverhampton can volunteer.
- Anyone can go to the volunteer service to speak with an advisor.
- The volunteer service can offer a one to one appointment.
- There is some support for under eighteen year olds they are provided with a list of direct volunteering.
- There is a website and computers in the volunteer service with BT Connect available.
- Advisors can offer Information Technology (IT) support.
- A pack containing the following guides is available
 - Volunteer Data for Wolverhampton
 - Volunteer service Overview
 - Volunteer registration form
 - Skills and experience Log Sheet
 - Valued Volunteer Award

- Applications can be written or completed on the internet. The training newsletter gives access to over 50 pages of opportunities.
- The personal development plan help to find the most appropriate volunteering opportunity for a person's qualifications and skills and can help the service to identify any training or skill development opportunities that may develop an individual.
- The volunteer will narrow the list down to three opportunities. If the trainer does not feel that volunteering opportunities at the service are right for the individual they will sign post them to relevant training, including plumbing or other manual trades which are not available through the service due to insurance risks etc.
- Help can be given to find the right opportunity and if necessary individuals can be assisted with travelling expenses. The referral to an organisation is made from the volunteer service or people can self-refer. The organisation responds to volunteers within two weeks.
- Pathways for the individual are discussed to ensure the best training and a clearer path of what to do next. The website is available but it had only been up and running for two weeks and therefore there were less opportunities posted on line. Organisations have to register and upload the volunteering opportunities themselves.
- There are 80 new volunteers registered each month and the same number coming back to volunteering.
- Any person logging 50 hours will get the Volunteering Award Certificate. The skills and experience log records the roles and hours undertaken are a record of experience and part of the pathway back to work.
- Awards are usually given as part of volunteer's week. Attention was drawn to the need to recognise people who continue to volunteer.
- The Volunteering service has recently achieved Quality Accreditation which required strategic and volunteering work via the National Council of Voluntary Organisations (NCVO) which was not easy to achieve.
- There is a lot of work happening around investing in volunteers and voluntary organisations are doing everything they can to support volunteers and make sure that they in turn are supporting the service users.
- There are more young people volunteering than thought, generally speaking people think more older people volunteer. It was encouraging that a third of volunteers were not white British which reflects the multicultural City.
- The review group were advised that the volunteer service works closely with the Refugee and Migrant Centre (RMC) to ensure volunteers can get their English language up to a level where they can find employment.
- Organisations have to complete a registration form and there are safeguards in place; volunteers that need DBS checks have to produce them to the organisation, it is not the responsibility of the WVSC to check volunteers' certification, and they do not have the capacity.

5.5 Access to Business (A2B)

- 5.5.1 A2B was set up for people on disability payments. When it started it had three members of staff and 100 clients in the first year; it now has 17 staff and over 1500 clients a year. The organisation offers advice to employed, self-employed and volunteers. The main messages about the organisation were as follows:

- The organisation has a volunteer peer-to-peer support/social group 'Access for All' which organises events such as a Christmas Party for all.
- In 2011, A2B inherited a shop in the Wulfrun Centre which posted job opportunities on the wall. The shop was open for four years and was supported by 30 volunteers each week who gained skills towards work; over 280 jobs were posted each week.
- The shop and A2B supported and trained people into work and volunteering opportunities.
- The shop was given notice to close in September 2015 and is now closed; it was the perfect place and opportunity to promote volunteering. Out of the 102 volunteers that A2B has supported 37 have moved into employment.
- The review group watched a film presentation about volunteering and met with volunteers who shared personal experiences about their journey into employment and the different paths they had taken to gain skills and confidence through volunteering.
- A2B receive referrals for people with learning difficulties and long term disability. All services are free and referrals are received from DWP Jobcentre, community centres, council job fairs, the website and open days at A2B.
- A2B indicated that more businesses should give volunteering opportunities in Wolverhampton.

5.6 Lesbian Gay Bi-sexual Transgender (LGBT) Network Wolverhampton

5.6.1 LGBT network works with all LGBT people and groups in Wolverhampton to provide effective support a range of enjoyable experiences that will enhance service users personal, social and skills development. The main messages about the organisation are as follows:

- The strength of LGBT lies in the relationship between its staff, volunteers and other supporters, developing services in response to service user needs.
- There is an agreed phone plan and flexibility of times to cover the main hours users want to use the service, volunteers are generally required after p.m.
- The most important quality needed in volunteers is to be someone who really cares about others and want to support and empower them as their best interests are paramount.
- The volunteer offer includes awards and rewards and a regular network letter covers how you want to become involved with the organisation, to get involved with developing skills and interests through support, workshops and supervision.
- The special nature of LGBT means that the confidence building has to gradually help self-esteem.
- Work Programme volunteers had carried out voluntary work experience at LGBT as part of their journey into work but the experience had not been positive, they were not the right volunteers with five out of nine not really wanting to be there.
- LGBT volunteer offer is advertised in the job centre, there is no funding available; volunteer expenses have to be paid.
- LGBT has received no referrals from WVSC.
- There had been some conversations relating to offering counselling arrangements to the City of Wolverhampton University students; this was unsuccessful however the review group suggested contacting the

Wolverhampton College to discuss delivery of counselling services for young people.

5.7 Refugee and Migrant Centre (RMC)

5.7.1 The RMC offers a range of free impartial advice and guidance to clients in a number of community languages.

- On average 80 to 100 people a day visit the RMC for advice, although numbers often exceed that. In addition 30 - 40 of the different languages which are spoken in the City are available to clients at RMC through the language skills of RMC's volunteers and staff. Over 65% of volunteers are from the migrant communities RMC serves.
- In relation to the volunteering picture the Head of Operations advised of the following:
 - Currently 68 volunteers are based in the RMC offices; 21 are health champions volunteering in the community. Over the course of a year over 100 volunteers are involved.
 - The volunteers age range is 18-65 years the average age currently is 27 years.
 - Advertising for volunteers is via the Volunteer service and on the website; many opportunities are also by word of mouth.
- Volunteers are involved in a range of roles:
 - Volunteer caseworker
 - Admin support volunteer
 - Health volunteer
 - Community health champion
 - Employment champion
 - Marketing and publicity volunteer
 - ESOL volunteer

5.7.2 The RMC Volunteering Offer

- Volunteers express an interest and are interviewed. If they are successful they are invited for a full induction.
- All volunteers have a named mentor who they initially shadow before the mentor decides that they are ready to work independently.
- The induction and training guide helps individuals to progress at their own pace. They monitor their own progress and are supported throughout their development.
- The volunteers are part of an externally accredited volunteer programme via ASDAN, a volunteering short course at level 1 to all volunteers. RMC are considering broadening the courses volunteers can work towards.
- The offer includes a wide range of training from a range of sources – Welfare Rights, CAB, SWARM, Family Law, Substance misuse, NHS Charges, Samaritans, Aquarius, SUIT, Letter writing training, database training, QR codes, Aspiring Futures, food banks, AVR.
- The skills and opportunities RMC bring include:
 - Gaining confidence

- Communication skills including developing their English Language
 - Experience of a UK workplace
 - Knowledge and insight in other cultures benefitting integration and cohesion
 - Specific skills including telephone skills, customer service skills, public speaking, admin skills, computer skills, public speaking, admin skills, computer skills
 - Opportunity to make a positive contribution
 - Builds social networks combatting isolation
 - Readiness for the work place
- RMC are able to provide additional assistance to volunteers to move into employment including support to access education, help with job applications and give feedback. Interview preparation on an informal basis. Volunteers are encouraged to gain support of the employment team; many volunteers are current clients who access our services including employment assistance alongside their volunteering.
 - Eleven of the current 22 staff are former volunteers.
 - Since August 2014 over 25 RMC volunteers are known to have moved on to paid employment.
 - If issues are complex the volunteers go back to their mentor for support.
 - The Volunteer service signposts volunteers to RMC and RMC signposts volunteers to other organisations, making sure volunteers get to the right place for them.
 - The RMC volunteer offer was found to be deeply impressive, starting at the first point of contact and support throughout mentoring training and support into employment.
 - The numbers of migrants coming into Wolverhampton and asking for advice and support week on week and month on month is increasing. RMC is looking to see how it can secure its future.

5.8 Arts, Heritage and Culture best practice

Development of community hubs and other Council volunteering work streams in arts, heritage and culture has begun with the aim of strengthening community resilience.

5.8.1 Volunteers in Libraries

For a number of years volunteers have been utilised to help deliver services. The traditional reading and writing roles had recently been extended to covers activities as follows:

- IT helpers
- Support for baby book time sessions
- Library helper; promotion and events
- Homework Club helper
- Reading Group Leader
- Macmillan Library Cancer Information and Support Assistant
- Writers Group Assistant
- Self-serve Machine Champions
- Volunteers help the library to deliver additional services but it also benefits individuals and helps to develop stronger communities.
- There are a number of ways in which volunteers are recruited including referrals from Wolverhampton Voluntary Sector Council (WVSC) Volunteer Service,

Wolverhampton University, regular library users, school work experience and Duke of Edinburgh award scheme.

- The process to become a volunteer is to complete a form; meet and determine what they want to get from the volunteering opportunity, the role agreed and start date identified.
- An induction course is given at the start of placement; this may take longer if the volunteer hours are quite short. The employees get to know the volunteers over a period of time. It is usually three months before the volunteers can use the library as a job reference site and are given the opportunity to access the learning hub to gain basic core skills such as health and safety etc which can be recorded on their Curriculum Vitae (CV).
- It is more difficult to attract volunteers from the South East of the City but there were lots of applications from the South West, the majority who volunteer tend to be retired, job seekers or people who want to improve their english. Many come because they are lonely and now lead active and inclusive lives in the community
- Volunteers tend to stay about six months however several have done in excess of 100 hours volunteering and students are expected to do 100 hours.
- There are additional costs to the service, 6-8 hours had been added onto a post to co-ordinate the volunteers plus staff time working with them and inducting into the roles.
- Potential volunteers are assessed as to their suitability for each role.
- Those who are not suitable for the library service or who come to the end of their volunteering could be referred to the volunteer service.
- Many of the volunteers do not want to train, they actually enjoy giving something back to the community.
- DBS checks are free for volunteers but the administration fee is around five pounds for each check. Organisations need to be accredited to carry out checks. The review group suggested that the Council should join up with WVSC to carry out the checks.
- The review group praised the clarity and style of the library leaflet for volunteers which had been circulated previously to the group.

5.8.2 Volunteers in Arts Cultural and Heritage

- Venues include Bantock House, Bilston Craft Gallery and City Archives, all of which had offered volunteer placements for local people for a number of years. Additional grant funded projects are carried out at the museums and galleries.
- Volunteers bring a wealth of experience and knowledge to the service and the depth of Civic Pride that is within the fields of the arts, culture and heritage. Local people want to get together, interview and write up black country heritage. There is a rich resource to get involved and work with unemployed and part time employees who are inspired to get involved ;some of which go on to study the related topics. She advised it is important for the volunteers to get a foot in the door, to learn how to present themselves, turn up on time, dress properly and have the lower entry job roles which are also pathways for volunteers into work.
- The types of roles available, that reflect the job market. The roles are advertised on the website as follows:
 - Visitor Ambassador – based front of house
 - Cultural Learning Activity Assistants – based within cultural learning team

- Researchers – based with cultural learning team
- Preventative Conservators – based at Bantock House
- Technical Team Support – based with the tech team
- Digital support – based with marketingVolunteers are asked to commit to a minimum of a four hours shift at least once a week. The majority of volunteers prefer the front of house roles but that volunteers are encouraged to try other roles.
- The review group were advised that volunteers come from all walks of life but the following trends have emerged for people who want to share their experience, gain experience and develop their CVs:
 - Undergrauates in art and history
 - Recent graduates, some with doctorates
 - People with disabilities
 - People with personal challenges
 - Retired people form creative fields or who have loyalty to the venues and want to offer time and support
- The venues are positive places which give volunteers and visitors time to reflect and think, they are safe environments. The value of support to the venues to the venues is worth about £30,000 in real terms.
- Social interaction and opportunity to gain experience is important and volunteers were often 'real characters' full of interest and local knowledge, all of which the review group thought makes a difference to the business of attracting visitors to the venues. The manager of cultural learning and participation agreed to look into using some of the local characters as part of the future marketing of the venues. She advised that women outnumber male volunteers three to one.
- The process to recruit volunteers is as follows:
 - Application form emailed with details of the roles
 - Once a group of 10-12 potential volunteers has built up applicants are invited for an initial discussion/ information sharing session and an induction.
 - Volunteers agree a start date and availability with the lead person in the team in which the role is based.
- Training is given, a two day customer service course, 'Give something, Get something – Volunteer!' programme which covers challenging stereotypes, building confidence, excellence in customer service. Participants work together and receive a certificate of achievement at an informal presentation before starting their volunteering role.
- Volunteers are encouraged to apply for paid posts and casual work as well as volunteering.
- For volunteers who aim to move on, a half day training course in employment skills, CV writing, application and interview skills took place on 9 December 2015.
- Any volunteer roles that had been created had been agreed with the union and the roles are an add on service and not a primary role from the traditional service.

5.9 What does National best practice look like?

- 5.9.1 Evidence at previous sessions had highlighted the need for a consistent volunteer offer across the Council.
- 5.9.2 Core reasons why the Council should promote volunteering, as follows:

- Volunteering is widely recognised as a fundamental element of society that has a positive impact on individuals, organisations and the wider community and can be a powerful driver for social change that can be very empowering to all involved.
- Wolverhampton has a thriving culture of volunteering which takes place in individual organisations under a range of policies throughout statutory, private and primarily the voluntary, community and faith sectors.
- The aim of the corporate Strategy is to enhance and build on what already exists within the City by encouraging and assisting organisations that support volunteering to adopt an effective, efficient and consistent approach across the City.
- Volunteering is part of the Department of Works and Pensions (DWP) 'Get Britain Working' strategy.
- Volunteering not only increases the capacity of the health and social care workforce, but also the quality of services provided (Institute of Action).

5.9.3 Consistent themes across the national volunteering strategies:

- A clear vision
- Clear values and principles
- Purpose of the strategy
- Patterns/data about volunteering in the area
- Definition of volunteering
- Addressing the need – new and hard to reach groups
- Equality and diversity
- Volunteering and skills/employment
- Action plan for implementation
- Measuring progress / evaluation
- Measuring progress / evaluation
- Celebrating volunteers Opportunities – Olympics 2012 / City events

5.9.4 Expectations and what the organisation can offer the volunteer:

- Organisation will act in accordance with Council Policies and Procedures
- Provide a named responsible employee within the organisation who will meet with the volunteer regularly for management supervision, feedback and support
- An introduction to the work of the organisation, its employees, the volunteering role and initial training needed to carry out the tasks.
- Help volunteer to be aware of Council policies and procedures and be shown how to access them and adhere to them
- Revisit role description as and when necessary ensure relevance to the role and volunteers learning
- Respect volunteers and make them feel valued and included
- To resolve fairly any difficulties, grievances or problems
- Provide a safe and healthy working environment
- To provide adequate insurance cover for volunteers whilst undertaking voluntary work on our behalf
- Pay reasonable out of pocket expense as agreed in advance
- Store personal details in accordance with current data protection laws
- Recognise volunteer achievements and make available information about award schemes that they may want to undertake.

5.10 Unison

5.10.1 The TUC and volunteering England

Joint charter for strengthening relations between paid staff and volunteers (2012): The charter sets out the key principles on which volunteering is organised and how good relations between paid staff and volunteers are built. It has been developed jointly by Volunteering England (VE) and the Trade Union Congress (TUC) and has been endorsed by the wider volunteering and trade union movements.

5.11 Investing in Volunteers (liV)

5.11.1 Investing in Volunteers (liV) is the UK quality standard for good practice in volunteer management. It is the quality standard to benchmark the quality of your volunteer management and involvement, prove and improve the effectiveness of your work with volunteers and enhance your organisation's reputation. (See appendix 3)

5.12 Heads of Service Group (Hos)

5.12.1 The HoS group has received the initial findings of the scrutiny review group and have agreed to continue to gather evidence from volunteers working in the Council to shape the draft Policy and Volunteer Offer.

5.12.2 The HoS group received the following main messages from the review group evidence base:

- Valuable lessons and language had been learnt for our volunteer offer from Talent Match, particularly relating to those furthest away from the labour market, where support is most needed there must be a structured pathway through volunteering to higher and further education and a job.
- Highlighted the need to be clear about the differences between volunteering and voluntary work experience.
- Highlighted the social value of volunteering and how volunteering means different things to different people.
- The review group recognised the need to separate out real volunteering which can be a few hours per week over a number of years from the Voluntary work experience associated with the DWP Work Programme, typically up to eight weeks of thirty hours per week.
- The Volunteer Service is funded by the Council to co-ordinate volunteers in the City. The evidence highlighted the need for the Council and WVSC Volunteer service, to work closely to develop the Council volunteering offer, the way DBS checks are dealt with in the City and with the unions and other partners to feed into the Wider City Volunteering Strategy.
- Volunteers are not always tracked and that there must be mechanisms to log them and make better use of the capacity in the City.
- Highlighted the need to promote volunteering opportunities in the Council. Many opportunities were passed on by word of mouth and as such this does not provide for equal access to volunteering opportunities.
- The new volunteering offer has to incorporate better mechanisms and rewards for the volunteers and has to reach out to potential new volunteers across the City.
- The Council has to work city-wide with partners, to develop and identify other routes into volunteering and to take account of the best practice highlighted.
- Highlighted that the DBS issues are looked at again when the Volunteering Strategy for the City is developed with the Head of Economic Inclusion tasked to flag this issue in the wider City Strategy.

- Welcomed the partnership approach between DWP and Talent Match and highlighted the need for this review to be clear about the difference between volunteering and voluntary work experience.
- The volunteer offer will only stand up if it has the right support mechanisms in place, and RMC feel that their volunteering offer reflects this.
- Good practice shared by Libraries and Arts, Heritage and Culture should be highlighted as good practice and built on in the Councils Volunteering Offer.

6.0 Conclusions

6.1 Summary of Conclusions

- 6.1.1 Early indications from the review found that access to volunteering was disparate across the Council and the volunteering webpage was in need of improvement to encourage volunteering in the Council.
- 6.1.2 The Chair of the review group and officers felt that for the Council to lead or broker City volunteering the Council needed to improve the Council's volunteer offer. The evidence base from the review highlights that there are a number of actions required to bring volunteering up to a corporate standard.
- 6.1.3 The Council is not a natural choice for volunteers to come to volunteer, there is a need for equity and fairness in our processes and certainty around this not being used as unpaid job substitution. The established pathway for volunteers in the City is through the Wolverhampton Voluntary Sector Volunteer Service which the Council works closely with to develop opportunities in the Council.
- 6.1.4 There was an assumption that volunteering was largely a middle class pursuit and the initial survey supported this. The second survey conducted at the Wolverhampton jobs fair targeted working aged individuals looking for work and gave a different perspective and a greater focus for the volunteering offer to include skills and training in a variety of services.
- 6.1.5 Definition of volunteering needs clarifying – voluntary work experience as part of the Work Programme (WP) directed individuals towards volunteering as part of their Job seekers programme.
- 6.1.6 There are many more volunteering opportunities to explore with partners and businesses in the City, including exploring the opportunities for student volunteering. Young people wanting to develop skills and experience to boost CV's and confidence in the work place and working with retired people who want to use their time, talents, professional skills and energy to improve the lives of people in our local communities.
- 6.2 The main conclusions arising from the scrutiny review respond to the questions raised in the scoping of this work. They shape the recommendations to Cabinet and will feed baseline information into the wider development of a City Strategy for Volunteering. The conclusions fall into four main areas:
- 6.2.1 Volunteer Policy
- Although there is excellent practice in some services there were initial concerns that volunteer arrangements across the Authority were disparate and not consistently monitored.

- The review identified that the term 'volunteer' is used for several types of volunteer and work experience and needed clear definition and to be kept separate from work experience.
- The volunteer role and descriptions need to be developed in service areas by the HoS group.
- Assurances that volunteering will not replace jobs need to be highlighted in the guidance.
- Concerns around DBS checks to be addressed ensuring they are in order, relevant and valid for volunteers coming into the City Council and partner agencies.
- There should be equality monitoring of volunteers.
- Volunteer roles should be advertised not passed on word of mouth and a proper selection process undertaken.
- There should be a workplace charter for integration of volunteers into the workplace.
- That the views of current volunteers are taken into account in developing the current policy.
- It was made clear that it is not the intention of the policy to actively pursue more volunteers and that the driver for the review was to get a policy in place to ensure equity across services and in volunteering opportunities.

6.2.2 Skills and Pathways

- Heads of Service Group (HoS) have considered the initial findings of the review group and have provided feedback to shape the review work.
- The HoS group welcomed the progress that had been made by the Review Group and acknowledged how much work had already been undertaken to inform the policy and offer. They will be meeting again to further discuss and action the conclusions and recommendations of the scrutiny group which will further inform the policy development.
- The skills and pathways identified will be on an individual basis depending on the needs of the individual and the level and duration of the volunteer role
- Volunteer roles within service areas will be identified.

6.2.3 Additionality

- Constructive discussions with Unison to address points raised about volunteering replacing real jobs and the TUC volunteering guidance.

6.2.4 Resource

- Some concerns about the hidden costs of volunteering indicating that the report implies some cost such as the DBS checks and other common resource implications for example recruitment costs, training and supervising volunteers.
- Recognition that resources would vary depending on the level and duration of volunteering opportunity and that some volunteers would need more training than others.
- Suggestion that group supervision could be explored across the organisation to reduce the officer resource diverted from the 'day' job.
- Recognition that many service areas already provide a good volunteering offer from within their existing budget.
- There will be a resource implication for recruiting more volunteers to Council services

7.0 Recommendations

7.1 Recommendations arising from the conclusion of the review group are:

Volunteering policy

- R1. That the Heads of Service (HoS) Group develop the draft volunteering policy and the offer, taking into account the comments and recommendations arising from the review of the City of Wolverhampton Volunteering offer.
- R2. That the HoS group ascertain, through consultation, the current volunteers perception of the draft volunteering offer.
- R3. That definition of volunteering and work experience is included in the council volunteering policy and guidelines.
- R4. That where applicable any person volunteering within the Council will have the required DBS checks as specified by the receiving service area.
- R5. That the HoS group develop a process for volunteers entering the workplace and volunteer role descriptions.
- R6. That 'Investing in Volunteers' (IiV) standards be included in the policy appendices, and HoS to explore accreditation for the Council.
- R7. That there is a 12 month review of the final policy.

Skills and pathways

- R8. That all volunteers are referred to the Volunteer Service at Wolverhampton Voluntary Sector Council (WVSC) in the first instance to determine the best pathway for the individual.
- R9. That the volunteer pathway should include the following:
 - a) A volunteer role description for each service area detailing how the role will support existing service delivery.
 - b) The agreement with a volunteer will detail mandatory and job specific training and support for the role.
 - c) Initiating a DBS check where applicable for all volunteers in Council services.
 - d) Ensuring robust equality monitoring processes are in place identifying and following up gaps in current practice and other relevant policies. In exploring this officers have identified and raised the need to review the Equality and Diversity Policy Statement with H.R.
 - e) All volunteers are registered on the Agresso system and records of DBS, training and equality are monitored.
 - f) All service groups should monitor volunteers to check progress and development needs in line with the volunteer offer.
- R10. That a sensible review period is built into each volunteering role for the protection of the service, the benefit of the volunteer and to ensure the role has not changed substantially over a set period of time.
- R11. That volunteers are provided access to the Council Learning Hub to develop skills for mandatory and role specific training.
- R12. That the HoS group and Volunteer Service develop a package of training for managers, volunteers and volunteer supervisors to be delivered via the Council learning hub.

Additionality

- R.13 That the volunteer role description should be service specific and include the following:

- a) The volunteering hours required (determined by the task).
 - b) The days and duration of the volunteering opportunity (determined by the task).
 - c) The training available – what skills they need, the support role and skill development.
 - d) How the role will support existing service delivery.
 - e) An agreed and appropriate review period for the protection of the service and the volunteer.
 - f) DBS checks to be arranged if applicable.
 - g) Volunteering code of conduct.
 - h) Advertising opportunities to access volunteering with WVSC and partner organisations.
- R.14 That specific text should be included in the policy taken from the TUC guidance to ensure that volunteering provides additionality to rather than replacement of existing staffing resources.
- R.15 That as part of the development of the wider partnership Volunteering Strategy, a discussion with the Inclusion Board and Wolverhampton Voluntary Sector Council (WVSC) to explore arrangements for DBS checks should take place. Where feasible a process for ensuring that DBS checks are in place should be incorporated as part of the contractual arrangements for the agency providing volunteering services.
- R.16 That there is a review of the volunteering policy once the Combined Authority is functioning to ensure synergy with the wider region.

Resource

R.17

- a) That an investigation or assessment of the types of costs associated with volunteering is undertaken by HoS as part of the policy refinement and incorporated within the guidance to service areas.
- b) That the HoS group identifies resource implications of training, DBS checks and supervising volunteers for each service area.
- c) That the HoS group explore and identify funding opportunities with funders, partners and businesses, internally and externally.

8.0 Contributors to the review

8.1 Councillors and co-opted members

Review Group Chair: Cllr Ian Claymore

Labour	Conservative
Cllr Payal Bedi	Cllr Mark Evans
Cllr Alan Bolshaw	
Cllr Dr Michael Hardacre	
Cllr Milkinderpal Jaspal	
Cllr Lynne Moran	
Cllr Judith Rowley	

8.2 Officer Support

Strategic Director:	Tim Johnson, Place
Lead Officer:	Sheila Collett, Head of Service, Economic Inclusion

Scrutiny link officer: Martha Cummings
Scrutiny Officer: Deb Breedon, Governance

8.3 **Cabinet Member(s)** Cllr John Reynolds, City Economy

8.4 Schedule of **Witness evidence**

Q	Witness	Focus and Evidence provided
1	16 September 2015 Martha Cummings, WCC Sheila Collett, WCC	Background evidence and discussion about the current volunteer offer. Citizen Panel volunteering survey evaluation Service area survey of current volunteering practice across the City Council
2	21 October 2015 Deb Breedon Scrutiny Officer, Abigail Vella, Graduate trainee and Asia Edward, apprentice Cathy Taylor (DWP) Stuart Rogers (DWP) Kim Babb (Talent Match) Ian Darch (WVSC) Robert Johnson Libraries WCC Tess Radcliffe / Marie Cooper WCC	Public volunteering survey at job fair evaluation to explore the levels of interest in volunteering with the City Council and how it could be enhanced to support unemployed individuals DWP Voluntary work experience (WP) pathway to work and sanctions. Talent Match working with DWP and organisations across the City to support young people furthest from the work place. More evidence and discussion about partnership working and understanding the difference between volunteering and work experience. What is the current volunteer offer and what is the current volunteer journey within the City Council Evidence of best practice and where volunteering process works well.
3	28 October 2015 Wolverhampton Voluntary Sector Council Tom Irvine, Training Co-ordinator Ian Darch CE WVSC Jose Kelly Access 2 Business Martha Bishop LGBT Faye Jeffery, Head of Operations RMC Shawkat Lashary, (Lead Caseworker) RMC Geeta Raj Volunteer Co-ordinator RMC Martha Cummings, WCC	The current volunteer journey within the City from a variety of voluntary organisations. The wide range of opportunities for volunteering to gain experience and confidence, and how to access them in an equal way across all sectors. Evidence of policy, processes and good practice, including the volunteer charter and leaflets to inform the potential volunteers. Potential barriers and issues were discussed in open forum such as DBS checks, language barriers and travelling expenses. Evidence of highly qualified volunteers needing work experience in this country, graduates needing to build work experience and confidence in a supported environment. Lack of capacity and resources highlighted at voluntary sector visits and the role of established volunteers in supporting new volunteers as a means of resourcing the volunteer offer

		National best practice and examples of policy and charter documents shared.
4	18 November 2015 Wendy Walker, WVSC Volunteer Centre Ian Darch, CE WVSC Adrian Turner, Unison	Consideration of the draft volunteering policy including supported pathway to skill development and employment. Unison guidance and clarification about additionality, service specific policy requirements and the resource implications of recruiting volunteers.
5	9 December 2015	Agreeing conclusions and forming recommendations
6	21 January 2016 Cllr John Reynolds	Draft report

Financial implications

No direct funding was available to carry out this work however it is intended to look externally to fund anything that needs to be done.

Background documents

City of Wolverhampton Council Volunteer Policy (Draft 11.01.2016)

Flow Chart

Guidance

[Investing in Volunteers](#)

[Volunteering England/TUC Charter](#)

Scrutiny Review Group Papers:

16 September 2015

21 October 2015

28 October 2015

18 November 2015

9 December 2015

4 February 2016

Appendix 1

City of Wolverhampton Council Volunteer Policy (Draft 11.01.16)

1. Introduction

This policy outlines the City of Wolverhampton Council's framework for the recruitment, management and development of our volunteers.

Its purpose is to clearly set out the approach we will take to involve volunteers in the work of the Council.

The Council recognises that volunteers make a unique contribution to the local community, and often bring a range of expertise and new perspectives which can add immense value to existing work within the Council. The Council is committed to the principal that the involvement of volunteers should complement and supplement

the work of paid staff and will not be used to displace staff or undercut their pay and conditions of service.

2. Vision for Volunteering

The vision for volunteering on behalf of the City of Wolverhampton Council is to enable and support our volunteers to play an active part in contributing to delivering the best services possible for our City.

3. Aims and Objectives

In developing and promoting best practice, our aims and objectives are to:

- Encourage the development of volunteering in all areas of the Council by providing clear guidance around the expectations of officers and volunteers.
- Recognise and promote the importance of volunteering to the work of the Council using consistent, open and transparent processes.
- Ensure support, training and supervision for Council officers and volunteers
- Identify the standards to which Council staff and volunteers are expected to adhere
- Provide guidance and best practice to Council staff in working with volunteers and ensure the application of all relevant policies in support of the volunteer
- Ensure that volunteering is an enjoyable, rewarding, positive and effective experience for the volunteer and the Council
- Ensure that where appropriate to the needs of each individual volunteer, that volunteers receive the training and support to help them on their pathway to employment.

4. Why Volunteer?

People volunteer for a variety of reasons including:

- Give something back to an organisation that has impacted on a person's life, either directly or indirectly
- Make a difference to the lives of others
- Spend quality time away from work or a busy lifestyle
- Gain confidence and self-esteem
- Meeting new people and making new friends
- A chance to socialise
- Getting to know the local community

For some, volunteering can be a route to employment, an opportunity to develop skills to enable further progression within an existing career, or a chance to try something new which may lead to a career change. As a City, we want to actively support people to achieve and keep employment, and volunteering can be a way of:

- Gaining new skills, knowledge and experience
- Developing existing skills and knowledge
- Enhancing a curriculum vitae (CV) and gaining valuable references
- Improving employment prospects through work experience
- Gaining an accreditation
- Using one's professional skills and knowledge to benefit others (usually described as pro bono)

In welcoming volunteers from all backgrounds in the community the Council wants to demonstrate its commitment to ensuring that volunteers are given a rewarding experience and the wider community gains from high standards of good practice.

5. What is Volunteering - Definition?

People who volunteer can come from all ages and backgrounds, and may be described as individuals whose primary aim is to help an organisation to achieve its service objectives and/or bring some benefit to the local community.

The National Council for Voluntary Organisations describes volunteering as *“any activity that involves spending time, unpaid, doing something that aims to benefit the environment or someone (individuals or groups) other than, or in addition to, close relatives. Central to this definition is the fact that volunteering must be a choice freely made by each individual.*

This can include formal activity undertaken through public, private and voluntary organisations as well as informal community participation and social action. Everyone has the right to volunteer and volunteering can have significant benefits for individuals.”

This Council subscribes to the definition of volunteering that is provided by the ‘*Charter for strengthening relations between paid staff and volunteers*’ which states:

“Volunteering is freely undertaken and not for financial gain, it involves the commitment of time and energy for the benefits of society and the community”

Volunteering England and TUC.

6. Is volunteering the same as Work Experience?

No, although both can be undertaken voluntarily.

Work experience generally is where someone spends a limited time with an employer to learn directly about work and the working environment, although some tasks may be performed it is more an opportunity to watch and learn. This can be paid or unpaid.

ACAS (Advisory, Conciliation and Arbitration Service)

7. Expectations

This section outlines what volunteers can expect from the Council and what is expected of our volunteers.

The City of Wolverhampton Council will:

- Ensure that the involvement of volunteers compliments and supplements the work of paid staff and is not used to displace staff or undercut their pay and conditions of service
- Promote volunteering widely through a variety of sources to make it accessible to all sections of the community.
- Treat volunteers with respect and create an environment where they can feel included and valued in their role.

- Apply the Council's Equal Opportunities Policy in selecting and recruiting volunteers
- Work with the volunteer to ensure availability, skills, talents and interests are suitably matched with volunteer role
- Identify a named person who will be responsible for the supervision, management and personal development of the volunteer.
- Provide a clear volunteer role description for every volunteer
- Provide induction on the work of the organisation, its staff and the volunteer role.
- Identify any relevant training and further skills required to carry out the role. Where the volunteer is unemployed and wishes to utilise volunteering as a means of improving employability, this will include additional support from a named Council officer within City Economy who will help the volunteer to decide the best route for them to improve their employment opportunities.
- Act in accordance with Council policies and procedures whilst ensuring volunteers can access, are aware and adhere to them.
- Review role descriptions as and when necessary involving volunteers where appropriate and supporting them through the changes.
- Monitor the volunteers attendance, achievements and performance in their role
- Recognise and acknowledge the achievement of volunteers utilising and making available information about award schemes.
- Seek wherever possible to reimburse volunteers (on production of a receipt) for reasonable expenses. (Agreed in advance with responsible officer)
- Resolve any difficulties, grievances or problems fairly and in accordance with the Council's guidance and procedures.
- Provide a safe working environment where volunteers are adequately insured whilst carrying out a role on behalf of the Council.
- Register all volunteers on the Council's Agresso system to ensure that records of DBS, training and equality are monitored across all City Council services

The volunteer agrees to:

- Maintain confidentiality in accordance with the Council's guidelines and Data Protection Legislation.
- Operate within agreed guidelines and remits.
- Carry out tasks in a way that corresponds to the aims, objectives and policies of the Council.
- Provide relevant information in relation to the volunteer role.
- Undertake mandatory training and any other training as required to carry out a role or develop the volunteers learning. This may be via e-learning or a voluntary sector partner organisation where guidance and support will be provided.
- Bring any concerns relating to the role to the attention of the supervising or appropriate officer.
- Volunteer at the times agreed or inform the named officer if this is not possible
- Provide receipts for out of pocket expenses (where agreed).

8. General Information
Recruitment

All volunteer roles will be identified, advertised, recruited to and managed in accordance with processes and outcomes that have been approved and agreed by the Council and its VCS volunteer support provider.

The volunteer role will set out the necessary skills, attitude, experience and availability needed to carry out the role. It will also detail the training and support available to volunteers and how the role will support existing service delivery. Where possible, tasks will be adapted to suit the needs, abilities and interests of the individual volunteers.

In some instances dependent on the role the volunteer may be required to provide additional information including references, undergo a Data Barring Search; complete a medical questionnaire, or copies of a driving licence. This will be made clear by the supervising service area in the advertisement for the role.

Once accepted to a role, a start date will be agreed and the volunteer will be required to sign a volunteer agreement. This will include details of any mandatory and job specific training and support required for the role

Induction, Training and Support

The Council will provide a named officer who will introduce the volunteer to the organisation. The named officer will be responsible for the supervision, management, training, personal development and provide general support to the volunteer.

All volunteers will be supported to complete mandatory training and any other relevant training in relation to the role.

Unemployed volunteers primarily or those wishing to utilise volunteering as a route to enhancing their employability will be given additional support from a named officer within City Economy Team. Together they will develop and agree a structured pathway to enhance the volunteers learning and skills moving them closer to employment opportunities.

Health and Safety

The volunteer will have access to and adhere to the Council's Health and Safety Policy and Procedures. The Council will ensure that Health and Safety issues are covered at Induction and throughout the volunteering period.

The Council will provide specific training which is relevant to the roles the volunteer will undertake, along with appropriate/necessary safety equipment.

Confidentiality and Data Protection Act 1998

During induction all volunteers will be made aware of the Council's Confidentiality and Data Protection Policies.

All information volunteers have access to or are given in their volunteering role must be regarded as confidential unless advised otherwise.

Safeguarding

The Council may request a criminal record check processed through the Disclosure and Barring Service (DBS) as part of its recruitment process.

For certain roles the check will also include information held on the DBS children and adults' barred lists, together with any information held locally by police forces that is reasonably considered to be relevant to the volunteer role.

These checks are to assist the Council in making safer recruitment decisions. When a check has been processed by the DBS and completed the individual will receive a DBS certificate.

The Council can only apply for a check if the role is eligible for one and will be used, stored and kept in accordance with the relevant Code of Practice issued under section 122(2) of the Police Act 1997.

All supervisors will ensure that volunteers are aware of, have access to and have received appropriate training in the Council's Safeguarding Policy on Children and Adults.

Equalities

Wolverhampton City Council is committed to eliminating discrimination and encouraging diversity across the organisation. Our aim is that our workforce will be truly representative of all sections of society and that each volunteer feels able to give of their best.

To that end we will proactively promote equality and fairness by implementing a volunteer programme that is open to all irrespective of age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

We oppose all forms of unlawful and unfair discrimination and will treat all our volunteers fairly and with respect.

The Council is fully committed to creating an organisation where differing ideas, abilities, backgrounds and needs are fostered and valued enabling the volunteer to fully participate and contribute.

Insurance

Volunteers will be indemnified against third party claims under the Council's liability policy while carrying out their duties.

Recognition

The Council highly values the contribution of volunteers and aims to recognise their contribution wherever possible informally and formally. This may include internal and external awards opportunities e.g. UK National Honours (where criteria have been met).

Expenses

The Council will endeavour to ensure that no volunteer will be out-of-pocket as a result of volunteering on behalf of the Council. The supervisor will be responsible for ensuring that available expenses are discussed fully with volunteers prior to them commencing in their role. All expenses should be discussed and agreed in advance with the supervising officer.

Computer Access

All volunteers will be supported to use the Council's computers for training and in accordance with their role. Volunteers must follow the Council's Policy on Acceptable Usage which will be discussed and provided on induction.

Complaints or issues

Any matters of concern should be raised with the volunteer supervisor in the first instance.

If the complaint or issue is with the supervisor then another volunteer supervisor or line manager should be made aware.

If the complaint or issue is with the volunteer, this will be investigated by the relevant supervisor.

Every attempt will be made to resolve the matter as quickly and informally as possible.

If the matter requires more formal investigation the responsible officer will follow appropriate Council procedures.

Moving on

All volunteer placements will be subject to regular review, looking at the effectiveness and quality of the volunteer role.

Volunteers who may be moving on from a particular role, leaving the Council or choose to stop volunteering for a period of time will be supported to do so, and will be invited to provide feedback to help us to improve our volunteering offer.

Volunteers who are leaving and have made a regular commitment will be offered an exit interview, reference and/or statement of their achievement to ensure that their services are properly and formally appreciated.

Termination of Activity

Where appropriate the role and placement of the volunteer may be terminated by the supervisor at one week's notice or immediately where inappropriate behaviour has occurred. In all cases, the volunteer will receive an explanation of the decision and action taken.

Implementation, Monitoring and Review

The Council is committed to the implementation, monitoring and review of this policy, and will ensure processes including an action plan are in place to ensure outcomes

reflect strategic priorities and further meet best practice requirements. The first full review of the policy will take place in April 2017 but a continuing overview will be undertaken to ensure that the policy aligns with the wider national and regional policy landscape including the Combined Authority developments.

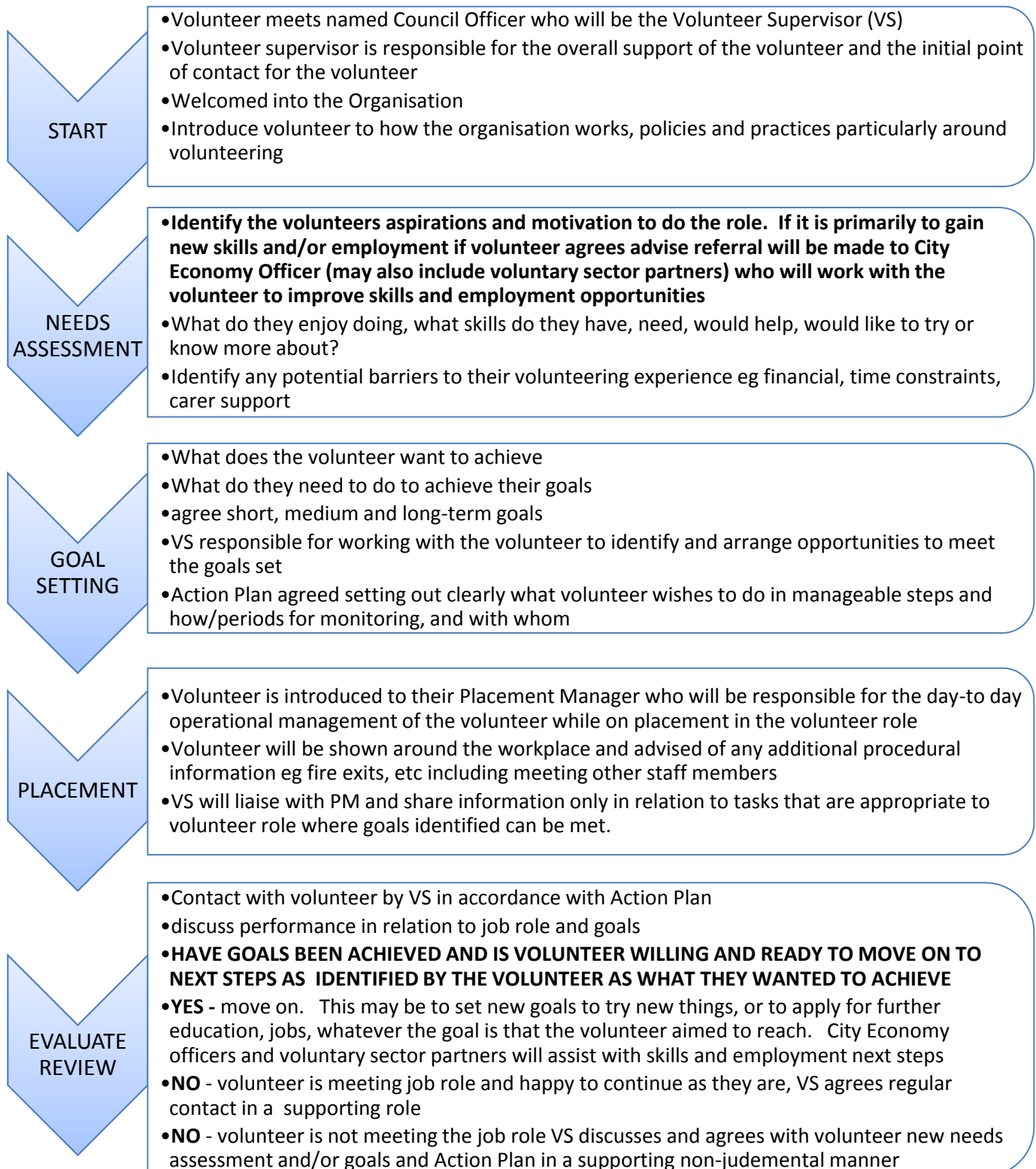
Background documents

Guidance

Flow Chart

[Volunteering England/TUC Charter](#)

[Investing in Volunteers](#)



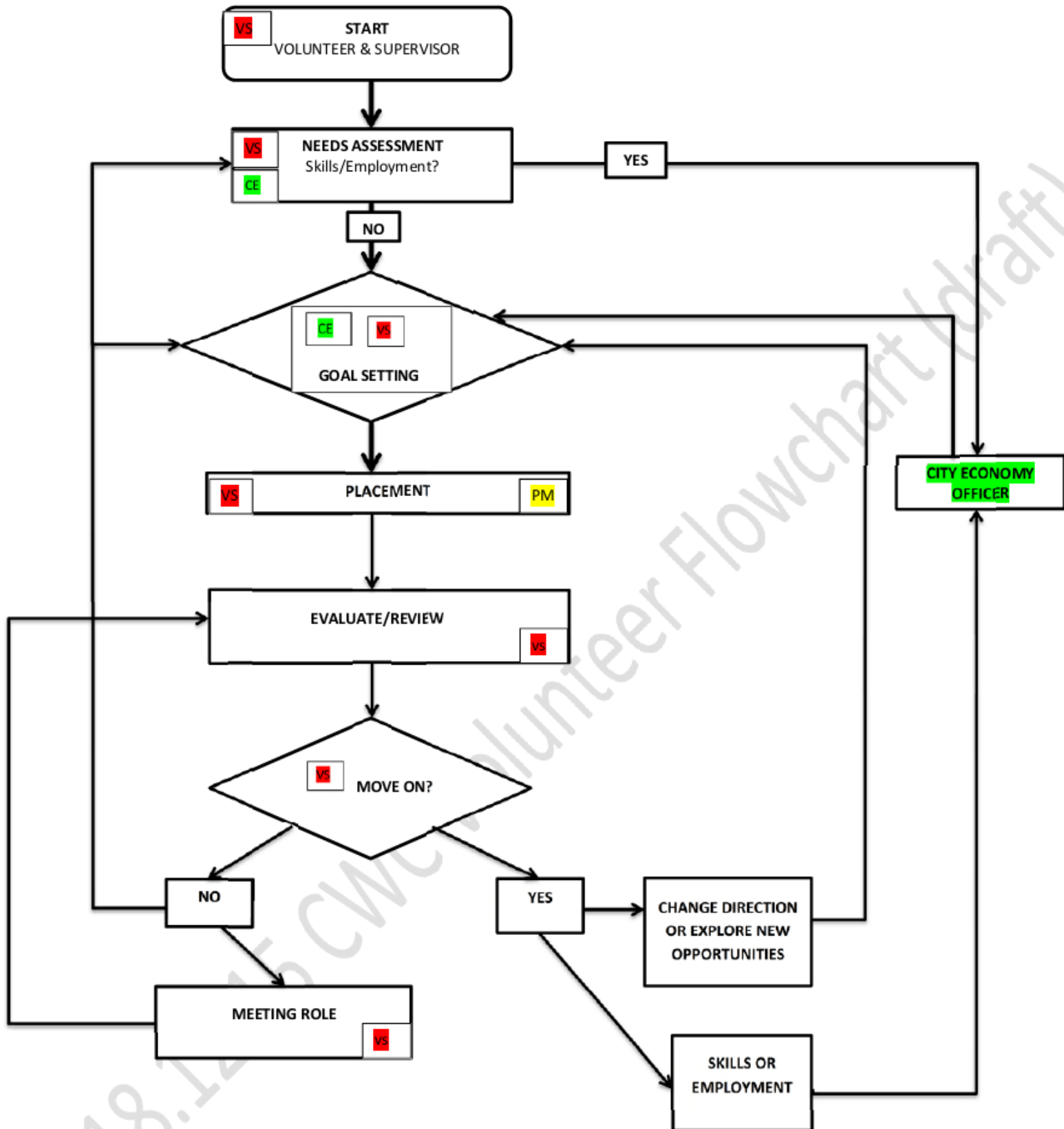
CITY OF WOLVERHAMPTON COUNCIL - Supported Pathway to Skills and Employability Flowchart

KEY:

Volunteer Supervisor

Placement Manager

City Economy Officer



A Charter for Strengthening Relations Between Paid Staff and Volunteers: **Volunteering England and the TUC**

This Charter sets out the key principles on which volunteering is organised and how good relations between paid staff and volunteers are built. It has been developed jointly by Volunteering England (VE) and the Trades Union Congress (TUC) and has been endorsed by the wider volunteering and trade union movements.

Its starting point is that volunteering plays an essential role in the economic and social fabric of the UK. It is estimated that some 22 million people volunteer each year, contributing around £23bn to the economy. Volunteering helps build social capital and community cohesion and plays an important role in the delivery of key public services. Volunteering is also good for the volunteer: it helps improve health and wellbeing and provides opportunities for individuals to acquire skills and knowledge that can enhance career development or employment prospects. This Charter demonstrates the value and importance that both organisations place on voluntary activity and the time, skills and commitment given by volunteers.

This Charter recognises that voluntary action and trade unionism share common values. Both are founded on the principles of mutuality and reciprocity, leading to positive changes in the workplace and community. The trade union movement itself is built on the involvement and engagement of volunteers.

Volunteering England and the TUC acknowledge that on the whole, relations between paid staff and volunteers are harmonious and mutually rewarding. They can, however, be enhanced by good procedures, clarity of respective roles, mutual trust and support. This Charter sets out the key principles to help underpin good relations in the workplace.

These principles should be used as a guide by individual organisations to develop more detailed policies and procedures that reflect local needs and circumstances. This should be done, wherever possible, between local union representatives, employers and volunteering managers.



The TUC and Volunteering England

The TUC and Volunteering England have produced a joint Charter for Strengthening Relations Between Paid Staff and Volunteers. (2012)

[Read or download the charter](#)

A Charter for Strengthening Relations Between Paid Staff and Volunteers.

Agreement between Volunteering England and the TUC

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Charter sets out the key principles to help underpin good relations in the workplace.

These principles should be used as a guide by individual organisations to develop more detailed policies and procedures, which reflect local needs and circumstances. This should be done, wherever possible, between local union representatives, employers and volunteering managers.

Paid work is any activity that is undertaken at the direction of an employer and is financially compensable

Volunteering is freely undertaken and not for financial gain; it involves the commitment of time and energy for the benefit of society and the community.

Charter Principles

- All volunteering is undertaken by choice, and all individuals should have the right to volunteer, or indeed not to volunteer;
- While volunteers should not normally receive or expect financial rewards for their activities, they should receive reasonable out of pocket expenses;
- The involvement of volunteers should complement and supplement the work of paid staff, and should not be used to displace paid staff or undercut their pay and conditions of service;
- The added value of volunteers should be highlighted as part of commissioning or grantmaking process but their involvement should not be used to reduce contract costs;
- Effective structures should be put in place to support and develop volunteers and the activities they undertake, and these should be fully considered and costed when services are planned and developed;
- Volunteers and paid staff should be provided with opportunities to contribute to the development of volunteering policies and procedures;
- Volunteers, like paid staff, should be able to carry out their duties in safe, secure and healthy environments that are free from harassment, intimidation, bullying, violence and discrimination;
- All paid workers and volunteers should have access to appropriate training and development;
- There should be recognised machinery for the resolution of any problems between organisations and volunteers or between paid staff and volunteers;
- In the interests of harmonious relations between volunteers and paid staff, volunteers should not be used to undertake the work of paid staff during industrial disputes.

This Charter stands between Volunteering England and the TUC as a statement of principles and good practice. It is also a model for use by individual unions, volunteer involving organisations in the public, third and private sectors and other bodies in discussions around the use of volunteers.

Volunteering England and the TUC have produced some case studies, examples of local agreements and practical ideas to help trade unions and

organisations. We have also set out some of the legal background relating to volunteering. These are available at www.tuc.org.uk/volunteering

The Charter sets out key principles on how volunteering should be organised and has been produced to help trade unions and employers as a guide to good practice in the involvement of volunteers in the workplace.

The Charter makes clear that volunteering is distinct from paid work. Roles that volunteers undertake should complement and not substitute those performed by paid staff. This guide clarifies the distinction between paid workers and volunteers and sets out how good relationships between staff and volunteers can best be fostered.

Listed below are some FAQs relating to the involvement of volunteers. More detailed guidance is available at the [Volunteering England website](http://www.volunteeringengland.org.uk).

FAQs about volunteering

1. **What is volunteering?**

Volunteering is any activity or work in the community for which someone undertakes a specific task but receives no payment. A volunteer freely gives his or her own time to a job without financial recompense.

Volunteers and the Law

2. **Do volunteers need to have a Criminal Records Bureau (CRB) check?**

A Criminal Records Bureau (CRB) check provides information about an individual's criminal record. Volunteers must be checked before they take up certain positions where they would be working with children or vulnerable adults. There are two levels of check: Standard and Enhanced. Enhanced checks are aimed more at people caring regularly term for those at risk, or training or in sole supervision of them.

3. **Do volunteers have to register with the Independent Safeguarding Authority?**

The [Independent Safeguarding Authority](http://www.independent.gov.uk) (ISA) is a new body set up to prevent unsuitable people from working with children and vulnerable adults. If volunteers work with or want to work with vulnerable adults or children, they need to apply to register with the ISA in the same way as an employee. Unlike employees, the ISA does not charge an application fee for volunteers. If somebody has a record of unsuitability for working with vulnerable groups or they have committed certain offences, they may not be able to register with the ISA, put on an ISA Barred List and may not be able to work with vulnerable people.

4. **Do volunteers have employment rights?**

Volunteers do not have a contract of employment and so don't have the rights of an ordinary employee or worker. These include the right to a minimum wage, holiday and sick pay, and other statutory rights. While volunteering is not contractual, it is good practice for part-time or full-time volunteers to be given some form of 'volunteer agreement' setting out mutual expectations and relevant organisational policies.

5. **Do volunteers qualify for the National Minimum Wage?**

Since volunteers are not workers, they are therefore not covered by the National Minimum Wage Act 1998. This means they do not qualify for the national minimum wage (NMW). Under the Act, some full-time volunteers may be classed as 'voluntary workers'. As long as certain guidelines are followed, these volunteers should be covered by the voluntary worker exemption (Section 44) to the National Minimum Wage Act and therefore will not be eligible to receive the minimum wage.

6. **Does the Data Protection Act apply to volunteers?**

Yes. Volunteers have the same rights under the Data Protection Act as employees. This means the organisation must comply with rules on personal data held on a computer or in paper files.

7. **Does Health and Safety Legislation apply to volunteers?**

Yes. Organisations have a duty of care towards their volunteers. In practice this means taking all reasonable steps to reduce the likelihood of harm coming to them, either through action or inaction. Section 3 of the Health and Safety at Work etc. Act 1974 also places a duty on employers (ie an organisation that employs at least one paid member of staff) "to ensure, as far as reasonably practical, that persons not in their employment, who may be affected by their undertaking, are not exposed to risks to their health and safety" and "to give information as might as might affect their health or safety".

8. **Do Working Time Regulations apply to volunteers?**

The EU Working Time Regulations 1998 cover matters such as daily working hours, rest breaks and holiday entitlement. They only apply to workers and employees working under a contract, so organisations are not obliged to follow this piece of legislation when working with volunteers.

Volunteering Agreements

What is a Volunteering Agreement?

A volunteering agreement sets out the roles of volunteers. The agreement used by an organisation should be drawn up in discussion with trade union representatives and issued to all new volunteers. It should also set out details for how the management of volunteers will be dealt with and how problems will be handled. Other issues should include how the organisation will involve and support volunteers, what volunteers can expect from the organisation and what in turn the organisation expects from volunteers. Information should be made available on recruitment and selection, support and supervision, as well as an outline of the different volunteer roles and activities available. In addition this document should include equal opportunities and diversity, insurance, health and safety and confidentiality policies.

Volunteering agreements will not be appropriate for all volunteering opportunities. For example, agreements are unlikely to be valuable for one-off volunteering opportunities, particularly common in environmental and youth volunteering.

For more information, see [Volunteering England's information on Volunteer Agreements](#).

Do volunteers get a contract?

Volunteers have no contractual relationship with an organisation. However, when a person undertakes to volunteer for an organisation, an agreement is reached between them and the organisation. This may be verbal or it may be confirmed in a written document or letter. The agreement will confirm that the relationship is based on volunteering rather than employment and is not a contract of employment. As such, this agreement would have no legal significance.

Will having an Agreement contribute to the creation of a contract with volunteers?

We have heard concerns that having a volunteering agreement or problem solving policy in place in effect puts in place a contract for volunteers and as such confers employment rights. All volunteers should be given a clear description in writing of the volunteering opportunity, including agreed hours of work. But this does not in itself create a legal obligation on either the organisation or the volunteer. In fact, having an agreement will help set out intentions and expectations for both parties. It would also help to keep things clear if a clear distinction is made between procedures covering paid staff and volunteers, such as grievance and disciplinary, equal opportunities, health and safety and confidentiality policies.

For more information on avoiding creating a contract, see [Volunteers and the law](#).

Are volunteers entitled to expenses?

Volunteers should be reimbursed for any out-of-pocket expenses. These could include:

- Travel to and from the place of volunteering.
- Travel undertaken in the course of volunteering.
- Meals taken during the course of volunteering (usually a single meal up to a certain value per day).
- Postage and telephone costs if working from home.
- Protective clothing or other essential equipment.
- Expenses relating to childcare or care of other dependents.
- Only out-of-pocket expenses should be paid – not a flat rate, as volunteers in receipt of state benefits are entitled to receive out of pocket expenses only. Any money received which is over and above out-of-pocket expenses may be regarded as income by HM Revenue and Customs, and is therefore taxable. It may also be viewed as a sign of a contractual relationship and should therefore be avoided to make things less complicated for both the volunteer and the organisation.

Volunteering and Benefits

Does volunteering affect entitlement to welfare benefits?

Volunteering should not affect a person's entitlement to benefits.

People claiming Job Seekers Allowance can do as much voluntary work as they want as long as they remain available for and are actively seeking work. This will mean that they will have to show that they are looking for work and applying for jobs where appropriate. Social security regulations say that claimants can volunteer in any "organisation the activities of which are carried on otherwise than for profit".

With Incapacity Benefit, there used to be a rule that people could only volunteer for 16 hours a week. This rule no longer applies, and people in receipt of Incapacity Benefit can volunteer for as long as they want.

The Disability Living Allowance is paid in acknowledgement of the fact that life for someone with a disability may be more expensive – for instance, someone with mobility problems may be reliant on taxis. Volunteering will not affect whether an individual receives this benefit or not.

For more information, see the Job Centre Plus publication [Volunteering While Receiving Benefits](#) (PDF).

Can Volunteers claim expenses if they also receive welfare benefits

Volunteers can receive reimbursement of reasonable out-of-pocket expenses (any expenses that they have incurred because they are volunteering) without their benefits being affected.

There have been some problems in the past where volunteers on benefits have been given advance payments (for instance for something that would cost a lot, such as childcare or a weekly travelcard). The Social Security Amendment (Volunteers) Regulations 2001 clarified income support, JSA, and Incapacity Benefit rules to make it clear that volunteers can receive advance payment for expenses to be incurred in the future. Paying expenses in advance helps ensure that volunteers without the financial means to cover costs up-front can still actively volunteer.

Indicators	Practice
8 The organisation takes account of the varying support and supervision needs of volunteers	<ol style="list-style-type: none"> 1 All volunteers know what forms of support/supervision the organisation offers them, and who to contact regarding their role. 2 Either one-to-one and/or group support/supervision sessions are offered, as appropriate which are relevant to the level of responsibility and emotional demand of the role. 3 Volunteers are aware that they can refuse demands they consider unrealistic, beyond the scope of the role or that they do not have the skills to carry out. 4 Volunteers are asked for feedback about their role and their involvement with the organisation. 5 Volunteers are informed of all relevant changes in the organisation which affect their role.
9 The whole organisation is aware of the need to give volunteers recognition	<ol style="list-style-type: none"> 1 Management Committee/Trustees and paid staff recognise the value of volunteers' contributions and communicate effectively their appreciation to volunteers, both formally and informally. 2 Volunteers have an opportunity to make known their views about the organisation's work, including its policies and procedures, and to participate in decision making. 3 The organisation provides volunteers with the opportunity to continue developing their skills and talents within the roles on offer if appropriate. 4 Volunteers leaving the organisation, who have made a regular commitment to it, are offered a reference and/or other statement of their achievements. 5 The organisation endeavours to obtain feedback from volunteers leaving the organisation.



INVESTING IN VOLUNTEERS QUALITY STANDARD For organisations that involve volunteers



Volunteer Ireland is working in partnership with Volunteer Now to deliver Investing in Volunteers, the quality standard for volunteer management, in the Republic of Ireland.



Indicators	Practice
1 There is an expressed commitment to the involvement of volunteers, and recognition throughout the organisation that volunteering is a two-way process which benefits volunteers and the organisation	<ol style="list-style-type: none"> The organisation has a written policy on volunteer involvement that sets out the organisation's values for volunteer involvement and highlights the need for procedures for managing volunteers, based on principles of equality and diversity. Where the organisation has policies that relate to the involvement of human resources, volunteers should have their own equivalent policy and should only be included in general policies if appropriate. People at all levels of the organisation have been informed of, and can articulate the organisation's reasons for involving volunteers and the benefits to volunteers. The organisation adopts appropriate procedures for regularly reviewing volunteer involvement in the organisation, including policy and procedure.
2 The organisation commits appropriate resources to working with all volunteers, such as money, management, staff time and materials	<ol style="list-style-type: none"> The organisation designates responsibility for recruiting, selecting, supporting and protecting volunteers, to a key person or group of people within the organisation; and these responsibilities are clearly outlined in job or role descriptions and regularly reviewed. The organisation takes steps to ensure that those who supervise volunteers have the relevant knowledge and experience. Time is given during staff meetings to discuss volunteer issues. The organisation's annual plan includes objectives for volunteer involvement which are reviewed regularly. The organisation seeks to secure adequate financial resources to cover the running of the volunteer programme and ensure that all volunteers have the necessary resources and materials to carry out their role.
3 The organisation is open to involving volunteers who reflect the diversity of the local community and actively seeks to do this in accordance with its stated aims.	<ol style="list-style-type: none"> The organisation is open to involving volunteers from a wide range of backgrounds and abilities, and commits the necessary resources. Staff and volunteers are encouraged to embrace diversity among co-workers. Images and/or descriptions of the organisation reflect the diversity of the community, and are appropriate to the objectives of the organisation. Information about the organisation and ways in which volunteers can be involved is made as widely available as possible. The organisation monitors the diversity of the volunteer team, and implements procedures that aim to increase diversity and representation from the local community.
4 The organisation develops appropriate roles for volunteers in line with its aims and objectives, which are of value to the volunteers	<ol style="list-style-type: none"> A 'description' is drawn up for each volunteer role. The organisation sets out the necessary skills, attitude, experience and availability needed to carry out the role. If feasible, a variety of tasks is made available which will attract a range of people, while still meeting the needs and aims of the organisation. Where possible, tasks are adapted to suit the needs, abilities and interests of individual volunteers.



Indicators	Practice
5 The organisation is committed to ensuring that, as far as possible, volunteers are protected from physical, financial and emotional harm arising from volunteering	<ol style="list-style-type: none"> An assessment of potential risk to volunteers is conducted when designing volunteer roles. Volunteers are covered by appropriate insurance. There is a clear policy on the reimbursement of volunteers' out of pocket expenses which is rooted in the organisational ethos, and which takes account of the organisation's financial situation. Volunteers' personal details are protected in line with Data Protection principles.
6 The organisation is committed to using fair, efficient and consistent recruitment procedures for all potential volunteers	<ol style="list-style-type: none"> People interested in volunteering are provided with clear information about the opportunities, the recruitment and selection procedure, what volunteers can expect from the organisation, and what the organisation's expectations are. Recruitment or matching procedures are appropriate to the volunteer role(s) and individual's needs and applied consistently. The organisation asks only for information needed in order to make a placement and this is recorded in a consistent manner. At some point in the recruitment procedure time is given to explore the individual's reasons for volunteering. Volunteers are informed if their application is unsuccessful and are offered feedback and are signposted to other organisations as appropriate. Where appropriate, potential volunteers are given further opportunities to find out more about the volunteering opportunities before committing themselves. The organisation takes a considered approach to taking up references which is consistent and equitable for all volunteers, bearing in mind the nature of the organisation's work and the volunteering role. The organisation's approach to the use of official checks takes into account the relevant Government guidelines, and the roles in which volunteers will be placed. The organisation has considered which types of convictions/disciplinary actions may or may not be relevant to the volunteering being undertaken.
7 Clear procedures are put into action for introducing new volunteers to their role, the organisation, its work, policies, practices and relevant personnel	<ol style="list-style-type: none"> All new volunteers are introduced to the relevant paid staff and other volunteers with whom they will come into contact. Volunteers are provided with the necessary information and/or training to carry out their role, including any policies as appropriate. There is clarity between the volunteer and the organisation about the boundaries of the volunteers' roles. Volunteers are advised how the organisation will address situations where the volunteer has behaved inappropriately. Volunteers are advised of the procedure to use if they wish to complain about their treatment by paid staff, users, committee members or other volunteers.



Executive response: Scrutiny Review of the City of Wolverhampton Volunteering Offer

Volunteer Policy

Recommendation 1		
That the Heads of Service (HoS) Group develop the draft volunteering policy and the offer taking into account the comments and recommendations arising from the review of the City of Wolverhampton Volunteering offer.		
Comment	Timescale/progress so far	Officer Responsible
Accept The HoS group is made up of officers from across the range of Council Services. They will be supported by the Voluntary Sector Coordinator, and the focus group which is made up of officers who manage volunteers. All will work towards delivering a Corporate Volunteering approach that is open, clear, fair and accessible. All will be briefed on the outcome of the Scrutiny Review to ensure that the development of the volunteering policy and offer reflects the recommendations arising from the review of the City of Wolverhampton Volunteering offer.	The HoS group met on 26 November 2015 to receive initial findings of the scrutiny review and feed comments into the draft policy for consideration. The HoS group meet again to consider the recommendations of the review on 22 March 2016. Work is already underway with the HoS group feeding back as part of the Scrutiny Review Group Work. This will continue through to implementation in June 2016, followed by periodic review thereafter.	Voluntary Sector Co-ordinator
Recommendation 2		
That HoS group to ascertain, through consultation, the current volunteer's perception of the draft volunteering offer.		
Comment	Timescale/progress so far	Officer Responsible
Accept HoS group will be briefed on the outcome of the Scrutiny Review and asked to ensure that the current volunteers in their service areas are consulted with in order that their views can be taken into account as part of the development process.	This is already underway to be completed by March 2016.	Voluntary Sector Co-ordinator

Recommendation 3		
That definition of volunteering and work experience is included in the council volunteering policy and guidelines.		
Comment	Timescale/progress so far	Officer Responsible
Accept HoS group will be briefed on the outcome of the Scrutiny Review to ensure that the development of the volunteering policy further clarifies what is meant by volunteering, work experience and other areas that may arise from the work and deemed to need further explanation/clarification.	Initial definitions have already been included which may need refining prior to the documents being finalised in June 2016.	Voluntary Sector Co-ordinator
Recommendation 4		
That where applicable any person volunteering within the Council will have the required DBS checks as specified by the receiving service area.		
Comment	Timescale/progress so far	Officer Responsible
Accept As part of the process of identifying a volunteer role within a service area, the appropriate HoS will determine whether a DBS check is required and ensure suitable applicants have a satisfactory check in place prior to commencing the volunteer role.	On-going determined by the volunteer role.	Head of Service for appropriate service area
Recommendation 5		
That the HoS group develop a process for volunteers entering the workplace and volunteer role descriptions.		
Comment	Timescale/progress so far	Officer responsible
Accept The HoS group is made up of officers from across the range of Council Services. They will be supported by the Voluntary Sector Coordinator, and the focus group which is made up of officers who manage volunteers. All will work towards delivering a Corporate Volunteering approach that is open, clear, fair and accessible.	The scrutiny report outlined a draft process for volunteers entering the workplace. This will be further developed by the HoS group for completion by June 2016.	Head of Economic Inclusion / Voluntary Sector Co-ordinator

Recommendation 6 That 'Investing in Volunteers' (IiV) standards be included in the policy appendices, and HoS to explore accreditation for the Council.		
Comment	Timescale/progress so far	Officer Responsible
Accept	Investing in Volunteers (IiV) standards have already been incorporated into the policy and HoS will explore accreditation during the development phase by June 2016.	Voluntary Sector Co-ordinator
Recommendation 7 That there is a 12 month review of the final policy.		
Comment	Timescale/progress so far	Officer Responsible
Accept	June 2017.	Head of Economic Inclusion/ Voluntary Sector Co-ordinator

Skills and Pathways

Recommendation 8 That all volunteers are referred to the Volunteer Service at Wolverhampton Voluntary Sector Council (WVSC) in the first instance to determine the best pathway for the individual.		
Comment	Timescale/progress so far	Officer Responsible
Accept	This has already been built into the pathway. Current volunteers will go through the process first as part of developing and implementing the Corporate approach. March 2016 – June 2016.	Head of Economic Inclusion/ Voluntary Sector Co-ordinator

Recommendation 9

That the volunteer pathway should include the following:

- a) A volunteer role description for each service area detailing how the role will support existing service delivery.
- b) The agreement with a volunteer will detail mandatory and job specific training and support for the role.
- c) Initiating a DBS check where applicable for all volunteers in Council services.
- d) Ensuring robust equality monitoring processes are in place identifying and following up gaps in current practice and other relevant policies. In exploring this officers have identified and raised the need to review the Equality and Diversity Policy Statement with H.R.
- e) All volunteers are registered on the Agresso system and records of DBS, training and equality are monitored.
- f) All service groups should monitor volunteers to check progress and development needs in line with the volunteer offer.

Comment	Timescale/progress so far	Officer Responsible
Accept	Some of this work is already underway through the HoS group and will continue through to completion of the Corporate approach in June 2016 and beyond as part of ensuring the processes are robust.	Voluntary Sector Co-ordinator

Recommendation 10

That a sensible review period is built into each volunteering role for the protection of the service, the benefit of the volunteer and to ensure the role has not changed substantially over a set period of time.

Comment	Timescale/progress so far	Officer Responsible
The Volunteer Policy and Pathway identifies processes to be followed in order to protect the service and enable goals to be set for the volunteer determined by the role they are doing, what the role requires and what the volunteer would like to gain from the experience.	This will be determined by the service area from the outset and agreed with the volunteer on take up of the role.	Voluntary Sector Co-ordinator

Recommendation 11		
That volunteers are provided access to the Council Learning Hub to develop skills for mandatory and role specific training.		
Comment	Timescale/progress so far	Officer Responsible
The Volunteer Policy and Pathway identifies processes to be followed in order to protect the service and enable goals to be set for the volunteer determined by the role they are doing, what the role requires and what the volunteer would like to gain from the experience.	Discussions to commence with adult education, I.T, H.R in the first instance by March 2016.	Head of Economic Inclusion / Voluntary Sector Co-ordinator
Recommendation 12		
That the HoS group and Volunteer Service develop a package of training for managers, volunteers and volunteer supervisors to be delivered via the Council learning hub.		
Comment	Timescale/progress so far	Officer Responsible
The Volunteer Policy and Pathway identifies processes to be followed in order to protect the service and enable goals to be set for the volunteer determined by the role they are doing, what the role requires and what the volunteer would like to gain from the experience. Managers/supervisors will receive training in order to best support and develop volunteers assisting them to reach their goals.	HoS group to commence discussions with adult education, I.T, H.R in the first instance by March 2016.	Head of Economic Inclusion Voluntary Service Co-ordinator

Additionality**Recommendation 13**

That the volunteer role description should be service specific and include the following:

- a) The volunteering hours required (determined by the task).
- b) The days and duration of the volunteering opportunity (determined by the task).
- c) The training available – what skills they need, the support role and skill development.
- d) How the role will support existing service delivery.
- e) An agreed and appropriate review period for the protection of the service and the volunteer.
- f) DBS checks to be arranged if applicable.
- g) Volunteering code of conduct.
- h) Advertising opportunities to access volunteering with WVSC and partner organisations.
- j) That specific text should be included in the policy taken from the TUC guidance to ensure that volunteering provides additionality to rather than replacement of existing staffing resources.

Page 106	Comment	Timescale/progress so far	Officer Responsible
	Accept The HoS group will develop a template for use in Service areas. The template will be discussed with Unison.	Feb – June 2016	Head of Economic Inclusion / Voluntary Sector Co-ordinator

Recommendation 14

That specific text should be included in the policy taken from the TUC guidance to ensure that volunteering provides additionality to rather than replacement of existing staffing resources.

Comment	Timescale/progress so far	Officer Responsible
Accept	HoS group to take this forward as part of the further development of documents going forward, consulting with Unison where applicable.	Head of Economic Inclusion / Voluntary Sector Co-ordinator

Recommendation 15

[Not Protectively Marked]

That as part of the development of the wider partnership Volunteering Strategy, a discussion with the Inclusion Board and Wolverhampton Voluntary Sector Council (WVSC) to explore arrangements for DBS checks should take place. Where feasible a process for ensuring that DBS checks are in place should be incorporated as part of the contractual arrangements for the agency providing volunteering services.

Comment	Timescale/progress so far	Officer Responsible
The Inclusion Board is a sub-group of the City Board and will be the key partnership forum for the development and implementation of the wider partnership Volunteering Strategy. As part of exploring city-wide volunteering, current arrangements including DBS checks will be explored and where feasible incorporated into the contractual arrangements for volunteer service provider.	By June 2016	Head of Economic Inclusion/ Voluntary Sector Co-ordinator

Recommendation 16

That there is a review of the volunteering policy once the Combined Authority is functioning to ensure synergy with the wider region.

Comment	Timescale/progress so far	Officer Responsible
Accept	Review when CA in place.	Head of Economic Inclusion/ Voluntary Sector Co-ordinator

Resource

Recommendation 17		
<p>a) That an investigation or assessment of the types of costs associated with volunteering is undertaken by HoS as part of the policy refinement and incorporated within the guidance to service areas.</p> <p>b) That the HoS group identifies resource implications of training, DBS checks and supervising volunteers for each service area.</p> <p>c) That the HoS group explore and identify funding opportunities with funders, partners and businesses, internally and externally.</p>		
Comment	Timescale/progress so far	Officer Responsible
<p>The resource implications will vary between service areas along with the added value that volunteers bring. As the organisation already has a number of volunteers, some of the types of costs are already known and will be shared with the HoS group and incorporated into the guidance documents for volunteer managers/supervisors. Areas of work that may need additional support will be flagged as part of the scoping exercise in identifying and developing a volunteer role, and monitored whilst the volunteer is in the role. As part of this process, opportunities to draw on expertise in the organisation and from partners will be highlighted whilst also exploring internal/external resources.</p>	<p>On-going during development and implementation. By June 2016</p>	<p>Head of Economic Inclusion / Voluntary Sector Co-ordinator</p>

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